

**NCE  
NEPAL**



# **HAMRO SHIKSHYA PROJECT**

**School Governance and Accountability  
Situation:  
A Comprehensive Assessment of  
Dhanusha, Mahottari and Siraha  
Districts**

## **Final Report**

**NATIONAL CAMPAIGN FOR EDUCATION NEPAL**

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## Abbreviations

CAS	Continuous Assessment System
CBO	Community Based Organization
CBS	Central Bureau of Statistics
CSO	Civil Society Organization
DDC	District Development Committee
DEO	District Education Office
DEP	District Education Plan
DoE	Department of Education
ECED	Early Childhood Education Development
EMIS	Educational Management and Information System
ERO	Education Review Office
FGD	Focus Group Discussion
GATE	Girls' Access to Education
GER	Gross Enrolment Ratio
GoGo Foundation	Good Governance Foundation
HT	Head Teachers
I/NGO	International/Non-Governmental Organization
MoE	Ministry of Education
NASA	National Assessment of Student Achievement
NCE-Nepal	National Campaign for Education-Nepal
PCF	Per Child Funding
PPE	Pre-Primary Education
PTA	Parent Teacher Association
RC	Resource Center
RP	Resource Person
SBM	School-Based Management
SFCG	Search for Common Ground
SIP	School Improvement Plan
SLC	School Leaving Certificate
SMC	School Management Committee
SS	School Supervisor
SSDP	School Sector Development Plan
SSRP	School Sector Reform Program
T-P-S	Teacher-Parent-Student
UNICEF	United Nations Children's Fund
UNRCHCO	UN Resident Coordinator and Humanitarian Coordinator Office
VDC	Village Development Committee
VEP	Village Education Plan

## Executive Summary

**Background:** School governance and accountability discussion is on the rise across the globe, and it has remained a critical challenge in Nepal as well. In this backdrop, the need of some kind of intervention and support are felt necessary at the local level to improve the situation in community schools. So, with the intent of carrying out comprehensive district assessment of the school governance scenario in Dhanusha, Mahottari and Siraha districts in the Terai region of Nepal, NCE-Nepal, with its collaborating partners, entrusted this task to an independent team of academic researchers. Along this line, the collaborating partners are also implementing a 36-month action called “Hamro Shikshya” with an overall objective “to strengthen the role of CSOs in governance and accountability of Nepal's education sector at the local level”

**Objectives of the Project:** Apart from the **overall objective**, it has three **specific objectives (SO)** and one **cross-cutting objective (CCO)** as following:

**SO1:** To increase key education stakeholders’ awareness and skills about legal provisions and requirements, and their roles and responsibilities for school governance and accountability;

**SO2:** To build the capacity of local CSO's and school governing bodies to apply social accountability (SA) tools to improve compliance, transparency and accountability of public schools;

**SO3:** To promote dialogue among all education stakeholders to improve citizen's engagement in governance and accountability of the education system; and

**CCO:** To strengthen local CSO's capacity in programming, operating, monitoring and evaluating; and organisational development.

### Objectives of the Study:

The objective of the study was to analyze the current situation of school governance and accountability in Nepalese community schools from ECED to G 12 at the VDC/municipality and district level in consistent with the newly amended Education Act. The specific objectives of the assignment were:

- To identify the situation and functionality of existing structures and mechanisms in the school level education of government schools.
- To identify working areas and schools for improvement of existing situation of school level education in the districts.
- To find out appropriate working methods and approaches for effective implementation of the project activities.
- To reprioritize already identified or established needs of school level education.

**Methodology:** In this study, qualitative methodology was applied in order to meet the purpose of this study,. Basically, this methodology incorporated desk-based policy review which was also supplemented by field based primary data from the selected three districts in the Terai. Therefore, besides the review of the existing policy documents, consultation and debriefing with district level education stakeholders, in-depth interviews and FGD with DEO officials, NGOs/CSO's representatives, School Management Committee members, Head Teachers, teachers, parents, students, teacher organization leaders, political party members and journalists working in the districts were also conducted in order to obtain relevant data to substantiate the policy critic. In order to bring in the primary data, 10 schools were purposively selected out of the schools indicated

as good, average and poor in terms of perceived school governance and accountability scenario in the selected districts.

## **Key Findings**

1. HT, SMC, PTA, and teachers were not provided with adequate knowledge and skills to prepare school improvement plan, use the flash reports and carry out social audit that adversely affected the practice of good governance. Such situation lacked to ensure the accountability and transparency in schools.
2. The actual number of students attending classes was often low. Moreover, no concrete steps were taken by teachers and the school administration to make them regular in their schools. Likewise, there was a trend of truancy among students after the intermission. Moreover, some schools did not have any child or youth clubs. Likewise, though some schools were found to form child clubs, these clubs were inactive.
3. Teachers were found irregular in schools without notice to the head teacher and their unpunctuality was also equally prevalent. The discussion with the teachers revealed the fact that they were less motivated towards their job.
4. Teachers' integrity towards their job appeared quite low. Most of them have their side businesses. They sent their children to private schools, and had involved themselves in different political parties.
5. SMC's were not formed in many schools (4 out of 10 sample schools); most of them did not have PTA and Child Clubs. Schools were run with the solitary decisions of head teachers. The SMC members were heard a little in the process of decision making.
6. Conflict among SMC members, HT and the teachers was observed in these schools. The scenario was worst in the 'poor' and 'average' schools. The culture of blame shifting was most common in the schools visited.
7. Since the school governance was found to be dominated by Head Teachers, SMC only have a negligible role in 'poor' and 'average' schools in decision making. However, some 'good' schools have a kind of working level understanding among SMC members, HT, and the teachers.

## **Recommendations**

1. **District level education governance mechanism should be enabled to act more responsibly** (for example, in reallocating teacher positions and filling in teaching posts, in rewarding and punishing teachers, in distributing training opportunities and resources equitably, etc.). Moreover, School Supervisors should regularly visit the schools to monitor them. There is a strong need for upgrading the record keeping system in the district. Therefore, to keep the data and information intact, record keeping system must be digitalized and upgraded. Moreover, a separate officer should be held accountable for information management system.
2. **Head Teachers, teachers and SMC Members must be made aware of the nature of their roles and responsibilities.** Awareness raising and advocacy program should be conducted for the local level stakeholders like SMC, PTA, parents, students and teachers at the grass root level. Likewise, HT/SMC's capacity enhancement in relation to making governance transparent and participatory is required. There should be alternative arrangements through partner support to run extra classes for below standard students. Similarly, parents should also be involved in monitoring their children's learning.
3. **Capacity building of the stakeholders should be kept in priority.** The government and support agencies should play a more facilitative role to make school community (esp. SMC's, PTA's) active and capable of executing assigned management responsibilities of school management. The SS and the RP's require to be empowered with added authority and

instructional leadership skills. More specifically, local level stakeholders require to be trained in preparing the SIP, VEP, DEP, etc. At the school level, trainings on accounting and transparency should be provided to the HT's, accountants and selected teachers. Parents need to develop their capacity to speak up and make their voices heard to influence the governance process and to make key education decisions (for their children). It is **important to create a robust accountability mechanism in school** by improving information and data management system. HT's and SMC's should work on making school affairs along with financing and budget flow transparent to the general public. Local parents and community should be motivated to monitor school activities regularly. Minimum one Parents' Conference should be arranged in a year. Moreover, recognizing and honouring parents, CSO's, teacher organizations, etc. for their outstanding contribution to schools should be made a regular activity so as to encourage their regular feedback and to acquire support to school.

- 4. Collaboration and coordination with other agencies working at the district and sub-district level is needed.** To improve good governance in schools, promoting evidence, multi-stakeholder dialogue and collaboration in education governance is necessary. Moreover, it is important to establish a way of working (for instance, by forming an Integrity Alliance of selected schools) in the schools of the Terai Region so that it would help the school leaders to articulate what they were doing in their schools and why they were doing it, which further can help them in learning more from the impact of their own practices. The collaboration with non-governmental and community based organizations would add value to make schools' governance more effective. The schools located in backward areas should be encouraged to visit other schools having good performance records. An avenue should be created to establish and strengthen the partnership among different schools of the project areas.

## **Conclusion**

The findings of the study indicate that the capacity of SMC, PTA, Head Teachers and Parents requires to be enhanced in the areas like preparing SIP, carrying out the social audit and filling and using the flash reports. Raising awareness would help to increase the capacity of SMC, PTA and parents thereby contributing to fulfilling their roles more effectively and efficiently. Any interventions to schools should be directed to increasing the transparency, participation, and accountability. All of these dimensions are interlinked, and are mutually supportive and reinforcing. Moreover, reform interventions need to be directed in the light of nationally devised goals and objectives set out in different education policy documents.

## Section I

### Background and Context

School governance means the management of all the resources (human, financial and material) to attain the short term objectives and long term goals of a school. School governance also represents the norms, values and rules of the school through which its affairs are managed in a manner that are transparent, participatory, and responsive. Schools, whether public or private, have a number of stakeholders in their activities. Their governance is therefore done through a coalition of interests working together, but performing different functions, all aimed at enabling the school to operate and to achieve its aims and objectives (Aldallal, 2016). One of the main aims of school governance is to improve school performance to ensure effectiveness and efficiency. The key elements of school governance are fairness, rule of law, transparency, accountability and autonomy. The discussion on them is on the rise around the globe and Nepal is not an exception. Several interventions are also being implemented to improve the school governance from both the governmental and non-governmental sectors. One of them includes the project "*Hamro Shikshya*": *Strengthening CSO's Role in Governance and Accountability of Nepal's Education Sector at the Local Level*" implemented by Search for Common Ground (SFCG) with support from the European Commission. In addition, National Campaign for Education-Nepal (NCE-Nepal) and Good Governance Foundation (GoGo Foundation) are its implementing partners.

The European Commission awarded the three-year project (April 2016 to March 2019) to SFCG led consortium. The target areas of the project are Dhanusha, Mahottari and Siraha. The objectives of the project are:

1. to increase the awareness and skills of key education stakeholders on existing legal provisions and requirements for school governance;
2. to build capacity of local CSO's and school governing bodies to improve accountability and transparency of public schools; and
3. to promote dialogues among all education stakeholders.

The project has focused its activities in 42 public schools (Basic and Secondary) of three districts (16 in Dhanusha and 13 each in Mahottari and Siraha districts) and aims at cascading down to other 60 schools in the three targeted districts through 'Basti' (community level) outreach program. Further, the project also aims at orienting and developing the capacity of the school governing bodies including the School Management Committees (SMC's), Parent Teacher Associations (PTA's), and Head Teachers (HT's); and the key local education stakeholders including teachers, students, and parents. In addition, strengthening the capacity of and engaging maximum 9 local CSO's and 40 Local Youth Clubs have remained another of the aims of the project activities. The expected outputs from the project are:

- Increasing the understanding and capacity of the key stakeholders to improve school governance;
- Strengthening the capacity of CSO's and SMC's for improving compliance, transparency and accountability of public schools;
- Promoting evidence, multi-stakeholder dialogue and collaboration in education governance; and
- Capacity development of local CSO's.

The NCE-Nepal commissioned a study to carry out the detailed analysis on the project's achievements with a view to assess the performance of the project.

### **Purpose of the Study**

The study specifically aimed to:

- identify the situation and functionality of existing structures and mechanisms in the school level education of government schools
- identify working areas and schools for improvement of existing situation of school level education in the districts
- find out appropriate working methods and approaches for effective implementation of the project activities
- prioritize the already identified or established needs of school level education

### **Scope and Limitations**

The scope of this study was limited to the review of policies, exploring the extent of their implementation based on the data collected from the field by interacting with key informants and limited questionnaire based survey. The study was confined to a few purposefully selected schools of three project intervention districts only.

### **Relevance and Rationale**

CDA is expected to provide a realistic setting for areas of improvements in school governance in three project districts. It is hoped that it creates a kind of demand on part of the district stakeholders thereby creating a favourable environment for smooth introduction and implementation of project activities.

It is expected that it helps the local education stakeholders to understand and analyse the dynamics of decentralized governance, and encourage them to be equipped with skills and practical exposures in different cross-cutting areas. Similarly, it can enable school governing boards and their members to apply the principles of 'Horizontal Learning' to identify, share and adapt the good practices, aiming at 'good education governance at the grassroots'. The report has revealed some appropriate approaches, strategies and practices that may help local educational leaders to carry out school governance roles more effectively. The report has synthesized both theory and practice of representation and empowerment at grassroots levels.

More importantly this report can be used as a background for the detailed baseline survey for the project in the following days. Finally, the project activities are expected to supplement the government's efforts and reform initiative to reform school governance and accountability system in education sector of Nepal.

### **Beneficiaries**

The main beneficiaries of this project are the education stakeholders in the selected districts, who will gain substantial support in good education/school governance through NCE-Nepal project intervention. Moreover, NCE-Nepal and similar education projects will also benefit by learning how best take actions for enhancing the effectiveness of their programs and services in the target sites.

## Section II

### Brief Introduction of the Target Districts

#### Dhanusha

Dhanusha is one of the southern Terai districts of Janakpur Zone in the central development region of Nepal. The total area of the district is 1,180 km, and its population is 754,777 (CBS, 2011). Main residents of this district are Yadav, Dhanuk, Teli, Kewat, Hajam, Tamma, Gaderi etc. The major occupation of the residents in this district is agriculture. Fishery is also an agricultural facet of Dhanusha. In recent years, overseas migration has become more popular among skilled labourers in this district.

There are 101 Village Development Committees (VDCs) and one municipality (Janakpurdham) which is its District Headquarters. Dhanusha is one of the major religious centres in the country with great tourism potential. Temples, especially Janaki Mandir, and ponds mostly situated in Janakpur are the major tourism heritages in Dhanusha. The most common language spoken in Dhanusha is Maithali. Dhanusha also has the potential to become a centre for promotion of the Mithila art.

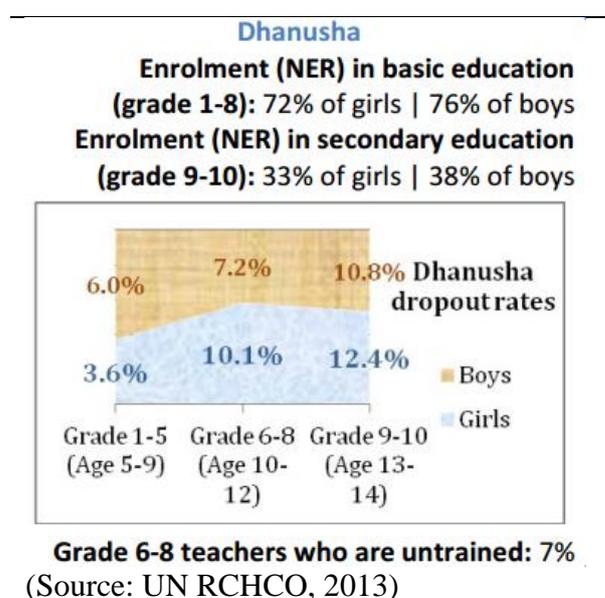
The statistics shows that in 2011, three in five boys and men aged five and above (61%) were literate, while only two in five girls and women (40%) could read and write (CBS, 2011). The overall literacy rate was only 50%. Likewise, the Human Development Index of Dhanusha stands at 0.449. There are 386 basic education schools and 53 higher secondary schools, and 10 campuses (UNRCHCO, 2013) in Dhanusha district.

