



**Education for All 2004-09  
Formative Research Project**

**Study Report 7**

## **Effectiveness of School/Community-based Monitoring System**



**Tribhuvan University**  
**Research Centre for Educational Innovation and Development (CERID)**  
2006



**Effectiveness of  
School/Community-Based Monitoring System**



Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
Balkhu, Kathmandu, Nepal  
2006



## Acknowledgement

EFA National Plan of Action 2004-09 has been implemented in Nepal with a view to increase the access to primary education and meeting the learning needs of all children. The plan lays stress on decentralized strategies for planning, management and evaluation of the reform endeavors. To this end, attempts were made to strengthen the capacity of local communities to own and manage the schools. Institutional support and technical inputs are being provided to the schools through training and monitoring for school improvement plan, physical construction and maintenance. Moreover, amendments were made to the Education Act and Regulations for the purpose. The purpose of all this was to capacitate SMC, PTAs and other stakeholders of the local schools to persist in the reform endeavors, which assumed that the stakeholders would supervise and monitor the school affairs so that the primary school system could achieve as expected.

This report is an outcome of the study on Effectiveness of School/Community-based Monitoring System. The study reviews different facets of monitoring, attempts to examine its effectiveness, and highlights the features of a successful school. I hope the findings of this report will prove useful for improving and strengthening educational planning and its implementation at the local level.

I would like to express my sincere thanks to DOE and DEO staff members, SMCs, PTAs, teachers, members of local bodies, parents, and others for the kind cooperation they extended to me for this study. Special thanks go to CERID for giving me the opportunity to undertake this research.

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## Abbreviations Used

CBO	Community-Based Organization
CERID	Research Centre for Educational Innovation and Development
CMS	Community Managed School
DACA/W	Decentralized Action for Children and Women
DDC	District Development Committee
DEP	District Education Plan
DEO	District Education Officer
DOE	Department of Education
ECD	Early Child Development
EFA	Education for All
FRP	Formative Research Project
GO	Government Organizations
HT	Head Teacher
INGO	International Non-government Organizations
LSGA	Local Self-Governance Act
MOES	Ministry of Education and Sports
MP	Member of Parliament
NGO	Non-Government Organization
NCED	National Centre for Educational Development
PSIP	Primary School Improvement Plan
PTA	Parent Teacher Association
RC	Resource Centre
RP	Resource Person
RRN	Rural Reconstruction Nepal
SEDU	Secondary Education Development Unit
SIP	School Improvement Plan
SMC	School Managing Committee
SSA	School Self-Assessment
VCDP	Vulnerable Community Development Plan
VDC	Village Development Committee
VEC	Village Education Committee
VEP	Village Education Plan

## Executive Summary

### Context

The EFA core document is the guide for the development of basic education in the country. The document proposes several initiatives and reforms. Community involvement and empowerment constitute the main thrust of the program based on decentralization. The program will incorporate a number of strategies for improving the efficiency and capacity of educational institutions related to primary education. The essence of the school-based management within a decentralized framework is to operate the school by involving and empowering parents and communities by maximally utilizing the human and material resources that are available at the local level. The SMCs will have greater roles in the management and functioning of schools. The government will continue to provide financial assistance and technical support for their capacity building and for ensuring children's equitable access to quality education. In other words, decentralized management of education requires a shift from centralized or bureaucratic control to community-control and from central planning to school-based planning done in collaboration by actors of different levels. Local stakeholders such as parents, teachers and SMC members will have key roles to play to make educational services deliveries more effective. To make this happen, it is necessary to explore how the capacities of local stakeholders could be enhanced and how their roles be defined in the present context of school governance. To understand the existing practices and explore the possibilities of enhancing managerial capabilities of schools, there is need for MOES undertaking a study to help MOES initiate policy reforms for making the school system effective. In this connection, a study of the current monitoring practices is essential. This study will help to see how the reform process is advancing and what could be done to improve the educational management of the country.

### Research Questions

The study was conducted to answer the following research questions:

- How effective is the community/school-based monitoring system? (How feasible is the concept of self-assessment system?)
- What are the features of successful cases?
- What are the reasons for success?

## **Study Design**

This study was conducted by using the case study method. For such a study, collection and interpretation of data are necessary to identify factors that influence the existing phenomenon and to have a comprehensive idea about it. So the case study pattern which includes the multi-method design was followed for this study. The data was qualitatively analyzed. Themes were drawn and analyzed to answer the research questions. The study used the following strategies to generate the data:

- Altogether 4 schools were selected, one each from Syangja, Parsa, Chitwan and Ilam districts. These schools were identified after thorough discussions with the DOE and DEO staff members.
- Discussions were made with the DEO staff members to trace the factors that successfully contributed to the implementation of school/community-based monitoring.
- The school head teachers were interviewed. The interviews centered on the themes of the research.
- The ideas and perceptions of SMC members, teachers and local parents including female parents on the themes of the study were solicited by organizing discussion sessions.
- School minutes, supervision diaries, administrative reports, letters, etc. were reviewed to generate relevant information.
- Schools and school environments were observed to track out the functioning of the schools.
- In order to record the events, journals of what happened in the school, community and other related place were kept.
- Peer reviews were made (in the field) to ensure the reliability of the data. For the external audit, a consultative meeting was organized at the centre.

## **Conclusion**

The EFA National Plan of Action 2004-09 was implemented in order to bring about improvement in the primary education of the country. The Plan has set goals primarily for increasing access to primary education and improving the quality of education. Along with the implementation of the Plan necessary amendments were made to the Education Act and the Education Regulations



were revised as required. Several directives were issued. All these efforts were made to bring local stakeholders into the local education affairs and entrust them with the responsibilities to run community schools smoothly and effectively.

The study shows that the local parents are literate. Literacy had increased their confidence and empowered them. Parents visit schools and discuss and hold dialogues with the teachers and school authorities. This again is another source of empowerment. General awareness and training for SMC, HT and the parents were yet another source. An empowered community can bring about changes in the society. Local empowerment and school performance have a positive relationship.

Nepalese culture is diverse in terms of gender, ethnicity, religion, language etc. But the school system does not seem to address the diversity of Nepalese society. Schools do not frame any policy on discriminatory behavior. Schools do not have any tool with which to identify the needs of the marginalized and disadvantaged children and address them. Moreover, schools are governed by dominant social groups. Thus, the school system in the country is not inclusive.

For the reform process policy documents emphasize the involvement of local stakeholders – the agency. But the process is still with the bureaucracy – the structure, which controls resource, information and operation schedules. Therefore the reform has not been able to forge ahead. Consequently, community awareness and empowerment efforts have been limited. The directives and documents developed from the centre focus more on teaching, than on learning. However, attempts are still being made for a change in the system or structure.

## **Recommendation**

- Massive empowerment (through literacy, capacity development, awareness raising) programs be launched at the grassroots level. Schools and community members be motivated to hold dialogues and discussions.
- Inclusivity be adopted as a strategy in the implementation of educational programs. Schools be encouraged to develop policies addressing diversity and multiculturalism at the local level.
- Roles of the key stakeholders in monitoring be clearly defined.

- Basic indicators for school/community-based monitoring be developed.
- School/community-based monitoring components be adequately included in management and SIP training programs.
- School and communities self initiatives be promoted to conduct field-based monitoring in terms of assessing school performance.
- Good examples of local stakeholders' involvement in school monitoring be disseminated.
- The process of maintaining students' portfolio in schools be initiated.
- The practice of maintaining students' daily notebook be scaled up.
- The following aspects in HTs and SMC management and SIP training programs be included:
  - Building mutual relationship between school and community
  - Activating self initiation
  - Promoting HTs and teachers' commitment and cooperation
- Further research be launched to find out how the school governing body can be made democratic and effective.

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## CHAPTER I

### Introduction

#### Context

The ideas about the state have changed considerably over time. The state is taken as an essential for ensuring the basic rights of individuals and groups in contemporary societies. The state has a crucial part to play in promoting development. After World War II, the public interest view of the state is characterized predominantly by development thinking. The government with its politicians, civil servants and the operational system is considered capable of defining the common interest of the people. With this in view, government agencies formulate policies and plans and use the state power to further those interests the state is perceived as the institution that comprehensively plans all aspects of development and implements them through its own machinery right from the central level. This top-down model of decision-making and implementation is considered to be the most rational approach to development. But the advocates of the bottom-up approach themselves have started criticizing this approach. They disagree with the public interest view of the state and do not think that state knows how to define public interest through its conventional hierarchical structure and bureaucratic principle of work. They agree with the structuralist idea that the state primarily served privileged and influential groups. Therefore the state should become more responsive to the needs of the deprived and disadvantaged. It requires a breakaway from the rational approach as prescribed by public interest view of the state (Dale: 2000). The new move certainly bars the conventional bureaucratic organization and mode of operation, centralization and standardization for the planning and implementation of development efforts.

Local development endeavor emphasizes the status profile and living conditions of the disadvantaged, and the diverse environment of target groups also influences such a move. So development endeavor needs to be based on the information about factors that influence the target people's lives. Moreover, development effort must also be flexible enough for complex social problems. This requires a definite mode of work and active learning and calls for decentralization within the government and active participation of the people. Moreover, with the advance of technology the problem of inequality and marginalization of large numbers of people has emerged in many developing societies. It has created stronger pattern of interdependency of

societies and population groups. To overcome these problems, the state should devise and employ mechanisms for facilitating economic and social life development and should actively activate civil society organizations to address the issues of local welfare and development.

In Nepal, EFA: National Plan of Action 2004-09 has been implemented with a view to increase the access to and improve the quality and efficiency of primary education in the country. The plan stresses decentralization as the basic strategy. It envisages decentralization as the major instrument for increasing access to schools, meeting the learning needs of all, and improving the quality of education. To this end, attempts were made to strengthen the capacity of local communities to own and manage schools. Similarly, DEOs, DDCs and VDCs provide institutional support to communities and schools through regular training and monitoring. Technical inputs are provided to schools for school improvement planning, physical construction and maintenance. Emphasizing these aspects, the Education Act (Seventh and Eighth Amendments) and its Regulations introduced a number of provisions to improve the education system. The Act and the Regulations make efforts to establish the concepts of self-assessment by the SMC, PTAs and other stakeholders of the local school. In short, the reform emphasizes school-based funding and flexible school management.

## **Rationale**

In making educational services effective, local stakeholders such as parents, teachers and SMC have a key role to play. Recent studies conducted by CERID under the Formative Research Project shows that although SMCs have been empowered to carry out school functions, they have not yet been able to demonstrate their leadership potentials (CERID, 2005). Parents show their concerns about school affairs but they are not very much aware of the school situation. The flexible funding and block grants approaches in the context of school-based management have necessitated the enhancement of the capacity of SMCs to utilize school resources within a decentralized framework. The fundamental question about how to make happen is to see in what way the capacities of local stakeholders can be built and how their roles can be defined in the present context of school governance. To understand the current practices and exploring possibilities for enhancing the management capabilities of the schools, it is imperative to undertake a study to help MOES initiate policy reforms for making the schools effective overall. In this connection, a study of the current monitoring practices is essential, which

help the reform process and the improvement of the educational management of the country.

### **Research Questions**

This study on effectiveness of school/community-based monitoring system intends to examine the issues of monitoring with the following research questions:

*How effective is the community/school-based monitoring system? (How feasible is the concept of self-assessment system?)*

An analysis of community/school-based monitoring practices and their effectiveness in terms of quality, access etc. has been made. The above research question is answered based on the following sub-questions:

- How do central, district and local levels conceptualize monitoring, school-based monitoring and self assessment?
- What is the stipulated monitoring mechanism?
- What is the actual monitoring practice?
- What aspects are being monitored?
- What are the processes of monitoring?
- Who monitors?
- What is the capacity of those who monitor?
- What is the feedback provided and whether do they reflect in reform process?

Of the feasibility of self-assessment system and the self-assessment situation analysis has been made. In this context, attempt has been made to answer the following questions:

- What is their capability or technical know-how about self-assessment?
- What are the supports provided to them?
- Are the stakeholders committed?

*What are the features of successful cases?*

An analysis of the cases of success has been made. This question has been answered based on the following sub-questions:

- What are the best practices of monitoring?
- Does monitoring contribute to the improvement of the institutional reform process, increase access, and improve quality?

*What are the reasons for success?*

An analysis of the reasons of success has been made. In this respect, answers are given to the following sub-questions:

- Do the context and conditions affect? What are the context and conditions of school?
- Does the leadership quality impact positively? What is the quality of leadership?
- What is the school environment? Does school environment affect?



## CHAPTER II Review of Literature

### Policies on Education

#### *The Tenth Plan*

The Tenth Plan document is a major development guideline of the country. The vision of the Tenth Five-Year Plan is to devolve the educational planning and management responsibility of school education to the local bodies and communities in line with the Local Self-Governance Act (LSGA). In addition to this, the operation of the school management responsibility should be entrusted to a committee composed of parents and teachers and they should be empowered to carry out these responsibilities. The plan has also envisaged the strategy of community participation right from the grassroots, i.e. in a decentralized way, through facilitation, quality improvement and regular support from the concerned quarters.

The Tenth Plan, in its policy objectives for education, focuses on expanding education and developing its quality education for poverty reduction. The following are the policies and policy objectives outlined in the Tenth Plan that are directly related to the basic and primary education sub-sector:

- In line with the spirit of decentralization mentioned in LSGA, educational planning and management responsibility will be given to local bodies and communities. SMCs will be responsible for planning and management of their respective schools.
- Capacity of the local bodies, communities and SMCs to take up the responsibility of educational planning and management will be enhanced.
- Free primary education will be made compulsory gradually and provisions of scholarships will be made for Dalits, disadvantaged ethnic groups, girls, children with disabilities, and economically suffering children.
- ECD centers and pre-primary classes will be established in partnership with INGOs, NGOs, private enterprises, and local communities will be encouraged.
- Increased partnership with the civil society, NGOs and the private sector is necessary for bringing in additional resources and expertise.

- Institutional and educational management must be streamlined and strengthened.

The main thrust of the Tenth Plan for the education sector is the decentralization of planning and education management in line with LSGA according to which SMCs are responsible for school management as per the Seventh amendment of the Education Act. Both LSGA and the Education Act focus on the need of community involvement in education with emphasis on ownership, accountability and local control over the utilization and mobilization of local resources.

#### *EFA Core Document*

The EFA core document is the guiding principle for the development of basic education in the country. It proposes several initiatives and reforms. Its main thrust is on strategies of community involvement and empowerment within the framework of the decentralized system of educational planning and management. It incorporates a number of strategies for the improvement of efficiency and overall capacity of educational institutions of primary education.

The first strategy that MOES has already used is the transfer of school management to the community as a way of shift from centralized to community-controlled and school-based planning and management. It expects that community-managed schools will have an effective school-based monitoring, greater involvement of parents in their children's schooling, and better accountability of teachers to the school and community. Hence, the efficiency of schools will be enhanced. The schools established by the communities and managed on community funds will also be supported with the program funds as per their needs.

The essence of the school-based management within a decentralized framework is to operate the school by involving and empowering parents and communities and by utilizing the human and material resources that are available locally. Although the SMCs will have greater roles in the management and functioning of schools, the government will continue to provide financial assistance and technical support for their capacity building and for ensuring children's equitable access to quality education.

Decentralized management of education as well as schools requires a strategic shift from a centralized and bureaucracy controlled management to community-controlled and school-based planning and management. The principle of bottom-up planning will be the approach for decentralization.

School Improvement Plans (SIPs), Village Education Plans (VEPs), and District Education Plans (DEPs) will be the tools through which decentralized planning and program implementation will be carried out. Collaboration with different partners including local bodies, NGOs, INGOs, CBOs and other private organizations will be expected.

*Vulnerable Community Development Plan (VCDP), 2004*

The Ministry of Education and Sports has recently brought out the Vulnerable Community Development Plan (VCDP), 2004 to address the problem of the social exclusion of girls and of children from Dalit, indigenous minority and ethnic groups in Nepal. Although VCDP appears to focus on the implementation of EFA programs, it considers measures to ensure disadvantaged children's inclusion in primary education. Realizing the need for social inclusion and integration of disadvantaged children in primary schools, the plan emphasizes the need for targeted interventions for girls and indigenous and ethnic minority children in the school system. Emphasis has also been placed on the needs of Dalit and disabled children and children affected by the conflict.

The primary objective of the plan is to incorporate learning needs of indigenous and ethnic minority children in primary education program. VCDP builds upon the visions of the EFA Core Document (2004-09) and should therefore be seen as an operational plan to help implement the primary education program for indigenous and ethnic minority children. In this respect, the plan in itself is an achievement because it has made an advance and has tried to reach the children from language minority groups. The plan further illustrates EFA goals, objectives, strategies, and suggests interventions for disadvantaged children's education. VCDP also looks at the challenges the program has to face, and offers recommendations to ensure the education of all children with particular focus on children from indigenous and ethnic communities.

VCDP suggests the following strategies to address the needs of children from vulnerable communities in Nepal:

- Intensive social mobilization for involving stakeholders in strategic decision processes
- Decentralization of education to ensure equity, transparency, accountability and participation
- Gender mainstreaming

- Targeted interventions for social inclusion of girls, *Dalits*, ethnic and linguistic minorities and other marginalized groups
- Building partnership with stakeholders parents, local bodies, I/NGOs, CBOs and private agencies
- School-based support and participatory monitoring

In order to address the needs of children from vulnerable communities or groups, the plan identifies the need for the following interventions:

- Scholarships for girls, *Dalits*, indigenous as well as ethnic minority children
- Mother tongue medium education programs
- Inclusion of 20 per cent of local content in the curriculum
- Use of locally available teaching materials
- Alternative and flexible schooling to suit the local needs
- Extra resources for enrolment drives and child-friendly environment
- Recruitment of local teachers for retention and quality enhancement.

## **Act, Regulations and Other Provisions**

### *Education Act and Regulations*

The Seventh Amendment of the Education Act 2028 and its Regulations introduced a number of provisions to improve the school education system. The amended Act/Regulations have outlined the roles, responsibilities and authority for the school stakeholders. For school-based monitoring, some of the provisions made in the Act/Regulations for the stakeholders at community level are as follows:

### School Management Committee (SMC)

The SMC's responsibilities in terms of evaluation, follow-up and monitoring of the school activities are:

- School's proper functioning and management as well as its regular inspection by RPs and DEO personnel
- Resource collection
- Teacher training

- Teacher/student regularity
- HT and teachers' performance
- Reward and punishment (teachers)
- Student fees and scholarships
- Documentation of important files, registers, records and accounts
- Social auditing of annual income and expenditure

#### Parent Teacher Association (PTA)

PTA's responsibilities for evaluation, follow-up and monitoring are:

- Students' admission, examination and monthly fees (for lower secondary and secondary levels) charged by the school (matching the norms and provisions of the Education Regulations or otherwise)
- Progress of the school towards enhancing the quality of teaching-learning
- Regular discussions among stakeholders on the issues and problems of the schools, observed during school visits

#### Head Teacher (HT)

HT's responsibilities with regard to evaluation, follow-up and monitoring are:

- Educational environment, quality education and discipline maintenance in school
- Preparation of the class operation schedule in consultation with the teachers and inspection of its implementation
- Maintenance of important school records/information
- Submission of a copy of teacher/staffs' performance appraisal to DEO and SMC
- Discussion among colleagues on school issues at least once in a month and maintenance of the minutes/suggestions/feedbacks of such meetings in the school record book
- Formulation of the annual action plan, its approval by SMC, its implementation
- Preparation of monthly, half-yearly and yearly teaching-learning schedules and their implementation

- Expenditure from the school funds and grants as per the directives of SMC and the authority endowed by the Act/ Regulations as well as maintenance of school accounts on income and expenditure
- Reward and punishment for teachers

The Education Act/Regulations are however silent over empowering the parents and the community who represent only through SMC and PTA.

### *Management Transfer of Public School*

In order to boost the bottom-up plan and consolidate development efforts from the local level, the government decided to transfer the management of public schools to the community. It was the reform endeavor for improved school management through the delegation of authority and resources to the local level. To this end, DOE enforced the Community Managed Schools' Operational Directives for the operation of community-managed schools. The CMS Operational Directives has outlined the task for different stakeholders at the community level as follows:

#### School Management Committee (SMC)

The SMC's tasks for evaluation, follow-up and monitoring are:

- HT's appointment, his administrative performance and his efforts for SIP implementation
- Recruitment of teachers with the resources of the school and their performance and regularity
- Formulation of the half-yearly and yearly phases of the Action Plan and collection of resources for the implementation of the plan
- Social auditing of the annual income and expenditure of the school in the parents' gathering
- Parents' gathering at least twice a month

#### Head Teacher (HT)

The HT's tasks for evaluation, follow-up and monitoring are:

- Teachers' performance, regularity, reward and punishment
- Effectiveness of the subject-wise sub-committees of the parents constituted for the enhancement of school education

- Regular meeting of the parent/teacher sub-committees
- Feedback and suggestions given by the sub-committees included and implemented in the teaching-learning process

#### Parent Teacher Association (PTA)

The PTA's tasks for evaluation, follow-up and monitoring are:

- Improvement and progress of the school and their contribution to delivery of quality education
- Regular discussions among stakeholders on education-related issues and problems
- To see if the student fee (for secondary and lower secondary levels) charged by the school matches the provisions of the Education Regulations

DEO monitors the SMC's activities whereas SMC is responsible for monitoring the HT's activities regularly. The focus of the monitoring covers:

- attendance of teachers and students
- educational achievements
- performance and activities of SMC

Apart from the above, parent's conference forms a monitoring committee, which monitors the following activities and prepares an evaluation report for presentation in the parents' gathering.

- progress made by the school
- educational achievement of students
- school fees for lower secondary and secondary levels
- regularity of teachers and students
- performance of head teacher and SMC members in relation to the assigned tasks

#### *Block Grants*

With regard to the monitoring of income and expenditure as well as maintaining transparency in financial activities of school, the School Grant Operation Directive has outlined two modes for school auditing. The first is

the financial auditing of school accounts by the auditor recommended by the Regional Education Directorate and appointed by the District Education Committee. The second is the social auditing by the parents' conference that has to approve the income/expenditure of the school. The social auditing is not just confined to approval or disapproval of the income/expenditure; it encompasses the overall progress of the school. Therefore, the school has to present the School Annual Progress Report to the parents' conference. The report should reflect the school-age students' enrollment rate, retention, educational achievement etc.

The School Grant Operation Directive is for the operation of three types of grants received by community schools as per their level, category and geographical region - level: primary, lower secondary and secondary; category - community, management-transferred and community-owned, the geographical region: mountain, hill and Terai. The three types of grants are earmarked, block and incentive grants. The objectives behind the disbursement of grants are:

- Devolution of authority to the School Management Committee for flexibility in the utilization of resources and procurement of materials for school operation
- Educational improvement of all the students as envisaged in the curriculum
- Enrollment of all students in the catchment areas of VDC/DDC in coordination with VDC/DDC
- Arrangements for the medium of instruction in the mother tongue/local language for the pre-primary and primary levels
- Linkage of the school grants with the school progress measured on the school indicators
- Encouragement for the collection of additional resources with the effective mobilization of the received block grant
- Assistance for promotion of schools which have not yet reached the basic stage
- Through grant disbursement method, encouraging the school to collaborate with the stakeholders for self monitoring and assessment



The above-mentioned are the objectives envisaged by the School Grant Operation Directive and should therefore come under school-based monitoring and self-assessment.

## **Reflections**

EFA 2004-'09 started reform in primary education with the involvement of local stakeholders. It endeavors to alter the structure and focuses on decentralization and devolution of authorities to the local levels while going with the reform process. Amendments to the Education Act and enforcement of the new Education Regulation, which intend to devolve authorities to the grassroots levels such as SMC, PTAs and VDCs, were made. SMCs are entrusted with the overall responsibility of planning, managing, operating and evaluating the school affairs. Similarly, PTAs are made responsible for the quality improvement of the school. On the other hand, HT is supposed to conduct school's everyday work along with trying for the development of physical and quality enhancement of the school. He/She is supposed to remain within the school premises while SMC is assumed to do their job within and outside the school. In the CMS Operation Directives, SMC is also made responsible for HT and teachers' appointment, teacher performance evaluation, social auditing and parent's conference. S/he is supposed to review teacher performances and assure the effectiveness of different sub-committees and quality of teaching and learning. Moreover, CMS are supposed to form a monitoring sub-committee which assesses the school performance, student achievement, HT's performance and teacher and student regularity. The block grant approach of funding devolves authority to SMC and attempts to link the grant with the progress based on school indicators. VCDP focuses on stakeholders' participation in decision making, transparency, accountability, social inclusion and partnership.

These provisions demand efforts for the reform process with the involvement of local stakeholders. They also visualize the elements of good governance and intend to provide quality education. But quality is normally assumed to improve teaching. Teaching means providing teachers, teaching materials and aids, teacher training and other support services. This is the supply side of quality. What about learning, the demand side of quality? The provisions above speak little about learning. As a matter of fact, the concept of monitoring as mentioned above explains the necessity of indicators. Absence of indicators makes it difficult to trace out the school performance and its effectiveness. Nevertheless, it seems that the government attempts to employ alternative development idea in executing the school reform programs.

Alternative development can be viewed as a critique of mainstream development shifts and as series of alternative proposals and methodologies that are interconnected; or it can be viewed as an alternative development paradigm, implying a definite theoretical break with the mainstream development. It can be viewed also as a matter concerned with local development with alternative practices on the ground.

An elementary distinction between the structuralist approach and the normative approach to development alternatives involves two basic differences. Structuralist approaches such as the dependency theory and the Keynesian reformism of the new international economic order emphasize structural macroeconomic change—just as mainstream modernization thinking, whereas alternative development emphasizes agency in the sense of people’s capacity to affect social change. The second difference is that dependency critiques of mainstream development do not usually question development per se, they only question dependent development of underdevelopment. ‘Alternative’ generally refers to three spheres -- agents, methods and objectives or values of development. Alternative development is the terrain of ‘Third System’ of citizen politics, the importance of which is apparent in the failed development efforts of the government (the prime or first system) and economic power (the merchant or second system). Often this seems to be the key point: alternative development is development from below. In this context, ‘below’ refers both to ‘community’ and to NGOs. Alternative development is frequently identified with development-by-NGOs. But given the wide variety of NGOs and NGO practices, the equation ‘alternative development is what NGOs do’ would obviously be inadequate. NGO ideology is organization-led and too limited to account for alternative development. Alternative development involves further distinguishing elements with respect to development methodology (participatory, endogenous, and self-reliant) and objectives (geared to basic needs). But saying that development must be undertaken from within and geared to basic needs is an adequate way of redefining development. The alternative referred to is alternative in relation to state and market, but not necessarily in relation to the general discourse of developmentalism (Pieterse, 2001).

