Genuine Efforts for Quality in some Community Schools

Some case studies

Final Report

By

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Some case studies

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Conducted by
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T.N. Centre for Education
The researcher expresses sincere thanks to Dr. Lava DevAvasthi, the Director General of the Department of Education for offering the opportunity to conduct this research. Mr. Shiv Prasad Sapkota, the District Education Officer of Lalitpur deserves special appreciation for his cooperation in the process of conducting this study. The researcher has conducted this inquiry in three secondary schools. The head teachers of PragatiShikshyaSadan Higher Secondary School, Tri-Padma Vidyasram Higher Secondary School and Patan Higher Secondary School Mr. Surya Ghimire, Mr. Tika Ram Timsina and Mr. Iswor Man Bajracharya have helped the researcher in this study. In fact, this study would not have been possible without their support and cooperation. The contribution of the teachers are, also, very valuable. The researcher is indebted to them. Lastly, I would like to thank Mr. Sanjay Maharjan for the secretarial assistance.
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<tr>
<td>CDC</td>
<td>Curriculum Development Centre</td>
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<tr>
<td>DDC</td>
<td>District Development Committee</td>
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<td>DEC</td>
<td>District Education Officer</td>
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<tr>
<td>DOE</td>
<td>Department of Education</td>
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<td>EAER</td>
<td>Education Act and Education Regulation</td>
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<td>KU</td>
<td>Kathmandu University</td>
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<td>LB</td>
<td>Local Bodies</td>
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<td>MOE</td>
<td>Ministry of Education</td>
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<td>MOEC</td>
<td>Ministry of Education and Culture</td>
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<td>NCED</td>
<td>National Centre for Educational Development</td>
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<td>NEC</td>
<td>National Education Commission</td>
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<td>NESP</td>
<td>National Educational System Plan (1971-76)</td>
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<td>NGO</td>
<td>Non-Government Organization</td>
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<td>NNEPC</td>
<td>Nepal National Education Planning Commission</td>
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<td>NPC</td>
<td>National Planning Commission</td>
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<td>PEP</td>
<td>Primary Education Project</td>
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<td>PTA</td>
<td>Parent Teacher Association</td>
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<td>RED</td>
<td>Regional Education Directorate</td>
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<td>SESP</td>
<td>Secondary Education Support Program</td>
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<td>SLC</td>
<td>School Leaving Certificate</td>
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<td>SMC</td>
<td>School Management Committee</td>
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<td>TU</td>
<td>Tribhuwan University</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<td>VDC</td>
<td>Village Development Committee</td>
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District Education Officer
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CHAPTER I

Introduction
It is almost two decades when one hears the story of failing community schools. The case becomes more pronounced when the SLC result is published. Normally, the results are poor in the community schools. This gives opportunity to the print and electronic media to project the sad case of community schools and they help the people to conclude that community schools are not the institutions where they should admit their children. As a result, parents with genuine interest in their children’s education stopped admitting their children in the community schools. These negatives process for community schools have reached a stage where many schools have to be closed or merged with similar other schools for want of students—children. This news of merger and closure of Community schools have further aggravated the poor image of community schools. The net result is parents with some ability to pay the tuition fees have started admitting their children even in such private schools with very poor physical facilities. This is particularly true in the urban, sub-urban and some habitations where private schools are available.

Genesis of the study
Once in a while, print and electronic media have chosen some positive aspects of Community schools. Particularly, in the outlying districts and remote areas, news are published about those community schools which are more popular than the private schools. But, such news does not attract the attention of those who could propagate the mission of such good community schools. There are quite a few community schools in Kathmandu which stand with dignity among the private schools in terms of the achievement of their students in the SLC examination. The author of this study presented the idea of conducting a small case study of some good community schools of the Kathmandu to the Director General of the Department of Education Dr. Lava Dev Awasthi. The purpose of the study is to project the good community schools to the people and impress upon them the truth that community schools are no inferior to good private schools. This will help change the biased attitude against the community schools. The Director General approved the proposal to study the good community schools.

Characteristics of Community Schools
To assess the quality of education on the basis of the achievement level of students in SLC only demonstrate partial truth. Schools can be providing good educational experience. But, students might not be achieving good mark because of other reasons. There are general opinion surveys conducted by different agencies and their findings are normally supporting their own preconceived nations. Community school has become a very complex phenomenon. It would be gross blunder to come down to certain conclusion on community school on the basis of a surficial study of some elements of the community schools. Keeping these complex natures of community schools in view, the researcher visited several community schools and observed the operational style and management behavior of head teachers, teaching behavior of teachers and characteristics
of the students. These are community schools within the Lalitpur municipality. Some characteristics are as follows:

- In general, the community schools do not have students of the permanent residents of the community. They are, mostly, children of parents who do not have skilled jobs and who have migrated for temporary jobs.
- In general, community schools possess physical facilities fairly sufficient for running average teaching-learning activities.
- Mainly, there are two types of teachers—permanent and temporary teachers. It is found that temporary teachers are more concerned about the status of school.