From the perspective of good governance, Dhanusha's District Development Committee (DDC) faced serious charges of corruption. As a result, 18 of its 49 officials were suspended in September 2012 (UNRCHCO, 2013). This shows that governance and accountability is a serious issue in Dhanusha, not only in the DDC, but in other offices including schools.

#### Mahottari

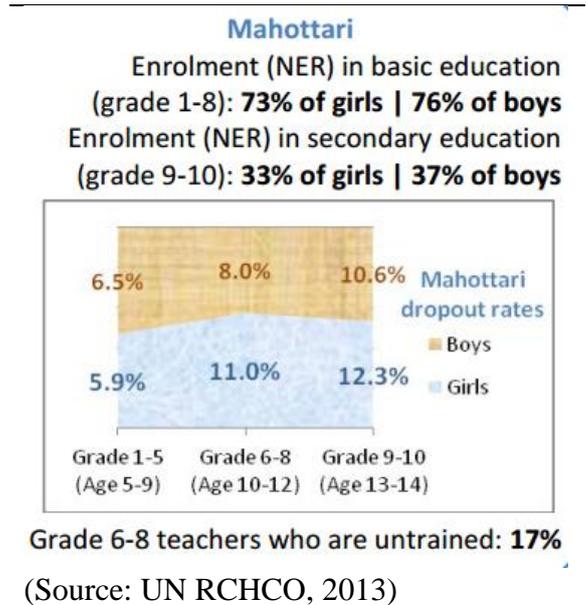
Mahottari, a district in Janakpur zone of central Nepal, is a home to around 2.4% of the total population in the country (CBS, 2011). The district is bordered by Dhanusha district on the east, Sarlahi on the west, Sindhuli on the north, and Indian state of (Bihar) on the south. Administratively, the district is comprised of 76 VDCs, one municipality, and six electoral constituencies. Jaleswor is the district headquarters.

Mainly dwelt by Hindu (84%) and Muslim (14%), around 92 castes and ethnic groups of people live here. The major occupation of the people in this district is agriculture. This is considered to be one of the backward Terai districts. The literacy rate of this district is 46%, where women's literacy rate is only 37% (UNRCHCO, 2013). Likewise, the Human Development Index of



Mahottari stands at 0.453. There are 413 basic education schools, 40 higher secondary schools, and 5 campuses (UNRCHCO, 2013) in this district.

According to the DEO officials, the number of out of school children is significant in Mahottari. A recent study conducted by Society of Development Centre reports that 32,000 children (mostly girls, and children from Muslim, Dalit and marginalized communities) are out of school in Mahottari (Rastriya Samachar Samiti, 2016). But other stakeholders, including the officials in DEO, expect the number to be higher. World Education Survey 2012 had reported that 23,700 children of different ages were not going to school in Mahottari (Das, 2016), now the number is soaring. On the other hand, District Education Office records millions of rupees being spent for children's education in towns and villages of the district since long. Similarly, dozens of NGOs and INGOs like UNICEF, Aasaman Nepal and World Education claim their engagement in this compelling job. Yet, the scenario depicts that thousands of children in Mahottari are still left out of school.



### Siraha

With Siraha bazaar as its district headquarters, Siraha District covers an area of 1,188 km<sup>2</sup>. In 2001, it had a population of 572,399 which increased to 637,328 in 2011. Siraha is highly populated with the people belonging to the Madhesi, Tharu and Muslims communities. This district is mostly inhabited by Yadav, Jha, Rajput, Marwari, Pasawan, and Dhusadha communities. The only municipal town in Siraha district is Lahan that lies on the either sides of the east-west highway. Subsistence agriculture farming and small scale livestock rearing are the main occupations of the majority of the population here.

The literacy rate of this district is 50.2%, out of which male literacy rate is 61.9; whereas female literacy rate is merely 39.2% (CBS, 2011). Likewise, there are altogether 401 educational institutions: 281 pre-primary / primary, 39 lower secondary, 46 secondary and 30 higher secondary schools. There are 5 Campuses (DDC Siraha, 2069). Another source presents that there are 464 primary schools, 204 secondary schools, 2870 teachers and 162108 students in the district (UNRCHCO, 2013).

### Status Updates

One of the key sources of government data on education is the Flash Report, which is a standardized school record keeping system providing basic level data and indicators on educational program implementation in the country. Moreover, district specific Flash Reports are also produced at the District Education Offices, which are then sent to the central level and a consolidated flash report is produced by the Department of Education. We drew some key ideas to update the research process on the education status in the selected districts based on the Flash report (2014/2015), which demonstrated the official data on school education in the target districts (see Annex H).

In terms of reporting on school physical information and management aspects, only 85.6% of the total schools in Siraha, 91.3% of the total schools in Dhanusha, and 88.8% of the total schools in Mahottari (against the national average of 94.3%) were found to develop the SIP. Likewise, less than 85% schools in all three districts performed social audit (against the national average of 92%); and less than 82% schools in all three districts performed the financial audit (against the national average of above 85%).

Schools in all three districts remained open for around 230 days, which was quite up to the standards of the national average of 233 days. Looking into the learners' part, we found that the attendance rate of grade-wise students was satisfactory compared with the national average (See Annex H, Table 8).

In terms of the number of teachers, Siraha has 2225, 377, and 332 teachers in the primary, lower secondary and secondary level respectively. Likewise, Dhanusha has 1970, 355, and 365 teachers in the primary, lower secondary and secondary level respectively. Similarly, Mahottari has 1952, 337, and 290 teachers in the primary, lower secondary and secondary level respectively.

In terms of the status of teacher training, more than 95% of primary teachers are fully trained in all three districts, which is equivalent to the national average. Likewise, more than 90%, about 85%, and about 80% lower secondary teachers in Mahottari, Dhanusha, and Siraha respectively are fully trained. The national average on the training status of lower secondary level is 83.8%. Moreover, Siraha and Dhanusha have substantially higher percentage of partially trained teachers than the national average (which is only 2.4%), whereas Mahottari meets the national average in this indicator. Similar is the situation of secondary level teachers in all three districts. It is a good news that the number of untrained teachers in all the three districts are substantially lower. Contrary to this situation, the students learning achievement is very low. The cause behind this as pointed out by the teachers from the observed school was the trained teachers' failure in transferring the training skills and knowledge.

Based on the NASA reports(2011 and 2012), the districts: Achham, Bardiya, Jumla, Khotang, Mahottari, Rolpa, Saptari, Udayapur and also the Eastern- and Mid-Western development regions have low level of achievements. It is worth mentioning here that similar situations have been observed in Dhanusha and Siraha districts as well with regard to their internal efficiency as demonstrated in the Flash I Report, 2014-015.

For the detailed status of the education scenario in the target districts vis-à-vis national average, see Annexes G and H.

## Section III

### School Governance in Nepal: Policy Review

School governance is understood as the role that school authorities and the school governing bodies play directly or indirectly to provide the best possible education for each of its pupils.

Schools are the basic unit of education service delivery. There are over 35,121 schools with 295,951 teachers (MoE, 2015) in Nepal. The country has made remarkable progress in achieving universal access to **basic education**. Nearly 96% of all primary level school aged children are enrolled in schools at present. However, there are still major challenges ahead.

Education has been the biggest public service delivery sector in Nepal. Education sector incurred about 14% of the overall public spending, which was 3.9% of the GDP in the Fiscal Year 2014/15. In addition, many I/NGO's have also directly invested a significant amount of money in the education sector. According to a recent World Bank report, although Nepal has made significant gains in the schooling sector in terms of access, equity and completion during the past decade, there are numerous governance and accountability challenges including inadequate financial record-keeping both at schools and district-level, evidence of ineligible expenditures, unreliability of school audits, and limited enforcement of compliance on audits and other financial management actions for funds release. Additionally, significant leakages of funds are also apparent.

Community schools represent 84.1% of all schools in Nepal. With the Government's initiatives much progress has been made in infusing sense of ownership, responsibility to the community for the betterment of community schools through the formation of SMC's and PTA's. This policy review provides a brief analysis of school governance at local level in Nepal.

### School Governance Mechanisms

Ministry of Education is the apex body to look after the school education system bringing in new policy and regulations which are implemented by its line agencies going down to the Department of Education, Regional Education Directorate, District Education Offices, DEC, VEC, Resource Centers and Schools. The field offices of the MoE at district levels ensure the effective management of schools. The *Local Governance Act 2055* and its *Regulation 2056* have given clear mandate to VDCs and Municipalities in the country to govern the local educational institutions, which has further been strengthened by the new Constitution of Nepal and eighth amendment of the Education Act. Moreover, in each community school, there is an SMC, a PTA and some Child Clubs. Among them, SMC is the apex body in a school for school governance. Besides, schools can also have different short term committees for specific tasks. Moreover, different Non-governmental Organizations are also active in providing support to these schools. They are involved in capacity development, raising awareness, and advocacy and lobbying for ensuring the educational rights of the children and to ensure effective school governance.

Based on the empirical evidences, the following were identified as the key indicators of good and poor governance in this research context.

Table 1: Indicators of Good and Poor Governance (Stakeholders' View)

Stakeholders	Indicators of Good Governance	Indicators of poor Governance
DEO	<ul style="list-style-type: none"> <li>• Enough facilities (building, materials for teaching/game, library, laboratory, etc.)</li> <li>• Timely flow of fund</li> <li>• Strong leadership of HT</li> <li>• Sharing responsibilities</li> <li>• Good relation among T-P-S</li> <li>• Transparency</li> <li>• Effective monitoring</li> <li>• Fulfilment of duties by all stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Unlimited needs</li> <li>• Teachers involve in coaching/tuition</li> <li>• Children of public school teachers in private schools</li> <li>• Weak leadership capacity of HT</li> <li>• Tug of war between groups of HT's</li> <li>• Habit of working without forming group</li> <li>• Lack of teacher appointment according to the level.</li> </ul>
Head Teachers	<ul style="list-style-type: none"> <li>• Well managed school</li> <li>• Day meal facility</li> <li>• Frequent teacher meetings</li> <li>• Build school –community relations</li> <li>• Topic wise timely fund flow</li> <li>• Aware parents</li> </ul>	<ul style="list-style-type: none"> <li>• Less interaction with T-P-S</li> <li>• No support from teachers/parents</li> <li>• More political influence</li> <li>• No accountability mechanism</li> <li>• Less consciousness of parents and community</li> </ul>
Teachers	<ul style="list-style-type: none"> <li>• Child friendly</li> <li>• Compliance to HT leadership</li> <li>• Coordination among teachers and HT</li> <li>• Participation of parents</li> <li>• Monthly salary payment systems</li> <li>• Equipped infrastructure</li> <li>• Transparency</li> <li>• No political interference</li> <li>• Good result in exams</li> <li>• Feeling of ownership</li> </ul>	<ul style="list-style-type: none"> <li>• Poor ownership and motivation in schools</li> <li>• Unfamiliar with their roles</li> <li>• Politicization</li> <li>• No sharing with teachers regarding budget</li> <li>• Less meetings of teachers and HT</li> <li>• Irresponsible stakeholders</li> <li>• Teachers involve more in politics</li> </ul>
SMC/Parents	<ul style="list-style-type: none"> <li>• Maintained accountability</li> <li>• English medium classes, trainings</li> <li>• Teachers' child in the same school</li> <li>• Timely funding</li> <li>• Scholarship on need basis</li> <li>• Subject and class wise teachers</li> <li>• Good relation among parents, teachers and students</li> <li>• Good results in exams</li> </ul>	<ul style="list-style-type: none"> <li>• Weak leadership of HT</li> <li>• Poor infrastructure, focus on personal benefit</li> <li>• High absenteeism of teachers and students</li> <li>• Parents consultation only for complaints</li> <li>• Problem/quarrel in SMC/PTA formation</li> <li>• Teachers only in committee of building blocks, neglected teachers</li> <li>• Parents only focusing post in SMC/PTA</li> </ul>
Students	<ul style="list-style-type: none"> <li>• Quality education</li> <li>• Regular classes</li> <li>• Good teachers/HT</li> <li>• Extra &amp; Co-curricular Activities</li> <li>• Rule for HT and teachers</li> <li>• Peaceful environment</li> </ul>	<ul style="list-style-type: none"> <li>• Leisure periods</li> <li>• Unannounced holidays</li> <li>• No rules for teachers</li> <li>• No parents day celebration</li> <li>• Hard to reach parents</li> </ul>

## School Governance Provisions in Education Policy Documents

- A. **School Sector Development Program (SSDP)** (2016-2022) acknowledges the achievements brought about by the preceding School Sector Reform Plan (2009-2015). The SSDP envisages both the reform and development in the education sector compatible to the changed context of federalism. The focus is on the improvement of quality and capacity enhancement with a particular attention to marginalized and vulnerable groups and communities. Overall, the SSDP is directed to realize the popular provisions enshrined in the Constitution of Nepal. In a like manner, institutional development of education system; institutionalization of SMC's role for developing need based planning; internalization of entire educational program in light of result based monitoring for education; enforcement of legal provisions in schools are the challenges realized by the SSDP with regard to capacity development.

Along with these commitments, the SSDP sets key objective of improving school governance through effective education service delivery. The necessary policy directives in this respect are stated as the transfer of school management and administration to local government; inclusive and participatory representation of community in school governance and management; competent and effective delivery of education to cite a few. In light of these policy directives, the strategies proposed by the SSDP are as follows: review of existing legal provisions on roles and responsibilities of SMC, PTA and RCs as per the constitutional provisions; development of a national plan of action with a view to strengthening SMC's and its roles; implementation of performance based management and financing provisions geared to improving accountability in school level; and contracting out Head Teachers based on realistic school development plan. Apart from this, public expenditure monitoring survey, service delivery survey, regular monitoring and public hearing, and provision of report card are the strategies proposed in SSDP to maintain financial discipline, good governance and ensure accountability in school education. These policy directives and strategies are believed to guide specific governance reform initiatives at local level.

- B. In addition to the legal provisions stated in the main text of *Education Act and Education Regulations*, regarding the school governance, **Education Act 2028 (Eighth Amendment)** has made a provision for a Village/Municipal Education Committee to take care of the management and governance of schools operated within the catchments area of respective village or municipality. This committee is formed with inclusive representation of the stakeholders. The Act also spells out for collaboration between public schools run under the public education trust. This amended Act provisions for formation of a nine-member School Management Committee where the chair and other members are nominated and selected from among the local stakeholders.
- C. **Thirteenth Plan (2070/71-2072/73)** states policy objective, strategies and programs for educational development. Among others, the education governance related strategies as stipulated in the plan are stated as: provision of scholarships and reservation activities for indigenous, marginalized and disadvantaged groups of children; reducing the drop-out rate, repetition rate and increasing completion rate through management of child friendly school environment; improving community schools' achievement by means of mutual collaboration among the schools; enforcement of code of conduct for SMC members, teacher union leaders and other school actors involved in school management; introducing monitoring linked with performance based reward and punishment mechanism; maintaining good governance through public expenditure monitoring, service delivery survey and other participatory instruments; implementation of decentralized planning in education and so on.

These policy highlights set a ground for focusing on issues and solutions to the governance of school education. In this vein, the following section provides a glimpse of gaps and issues to be addressed in relation to above policy provisions. For this purpose, EMIS flash report including a couple of other study reports have been reviewed with a focus on governance and accountability matters.