### **Reflections on Previous FRP Studies**

#### *Development and Implementation of District Education Plan (DEP)*

The main objective of this research was to study the development and implementation of DEP so that the strengths and limitations of the plan

would be assessed and corrective actions could be suggested for promoting decentralized planning and its implementation process. The specific objectives were to review the existing planning process and methods, resources, the program components of DEP, the implementing strategies, and the monitoring and reporting of the implementation. The finding shows that the DEP planning process has been adversely affected by the limitedness of the required expertise at the district level. It does not clearly state the roles and responsibilities of stakeholders in the management of the program and resource-sharing. Effective monitoring and reporting mechanism for the plan has not yet been developed because the plan did not provide any scheme for monitoring the progress. The review of the progress has been made only partially.

#### *School Improvement Plan (SIP) and Its Implementation*

School Improvement Plan (SIP) was introduced in the five districts as bottom-up planning through the micro planning process for the planning, management and implementation of educational programs. SIP implementation is an effort to translate the vision of decentralization into action. In this context, the planning and implementation responsibility was shifted to the local school and the local community to ensure effort for reform. The study focused-on the nature and extent of people's participation in the planning, management and implementation of basic and primary education at the local level. The study found SIP had little impact on enhancing the planning skill at the school level, and it appeared that SIP preparation lacked necessary expertise though it had been assumed as a major decentralization reform measure to improve school affairs at the policy level. The centre was skeptic about the local community's ability to formulate any development programs and implement them. Centrally designed models were used for the planning and implementation of SIP process. SIP did not provide enough space to deal with the problems of women and design any programs for them. The issues and problems of women were not considered in the process of SIP implementation.

Even though monitoring responsibility was entrusted to HT, teachers, community members and SMC members during the designing of SIP, these people rarely undertook any monitoring activities. In fact, they thought that RPs were responsible for the monitoring. But RPs had several other assignments besides supervision and monitoring of the programs. So they hardly visited schools for monitoring purposes. HTs could not spare time for the monitoring. They also used supervision and monitoring interchangeably.

For them, observing classroom activities alone was monitoring. But SIP had underlined several programs besides classroom teaching. These programs were not observed during the supervision of teachers' activities. In fact, monitoring has not been given proper attention. No monitoring reports were found so no correction measures had to be taken. Truly speaking, people were not oriented and trained on the monitoring of educational development program in general and SIP in particular. Monitoring suffers for want of conceptual and methodological clarity. Therefore, monitoring of the SIP process has not received due attention because it has not been institutionalized as yet. Programs are implemented but nobody cares whether appropriately or not appropriately.

### *Management Transfer of Community Schools*

EFA 2004-'09 intends to boost up the management transfer process by creating demands at the community level through consorted mobilization activities and incentive mechanism. It seeks the identification of success stories of community-managed schools and to plans for replicating them. Therefore, the management of school was transferred community with a view to ensure community participation -- for ownership, quality instruction, accountability and efficiency of the school. FRP made efforts to study the conditions and necessary support for the success of community-managed schools and identify strategies for rapid expansion in this direction. The study showed that the community members and stakeholders considered that the new move enabled them to involve in local schools affairs. So they visited the school, discussed with the HT and teachers about the school affairs, observed teacher's activities and suggested for the betterment of school. They thought that their say would be respected. But parents and community people were quite unaware of the reason behind the management transfer. Lack of awareness in parents and community people inhibited momentum to management transfer. Schools stand on a weak legal base, e.g. as Education Act does not have concrete CMS provision. Management transfer was made on administrative decision and with the issue of operational guidelines prepared and endorsed by the government. Insurgency and conflict resisted the effort of management transfer yet, the schools have been able to increase the access of Dalit and tribal children to education, teachers' regularity and stakeholders' concerns. However, the local monitoring of the schools did not attain the expected level. The records did not show that SMC, HT and even DEO monitored the school activities in spite of the directive provisions. In

fact, they were not aware of the need for monitoring and they had only limited knowledge and skills.

### *Implementation of School Improvement Plan: Identification of Successful Cases*

As mentioned above, SIP was implemented for enhancing the effectiveness of the school system. For the purpose, efforts were made to provide stakeholders, SMC members and head teachers with appropriate training and resources for the planning, management and operation of SIP. In fact, SIP has become one of the instruments essential for planning school programs, resources and educational outcomes. It has also been regarded as a tool for the transformation of the school through the involvement of stakeholders. For both the government and the donors, SIP was central for the funding of the school and school activities. The government has recognized the centrality of schools with the initiation of SIP. FRP made efforts to see how the process is being implemented, to explore the reasons for the successful implementation of SIP and to identify the important features of a successful SIP. The findings evidenced that SIP could bring about changes but that SIP alone did not have much impact on school improvement. SIP acknowledged the diverse characteristics of the schools and the learning needs of the children. Schools were free to choose programs and strategies for learner-responsive teaching and learning. HT's strategic and visionary leadership contributed to the effective implementation of SIP. Leadership quality prioritized activities, estimated the resource needs, and explored the sources of funding. SIP helped HT, SMC members, parents and community people to gather to develop the school plan and its mode of implementation. They worked together for the upliftment of the school in a coordinated manner, developed relationships by working together, performed their roles and completed assignments.

Physical facility development has been much stressed in SIP because in the school the number of entrants was swelling day-by-day. And this was the major priority area for all the schools. Therefore, school poured considerable amount of resources on physical facilities. Consequently, very little amount remained for quality improvement of the school. The implementation of SIP could not pay attention to the gender aspect, i.e. to girl's educational needs. SIP stressed girl's access, but other aspects remained unaddressed. For example, SIP did not say anything about the educational needs of girl children. It did not analyze the learning problems of girls in the school, nor did it look at their learning conditions and achievement. SIP mentioned the

needs of teachers, but was silent over the needs of female teachers. Thus, the gender aspect received little consideration in the process of SIP implementation. Successful implementation of SIP does not necessarily mean the successful educational outcomes. No doubt, the school stands as a place for reform and SIP as a tool for making the reform happen. But the performance of school did not reveal the expected level of educational outcome. As the support school received was not sufficient, SIP process still asks for the more support and capacity development of its managers.

### *Disbursement of Block Grants*

The block grants provision was introduced as an important strategy under EFA (2004-2009) to improve the quality of teaching and learning in the public primary schools. Grants for teachers' salary and textbooks are being provided to the schools over the last several years. Under system of the school grants (including block grants) introduced in 2061/62, the government has initiated a larger and diversified provision of government grants. The grants provision is incorporated in the EFA Program/Budget for each district. The year 2061/62 is the first year of enlarged school grants. Besides making available a larger volume of resources to the schools, the school grants system aims at enabling the school management committees by vesting in them the power of making decisions on the use of the grants. The earmarked grants presently implemented are teacher salary grant, textbooks grant, scholarship grant, and grants for ECD and alternative education (primary level). The block grants implemented are administrative grant to schools, salary grant for teachers in the schools run by local community and in management transfer to community schools, educational materials grant, and SIP implementation grants. The performance grants implemented are: incentive grant for management transfer, and reward grant to schools for achieving a high survival rate at the primary level, and a high girls' enrolment percentage.

The study on block grants intends to examine and assess the issues in implementing the grants by conducting field surveys.

The study shows that there have been long delays in the release of funds (centre to district). Further, the disbursement of funds from the DEO offices to the schools has, similarly, been delayed. Part of the reason for delay is the long time required at the district level to work out the grants (type and amounts) to be provided to each school. Evidently, a lot of exercise is done in determining the amount for each school at the district level. The DEO offices have to consider the school data and the requests of schools. A determining factor is the total EFA budget for various programs/activities for the district.

Teachers' salary payment (through DDC) is often delayed by one or two months (1st month of each trimester). The schools have received the grant amounts in their bank accounts. Major block grants have reached the schools only in the months of Chaitra or Baishakh. So, very little time is left for using the money in the same fiscal year. The schools complained that the DEO offices did not inform them about the grants by specific categories, and that no explanation was given as to the purposes of the grants. This complaint of the schools has been redressed by DEO offices only recently by issuing official letters of disbursement directly or through RCs. Further, schools which are eager to know about the grants provided to particular schools can have access to related information in the DEO offices. But the schools have not shown much concern in this regard.

All concerned agencies and the stakeholders need to have information about the school grants system as spelled out in the School Grants Operation Guidelines document. So far, the dissemination of the contents of the document has been restricted only up to the R.C. level. The officials who have received the document state that there are several aspects -- particularly 'social audit,' criteria of accreditation, responsibilities of different agencies and stakeholders -- that need further explanation. A clear understanding of the contents of this document particularly by teachers, head teachers, and SMC members is necessary to get the grant money properly spent, which is now made available to the schools.

Another aspect of implementation is the monitoring of the use of the grants. The educational management system has the RC resource persons for the field level monitoring and DEOs for overall monitoring in the concerned districts. At present, monitoring at the field level has not been done as expected. There are, however, arrangements like monthly meetings of head teachers in RC, and regular meetings of RPs at the DEO level. DEOs and the RCs state that there for lack of resources effective field level monitoring has not been possible.

School grants including block grants have the set target of achieving various objectives related to EFA goals, e.g. ensuring schooling of all children, achieving gender equity and raising the quality of education. The output of the implementation of school grant (including the block grant) should be assessed periodically.

## Reflections

The review shows that the state took steps to foster the decentralized reform initiative in education. In order to boost the bottom-up planning and consolidate development effort right from the grassroots level, DEP and SIP processes were initiated at the very beginning of the reform endeavor. Furthermore, the government decided to transfer the management of schools to the community for involving the local stakeholders in planning, management, implementation and evaluation of community education programs so that access, quality and organizational efficiency could be improved. In this connection, several training programs were launched and considerable budget amounts were spent for institutional arrangements. However, the challenge to the efficient operation of primary school has yet remained. Out the many challenges, school or community-based monitoring and supervision is one.

For the community managed schools, the CMS Operation Directives has a provision of monitoring. As per the guidelines, the SMC chairman should be entrusted with the task of monitoring the entire SIP program. Similarly, it has devised the top-down method for the monitoring and inspection of the CMS operation. DEO personnel such as RPs and School Supervisors should monitor the SMC activities. SMC, in turn, should keep an eye on the head teacher's activities and the head teacher should keep track of his teachers. The monitoring committee of the local community has the responsibility of monitoring the progress, education quality, fee structure, teacher and student regularity and efficiency of SMC and the head teacher. The monitoring aspect is very crucial to the successful operation of the CMS program, it encompasses a wide range of activities such as monitoring the CMS operation, quality of education, use of incentive grants, SMC activities and the like.

In short, previous studies on the reform process had come up with the following findings as regards monitoring:

- DEO staff members were not trained enough to monitor the progress of DEP and no systematic effort was made for monitoring.
- Supervision-monitoring confusion persisted. SMC members, local bodies and community members did not feel that they had to monitor the school activities. RP's visit was minimal. No reporting and feedback existed. Thus, monitoring of SIP process has not received due attention because it has not been institutionalized.



- SMC, HT and DEO had no good idea of monitoring and so they had limited knowledge and skills required for it. The records did not show that they monitored the CMS (community managed school) activities in spite of the Directives provisions on it. So local monitoring in CMS has not actually evolved as yet.
- The monitoring of disbursement of the grants to schools and their utilization has not taken place as yet. There is very limited monitoring of school grants by DEOs. The use of Block Grants is far from effective.

These studies show there are gaps between policy and practice. Policy documents stress on school-centred change and local monitoring, but the monitoring did not exist in practice, and system-centred change is still in practice. Policy intended to establish local monitoring, but its implementation did not show any symptom.

### **School-Based Monitoring and School Self-Assessment: Conceptual Framework**

#### *Monitoring and Self-assessment*

In the development sphere, both monitoring and evaluation are undertaken to find out how a development scheme or organization is performing or has performed. Even though there are differences between these two, they are interfaced and often inter-phased. In general sense, monitoring serves as the primary mechanism for generating activity-related, functional and management information, while evaluation is considered as the mechanism for generating supplementary management information and/or information of various kinds for external stakeholders and audiences.

The most common concept of the monitoring in the development field is the time-to-time assessment of the implementation of planned work. More concisely, monitoring refers largely to routine records, analysis and reporting of information about performance level or quality with subsequent connected discussions about and proposals for any corrective action (Dale: 2000).

Monitoring is an on-going system of collecting data on programs activities and outputs designed to provide feedback on whether the program is fulfilling the stipulated functions, addressing the target population, and/or producing the services intended. It is an important element of program implementation. It helps to see if the program activities are moving in the right direction through an identification of their strengths and deviations. It is said that a powerful monitoring produces desired outcomes. Good

monitoring initiatives improve the school ethos, win the support of parents and raise the expectations of pupils. A powerful monitoring and self-review of faculties is in place to tone up the quality of education.

Dale holds the view that monitoring is generally conducted for three purposes (Dale: 2004). First, the monitoring of a program or project is conducted for a frequent assessment of planned work and the result of that work. In this sense, monitoring is a routine generation of related information for reporting about the performance, a comparison with the related standards set in the program/project plan, and a suggestion for corrective action. Thus, monitoring aims at meeting information needs. Secondly, monitoring is conducted for analyzing the organizational performances. For this purpose, monitoring of development work covers aspects of finance, quality and quantity of inputs and outputs as well as the actor and time use in implementation. It also includes regular assessment of relatively direct changes that are brought about by the scheme of works and also address other related matters. Monitoring is conducted by the organization that is responsible for the program or project. Several persons are involved in monitoring at different levels within the organization. More often these persons are intended beneficiaries who have no implementation roles to play. An organization may have its internal system for the assessment of organizational performance that may not directly relate to the program or project that the organization has undertaken. Some outside group may also be engaged in designing the monitoring and implementing it. Occasionally, monitoring is done by the upper layers of another organization(s). Thirdly, monitoring is carried out for the assessment of environmental factors. Monitoring focused on environment scanning is known as strategic monitoring. Monitoring is conducted for assessing the external environment factors that influence the performance or change. For example, monitoring is done to assess the rigidness of the community in the performance of organization, and/or to see if the program has influenced the behavior of the community people towards lessening the rigidness. Such monitoring is important for a long-run program planned in the process mode.

Participatory monitoring is a process evaluation involving intended beneficiaries or stakeholders. The follow-up of programs or activities by the beneficiaries is done fairly continuously, and the focus is on the aspects of implementation (Dale: 2004).

As monitoring is the continuous or periodic review of the implementation of activities to ensure input delivery, work schedule, targeted output; its aim is to achieve the efficient and effective performance. Moreover, monitoring

provides feedback to management to improve operational plan and take timely corrective actions in case of shortfalls and constraints. Monitoring is thus part of a management system and an integral component of management function (UNDP: 1984).

As monitoring is carried out only during implementation, it focuses much on input, process and output. Outcome, which is the effect of output and which is influenced by the environment, must receive attention while one deals the matters of monitoring. Those that advocate result-based management try to see what outcomes the endeavor yield so as to assess the effectiveness of the input. Therefore monitoring also embodies outcome assessment within its purview besides embodying inputs, process and output.

### *School-based Monitoring System*

Effectiveness and quality of the school system as well as education largely depends upon the effective monitoring system established within the institution itself. Any institution can be monitored by higher authorities by making a 'rooster' and composing a team of experts outsource from outside or from higher institutions. This sort of monitoring is necessary but not sufficient. The monitoring carried out from within the institution will have a powerful impact for improving the functioning of the school system.

School-based monitoring is the process of monitoring school activities from within the school itself by involving its key stakeholders rather than persons outside the school. It ensures parental and community participation in assessing the progress made by the school. In this process, the whole system i.e. input, process and output (even outcome) is measured. The main aim of the school-based monitoring system is the process of assessing the quality and performance of a given school. In addition, it measures:

- the educational standards achieved by the school
- the quality of education provided by the school
- the quality of leadership and management in the school
- the spiritual, moral, social and cultural development of the pupils.

### *Ways for Ensuring the School-based Monitoring*

- The school should focus on how it can bring a difference in the school. For example, the staff should be clear about how to raise the quality of student achievement.

- It should be aware of the purpose of monitoring and ways of partnership with other members of the society.
- It should make the community members aware of its approach to the process of monitoring.
- It should prepare a data bank. One of the challenges in this respect is how to make the data bank realistic and meaningful and usable by teachers diagnostically rather than just as a summative measure. For example, all the teaching staffs then have four to five pieces of information on a pupil/plus a target grade. Teachers should be asked to analyze the figures to see how each pupil is doing in line with his/her potentials.
- The school faculty should be flexible, ready to experiment, willing to learn and so on. The extent of the staff take-up of new ideas and suggestions may in part be due to the school's earlier difficulties. The methodology used in certain areas goes hand-in-hand with good teachers and teaching.
- The skill of acceptance, transfer and transformation should be developed among schoolteachers also for developing collegiality in monitoring.
- There should be a regular assessment of pupils' knowledge and skills. The teacher should see if the pupils are getting more confident and less confrontational and if there has been an improvement in disciplines learning and self-esteem.

### Organizations Responsible for Monitoring

There are various functionaries (national level to grassroots level) responsible for the monitoring of the school programs and performance.

At the national level, the Ministry of Education is responsible for policy development, planning, monitoring and evaluation of the educational programs. The School Inspectorate Division under the Ministry is responsible for ensuring quality education by making stakeholders more active, responsible and accountable. It conducts scheduled (regular) and non-scheduled (sudden/accidental) inspections of schools. Basically, it focuses monitoring the performance of the schools by using different tools, techniques and modalities.

The Department of Education has a central role (of the facilitator) as well as the executive role regarding programs and projects. There are central level technical agencies for the smooth implementation of the programs at the central level. These agencies are responsible for monitoring the programs and activities. They themselves do the monitoring of school and also assist the

regional and district level agencies. For the monitoring of the program, DOE has introduced the 'Desk System' mechanism which makes every section responsible for specified zones. All the central level agencies also visit schools for ensuring the implementation of the activities as planned.

The main functions of the Regional Education Directorates are monitoring the activities implemented at the district, sub-district and school levels. Similarly, the District Education Offices and Resource Centres are expected to monitor the different activities implemented at all these levels. The Local Self-Governance Act and the Education Act and Regulations have defined the powers and responsibilities of district and sub-district level agencies with respect to the monitoring of education activities.

All these agencies are external. They play roles for ensuring quality education. School Management Committees are internal. They have a great influence and power over the functioning of the school. The Education Act and Regulation have provided special roles and responsibilities to SMCs for the effective management and monitoring of school activities.

#### *School Self-Assessment (SSA)*

School Self-Assessment is a systematic process that helps schools to continuously reflect on the effectiveness of their work for improvement. It aims to look into what needs to be maintained or improved, what should be done to improve, and whether the changes are working. It is a part of a larger process of self-reflection and follow-up and a means of tracking progress overtime. Its findings are not decisive; rather, they represent a step towards the development of plans for school improvement.

School Self-Assessment is a program of professional development that supports schools in improving their teaching and learning targets through ongoing reflection and peer review. A school undertaking SSA involves its whole staff in a process of goal-setting regarding student learning, and sets in motion a continuous cycle of internal self-review and external peer review that takes the school closer to its goals. To this end, a fairly detailed but simple system of monitoring is established, centered on the following core questions:

- What is to be watched?
- How is performance to be watched?
- Who should watch?
- How should the information generated be documented?

- How should the information be shared and acted on?

School self-assessment helps to introduce improvement measures in key areas such as curriculum, teaching, leadership, school-community relations, etc. SSA has the following advantages:

- It is systematic and with a broad view.
- It is continuous and long-term, rather than snapshot.
- It promotes teamwork and consensus building.
- Along with other sources of data it contributes to the identification of professional development needs and to effective coordination of resources.
- It starts with the assumption that schools are doing many things well and that they can improve on others.
- It focuses only on those things in which schools can change.
- It is a process that generates data to guide decision-making. It provides a guide for further data collection.
- It provides a strong basis for effective planning and it also supports the development of Learning Communities.

#### *Steps or Processes of SSA*

- Identify the different stages.
- Think about what makes a good school.
- Present data and discuss on other potential sources of data.
- Establish a strategy (involving individuals, groups) for assessing each indicator.
- Display, present and share the diagnosis or results of assessment with supporting evidence.
- Interact with key stakeholders and build consensus.
- Find out the strengths and challenges.

#### *Outcomes of SSA*

- SSA brings significant improvement in teaching and learning (student achievement).
- It facilitates school planning and improvement by coordinating initiatives with teaching and learning priorities. The goals and the strategies to address these initiatives will be a “map” for head teachers and teachers for continuing the improvement efforts in a sustained manner.

- SSA increases the involvement and participation of teachers, head teachers, students and parents in the school-related activities.

The Department of Education has not conducted School Self-Assessment. However, some of the schools have carried out this exercise on their own.

### **Effectiveness**

The concept of effectiveness -- and, of course, the efficiency -- is related to the production of an organization. The process of production is transformation of inputs into outputs. Inputs into a school system include pupils with given traits and other resources: human, material and financial. Outputs are pupil attainment at the end of the schooling. The transformation process within a school is understood to as instructional process, curriculum, and organizational preconditions that help pupils acquire knowledge and skill and to shape their behaviour. Thus, effectiveness is normally described as the extent to which the desired level of output is achieved.

School effectiveness refers to the performance of the school, commonly expressed as its output which is measured in terms of the average achievement of the pupil at the end of formal schooling. It is well known that schools differ in performance even though they are more or less equal in terms of pupil's innate abilities and socio-economic background. A somewhat different perspective for comparing schools could be made by assessing the added value of a period of schooling. This means assessing the impact of schooling on pupil's achievement -- when that achievement can be uniquely attributed to having attended School A rather than School B. In school-effectiveness research, however, assessing the net or value added differences between schools are not enough. In this branch of educational research, one has to answer why School A does better even if there is no sharp difference in the student population. Different strands of educational-effectiveness research have concentrated on different types of variables to answer this question. Economists concentrate on resource input, such as per pupil expenditure. Instructional psychologists investigate classroom management such as time on task and variables associated with instructional strategies. General education experts and educational sociologists look at aspects of school organization such as leadership style. (Scheerens, 2000).

The literary meaning of effectiveness is goal attainment. The implicit assumption is that the criteria used to measure performance reflect important educational objectives. In actual practice, achievement in basic subjects such as arithmetic/mathematics, science, and vernacular or foreign language is the

yardstick chosen in the majority of the strands of empirical educational effectiveness studies. Measures of school effectiveness are also based on comparative rather than absolute standards. In common description of educational effectiveness research, school effectiveness is also assumed to be a causal concept. In educational effectiveness studies, not only are the differences in overall performance assessed; but the question of causality is also raised: Which school characteristics led to relatively high performance when the characteristic student populations were otherwise constant? School effectiveness is seen as the extent to which schools achieve their goal in comparison with other schools that are all the way equal in terms of student intake, manipulation of certain condition by the school itself, or the immediate school context. (Scheerens, 2000).

According to a recent study 'Student performance on SLC examination,' "School effectiveness studies conducted in other parts of the world (including those in Asia and Pacific, and South America) have concluded that an effective school has a good public image of having strong values and norms that lead to a higher rate of students' learning and success in the examinations." School culture and climate have an influential that consists of a wide range of practices and ritual shape and re-shape the life of the school over a considerable period of time. These practices include celebration, social functions, anniversaries, norms and values, institutional practices, relationships, expectations and beliefs strongly held by different actors as acceptable or unacceptable pattern of behaviour (Mathema and Bista, 2006). While examining the effectiveness of monitoring, this study took at student's performance in terms of their attendance and success in the final examinations.

## **Reflections**

School-based monitoring is a sort of self-review of the existing status of the school. The review allows the school to identify its strengths and weaknesses. School self-assessment underlines the school's commitment to providing 'high-quality education to the students. It is generally clear and open, and discusses the aims and objectives in relation to the different aspects of school provision in a direct and meaningful way. In other words, self-assessment, review, performance checklist, journal writing, and portfolio assessments offer a school opportunity to make meaning of what and how they had taught. The thrust of assessment is empowerment of actors to achieve the goal of effectiveness.



## CHAPTER III

### Study Design

This study was conducted with the use of the case study method to answer the research questions. The nature of the questions demands an in-depth analysis of the issue of monitoring. In this sense, discovery and interpretation of information in context are perhaps necessary to uncover the significant factors that influence the phenomenon and to arrive at a comprehensive understanding about it. Therefore, case study, which includes a multi-method design, was followed for the purpose.

The study included different data sources such as interview, focus group discussion, observation and review of school documents and archival records. Semi-structured and open-ended interview and discussion protocols were developed to record the events of monitoring and trace changes in school quality, if any. Moreover, an attempt was also made to observe the activities of the stakeholders. The data thus collected was qualitatively analyzed. Themes were drawn and analyzed to answer the research questions.

#### School Selection (Study Site)

Altogether 4 schools were selected for the study. These schools were from different districts and were identified after discussions with DOE and DEO staff members. Mode of selection:

- 1 school that developed and implemented SIP. (*Syangja*)
- 1 school whose management was transferred to the community. (*Chitwan*)
- 1 school whose management was transferred to the community but which had developed and implemented SIP. (*Ilam*)

In Parsa and Kapilvastu (DACA) districts, a Primary School Improvement Project has been launched with the sponsorship of UNICEF. This project organized visioning workshops and imparted capacity development training to the SMCs, HTs, teachers, PTAs and community members of 57 schools in physical facility development. During the training, these stakeholders were given certain responsibilities. Monitoring by the stakeholders themselves was built in. From these 57 schools, one was selected from Parsa district to study how it devised its monitoring and proceeded with it.