Objectives of the study
The general objective of the study is to identify the elements that helped raise the level of academic achievement of the students of the sample community schools of Kathmandu Valley. The specific objectives of the study are as follows:

- To observe the operation of some good schools.
- To find out classroom behavior of teachers in terms of use of teaching methods, use of institutional material, the process of instruction and the evaluation technique.
- To find out the leadership of the head teachers mainly in the management of academic activities and his/her overall planning and supervision of the school operation.
- To assess the support of the community.
- To observe the general operation of the schools.

Selection of the sample schools
Keeping in view the objectives of the study, the researcher explained the purpose of the study and consulted the District Education Officer of Lalitpur on the selection of few good community schools for the study. He mentioned five schools and suggested to select from among these schools. The researcher thought it proper to meet the head teacher and discuss about the study before selecting these schools. So, he requested a Resource Person of one cluster to arrange a meeting of head teachers of 10 schools of that cluster plus a school of Bungamati which does not come under his cluster. Bungamati School is not within Lalitpur municipality but known as a good school. Seven head teachers attended the meeting. The Resource Person of the cluster also attended the meeting. A brief questionnaire was administered in which the opinion of the head teachers was sought on different aspects of management at the school level.
Cluster level head teachers’ meeting
Following were the objectives of conducting the meeting. They are as follows:

- Seek the opinion of the head teachers on the management of education in the country and school level management.
- To find out the opinion of head teacher on some important aspects of school education such as the education system, teachers’ attitude to teaching, community support, services of Resource Person and supervisors, financial problems etc.

A questionnaire was administered to the attending head teachers to have a face-to-face dialogue with head teachers on some critical aspects of school level management. Out of the seven schools represented three of them are found to be in a critical stage mainly because of the shortage of adequate number of students. The rest of the four schools were performing well. It was clear that the better performing schools have head teachers who know what to do to improve the school. Two of the four good ones have excellent SLC results and the other two also have satisfactory performance standard. One common factor in all schools within the municipality is that the local residents do not admit their children in the community schools. The subsequent result is that they have no interest in the community schools that operate in their locality. The head teachers whose schools performed excellently in the past SLC examination mentioned quite a few activities to raise the performance of students.

Finally, the following three schools have been found to qualify to be selected for the study.

- Patan Higher Secondary School, PatanDhoka, Lalitpur
- PragatiShikshyaSadan, Kupondole, Lalitpur
- Tri-Padma Vidyasram Higher Secondary School, Pulchowk, Lalitpur
CHAPTER II

Research Methodology
Observation of the operation of school, discussion with teachers and head teacher and other persons related to the schools and the achievement level of students of all grades are the basic tools of this study. Besides, information of students, teachers, head teacher, School Management Committee, the researcher went on adding additional tools as and when they are felt useful to enrich the study. In addition, the researcher prepared list of indicators of an affective school and measured the efficiency level of the sample schools.

The challenges of Community Schools within the municipality
One of the serious problems of the community schools of the municipal areas is that the local permanent residents of school community do not admit their children in the community schools. As private schools of various types charging various level of fees are available, the local residents admit their children in the private schools according to their capacity to pay the fees. But, they would not admit their children to the community school. A culture of social stigma has developed against the community schools and parents admit children to “Private Boarding Schools” just to maintain the so called social prestige. That is one major reason why they do not admit their children in community schools. This “social stigma” has remained a major deterrent in getting the children at the community school. Community schools have adopted all outwardly activities like school dress, school tie and English Medium to attract the local students. Amazingly, some community schools like the sample schools of this study have excellent result in SLC examination. Local people, still, do not admit their children in these schools.

Schools Management Committee, schools within the municipality. The present Education specifies the membership of the School Management Committee which is as follows:

- Elected by guardians                     chairperson
- Three elected from among the guardian, one should be a lady member
- The concerned ward chairman member
- A social worker or an educationist nominated by SMC member
- A person from among the founders of the school member
- A person among from those have donated substantial money member
- Representative of the teachers member
- Head Teacher secretary

In fact, the permanent residents of the school locality are not represented in the School Management Committee (SMC). One, they do not qualify to be members because they are not guardians. Two, they have no interest in the school because their children do not study in the community schools. In fact, the researcher attended one of the meeting in which they were searching for a set of new members. The attendance of guardian was very poor. The Act specifies that SLC pass is a pre-condition to be the chair. None of the parents who attended the meeting had SLC certificate. So, they could not form a new
SMC. Because genuine parents are not available, anyone who has contributed is rather nominated by the meeting. In fact, the Head Teacher of the school do not attach any significant place for the SMC. The present regulation is followed in rural areas where parents are interested to be members. One allurement is that SMC membership and chairmanship have some prestige in the village. Two, they can appoint temporary teachers. If the government continues the policy to get the community school more efficient the present composition of the members and method of selection members should be modified.