### **Current Situation, Gaps and Issues to Be Addressed**

- A. Flash report is the Educational Management and Information System (EMIS) database of the Ministry of Education. It is a standardized school record keeping system that provides basic level data and indicators on education program implementation. Current Flash Report 2014-015 demonstrates that capability enhancement of schools and DEO has been possible with the installation of user-friendly and technically sound database management software developed by the DoE. The district specific updates based on the flash report have been presented in the previous section.
- B. Status Report 2014/15 prepared by the DoE highlights major constraints observed in the district level regarding education service delivery. They are listed as: grants for schools financial and Social Audits are insufficient, and affect quality output; management capacity of local stakeholders is poor, which has affected quality management of schools; lack of training programs for novice accountants in schools; lack of capacity development of DEO's officials on current trends for effective service delivery; budget allocated for educational exhibitions was not sufficient; lack of parental awareness at the local level; and involvement of community and local agencies in educational service delivery was not as effective as expected. Likewise, in school management and monitoring, the status report demonstrates the constraints as: Village Education Committees are not active; lack of results based monitoring and team supervision in all districts; the budget allocated for monitoring at District level is very low for result based monitoring; monitoring, evaluation and supervisory competencies of RP's are poor; stakeholders focus more on educational access and administration rather than classroom activities and quality issues.
- C. The report on *School Sector Reform Plan: Public Expenditure Tracking Survey/Fund Flow Tracking Survey for 2011/12* pointed out high fiduciary risks in program implementation; spending of the allocated SSRP budget was only around 90%, hence, there was underutilization of budget; mismatch between disbursement recorded by DEO, income recorded by schools and expenditure. Financial record keeping and management at schools were grossly inadequate to render effective review and ensuring utilization of fund for intended purposes. Instances of expenses incurred by the head master without prior approval from SMC, signed blank cheques and use of funds for mismatched purposes were noted. DEO's did not provide clear descriptions of line items under the budgets provided to the Schools (only total budget transferred made known to them), rendering difficulty in recognizing the amount in the books of account by schools and ensuring use of fund for the intended purposes. A wide variation was seen in student data collection through flash reports. There was no plan prepared by RED/DEO for monitoring visits and no monitoring reports were prepared. Records of audit reports (financial and social) received were not maintained by DEO to track submission of reports and their review. Meetings of SMC's were not regular and effective from financial management perspective.
- D. Likewise, *Nepal Public Expenditure Tracking Study on Primary Education* (2012) reports more or less similar scenario. Though the report focuses on primary education, its implications

could be projected to the secondary level as well. Audit reports have pointed out most of the spending made by DEO's as un-audited (irregular). Supervision of schools by SS and RP was found to be very weak. School Management Committees are supposed to work for the overall school management, but they were found to create hurdles in many cases, such as in recruitment of teachers in time and in some cases even hindering the regular salary payment of the teachers. Teachers were also found victimized by unfair evaluations. All schools have conducted their financial audits but they were not as effective as they should be. The audit did not provide the factual condition of the school. Conflict among SMC, Building Construction Committee, Teachers and Staff has also created adverse issues in fund utilization. Usually SMC is influenced politically; they prioritize their political commitments rather than the school's requirement. Lack of community's contribution also creates problems in the utilization of funds. Some NGOs were found directly providing funds to school without any consensus from government authorities. It is noticed that such funds have higher chances of being misused.

- E. The World Bank report on *Public Expenditure Tracking and Quantitative Service Delivery Surveys in Nepal's Education Sector* (2014) indicates that there should be a continued push towards enhancing the quality of financial record keeping. The report indicates that schools carrying out social audits and financial audits are less likely to have discrepancies in reported disbursements. The study suggests several measures to improve financial management in schools, such as (i) introducing incentives (monetary or otherwise) for schools and head-teachers that practice good record-keeping and that make use of bank accounts for financial transactions; and (ii) mobilizing the communities/parents to be more vigilant about accounting practices in schools and in ensuring that social audits take place regularly. This report suggests motivating communities and PTA's to actively participate in school level activities.

## Section IV

### Methodology of the Study

The methodology was mainly determined by the 'Terms of Reference' provided for the Study. It combined: a) A thorough review of the extant policy documents, b) consultation and debriefing with district level education stakeholders, c) KII and FGD with DEO officials, NGOs/CSO's representatives, School Management Committee members, Head Teachers, teachers, parents, students, teacher organization leaders, political party members and journalists working in the districts, and d) verification through triangulation discussion with the stakeholders in each project district.

In order to collect the primary data, we used multiple tools and techniques including open interviews, FGD, and observation. The techniques used in the process of data collection are given in Annex E. The following were the specific processes applied in the field.

Stakeholder consultations were held at the following two levels:

- a) **At the central level:** Consultations were held with NCE-Nepal, Search for Common Ground, and GoGo Foundation staff to discuss the project intent, methodology, field work, etc., and
- b) **At the District / School level:** Consultations were held with government line agency - DEO – and its staff - SS, RP, etc., local NGOs/CSO's, SMC members, PTA members, Head Teacher, teachers, students, political party members, and other members of the society. For the Guidelines on stakeholder consultation, see Annex B.

In these consultations, the team members tried to understand the situation with school governance and accountability in each district. The study began with the selection of nine schools (three each in categories Good, Average, and Poor, in terms of school governance and management) in each of the three project districts through consultations with district level stakeholders, especially the DEO staff. One additional school was visited in Mahottari district because it was close to the other school visited by the team. Figure 1 presents the sampling frame of the study (See Annex D). The team also conducted Focus Group Discussion (FGD) among Children/Child Club members, Parents, Teachers, and SMC/PTA members. These schools were visited and observed by the team and consultations were held in each school primarily to verify and validate the findings from the review of overall district-wise data on school governance and accountability.

Besides FGDs, the team also carried out KIIs / Personal Interviews with a number of key informants, to gather opinions, perceptions and experiences from the individuals, specifically from District Education Officials (the Asst. DEO; SS, RP and Program Officer). Likewise, Head Teachers, SMC Chair and other members, NGO/CSO professionals, teacher union leaders, teachers, political party members, journalist etc. were also interviewed. (For the Interview/FGD Guidelines, see Annex C.)

Additionally, a check-list (see Annex F) was also used to observe the conditions of school premises and classrooms to assess the functioning ability of the school management.

At the end of the field visit, the study team organized a triangulation meeting with the stakeholders in each district. The purpose of such meeting was to validate / verify the information collected about the school governance with the stakeholders there.

## Section V

### Findings and Discussion

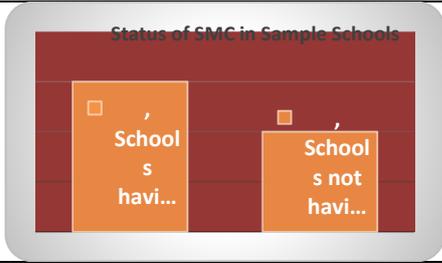
#### Current Situation of School Governance and Accountability

##### School Governance Scenario

An 11-member school board called School Management Committee (SMC) governs the Nepalese community schools, which is considered as the main local body to manage the overall activities of these schools. Likewise, schools also have another body called Parent-Teacher Association (PTA) to coordinate between parents and teachers. Education Act has ensured that every school forms an SMC and a PTA in all the community schools. However, formation of such bodies is not an easy task. Consequently, many community schools in the Terai region have not been able to form these committees. Theoretically, an SMC has adequate power to reform schools. However, the schools devoid of such a body are facing severe problems in implementing the policies and managing the daily affairs of the school.

The field visits and observations revealed that many schools in the sample districts were facing many problems for not having either SMC or PTA or both. The following table illustrates the scenario better:

Table 2: School Governance Scenario in Sample Schools

<p><b>Schools visited: 10</b></p> <ul style="list-style-type: none"> <li>- Schools having SMC (before disbanded): 6</li> <li>- No SMC yet (for last 10 years): 4</li> </ul>	
<p><b>Governance Structures</b></p>	<ul style="list-style-type: none"> <li>- SMC, PTA not formed</li> <li>- Role of parents minimal</li> <li>- Head Teachers are one and all; sometimes SMC Chair and HT</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- High rate of student's absenteeism, truancy, and failure</li> <li>- No transparency by SMC/HT's; teachers are not accountable</li> <li>- NO SIP, No audit, No flash report in DEO</li> <li>- Poor documentation related to students</li> </ul>

(Source: Field Data, 2017)

In the schools where there was no SMC/PTA formed for the last few years reasoned that they were in bewilderment because of the recently announced Education Act. However, the provision of SMC/PTA was already there in the earlier act as well. When exploring further, it was noted that they were unable to form SMC and the PTA due to political meddling.

Regarding the inability in forming SMC and PTA, DEO officials along with the leaders of educational organizations admitted that around 10% of schools in Dhanusha had formed only PTA.

This could be generalized in Mahottari and Siraha as well, as few of the visited schools lacked SMC or PTA or both. Moreover, participation of local people in the school governing bodies in the selected districts was also found unsatisfactory (for the government data, see Annex H, Tables 6 and 7).

Teachers blamed that the parents were only interested in money and hesitated to take any role to form and regulate PTA when there was no monetary gain in the process. Turning to SMC members, the teachers once again blamed the parents that they were more interested on the issue of grant and fund than in the development of school and children. Therefore, many schools lacked such governing bodies in place; on the other prevalent such governing bodies lacked necessary competencies and skills to manage the school affairs effectively. SMC and PTA members in all these three districts lacked the skills to ensure proper school autonomy and often conferred all the responsibilities to the Head Teacher.

### **Accountability and Transparency of SMC, PTA and HT**

In order to ensure good governance in schools, there is a need to maintain transparency and accountability. Many community schools in the Terai, like anywhere else, also generate resources through various sources like rent from land, buildings and other agricultural production (Luitel, 2016). In most of the Terai schools we visited, we found that schools were generating resources from the rented land and fisheries. In fact, how efficiently financial, human and material resources are utilized in school is indicative of good governance and accountability that ultimately leads to curbing corruption and minimizing malpractices in schools (UNESCO, 2010).

The accountability and transparency situations in the selected districts pose a daunting challenge as they were found very poor in these aspects at all levels right from DEO office to individual HT's/Teachers. Many of the participants enunciated that RP, SS, or DEO officials thought of getting some percentage for personal benefit when allocating some resources to schools. During the discussion, teachers pointed that they did not have the right to question HT and SMC about the topics the school received the funds under. Therefore, teachers appeared unknown about the fund utilization in schools though one of the schools, which was considered the best school in Mahottari, claimed that they shared about the budget among the teachers and SMC members. This showed that HT's were not transparent and accountable.

They further reported that three murders had already been committed pertaining to the issue of transparency in schools. HT should make everything transparent about whatever is received from DEO and other sectors. Teachers and parents often blamed that HT's were not responsible, they took advantage and benefits but worked little for schools (such blaming was common in the sampled average and poor schools in this study). Therefore, this study found that community is less aware and little accountable for school activities.

Likewise, teachers were blamed for not being accountable to community, parents, and students in their work done. Teachers in many reports like CIAA, TI are blamed for irregularity in their regular job. While visiting three different categories of schools, such cases were often found. However, in two of the schools (one in Mahottari, and one in Dhanusha), such cases were not found (teachers were in school) but rather a few students complained about teachers' irregularities in the classroom (though the teachers were present in school, they sometimes did not take their classes). Teachers were also blamed of leaving school in the name of involvement in different school organization/politics. They said that teachers spent their time talking to each other instead of taking their scheduled classes. The scenario was different in the school considered worst. The financial

management and administrative part seemed much problematic in this school. However, the noteworthy thing witnessed here was that the teachers were not allowed to go outside during their duty time and that they had to substitute the absent teacher's class during the leisure time. Though the provision seemed good, it was not systematic and intact as there was no regular and proper substitution list prepared before the classes. Instead, any teacher at leisure was randomly sent to the absent teacher's class. This showed some sort of seriousness in pedagogical process and teachers were found to comply with the provision.

Students, on the other hand, were irregular in schools and when peer students were asked, they said that teachers hardly inquired about the absentees. The irregularities occurred mostly before and after the school remained closed for festivals. Similarly, teachers blamed that few HT's spent more time in DEO than in schools. The statement showed that rather than believing on hard work with integrity, the HT's worked more on getting preferential treatment (nepotism).

At the district level, DEO, RP, and SS are accountable for school performance, and their roles demands that they supervise and monitor the school activities. However, most of the school stakeholders shared that RP's sometimes came to visit schools but they used to return back without entering the classes of the visited schools. (For the government data on the overall situation of district level stakeholders' accountability in school governance, especially in terms of school monitoring by the RP's, SSs and other Officials, see Annex H, Table 4).

Political parties, on the other hand, were found to pay attention during formation of SMC and budget allocation from DEO. They did not pay attention on monitoring and supervision for improving quality of education and SMC in their communities. Annual parents meeting and social audit were found to have been only ritualistic. Transparency in financial audit did not take place in schools. Record keeping was not done properly in most of the schools.

All three schools were facing problems in filling up the flash report due to lack of efficiency in handling the software. So, schools were found to take help from cyber for the purpose. Thus, the filling up task was none better than a fulfilment of customary and was rather inappropriate. As a result, they could not provide us the flash report of their schools. On this backdrop, one of the HT's complained that they were not taught how to fill up the form using the software and were not helped by DEO's when sought one. This scenario avails an evidence to believe that programs implemented without required training and skills invite failure.

The interviews unveiled the fact that even the existing SMC's did not hold meetings timely and frequently, and often the Chair or the Head Teacher, or sometimes both, excluding other members, made key decisions and asked other members to sign in the minute later. An SMC member claimed that he did not remember any dates attending meeting other than the one held on the day SMC was formed. (For the government data about the number of schools in terms of how frequently SMC's in those schools hold meetings, See Annex H, Table 5.)

Moreover, the participants also raised an issue on participatory school governance. They pointed out that capacity building of the parents (especially of the female parents) about their roles in SMC should be provided to make SMC's more representative and inclusive. In this regard, parents could be given some parenting education about the impact of their involvement in school affairs, student learning and overall school effectiveness. Moreover, some parents needed some resource generating support so as to enable them to send their children to school regularly.

## **Use of Social Accountability Tools in Schools**

School Improvement Plan (SIP) is a tool that helps to improve physical infrastructure as well as the teaching-learning environment of school for quality education. But this mandatory tool was found to be used as completing ritual to have the fund released from DEO. Hence, SIP does not appear as a tool for improving overall management and quality of schools. (For the official data on the number of community schools that reported on school physical information and management aspects, See Annex H, Table 2.)

SMC and PTA members, parents and community members can play an effective role in developing physical facilities of a school, developing SIP and commencing social audit to promote transparency of school affairs and make school authority accountable to community people. However, most of the school stakeholders in the visited districts were found less informed, less skilled, and less empowered. Being this a mandatory provision, schools reported, they had been performing social audits, but the parents and larger community were not aware of it. When the research team asked the schools if they could show the social audit document, they failed to do so.

A flash report is a kind of yearly report that contains updated information about the status and progress of the education sector. In Nepal, we have an overall flash report published by the Department of Education. Similarly, each District Education Office is also supposed to publish its District Flash Report annually. For this, DEO asks each school to supply with the necessary data. However, many school personnel do not have adequate knowledge to fill the flash information. This has impeded the publication of their yearly flash reports in the visited districts. As found in the schools, HT's have not filled up the flash details for many years.