## **Preparation and Use of the Tools**

For the research study of four sample schools (from Syangja, Chitawan, Parsa and Ilam) some tools were developed for holding dialogue, discussion and interactions sessions of the stakeholders of different levels, namely, DOE at the centre, DEO in each district and the schools/communities at the grassroots level -- to obtain as much information and as many primary data, facts and figures, artifacts and archival records as possible. Therefore, the discussion protocols, interview schedule, observation checklists, school survey forms etc. were developed to collect different types of data.

### *Discussion Protocols*

Discussion protocols were prepared for DOE staff members, DEO staff members, SMC members, teachers, and parents. They were developed for dialogues and discussions of DOE, DEO, SMC chairperson, resource person, teachers and parents. For DOE and DEO, the general questions for discussion were like: How the various educational programs are being implemented? Who are the main actors? How the school/community perceives the programs? What are the roles and responsibilities of the actors? However, the discussion protocols for SMC chairperson, teachers and parents have designed to get specific and detailed information from them on the schools selected for this study. The protocols for the SMC chairperson and Teachers were framed for broad discussion on School Climate and Culture, Leadership, Administration and Management, Quality Education, Program Monitoring, Social Inclusion, Gender Sensitivity etc. Similarly, the protocols for the parents and the local community were meant for discussion on School Culture, Parents' Participation, and Parents' Satisfaction/Dissatisfaction etc. The objective of the protocol was to get information on how the respondents show their commitment and accountability to the school.

### *Interview Schedule*

An interview schedule was prepared and used to generate information from HT. The schedule included guiding questions for discussion on School Culture, Leadership, Administration and Management, Capacity Building, Quality Education, Program Monitoring, Social Inclusion, Gender Sensitivity, relationships etc.

### *Observation Tool*

An observation checklist was used to generate information. It had been prepared for the unobtrusive observation of school context, leadership, environment and climate, school culture, political factor, current development and involvement of the excluded group.

### *School Survey Form*

It had been prepared to obtain facts and figures pertaining to the physically disabled, Dalits, ethnic and girl students studying at different grades and of their total populations in schools in different years and to the numbers of drop-out students, scholarship and learning materials receiving students, school opening days and holidays, students' total days of presence in the class throughout the year, etc. The form also contained tables for teachers' profile (to be filled in). There were separate sheets in the form for filling in the date, members' name and the agenda of the meetings of SMC, PTA and Parents' Gathering.

## **Data Collection and Sources of Data**

### *Discussions with DOE Staff Members (Centre)*

Discussions with DOE staff members were held to identify the schools that successfully launched the school/community-based monitoring and the schools that were successful. For the purpose, a discussion session was arranged in Kathmandu. The discussion centered soliciting ideas about school-based monitoring.

### *Discussions with DEO Staff Members*

At the district level, discussions with DEO staff members (DEO and school supervisors) were made to trace the factors that contributed successfully to the implementation of school/community-based monitoring. Their ideas about successful implementation of school/community-based monitoring were also sought.

### *Examination of Artifacts and Archival Records*

School minutes, supervision diaries, administrative reports, letters etc. were reviewed to generate necessary information.

### *Observation*

Observations of schools and school environments were made to trace the functioning of the schools.

### *Interview with HT*

Interviews with the head teachers were made, which focused on research themes.

### *Discussion with SMC Members, Teachers, Parents and Community Members*

Ideas and perceptions of SMC members, teachers and local parents including female parents on the themes of the study were solicited by organising a discussion session. A separate session was arranged for SMC members, teachers and parents.

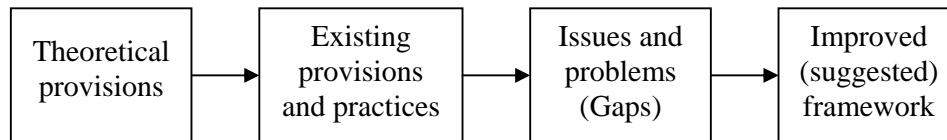
## **Organization of Experience-sharing Session**

A one-day experience-sharing session was organized at the headquarters of the districts, in which DEO, supervisors and RPs, HTs and SMC chairpersons of the sample schools participated. The workshop was arranged after collecting the data.

An experience-sharing session was also organized at the central level in which the DOE and FRP staffs took part.

## **Framework of Analysis**

The study is based on the following framework of analysis:



## **Data Analysis/Interpretations**

Interviews and discussions were transcribed; narratives were presented as vignettes or stories. Commonalities and contradiction were thematized and presented. Patterns were generated and linked with policy and literature.

## **Data Validation**

Peer review in the field and external audit were the strategies used to assure the reliability of the data. For the external audit, a consultative meeting was organized at the centre in which the DOE and FRP staff members took part.

## CHAPTER IV

### Monitoring: As Conceptualized By Stakeholders

As mentioned above, school-based monitoring is a sort of self-review which helps the school to identify its strengths and weaknesses and makes the school aware of its commitment to providing quality education. In other words, monitoring, self-assessment, review, performance assessment etc. provide the schools opportunities to make meaning of what they have achieved and proceed with their development efforts. The thrust of all these are to empower the actors to achieve the goal of being effective.

However, monitoring meant different things for different actors. The DOE Monitoring Unit Chief, for example believed that monitoring was a process to see whether the programs were running appropriately. Monitoring helps identify whether or not the programs are running appropriately, i.e. according to the Act, Regulation, directives and so on. For the Chief, the monitoring activities conducted by SMC, PTAs, parents were school-based monitoring. He viewed that these stakeholders mostly did administrative and financial monitoring (through social auditing) of the school. For the aspects and process of monitoring provisions have been made in the rules, regulations and directives. Moreover, DOE also issues circulars from time to time. The Chief assumed that school-based monitoring was usually done in aspects such as achievement level, children's and teachers' regularity, school environment, parental involvement etc. He viewed that SMC shared in and discussed matters after the monitoring and tried to solve the problems, if any, at the school level. If the matters were concerned with DOE or DEO, SMC forwarded it to them. The Chief thought that all these-things were built-in in the process and DEO oversaw whether the school did these things or not. He observed that such things had been in agenda in the implementation and that awareness had increased.

For PEU of DOE, monitoring is a method to generate information about the school and take remedial measures if improvement is required. The PEU staff stated that all the units of the DOE did the monitoring. They believed that school-based monitoring was carried out by stakeholders such as parents, SMC, PTA, VDC and members of the functional groups. The monitoring activities conducted by these stakeholders try to identify the school's status and provide necessary measures for improvement.

DOE regards monitoring as an important tool for an effective operation of the programs. The monitoring unit of DOE has a major responsibility in this matter. The chief of the unit mentioned that the Department concentrated on

outcome monitoring and MOES conducted system monitoring. MOES assessed to see whether the system performed or functioned. For example, DOE conducted the CSSP program, MOES showed concern about whether CSSP was functioning well or whether it yielded the expected result. Thus, monitoring by MOES focused on macro-level monitoring. On the other hand, the unit chief said that DOE laid stress on micro-level monitoring. In similar manner, DEO focused on input monitoring- did the school receive the grants? how and where the grants were used? etc. Similarly, the school was supposed to do process monitoring- how were the students selected for scholarship? did appropriate children obtain scholarship? did the teachers prepare lesson plans?

### **Syangja**

RP of Syangja perceived monitoring as examining the strengths and weaknesses of the school. When SMC examines the school activities, it is the school/community-based monitoring. SMC, parents and community members observed the school activities and provided feedback. RP knew that the school developed its annual program such as SIP (by involving the stakeholders); a five-year periodic plan (based on SIP) and an annual plan and programs (based on the five-year plan). RP expressed that the stakeholders monitored and reviewed the programs. He added that RP and DEO office staff also monitored along with the SMC member and local stakeholders.

HT defined monitoring as the evaluation of work and the school/community-based monitoring as the relation between the school and the community. The SMC chairperson looked at monitoring as the observation of an ongoing work based on indicators. The monitoring done by parents/SMC/HT can be termed community-based monitoring. The chairperson mentioned that he had not received much training in monitoring. However, the School Management Training given by DEO shed light on the monitoring part as well. The chairperson admitted that the school had not received any technical assistance from DEO.

Teachers took monitoring as the act of observing the ongoing activities and the income and expenditure of the school. In this school, the HT and SMC chairperson did the monitoring. However, the division of the monitoring task among stakeholders had not been formalized. It is being done informally and as and when required.

Parents felt that the responsibility of school operation lies with HT and SMC. They stated that SMC was also responsible for the operation and physical maintenance of the school. SMC should also provide guidance. In their opinion, SMC should monitor the school affairs. They said that SMC did monitor the school and its activities.

### **Parsa**

HT defined monitoring as seeing what is happening in the site/field and what is not. He had not received monitoring training. Generally, SMC and RP did the monitoring.

Teachers conceived monitoring as vigilance and the evaluation of the ongoing school activities. The new blocks under the PSIP are being built with the involvement of the local community, SMC, PTA and other institutions. The school reviews its ongoing programs and activities in the SMC meetings. A transparent chart on income and expenditure of PSIP has been hung on the wall outside the office room. The 'Social Audit' of 2061 was done in the presence of SMC and PTA but parents had not been invited. However, the parents did not seem to know the meaning of monitoring.

### **Chitwan**

RP described monitoring as seeing whether the ongoing school activities were conducted at the proper time and as per the prescribed directives. Similarly, he described community monitoring as the alert of observation of the school affairs by the local community. PTA observes the quality of teaching-learning and SMC observes administration.

Resource Centre conducts training on SIP. RC conducts orientation programs/seminars for SMCs and HTs using materials defining the rights, duties and responsibilities of the SMC, PTA and HT. In his view, the orientation had helped to coordinate SMC and HT for the school activities. In the SIP training, HT and SMC chairperson were involved. It provided technical knowledge of how to prepare SIP. SEDU conducted school management training for the SMC chairpersons of the schools. The school had carried out its program as per the annual plan. RC organized a 3-day subject seminar for primary level teachers. In that seminar the subject teachers prepared their annual calendars.

According to HT, the SMC did the monitoring. In the SMC meeting, discussion took place on agenda like educational activities, education quality



and scholarship distribution. HT monitored the overall affairs of the school as well as teachers' activities, whereas SMC monitored the physical and administrative sides of the school. In HT's view monitoring related primarily to physical development rather than educational. There was a separate record file for visitors and parents to write down their feedback. Generally, in parents' gathering, they entered their suggestions and remarks in that file. For social auditing, the school had formed a committee.

## **Ilam**

DEO took monitoring as examining the program implemented and seeing if there was any difficulty. He added that monitoring should be program-focused. In his view, "community based monitoring" was related to physical facility works, quality of the materials used, the teachers' regularity profile etc. as seen by the community people.

SMC chairperson looked at monitoring as observing work and extracting information from it. According to him, the school family itself should do the monitoring of the on-going activities of the school. HT should monitor the regularity of the teachers and students, availability of teaching-learning materials and behavior of the staff; the subject teacher should monitor the performance of the students in his/her subject; and the class teacher should monitor the overall performance of his/her class.

HT defined "monitoring" as observing the on-going activities in the school and make correction if there is any fault. The school had constituted various committees and sub-committees to perform different tasks. For example, the exam committee prints question papers, monitors exams, and prepares results. Similarly, there are other sub-committees such as 'mothers' group' (four), physical construction, education, social auditing, extra-curricular activity. HT and the committees do the monitoring. In HT's view, the feedback given by the DEO personnel after the inspection of the school is valuable for school self-evaluation.

Teachers defined monitoring as identifying the merits and demerits of the on-going activities and get feedbacks. The school has constituted various committees and sub-committees and assigned them different tasks. For example, there is an exam committee. SMC, parents and HTs do the monitoring of the activities.

## Sum up

The Education Act/ Regulation have outlined the roles and responsibilities of HT, SMC, and PTC towards the school and monitoring of school activities is one of them. Here however, the term "monitoring" here only refers to its literal meaning. The Education Act and Regulation have **neither** thrust up on the broader understanding of monitoring of the school education system **nor** have they set any standards or parameters for monitoring school activities. They have only mentioned **who** monitors **what**, in a general sense.

Similarly, the different actors (center to the grassroots level) in the education system have different perceptions regarding monitoring.

According to the DOE monitoring chief, monitoring is a process by which one sees whether the programs are being run appropriately according to the act, regulations, directives and so on. In his view, the monitoring activities conducted by SMC, PTAs, parents are school-based monitoring. These stakeholders mostly do administrative and financial monitoring (through social auditing).

Monitoring, for PEU of DEO, is a method to generate information about the school and introduce remedial measures if required. The PEU staff state that all the units of DOE do the monitoring. They believe that school-based monitoring is monitoring the activities conducted by the stakeholders such as parents, SMC, PTA, VDC and members of functional groups.

DEOs perceive monitoring as seeing the quality and strength of program implementation as well as seeing whether there is any difficulty. Similarly, the community-based monitoring in their understanding is to look at the physical facility work, quality of the materials used, teachers' regularly profile, etc. with the community eye.

Likewise, HT and SMC at the school level view monitoring as observing the on-going activities and make correction if there is any fault in them.

## CHAPTER V

### School Context and Condition

#### Syangja School

##### *School Context*

Syangja School was established in 2019 BS by the local community. From 2019 to 2028 BS, it remained with insufficient land on a hilltop for several years. Initially, the school was housed in a small hut and had two teachers and 40 to 50 students. Those two teachers were Pundits who performed rituals around in the community. There was a volunteer (ex-armyman) in the school as well. At that time, the students learnt from a book "Thulo Varnamala". In 2025 BS, Syangja received sacks of wheat given by the U.S government in aid, which it donated to the school. The school gave a share of that to the teachers. Later the localities started collecting money and food grain to give the teachers as non-monetary salary. In 2024/025 BS the community felt the need to institutionalize the school and, therefore, started a discussion. In 2034/035 BS, the local community worked hard to construct a building for the school. However, for want of land for the expansion of physical facilities, it moved to Thanti in the plains below where there was enough unused land. The local community collected and brought construction materials like stone, mud and wood from distant places.

The roof of the school has blown away by a storm. A teacher used to slap the cheeks of students as punishment. Therefore, the parents complained to the school administration and eventually the teacher had to correct his attitude.

Parents knew about the history of the school. They knew when the school was established. Most parents were former students of the school. Parents donated corn to the school. They remembered that the school building was constructed three times. Every time the community members worked together for constructing the building. Speedy winds hit the school every year. Later, the school was shifted from the hilltop to the present place (near the community) after a local benevolent donated a small stone-made Thanti and some of land. Then after the community members added 5 small rooms made of stone, mud and GSI sheets. The parents remembered that they collected funds by arranging the Deusu program that is still in practice. Labour donation and cash donation was the major contribution made by community people in the past, and this donation is continuing.

The school was famous around the community and in adjoining areas. The parents said that teaching-learning here was better than in other schools. Parents from distant communities wanted to get their children admitted to the upper classes of the school. That is why the school had more children in the upper grades. Moreover, the graduates of the school were doing well in other schools. Two former students of the school become medical doctors, and several had joined the civil service. One student was leaving for USA for further study. One of the Dalit children had become schoolteacher. However, the time had recently become hard. Conflict and insurgency has affected the school. The school operation was badly disturbed – from time to time.

The local population is composed of different castes, ethnic groups, Muslims and Dalits. The people are mostly small farmers. The literacy situation is improving as many have been joining schools and literacy programs. The Muslim people are mainly in shop-keeping business at the nearby market. The male members of most households leave home for employment. The locals perceive the school as a good place in the community. They think that the school provides quality education to their children. The school graduates performed well even in private schools and at the higher levels. The school family and community members take pride in the success of their former students. Two of them are graduating in medical sciences.

The school did not have as much physical facility as was required for the growing number of school entrants. For this, the effort of the school management concentrated on developing facilities. The classroom was not very attractive. The only facilities were blackboards, desks and benches.

The community people have a vision about the school. They are hopeful that their children would be productive citizens in future. Earlier the community people used to think that school was government property and that they had nothing to do with it. But now their perception has changed and they feel that they can play roles in the development of the school.

### *School Culture*

The school has rules. Discipline, regularity and creativity are expected of the teachers as well as the students. For the students, the school has following codes of conduct (not written):

- Pupil should come to school on time
- attend school regularly
- be disciplined

- be careful in personal, school and classroom cleanliness
- select class monitors and create good class environments
- select group leaders and obey them
- pupil is penalized (as Re. 1/- by themselves) if he/she dirties school or classroom

Disobedience, indulgence in politics and addiction of any sort is strictly prohibited. The parents also respect the norm of the school by sending their children to school on time. Parents Day is celebrated annually. On this occasion, the income and expenditure sheet is read out, the final evaluation of the implementation of annual programs and activities for school improvement is issued and new programs are proposed. The event is marked by activities like cultural show, prize award and scholarship distribution to deserving students and donations by parents and guests.

According to RP, the relationship between the teachers and the community had become better which helped the school authority manage the school well. He knew that DEO provided support to the school because of its rapport with the community. He observed that the school had set an example that external support could be obtained if there was good relationship and coordination between the school and the community. He noted that parents were positive towards the school, school family and school affairs. SMC and teachers had good relations so primary teachers also taught lower secondary grades.

Chairperson observed that the school family followed the codes of conduct of the school. Discipline, regularity and creativity were expected of the teachers as well as the students. Disobedience, indulgence in politics, addiction to drugs and the like were strictly prohibited. The teachers were expected to teach the course in accordance with the training they had received. They should teach, moving among students rather than sitting or standing at a place. Provision for extra classes should be made for weaker students. Students should not be given corporal punishment. Almost all students were regular. If a pupil was long absent, the class teacher would inquire about his/her absence.

Parents followed the norm of the school by making their children neat and tidy.

Teachers' committee' worked for the welfare and unity of the teachers. The teachers shared views and ideas on teaching-learning activities. They sorted difficulties by discussing among themselves or with HT. The staff meeting

was held every Friday to discuss classroom activities, teaching materials, students' weaknesses and problems etc. The school environment was gender-friendly. The numbers of girl students in classes and female teachers were quite satisfactory.

The school is famous for the punctuality of HT, teachers and students. Classes are regular. There is unity among teachers and students. The HT is honest. There is co-ordination between HT and the teachers. Moreover, the school enjoys the support of the community for any piece of work. The school and community are proud of the success of their former students. Some have become section officers, and very recently one has topped in the MSc examination of Tribhuvan University.

The medium of instruction is Nepali because the community understands and speaks Nepali. Even the Muslims and others speak Nepali. Teachers are well aware of the local culture, tradition and festivals.

#### *School Norms*

Parents visited school even in adverse situations. They knew that they should visit the school. They meet the teachers and HT, and discuss about their children's performance. Parents come to the school when the school invites them. They participate in parents' day celebrations. Some parents put queries regarding the problems of teaching, school facility and resources etc. Parents also come to observe classroom teaching and teacher's activities unofficially.

During our visit to the school, we noticed the following event:

*One lady parent of a disadvantaged (Bhujel) child was talking with a teacher. The teacher had invited her to school. The teacher was telling her that her child's performance was gradually declining. The mother told the teacher that she had the entire household responsibility on her shoulders because her husband had gone abroad. She had two old and sick in-laws (husband's father and mother). She had to care of this old couple, children, and livestock too. She could not spare time. She was illiterate, so she could not guide her child. She complained that her son went to play after school. After play, he ate and went to bed. The teacher told her to help her son to do home assignments.*

The parents were aware of the following school norms:

- giving meal to the children on time
- sending children in uniform
- providing stationery and other materials

- checking the attendance of children in school and their discipline
- knowing about school's physical facilities
- going to the school when the school invites them
- taking part in parent's conference.

Parents stated that they got what they expected from the school. They felt that their children were learning. When asked how they knew, they replied they knew by visiting and observing the school and teachers' activities, by asking and interacting with their own children.

Parents knew that they should visit the school of their own accord too. They visited the school and interacted with the teachers and HT are must. They should participate in the parent's day program. The school presented its annual report and the financial statements. Cultural shows, prize distribution and resource generation through parent's donation was the other programs organized on the parent's day. Parents found that the school track record was satisfactory – good teaching and discipline. One of the parents stated that she took her grandchildren for admission to the school.

According to parents, the school is famous for its good teaching environment. Teachers came in time and took classes. They did not waste time. The graduates of the school passed the entrance test in other schools and obtained good marks. The students also did well in extracurricular activities. The achievement of former graduates was marvelous. Some of the students had become medical doctors and engineers. The parents were satisfied with the school and its performance.

Teachers viewed that school was a social institution where children acquired knowledge. They think school is a common property of all. Therefore, they all supported school by donating cash, kind, labor etc. The SMC chairperson, HT and teachers monitored the class activities. The teachers had developed the culture of sitting in the class of their colleagues for experience sharing. The school catchment area had been divided into clusters. The teachers and SMC/PTA members in their clusters monitored and reported the school on students' behavior, regularity etc. Earlier some students went to play in the nearby river. When parents complained about this to HT, this came to a stop.

There is code of conduct (not documented). As per the code of conduct, teachers have to be in time in the school. Any teacher wanting to take leave has to inform the school in advance. They have to complete the course before the exams. There is a code of conduct for students as well. The students have

to do their homework regularly. They are divided in-groups and each group has to clean the classroom on a rotation basis. They select the class monitor by themselves.

When the students do well, teachers praise them. The teachers encourage them to do better. But in the case of bad conduct the concerned student is asked to stand in front of the class or on the benches. But there is no corporal punishment of any form.

The teachers are not allowed to involve in politics in the school premises. In the inter-school essay and art competitions, the students of this school have bagged many awards. These are the reasons for the popularity of this school in the view of parents. The teachers are satisfied because their problems and demands are heard and fulfilled. They are getting support from SMC, parents and the community. In their view, teaching is a prestigious profession. There is mutual trust and feeling of cooperation among the teachers.

Most of the regular students belong to the upper castes like Brahmin and Kshetries and the lower caste and Dalit students are irregular. The reason for this is the non-awareness, poverty and economic backwardness of the lower castes. The school has the provision of scholarships for girls, Dalits and economically backward groups.

#### *School Governance*

As per the Education Act and Regulations, SMCs and PTAs are responsible for school operation. However, the composition of SMCs and PTAs reveals that the school is governed by dominant groups. In these bodies, the representation of upper castes and males is substantially high. Of the 8 SMC members, all are of upper castes and 7 are males. Of the 11 PTA members, 9 belong to upper castes, 1 is a Dalit and 1 from a religious minority- Muslim. Similarly, 9 are males and the remaining 2 females.

#### *Leadership*

HT was a person having the quality of democratic leadership. With regard to his punctuality RP said, "Although HT lives at a place distant from the school, he is always the first person to arrive". He has the habit of sharing ideas with his staff members. He takes initiatives for school development after consultation with the parents and SMC members. It shows his democratic leadership quality. He frequently visits DEO to get information on matters such as new educational programs, workshops, teachers' training, teaching-learning materials etc. He even joins the SMC members and parents in



delegations (to local bodies), fund collection activities, visits to NGO/INGO etc.

RP believed that the community was responsible for the operation of the school. He said that head teacher, the leader of the school, believed in participation. He did not do anything alone. He put his agenda and discussed them with the teachers. He motivated teachers to prepare plans and programs. He invited SMC and the community members when the school was faced with problems. For example during the construction of the classroom, the school had a financial problem. HT put the problem before SMC and the community members. The community decided to provide a fund for completing the construction of a classroom. HT was friendly with the community and he was regular in school. He implemented SIP. He followed the guidance given by DEO and RP.

Parents believed HT. He took classes and maintained discipline. He was polite and he loved the children of the school. He managed the school affairs in collaboration and cooperation of SMC, parents and teachers. There was good understanding and solidarity in the school family. Last year, the school did not run full year due to strikes and bandhs. But he was in the school even when the classes were not running. HT maintained discipline in the school. He engaged himself in generating resources along with SMC and the parents. Parents mentioned that all the new classrooms were built during his tenure. According to the parents, HT did the following jobs:

- contacted DEO and other offices
- divide the community into clusters for resource generation
- sought advice of parents and the community members

In the parents' view both HT and the SMC chairperson were responsible and accountable. Parents elected the SMC members.

Parents saw that the children attended the class regularly. If a child did not attend the class, teachers would inform the parents and sought the reasons for the child's absence. In this context, the following event recited by HT is worth mentioning:

*On 19 Poush 2062, a Dalit boy Surya Bahadur Sunar of grade 8 left home for school with his friends. On the way to the school, he told his friends that he had a special work to do and so would not be able to attend the school. He wrote a letter to the school requesting for 5 days' leave. He handed over the letter to one of his friends and requested him to give it to the teacher. The school took this as usual. But the child did not return home until the evening. The parents began searching for the child. His*

*friends informed them that their child was not in school that day. Next day the parents came to the school and complained. HT listened to their story and told them to bring their child to him when he came back home. All the day, they searched for their child. HT took part in the search. By some chance HT came to know that the child was in the nearby market. He sent a teacher to bring the child to school. And the child came. His parents came too. HT talked with parents and the child. The child complained that his father did not care of him. He did not provide stationery and other necessary and supplies. He wasted money in drinking. He quarreled with him and his mother. The child said he could not continue in school and so had left home and school for getting job. After leaving home, he first went to his elder sister. His sister advised to resume his study and promised to meet their father and mother and talk to them. The child stated all this to his parents. HT also talked to his parents. The child's father then promised that he would give up drinking. Then the child became happy and started coming to school. The child attended school regularly and is doing well.*

HT mentioned that the aspirations of parents and students were considered for conducting school activities. HT mentioned one event as follows:

*On Jestha 2062, a teacher retired from the school on account of age. SMC published a notice of vacancy. Three persons applied for the post. One of them, a lady, had already been employed in the school as a private teacher. The new position was regular one, whose salary is paid from the government source. The lady did not belong to the local community – not even the district. The other two candidates were from the school community. The students and parents were aware of the performance of lady teachers. The lady teacher was doing well. The parents and students were satisfied with the lady teacher. So they pleaded in her favour. Finally, SMC appointed the lady teacher.*

In teachers' reading, HT shares even a bit of information, divides the task among the staff, sends them for training and so on. Very recently, he returned from the School Management Training. He shared all the acquisitions with his colleagues. If a teacher is late for school, he asks him/her the reason and advises him/her to be punctual. He holds the discussions on teaching learning and teaching materials. His method of working is very much democratic. He is dedicated. Even when he is out of station, he keeps in touch with school. He comes to school during holidays also. When he was away for training in Pokhara, he came to the school every Friday after the training. The parents and community have a good rapport with him. He is always active in exploring resources for the school. His punctuality and sincerity can be inferred that he never misses to take. When a student has difficulty in understanding anything, he tries to help him/her through his classmates, guardians or other teachers. He believes in transparency and so is open to all.