**Data analysis and conclusion**

The basic data of this study is the information collected through repeated school visit, observation of the operation of school and conversation with teachers and head teacher. The data is analyzed in the context of total school operation and findings are drawn. Recommendations are presented on the basis of the findings.
CHAPTER III

Review of the related literature

Special features of this review
A review of related literature on the subject of research has been regarded as a part of the research. This has become a professional or academic convention. But, I have decided to review the literature in an unconventional way. Following are the non-conventional methods that are followed:

- I am writing this review in the “First Person” using “I” where “Third Person” and “Passive Voice” are used. There are numerous reasons why I have used this style of writing. Some of them are as follows:
  - I have been constantly working with the community school system since 1953 when I passed the Intermediate examination (I.A.). My first experience was to join a community girl’s high school to teach English language. This journey ended formally in 2048 when I got my retirement or I left the Deanship of school of Education of Kathmandu University on my own choice. During the six decades I have worked as an English teacher, supervision consultant in the Department of Education, Under Secretary, Regional Education Director, Dean of Institute of Education, Chief of Curriculum Development Centre, Joint Secretary MoE, Member Secretary, Higher Secondary Education Board, Additional Secretary and Act, Secretary, MoE.
  - I have my heavy personal experience with the community school system. I have established community school in community, I have been the member and chairman of community schools, have managed community schools and have been involved in the planning and policy making for community schools.

Focus of the review of literature
Community schools are not functioning as expected. Leaving the SLC result, there are other glaring weaknesses in the community schools. The levels of education provided in community schools are far from satisfactory. Just observe one community school for a day. One finds all the normal weaknesses. The bare minimum conditions of a proper school are normally absent. Teachers are not performing their duty as expected. The RP’s and Supervisors have not been useful to the schools. And, most managers of community school do not seem to understand their role in the management of school. So, this review of literature has focused on the effort of the government to run an efficient community school. It has also focused on the teaching behavior of teachers. The relation of school with the community and role played by School Management Committee has also been reviewed.

Nepal’s community schools: a historical survey
Nepal with a Vedic tradition and Buddhist system of imparting education had a system to provide basic education to the children of those who send their children either to a Guru or a Buddhist Monastery. Coming to modern time, various systems operated to provide basic literacy and numeracy. Mainly, the priests used to have children in their homes where they were taught the skills that are useful to live a gainful life. The Gurus were given food stuff for their services. The landlords (Zimindars) used to bring teachers from across the border to provide education for their children in the Tarae region. (2014 B.S., Sharma)

The Bhasa Pathshalas (Language School): Shree Jai Prithivi Bahadur Shing, adequately exposed to the education system prevailing in India and a man with liberal propensity influenced a liberal Rana Prime Minister Dev Sham Share Rana to start schools to provide three R’s to the children of the people. He himself wrote the texts for Nepal and Maths teaching. But, his supporter Rana Prime Minister Dev Shamsher Rana was deposed within six months of his rule and his plan to establish a network of Bhasa Pathshala was aborted.

Birth of Community School: As Indian independence movement was gaining momentum, Nepalese studying in India or even visitor in India felt the need of creating educational facilities for their people. The 1940’s saw rapid growth of schools run by the people just imitating the Indian system. The Rana rulers felt the need to plan educational growth. They were in no way willing to spend on public education. But, they were found willing to share the cost with the community which wanted to establish the school. Also, they wanted to have a control on the activities of the school. That was the reason why the Ranas promulgated an Education Ordinance in 1995. The following is the opening statement of the Ordinance. (1982, Shrestha)

To the gentlemen, people of country: For those who wished to start “Private Schools” for the expansion of the facilities of education in the urban as well as rural areas, we have announced this ordinance that these schools can get some financial grant from the government which includes the rules and regulations to be followed by the people on Nepali Sambat 98/12/28/2. So, make it widely known to people. (Education Ordinance, 1995)

Among other provisions, this ordinance included numerous measures to ensure the quality of education of these private schools. For example, the following are some rules to be followed by the schools.

- School Management Committee:
  There will be a School Management Committee to oversee the operation of school with the following members.