## **Head Teacher Leadership**

Participants enunciated that one of the qualities for maintaining good governance in the education sector is the effective leadership of HT's. As per the education act, HT's are responsible for administrative and managerial functions, providing pedagogical leadership to teachers, maintaining community relations, ensuring school leadership/management and also availing guardianship to their students. But it was found that HT's did not live up to the norms and standards in terms of appointment, training, orientation and qualification. Majority of HT's in the visited schools were found weak in accounting and appeared passive in supporting teachers in classroom teaching and learning process. DEO officials also claimed that HT's were appointed on the basis of seniority rather than requirement basis. One of the HT's said "I had to form a committee for building a block off the grant worth 24 hundred thousand. As there was no SMC in the school, I decided to form a committee of teachers. When I approached them for the purpose, they demanded certain percentage from the grant if they were to be in that committee." So, it was seen that lack of support from teachers and parents to the HT is one of the reasons for the weak leadership and poor school management. One of the responsibilities of HT's is to keep the record and have transparency in financial aspect. Inability in doing so weakens the leadership of HT.

There was timely budget flow for the teacher's salary though the budget release for PCF fund, textbook, scholarship, etc. was sometimes delayed. HT's took it positively as they were found weak in submitting the documents and fulfilling the requirements in time. They confessed that if the formalities be fulfilled in time, there would be timely release of the required budget. The DEO officials and union leaders opined that middle-men came into play and grabbed some percentage form the budget for the work delayed by procedural incompetence done. The contradiction in the opinion showed that HT's are held responsible for delayed flow of the budget.

Effective leadership of HT's is a must for the school with good governance. According to the Education Act, HT's are responsible for administrative and managerial functions, providing pedagogical leadership to teachers, maintaining community relations, ensuring school leadership/management and also availing guardianship to their students. But the study team found weak coordination skill among the Head Teachers as they failed to demonstrate instructional as well as managerial leadership in schools. As a result, schools are becoming a place of political interplay for school actors. To tackle the problem, the teacher leaders point out to the needs of conducting special training to enhance strong HT leadership and develop skill of accounting to maintain transparency.

### **Teacher Regularity and Service Delivery**

Most of the teachers along with parents took "teachers' involvement in political parties and activities during school time" as an immoral act. According to them, teachers with political influence are seen less in school and more in DEO or following the leaders. This activity not only deprives the students of their studies in the class but also de-motivates other active teachers in their job and works. The active teachers said, "Some teachers are irregular in schools but they are still admired because of their strong political affiliation. Then, why do we work hard?" This instance illustrates the professional dishonesty due to political interference in the school. Moreover, there was hardly any sense of ownership and belonging prevalent among the school stakeholders. Since most of the teachers had some side business and sent their children to private schools, they displayed low level of professional integrity.

Some of the teachers were found unpunctual in attending their classes. They were blamed of being engaged in outside-school jobs other than teaching during the school time. Some teachers were found to go outside school and utilize the school timing in paying off their electricity and telephone bills, shopping, etc. while the teachers who remained within school premises also did not go to their classes on time. Students were instructed to work on their own and they remained gossiping forming groups. Very few teachers performed their duty with integrity and they were admired by students. Head Teachers were found helpless with their weak leadership power.

The distribution of text book was found proper. However, the union leaders blamed the schools of manipulating the data by bringing in the names of the students enrolled in private schools to obtain extra fund for textbook, scholarship and PCF. The monitoring weakness was seen in a school where the teachers themselves admitted that the students had not been distributed scholarship amount for last four years.

Moreover, no transparency was found in spending the fund in any budget head. Teachers worried only about their salary; parents ignored the school activities as they thought school is the only responsibility of HT's and teachers and they did not venture in playing positive role for the promotion of their children's schools. Another aspect that showed less transparency was weak record keeping and documentation. The study team found it difficult to collect the required documents.

### **Child Club Functionality**

The roles, mandates and functions of students according to the education regulation is to promote child rights, get actively engaged in learning process, participate in school activities, and run extra-curricular activities. The students from the worst school category (according to DEO) worried about quality of their study and unseen future. Though they were studying in poorly managed buildings

and many school management problems, they were satisfied with their teachers' pedagogical activities. One of the students said, "If we study hard amid these difficult situations, only then we can have better future." The thirst for learning can be felt in the interactions with the students. Some students from other schools raised question on the regularity of teachers in the classroom and also demanded provision of extra-curricular activities. They also raised voice against the holidays given at the will of the teachers and HT's. When the team visited one of these schools, they found all the students of grade 10 absent for the reason that they had to work at home for the upcoming festival.

Most of the teachers cited quarterly release of the salary as one of the reasons for their slackness in job. They demanded that their pay should be made on monthly basis like other civil service and private jobs. They elaborated that the salary released in four months is spent in one month and that they have to look for alternative sources of finance for the rest of the months.

Nearly all the child clubs in these schools were non-functioning and were established only for the sake of fulfilling formalities. So, they were not active nor were they involved in decision making process. Moreover, leaders of child clubs were not found to communicate with students of their schools about their work and issues.

The team found very high student irregularities in schools. The teachers were also found not to pay attention to increasing the students' regularity by means of counselling and parents consultation. Therefore, the number of students was always seen high in the register and classes were almost empty due to the absenteeism. The teachers were found unknown why the students were absent. Schools often asked their peer students about the absent students but no concrete steps were found to have taken by teachers and the school administration to make them regular in class. Moreover, the trend of students leaving the class after the *tiffin* break seemed to be normal in most of the Terai districts. One school was found to initiate a system of taking re-attendance after the break so as to track the students and discourage the likely truants, which seemed to have worked to some extent. On the other hand, the students had the mindset that their ultimate goal is to earn money whether or not they studied. Thus, many of the students already were found to hold a passport by the time they got to grade 9 or 10 so that they could go abroad, mostly gulf countries, for employment.

Moreover, some of the schools did not have any child or youth clubs. Even though some schools were found to form child clubs, they were found inactive. Most of the students did not know that they had a child club in their schools. Even the members of the child club were ignorant about what their club did.

### Comparative Chart: Dhanusha, Mahottari and Siraha

Table 3: Stakeholders Perspective on School Governance Situation in Dhanusha, Mahottari, and Siraha Districts

Districts	Dhanusha	Mahottari	Siraha	Remarks
Learners perspective	Poor: Due to weak Monitoring from DEO	Poor: Due to weak Monitoring from HT's, and DEO	Poor: Due to weak Monitoring from DEO	Poor school governance in all districts

Teacher perspective	Poor: Due to less financial support, No monitoring, illiterate parents; RP/SS not powerful	Poor: Due to less financial support, political influence, HT/Teacher absenteeism, RP/SS not visiting schools, female parents not much conscious	Poor: Due to less financial support, No provision of reward and punishment; HT's are not capable enough	Poor school governance in all districts
Teacher Union leader/Political leader/Journalist perspective	Poor: Political influence, illiterate society, minimal role of HT	Poor: Political influence, minimal role of HT, parent's never coming to school; SMC/PTA dysfunctional or not formed	Poor: Political influence, lack of transparency in financial part	Poor school governance in all districts, especially in remote areas
Organisational leader perspective	Poor: lack of government's monitoring; teachers not being punctual and having side business	Poor: lack of government's monitoring; lack of financial support; no authority to hire and fire teachers	Poor: lack of government's monitoring; teachers not serious about their jobs and sending their children to private schools	Low level of accountability of stakeholders
RP/SS/DEO perspective	Moderate: working together for betterment. Political influence is the main constraint	Weak: due to politics, HT's weak management; they themselves have little authority	Weak: no one ready to take responsibility, blaming to political party; RP's are disempowered – serving as messenger only	Buck-passing is a common culture
Partner agency perspective	Poor: overlapping the program. Weak monitoring by DEO	Weak: blaming DEO and local political leaders	Poor: weak coordination between DEO, Schools and NGO's	Weak coordination across partner agencies
Parents	Poor: because of HT/teacher's role in school (teachers are not serious in student's study. They prefers tuition and coaching to earn money)	Difficult to figure out the concept of school governance No or little participation in school affairs (going to school only on the result's day)	Difficult to figure out the concept of school governance No or little participation in school affairs	Very low: Parental engagement in school affairs seems non-existent



## Mapping of Education Stakeholders

Here we summarize I/NGO's or CBOs working in the area of school education in the three districts.

Table 4: I/NGO's Working on Education in the Selected Districts

Agency/I/NGO	Scope/Working areas/Focus	VDCs /No of Schools Covered	Key tasks
Jica (November 26, 2009 to March 31, 2012) with AASAMAN Nepal  (follow up project January 1, 2011 to December 31, 2012)	School building	Dhanusha district (19 VDCs) and Mahottari district (11 VDCs)	Also worked earlier on: - (TCP) Community-based Alternative Schooling Project (CASP)  - (GA) Construction of Primary Schools (Construction of school building; toilet; compound)  To strengthen participatory planning and management in schools; to promote inclusive quality education for all children; and to promote social norms to protect all children from all forms of violence
Community Family Welfare Association (CWFA)  (since 2003-2007)	Participatory Literacy & Action/Radio Listeners Groups (PLA/RLGs) class for poor and marginalized people	52 Village Development Committees from Sunsari, Siraha, Dhanusha and Banke districts	- Health education (Health and family planning issues)  - Reaching the poor and marginalized communities with quality reproductive health information and services
Aasaman-Nepal  (Since 1997 in Mahottari)	Child support through DEO's coordination	40 VDCs covered thus far; now in 10 VDCs in Mahottari, 10 VDCs in Dhanusha  Implemented "Strengthening local governance for inclusive quality education"  - School as zone of peace  SIP, VEP, DEP development support	Covered DEO's GATE (Girls' Access To Education program)  -17 VDCs and 50 schools with 5 Madrasas covered through a Norwegian Consortium comprising Ashman, <i>Janachetana</i> , Education Journal Group  -Supports in classroom teaching and learning; materials; training and innovation
Aasaman-Nepal  (supported by Norwegian Embassy)	Promoting quality of education for girls and marginalized children in Dhanusha – Aasaman		To attain the situation where all children of the age group 4 – 7 are in schools which sees the quality education and ensures active participation of parents to enhance and improve the situation of governance and accountability

			in schools of six VDCs of Dhanusha District.
Aasaman-Nepal in partnership with Save the Children Japan  (2003 - 2007)	Getting Children Out of Work and Into School	Dhanusha District (10 VDC)  1. Lakkar 2. Singhiyahi Maran 3. Nanupatti 4. Sonigama 5. Chakkar 6. Poureshwor 7. MithileshworNikas 8. KajaraRamoul 9. BhutahiPaterba 10. Jhatiyahi  Mahottari District (7 VDC)  78 schools, 54,945 children aged 5-14 (Each Child Monitoring Report, 2003), SMC, parents, teachers, community people, VDC officials	- Getting Children Out of Work and Into School  -Sensitization various stakeholders on implication of child labor and importance of girls' education  -School enrolment campaign  -Conduct bridge course and other alternate education programs (SOP--School Outreach Program)  -Dispatch and development of volunteer teachers at school level and <i>tole</i> tutors at community level  -Formation and facilitation of child committees at schools  -Advocacy for timely and adequate distribution of text books and scholarship, adequate number of teachers including female teachers  -Awareness-raising and capacity-building of SMC through training, periodic supervision and monitoring
Rural Reconstruction Nepal (RRN)	Furniture; building; wall; toilets		
Women Citizen Forum (WFC)	Every DVC has at least one, some have as many as 18	Citizen Awareness Center (CAC)	
Public Awareness Campaign Nepal (PAC) VDCs  March 1st 2015-	Dhanusha  Quality learning outcomes (specifying reading and writing) of girls, <i>tarai-dalits</i> and children with disabilities improved through establishment	<ul style="list-style-type: none"> <li>18 VDC of Dhanusha District with Norwegian fund.</li> <li>Lohana</li> <li>2) Sinurjora</li> <li>3) Nagarayan</li> <li>4) Sapahi</li> <li>5) Baniniya</li> <li>6) Gopalpur</li> <li>7) Raghunathpur</li> <li>8) Boharwa</li> <li>9) Sabaila ( ward no.: 1, 2, 3, 10, 11)</li> <li>10) Bhatihan</li> <li>11) Jijha</li> <li>12) Ghorghas</li> </ul>	<ul style="list-style-type: none"> <li>"Promoting Quality Education for Girls and marginalized group in the Terai"</li> <li>The working tools involve SIP, social audit, SMC, PTA formation. The school in which they are working are not totally secondary level. So they said they could focus on that matter.</li> <li>"SadakNatak" for awareness.</li> <li>Safer migration</li> </ul>

	of a quality teaching and learning process in 34 schools of 7 VDCs in Dhanusha District.	13) DhanushaDham ( ward no.: 3, 4, 5) 14) Lagma 15) AkaudaBirta 16) GaneshmanCharnathNagarpalika (ward no.: 10, 11) 17) Paterba 18) Dibdiha	<ul style="list-style-type: none"> <li>Promoting quality education: Focusing on out of school children, orientation training and media mobilization with the support of WE and Norwegian Embassy : Focus on SIP, social audit, SMC/PTA and child club formation</li> </ul>
Life Nepal	Dhanusha	<ol style="list-style-type: none"> <li>Janapriya Secondary School- Bhuchakrapur(ward no. 4)</li> <li>Ram Janaki HSS, Satasar - Sabaila (ward no. 6)</li> <li>KSHB HSS - KhajuriChanha (7)</li> <li>TribhuvanAdarsha HSS, Bindhi - Janakpur (23)</li> <li>LSS, Basbitti -Janakpur (22)</li> <li>Janata SS, Devpura - Janakpur</li> <li>TarapattiSirsiya LSS, - Tarapatti</li> <li>BP Koirala SS - Sapahi (3)</li> <li>Janata SS , BelhiRajaul -</li> <li>SohaniMujeliya SS, -</li> <li>Pidari LSS, - Janakpur (14)</li> <li>Ganga Prasad HSS - Thera</li> <li>Sarasawati SS, ThillaYaduwa</li> <li>SakalBhawanKanya HSS</li> <li>SankatMochan HSS -</li> <li>Mithila LSS - Thera</li> <li>Dhanush Janata HSS -</li> <li>AnarbattiTetribatti LSS Tarapatti</li> <li>Pritpur HSS, Parbata,</li> <li>Mulabari HSS, Bhiman,</li> <li>Rastriya SS, Rupaitha -</li> <li>Madan Ashrit LSS- Sabaila (1)</li> <li>Banigama - Sapahi ( 5)</li> <li>Dhabauli LSS LSS, - Dhabauli</li> <li>Kurtha LSS, - Janakpur (21)</li> <li>Hariharpur SS, Nighapur</li> <li>Sitapur LSS, - Bhuchakrapur</li> <li>HSS, Dhabauli - Dhabauli ( 2)</li> <li>Maknaha LSS, Mangraha –</li> <li>Bhanu HSS, Kishanpur</li> </ol>	<p>Completed GATE program funded by UNICEF; which was implemented from 2013 to 2016 AD.</p> <p>"Shambhav Zero Tolerance" funded by Restless Development" (September 2016- September 2018)</p>
Community Facility Welfare Association (CFWA) works with World Education'	Dhanusha	<p>22 VDC of Dhanusha</p> <ol style="list-style-type: none"> <li>Lohana</li> <li>Bauharwa</li> <li>Itharwa</li> <li>Prakhemahuwa</li> <li>Sabaila</li> <li>Raghunathpur</li> <li>Uma Prempur</li> <li>Sinurjora</li> <li>Ramdaiya</li> <li>Ghorghas</li> <li>Lagma</li> <li>TulsiyahiJabadi</li> <li>TulsiyahiNikash</li> </ol>	<ul style="list-style-type: none"> <li>"Sanga sangai"</li> <li>Non formal education for women</li> <li>Out of school girl education and girl education</li> </ul>