The SMC has been helping in infrastructure development, materials/resource collection, and monitoring of teaching learning activities, teachers' regularity, and availability of adequate teaching-learning materials, books and teachers. The main responsibility to run the school lies with the teachers, parents and SMC - jointly.

According to the SMC chairperson, SMC and HT have the responsibility to run the school. However, the main responsibility of SMC is to develop the physical facilities. The following activities also fall within the purview of SMC:

- observation of teaching-learning management
- observation of the availability of sports material
- coordination with various donor agencies and I/NGOs for resources

The chairperson informally visits the school after every two or three day a week because he lives near the school. There is a formal meeting once every month. HT's responsibility is to call the SMC meeting if there are problems with the teaching-learning process. However, the joint responsibility of both the HT and SMC is to look into the matters related to physical development, teacher training and awards for teachers and students.

According to the chairperson, the working style of the HT is democratic. He has the habit of seeking the advice of SMC and the teachers and parents before doing any work. Personally, he is very sober, cooperative, and fair in his treatment.

## **Parsa School**

### *Context*

Parents remembered that a local donor named Mr. Mohan Das from Kalyanpur VDC established the school in 2032 BS. As the donor provided plenty of land to the school, his name was added to the name of the school. There were 7-8 teachers and 400-500 students. According to the parents, the school had government recognition from the very beginning. The community people worked tooth and nail in the construction of the school building. Tharus and Dalits are the major population groups in the community.

In view of the parents, the most memorable incident of the school is the family planning program that was conducted in the school premises. The school has a reputation for teaching/ learning and most students are graded-promoted after the term end the exam. Parents are satisfied with the activities

of the school. However, they have grievances over the teacher-student ratio (more students and fewer teachers. According to them, the only reason for admitting their children to this school is that the school imparted good education. Some of its ex-students have become doctors, upper-grade policemen, high school teachers, factory managers and directors. The local parents prefer sending their children to this school because it is situated near the community.

Mother parents could not give the exact date of its establishment. However, one of them said that she graduated from the school about 20 years ago. In that period, there were five teachers and about 500 students. According to them, the school has seen many changes. To mention a few, a temple has been built in the school premises; the students' number has increased; female students' number has risen; and, most importantly, the school has got a lift through the PSIP program, which built a new building for it.

Recently, part of the roof of the verandah of the classrooms (in the old building) fell down. However, no unwanted incident took place and fortunately nobody was hurt. Because of that terrifying incident many students left the school. For 2-3 years the school has not been renovated because new blocks have been built with the PSIP support.

In view of the mother parents, the school is famous for its education. The graduates have done well at the lower secondary level in other schools. The ex-students of this school have become high school teachers, doctors, engineers, managers, health assistants, etc.

Teachers defined school as a common public property where children of all people came for education. "During the establishment of the school, the local community had assisted in many ways; however, their involvement does not go up to that extent in the current PSIP project," said the teachers. "The school itself is the first primary school in this area," said a teacher. According to the teachers, the school is famous for good education. The ex-students of this school have become doctor, engineer, teachers, etc.

According to HT, the community people look at the school as a common institution of the society. They think it is necessary to support the school for its progress and development. During the 'Welcome to School Program' the local community gets involved in household visits, rallies, poster/pamphlet display etc. They motivate the parents in the neighborhood, saying that their children would get free books, school bags, dresses and other incentives after admission. Similarly, for the PSIP a "construction committee" has been formed. Under this committee various sub-committees have been constituted.

These sub-committees assign local community to the tasks like of transportation building materials to the school, checking the quality of the materials, vigilance over of those materials, demolishing the old building, etc.

In HT's view the school is famous for its education. He mentioned that the PTA organizes gathering of teachers and parents for discussion on agenda like students' teaching learning and progress and development of the school.

### *School Norms and Culture*

Parents feed and dress their children nicely before sending them to school. However, average parents residing around the school are poor. Therefore, some of them are unable to provide school uniform to their children.

According to the codes of conduct of the school, they are responsible for sending their children to school on time, well-fed, neatly and properly dressed and with adequate teaching-learning materials. They have to help with the homework of their children. If a student misses the class for over three days, the teachers try to find out that student and the reason for his/her missing the class. If the case is not genuine them, they complain to the parent and the parent has to take that seriously.

Teachers stated that the school has the following norms or codes of conduct for the teachers and students. The codes are not documented. For the teachers, the school has codes such as:

- Come to school on time
- Enter the class on time
- Complain to the parent if the child remains absent for more than three days
- To take the class of the absent colleague
- To teach the children in a joyful environment

Similarly, the school has following codes of conducts for the students:

- To come to school on time every day
- To come neatly and properly dressed
- To be disciplined

If a teacher is late HT asks him/her not to be late again. Similarly, if a teacher needs leave, he must to inform the management in advance. SMC also takes

teacher's delay/leave cases quite seriously and warns those who are irregular or not punctual. It monitors to see if the school has been providing adequate teaching learning materials, Dalit/Girl scholarships, and other incentives to students. Likewise, it organized household visits, school rallies, and poster/pamphlet displays for the "Welcome to School" program in the beginning of the academic session. Furthermore, it organizes community gatherings to share views and opinions for the betterment of the school. 'Parents' Day' is not celebrated; however, parents gathering are organized whenever necessary. The codes of conduct of the school are written and pasted on the wall in HT's office.

But the research team saw something different. When the team was in the school, a teacher came late. But nobody asked him why he was late. One of the parents said that some teachers did not obey the school rules. They were always late. They did not inform the school before they went on leave. Therefore, the children could be seen strolling in the haat and community trails.

### *School Governance*

The Education Act and Regulations have given SMCs and PTAs the responsibility of school operation. SMCs and PTAs are assumed as governing bodies. The composition of SMCs and PTAs in Parsa School reveals that Dalits and Tharus govern the school. In these bodies, the representation of upper castes is negligible. Of the 7 SMC members, 4 belong to the ethnic minority and 2 to the Dalits. Six of them are male members. Of the 10 PTA members, 6 belong to the ethnic minority and 4 to Dalits. Of the PTA members, 9 are male and the remaining one is female. In these bodies, the representation of Dalits and other minority groups is to the level expected because their populations in the community are dominant.

### *Leadership*

According to the parents, HT inspects the children's learning behavior. There is cooperation between HT and the teachers. In their view, the SMC has the main responsibility of running the school. However, the SMC chairman visits the school when only his presence is needed. The DEO personnel come to monitor the school but very rarely. The parents were unaware about PTA.

Mother parents say that the HT is an able person. Under his leadership, the execution of school plans and programs has accelerated. He has a democratic

leadership quality. He consults with his colleagues and the local community before initiating any program.

According to the teachers HT has developed a democratic culture in the school. However, he is strict about teacher's punctuality in the class. Besides, he monitors the students' progress and other ongoing activities in school. Teachers stated that SMC has been assisting in resolving teachers' problems, student over-population problem, weakness of management and lack of education quality due to student over-population, and so forth.

## **Chitwan School**

### *School Context*

The school was established in 2043 BS. Initially there were 3 teachers and 24 students (up to class 3). In the parents' view, there are now more facilities than before. Hill migrants, Dalits and Tharus compose the local community. The community is positive towards the school. In their opinion, the teachers are very much attentive to teaching. The community is providing support. The school has a good learning environment. The parents come to parents' gatherings. At the end of every month, the school organizes parents' gathering, where the parents get information about their children. The school conducts regular classes. The former students of this school have become staff nurses, teachers, social workers etc. The school is famous it's supportive to the weaker students through extra-classes. The parents came to school whenever the school invites them. The school is going to become lower secondary in the near future. For this help is expected from community forestry, VDC, buffer zone and clubs.

According to the mother parents, school was established in 2043 BS. There was only one teacher. By selling the timber of that area the school ran. In 2045 BS, the school got government recognition for grade I and in 2047 BS for grades I to III. The school was built-on unoccupied land. The unfortunate incident of the school is in 2050 BS while the school was in process of building; the flood swept away the cement, wood, blocks etc. of the building.

According to the parents, after the flood took away the building materials, the local community became even more active in the construction work. In their view, of the 32 schools under the resource centre, this school is considered to be the best.

According to HT, the school was recognized by the government in 2045 for class I with a single-teacher quota. Initially the school was housed in a

community hall where recreational activities used to take place. HT himself had played in that hall in his childhood. Later, the local community generated resources from Deusi/bhailo programs and converted the public hall into the school. The HT had also participated in Deusi/Bhailo as a child. The international organization Danida assisted in roofing the building while JICA sanctioned a block for the school. In 2052, the school got government recognition for class 5.

The school was selected four times as a sample school of Chitwan district for the following reasons:

- Good physical infrastructure
- Standard education
- Adequacy of teaching materials

#### *School Culture and Norms*

HT maintained that the school is famous for the regularity of its teachers/students. In a year, classes are conducted 238 days. Since the class is regular, the evaluation of children is also regular.

Parents' Day is celebrated on 12th Falgun and once every month parents' gathering is organized. Prior to the parents' gathering, students' extra curricular activities take place. The school members visit the homes of the students who have fallen far behind the average students in homework matters, regularity and cleanliness and the parents to do what is necessary.

According to the teachers, the local community people took the school as an integral part of the community. From the very beginning they have been supporting the school. In the physical facility development, they have contributed both resources and labor.

The teachers discuss with HT matters of teaching-learning. When they do not understand or have confusion on any topic, they go to him. The supervision and monitoring of the school is done by the HT, SMC and RPs. PTA members come to observe classroom and outdoor activities of the students.

The school awards the outstanding student. The school is famous for its good education and teachers. As all the teachers are local, they are available all the time. The students and teachers have to come to school clean and tidy. They should be regular and punctual. The teachers must teach students with adequate teaching-learning material. The language of instruction is Nepali as



all the students understand it. When necessary, the teachers teach in the local language.

According to the parents, the school is famous for the following reasons:

- regular classes
- attention to personal hygiene and cleanliness of students
- good education
- teachers are local and deserving
- students are regular

The parents know that they have to do the following after they admit their children to the school:

- send their children to school every day
- assist their children in homework
- send their children clean and tidy
- follow teachers' instruction while helping their children in their homework.

The mother parents stated they do the following:

- properly dress their children
- send them to school on time
- check the dairies of the children to know about the homework given to them.

The parents' gathering is organized on 12th Falgun. Children's Day is celebrated on 4th Bhadra. On the parents' day, income and expenditure of the school are disclosed. The best teachers and students are awarded every three months. In their view the school is famous for the following:

- community's' ownership
- discipline of students and teachers
- effective PTA
- regularity of teachers/students
- nomination as the sample school of the district for (4 times)

- the school has bagged the education award due to the effective work of SMC

### *School Governance*

The current Education Act and Regulations entrusted the responsibility of school operation to the SMCs and PTAs. They are taken as governing bodies with the representation by the local parents. The composition of SMCs and PTAs in Chitwan School shows that dominant groups govern the school. In these bodies, the representation of upper caste people and males is substantially high. Of the 8 SMC members, 6 belong to upper castes and 2 to ethnic minorities. Seven of them are males. Of the 11 PTA members, 7 are of upper castes, 3 of ethnic minorities and 1 Dalit. Similarly, of all the PTA members, 9 are male and the remaining 2 female.

### *PTA Meeting*

According to the parents, teachers discuss about class teaching and the activities among themselves. The parents are expected to attend the monthly gathering regularly to review the progress of their children.

According to the mother parents, PTA does the evaluation of the students and teachers. They raise the voices for the training of the teachers. They send suggestions to SMC and arrange coaching classes for the weaker students during holidays. PTA does the overall monitoring of the school activities.

### *Leadership*

According to the parents, HT is a person of integrity. He is a good teacher. He spares a lot of time for the school. He discusses with SMC, PTA, parents and staff members. In their view, the community is the most responsible for running the school because it is a community school. In the assessment of the mother parents HT is capable, helpful and responsible person. He has the ability to involve the teacher, students and the SMC in any task. As he himself is a local person, he spares enough time for the school. There is cooperation between teachers and HT.

In the view of the teachers, HT gives adequate time and performs his role very well. When any teacher is irregular, he advises him for to be regular. HT had played the lead role in the transfer of the management of the school to community. He sends his teachers to training, seminars and workshops. He

even sometimes takes sample classes to show his teachers how to make use of the teaching aids that are available.

Teachers felt that SMC was cooperative with the school. It has helped to make the school and teachers aware of educational activities. There is good coordination between teachers, parents and the SMC. The teachers are held responsible for the poor results of the students. The teachers and the SMC together organize the door to door visit programs. The school admits the poor students free of cost.

According to the SMC chairperson, HT has the quality of democratic leadership. He believes in the collective work. Therefore, he involves the community in the school affairs. He led school delegations to the DEO, NGO/CBOs and the other local bodies. He provides advice and suggestions to the school administration and teachers for boosting the quality education of the school. In addition, Deusi/bhailo is celebrated and resource is collected for the school. SMC gives advice to HT on the main agendas of the school. To sum up, the SMC chairperson has a good rapport with HT.

## **Ilam School**

### *School Context*

The parents could not state the exact date of the establishment of the school. They guessed that it was established 15-20 years ago. Previously, it was situated near the Municipality building in mainline-the bazaar area. For a peaceful environment, it was shifted to its present location. The parents were not able to quote any memorable incident of the school. The school has a reputation for its oldness, disciplined teachers, good teaching-learning environment and regular classes. However, they had grievances over the teacher-student ratio. The number of teachers was not enough. According to them, the reasons for admitting their children to this public school were the school imparted good education; there was no discrimination between the rich and the poor; the students were given homework; and, above all the former students of this school had become doctors, engineers, government officers, high school teachers, etc.

According to the female parents, the school was established in 2019 BS in the bazaar area. The building collapsed and so it was shifted to its present location. In the view of the parents, the memorable incident of the school is that the school building was used by the Maoist rebels for crossfire with the army. In their opinion, the school was famous for good education, location in

a natural surrounding (the school is surrounded by tea gardens), regular classes and homework for students, and is easy accessibility to. According to them, the school imparted good education and did not discrimination between students. The former students of this school had become doctors, engineers, government officers, high school teachers, etc.

According to the SMC chairperson, the school was established in 2019 BS. In BS 2004, a girls' school had been established (during the Rana regime). Need was felt for a primary school as well. Hence, this school was established. Initially, there was only one teacher, a pundit. The student population was very small.

The school had 5 ropanis of land on the north side of Ilam Bazaar where there was an inn where pilgrims and pedestrians halted at night. Later in 2028 BS the local intellectuals renovated the inn and built 9 rooms for the school. In the 2045 earthquake, the structure collapsed and the school shifted to its present location, which is a Community Hall. The school used the wooden materials of the old building to renovate the present one.

In HT's view, the school is famous for the commitment of its teachers, students, parents and SMC for its progress. The ex-students of this school have become the Speaker of the House of Representatives, minister, MP, teachers, etc. She mentioned that the school teachers discussed among themselves on agenda like educational, physical and administrative aspects of school and on the availability of students' teaching-learning materials, curriculum and the programs/training conducted for teachers by DOE and DEO. She has been able to complete some unfinished tasks of the school. She has personally benefited by gaining more experience and exposure through participating in various education programs/activities. She said that the management transfer of the school to the community has given equal stake to all in the society. These are some of the reasons for her satisfaction as HT.

### *School Culture and Norms*

In SMC's view, the local community do not know what by a school is the community peoples therefore do not participates in the school meetings. The reason is that about 60 percent of students are housemaids; 30 percent are children of tea garden laborers; and the rest are from the labor class. Although Parents' Day is not celebrated formally, parents are invited to prize distribution after the annual exams. The school is taken as one of the best primary schools of Ilam because of its good education and discipline. There is co-operation between HT and teachers.

There are not many dropouts. However, children of some government employees (transferred), housemaids and those living with their relatives have the tendency to leave school. The school once requested the guardians for the continuation of such children in the school. So some children returned. There is yet a lot of improvement to be done for physical development, procurement of land, getting more teachers, etc.

According to HT, after the transfer of school to the community, the local people have looked at the school as their own institution. They support the school in different ways. For example, during the Welcome to School program period the community gets involved in the household visits, rallies, poster/pamphlet displays, etc. Parents' Day is not celebrated formally; however, parents' gatherings are organized whenever needed.

Teachers defined school as a place to get formal education. Meetings of the parents and teachers take place both formally and informally.

The school has the following codes of conduct for both teachers and students:

*Teacher's code of conduct:*

- reach school on time
- enter class on time
- give home work and correct them daily
- teach the class of the colleague who is absent
- teach the children in a playful environment
- assist HT when necessary

*Students' code of conduct:*

- reach school on time
- enter class on time
- be neat and clean every day
- do homework every day

According to the parents at the time of admission they have to produce their children's birth certificate. They must check their children's homework daily, purchase dress and learning materials, and come to school to see if their children are studying properly. However, the Dalit parents rarely came.

The parents create an ideal environment for their children at home, teach them when they ask, purchase required learning materials, feed and dress them nicely before sending them to school. However, some parents residing in the vicinity of the school are poor; therefore, some of them are unable to provide school dress to their children.

According to the parents, their children are doing well. Their exam results are satisfactory. They go to the school whenever the school invites them or at their own sweet will to see what the children are doing. If somebody finds children playing outside school, then, he/she drags those children to the class.

### *School Governance*

SMCs and PTAs are taken as governing bodies as the current Education Act and Regulations have given them school responsibilities. The composition of SMCs and PTAs shows that dominant groups govern the school. In these bodies, the representation of upper castes and males is higher. Of the 8 SMC members, 4 belong to upper castes, 3 to ethnic minorities and the rest are Dalits. Five are male members. Similarly, of the 9 PTA members, 5 belong to upper castes, 3 to ethnic minorities, and 1 is a Dalit. Of all the PTA members, 6 are male and remaining 3 female.

### *Leadership*

According to the parents, HT take care of the children's learning behavior, their cleanliness and hygiene, teachers' discipline and the availability of required teaching-learning materials.

Mother parents feel that the HT is disciplined and tough. She observes the activities of the students, she is particular about whether they come to school regularly and behave properly in the class. She even calls the parents to the school to ask how their children are doing at home. She is careful about cleanliness, hygiene, discipline and the availability of materials. Therefore, all students like her. There is co-operation between HT and teachers and for every task they discuss among themselves in the staff meeting. However, the parents are not gathering. They meet individually for child concern or when they have a complaint launch about their children.

According to the teachers, HT is a person pursuing democratic ideals. On every single task, discussion takes place in the staff meeting. If a teacher is late for class she asks him/her not to be late again. A teacher takes the class in

the absent of his/her colleague. If the absent teacher is available nearby, HT makes a phone call asking him/her to come.

HT stated that regularity of teachers is paid due attention. Similarly, if any teacher needs leave, he has to inform the management before hand. When a subject teacher is absent, another teacher, who has leisure, takes their class or the class monitor engages the class. SMC mainly takes initiatives for obtaining resources for the development of the physical, economic and educational activities of the school.

For the capacity building of the teachers the school focuses on:

- Staff meeting
- Availability of teaching-learning materials
- Workshop on the use of teaching-learning materials
- Implementation of the curriculum
- Class observation by other teachers
- Reward and punishment for teachers
- Impartiality in administration

The school has developed SIP, school codes of conduct, school annual plans, and formed various committees/sub-committees of the staff members. Mothers' groups, forest user' committees, stakeholders, and local agencies help the school.

HT meets parents either in the school (formally or informally) on her way to or from the school. It has been almost 6 years since she assumed the position of HT. Since her takeover there has been improvement in the facilities like toilet, electricity, and telephone, etc.

SMC has a different idea about school leadership and operation. If the local parents had understood the value of education, it would have been easier for SMC to work. The situation is such that teachers have to request the SMC members to get the clothes of their children washed. SMC meeting is held once in a month. If there is anything to ask, the HT talks to the SMC chairman on the phone. In his view, with the involvement of the SMC, HT and parents, several works pertaining to toilet, water tank, kindergarten class, and renovation of the school building, school dress etc.

## CHAPTER VI

### Community/School-Based Monitoring Practices

#### Syangja School

##### *School Operation and Monitoring Responsibility*

In common practice the monitoring of an institute or organization is done by those who have the responsibility to run the institute or organization. As per the provisions made in the government policies, Education Act/Regulations, CMS Operation Guidelines etc. school operation responsibilities have been entrusted to the locals. Parents' representatives have been given the responsibilities of managing, operating and monitoring their schools, teachers and school programs.

When asked about the operation of school programs, it appeared that the locals were not clear about who actually should run the school. According to DEO of Syangja district, the responsibility remained from one end to the other with the community, HT, SMC and DEO and the government - which means the community has the sole responsibility and DEO just backstops. The Syangja DEO quoted, "A young lady should herself be able to defend if being assaulted or harassed by anyone, whereas the school, society and government just orients her to be strong, bold and self-reliant." The whole argument, according to him, did not mean that the government has no responsibility towards schools. For example, if the school appoints extra teacher on its own resources, it has to seek the permission of DEO. Similarly, for salaries of permanent teachers, school blocks, teaching-learning materials (for primary level), teachers' training, etc. the school has to keep in touch with the DEO. All this reflects that the sole responsibility rests with the school, not with DEO who only does the check and balance.

Every school prepares a SIP and submits a copy of it to the DEO. DEO is responsible for facilitating the programs and activities envisaged in SIP. To this end, DEO has put all the schools in the district into clusters. In each cluster there is one Resource School. From the resource school of each cluster, RP, HT and SMC members are called at DEO for a meeting. They are asked to identify the needs of the schools in their specific clusters and to formulate programs to address those needs. The community and HT are accountable for monitoring the school-based programs. However, the schools might find technical problems in the preparation and implementation of the SIP. Therefore, DEO mobilizes its field personnel like RPs and Supervisors to



resolve such problems faced by the schools. DEO mainly helps the schools to achieve the desired outcomes of their SIPs. If there are weaknesses, then he helps to remedy that.

In the context of the school whose management was transferred to the community, the school community holds the total ownership of the management. DEO just provides orientation on how to manage the school. It convinces the community that the school is their property and that they are accountable for the proper functioning of the school. If they won't look after it, their children will not benefit. RPs and Supervisors do the monitoring of the community-owned schools. However, for school-based monitoring, community, parents, PTA, SMC members are mainly accountable.

### *Capacity Development*

To facilitate the monitoring activities at the local level, DOE attempt to enhance the capacity of the stakeholders such as HT and the SMC chairperson. Orientations to HTs and SMCs have been provided in all the districts. Similarly, training and orientation on SIP preparation have been provided. Moreover, RPs and supervisors provide necessary support. But the support was confined to a limited number of school because of the situation of conflict and insurgency.

The PEU staff of DOE, who look after the affairs of CMS reported that DOE helped to create supporting organizations for CMS. These organizations were provided a 6-day training on the development of relations between the school and the community, classroom management, and support in teaching-learning matters and social auditing. These organizations started to form parents' committees and classwise guardians' committees. These committees observe students' attendance in school, check up children's progress and interact with teachers. Supporting organizations also provided a 2-day refresher training every year. Besides, SMC and HT are also provided a 2-day training on school management. They were also oriented on monitoring of the teaching-learning process, teachers' activity and learning environment.

When they visited schools, they observed the school record and discussed with the parents. The PEU staff found that the schools conducted monitoring. But no permanent mechanism as such had been developed. They found that monitoring centered on physical, educational, social and environmental aspects of the school. They shared the problems and experiences in monthly and SMC meetings. The PEU staff observed that the school improved the relationship with community so their visits to school increased and they

extended support to the school. Physical facility and environment improved. Similarly, children and teachers' regularity had become much better.

The PEU staff member found that the involvement of NGOs as support organizations in formal school yielded positive results. Awareness raising and building school-community relationship were strengthened.

To build the capacity of HTs and SMC chairpersons with regard to the school monitoring and related activities, DEO organized a 3 days' training on School Management where the participants acquired knowledge about Education Regulations and educational management and planning. To capacitate the schools to do self-monitoring, focus was laid on school administration and teachers' regularity. However, besides HT, RPs, Supervisors and DEO monitor the school. They monitor the regularity of teachers, follow up the school blocks construction and alert the school against delay.

According to the DEO of Syangja, two days were devoted to SIP during the School Management Training. Initially, HT did the monitoring of SIP at the local level and the SMC chairperson only put in his signature. But now, the community forms small monitoring groups which monitor the SIP activities in their schools on a weekly rotation basis. The Social Auditing Committee has just been formed in schools.

The Management Training was the major support, as The RP of Syangja explained. He added that DEO conducted the Educational Awareness Program to capacitate the local community. RP visited schools and discussed with SMC and HT about the programs and provided feedback. He believed that the school worked on the feedback provided by him.

According to HT, the monitoring part also came under the School Management Training. He had received this one-month training. The training was organized by the National Center for Educational Development (NCED), which enhanced his leadership quality and accounting tasks. It exposed the trainees to how to run the schools in an effective way and provided information to PTA/ SMC what to do for the school children and in conflict conditions.

The SMC chairperson and the HT received two days School Management Training (organized by DEO) in 2059 and 2060. The chairperson mentioned that he learnt how to educate children to apply the lesson learnt from books into practical life and how to mobilize of local resources. However, the training did not focus on how the school can itself establish links and coordinate with other organizations in order to get their help.

The training has helped identify the indicators for evaluation and monitoring the school activities. However, HT did not tell the indicators.

### *Division of Works*

In the schools several functions have to be performed from the start of the session to its end. These functions pertain to admission, textbook distribution, scholarship distribution, management of classroom, teaching aids and materials, SIP preparation, maintenance of school-community relation, getting resources, school data management, conducting extra-curricular activities, examinations and so forth. Schools are expected to assign responsibilities to teachers and other stakeholders. Division of work helps operate the school efficiently.

In Syangja school catchment area has been divided into 6 clusters to entrust the stakeholders of each cluster with responsibilities related to executing the school-based plan and programs and their monitoring. The responsibilities assigned included approaching local bodies and NGOs for donation, resource generation/fund-raising through Deusi/Bhailo and launching Welcome to School and door-to-door visit programs to create education awareness so that children of Dalits and other backward groups could be enrolled in the school. The stakeholders were, vigilant to see if the children and teachers residing in the vicinity were regular in the school or not. Likewise, there was division of task for monitoring the numerous ongoing school activities within the school premises - as given below:

Division of Tasks among Stakeholders for Monitoring

CT (Class Teacher)	HT/CT	ST (Subject Teacher)	SMC/HT	SMC/PTA	T (Teachers)	SMC	SMC/PTA/T	HT/T	SMC/HT/T
Students' enrollment	Teachers' regularity	Teaching/learning materials	Teaching/learning activity	Physical Facility	Extra curricular activities	Local resources	School-community relation	Exam	SIP
Students' regularity	Students' Regularity				School records	Social auditing			
Books availability	Scholarship								
Students' family status and scholarship	Books availability								
Students' achievement									

However, the division of works was informal. Its success is reflected in the gradual improvement in the internal efficiency of that school, which is also an important area to be addressed by SIP. Cut in children's dropout is one of the indicators of internal efficiency. The Syangja School invited parents for discussion. The school made it mandatory for the SMC members to see whether the children came regularly to school or not. These measures helped decrease dropout and increase the access of girls, Dalits and the disadvantaged. Thus, the school has also been able to tone up its internal efficiency.

### *Monitoring*

HT mentioned that he frequently observed the teachers' activities and provided suggestions for improvement. However, observations of SMC members and parents of school activities were found significant. Parents and SMC members stated in a discussion that they had started visiting the school and observing school activities. They also discussed with the teachers and gave their opinions. The school records mention the following suggestions.

#### Suggestions Made by SMC, Parents/PTA

SMC	Parents/PTA
1. Discipline of children	1. Give homework to children
2. Cleaning the school environment	2. Manage sitting space for children
3. Use of teaching materials (more)	3. Manage drinking water facility
4. Availability of necessary educational materials	4. Check children's homework
5. Teachers should consider time factor	5. Complete the lessons
6. Discipline of children should be stressed.	6. Examination practices should be assessed
7. Request to organizations to help school development	7. Subject teachers should be made available
8. Weaker students should not be promoted.	8. Donor organizations should be searched for the construction of a new school building (the school building is too old)
9. Weaker and failure children should be given special attention.	9. School cleaning habits and discipline should be maintained.

The SMC meeting is held in the school once every two months - once in a month, if required. The agenda of the SMC meeting theme mainly on physical development, resource generation and teaching-learning. The student progress is reviewed through their result sheets (passed or failed) in the presence of HT, teachers and parent of the concerned students.

SMC evaluates the service delivery by HT and teachers. Similarly, HT evaluates teachers' performance and children's progress through their classroom performances.

Parents also observe the school activities. For the purpose, they visit the school several times in a year. They discuss with the teachers. As the school is located within the community, parents frequently visit the school. Parents' Day' is celebrated in the school. On that day the following activities take place:

- Disclosure of school income and expenditure
- Prize distribution
- Discussion on teaching-learning
- Cultural program
- Fund raising

SIP is formulated informally after all the stakeholders have shared views. SMC seeks the advice of everyone before taking any decision.

In the view of chairperson, there has been no division of monitoring tasks among the schoolteachers. Everyone has the tendency to point at the HT for even a trivial. SMC is engaged in various activities; therefore, SMC meetings are held in the school as required. In the SMC meeting, financial resources and infrastructure development are the main agenda for discussion. Teaching-learning, school budget, teacher training, management training etc. do not figure prominently. The review of HT's service delivery is done in the presence of SMC and teachers. HT and SMC prepare the SIP agenda. The final decision is made with the consent of all the stakeholders. The stakeholders participate in the review and evaluation of SIP.

SMC Chairperson acknowledged that the social audit had not yet been done. In the parents' gathering the income and expenditure of the school is disclosed to the gathering.

*About the monitoring, one teacher said, "HT conducted monitoring and evaluated by observing classes and asking the children and parents, HT monitors and evaluates our performances, and provides suggestions for improvement. SMC also evaluates and monitors out activities. Community members and parents observe teachers' activities and evaluate them. They evaluate us by considering the progress of their children. They provide suggestions. Similarly, HT, SMC and parents also see if we consider the time factor. In the same way, RP and School Supervisors evaluate*

*and monitor our activities. They also provide suggestions after identifying our weaknesses."*

*Another teacher stated, "HT, SMC members, RPs and parents monitor our activities. Peer teachers observe the classroom activities and provide suggestions. Moreover, peer teachers ask the children on their way to or back from the school."*

*The third teacher observed, "HT, SMC members and chairperson, Resource Person, School Supervisor, and peer teachers monitor the teachers' activities. All of them monitor the teaching-learning activities, they closely observe our arrival at school, classroom instruction, use of instructional materials and teaching methods."*

*The fourth teacher: "HT, SMC members and parents evaluate the teachers by supervising and observing their teaching and other activities and by estimating children's learning. Teachers' evaluation is made on the basis of their qualities – personal, social and educational quality – and their teaching capabilities. Suggestions are also provided for improvement. And teachers who show better performance are encouraged".*

### *System's Support*

The RP of Syangja School acknowledged that one of his major jobs was to supervise and monitor school activities. He reported that he visited the schools for purpose. From the supervision diaries of the schools it was found that RP visited the schools very often. He observed classroom activities and provided feedback, He could not spare time to monitor development activities. In fact, RPs were not trained in monitoring the school development activities. Since they had to complete several assignments, they so could not spare time for schools visits.

Since the inception of the school, the local community people have been working hard for construction. They raise funds for the school by organizing Deusi/Bhailo during the Tihar festival, visiting households, local bodies, various NGO/INGOs, CBOs etc. Therefore, their monitoring is prominent.

### *Participation*

In the SIP preparation, Syangja School involved SMC members, parents, teachers and students for deliberation on the school issues. Their opinion/ views were accommodated in the plan. After the implementation of SIP, the school informally invited them several times to review the SIP activities. The school also holds formal meeting with SMC members once in a month to discuss the ongoing construction works. The school conducts several annual

functions like Parents Day, School Foundation Day, Saraswati Pooja, Education Day etc. Likewise, teachers' meeting is held on the last Friday of every month to discuss the progress of the students. These activities contributed to increasing students' enrollment, parents' commitment, educational development and reducing social discrimination.

According to the teachers the SMC members, teachers and parents were involved in school affairs. They gave their advice and suggestions during SIP preparation. The evaluation and review of the different programs of school is done in the SMC meeting, parents' meeting, parents' day and other functions. Teachers took up issues related to gender and social equality. They ate the food brought by Dalit students and drank water in their houses during household visit. Teachers gave equal chance to boys and girls in question-answer. The reason behind the decline in the educational achievement of the girls in the higher grades was their engagement in daily house chores, baby-sitting and other activities. Hence, they were irregular in the school. Teachers were aware of this fact; therefore, they requested the parents to send their kids to school.

#### *Local resources*

Syangja School mobilized resources from CBOs, NGOs and local bodies. From the local Municipality the school received Rs. 40 thousand as grant. Similarly, the local Mothers' Group donated desk and bench sets for the students. The SMC members lent Rs. 170 thousand to the school for land purchase. The Ward Committee also donated some money. The local water users' committee had promised to construct a water tank in the school. About the fund-raising HT said, *"The school has been looking for potential donors such as the Indian Embassy, the British Welfare Board, SNV, local NGOs etc. for the development of the school. The school also made efforts to contact the former students, who work abroad, for financial assistance to the school."* Such activities show that the school is now trying to get funds from outside sources too.

The School mobilized SMC and the community members to raise funds through Deusi/Bhailo and household visits, visiting the Municipality, organizing a parents' conference, arranging cultural shows, and approaching local CBOs and NGOs. The school also prepared proposals and sent them to the Indian Embassy, SNV, British Welfare Board etc. The chairperson stated that the school got resources from CBOs, NGOs and local bodies. The stakeholders who contributed most to school development activities were honored with Rato Tikaa placed on their foreheads.

According to the teachers, the local resources included funds raised from Deushi Bhailo and from the Municipality, donor agencies, INGOs/NGOs, etc.

DEO provided the SIP grant to the school after the latter submitted the SIP document. However, the grant was not sufficient. Therefore, the school received resources from the SMC members, parents and local bodies for the purchase of land and construction of buildings and classrooms. Some organizations had assured further support. For example, the Water Users' Committee had assured to construct a water tank and the British Welfare Board had given assurance for assistance. The Mothers' Group had donated furniture for the classrooms. Similarly, the school is in contact with SNV (the Netherlands), Indian Embassy and other foreign agencies for donations.

#### *Role, Pattern and Capacity Analysis*

PTA and parents informally discussed about the community's education status. Teachers stated that the evaluation of the educational status of the school community was done on Parents' Day.

The Chairperson said that the analysis of school education status was done at the end of the year and in parents' gathering. The community education status analysis is done also during SIP preparation. The school has gathered base line information to this end.

As regards the role and capacity of community members, school collected information and tried to analyze them during SIP preparation.

But parents did not know what PTAs did. They were unaware about PTA's roles and functions. They did not know the roles and responsibilities of PTA nor were they aware of PTA formation. They, however, mentioned that there were 3 members in the PTA.

#### *School-based Action Plan*

With regard to the access, quality, equality, inclusion, etc. the school has different programs. For the enrollment of school-age children and the children of excluded groups of the community, the school conducts household visit' programs. Parents Day is organized. On that day, the students stage cultural show. The parents give donations to the school as per their will and ability. To have an idea of the school situation parents visit school quite often. All the stakeholders are informed about these activities. But, documentation of these programs is not done.



The Chairperson said that the school had prepared the school-based plan. The school stakeholders know about SIP. The one-year school plan is prepared after a discussion of stakeholders and by sharing views. However, things are explained to illiterate parents in very simple language so that they could learn that have to do certain works for the school. SMC reviews the tasks entrusted to different groups regarding the development of the physical facility of the school.

Resources for the school-based plan are obtained from the government and the NGOs, the local clubs/CBOs and the community. The plan is reviewed by SMC.

#### *Students' Learning Outcome*

Teachers' meeting is held on the last Friday of every month for a discussion on the activities of the students. The class teacher of every class reviews the progress and behavior of the students. If the teacher thinks that some students are weak or their behavior is not up to the mark, then, certain decision is made. For weak students, extra classes are arranged. On a bad conduct the first warning is given, but if the concerned child are not obey his/her parents are called in school. The school has an interesting practice: the teacher in whose subject a maximum of students pass the examination is given a prize.

#### *Gender-sensitive and Girl's Friendly Environment*

Teachers, SMC and other stakeholders are informed about gender issues. During household-visit, parents are encouraged to enroll their daughters in the school. In the school, generally female students of upper grades remain absent more frequently than male students. The reason is that, as the female child grows up, she is engaged in daily house chores. To address this problem, the teachers hold a meeting at the end of each month, where the attendance of the students is checked and those students who are excessively absent in that month are asked to call in their parents. The HT and the class teacher talk to the parents. The teachers advise the parents to make their child regular. The school has the provision of Girls' Scholarship. It has a separate toilet for girls.

In the teachers opinion there are several issues connected with gender. The girls are not regular. Boys are sent to the English-medium school and girls to local community school. In lower classes, boys/girls do not want to mix up or sit together. When the girls move up to the upper grades, their presence in

the class becomes poor because of household chores and baby sitting. Teachers are aware of this. In the class, when the teacher asks question, the answers come from both boys and girls. In lower grades girls do better in the class but in the higher grade boys excel. Dropout is more with girls than with boys. Particularly, the case with lower caste and Dalit children is more. Teachers discuss this with the parents. In their training, gender issues are included.

The Chairperson viewed that the gender discrimination is not so apparent. However, when the teachers asks a question, boys seem to be more active to respond than girls. Even the teachers do not seem to take interest in making the girls smart. It is normally observed In the community that the parents send their sons to the private English medium schools and daughters to the public schools. According to the SMC chairperson, relatively more boys pass than girls and secure upper exam ranks.

#### *Dalit, Disadvantaged, Marginalized Group-sensitive Environment*

The stakeholders are well aware of the issues of Dalit, disadvantaged and marginalized group children. The school has the provision of scholarship for Dalits as well as economically backward groups. Similarly, during household-visit, Dalits and disadvantaged groups' are especially encouraged to send their children to school. According to the HT, the Dalit Scholarship has contributed to some extent to increase the enrollment of Dalit students in the school.

#### *Quality Learning*

Teachers review the course contents (of all grades) in terms of their usefulness and relevance. If they find and problem with any chapter in the textbook, they solve the problem through a discussion with HT and peers in the teachers' meeting. Primary teachers also teach at the lower secondary level. The school receives books for primary students from DEO on time. For the lower secondary level, the school has arranged with the stationery shop at Putalibazaar. The students and the teachers prepare materials like Khari Paati, Numerical Table, Multiplication Table, etc. themselves.

Teachers' meeting is held on the last Friday of every month to discuss the activities of the students. Extra classes are arranged for weak students. Even the sitting arrangement is so made that unpromising students are mixed with bright ones.

Teachers discuss about the new textbooks. All students have course books with them. Teaching-learning materials are available in the school (up to class 5). Teachers mainly discuss learning achievements of students, their own difficulties, learning materials etc. In a recent SMC meeting, teachers placed a demand for science apparatus.

In a review meeting, the Chairperson said that the success and weakness of the school activities were discussed. The successful aspects are given more emphasis in the subsequent programs. Teachers review the progress of students on the basis of their year-up performance and exam results at the end of academic year. Even the parents take interest in consulting the teachers if their children secure less or flunk the exam. Teachers' meeting is held on the last Friday of every month to discuss the activities of the students. Extra classes are arranged for weak students. The sitting arrangement keeps weak students and bright students together.

#### *Teacher's Code of Conduct, Support and Supervision*

Teacher's codes of conduct (not documented) are as follows:

- arrive at school on time
- enter class on time
- be impartial
- be accountable
- give prior notice for leave
- engage in class of a colleague who is absent
- divide work in the school houses

With regard to support and supervision, there is mutual help among teachers and HT. A teacher sits in the class of another teacher to learn. The HT and SMC also supervise the classes.

#### *Assessment*

The school monitors the activities of students on a regular basis. At the end of every month students' attendance is checked. Similarly, after the annual exam the mark-sheets of students are inspected and the topper is given prize. Likewise, regular and well-behaved students are awarded. The teacher in whose subject a majority of students pass gets a prize. To a misbehaving student the first warning is given.

Teachers stated that there is an internal system of inspection, monitoring and evaluation. SMC and HT inspect the classes. Even the parents observe the learning behavior of their kids at home. They check their home works too.

### *Right-based School Policy*

In order to minimize social discrimination, a teacher put up a very practical example. The teacher narrated:

*One day I asked my students to cook some dish at home, I had taught them how to cook the dish in the recipe class. The students brought their dishes the next day. Many students were reluctant to taste the foods brought by Dalit children. However, when HT himself ate a dish with relish then all the students of the class ate. It was a classic example against social discrimination.*

There are many other incidents and stories. The school has three categories of scholarships: Dalit, girl and economically backward student scholarships. At the lower secondary level, to encourage the Dalit enrollment, the school has a provision of waiving some portion of the admission fee. The school makes a timely review of the above activities.

The medium of instruction is Nepali because the community speaks Nepali. The school always welcomes those who want to come to school with questions and queries. In the Parents' Gathering the entire school profile is presented and every one has the right to raise queries.

The school has girls, Dalits and economically backward groups. Teachers reported that scholarships were provided to them. To bring in the feeling of equality the teacher tells the young minds that they all are brothers and sisters. For the festivals of Muslim and others, the school grants a vacation of 3 days.

According to the SMC chairperson, the school did not permit discrimination of any form. It would take immediate action against any discrimination found. For example, if any student beat another student, calling him a Damai or Vishwakarma, he would not be spared.

### *Communication*

The parents said that the school communicated with them through their children. Often the school sent letters to them. Moreover, parents also asked their children about school affairs, teacher's activities and their learning. Thus school maintained a two-way communication with the parents.

Parents reported that they took initiatives to learn about the school affairs. They asked children, teachers and HT. They also got information from friends and nearby peers. They looked into the assignment given to their children too.

### *School Meeting*

Last year, SMC met 8 times. SMC had meetings with PTA. The following aspects were discussed:

- Construction of the school building
- Drinking water facility
- Selection of *Dalit* children for scholarships
- Wage determination (for construction work)
- Management of construction materials
- Use of school telephone on rent
- Dasain expenses for volunteer teachers
- Bank account operation
- Selection of teachers for training
- Evaluation of construction work
- Determination of examination fees
- School dress
- Exploration of alternative sources of income
- Hiring a room for store
- Formation of a committee for teacher recruitment
- Organization of parent's conferences
- Increment of salary of private teachers
- HT's participation in management training
- Endorsement of construction expenses
- Monitoring of examinations (by SMC)

In last years' teacher's meeting, the decisions on the following were made:

- Development of the annual lesson plan and use of educational materials for quality improvement.
- Rainy season vacation
- Improvement of weak student's quality and progress review of other students.
- Students' discipline
- School uniform
- Coaching classes for non-promotee students.
- Study and assessment of SIP for endorsement.

The SMC meeting reflects that the SMC members were engaged in developing physical facilities and involved in financial matters and teacher management. The meeting takes place regularly (8 times last year) and tries to maintain transparency. However, there is a lack of concern with learning. The role of PTA is not obvious as there is no record of PTA meeting. PTA and SMC met jointly (2 times).

### *Effect*

From the above-mentioned activities the school has achieved the followings:

- Children from almost every household in the school catchment area comes to school.
- No social discrimination
- Teaching capacity of teachers improved.
- Culture of discussion on difficult agenda (teachers) has developed.
- Parents interest in sending kids to school has increased
- Involvement of local NGOs/ CBOs has increased.
- School's accountability has gone up.
- Educational and social progress has geared up

Teachers observed that the school achieved the following from the mentioned activities:

- Students' regularity has increased
- Students have become inquisitive about study

- They have become disciplined
- They have been grasping the lesson easily through the use of learning materials
- Students' habit of doing homework has developed.

SMC chairperson observed that the above-mentioned activities helped institutionalize the following:

- Physical facility development
- Children's cleanliness
- Boost-up of teaching-learning (expected result: 50 to 60 next year)
- Emphasis on social inclusion

#### *Access*

In fact, the Syangja School has started home visit, children's rally and other programs to motivate parents to send their children to school. The stakeholders were assigned the responsibility of motivating the parents for the purpose. Moreover, the school had provided scholarships to the disadvantaged under the SIP programs. All these worked to increase the participation of Dalits and the disadvantaged in the school.

#### *Quality*

In Syangja School, the teachers strove for improving the quality. They bought reference materials, dictionaries, guides etc. They started to evaluate children's performance regularly. They assigned daily homework to the children and checked them. Classroom observations revealed that they examined children's exercise books soon after they (children) entered the classroom. These are the good indications of quality improvement.

### **Parsa School**

#### *School Operation and Monitoring*

In the HT's opinion, he is responsible to run the school whereas SMC, PTA and the local community are responsible for monitoring the school activities. On every Friday of the week, a meeting HT and teachers discusses the aspects of the school. The HT said, "*For the capacity building of the teachers, I have given them notebooks for the daily lesson plan.*" However, nobody has received full-

package teachers training. Even, HT has not received the School Management Training. Organizations like Red Cross and Reed have organized orientation programs on sanitation and hygiene. For the betterment of education, the school organizes community gatherings in which the local educated people give their advice/ suggestions. With the combined effort of SMC, PTA, NGO/ CBO, the school advocates for educational awareness and child rights in the society. In teachers' view, the local community, HT and DEO are mainly responsible for running the school. According to the parents, the main responsibility to run the school rests with parents, SMC and teachers.

#### *Division of Work*

There is no division of work in the school. However, all the teachers assist HT when required. HT mentioned that during admission time, teachers help him with all kinds of secretarial work. Teachers admitted that there was no division of work. However, from the coming academic session the school will plan division of tasks for teachers. The school assigned construction responsibilities to parents and other stakeholders.

#### *Monitoring*

HT stated that SMC should evaluate teachers' works. According to him, SMC has the monitoring responsibility. Teachers mentioned that the SMC meeting took place once in a month. In that meeting, generally, the agendas included teaching-learning, Dalit scholarship, prize distribution, etc. SMC as well as teachers undertook the progress review of the school. The parents found that DEO and the CBO/NGO personnel came to monitor the activities of the school.

#### *Participation*

Parent's Day is not celebrated formally in the school. Parents are invited to the school gathering for consultation on a new plan or program developed by the school. Their advice is sought and they are involved in every step of the program. Currently, the PSIP program is going on in the school and under this program. Construction of new school blocks (with modern look) spacious and well-ventilated classrooms, big verandahs, drinking water and toilets (separate for male and female) the use of 16 people at a time is about to be completed. For this program, the school construction committee has entrusted different tasks to the local communities by forming various sub-committees. Authority has been delegated to them for hiring vehicles to



freight construction materials and for managing those materials and inspecting their quality. The local communities have been given training and orientation on checking the quality of bricks, sand, cement and so on.

Because the school is located in the small bazaar of the village, parents informally visit the school quite often to enquire about their children's performance. If any student is not seen in the class for more than three days, the teachers complain of this to his/her parents.

In the mother parents' opinion the school should be responsible for the safety of their children. Every three months, the school organizes the parents' gathering where discussions on students' learning, class behavior, performance, regularity etc. take place.

The teachers mentioned that they with the students visited households in the school catchments area to encourage the local parents - specially Dalits - to send their school-age children to school. They convince the parents, saying that their children get free books, school bags, dresses and other incentives. Poor and illiterate parents are generally prove to squandering children's scholarship money on local booze and gambling. Therefore, the schools purchases school bags, dresses etc. with that money and distribute them to the students.

Teachers and students conduct the Household Program in the catchment area to encourage the local parents to send their children to school. Formally there is no division of work among the teachers. However, they assist HT in the secretarial, admission-related and other tasks. HT, NGO/ CBOs and DEO personnel do the monitoring of the school.

HT reported that the SMC and parents participated in the on-going construction work of the school. They reviewed the school activities like book, scholarship, dress distribution etc. The school got local support for every program.

#### *Local Resources*

HT reported that the local resource for this school amounted to Rs. 5000/- (from VDC and SMC). The community donated wood logs, bamboos and the like for construction work. The teachers mentioned that the school did not have any local resources. As we observed, the school had a sizeable plot of land but it could not generate enough resources from the land.

### *Role, Pattern and Capacity Analysis*

The teachers stated that they did not have any idea of the educational status of the local guardians in the school catchment. No effort had been made to know about their role and capacity.

### *School-based Action Plan*

Teachers mentioned that the school had made an action plan for the Household Visit for the new academic session. But many did not know about this plan. However, the school had developed its improvement plan which mostly included building construction work.

According to HT, the school has the following annual work plan:

- Household Visit for raising educational awareness
- Student Admission
- Book and Scholarship Distribution

The SMC meeting takes place once every month and the main agendas are:

- Building construction
- Teachers' problems
- Quality education
- Local resources

### *Quality*

There is cooperation among teachers. They often review and discuss the curriculum content. Doubtful or unclear things are sorted out. They also discuss on how to give quality education to the students.

According to the teachers, parents are invited to PTA meetings to discuss on agenda like students' teaching-learning, class behavior, performance, regularity as well as on development activities of the school. However, the Parents' Day has not been organized for the last two years.

The medium of instruction is Nepali; however, to drive home the lesson better to students, the teachers also speak in Bhojpuri. In this school, a child of one of the teachers studies. Teachers seem to be quite satisfied professionally. The simple reason for the satisfaction is that they are the locals and live on what they earn from the school.

They give the class quality inputs to which they have learnt from the teacher training.

The learning environment is quite safe. Measures are taken to save students from accidents during their play or school work.

According to HT, the teachers developed teaching-learning materials themselves. Girls are ahead of boys in class performance as well as in annual exams. HT gave a very interesting reason for this. Marriage proposals came from good families. Therefore, girls were more serious in study.

For quality education, HT has asked the teachers to conduct class activities by dividing the students into groups and making daily lesson plans.

However, the parents' complained that the less number of teachers was too small for the population of the students and that books were available only to fifty percent of the students. Regarding the shortage of books, the parents observed that the school had requested DEO many times to – but to no effect. Out of seven teachers allotted as per the quota to this school, 3 were sent to other schools on deputation. HT has been taking delegations to DEO to get back those 3 teachers, but with no success.

#### *Gender and Dalit sensitive Environment*

With regard to gender sensitive issues, HT and teachers maintained that they encouraged parents to send their daughters to the school. Even in the class, the teachers asked boys and girls to sit the same benches. According to them, the girls did well in the class as well as in exam. Similarly, for encouraging the Dalits and other backward group children, the teachers engaged them in group work. In the Vitamin distribution program and Sarswati Pooja, all students worked together. There was no dispute about using the same tap for drinking water. In brief, it can be said that there is harmony between the students of upper and lower castes. The only weakness of Dalit students is their study because their families are poor. However, the drop-out is more with boys than girls. The reason is that in poor families boys are sent out to look after the cattle.

#### *Assessment*

The teachers assess to see if the students have adequate learning materials, sitting space, rock slates (for small kids) etc.

### *Right-based School Policy*

According to the teachers, the school has no child right based policy as such, however, equality is there. HT asserted that there was no Dalit non-Dalit discrimination in the school. Both are changing with the changing time.

### *School Meeting*

SMC met 4 times last year. In the meeting, discussions were made on the following:

- Appointment of a new HT and requested to DEO for endorsement.
- HT has been authorized to get the teacher's quota from DEO.
- Hand over of documents by the outgoing HT.
- Opening of a new bank account.
- Receiving permission from DEO to fulfill the vacant post of teacher.
- Publication of notice for the recruitment of a teacher.
- Formation of a three-member teachers selection committee.
- Tenure of a peon to be terminated (because the construction work has complete).