		<p>14) Bakchaura 15) Digambarpur 16) Bahedabela 17) Mukhiyapatti 18) SoniGaba 19) Jhatiyahi 20) KajaraRamaul 21) Poureshwor 22) JhatiyahiPrasai</p> <p>From this list Aasaman Nepal along with World Education and District Education Office work in 6 place; 1) SoniGaba 2) Mukhiyapatti 3) Jhatiyahi 4) JhatiyahiPrasai 5) KajaraRamaul 6) Poureshwor</p>	
<p>People Promote Centre (PPC) (April 1st 2015 to November 31, 2016)</p>	Dhanusha	<p>12 VDCs (40 SCHOOLS) 1) MukhiyapatiMusarniya 2) Dibdiha 3) DevpuraRupaitha 4) Chakkar 5)Aurahi 6) Duhabi 7) Dhabauli 8) Ekrahi 9) HathipurHarwara 10) Bauharwa 11) HanspurKathpulla 12) Baghchaura</p>	<ul style="list-style-type: none"> <li>• WASH in school program</li> <li>• Cleanliness of school and its surroundings</li> <li>• Child club formation and set up, child friendly toilet/ maintenance</li> <li>• Annual plan at school,</li> <li>• GATE program [Girls' Access to Education]</li> <li>• GATE works in different VDCs like Singhyahi Madan, Lakkar, Paterba and Chakkar.</li> </ul>
<p>Education Journalist Group (EJG) (2015-2016)</p>	<p>Promoting quality of education for girls and marginalized children in Dhanusha</p> <p>(supported by Norwegian Embassy)</p>		<p>Promote quality education for girls and marginalized children in the Terai.</p> <p>Increase access and community participation in school education improvement.</p> <p>Help institutionalize good governance system in public education sector/ community schools.</p>
<p>Young Champions for Girls' Education</p>		<p>-The program promotes local volunteers - Young Champions - as it advocates for girls to remain or return to school, older teens and young adults between 18-25 years of age are selected and trained to act as role models and encourage girls, particularly those from disadvantaged groups, to complete their education.</p> <p>-They also carry out mapping of out of school children and follow up on children who are absent from schools frequently. They visit homes and meet the parents and try to find out the cause behind their daughters absence in schools.</p> <p>-The Young Champions program was started in 2007 and is currently implemented in six districts: Saptari in the Eastern region and</p>	

	Dhanusha, Mahottari, Rautahat and Parsa in the central regions and Doti in the far eastern region. There are approximately 184 Young Champions across the six districts.
UNICEF programs (Homework Club for Girls, Menstrual Hygiene Management and Sports for Girls' Education Program)	
Girls' Access to Education (GATE) Program	-GATE program was initiated in 2011 to provide alternative education for out-of-school adolescent girls (never enrolled and drop-outs) in rural areas. -In 2014, the program expanded to Dhanusha, Rautahat and Parsa district.

### Challenges of School Governance and Accountability

Education reform efforts start from the lower level of the education system and the schools are the basic units to start with the reforms. While the Ministry of Education (MoE) is agency responsible for formulating policies, The Department of Education (DoE) is the key responsible agency for planning and execution of educational program. In between DEO and school lies the Resource Centre (RC) and it is mandated for providing professional backstopping for the teachers and school personnel in pedagogical work in the schools. Regional Education Directorate (RED) is another intermediary hierarchical agency between the MoE and DEO responsible for monitoring of the educational activities being implemented in districts.

- i) **High level of corruption:** A recent investigation by the Commission for the Investigation of Abuse of Authority (CIAA) has found that over one billion rupees from public funds is misappropriated annually under the expenditure headings of salary, text books and other operational costs for ghost schools that exist only in documents. Bad governance in schools is also characterised by absentee schools, absentee teachers, misuse of school improvement funds, and exploitation of scholarships meant for disadvantaged groups.
- ii) **High politicisation in schools:** Education sector continues to be characterised by high politicisation. The SMC elections often turn into hot bed for violence and political confrontations. Often it has resulted in formation of a weak foundation for an important school governing structure as SMC.
- iii) **Weak mechanisms to monitor and advocate for transparency and accountability of schools:** There are legal provisions requiring public schools to meet conditions such as public disclosure of funds, formation and functioning of SMC's and PTA's, developing and implementing SIPs and conducting social audits but their implementation is weak. The district level monitoring done by DEO is not comprehensive.
- iv) **Weak understanding and engagement of education stakeholders in school governance:** Key education stakeholders including SMC, PTA, children, parents, teachers, Head Teachers, child clubs, youth clubs, CSO's and other community-based organisations(CBOs) lack understanding and skills about the legal provisions and requirements of public schools for the use of public funds. The citizens, on the other hand, do not have adequate information on various education entitlements, such as education scholarships and budgets, mid-day meal schemes and school improvement plans (SIPs).

Also, SMC's do not have enough understanding of their roles and responsibilities and lack skills to deliver results.

Likewise, student **irregularity, truancy and dropout** are some burning problems most of the schools are facing. The cause of dropout was found to be marriage in case of girls, and economic factor and having to go abroad for earning for the boys. Quite similarly, managing teachers was also found not satisfactory given that teachers were not punctual to classes. A HT reported that some teachers stay at home or go to some places leaving their classes even without informing school authority. If they are at school, they go to class late, and come out early. Moreover, HT should be within the scope of punctuality as some teachers and students reported HTs often leave school stating they have some work in the DEO even when they do not go there. Some students reported that some teachers really do not teach, ask students to read and they just sit in the class. This has hampered in the quality of education in the school. Moreover, teachers were also not sure about the **quality of education** they were delivering in their schools, therefore some of the teachers were found to send their children to private schools. In this line, teachers and parents alike said that teachers who are teaching in community schools must send their children to the schools they are teaching in or any community school, not private schools.

### Gap Between Policies and Practices

Based on the review of literature and observation in the field, we found that there is less awareness of education actors and stakeholders on their roles and mandates in each school. Though there seemed some programs through different organization for maintaining quality, the scenario still showed that there is no proper training, follow up and monitoring mechanism from education authorities to reduce the gaps between assigned roles and performance of each stakeholder. So, there is a need of some special interventions that brings positive and effective difference from the upcoming programs. The upcoming program should also focus DEO so that it can work better to maintain governance in education system starting from district education office to the school level. The following table summarizes the gap between policies and practices of education governance in the selected districts.

Table 5: Policies Versus Practices in Dhanusha, Mahottari and Siraha

Stakeholders	Roles/mandates/functions	Practices
Head Teachers	<ul style="list-style-type: none"> <li>• Appoint HT's on seniority and competency for school leadership</li> <li>• Guardian of students</li> <li>• Administrative and managerial functions</li> <li>• Pedagogical leadership to teachers</li> <li>• Community relations</li> <li>• School leadership/management</li> </ul>	<ul style="list-style-type: none"> <li>• HT's are not as per SSRP norms and standards</li> <li>• Selected as per seniority not for competency</li> <li>• Weak leadership and school management/Leadership conflict</li> <li>• No support from teachers/parents</li> <li>• Less engagement of parents, more of political parties</li> </ul>
Teachers	<ul style="list-style-type: none"> <li>• Facilitate teaching learning process</li> <li>• Classroom management and delivery</li> <li>• Teaching material development/use</li> <li>• Build school –community relations</li> <li>• Get update on new curricula, policies and learning methods</li> </ul>	<ul style="list-style-type: none"> <li>• Poor preparation, lecturing in class</li> <li>• Late arrival and early leave in classroom</li> <li>• Low motivation, confidence and learning/updating</li> <li>• No accountably mechanism</li> </ul>

Stakeholders	Roles/mandates/functions	Practices
SMC	<ul style="list-style-type: none"> <li>• Meet once in two months and make overall plan of schools</li> <li>• Be responsive for school performance</li> <li>• Support HT's on teaching learning</li> <li>• Take leadership of school management</li> <li>• Generate and mobilize resources and networks for quality improvement</li> <li>• Plan, approve and monitor SIP</li> <li>• Monitoring and review school operation</li> </ul>	<ul style="list-style-type: none"> <li>• Bewilderment in its existence</li> <li>• Weak coordination among members, HT's and DEO</li> <li>• Focus on infrastructure and teachers recruitment</li> <li>• Passive roles in school management,</li> <li>• No updated on SIP and school budget</li> <li>• There is no routine among SMC for school monitoring</li> </ul>
PTA	<ul style="list-style-type: none"> <li>• Focus on quality improvement</li> <li>• More interaction between parents, students and teachers for learning</li> <li>• Carry out social audit for quality</li> <li>• Monitor work of SMC's</li> </ul>	<ul style="list-style-type: none"> <li>• Less than 10% schools have formed</li> <li>• Sign social audit made by HT's</li> </ul>
RP/SS	<ul style="list-style-type: none"> <li>• Provide professional support to teachers</li> <li>• Provide managerial support to HT/SMC/PTA</li> <li>• Bridge between DEO/VDC/Schools</li> <li>• Orient new policies/guidelines/plans</li> <li>• Monitor and supervise school operation</li> </ul>	<ul style="list-style-type: none"> <li>• RP's do not engage with teachers and learning interventions</li> <li>• Messenger between HT's and DEO's</li> <li>• visit schools for relation maintaining</li> <li>• Does not meet SMC's and PTA's</li> <li>• Visit school frequently</li> </ul>
DEO	<ul style="list-style-type: none"> <li>• Provide grant and technical support to schools on time</li> <li>• Monitor/supervise HT's, SMC's, PTA's and school performance</li> <li>• Issue and orient new guidelines, policies, norms and manuals</li> <li>• Reallocate teachers/resources/ schools</li> <li>• Ensure quality education for all children</li> </ul>	<ul style="list-style-type: none"> <li>• Grant goes to school late with weak technical support in school</li> <li>• Weak in monitoring and supervision</li> <li>• Political pressure in each activities</li> </ul>

## Section VI

### Conclusion and Recommendations

#### Conclusion

The study found that it is important to enhance the capacity of SMC, PTA, Head Teacher and Parents' to make them able to carry out their roles effectively in school governance. They are less aware on their roles and mandates in each school. Though they seemed to have some programs through different organizations for maintaining quality, the scenario still shows that there are no proper trainings, follow up and monitoring mechanism from Resource Centres and district education offices to reduce the gaps between assigned roles and performance of each stakeholder. So, there is a need of some special interventions that brings positive and effective difference from the upcoming programs. The upcoming program should also focus the DEO so that it can work better to maintain governance in education system starting from district education office to the school level. The focus of such interventions should include transparency, participation, and accountability. All of these dimensions are interlinked, and mutually supportive and reinforcing. Accountability is often related to participation. Likewise, transparency in the functioning of a legal framework would serve to ensure the accountability of schools.

The team concludes that there is a need to develop the skill of SMC/PTA, Head Teacher, teachers, parents, child clubs and other concerned stakeholders for SIP preparation, Social Audit report writing and school financial and other record keeping. So, it is recommended that a team of facilitators requires to be formed, who will stay at respective school until they finish doing SIP and other reports facilitating the school teachers and SMC's. It also helps in maintaining accountability and transparency in schools.

A plan of action can be designed where teacher professional organization along with local political actors can contribute to school improvement in the areas of delivering classes, sanitation, library management, material support, sponsoring training and workshop, monitoring and follow up support to the teachers.

The reform intervention needs to be directed in the light of nationally devised goals and objectives. The technical capacity building of school personnel in using ICT and software for data entry is needed. Further, there is a need of result/performance based monitoring and accountability mechanism.

#### Recommendations

Based on the review of extant literature and primary data collected from the field, some pragmatic approaches to addressing the challenging situation of school governance in the selected three districts are given below.

##### **A. District level education governance mechanism should be enabled to act more responsibly.**

District level education governance mechanisms need to act in a responsive manner for example, in reallocating teacher positions, filling in teaching posts, rewarding and punishing teachers, ensuring equitable distribution of training opportunities and resources, making textbooks and different scholarships available to the target schools and students in time. District Education

Office should maintain highest level of transparency and accountability in its governance – right from systematic record keeping to taking ownership of the decisions. Moreover, School Supervisors should regularly monitor schools. Teacher and student ratio is to be maintained. More focus should be given to make students regular in classroom by working with their parents. Provisions should be made to release teacher salary monthly, rather than quarterly. There is a strong need for upgrading the record keeping system in the districts. Therefore, to keep the data and information intact, record keeping system must be digitalized and upgraded. Moreover, a separate officer should be held accountable for information management system with proper skills.

Good governance is possible if we commit more professionally, act ethically and react responsibly. Therefore, Schools, Resource Centers, and DEO have to make their resources and fund management transparent. Likewise, they need to have a complaint box installed and check it and address the complaints periodically. Teachers and HT should be within the scope of punctuality, so should be the case with other school governing agency officials. Moreover, DEO staff should also be available full time during the office hours.

**B. School leaders must be made aware of the nature of their roles and responsibilities.**

Awareness raising and advocacy program should be conducted for SMC members, PTA members, parents, students and teachers. While SMC's need to focus more on school level planning, head-teachers need to carry out more technical functions including teacher performance reviews and teachers' time on task and teacher capacity building. For this, HT/SMC's capacity enhancement in relation to making governance more transparent and participatory is required. Every school should make available their monthly economic progress report by involving SMC, PTA, teachers and students. If HT is busy, SMC should appoint an assistant HT who would take charge of all academic activities (not economic). School should identify each student's needs and seek support from parents and NGOs/CBOs in facilitating those needs. Moreover, schools can seek project support to work for regularizing students' attendance and for bringing out of school children. Likewise, parents should also be encouraged to monitor their children's activities in schools.

Teachers should focus on students' activities while teaching, not just the course to cover. There should be alternative arrangements through partner's support if course completion becomes a normative standard. In special cases, where there are extreme cases like grade five students unable to write their names, other alternative and extra classes can be arranged through the support of some partner agencies. If students are poor both in family's economic background and in studies, they should be provided with extra support. It is therefore important to increase key stakeholders' understanding and capacity to improve school governance.

**C. It is mandatory to work on capacity building of the stakeholders for effective formulation and implementation of policies.**

The government and support agencies should play a more facilitative role to make school community (esp. SMC's, PTA's) active and capable of executing assigned responsibilities of school management. The government and other supporting partners should including NGO's should ensure that the schools having no such governing bodies has one by providing necessary support. More specifically, local level stakeholders are to be trained to prepare the SIP, VEP, DEP.