The joint meeting of SMC and PTA was held 6 times last year, in which discussions were made on the following:

- student admission
- household visit
- scholarship distribution
- scholarship distribution for ethnic children
- transportation of construction materials
- invitation of quotation for work
- poor quality bricks to be returned to supplier and request for a supply of standard bricks as substitute
- watchman to be appointed at Rs. 2500.00 every month
- construction expenses
- raising of running bills

- late release of construction fund by DDC
- assignment of responsibility for the measurement of land
- legal process for Hat Bazaar (which runs in the school's land)
- request to Unicef for timely delivery of windows and doors
- raising sanitation awareness through meeting, rally, postering and pamphleting

PTA and SMC met for the construction of the school building. So the focus of meeting was on construction work. The meeting little emphasized access of children to school. The meeting often discussed on quality.

### *Effect*

HT felt that the aforesaid activities helped in the capacity building of teachers and increasing training opportunity with the help of organizations like Reed and Red Cross.

## **Chitwan School**

### *School Operation and Monitoring Responsibility*

According to the DEO of Chitwan district, the responsibility of school operation remains with the community. HT, SMC, and DEO or the government is also responsible but not as much as the community members. SMC works with the community whereas DEO just backstops.

The community is fully responsible for the management of the school whose management has been transferred to it. DOE only orients on how to manage the school. It attempts to convince the community people that school is its property and that the community is accountable for the proper functioning of the school. RPs and Supervisors, parents, PTA, SMC members are expected to work accountably and do the monitoring.

In the view of RP, the local community has the responsibility to run the school. Since SMC, HT and PTA are all parts of the community, they are responsible for the school operation.

In the HT's view, SMC, HT, teachers and parents have the responsibility to run the school. HT monitors the all affairs of the school including teachers' activities, whereas SMC has the responsibility to monitor the physical and administrative aspects of the school

### *Capacity Development*

For the monitoring, no special capacity development programs had been designed. However, HT and SMC members were given management training which incorporated only the general idea of monitoring.

DEO mentioned that HT and SMC chairperson received management training and training on SIP preparation. HT acknowledged that he had received a short training on SIP and a 12-day training on school management conducted by DEO. According to him, the trainings have helped him to increase the involvement of parents in the school affairs, boost the quality of education and monitor/evaluate the school activities. However, he stated that he had learnt more from his own experience as a HT than from any training. VDC, community forestry, buffer zone, small farmers' cooperative society, and local community helped him at different levels, he added.

The SMC chairperson had received a 6 days' training on SIP conducted by the resource centre. In his view, experience of inspecting school activities had helped in the preparation of SIP of the school. He added that the training had provided insight into his own roles and responsibilities. Similarly, it had helped in making the action plan, managing the administrative work, allocating and collecting local resources and, lastly, entrusting tasks to different stakeholders.

### *Work Division*

The school had divided tasks to the SMC, HT, teachers and parents. The tasks were divided as follows:

- sports
- health
- co-curricular activities
- cleanliness

HT monitors these activities. He lands his hand in these works and, if required, gives directions.

### *System Support*

RC organizes trainings/workshops for schools. The PTA and SMC monitor the qualitative and administrative aspects of the school respectively. Similarly, DEO personnel and RPs visit the school frequently.

### *Monitoring*

As mentioned earlier, HT monitors the affairs of the school and teachers' activities whereas SMC has the responsibility to monitor the physical and administrative aspects of the school. After monitoring the activities, if HT found that something was lacking, he suggests for overcoming the problems. He looks after the regularity of the teachers and sees if they stay in the class full time. In his view, the nature of the monitoring differs - parents to SMC to HT. HT also mentioned any problem seen was discussed either in the staff meeting or the SMC meeting to find a solution. In his opinion, no single decision is taken without the advice and suggestion of parents, teachers and SMC. The school is getting ample support of the local community, NGO/CBOs, parents and teachers.

According to the SMC chairperson, the task of the school is divided among its stakeholders by forming committees and sub-committees. He himself actively involves in his share of the work. SMC does the monitoring by observing the activities, asking the concerned committees, and assessing the progress in the activities. All these contribute to the check and balance of the budget/financial matter. So there is no misuse of funds. The work becomes effective. The materials are properly used. In his opinion the persons who have concern with and love the school can devote time to the school. As he has already worked as a social worker, he spares time for the school. The SMC meeting is held twice in a month. It mostly focuses on the financial part of the on-going program. However, meetings are also held to discuss the qualitative aspect of teaching-learning also. In that meeting the teachers and HT are given directives for quality teaching. The school also pays attention to the regular supply of drinking water, maintenance of the school building, cleanliness of the toilets etc.

The school has introduced an extra English course for the tone-up of the education standard. To this end, the school manages an English teacher training, using its own resources.

The school is getting feedback from the local community regarding its education standard. There is cooperation between the HT and the teaching staff. Even the parents are involved in the school affairs. The SMC chairperson remarked that, if SMC and the teachers did not collaborate, the school would not function properly and the school standard will slide down.

According to the teachers, the SMC meeting takes place once or twice in a month. Normally, the agenda include teachers' appointment, physical facility development and teaching-learning. The school authority monitors the on-

going activities by observing and finding out the problems. The school makes the monthly evaluation of students' performance. Guardians are also involved in the evaluation. For weaker student, the school holds extra-classes.

RP once observed teaching in the classroom and found that the teacher taught in the old pattern in spite of the training he had received. He asked that teacher not to do so again. In his view, the school has been able to accomplish the following:

- social auditing
- formation of committees and sub-committees
- monitoring of the activities
- presentation of the program/ activity plans in the mass

#### *Participation*

The school organizes discussions with SMC, PTA and the parents before developing any plan or program. Different committees and sub-committees are of the stakeholders have been constituted. The parents' gathering approves it. In the SMC meeting, the discussion focuses on on-going activities (whether they are completed or yet to be completed and whether expenditure and the budget expenditure provision are matched).

According to HT, the parents' gathering discussed accesses and quality learning. The school has prepared the base-line. It has also developed its academic calendar, which contains the annual activities and programs of the school. Teachers expressed the view that all the staff members, SMC, parents, and students were involved in the SIP preparation.

According to the SMC chairperson, the school enjoys massive support of locals, senior citizens, educationists, intellectuals, etc. Whenever the school invites them, they come. The decisions made in the SMC meeting regarding the school affairs are approved by the mass in the parents' gathering. In the parents' gathering, Rs. 100/- hundred is raised per head for the new plan/program approved by the parents.

#### *School Based Action Plan*

HT and teachers reported that the school prepared an action plan every month in the presence of the school staff members, SMC, parents and the local community. The progress of the program is disclosed in the community gathering.



According to the SMC chairperson, any new program proposed is discussed and approved by the community. With the use of this process, the SIP has been prepared and improved by the school.

### *Gender/Caste Sensitive Environment*

In this school, there is no gender and/or caste discrimination. In the opinion of HT, gender issue as such is not a problem in the school.

According to the teachers, there is no discrimination between students in the name of caste or religion. Tharu, Bahun, Kshetri and Tamang students stand 1st, 2nd and 3rd in the class. In class 1 to class 3 girls stand 1st and 2nd. In class 4 and 5 there are more girls than boys. However, boys and girls succeed almost equally in exams. When the teacher asks a question, the answer comes from boys and girls both. However, the teachers have to ask the Tharu students particularly because they are shy in nature.

The school calls of the parents' weaker students and informs them about their kids. The local community thinks that there is equal (not discriminatory) treatment of students in the school. However, the school has not framed any policy for discouraging gender or caste discrimination.

### *Quality*

HT explained that the school family prepares the teaching materials and discusses their use in the class for quality teaching. The school arranges additional classes for weaker students. After the results of class work (every month), the parents are called to the school and a discussion takes place on the achievement and weakness of the students. The teachers show them the corrected exam answer sheets. The discussion about the students' performance levels in the test examination is also discussed in SMC, PTA, parents gathering etc.

Teachers mentioned that they checked students' homework regularly to see how the children were doing. They also assessed by observing children's classroom performances. They participated in monthly discussions (with parents) about children.

Parents have to come to the school every month in order to get information about their children. They took part in the discussions with the teachers and evaluated their children's quality. Mother parents admitted that parents did the monitoring and supervision of the school. They collected information

about the students. They checked to see if the teachers were regular in the school. However, most of the female parents were illiterate.

### *Communication*

The school attempts to make regular contacts with the parents. The common methods of contact include home visit, sending letters through the children etc.

Parents stated that the teachers themselves met them. They sent letter through the students. The school staff members visited the homes of the students who were more irregular. Mother parents reported that the school communicated with them by sending them letters. The parents themselves looked up the dairies of the students.

### *School Meetings*

The school has the tradition of organizing teachers meeting, parents' conference and SMC meetings. Last year, teachers met 15 times. They decided on the following:

- distribution of scholarships to *Dalit*, ethnic and other children
- announcement of terminal exam result (Ist)
- distribution of books and materials expenses
- scholarship and prize distribution
- checking of class work and homework
- compulsory school uniform
- respect for teacher's opinions
- Khar Khadai vacation (proposed)
- teachers cooperation in immunization program
- fund transfer to student's welfare fund.

Similarly, the parents' conference was organized 9 times last year. The parents decided as follows:

- Declare the first week of Baisakh as admission week.
- Provide scholarships to all students

- Present the school's expenses of the previous year in the parent's gathering
- Organize a 3-day workshop/seminar before developing the annual plan
- Open the donation box in front of parents
- Continue the same uniform
- Organize a quiz-contest on Children's Day
- Provide scholarships to Dalit, ethnic and needy children
- Offer vote of thanks to DEO/DOE for selecting the school as the model school
- Tree plantation
- Text materials distribution
- Progress reporting (of children)
- Monthly test
- Educational materials and uniform
- Teachers hiring on contract or as volunteer teachers
- Deusi/bhailo organization
- Start lower secondary grades
- Honor the persons who generates resources from deusi/bhailo
- Endorse SIP
- Vacation for HT

SMC Meeting was held 13 times last year. The meeting decided as under:

- Request DEO to increase grants amount (because student enrolment has increased)
- Request DEO to provide extra teacher quota (because enrollment in grade 1 has increased)
- Request DEO for fund for building construction
- Base students' activities on lesson
- Initiate the process of recruiting English teacher
- Prepare teacher selection criteria

- Provide training to all teachers in vacation time
- Arrange for social auditing
- Remunerate trainer
- Recruit teachers and peons
- Distribute scholarships on Children's Day
- Request concerned organizations for starting early childhood development program
- Organize Deusi/Bhailo program
- Increase salary of teacher
- Organize social auditing on 2062.7.19
- Open lower secondary classes
- Request DDC for building construction
- Endorse HT's leave
- Establish matching fund and inform parents
- Develop kitchen garden
- Recruit teachers on contract basis
- Deposit Rs. 9000.00 for operation of pre-primary class
- Determine remuneration for filling survey form (to be distributed to the teachers)
- Form committee for operating pre-primary class
- Purchase sapling for plantation
- Start coaching classes
- Organize picnic

These meeting show that Chitwan School has separate meetings of teachers, PTA and SMC. Last year SMC met 13 times and PTA 9 times. Teachers also met 5 times and discussed matters of scholarship distribution, examination and assignment checking. They also discussed community work. PTAs met for admission, SIP development, resource mobilization and upgrading of the school to lower secondary. PTA also arranged parents' gathering for presenting the school program, budget and expenses. PTA once discussed the

progress report on children in its meeting. SMC met for resource generation, teacher management, social auditing, scholarship distribution, ECD class operation, operation of lower secondary level, construction-related matters and so forth. SMC discussed teacher training and student's learning. The meetings of these committees mostly reflect SMCs concern with managerial aspects; and teachers' and PTA's concern with teaching matters.

### *Effect*

HT noted the following changes:

- teaching-learning process improved
- quality was enhanced
- students' academic status improved
- teachers' teaching quality enhanced
- volume of teaching-learning materials increased
- parents involvement increased
- Regularity of students and teachers in school improved
- cleanliness aspects improved

Teachers observed that the following changes occurred

- responsibilities have increased
- school became accountable to community
- parents' interest has increased
- school enrollment has increased
- students' achievement has improved

## **Ilam School**

### *School Operation and Monitoring Responsibility*

*In an interview DEO of Ilam said, "Now the local communities are becoming aware that the school is a place of learning for their children. The introduction of Education Regulations has familiarized all the stakeholders with the education system. Teachers are not apparently involved in party politics in the schools. The school operation system has been restructured for delegating school responsibility and authority to the locals. The locals do the social auditing as well."*

According to him, the responsibility of running the school remains with HT and SMC. DEO just sends the budget to the school in consideration of the number of teachers (salary) and students (SIP). The school prepares the transparency chart of the income/expenditure based on the budget received from DEO a on trimester basis. In Ilam, even the FM Radio broadcast interviews with the DEO, HT, parents and students regarding the school budget and programs. DEO sends a letter to the schools informing them about the budget allotment and the programs.

According to the SMC chairperson, local parents and SMC are responsible for running the school. However, neither of them has not been so effective in service delivery because there is still conflict between the insurgent group and the government over the transfer of schools to the community.

In HT's opinion, the SMC chairman is a responsible member of the society. However, the rule permits only two years of tenure for SMC, which is a very short period.

In teachers' opinion, the HT has the main responsibility. Parents view that the SMC and HT are responsible. However, the Dalit parents do not know what is meant by SMC. In their view, the HT holds the entire responsibility.

### *Capacity Development*

According to HT, she has received a two-day SIP training and participated in a 2-day seminar on school management. She has also received training in development of teaching-learning materials. The training has helped her in class management and administration. But, the SMC chairperson has not received any training in the management of school. One of the teachers mentioned that he has received training in monitoring. However, the school has not received any technical support with regard to the monitoring from DEO or RP.

According to HT, DEO has been assisting schools by monitoring their programs as well as by giving them training, orientation, seminar for SIP, school management, and teaching-learning materials development. However, she felt that these training and seminars, which are conducted every two years, are not adequate, and there should be more activities for teachers in a year. He added that the tenure of the SMC chairperson should be of at least 4 to 5 years because by the time he has familiarized himself with the education system after being elected chairperson, his tenure time is over. The social auditing is being done in schools; however, it has not been satisfactory. Instead of disclosing the income-expenditure of the school to the mass, they

present it to the 3-member social auditing committee which they have themselves formed.

### *System Support*

According to the HT, DEO and RP are performing the duties under their jurisdiction. NGO/CBOs are becoming active.

In the start of the fiscal year, when the DEO gets the ceiling, it is disclosed in the HTs' meeting held in the DEO office so that the expenditure from the budget on different programs would be clear to the HTs. The HTs are asked to maintain dairies of all budget-based program. According to DEO, all the schools in Ilam prepare annual program based on their SIPs. However, it is not compulsory to document them. Analyses and reviews of the annual programs are made. In Ilam, during the SIP training, teachers were selected from schools of different locations in the district and trained in the evaluation and review of the annual program. A teacher of one area thus trained visits another area and vice versa. Each teacher is paid 150/- per school. Similarly, DEO of Ilam has formed a SIP appraisal committee, which evaluates the SIPs of different schools and also studies the SMC meeting minutes, methods of materials development, administrative decisions of the schools etc.

According to the SMC members, no technical support has come from DEO, RC or NGO in this matter. The local NGO, despite its Household Visit program, has not been able to motivate the local parents of the school catchment area to send their kids to the school. The SMC meeting takes place once or twice in a month, depending on the need of the school. The students' progress review is made public of after the annual examination results. The first review is made in the presence of the students and teachers and the second review in the presence of the parents of the students. Likewise, the activities of all teachers are reviewed individually at the end of the year by the school administration and the best performing teachers rewarded.

### *Participation*

The SMC chairperson said that the SMC members, PTA and teachers were involved in the SIP preparation. But he did not mention in what way. Moreover, parents were unaware about PTA.

HT explained that in the SIP preparation there was first a discussion that involved RP, SMC, PTA, DEO representative, local community and NGO. However, the community people did not show much interest because most of them were illiterate working class people living on daily wages (tea

plantation laborers who earn only 6 rupees per hour). Secondly, through deliberation on the school issues SMC, PTA, teachers and parents identified the needs. And, finally, the SIP was outlined by the RP, PTA representative, SMC and teachers.

The review of the on-going school activities is made from time to time in the presence of parents and the local community. For example, in Social Audit, the whole school profile is presented before the public for discussion.

HT said that the students of different social groups came to enroll in this school. However, there is no social discrimination in the school.

Teachers stated that the school had SIP, annual plan and programs in the preparation of which all the stakeholders were involved.

#### *Role, Pattern and Capacity Analysis*

HT mentioned that the analysis of school's status is made at the end of the year and in parents' gathering. During the SIP preparation an analysis of the community education status is made. The school had gathered base line information to this end.

#### *Gender Sensitivity and Girl's Friendly Environment*

HT mentioned that the gender issue is not so apparent in the school. However, when the teacher asks a question in the class, girls seem to be more active to respond than boys. The regularity of girls is better than that of boys. Girls are relatively more active in classroom activities than boys. In the community, it is normally observed that the parents send their sons to the private English medium schools.

According to the teachers, there is no group-discriminatory feeling about students because the school is closer to the town,

#### *Dalit, Disadvantaged, Marginalized Group-sensitive Environment*

For mainstreaming the Dalits and other backward groups, the teachers encourage the students to work in groups. However, it takes at least 3 months for Dalit students to get completely mixed up with others in the school. In order to promote this assimilation, the teacher makes them class monitor, house leader, materials-purchase in-charge, etc.

For the extra-curricular activities, all students come together. There is no dispute of any kind over using the same tap for drinking water or sharing the



bench in the class. In brief, it can be said that there is harmony between the students of upper and lower castes.

### *Quality*

The course content is reviewed and each teacher prepares a list of the materials required for his/her subject. They obtain the materials by raising money from their colleagues and students. In the review meetings the strengths and weaknesses of the programs are discussed. The successful aspects are given more emphasis in the subsequent programs. The teachers review the progress of the students on the basis of their whole performance and exam results. Parents consult the teachers if their children get lower score or fail. The teachers' meeting is held on the last Friday of every month to discuss on various activities of the students. However, things like delay in the issue of books (from DEO), ineffective implementation of education policies and change of policies every three months hamper the students' learning in public schools.

In the teachers' opinion, the training/orientation programs conducted by DOE and DEO for them and the teaching-learning materials developed by them have helped enhance the quality of learning, to some extent though.

According to the SMC chairperson, the teacher-student ratio is not good. The school needs more teachers.

### *Right-based School Policy*

In the school, there is no discrimination between Dalits and non-Dalits. However, there is no written policy with the school in this regard. As the time changes, attitude and behaviour also change. The schoolteachers give special attention to the Dalit students as well as their parents. In this connection, the HT narrated an incident, "*Once a parent from Dalit group and upper caste group came to the school heavily drunk. HT asked them to leave the school premises immediately. From that time onwards, they never ever appeared in the school in such a condition*"

There is no discrimination in the school. There is a common belief that all are equal. Teachers are quite sensitive in this matter. In this school, girls are more active than boys. Of the 8 teachers, three are female and five are male. Two teachers are from the ethnic minority.

The medium of instruction is Nepali because all the pupils speak this language. In order to maintain transparency, transparency charts are hung on

the walls of the HT office room. Similarly, to every school meeting stakeholders are invited.

### *Assessment*

According to the SMC chairperson, HT does the evaluation of teachers and the teachers do each other's evaluation by sitting in the classes. Only some improvements have so far been made in the teaching-learning aspect - as per the objectives specified SIP. HT mentioned that students' evaluation is done through terminal exam, home work, attendance and cleanliness level. There are prizes for excellence in these categories, which are distributed at the end of the year.

### *Communication*

The parents try to know whether or not their children are learning in the school by checking their school assignments at home. They also come to school to see the activity of their children. The school also invites them occasionally.

Mother parents stated that the school invited them on particular occasion or events like School Foundation Day, exam result publication, scholarship and prize distribution, etc. by sending letter or oral message through the students.

### *School Meetings*

Last year, SMC and PTA jointly met 15 times. The meeting discussed the following agenda:

- increase in the number of children and request to DEO to provide additional teachers and funds for classroom and toilet construction
- distribution of textbook cost of the previous year to students
- text materials management for children
- salary for private teacher
- salary for peon
- budget disbursement
- physical facility development
- uniform expenses
- purchase of teaching aids and materials

- budget provision for SIP preparation
- development of grade 1 as a model grade
- maintenance of physical facilities
- requested to DEO for additional quota of teachers
- budget provision for purchase teaching aids and materials
- requested to concerned agency for drinking water
- construction of new toilet
- entrance test (for admission)and transfer certificate
- endorsement of bills (of building maintenance)
- release of fund for maintenance
- construction of drinking water tanks
- release of fund for drinking water management
- endorsing teacher's vacation
- teacher replacement management
- remuneration for peon
- teacher salary management
- seeking cooperation for drinking water facility
- purchase of musical instruments
- request to DEO for funds to conduct additional classes
- request to DEO for permission to start lower secondary level
- sending teachers for training
- peon management
- distribution of *Dalit* and girls scholarship
- payment of audit bills
- determination of examination fees
- non-enrollment of children who arrive after the scheduled time
- remuneration for teachers who collect household information

- formation of sub-committee for maintenance
- release of funds for Sungabha Club
- payment of remuneration for SIP development
- payment of salaries to teachers
- orientation for sub-committee members
- formation of school monitoring and evaluation sub-committee and development of work plans for the committees
- helping teachers union to conduct workshop on quality education
- account operation for lower secondary level
- recording students attendance two times every day
- request to RRN for furniture
- starting grade 6 and determination of fees
- purchase of text materials
- pay salary for private teacher(s)
- request to GOs and NGOs for furniture
- request to Municipality for maintenance
- endorsement of teacher's leave
- free education to children from Bal Mandir
- request to DOE for incentives (because the pass percentage has increased)
- request to scholarships for *Dalit* and ethnic minority children and children from families living below the poverty line
- request for additional fund for teachers' salary
- request for additional fund for female teachers (more than 50%)
- implementation of suggestion provided by intern
- formation of text material distribution monitoring committee
- request DDC for fund for grade 6
- request to GOs, NGOs and INGOs for help.

In Ilam School, PTA and SMC jointly met 15 times last year. The discussion concentrated on teacher management, resource mobilization, upgrading of school, financial management, construction and maintenance, establishment of relationship with the community and so forth. It also deliberated on availability of teaching materials and scholarship. It formed committees to look after the text materials and annual work plan. However the focus on teaching-learning was limited.

### *Effects*

HT observed that the above-mentioned activities helped in the following:

- physical facility development
- quality enhancement of teaching-learning
- overall educational achievement
- cleanliness and hygienic improvement in children
- Social inclusion aspect
- Local stakeholders' concern
- Children's attraction towards school
- Accounts/ records maintenance system development

SMC chairperson also observed the following results:

- Increase in the enrollment of Dalit and backward group students in the school
- Dalit and backward group students' educational achievement at par with upper group students

### **School's Performance**

Performance is the indicator of effectiveness of a school. Performance projects the image of the school. If the school shows better performance in terms of achievement, it can be taken as effective. In this study, the performance of school is judged in terms of pupil and teacher attendance and the success rate in the final examination.

### *Teacher's Attendance*

Teacher's attendance is associated with teaching. The higher the teachers' attendance, the more will be the teaching time. Teacher attendance in the sample schools shows that they did not leave school so often. The high teacher attendance in the sample school (more than 80%) reveals that school has managed its time on teaching well.

Teacher's Average Attendance in 2062

School	School Operation Day	Attendance	Percent
Syangja*	192	170	88.54
Parsa	219	211	96.35
Chitwan	217	178	82.03
Ilam	235	205	87.23

\* up to Magha 2062

### *Student's Attendance*

Students' school attendance indicates the learning time. If a student spends a good part of time in the school, he/she learns more. Student attendance in the sample schools does not show that they use more time in learning. In Ilam School, student attendance is poorer than in other schools. Average attendance of students in other schools is more or less similar. Grade 1 children left the school due to the problems of sitting. In Ilam, many students left the school because the classroom facility was not enough for them.

In Ilam school attendance was relatively low.

Student's Average Attendance in 2062

Grade	Syangja*	Parsa	Chitwan	Ilam
1	150 (78.13)	159 (72.60)	146 (67.28)	77 (32.77)
2	179 (93.23)	151 (68.95)	163 (75.12)	127 (54.04)
3	154 (80.21)	149 (68.04)	177 (81.57)	121 (51.49)
4	124 (64.58)	193 (88.13)	171 (78.80)	116 (49.36)
5	143 (74.48)	183 (81.57)	177 (81.57)	104 (70.27)+

\*up to Magha 2062

+ school operation 148 days

### *Success in Final Examination*

Another measure of effectiveness is students' success in the terminal examinations. The following table shows that the success of students in the final examination is not very encouraging. Compared to their enrolment, the success rate, on the average is low - especially in the lower grades. The table shows that the success rate of grade 1 is poor. Except in Syangja School, grade I students could not demonstrate impressive result. The proportion of grade 2 and 3 students, who passed the final examination, was a little higher than that of grade 1. But the result is still not so impressive. It appears that Ilam School could not achieve the desired level of performance in the final examination.

An analysis of student's performance in the final examination indicates that schools could not present a good image.