It is urgent to strengthen the capacity of CSO's and SMC's for improving compliance, transparency and accountability of community schools. Therefore, any willing institution or agency may help in strengthening the capacity of Head Teachers, SMC, PTA, Child Clubs, and

similar small groups that are active in improving school system. More importantly, a support mechanism should be developed at the District Education Office so that DEO can make a district wide plan of operation to build the capacity of SMC and PTA members through training, workshop, and study tour, technical and professional supports on a regular basis. SS and RP's are to be empowered with added authority and instructional leadership skills. They should be able to recognize and reward good teachers, and warn and punish irregular teachers. Support of local CBOs can be sought in this matter. DEO should also ensure that the schools receive incentives, textbooks, and relief grants including other grants timely. Likewise, while taking major decisions related to teachers' job and their professional development at district level, the District Education Office should involve the local community, SMC and teachers' professional organizations. At the school level, trainings, on accounting and transparency should be provided to the HT's, accountants and selected teachers.

**D. Creating a strong accountability mechanism in each school is necessary.**

The stakeholders in all three districts called for school improvement initiatives, especially in improving the governance scenario, in the districts. For this, it is important to create a strong accountability mechanism in school by improving information and data management system. This also helps to make HT and teachers accountable for teaching, achievement, behaviour and safety. HT and SMC should make school affairs including finance and budget flow transparent to the general public.

Though there is lack of clearly defined indicators for measuring good performance schools and schools demonstrating good governance characteristics, some of the community managed schools were worth to have been identified as the best practice schools. The schools located in backward areas can make school visits to learn from the practices of the good performing schools. Average and poor performing schools should learn from the good schools also about how to bring in supporting hands to school.

Local parents and community should be enacted to monitor school activities regularly. Since parental involvement in school is very low in most of the visited schools, it is important to motivate parents for their regular school visits. For this, parent education should be provided if possible, or minimum one parents' conference in a year should be arranged. Moreover, recognizing and honouring parents, CSO's, teacher organizations, etc. for their outstanding contribution to schools should be made a regular activity. This can encourage them to provide further support to schools. Any governance intervention should also work towards bringing parents to schools. NGOs can also support schools to call parents meetings, encourage parents to send their children to school and to visit school for observing their children's activities.

**E. Collaboration and coordination among different education agencies in the districts is needed.**

Cooperation between schools is often a feature of good practice in inclusive schooling. Therefore, collaboration between public-public or public-private schools would add value to make the schools more effective and improve the governance. The study showed that multi-stakeholder dialogue and collaboration in education governance is necessary. For this, support from external agencies including I/NGO's is an addition to the recipient schools/stakeholders. Therefore, it is better to make such support mechanism. These support mechanisms can be two phased; the first phase can cover schools through general support system, whereas the second phase must be based on equity – those deserving more support should get more. At the same time, careful attention needs to be taken to the effectiveness of those programs. In this regard, it

is suggested to make alliance of CBOs/NGOs to collaborate with implementing partners to bring about synergy complementing to each other's work.

### Strategic Project Interventions

In the light of above policy provisions and the gap seen between the policy and practice, following are the prioritized areas of strategic project interventions and their working modalities.

<i>Prioritized Strategic project interventions</i>	<i>Working modality</i>
<p>Develop awareness among community members, parents and SMC's on duties, roles and responsibilities of SMC, HT's, teachers, parents, and encourage transparency and participation in decision making</p>	<ul style="list-style-type: none"> <li>• Provide a short orientation.</li> <li>• Give a working tool (e.g. a checklist with who performs what and when) along with a schedule on how each stakeholder can contribute to school activities in relation to these themes and roles.</li> <li>• Facilitate them to use these tools accordingly on regular basis (by district level facilitators).</li> <li>• Develop some accountability tools (e.g. matrix for HT evaluation, student performance, teacher assessment, integrity indicators, etc.) for HT, teachers and SMC and facilitate them to use them.</li> <li>• Prepare a tool kit/manual which contains all the policy provisions related to school governance. Together, develop instruction and formats on when and how to use them.</li> </ul>
<p>Develop the skills on SIP construction, Social Audit report writing and financial and other record keeping system in schools.</p>	<ul style="list-style-type: none"> <li>• Develop simple guidelines and instructions.</li> <li>• Provide a team of facilitators to support in the preparation of SIP and other reports.</li> </ul>
<p>Using political environment for school benefits</p>	<ul style="list-style-type: none"> <li>• Provide a short orientation for local political actors and teacher union leaders.</li> <li>• Design a plan of action where teacher professional organization along with local political actors can contribute to school improvement, e.g. delivering classes, sanitation, library management, material support, sponsoring training and workshop, monitoring and follow up support to the teachers.</li> </ul>
<p>Implement a result-based monitoring and follow up support mechanism</p>	<ul style="list-style-type: none"> <li>• Form a monitoring team including different stakeholders.</li> <li>• Design result based monitoring tool and orient the team to use it.</li> <li>• Plan a monitoring schedule and implement it accordingly.</li> <li>• Motivate the teams by providing some incentives such as cash allowance or inter school/district visits so that they can also learn best practices elsewhere and implement them back in theirs.</li> </ul>
<p>Establish cooperation and collaboration between schools</p>	<ul style="list-style-type: none"> <li>• Help schools (mixed categories) form pairs or small groups within the coverage of the resource centre and design a plan of reform action with time bound program and its indicators.</li> <li>• Implement the joint plan and facilitate them.</li> </ul>

Introduce a mechanism of developing ideal Head Teacher/teacher/parents/students /SMC/NGO to raise ethical values and principles and positive thinking.

- Based on result based monitoring tool and overall performance of schools, select an ideal SMC/HT/Teacher/Parent in school/RC/VDC level.
- Provide incentives and rewards like cash/material prize, visit schemes, letter of appreciation etc. on some public occasions like Education Day.

Establish a system of sharing, dissemination and publicizing the school information/progress.

- After having oriented the school teachers on record keeping and dissemination, have them do these activities together with the facilitators.
- Identify the information to be disseminated and organize a weekly/bi-monthly parent assembly in school and disseminate the school information. It will be a kind of public hearing at local level.
- Put school activities on school notice board. Orient the teachers/HT for this and facilitate to prepare it.
- Distribute student report cards to the parents so that parents can also become more aware of their children's progress, and also know that their presence is necessary in schools.

Support the Head Teacher for their leadership and participatory decision making

- Have the HT develop a school development plan (SDP) and facilitate him/her to implement it, monitor the results and link it to rewards and incentives stated above.
- Facilitate Head Teachers to get inclusive and meaningful participation of all SMC members particularly the women, students (child clubs) and other parents in school activities. For this, the project staff/facilitators can manage the time to facilitate various meetings in schools.
- Plan for HT's instructional leadership and facilitate him/her to implement it.
- Support the HT to use School Audit, School Self-evaluation Tool developed by Education Review Office (ERO), Ministry of Education.
- Help them to analyse the results and disseminate it.

Above all, external support need to be channelized to make support facilities and services available, and in providing stakeholders with trainings and equipment. Spending should be focused on building positive attitude of the actors through result based incentives. Short orientation/trainings which are on site and project based can be provided. For example, a team of project facilitators can stay in a school for some days and provide support to the teachers/other actors to prepare a realistic SIP, keeping financial records, preparing social audit report etc. For this purpose, teachers/actors of more than one school could be gathered in one convenient place. After the support and training, project staff should regularly monitor the implementation and provide follow up support if and when needed.

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## Annexes

### Annex A: Thematic Guidelines

<b>Roles</b>	<b>WLM Tariff</b>	<b>Role Remit</b>
Head of School	1100	The provision of School leadership, developing and delivering School objectives for, in particular, teaching, research and knowledge transfer which are aligned with the University and College strategy.  Represents the School on the College Strategy and Management Committee.
Deputy Head of School	n/a	Temporary 'ad hoc' role from April 2016 to July 2017 to take on some of the internal School management roles normally undertaken by the HoS.
<b>Research Institute Roles</b>		<b>Role Remit</b>
Head of Research Institute  (GLE and EPS)	500	Provides academic leadership and management for academic and research staff within the Institute and to contribute to overall School academic leadership. Provides Annual Reflections Report to SPARC.
HoRI (GC)	450	
Deputy Head of Research Institute (EPS/GLE)	100	Is required to keep on top of Institute and SPARC business, in order to deputise as necessary, and to undertake other duties as decided by Head of Research Institute. Takes the lead in co-ordinating Institute research support activities, oversees Research Groups, and represents the Institute on the Research Committee.
DHoGC	150	
<b>Research Roles</b>		<b>Remit</b>
Director of Research	500	Leads the development of the School's strategy for Research, Innovation and Knowledge Transfer in consultation with other SPARC members (notably HoS and HoRIs). Provides Annual Statistical Report to SPARC. Represents the School on the College Research Committee.
Deputy Director of Research	100	Contributes to the development of the School's strategy for Research, Innovation and Knowledge Transfer with specific focus on social science, arts and humanities and interdisciplinary activities across the School.
Director of PGR	400	Provides overall academic leadership for the School's PGR activity. Ensures that University, College, and School PGR policies are implemented effectively. Provides Annual PGR report to SPARC. Represents the School on the College Research Training Committee.
Head of PGR Training & Progress	150	Co-ordinates and delivers provision of PGR induction and training within the School.

Head of PGR Recruitment	150	Co-ordinates and delivers PGR recruitment within the School
Head of Social Science Recruitment	150	Coordinates and delivers provision of Social Science PGR recruitment within the School.
NERC DTP Director	600	Leads the Doctoral Training Programme and has overall responsibility for the DTP budget and liaison with and reporting to NERC.
NERC Deputy DTP Director	300	Leads DTP PhD training and career development programme and supports the DTP Director.
<b>Teaching Management Roles</b>  (see the TO Handbook for full details)		<b>Remit</b>
Director of Teaching	770	Leads and develops the strategy and policy for all learning and teaching in the School. Represents the School on the College Learning and Teaching Committee
Director of PGT (Deputy Director of Teaching)	250	Has delegated responsibility for developing the strategy and policy related to taught postgraduates courses and programmes
Senior Personal Tutor	150	Provides leadership and guidance to Personal Tutors and advises on complex cases of student progression.
Deputy to Senior Personal Tutor	100	Provides guidance to PTs and deputises for the Senior PT.
Co-ordinator of Geography Programmes	300	Provides leadership for the suite of Geography degrees (including joint degrees with other Schools) and contributes to the strategic leadership of teaching and learning in the School. Takes part in teaching allocation meetings.
Co-ordinator of Earth and Ecological Science Programmes	350	Provides leadership for this suite of degrees and contributes to the strategic leadership of teaching and learning in the School. Takes part in teaching allocation meetings.
Degree Programme Convenors (four additional roles)	Between 50 and 200, depending on Prog size	Responsible for the overall organisation of their programmes and the monitoring of quality. Chairs Student Staff Liaison Committees
Head of T&D Training	100	Ensures that the School's Tutors and Demonstrators are supported and trained.
School Academic Misconduct Officer	50	Deals with cases of suspected plagiarism.
Chairs of Boards of Examiners (<10)	30	Formally appointed by College and responsible for ratification of outcomes for students.
Chair of Board of Studies	50	Ensures that any new or modified courses or programmes receive proper scrutiny.
<b>School Activities and Services Roles</b>		<b>Remit</b>
Director of QA	100  (tbc)	Provides guidance on QA processes for all students and programmes. Submits Annual Report to SPARC. Represents the School on the College Quality Assurance Committee.
Academic Head of Facilities	500	Responsible for leading the effective and strategic management of the School's facilities. As a newly expanded role, there will be an initial phase of developing new processes and structures, followed

		by an ongoing commitment to leading effective and responsive management to ensure we retain the best people and our ability to innovate to support world-class teaching and research.
Chair of IT Committee	50	Convenes the IT Committee and ensures that the strategic development of the IT service matches that required by users.
Chair of the Research Ethics and Integrity Committee	50	Oversees the creation and implementation of policies and processes to ensure that research in the School follows the University's ethical principles.
Equality and Diversity Co-Ordinator	50	Supports the implementation of the University's Equality & Diversity strategy within the School. Represents the School on the College Equality and Diversity Committee.
Athena Swan Champion	50 (ongoing)	Encourages the development of gender equality and supports the implementation of current action plan.
Director of Internationalisation	80	Provides leadership and delivery of School strategic and operational activity in support of internationalisation.
Chair of Library Users Group	50	Represents the School's interests on the College Library Committee

## Annex B: Guidelines for District Level Stakeholder Consultation

Situation of school governance and accountability	What are the basis/criteria	Functionality of existing structures and mechanisms	What else could be improved
3 (Very) good Schools			
3 Average Schools			
3 (very) poor Schools			
What education providers are in place in the district?	Their coverage (VDCs; Schools; how long have they been working)	Their Focus (Special needs children; poor and deprived, etc.)	Any remarks
Challenges of education sector in reference to school governance and accountability			
Gap between policies and practices			
Documents / Worthy points of mention			
School reports/SIPs			
Social audit			
Flash(Enrolment and dropout)			
Budget flow			
Support or reforms called for in school governance/accountability			
Governance structure			
Working modality			
Transparency			
Accountability relationships			
Participation / Inclusion			
Delivery of services such as scholarships, constructions, textbooks, etc.			
Cooperation between schools (public-public; public-private)			
Status of parent and community involvement in school			

## Annex C: Interview/FGD Guidelines

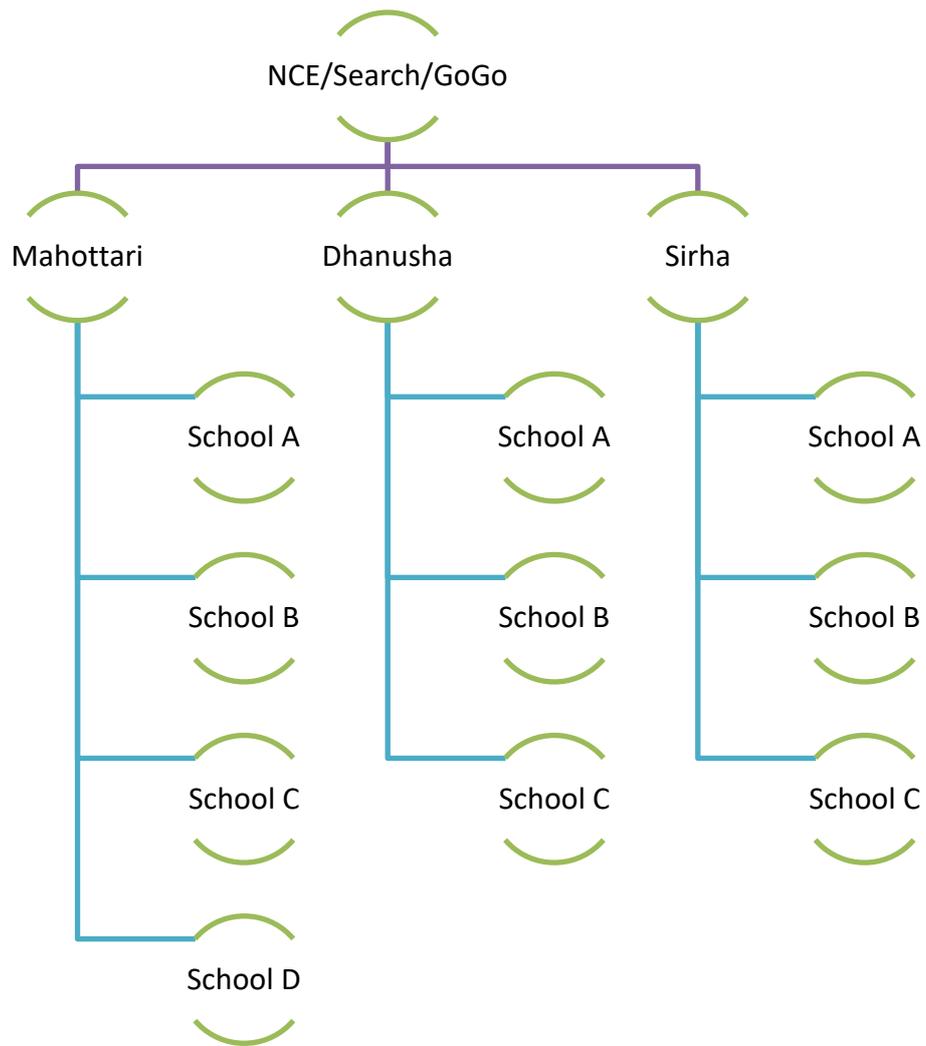
<b>HT's/Teachers/parents/children/youth clubs/RP's/CSO's</b>		
Provision and practice of social audit (by any other name):		
How? Who are involved?		
Reporting mechanism		
Complaint/feedback (from parents and children) provision		
Enrolment and dropout situation (document): what is your say about this situation?		
<b>Supporting partners and their scope</b> (why are they supporting, how beneficial are their support, what should they do further?)		
<b>SMC/PTA</b> formation, working modality, roles, participation, frequency of meetings, voice and decisions (Who is/are dominant and why?)		
Reaction to roles of CSO's, NGOs		
Challenges / Key areas to improve in school governance / management		
How can good governance be ensured?		
Knowledge of and access to policy provisions (what) to improve school governance	Implementation of Policies	Participation in Decision Making
Parents' and students' perception of their school (their own or not): How?		
How supportive/hindering have CSO's found school administration?		
What measures are in place to make the school system transparent and accountable?		
What measures are needed to make the school system transparent and accountable?		
How often and regular SIP and other strategic documents developed and updated? CAS?		