Student's Success in Final Examinations in 2062  
Syangja School

Grade	Total Enrolment	Appeared in Exam	Passed	Success Rate
1	25	23	23	92.00
2	31	27	27	87.09
3	30	19	19	63.33
4	30	19	19	63.33
5	54	-	-	-

Parsa School

Grade	Total Enrolment	Appeared in Exam	Passed	Success Rate
1	169	135	130	76.93
2	99	69	65	65.66
3	42	345	32	76.19
4	36	33	33	91.67
5	30	24	24	80.00

Chitwan School

Grade	Total Enrolment	Appeared in Exam	Passed	Success Rate
1	65	36	36	55.38
2	43	37	31	72.09
3	46	46	35	76.09
4	55	52	40	72.73
5	40	40	36	90.00

Ilam School

Grade	Total Enrolment	Appeared in Exam	Passed	Success Rate
1	147	99	38	25.85
2	99	77	53	53.54
3	74	54	39	52.70
4	93	67	57	61.29
5	70	53	51	72.86

### Sum up

DOE regards monitoring as an important tool for effective implementation of programs. The monitoring unit of DOE has the major responsibility in the matter. According to the chief of the unit, the Department concentrates on the outcomes monitoring while MOES conducts the system monitoring. MOES assesses system performance and function. For example, the CSSP program is being conducted by the DOE and it is the concern of the MOES to see whether CSSP is functioning well and yielding the expected results. Thus monitoring by MOES focuses on macro-level monitoring. On the other hand, the unit focuses on micro-level monitoring. In similar manner, DEO focuses on input monitoring (whether the schools have received the grants, how and where the grants are being used etc). Similarly, the school is supposed to do the process monitoring (how the students are being selected for scholarship, whether the appropriate children are obtaining the scholarship, whether the teachers prepare lesson plans).

It has been observed that monitoring has only been included as an integral component in various educational trainings for school members. For example, the 1-month training on **School Management** for HT conducted by NCED, 6-day training on **SIP**, the 3-day training on **School Management** for HT and SMC and other trainings conducted by DEO only give the stakeholders some ideas of monitoring. So the training is overall not sufficient for them. There has been no provision for conducting full-fledged exclusive training on **monitoring** (either by DOE or DEO). Similarly no mechanism has been developed for the follow-up and feed-back of the aforesaid trainings. It has been observed that even RPs and the supervisors do not generally provide feed-back after they supervise and monitor the schools activities.



## CHAPTER VII

### Teachers' Narratives

#### Syangja School

The teachers of Syangja School have the following experiences about their school, community, HT and SMC members:

*Ms. Sunita Dhakal (Experience: 3 yrs)*

*There is a inter-dependence between the community and the school. The school depends upon the community as children come from the community and the community provides supports to the school. School organizes different programs such as parent's conference, prize and scholarship distribution. Parents participate in these programs. The school has 10 teachers, 5 of them female. There are 7 teachers as per the government quota and the other teachers were employed as private teachers. The school has eight grades, 1-8 and the total number of children is 360. The number of girl children is greater than that of boy children. The student population has children from Dalit, ethnic minority and disadvantaged groups. The school gets enough support from different institutions and organizations. In the school, child-centred and other methods and materials are used for quality instruction. But the economy of the school is not sound; it has to depend upon different donor organizations. Physical facility is not sufficient. The school is in the need of a library, laboratory facilities and appropriate buildings and classrooms. The school does not have appropriate drinking water-facility or playground. The head teacher, has established rapport with the teachers, SMC members and parents for maintaining academic environment, quality and discipline. HT discharges his duties pertaining to discipline, extra-curricular activities, and works in compliance to directives to SMC. He provides suggestions to the teachers after observing their classes. He conducts annual school programs as endorsed by SMC. The school has 9-member SMC. SMC is discharging its duties as per the Education Act and Regulations. For example, it is performing works such as resource mobilization, recruitment of temporary teachers and keeping educational, physical and financial records and data. SMC is doing as per DEO's directions. It meets at least once in two months. Currently, SMC is engaged in building construction monitors and evaluate teacher's activities. HT also monitors teachers performance and gives feedback. Community members and parents observe teachers' activities and evaluates them. They evaluate our performances on the basis of children's progress in study. Similarly, HT, SMC and parents also check to see whether we consider the time factor. In the same way, RP and School Supervisors visit the school from time to time and evaluate our activities. They also provide suggestion after identifying our weaknesses.*

*Ms. Bindu Aryal (Experience: 5 yrs)*

*Most of the community members are literate. The school-community relation is very good. The community members are cooperative, and have the sense of school ownership. They actively participate in school programs. They get information about their children by visiting the school frequently. The school has good drinking water and lavatory facilities. It has started the construction of a new building. It gets support of different organizations. It received an award at a district level program. Teaching-learning is good. HT has established good relations with teachers, children, parents and local organizations. He is a competent advisor. He was awarded at the national level. He searches for ways to the resolution of problems of the school. He plans activities and implements them. SMC members are literate and educated. They make efforts for school improvement and progress. They develop school plan and programs. They are able to manage educational, physical, financial aspects of the school. HT, SMC members, RPs and parents also monitor the activities. Teachers observe classroom activities and provide suggestions. Moreover, teachers talk with the school-children on their way to and back from the school.*

*Ms. Sarita Regmi (experiences: 10 yrs)*

- There is good relation between the school and the community.*
- The community solves the school problems the best way it can.*
- It looks upon the school as its own property.*
- The school is getting the cooperation of the community.*
- The community members try their best for the development of the school.*
- According to the Education Act, SMC develops plans for school activities.*
- It helps to the school environment clean.*
- It mobilizes resources for school operation and supervises and manages the school very well.*
- SMC raises community awareness for enhancing the academic quality of the school.*
- Initiates to get people's cooperation for school.*
- Thinks about the prosperity and progress of school.*
- It maintains relations among parents, teachers and students.*
- HT keeps the records of school.*

- He establishes good relations between students, teachers and parents.
- He possesses academic and administrative qualities and is fair in his treatment.
- HT, SMC members and chairperson, RP and the school supervisor do the monitoring

*Mr. Yam Narayan Sharma (Experience: 12 years)*

*The school has a good relation with the community. Therefore, parents provide their support for the management, operation and construction work of the school. The school was established by the community people to cater for the community needs. As the community contributes for the school, so does the school support the community.*

*The school was established in 2019 BS. Currently, the school runs grades 1 to 8. There are 10 classrooms including an office room in the school. There are 7 teachers (4 female and 1 male) as per the government quota sources. Two teachers are private teachers and one a pre-primary teacher. The school family is striving for quality improvement of the school. The school arranges different programs for the children's all-round development. Scholarship is provided to the poor and disadvantaged children. Diligent children are provided incentives every year.*

*HT's responsibility covers academic, administrative and financial matters. He develops school plans and educational aspects and implements them. He maintains effective organizational relations and communication between teacher and staff. He identifies the problems of teachers and children. HT maintains relation with teachers, children, parents, local bodies, SMC, DEO, and RC.*

*SMC's role is to develop the school and achieve the educational objectives. To improve the quality of education, SMC should be skillful, persistent and decisive. The school can advance if the SMC manages teaching, finance, community cooperation, physical facilities and facilities for students. In our school, SMC is very active.*

*HT, SMC members and parents observe teachers' teaching and other activities and evaluate children's learning. Teachers' evaluation is made on the basis of their personal, social and educational qualities and their teaching capabilities. Suggestions are provided for improvement. Teachers are encouraged for better performances.*

*Teacher's narratives explain that there are literate members in the community. School has children from disadvantaged and minority communities. School gets support from various organizations to execute its program. School has more girl students than their boy counterparts. Community members have sense of ownership of school. Parents make visit to the school to get information about their children. However, the school does not have enough physical facilities.*

HT has good leadership quality. HT strives for maintaining relationship with parents. He obeys rules; he is laborious, friendly and cooperative. He advises to the teachers and care. He honors teachers' opinions and attempts to include them in school operation. He seeks ways for resolving any problems of school. He demonstrates academic personal and social qualities. SMC members are literate and educated. They also have the feeling of ownership of school. SMC obeys rules and regulations and extends their support to school. SMCs are able to manage school affairs. The focus of SMCs activities is on the facility development, resource mobilization and teacher's employment.

As regard the monitoring, mostly HT overviews teachers activities and suggests for improvement. For the purpose, HT observes the classroom of teachers. SMC members also observe the teacher's classroom and see how the children progress. Similarly, parents, RP and teachers also monitor the teachers' activities.

But, it is not clear how they monitor the teacher's activities, and what aspects they monitor. Moreover, monitoring, confines on teachers' activities as teachers report. It means monitoring focuses on teaching, not on learning.

### **Parsa School**

*Devaki Devi Chaudhary*

*This school is old. It was established in 2031 BS. At present, the school has 363 students and 5 teachers, one of them a female teacher. The school is smoothly operating. The community people think that the school is the property of the community. They hope that their children will become great men in the future. The head teacher guides us through teaching-learning matters. He decides with the advice of his colleagues. SMC meets once every month and discusses on important matters of the school. SMC also monitors the teachers' activities. The SMC chairperson often visits the school and asks the students about the teachers. Mainly HT monitors our activities. SMC, RP and DEO staff also monitors.*

*Mr. Surendra Pande*

*The school was established in 2016 BS. At that time, school received an annual grant of Rs. 900 from the District Inspectorate (for teachers' salary). Then the school's name was Nepal Rastriya Primary School. Later, a local donor, Mohan Das Tharu, donated land and helped to construct 10 classrooms. In 2031 BS the school was renamed as Nepal Rastriya Mohan Das Ideal Primary School. The school had 5 grades (grades 1-5). There were 7 teachers. Later, a teacher was transferred. In the*

*middle of the year 2062, HT retired and the new HT arrived. At present there are 5 teachers, one of them a female teacher. In this school the number of teachers is too small for the number of students. The school has land resources but it does not receive the expected amount. Recently, school received help from PSIP of UNICEF for the construction of a new building. The construction work is underway. At present, the school faces problems of physical facility. Community people are aware about education. They are cooperative. HT's relations with the teachers and students is good. HT tries to involve teacher, SMC, PTA and students in school affairs. HT has been working as acting HT for the last 6 months. At present, the construction work is going on, so HT is busy in it. SMC members are doing their job with a feeling of responsibility. SMC, PTA and HT monitor our activities. RP also monitors.*

#### *Bindu Yadav*

*The school was established in 2031 BS. This school was once a model school in the locality. However, the school building is old and not safe. Therefore, PSIP helped to construct a new building. The construction work is underway. Therefore, teaching activity is not going smoothly. Dalits and ethnic Tharus are in majority in the school community. Dalits do not send their children to school for lack of awareness and poverty. Recently, Dalits have started to send their children to school because of the provision of scholarship. HT is cooperative but he needs training. PSIP should manage to provide training to HT. SMC has been formed. SMC members regularly observe the school. DEO officials such as RP, Administrative Officers monitor teachers' activities. RP and REED (an NGO) provided training to us.*

#### *Sriram Dwiwedi*

*School was established in 2031 BS. This school was run in a hut. Later, a pukki building was made. Then the school was good compared to other schools. Ethnic groups live in the community. They have favorable attitude towards the school. They are interested to send their children to school. They regularly send them to school. I joined the school 9 years ago in the year 2054 BS. The head teacher got retired recently and new HT has been appointed. He behaves well and takes care of the school affairs including teaching. He makes text materials and teachers' salary available on time. SMC meeting are held from time to time. SMC identifies the school weaknesses and try to remedy them. HT monitors our activities. SMC also monitors. RP visits the school and monitors our activities.*

*Teacher's experiences show that the school is regarded as community property. Dalit and Tharu are major population groups in the community. Mostly Tharu children are admitted in the school compared to the Dalit.*

School is enough land resources, but it is not property utilized. At present, new school building is being constructed with the help of PSIP.

Teachers say HT involves all the stakeholders in school affairs. HT attempts to make text materials available to the children and advises teachers. HT and SMC do their job what the education act and rules specify.

Teachers report that their jobs are monitored by the SMC. SMC meets time to time, asks children and observe their classes. Similarly, HT also monitors. In addition to SMC and HT; RP, PTA members and DEO officials also monitors. But the teachers do not mention how they monitor, what aspects are monitored and feedbacks provided.

### **Chitwan School**

*Mr. Som Bahadur Karki*

*This school was established in 2043 BS and quota for a primary teacher arrived in 2044. Grades 1-4 were conducted, and in 2052 BS. Grade V was permitted. The roles of local parents, teachers, and local intelligentsia are important for the progress of school. Community people's feeling of school ownership has helped resolve the problems of the school. This school has been recognized as model school for four times. In the year 2060 BS, the management of school was transferred to the community. Since then the community people began to look after the school and involved in every activity of school. They mobilized resources for the school. The head teacher and teachers of the school love school. They regularly attend school, and even work extra time. The SMC chairperson contributed a lot for the improvement of the physical, financial and academic conditions of the school. It was he who was instrumental in the transfer of the school to the community. The chairperson contacts teacher, students and parents for identifying the problems of school and resolving the issues. The former SMC chairpersons also contributed the school. I think the parents, SMC and local education promoters monitor my activities. The works of the concerned agencies also visit school, meet with the community people and interacted with us. I myself contact parents, students and local youths and interact with them so that they could point out my weaknesses. Therefore, parents meet me even in the community and provide their suggestions.*

*Satya Narayan Raut*

*The school is an institute established for imparting organized education. It is a formal organization. The school is for the welfare of the individual and the society. For the opening of a school society is necessary; school does not exist if there is no society. In this sense, school is a sub-society. This school was established in the year 2043 BS. At*

present, the school has a very close relation with the community. Previously, the condition of school was average. After the management transfer, the school has been improving gradually. With the cooperation of the community the school started lower secondary level (from the current session). The school is located at the centre of the village. To the east of the school, there is a dense settlement where there is a community forest and landless households reside (on the side of a rivulet). To the south, there is a national park. Previously, the village was the home of an aboriginal ethnic group – of Tharus. But gradually, the migrants from the hills outnumbered these ethnic people and the village became a mixed-culture community. In spite of this social and cultural diversity in the village, the people are united. Therefore, the school has been able to begin lower secondary classes.

The head teacher has contributed a lot for the advancement of the school. He not only engages in educational activities but also does other works. He initiated parents' meeting (every month) and discusses about the progress of the children. This school has become a model school in four times. The functions of SMC in this school are as follows:

- management, supervision and operation
- mobilization of resources
- management of educational materials
- development and implementation of student's codes of conduct
- organization of parents and local donors' conference for the presentation of annual budget and programs and progress review.
- management of scholarships (for poor and diligent children), text materials and school uniform.

In this school SMC monitors our teaching activities from time to time. HT also monitors and evaluates teachers' activities and identifies their weaknesses. He interacts with teachers. DOE and DEO officials also visit the school for monitoring purpose.

*Mr. Arjun Bahadur Subedi*

A school can play many fold role for the development of the community. No other organization could play as much role as a school for community advancement. Other organizations can play specific roles, but a school can play a coordinated role. The school can be instrumental in creating social awareness. Active role of the community is also essential to a school. To maintain the relation between the school and the community human cooperation is essential. Therefore HT has a great role in this regard. Community gives the responsibility to teachers for the all-round development

of children. In this community, attempts were made to identify children who did not have access to education. Local people contributed for the physical development of school. The school was established in 2043 BS. The school has 6 katthas of land where two pakki building and a temporary building have been erected. The school has 3 teachers from government's quota. Four teachers are salaried as private teachers. Private teachers salary is less. In this school, most children come from the Tharu community. A school needs a capable HT. In my opinion, HT has over quality. The relation among the teachers is harmonious. Management is the pre-requisite for school development. If management is weak, the school cannot do well. The SMC members of the school are aware of this. They strive for mobilizing resources and show their concerns with teachers' problems. SMC also takes initiatives for sending teachers to trainings and seminars, and works for student's enrolment. Different agencies monitor the school activities. DEO officials and RP come in. Sometimes MOES officials visit the school. Therefore, teachers get opportunities to learn new things.

Teachers' narratives reflect that the community of Chitwan School is literate and school belongs to them. The community people have the feelings about school and they own it. The community has the population of hill migrants and local Tharus, so the community demonstrates the diverse culture. Community contributed a lot to give the present shape of the school; people's involvement is higher. The school became model school 4 times. After management transfer, community people assume their roles, involve in school activities and mobilize resources. Community people also identify children with poor access to school. HT has the quality of academic leadership. HT and teachers are active.

HT is able to lead school. He has vision, he respect teachers and make them work. Similarly, SMC also engages in school affairs. They make available necessary resources to school, seeks financial support from various organization, GOs and NGOs. SMC also involves in school affairs, identifies school's problems and resolve them. SMC is aware of its roles and responsibility. SMC members take initiatives to resolve the teachers' problems, to facilitate for sending teachers in training and seminar and take parts in student's affairs.

Parents, SMC and local education promoters see teachers' activities. HT observes teachers' activities, interacts with them and organizes interaction sessions. Monthly parent-teacher interaction is another way to trace the children's progress. In monthly meeting parents and teachers discuss on children's performance. As parents' visit is frequent, teachers are cautious.

This school developed mechanism such as monthly parents' teachers meeting where discussion is made on the children's performance. It seems the school attempts to monitor the children's learning, besides teaching and other related aspects.



## **Ilam School**

*Ms. Pavitra Gurung (Exp 8 yrs)*

*This school has been able to establish its identity in the district. The school children belong mostly to the poor, lower middle and labor class families. Most children work as household servant. Most of the children come from outside the school catchment area. Teachers are regular. This school receives the cooperation of parents and organizations of the community for the improvement of school affairs. Parents send their children regularly in school with uniform. They also show their concern for children's learning. They come to school with their suggestions too. HT is cooperative and behaves equal with us. HT has been able to maintain cooperation between teachers. She honors the ideas and opinions of teachers and decides accordingly. She also treats students well. SMC has made significant contributions for the quality enhancement of the school. Similarly, SMC members strive for the physical development of school. They visit the DEO office for getting teacher's quota. They frequently come to school to supervise school's activities. SMC meets time to time and provides support to the school. My job is to understand the psyche of children. HT, DEO, RP, supervisors and other related officials monitor my activities. They ask me questions after observing my classes and provide suggestions.*

*Mr. Hukum Lal Thewe (exp 13 yrs)*

*The school is historic in the district. The school was separated in 2019 BS from the high school and operated independently. According to the locals, the school provides quality education. The former students of the school have become high-level civil servants, doctors, engineers, parliamentarians and ministers. At present, the school does not have enough land. It does not have its own building. On the other hand, enrolment pressure is increasing day by day. Therefore, the school has not been able to provide the education of expected quality but the school family is striving hard for quality. The catchment area of the school is both town and village. But the students come from the poor and low-income groups. Urban people are individualist in nature so they could not care for the school. Their children go to private schools; therefore, they are indifferent to the community school. The school is functioning as usual under the leadership of current HT. The role of HT needs to be consolidated for changes in the school. The current SMC has active and able members. Many reform activities were conducted by SMC. Attempts are made to improve the physical facility, enhance quality of education and maintain transparency by the existing SMC. HT, SMC members and DEO supervisors monitor the activities.*

*Mr. Shekhar Raj Singh (exp. 21 yrs)*

*This school was situated in another place a decade ago. It shifted to the current place after the hit of earthquake of 2045 BS. Though the location of school is quiet, the building is old and the classrooms are crowded. Therefore, we feel teaching is difficult. The location of school is nature-rich; the school is surrounded by tea gardens. The school arranges classes for grades 1 to 6, but the population of student is more than 400. So we could not arrange any activity for the students. Moreover, the school does not own the building. Therefore, it could not get support of the donors. The community members are active in providing assistance to the school. Community contribution for improving the school's facility is substantial. During household visits, the community people motivated children to attend school. They formed Mother's Groups and motivated Dalit children for education. They also visit the school from time to time. There is an acting HT in the school. HT honors teachers' opinions and moves accordingly. HT is dynamic in administrative and educational matters. The SMC members are mostly youths. So they contribute substantially to the physical and educational development of the school. SMC has a mission to upgrade the school to lower secondary. The SMC members discuss with teachers use their ideas for the advancement of the school. I find the DEO supervisor and the DEO monitor our activities. Besides, SMC members also monitor informally. They observe classroom and school activities. NGOs also visit the school, discuss with us and supervise our activities.*

*Mr. Chhabilal Paudel (exp. 18 yrs)*

*The school was established in the year 2019 BS. A former student has been a minister. But the physical and financial condition of school was so poor that it could not produce the expected outcome. The school does not have its own land. The municipality has encroached on the land of school. There are 8 teachers. Of them, one is a private one. There are 476 students at present. Mostly, household child workers, children of small businessmen and civil servants (transferred) come to school. So student pressure in grade 1 is higher. These students mostly do not reach grade 5. Teachers are laborious and have a professional feeling. They come to school at 10 AM and leave at 4 PM. They work hard during their stay at school. As I have worked in many schools of the district, I find the teachers in this school are hard-working. In total, the school is functioning well. Even though the school is located in an urban centre, affluent parents send their children to private schools. Almost 70% children come from outside catchments area of the school. Children come to this school in spite of the three other schools in their vicinity. The school has a good relation with the community. The community has a positive attitude towards the school. However, many parents of the locality do not find the school good for them and therefore send their children to private schools. If the community does something for settling the*

*land dispute, the school may achieve progress. We have a lady HT. The idea that teacher's duty is to teach only is not very positive. I feel that the appointment of a female HT of this school challenges the notion that females only do household chores. Our HT comes to school at 9:30 AM, and does administrative jobs and class in time. She leaves school last of all. She always thinks about the advancement of the school. I think she is a model HT in the district. She is able to face any problem and she runs the school smoothly. SMC is maintaining the school-community relation without any problem. The SMC chairman and members are very competent. So, I think the SMC here is a model SMC. SMC prepares its work plan and budget at the start of the session, and invites parents and members of the social auditing committee to look over the accounts of the school. SMC maintains transparency. SMC members monitor the educational activities. HT and SMC monitor my activities. RP and DEO official also visit the school for monitoring purposes. HT observes the modes of class operation. DEO officials also observe the class operation.*

Teachers' narratives reflect that most children come from adjoining VDC in the school though the school is located in the municipality. Mostly children belong to the tea- estate labor, poor and migrant workers. Different agencies help school to improve its condition. Formerly, school provided good education. Recently, student pressure and limited physical facility hinder providing better education. School endeavored to maintain good relation with parents. Community member visits the school and they are active.

SMC strives for getting support for the development of school. They meet time-to-time and attempt to resolve school problems. They try to make transparency in their work. SMC members are young, active and enjoyed to maintain relations with community.

HT is dynamic. She could lead the school. She is able to face any problem. She cooperates to her colleagues, regards their views and includes them while developing any program.

Regarding monitoring, teachers report that HT observes the class and questions. SMC members also observe classes. HT sees teaching methods. RP and DEO officials also visit school, observe classes and provides feedback. However, teachers did not say that parents visit school for monitoring. Moreover, monitoring also focuses on observing teaching, rather than learning.