How are funds generated? Who contributes? Any special fees? (How are book corners, libraries etc. managed?)

**General Practices**

- Implementation of free and compulsory education
- Functioning of SMC's and PTA's
- Status of school improvement plan
- Support schools/teachers receive (pedagogical/managements) from RP's and SSs
- Implementation of local curriculum and piloting of new curriculum
- Implementation of continuous assessment (CAS) system
- Supply of textbooks and distribution of scholarships
- Teacher recruitment, management and professional development
- Implementation of local governance and child friendly local governance framework
- Implementation of school health and nutrition strategy
- Support mechanisms for special needs and weak children
- Formulation and implementation of school calendar and code of conducts
- Engagement of children and parents in school activities / governance including mobilization of Child Clubs and their parents
- Social auditing and stakeholders mobilization
- Operation and management of ECED
- Purchasing and procurement

## Annex D: Sampling Frame of the Study



## Annex E: Key Techniques Applied for Data Collect

Techniques applied	Districts									
	Mahottari				Dhanusha			Siraha		
District level consultation	<b>12</b> (DEO: Program Officer 1; SS 2; RP 1) <b>Teacher Org: 4; Journalist: 1; Youth Network: 1; Head Teacher: 3</b> (*A Head Teacher is also counted in teacher organization leader).				<b>17</b> (For DEO 1; SS: 1; RP's: 4; Teacher Org: 4; NGOs: 4; HT: 3)			<b>11</b> (DEO personnel: 9; NGO personnel: 2)		
Debriefing	<b>16</b>				<b>19</b>			<b>24</b>		
Interaction with NGO/CSO/Teachers' Associations, Political Party members	<b>6</b>				<b>6</b>			<b>4</b> (No NGOs are active currently. Other CSO/ political party members)		
School wise participants	A Jaleswor	A Sahorwa	B Ankar	C Ekdarabela	A Samudai k	B Kanya	C Aadarsh a	A Hakpar a	B Aura hi	C Mada r
Interview with (Asst.) Head Teacher	1	1	1	1	1	1	1	1	1	1
Interview/FGD with teachers	2	6	3	4	1	1	1	7	6	4
FGD with Students	4	8+	0	9	6	9	11	10	12	4
Interview with parents/SMC members	2	4	2	1	8+	9	9	1	2	1
Classroom Observation	4	2	0	2	4	2	1	2	2	1

## Annex F: School Observation Checklist

Date:

Time:

- Name of School:
- Location of school:
- Date of School Establishment:
- School Infrastructures:
- Record of Students and teachers :
- Students participation and engagement:
- Scholarship distribution:
- Textbooks/learning aids distribution and availability:
- Grade flash/progress reports:
- Student register attended:
- Complaint box:
- Notice board:
- Social audit documents:
- Meeting minutes:
- Parent-teacher/Head Teacher interaction:

### Class Observation

- Grade:
- Subject:
- Teacher:
- Medium of instruction:
- Location (i.e., accessibility):
- Electricity (available 24 hours per day):
- Lighting:
- Ventilation (heating/cooling):
- Seating for teacher:
- Accessible seating for work in small groups:
- Audiovisual capability (accessible):
- Computer access:
- Internet access:
- Accessible toilets and hand-washing facilities:
- Separate toilets for male and female depending on existing requirements:
- Position of board:
- Desk and benches arrangement:

### Record of Students and teachers and documents

Class wise student record as per Flash Report, School attendance register and head counting on the visit day:

Grade	Flash Report			Student Register			Attendance on school visit day		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	total
ECD									
One									
Two									
Three									

Four									
Five									
Six									
Seven									
Eight									
Nine									
Ten									
Total									

**Teacher data**

School	Teachers		Teacher Type					
	Male	Female	Permanent	Temporary	Relief quota	Local teachers (nijishrot)	Project support	
A								
B								
C								

**Any other observation and reflection**

## Annex G: Comparative Chart on the Status of Education

### Education Status of the Three Districts Comparing With National Average

Sub sector/thematic area		National (2015/16)	Dhanusha	Mahottari	Siraha
	Key Education Performance Indicators				
<b>1. Early Childhood Education Development/Pre-Primary Education (PPE/ECED)</b>					
1.1	Gross Enrolment Ratio (GER) in PPE/ECED	81 <sup>a</sup>	18688	20515	21988
1.2	% of PPE/ECED teachers with required qualification	42.16 <sup>a</sup>	764	621	642
1.3	% of PPE/ECED teachers with one month training	0	0	0	0
1.4	% of grade 1 new entrants with ECED experience	62.4 <sup>a</sup>	95.6	73.3	80.2
<b>2. Basic education (grades 1–8)</b>					
2.1	Gross intake rate in grade 1	136.7 <sup>a</sup>	100.1	141.0	98.8
2.2	Net intake rate in grade 1	93.9 <sup>a</sup>	89.4	86.7	88.7
2.3	GER of basic (grades 1-5)	135.4 <sup>a</sup>	118.8	137.5	103
2.4	Net enrolment ratio (NER) in basic education (grades 1-5)	96.6 <sup>a</sup>	94.6	96.3	91.2
2.5	GER of basic education (grades 1-8)	120.1 <sup>a</sup>	92.5	109.5	85.9
2.6	NER of basic education (grades 1-8)	89.4 <sup>a</sup>	75.5	80.2	76.4
2.7	Gender Parity Index (GPI) in NER in basic education (grades 1-8)	1 <sup>a</sup>	NA	NA	NA
2.8	Survival rate for grade 8		NA	NA	NA
2.9	Completion rate for basic education level	69.7 <sup>a</sup>	NA	NA	NA
2.10	% of out of school children in basic education (age 5-12)	11.3 <sup>a</sup>	NA	NA	NA
2.11.1	Students' learning achievement scores (%) in grade 5	Maths: 48.3 <sup>b</sup>	NA	NA	NA
2.11.2		English: 46.8 <sup>b</sup>	NA	NA	NA
2.11.		Nepali: 46.3 <sup>b</sup>	NA	NA	NA

Sub sector/thematic area		National (2015/16)	Dhanusha	Mahottari	Siraha
	Key Education Performance Indicators				
2.12.1	Students' learning achievement scores (%) in grade 8 (based on National Assessment for Student Achievements, NASA)	Maths: 35 <sup>c</sup>	NA	NA	NA
2.12.2		Nepali: 48 <sup>c</sup>	NA	NA	NA
2.12.3		Science: 41 <sup>c</sup>	NA	NA	NA
<b>3.1</b>					
3.1	GER in grades 9-10	75.1 <sup>a</sup>	52	58.1	58.1 (013/14)
3.2	GER in grades 9-12	56.7 <sup>a</sup>	29.2	37.2	34.7
3.3	NER in grades 9-10	57.9 <sup>a</sup>	44.1	40.9	45.1
3.4	NER in grades 9-12	37.7 <sup>a</sup>	23	22.5	27.9
3.5	Survival rate to grade 10	37.10 <sup>a</sup>	NA	NA	NA
3.6	GPI in NER in grades 9-12	0.99 <sup>a</sup>	NA	NA	NA
3.7	Transition rate from grade 8 to 9	93 <sup>a</sup>	NA	NA	NA
<b>4.1</b>					
4.1	Literacy rate 6 years+	65.9 <sup>d</sup>	NA	NA	NA
4.2	Literacy rate 15-24 years	87.5 <sup>e</sup>	NA	NA	NA
4.3	Literacy 15+ years	57 <sup>f</sup>	NA	NA	NA
<b>5.1</b>					
5.1	% of female teachers in basic level	38.8	NA	NA	NA
<b>6.1</b>					
6.1	Education sector budget as % of national budget	12.04%	NA	NA	NA

Sources: a. DoE (2016). *Flash I Report, 2014/15*; b. ERO (2016). *NASA Report 2016*; c. (2016). *NASA Report 2015*;

d. CBS (2011). *National Statistics Report*; e. NPC (2014); f. CBS (2011)

## Annex H: Supplementary Data Sheets

Table 1: Number of community schools received the government fund within two months of time in each trimester in FY 2014/015

District Code	Dist_Name	Total number of reported schools	Status of government fund received by schools															
			1st Trimester							2nd Trimester								
			1st	2nd	Total of first and second months	% of schools in I & II Months	3rd	% of schools in III month	4th	% of schools in IV month	1st	2nd	Total of first and second months	% of schools in I & II Months	3rd	% of schools in III month	4th	% of schools in IV month
0.1	<b>Total</b>	<b>29133</b>	<b>621</b>	<b>2485</b>	<b>3106</b>	<b>10.7</b>	<b>22339</b>	<b>76.7</b>	<b>3688</b>	<b>12.7</b>	<b>1595</b>	<b>9488</b>	<b>11083</b>	<b>38.0</b>	<b>14107</b>	<b>48.4</b>	<b>3943</b>	<b>13.5</b>
16	Siraha	439	19	40	59	13.4	316	72.0	64	14.6	27	197	224	51.0	165	37.6	50	11.4
17	Dhanusha	366	28	40	68	18.6	237	64.8	61	16.7	21	29	50	13.7	172	47.0	144	39.3
18	Mahottari	384	5	3	8	2.1	259	67.4	117	30.5	6	46	52	13.5	222	57.8	110	28.6

Table 2: Number of community schools that reported on school physical information and management aspects, Flash II 2014-015

District Code	Dist_Name	Total number of reported schools	Schools received the Govt. Funds			Schools with SIP			Schools performed the social Audit			Schools performed the financial Audit		
			Y	N	% of yes	Y	N	% of yes	Y	N	% of yes	Y	N	% of yes
0.1	<b>Total</b>	<b>29133</b>	<b>28134</b>	<b>999</b>	<b>96.6</b>	<b>27465</b>	<b>1668</b>	<b>94.3</b>	<b>26765</b>	<b>2368</b>	<b>91.9</b>	<b>24872</b>	<b>4261</b>	<b>85.4</b>
16	Siraha	439	436	3	99.3	376	63	85.6	372	67	84.7	324	115	73.8
17	Dhanusha	366	345	21	94.3	334	32	91.3	297	69	81.1	297	69	81.1
18	Mahottari	384	379	5	98.7	341	43	88.8	325	59	84.6	316	68	82.3

Table 3: Based on the School Calendar the planned and actual school opening days for teaching learning and other activities, Flash II 2014-015

Dist_Cod e	Dist_ Nam e	Tot. Sch ool s	Planned days for teaching learning and other activities						Actual days for teaching learning and other activities							
			Tot al nu mber of sch ool ope nin g day s	Of the total school opening days			Of the total 365 days			Tot al nu mber of sch ool ope nin g day s	Of the total school opening days			Of the total 365 days		
				Tea chin g lear ning days	Ex am s da ys	Extr a Curricula r activ ities days	Holi days	Loc al Fest ival s Day s	Tea chin g lear ning days		Ex am s da ys	Extr a Curricula r activ ities days	Holi days	Loc al Fest ival s Day s		
<b>0.1</b>	<b>Total</b>	<b>33070</b>	<b>233</b>	<b>190</b>	<b>25</b>	<b>21</b>	<b>115</b>	<b>13</b>	<b>226</b>	<b>186</b>	<b>25</b>	<b>16</b>	<b>125</b>	<b>13</b>		
16	Siraha	442	229	188	28	17	117	15	222	183	26	13	128	15		
17	Dhanusha	360	234	196	26	16	114	13	217	180	26	13	134	12		
18	Mahottari	373	229	187	26	20	122	10	228	184	25	21	124	11		

Table 4: Average times of School Monitoring by Resource Persons (RP's), School Supervisor (SS) and by others, 2014-015

Dist_Code	Dist_Name	Average Times of School Monitored by			Tot. Schools
		Resource Person	School Supervisor	Others	
<b>0.1</b>	<b>Total</b>	<b>3.0</b>	<b>1.7</b>	<b>1.4</b>	<b>33070</b>
16	Siraha	1.8	1.0	1.6	442
17	Dhanusha	1.9	1.3	1.7	360
18	Mahottari	2.1	1.6	3.2	373

Table 5: Number of schools by the times of School Management Committees (SMC's) Meeting in all types of community schools, Flash II 2014-015

District Code	Dist_Name	Total schools	Number of Schools by the Times of SMC Meetings Held				
			Between 1 to 6 times	Between 7 to 12 times	Between 13-18 times	Above 18 times	Didn't held at all
<b>0.1</b>	<b>Total</b>	<b>29133</b>	<b>11122</b>	<b>11204</b>	<b>2966</b>	<b>1017</b>	<b>2824</b>
16	Siraha	439	139	121	20	8	151
17	Dhanusha	366	102	100	13	10	141
18	Mahottari	384	111	123	25	8	117

Table 6: Participation of local people in SMC, Flash II 2071 (2014-015)

District Code	Dist_Name	SMC												
		Total schools	Total	Female	Male	Dalit	Janjati	Select ion	Electi on	% of Female member	% of Dalit member	% of Janjati member	% of SMC formed by consensus	% of SMC formed by Election
<b>0.1</b>	<b>Total</b>	<b>29133</b>	<b>279284</b>	<b>61654</b>	<b>217630</b>	<b>32518</b>	<b>102222</b>	<b>25774</b>	<b>3359</b>	<b>22.1</b>	<b>11.6</b>	<b>36.6</b>	<b>88.5</b>	<b>11.5</b>
16	Siraha	439	1918	383	1535	338	552	376	63	20.0	17.6	28.8	85.6	14.4
17	Dhanusha	366	1700	312	1388	273	604	231	135	18.4	16.1	35.5	63.1	36.9
18	Mahottari	384	3419	624	2795	542	827	322	62	18.3	15.9	24.2	83.9	16.1

Table 7: Participation of local people in PTA, Flash II 2071 (2014-015)

District Code	Dist_Name	PTA												
		Total schools	Total	Female	Male	Dalit	Janjati	Selecti on	Electi on	% of Female member	% of Dalit member	% of Juniat i member	% of PTA formed by consensus	% of PTA formed by Election
<b>0.1</b>	<b>Total</b>	<b>29133</b>	<b>266440</b>	<b>75295</b>	<b>191145</b>	<b>37556</b>	<b>105756</b>	<b>25889</b>	<b>3244</b>	<b>28.3</b>	<b>14.1</b>	<b>39.7</b>	<b>88.9</b>	<b>11.1</b>
16	Siraha	439	846	242	604	192	311	367	72	28.6	22.7	36.8	83.6	16.4
17	<b>Dhanusha</b>	<b>366</b>	<b>717</b>	<b>180</b>	<b>537</b>	<b>114</b>	<b>356</b>	<b>316</b>	<b>50</b>	<b>25.1</b>	<b>15.9</b>	<b>49.7</b>	<b>86.3</b>	<b>13.7</b>
18	Mahottari	384	1020	222	798	181	451	338	46	21.8	17.7	44.2	88.0	12.0

Table 8: Average attendance rates of students' on dated three different days by grade, 2014-015

Dist_Code	Dist_Name	Grade wise students' attendance rates													
		1	2	3	4	5	6	7	8	9	10	Total 1-5	Total 6-8	Total 9-10	Total of 1-10
0.1	<b>Total</b>	<b>79.3</b>	<b>83.1</b>	<b>85.3</b>	<b>84.7</b>	<b>85.6</b>	<b>86.0</b>	<b>88.7</b>	<b>88.8</b>	<b>90.1</b>	<b>90.9</b>	<b>83.6</b>	<b>87.9</b>	<b>90.5</b>	<b>86.2</b>
16	Siraha	79.8	82.1	83.9	84.2	82.3	82.7	80.3	80.1	84.5	86.4	83.7	81.0	85.4	82.6
26	Dhanusha	76.3	79.6	84.0	80.1	79.2	89.9	94.6	93.4	88.3	94.1	77.3	92.7	91.2	86.0
27	Mahottari	77.7	75.9	79.6	76.6	77.8	81.1	82.4	82.2	87.7	87.3	77.1	81.9	87.5	80.8

Table 9: Percentage of teachers by training status at primary levels in community school (based on reporting), Flash II\_2014-015

District_code	District_Name	% of trained teachers at primary level in Community schools only								
		Full Trained			Partial Trained			Untrained		
		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>96.1</b>	<b>96.5</b>	<b>96.4</b>	<b>2.5</b>	<b>2.5</b>	<b>2.5</b>	<b>1.4</b>	<b>1.0</b>	<b>1.2</b>
16	Siraha	95.0	96.3	96.1	3.1	2.7	2.9	1.9	1.0	0.9
17	Dhanusha	94.8	96.1	95.8	4.7	3.5	3.9	0.5	0.4	0.3
18	Mahottari	96.4	96.4	96.4	3.2	2.1	2.5	0.4	1.5	1.0

Table 10: Percentage of teachers by training status at lower secondary levels in community school (based on reporting), Flash II\_2014-015

District_code	District_Name	% of trained teachers at lower secondary level in Community schools only								
		Full Trained			Partial Trained			Untrained		
		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>83.1</b>	<b>84.0</b>	<b>83.8</b>	<b>3.3</b>	<b>2.4</b>	<b>2.6</b>	<b>13.6</b>	<b>13.6</b>	<b>13.6</b>
16	Siraha	84.8	83.6	84.2	2.5	10.6	10.8	12.7	5.8	5.0
17	Dhanusha	75.4	78.4	78.2	13.3	13.3	14.1	11.3	8.3	7.6
18	Mahottari	75.8	94.1	91.4	0.0	2.8	2.6	24.2	3.2	5.9

Table 11: Percentage of teachers by training status at secondary levels in community school (based on reporting), Flash II\_2014-015

District_code	District_Name	% of trained teachers at secondary level in Community schools only								
		Full Trained			Partial Trained			Untrained		
		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>91.9</b>	<b>94.0</b>	<b>93.0</b>	<b>6.3</b>	<b>2.6</b>	<b>4.4</b>	<b>1.7</b>	<b>3.4</b>	<b>2.6</b>
16	Siraha	94.5	90.2	92.3	3.6	5.5	4.5	1.9	4.3	3.1
17	Dhanusha	100.0	91.9	95.9	0.0	7.0	3.5	0.0	1.1	0.6
18	Mahottari	70.4	92.4	81.4	27.7	5.3	16.5	1.8	2.4	2.1

Table 12: Total number of teachers at primary level in all types of schools by Dalit and Janajati categories (based on reporting), Flash II\_2014-015

District_code	District_Name	Primary level								
		Total Teachers			% of Dalit teacher in total			% of Janajati teacher in total		
		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>78630</b>	<b>109054</b>	<b>187684</b>	<b>3.6</b>	<b>6.2</b>	<b>5.1</b>	<b>27.7</b>	<b>32.3</b>	<b>30.4</b>
16	Siraha	696	1529	2225	2.6	6.7	5.4	17.0	17.3	17.2
17	Dhanusha	602	1368	1970	8.5	10.2	9.6	12.0	13.2	12.8
18	Mahottari	714	1238	1952	4.1	9.0	7.2	13.6	15.9	15.1

Table 13: Total number of teachers at lower secondary level in all types of schools by Dalit and Janajati categories (based on reporting), Flash II\_2014-015

District_code	District_Name	Lower secondary level								
		Total Teachers			% of Dalit teacher in total			% of Janajati teacher in total		
		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>14434</b>	<b>37914</b>	<b>52348</b>	<b>2.9</b>	<b>4.4</b>	<b>4.0</b>	<b>19.4</b>	<b>20.1</b>	<b>19.9</b>
16	Siraha	40	337	377	2.5	5.6	5.3	17.5	26.7	25.7
17	Dhanusha	28	327	355	3.6	6.1	5.9	14.3	9.5	9.9
18	Mahottari	48	289	337	2.1	8.3	7.4	8.3	11.4	11.0

Table 14: Total number of teachers at secondary level in all types of schools by Dalit and Janajati categories (based on reporting), Flash II\_2014-015

District_code	District_Name	Secondary level								
		Total Teachers			% of Dalit teacher in total			% of Janajati teacher in total		

		F	M	T	F	M	T	F	M	T
<b>0.1</b>	<b>Total</b>	<b>6775</b>	<b>32083</b>	<b>38858</b>	<b>5.2</b>	<b>4.3</b>	<b>4.4</b>	<b>16.7</b>	<b>18.7</b>	<b>18.3</b>
16	Siraha	38	294	332	0.0	7.5	6.6	2.6	11.9	10.8
17	Dhanusha	34	331	365	5.9	13.9	13.2	2.9	4.5	4.4
18	Mahottari	26	264	290	7.7	8.3	8.3	23.1	12.1	13.1

Table 15: Grade wise promotion rates at primary level, Flash I\_2072 (2015-016)

Dist_c ode	District_ name	% of Primary Level Total Promotion rates																	
		Grade 1 to 2			Grade 2 to 3			Grade 3 to 4			Grade 4 to 5			Grade 5 to 6			Grade 1-5		
		Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal
<b>0.1</b>	<b>Total</b>	<b>81.9</b>	<b>81.1</b>	<b>81.5</b>	<b>89.7</b>	<b>89.4</b>	<b>89.6</b>	<b>90.7</b>	<b>90.6</b>	<b>90.6</b>	<b>91.8</b>	<b>91.1</b>	<b>91.5</b>	<b>92.5</b>	<b>92.0</b>	<b>92.2</b>	<b>88.7</b>	<b>88.2</b>	<b>88.5</b>
16	Siraha	80.1	72.1	76.3	90.2	92.5	91.2	88.8	89.8	89.2	93.1	91.9	92.6	91.9	91.1	91.5	87.9	86.0	87.0
17	Dhanusha	81.3	74.5	78.0	89.4	90.2	89.8	91.7	92.8	92.2	91.5	92.4	92.0	91.8	90.8	91.3	88.9	87.6	88.2
18	Mahottari	85.7	91.4	88.5	90.7	93.3	91.9	93.1	93.8	93.4	93.5	92.0	92.7	95.2	93.5	94.4	91.0	92.7	91.8

Table 16: Grade wise repetition rates at primary level, Flash I\_2072 (2015-016)

Dist_c ode	District_ name	% of Primary Level Total Repetition																	
		Grade 1			Grade 2			Grade 3			Grade 4			Grade 5			Grade 1-5		
		Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal
<b>0.1</b>	<b>Total</b>	<b>13.4</b>	<b>14.0</b>	<b>13.7</b>	<b>6.5</b>	<b>6.5</b>	<b>6.5</b>	<b>5.8</b>	<b>5.8</b>	<b>5.8</b>	<b>5.0</b>	<b>5.5</b>	<b>5.3</b>	<b>4.1</b>	<b>4.3</b>	<b>4.2</b>	<b>7.5</b>	<b>7.8</b>	<b>7.6</b>
16	Siraha	14.0	16.6	15.2	6.4	6.3	6.3	6.6	6.0	6.3	3.0	5.1	4.0	3.4	4.6	3.9	7.5	8.7	8.0
17	Dhanusha	15.1	20.8	17.9	5.0	5.0	5.0	4.2	5.9	5.0	5.0	4.2	4.6	4.5	4.9	4.7	7.0	8.7	7.8
18	Mahottari	4.5	2.0	3.3	4.1	2.1	3.1	3.8	1.6	2.7	3.7	3.9	3.8	2.1	2.4	2.2	3.8	2.3	3.1

Table 17: Grade wise drop out rates at primary level, Flash I\_2072 (2015-016)

Dist_c ode	District_ name	% of Primary Level Total Dropout																	
		Grade 1			Grade 2			Grade 3			Grade 4			Grade 5			Grade 1-5		
		Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal	Gi rls	Bo ys	To tal
<b>0.1</b>	<b>Total</b>	<b>4.7</b>	<b>4.9</b>	<b>4.8</b>	<b>3.8</b>	<b>4.1</b>	<b>3.9</b>	<b>3.5</b>	<b>3.6</b>	<b>3.6</b>	<b>3.2</b>	<b>3.4</b>	<b>3.3</b>	<b>3.4</b>	<b>3.7</b>	<b>3.5</b>	<b>3.8</b>	<b>4.0</b>	<b>3.9</b>
16	Siraha	6.0	11.3	8.5	3.5	1.2	2.4	4.6	4.2	4.4	3.9	3.0	3.4	4.7	4.4	4.5	4.6	5.4	5.0
17	Dhanus ha	3.6	4.7	4.1	5.6	4.7	5.2	4.1	1.3	2.8	3.5	3.4	3.5	3.7	4.3	4.0	4.1	3.7	3.9
18	Mahotta ri	9.8	6.6	8.3	5.2	4.6	4.9	3.1	4.6	3.8	2.8	4.1	3.4	2.7	4.2	3.4	5.2	5.0	5.1

Table 18: Grade wise promotion rates at lower secondary and secondary level, Flash I\_2072 (2015-016)

Dist_ co de	Distric t_ nam e	% of LSS and SS Level Total Promotion rates																				
		Grade 6 to 7			Grade 7 to 8			Grade 8 to 9			Grade 9 to 10			Appeared in the SLC Exam			Grade 6 to 8			Grade 9-10		
		G irls	B oy s	T ot al	G irls	B oy s	T ot al	G irls	B oy s	T ot al	G irls	B oy s	T ot al	G irls	B oy s	T ot al	G irls	B oy s	T ot al	G irls	B oy s	T ot al
<b>0.1</b>	<b>Total</b>	<b>92.3</b>	<b>91.3</b>	<b>91.8</b>	<b>92.1</b>	<b>91.8</b>	<b>92.0</b>	<b>91.0</b>	<b>90.8</b>	<b>91.9</b>	<b>92.4</b>	<b>92.3</b>	<b>92.3</b>	<b>91.8</b>	<b>92.2</b>	<b>92.0</b>	<b>91.8</b>	<b>91.3</b>	<b>91.6</b>	<b>92.2</b>	<b>92.2</b>	<b>92.2</b>
16	Siraha	91.5	91.1	91.3	92.5	93.6	93.1	90.5	90.4	90.5	91.9	91.3	91.6	90.5	91.8	91.2	91.5	91.7	91.6	91.3	91.5	91.4
17	Dhanu sha	92.0	91.3	91.6	93.9	92.9	93.4	92.0	96.7	94.4	93.3	93.2	93.7	91.7	91.7	91.7	92.6	90.4	91.5	92.6	92.5	92.5
18	Mahot tari	91.2	90.8	91.0	92.5	91.2	91.8	91.6	90.8	91.2	93.3	93.5	93.4	91.2	91.4	91.3	91.8	90.9	91.3	92.2	92.4	92.3

Table 19: Grade wise repetition rates at lower secondary and secondary level, Flash I\_2072 (2015-016)

Dist_code	District_name	% of LSS and SS Level Total Repetition																				
		Grade 6			Grade 7			Grade 8			Grade 9			Grade 10			Grade 6-8			Grade 9-10		
		Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
0.1	Total	3.8	4.4	4.1	4.0	3.8	3.9	3.8	4.0	3.9	3.5	3.7	3.6	2.2	2.0	2.1	3.9	4.1	4.0	2.9	2.9	2.9
16	Siraha	4.3	4.7	4.5	3.2	2.8	3.0	4.6	4.2	4.4	3.5	4.2	3.8	2.2	2.2	2.2	4.0	3.9	4.0	2.9	3.3	3.1
17	Dhanu sha	2.8	2.6	2.7	2.6	3.9	3.3	3.4	3.7	3.6	2.8	2.3	2.6	2.4	2.0	2.2	2.9	3.4	3.2	2.6	2.2	2.4
18	Mahot tari	3.7	3.5	3.6	3.2	3.9	3.6	4.1	4.8	4.4	2.1	2.4	2.3	2.2	2.2	2.2	3.7	4.0	3.9	2.1	2.3	2.2

Table 20: Grade wise dropout rates at lower secondary and secondary level, Flash I\_2072 (2015-016)

Dist_code	District_name	% of LSS and SS Level Total Dropout																				
		Grade 6			Grade 7			Grade 8			Grade 9			Grade 10			Grade 6-8			Grade 9-10		
		Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
0.1	Total	3.9	4.3	4.1	3.9	4.4	4.1	5.2	5.2	5.2	4.1	4.0	4.1	6.0	5.8	5.9	4.3	4.6	4.4	4.9	4.8	4.9
16	Siraha	4.2	4.1	4.2	4.3	3.6	3.9	4.9	5.4	5.2	4.6	4.5	4.5	7.3	6.0	6.6	4.5	4.4	4.4	5.8	5.2	5.5
17	Dhanu sha	5.3	6.1	5.7	3.5	3.3	3.4	4.6	9.6	7.1	3.9	4.5	4.2	5.9	6.3	6.1	4.5	6.2	5.3	4.8	5.3	5.1
18	Mahot tari	5.1	5.7	5.4	4.3	4.4	4.4	4.3	4.4	4.4	4.4	4.4	4.4	6.6	6.4	6.5	4.6	5.0	4.8	5.6	5.3	5.4