## CHAPTER VIII

### Discussion and Findings

1. Monitoring is the assessment of the implementation of program activities. Monitoring needs collection, analysis, reporting and sharing of information about the performance of the program or organization. Monitoring is normally conducted for generating routine information necessary for the analysis and reporting and for assessing the organizational performances. Participatory monitoring involves beneficiaries in assessing the programs that benefit them. School based monitoring generally includes stakeholders such as parents, community members and other related persons to routinely assess the school performance. It focuses on teacher and student attendance, enrolment, cycle completion rate etc. Therefore, the school should form clear vision of how to raise its standards. It should make the community people aware, seek their support, and make partners for the purpose of monitoring, diagnosing the situation and assessing constantly and regularly. But the researchers did not find that schools have done such kind of monitoring. Except in Chitwan School, regular parental meeting for discussion on the school problems and children's learning was absent. Parents visited schools, but their visits did not have any specific purpose. In Syangja School, parents visited to discuss with teachers about their children. They observed classrooms. In Chitwan, parents visited the school every month to discuss about their children's progress. The school-maintained portfolios of children and teachers tell about the performance of children, discuss issues and suggest possible remedial measures. This kind of activity was not practiced in other schools. Only Chitwan School regularly arranged meetings in which parents, teachers, SMC members and other locals interested in education took part. In fact, **the school authorities did not know how to do the monitoring of their school programs. As they do not have exposure, they are not prepared for this kind of job. They lack with conceptual and methodological clarity about monitoring.**
2. SSA is a process of continuous reflection on the effectiveness of school work to facilitate improvement. SSA attempts to assess the strengths and limitations, and focuses on what needs to be maintained and improved. For the improvement of teaching-learning SSA insists on continued reflection and peer review and involves all in setting the goal. It helps improve major areas of the school such as leadership, achievement, community relation etc. It assumes for change the school needs to

generate data, use and reflect in planning. Major steps in SSA include thinking about what makes school good, information sharing and interacting with key stakeholders. Goal setting, situation analysis, strategy execution and continuous reflection are supposed to be the essentials of SSA. In this direction, the schools did not demonstrate anything. As regards SIP formulation, schools have set goals to tone up the achievement of children to a definite level. But they did not analyze their strengths. No SMC and PTA meetings discussed these things. SIP was never reviewed in the meetings. The schools just set the goals for SIP and hardly undertook required actions. In the case of monitoring, school authorities are not aware of SSA nor are they prepared for it. They do not have the idea, concept and methods. However, they felt they had started the first step setting the goal in SIP towards SAS. It appeared that **SSA could not take place for lack of appropriate knowledge and expertise on the part of school authorities.**

3. By 'monitoring' many people understand many things. The Monitoring Section of DOE understands monitoring as a process to see whether the program is running appropriately accordance with the prescribed Act and Regulations, whereas the Primary Education Section of DOE understands it as a method to generate information about the school and take remedial measures. For the primary Education Section, school-based monitoring in the same as what in general is known as monitoring, but the monitoring is done by SMC and PTA. The Monitoring Section looks at school-specific monitoring as process monitoring, DEO does input monitoring, DOE does outcome monitoring and MOES does system monitoring. According to DEOs, the monitoring done by HT and the community is school-based monitoring. Similarly, RP of Syangja understands monitoring as examining the strengths and weaknesses of the school by observing school activities. HT of Syangja School takes monitoring as relation between the school and the community whereas the SMC of the school understands monitoring as observation of ongoing works based on indicators. HT of Parsa School explains, monitoring as what is actually happening and what is not. For him school-based monitoring is done by SMC and RP. Teachers understand monitoring as vigilance over ongoing activities: while parents do not have any idea about it. RP of Chitwan School holds monitoring as observing whether the activities are going on properly or not. For him, school-based monitoring is examining the quality of school affairs (by the community) and of quality level (by PTA). For HT, monitoring is normally done for physical facility development (by SMC) and for quality improvement (by

HT). He also considers social auditing as a kind of monitoring. In Ilam, DEO explains monitoring as seeing if the implemented programs have yielded results and whether there were problems in their implementation. School-based monitoring is monitoring the physical facility management, teachers' regularity, use of teaching materials by the teachers and so forth. HT understands monitoring as observation of ongoing activities and identifying their strengths and limitations, while SMC understands it as observation of a task. Teachers take the merit and demerit of any aspect of ongoing activity as monitoring. The above explanations reveal that monitoring is different for different people. Moreover, they could not say anything about the nature of indicators, generation of information, sharing, use and feedback. As regards the actor and aspect of monitoring, their views vary. Thus, to conclude, **there is lack of clarity about conceptual and operational framework of school/community-based monitoring system.**

4. School-based monitoring normally denotes the monitoring of quality of education and other aspects such as physical facility, finance, manpower, access and so forth. Quality has two aspects: teaching and learning. While the stakeholders such as SMC, HT and parents did the monitoring, they mostly emphasized the monitoring of physical facility and finance. They also made an effort to monitor the teaching aspect with little attention to the learning aspect. In other words, the stakeholders focused on input and process monitoring rather than outcome monitoring. This is because they had no idea of it. Moreover, existing Act, Regulations, Directives and other related documents also emphasize the monitoring of teaching for quality improvement. No doubt, the school SIPs mentioned boost-up of the achievement of the students. But the schools generally overlooked this in their interventions. Thus, **monitoring confined to input and process, outcome monitoring received little attention.** But the case was different with the Chitwan School. In this school, teachers, HT, SMC and parents met every month to discuss children's progress and maintained the portfolio of every school child.
5. School location influences the school affairs. In the sample sites, the schools are located at walking distance within the communities. So parents frequently visited the schools. Parents met the teachers and school authorities. It made the teacher and school authorities cautious about teaching. Thus, the **school location influences the school improvement.**

6. It has been observed that a community school located in an urban or semi-urban area or a small town, where parents are educated and where a school can compete with another school for better results (Syangja School is near Putali Bazaar) does better than a school of village or remote area (e. g. Parsa school is in a village). In Syangja the school included in the study was found taking various self-initiated monitoring activities. In this school the stakeholders have defined school catchment areas and divided the area into six cluster and stakeholders of each cluster were assigned responsibilities for executing school-based plans and programs including their monitoring. The stakeholders mobilized NGOs and CBOs to generate resource, make increasingly aware of school welcome program and to create awareness among Dalits about the importance of education for their children. HT was found involved in monitoring teachers' professional duties and subsequently providing suggestions for their improved performance. SMC, PTA and parents visit the school and monitored the progress. The study school in Chitwan was found maintaining a portfolio of every single student of each grade. The progress of the student was shared with the concerned parents. This implies that the level of awareness of the community with regard to the importance of education determines the progress of the school. On the other hands, the social, cultural and economic factors also influence people's perception of education. In all the sample schools namely (Syangja, Chitawan, Parsa and Ilam), it was observed that the parents of the upper social strata - who are generally literate - visited the school quite often to know about the education of their children and that *Dalits* and other socially backward group people never did so. The number of parents who visited the school is smaller than the number of those who never visited. The community cannot contribute to the improvement of school affairs unless a majority of its members are literate. Therefore, **school monitoring system can be institutionalized and made effective only when the local community sensitized about their roles and responsibilities towards the school through various educational awareness campaigns and orientation programs.** In Ilam School and Parsa School, the local communities were unaware that they were also stakeholders. Consequently, their presence in the school meetings was negligible.
7. **Frequent dialogues and discussions between teachers, parents and school authorities have impact on monitoring and improvement of school performance.** In Syangja and Chitwan parents visited the school and held discussions with the teachers and school authorities. The

dialogues helped resolve differences and facilitated a positive agreement. Hebermas writes the structure is not so much the sign or the text as the intersubjective dialogue oriented to problem solving, to process of critical agreement and to national consensus formation. Communicative action involves validating claims such as assumption about truth, moral rightness, and sincerity in any given accretion, utterances or exclamation by an individual speaker. Social actions are initiated by valid reasons. Human communication has the capacity to foster a more reasonable society. Through deliberative argumentation and reflection, people can resolve differences and reach agreement (Harington, 2005).

8. Leadership also has a positive impact on improvement of school's affairs. In Syangja, Chitwan and Ilam, HTs and SMC chairpersons discussed with the concerned parties-teachers and parents before they arrived at a decision. They listened to the grievances of individuals. They respected the opinions, views and ideas of their colleagues in decision-making. They visit different organizations for getting support. Thus **HT and SMC's leadership contributed to the monitoring of the school affairs.**
9. School norms and culture also have an influence. They help project the image of the school. In schools, it was observed that the parents were encouraged for discussions with the teachers. In Chitwan and Syangja, parents could come to the school anytime and put up their queries to HT and the teachers on any matter. (This was partly so also with Parsa and Ilam schools.). Most parents in Syangja and Chitwan came to the school for discussions and the dialogues with HT and the teachers. The schools also had developed and fielded codes of conduct for the teachers and the students both. Parents knew this and they prepared their children for school accordingly. Chitwan school and Ilam School also have their codes. Parents acknowledged the school had a good track record, good teaching and discipline. In this way, **school norms and culture help improve and project school images.**
10. In Syangja, Parsa and Ilam the school administrators said that they received books for primary students from DEO only after a three months' delay. With regard to teaching in the mother tongue, HT of Ilam School complained that the government only gave directives but did nothing to provide trained teachers for the purpose. It is understandable that when a majority of students can speak Nepali or an ethnic language, the class should be taught in Nepali or that particular language. When the class is heterogeneous (i.e. with children of many ethnic or minority groups), which language should be used as the medium of instruction is a



question for the teachers. Similarly, the scholarships given to schools were not enough because the government distributed scholarships only on the basis of the number of students that appeared in the final exam. Extra students were added to different grades through late admission. Therefore it can be argued that **inefficiency on part of the government has affected the quality of learning in community schools**. The untimely delivery of learning materials to the schools, the ineffective implementation of educational policies and frequency of policy changes (for example, with regard to teaching in the mother tongue, scholarship distribution, issue of books, and salary of teachers) appeared as constraints. In all sample schools, the respondents unanimously resented the delay in the issue of learning materials (for primary students) and salaries of teachers by DEO.

11. SMC and parents visited school to observe the activities of school and teachers. SMC met frequently and held discussions. The agenda of discussions mostly were facility development, teacher availability and administrative affairs. SMCs of Syangja and Chitwan discussed physical facility expansion, teacher availability and teaching learning while SMCs of Parsa School met to discuss construction of the school building. SMC of Ilam School also discussed physical facility development. The schools were compelled to admit an increasing number of children because of the problem population growth and the internal displacement due to conflict. To cope with the problem, the schools required expansion of physical facility. Thus, **SMCs seems more active; however, they confine their activities to the monitoring of the inputs**. Mostly HTs and SMC Chairpersons meet to discuss and resolve problems, visit individuals and organizations, and make efforts to manage resource, manpower and physical facility. In Chitwan parents were involved in monitoring children's assignment by maintaining and overseeing a daily notebook of each child's homework record.
12. Although the government has been insisting on the transfer of public schools to the community by giving financial incentives, the scenario at the grassroots level is different. Syangja School, which is near the town, has a good track record of teaching-learning and enjoys the support of the community, but it hesitated to transfer itself to the community because of possible threat from the rebels. However, the transfer could be beneficial to the school because it brought get some cash incentive the SMCs of the schools, which have already been transferred to the community, complained that they did not have free work atmosphere

because of the pressure from the rebellious side. This came to be known from a discussion with the SMC chairperson of Ilam. Therefore, it can be inferred that **working environment for the SMC chairperson is not yet conducive because the conflict between the rebellious group and the government over the transfer of public schools to the community has not been resolved.**

13. In order to delegate decision-making authority to the grassroots people with regard to the plans and programs of the school, reforms and amendments in the Education Acts and Regulations have been made from time to time. The formation of PTAs and SMCs are the results of such reforms. According to DEO of Ilam, it has generated a mechanism of a check and balance on the activities of the school with the formation of SMC. All the important decisions are taken by the school itself; therefore, DEO only performs the role of facilitator. When DEO receives the budget, it deposits the budget amount in the accounts of the school and informs of this to the school. In Ilam, the budget items are put up on the notice board for HTs. Local media like FM stations crosscheck with the DEO and HT/SMC regarding budgetary matters through interviews. Thus, the Education Regulations have bound all the stakeholders to the education system. **The stakeholders are gradually getting into the system although their performances are not satisfactory.**
14. In Sanjya, Parsa and Ilam, the role of PTA was found to be negligible. This was testified by the irregularity of the PTA meetings. No school had the culture of maintaining minutes of PTA meeting. However, in the aforesaid schools, PTA took initiatives for social mobilization by organizing door-to-door campaigns for the Welcome to School program and for resource collection by celebrating Deushi/Bhailo during the Tihar festival and taking delegations to DEO, Municipality, local organizations, and so on. These were, however, the outside activities of the school. But the role of PTA members in monitoring the class activities, taking decisions in the matters of quality, school regularity of teachers and students, reward and punishment, etc. was nil. Thus, **the roles of the PTAs have not been effective; as much priority is given to physical facilities development of the school rather than to the learning achievement of the students.** The parents of Ilam School and Parsa School were not able to say any thing about PTA. However, the parents of Chitwan were somewhat aware about PTA.
15. The children of *Dalits* and other socially backward group were very irregular in school. This was due to the lack of illiteracy of the parents.

They sent their children to school when they were themselves free from work. But if they are engaged in seasonal work, like planting rice, fishing in rivers, making agricultural tools, etc., they engaged their children at home or took them along with them to the place of work. Many of them were unaware about SMC and PTA and their activities. They came to the school to collect scholarship money on behalf of their children. **Dalit parents are still too hesitant to visit the school to inquire about their children's progress despite the government's offer of scholarships to their children as an incentive for study.**

16. Training, workshops and orientation programs are conducted by different government bodies as well as non-government institutions. Management training for HT and the SMC chairperson, training on SIP for HT, subject-related training for teachers, and seminars and workshops were conducted at long intervals. Thus, **the capacity development programs are organized after long intervals of time, which makes the stakeholders forget many things they have learnt.** The 2-day training on management for SMC/HT did not much cover the monitoring part. It indicates that school/community-based monitoring component was not found incorporated comprehensively in the school management training program for HT and SMC members. It was also not well covered in the SIP training programs for the concerned stakeholders at the local level.
17. **Importance of 'social auditing' has not yet been fully understood by the school and the community.** Social auditing has been understood by the schools as the presentation of the income and expenditure of school to the local gathering and getting them approved by the community. They did not know that social auditing also means keeping the records of the school-age children, disabled children, girl children and drop-outs. However, this practice did not seem to prevail in the schools. In Ilam and Parsa, social auditing was done in the SMC meeting.
18. School governance is an important element of school management. The current Education Act and Regulations have made two important provisions - SMCs and PTAs. The Act has made SMC responsible for overall management of the school and PTA has been entrusted with the responsibility of taking care of matters related to quality improvement. Representation of all groups in the governing body is considered essential as it creates in the community people the sense of belongingness to the school. In a diverse culture, representation of diverse groups in the governing body is necessary in the perspective of

multiculturalism. The multicultural theory of democracy considers diversity as very important. A society cannot be inclusive and democratic if it does not include the minority and marginalized groups in its different structures. A universal measure does not provide opportunities to all these groups. To ensure their representation in any social structure, special arrangement should be made (Mahajan, 2002). However, the composition of SMC and PTAs in the sample schools reveals that **dominant groups govern the schools**. In the governing bodies, such as SMC and PTAs, the representation of upper castes and males is substantially higher. The proportion of women, Dalits, ethnics and minority groups is very low in spite of the fact that the number of the children of these groups in school is almost the same as that of the other groups. This phenomenon indicates that influential groups control the school. The decentralization approach of development underlines the involvement of disadvantaged and marginalized people in the decision-making and in the implementation of programs. Some effort had, however, been made to include them in decision-making bodies. It needs a special study to explain how the influential or dominant groups get into the governing body.

19. From the point of view of multiculturalism, social inclusion is an important for development. In a diverse society like Nepal, social inclusion is regarded as significant for nation building. It appeared that the schools were indifferent to addressing the issues of social inclusion. They do not have any policy regarding the involvement of Dalits, women, ethnics etc. in school matters even though they do not discriminate them. The schools have no mind to identify and address their issues even during the preparation of school-based plans such as SIPs. In the meetings, the problems of these groups in learning, attendance, access etc. are not discussed. Therefore, the **monitoring efforts are indifferent to addressing the issues of social inclusion**. In fact, school authorities are not aware of their problems, as most of them belong to influential groups.
20. All the school, have prepared their development plans. For the implementation of the plan, they have assigned particular works to the particular individuals. Monitoring responsibilities also have been given to individuals. But not all the programs were monitored because nobody was assigned the monitoring responsibility. Mostly, the programs that do not require budget to implement are left out. Thus, **school-based action plans are little monitored**. In fact, the school authorities do not

seem to be aware of the importance of monitoring because they are not very trained.

21. However, successful monitoring does not mean successful educational outcomes. No doubt, schools worked at monitoring as a tool for making reform happen. But the performances of the schools did not indicate the educational outcomes of the schools had come to the expected level. For example, the student success rate in the examinations was below the satisfactory level in all the schools. Children's attendance is very below. The schools focused more on monitoring of facility development than on anything else. The schools did not achieve in terms of educational outcomes. It indicates that **implementation of monitoring did not mean successful educational outcomes.**
22. Effective monitoring demonstrates the features like active SMC, PTA and HT; empowered community members; frequent meetings and discussions about school problems; division of work among stakeholders; codes of conduct are developed, and so forth. In fact, the following reasons were found pertinent in making school/community-based monitoring effective:
  - Strengthened reciprocal relationships between school and community people.
  - Activate self initiation through recognition to their efforts.
  - HT's and teachers commitment and cooperation.

## CHAPTER IX

### Conclusion and Recommendation

#### Conclusion

In Nepal, the EFA National Plan of Action 2004-09 was implemented in order to make improvements in primary education of the country. The plan has set goals which include increase in access to primary education and boost-up of the quality of education. Along with the implementation of the plan, amendments to the Education Act were made and new Education Regulations were introduced. Moreover, several directives were also issued. All these efforts were made to involve local stakeholders in the local education affairs. Decentralization, which is one of the major strategies of EFA, has become the basic motive of the reform process. Decentralization is one of the factors that serve as a basis for the amendment in the Acts and Regulations. Moreover, several programs such as DEP, SIP, management transfer of community schools and block grants were also introduced to give momentum to the decentralized reform process.

The process calls for reform endeavors and initiatives at the school level rather than the central or regional level. So the revised Act and Regulations have empowered schools and parents so that they could be involved in the decision-making process. This promotes the idea of school-based management. SMC, PTAs and local stakeholders have now become managers of the school. They have been entrusted with the responsibilities to run the community school. In this study, attempts have been made to see how they run the school and monitor the school affairs, to enhance the quality of the community schools.

Involvement of beneficiaries and stakeholders in the planning, implementation and evaluation of development programs yields positive results. This holds true also in the case of community school management. Involvement of parents, SMC, PTAs, HT and other stakeholders is expected to give better results. But the question is how and to what extent they involve - especially parents most of whom are disinterested in the school affairs. In fact, many local parents are literate. Literacy increased their level of educational awareness. They visit schools and hold dialogues and discussions with the teachers and school authorities. These dialogues and discussions have increased their confidence. Training has capacitated the SMC, HT and the parents. The schools have started to show better performances. Thus, **empowerment and school performance have a positive relationship.**

In the perspective of social development, the needs of each and every group should be addressed. Nepal is a country of diversity. Nepalese culture is diverse in terms of gender, ethnicity, religion, language etc. The school system does not seem to address the diversity of the Nepalese society. For example, the schools do not frame any policy to counteract social and cultural discrimination. They have not developed any mechanism so to identify and address the needs of marginalized and disadvantaged children. Moreover, there is dominance of upper castes and males at the governing levels of the schools. Thus, **the school system in the country does not seem inclusive, as it does not assure the representation of the diverse culture.**

Policy documents emphasize the involvement of local stakeholders in the reform process. Policy intends to start reform right from the grassroots level. However, reform still depends upon bureaucracy- the structure, which controls resource, information and operation schedules. Because of this dependency, reform has not been able to move ahead. For example, community awareness and empowerment efforts are limited. Further, the directives and related literature lay more stressed on teaching than on learning. **In the implementation of reform, the importance of grassroots- the agency is minimized even though policy focuses on agency-oriented changes. Attempt is made to bring changes right from the system or structure.**

### **Recommendation**

The following recommendations have been suggested:

- Massive empowerment (through literacy, capacity development, awareness raising) programs be launched at the grassroots level. Schools and community members be motivated to hold dialogues and discussions.
- Inclusivity be adopted as a strategy in the implementation of educational programs. Schools be encouraged to develop policies addressing diversity and multiculturalism at the local level.
- Roles of the key stakeholders in monitoring be clearly defined.
- Basic indicators for school/community-based monitoring be developed.
- School/community-based monitoring components be adequately included in management and SIP training programs.

- School and communities self initiatives be promoted to conduct field-based monitoring in terms of assessing school performance.
- Good examples of local stakeholders' involvement in school monitoring be disseminated.
- The process of maintaining students' portfolio in schools be initiated.
- The practice of maintaining students' daily notebook be scaled up.
- The following aspects in HTs and SMC management and SIP training programs be included:
  - Building mutual relationship between school and community
  - Activating self initiation
  - Promoting HTs and teachers' commitment and cooperation
- Further research be launched to find out how the school governing body can be made democratic and effective.

#### *Suggested Monitoring Scheme*

The monitoring scheme suggested below is useful for monitoring the programs and activities of the school at the local level. In the scheme, three component of school system, namely pedagogy, management and access are included. The scheme assumes that management has a direct impact on the pedagogical process and on the access of children to education.

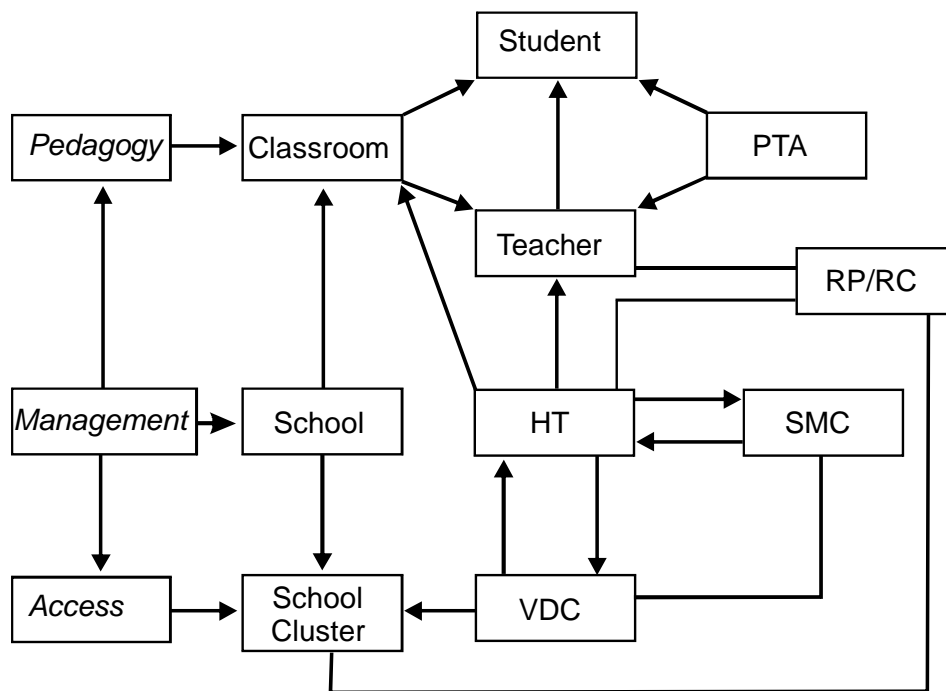
In the pedagogical aspect classroom activities (teachers and students) require to be monitored. Here the role of PTA is crucial. Moreover, HT and RP help in improving the pedagogical process by monitoring teachers' activities. In the same way, teachers monitor the pupil's activities and HT assesses the classroom activities and plans for improvement of the classroom situation. Thus, the scheme lays stress on the involvement of parents, teacher, HT, PTA and RP in the monitoring.

Improvement of managerial efficiency of school depends upon HT and SMC working together. They provide necessary support such as facility, manpower, materials and resources for the pupils' learning. They can also seek the support of VDC for the purpose to increase the managerial efficiency of the school, involvement of parents through SMC (and VDC as well) is necessary. Thus parents see if support is available for improving pupil's learning and make efforts to get the support.



To increase the children's access to primary education, the scheme assumes that VDC's role is essential. RP/RC also can contribute significantly. VDC provides support to the school (via HT and SMC) to increase the enrolment of Dalit, disadvantaged and marginalized group and children to monitor what the school is doing.

The scheme thus focuses on the involvement of local stakeholder such as teacher, PTA, HT, SMC, VDC - and especially, parents - for improving the performance of local school.



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**Annex**  
**SIP: School-based Action Plan**

Syangja School

Program	Responsibility	Monitoring Responsibility	Remarks
<i>Programs that do not require funds</i>			
Deusi/Bhailo organization (estimated fund Rs. 25000/-)			fund raised Rs. 22000/-
Household visits (estimated fund raised Rs. 15000/-)			planned for next month
Cultural show (estimated fund Rs. 10000/-)			planned for next month
Donation (estimated fund Rs. 50000/-)			fund raised Rs. 32000/-
Model class operation (10 times)			did not materialize
Education materials development (once)			planned for next month
Parent's conference (twice)			did not take place
Meeting with parents (twice)			continued
Teacher-parent interaction (twice)			conducted two times
HT/SMC/teacher interaction (twice)			continued
<i>Programs that require funds</i>			
Classroom construction 1 (estimated cost Rs. 150,000/-)	SMC, teachers	PTA	reached the lintel level
Lower secondary teacher quota 1 (estimated cost Rs. 76440/-)	SMC	DEO	received from DEO
Lower secondary teacher employment 2 (estimated cost Rs. 76440/-)	SMC	DEO, Parent	regularized volunteer teachers
Furniture construction: 10 sets (estimated cost Rs. 25000/-)	SMC, teachers	PTA	30 sets received from DEO
Education materials development/purchase: 10 sets (estimated cost Rs. 5000/-)	SMC, teachers	PTA	purchase: next month

Parsa School

(for construction work)

Program (What to do)	Responsibility (Who)	Method (How to do)	Time (When)	Completion Time (When)
Dismantling of old building	Jagarnath, Bishwanath	Community mobilization	After the agreement	15 days
Jag Khande (Digging for foundation)	Meghraj	Community mobilization	16 days after agreement	7 days
Going in for agreement	HT/ SMC	After the meeting of SMC and construction committee	In 2061/11/30	In 2061/11/30
Brick collection	Shambhu Mahato	Keeping records	After getting bricks	Until the work is completed
Responsibility of reinforcement and cement	Rama Chaudhary	Keeping records	After getting these materials	Throughout the construction period
Management of skilled and unskilled labour	Chet Kumari Gaya Raut	Keeping attendance records	After the beginning of work	Throughout the construction period
Curing	Jilan Maiya Gaya Raut	Mobilizing NGOs use of pumping machine	After the beginning of work	Throughout the construction period
Management of sand and other materials and their security	Binod Yadav	Keeping records	After the beginning of work	Throughout the construction period
Observation of (sand-cement ratio)	Nandu Das Shivanathji	On consultation with technicians	After the beginning of work	Throughout the construction period
Land filling	Birendra Dahair	On consultation with technicians	On completion of earthwork	Within 5 days

### Chitwan School

Program	Responsibility	Monitoring Responsibility	Remarks
<i>Programs that do not require funds</i>			
Parent's conference (through students)	SMC, HT, students	SMC, HT	completed
Mother's conference (through students)	SMC, HT, students	SMC, HT	completed
Household visits (through PTA, teachers)	SMC, HT, students	SMC, HT, Teachers	completed
Kitchen gardening (housewise)	Teachers, students		completed
Friday programs	Class Teachers, students		continued
Model class (through HT, RP, Supervisor)	HT, RP		not enough
School sanitation (classwise and groupwise)	Teachers, students		continued
Teacher parent meeting (every month)	HT, Teachers		continued
Education materials development (whole school)	HT, Teachers		continued
NFE for mothers (using DEO materials)	SMC, HT, Teachers		not started
<i>Programs that require funds</i>			
Educational materials development/purchase (estimated cost Rs. 6600/-)	HT, Teachers		completed
Music training for teachers (estimated cost Rs. 3000/-)	HT, Teachers		not completed
Extra-curricular activities (estimated cost Rs. 1000/-)	HT, Teachers		to be organized once again
Reference materials purchase (estimated cost Rs. 1000/-)	HT, Teachers		completed
Attractive classroom (estimated cost Rs. 5000/-)	SMC, HT		not completed
General maintenance (estimated cost Rs. 1000/-)	Supervisor, HT		not completed
Health check-up and medicine (estimated cost Rs. 2000/-)	Supervisor, HT		not completed
Computer purchase (estimated cost Rs. 22975/-)	Supervisor, HT		not completed
Coaching class for grade 4 and 5 (estimated cost Rs. 4500/-)			completed
Book corner (estimated cost Rs. 1000/-)			not completed
Text materials distribution(estimated cost Rs. 2500/-)			completed

Ilam School

Program	Responsibility	Monitoring Responsibility	Remarks
<i>Programs that do not require funds</i>			
Household visit (once)			completed
Parent's awareness increase (once)	SMC, teachers, students, parents		completed last year, planned for next year
Specialized table development (once)			will be completed soon
Use of educational materials (continuous)	HTI, teachers		being used
<i>Programs that require funds</i>			
Fencing (estimated cost Rs. 60000/-)	SMC		not started due to land problem
Education materials purchase (estimated cost Rs. 10000/-)		RC	completed
Land management (estimated cost Rs. 15000/-)		SMC	continued
Furniture construction and maintenance (estimated cost Rs. 5000/-)		SMC	collecting donations