  Chairman
  Donors 5

7
Guardians 2
One government service 1
From among the teachers 3

Assistant Director or Bada Hakim, or his assistant
- If possible, appoint 2 persons with B.A. Degree and one Medical Doctor. To ensure all the members vacate at the same time or to maintain continuity of members, decide three –years term and arrange in such a way that the committee has some old members. Appoint one secretary from among the members.
- Appoint teachers only on the basis of selection of candidates who applied as per the school vacancy public advertisement.

In Summary: the Education Ordinance of 1939 has clearly stated the Rana public education policy as follows:
- The Rana government wished to maintain quality of education to be delivered by private schools.
- The Rana government announced the policy to support the privately managed schools financially. But, they should mainly rely on the students fees.
- The schools are to be fully managed and financed by those who started the school.

Keeping in view the growing public demand for education, Ranas relaxed their policy of restriction to open new schools during the last phase of their rule. It is during this time that a large number of schools were established on public initiative. The same spirit continued even after the end of Rana rule in 1951. The schools were established by the people and they were the sole owner and managers of the schools within the management framework of School Management Committee.

Influenced by the Indian Impedance movement and the educational expansion in India, schools started to be established by the people on their own in Nepal. The Ranas got suspicious about these phenomena and felt the need to keep an eye on their activity. Rana even appointed head teachers for some of these schools like Tri-Juddha School (Birgunj), Juddhodaya High School, Padmodaya High School to keep an eye in their movements. But, the management of the school was purely a community affair.

Community schools during 1951-1971
The real community schools got expanded after the political change of 1951. Various types of community schools began to be operated. For example
- A well-to-do family (may be land lord, business man) started a school within or near his family residence. The purpose was to provide education to their children or the children of the relatives. But, it also, opened for any children of the community. The founder of the school fixed the salary of the full-time teachers and he paid from his own resource.
A group of young people having exposure to school education started a small school. Almost all of them served as volunteers. Their mission was purely service to the society. Public inn or a small shade was the school building in many cases.

A well-to-do family, wishing to establish school as a memory of his family members, started school; built school building donated land and even paid salary of teachers. Government effort was minimal. When the U.S. government assisted the government to expand primary schooling facilities by paying one-third of the salary (fixed by community), involvement of the government in the financing of primary school was initiated.

A large number of schools were established after 1951 by the people and quite a few of them got liberal land donation from families who named the schools in the name of their late parents. Some schools had adequate money to pay the salary of teachers from the income of the land.

There are schools run by few educated people with pure mission to serve the people by providing education. One such school is Naveen Praudh Secondary School where I have served as a teacher and head teacher. The school offered an accelerated school course of 4 years covering 10-year regular government course. Adults are admitted in the school. The school operated at the top floor of the Malla Royal Palace (Lalitpur) which is now a museum. The total finance of the school was the tuition fee of about Rs. 5/- per month from students. Teachers’ remuneration was paid out of the fees raised from the students on equal basis. For example, the formula was:

\[
\text{Salary} = \frac{\text{Total fee collected from students per month}}{\text{Total number of periods per month}}
\]

Naveen Praudha (Adult) Secondary School was a popular school because it provided second chance to school drop-outs to pass SLC examination. This school continued to operate even after 1971. But, later, for no reasonable cause it was closed.

**Characteristics of community school before 1971**

A school is the creation of the community it served. The school building is built by the people living around the school. The land where the school building has been built is either a community land or the land donated by the people of the community, voluntary labour, material donation and cash donation plus the labour donation. Teachers are appointed by the community through School Management Committee. The salary of the teachers has been fixed by the community as per their capacity to pay and lastly, the teacher belonged to the community. The School Management Committee represented the community as well as teachers.

**The National Education System Plan (NESP) (1971-76)**
The NESP had very good intention to raise the quality of education and took numerous steps to realize its objectives. It raised the salary scale of teachers and guaranteed the regular payment of teacher salary. The NESP found it difficult to implement these two plans.

### New Salary of Teachers

<table>
<thead>
<tr>
<th>Level of Teachers</th>
<th>Before NESP (Rs.)</th>
<th>NESP(Rs.)</th>
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<tbody>
<tr>
<td>Head teacher (Secondary)</td>
<td>312</td>
<td>600</td>
</tr>
<tr>
<td>B.A., B.Ed., B.Sc. (with training)</td>
<td>250</td>
<td>475</td>
</tr>
<tr>
<td>B.A. (without training)</td>
<td>230</td>
<td>400</td>
</tr>
<tr>
<td>I.Ed. or I.A. with training</td>
<td>200</td>
<td>300</td>
</tr>
<tr>
<td>I.A. without training</td>
<td>185</td>
<td>250</td>
</tr>
<tr>
<td>S.L.C. with training</td>
<td>97</td>
<td>170</td>
</tr>
<tr>
<td>S.L.C. without training</td>
<td>83</td>
<td>155</td>
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</table>

In fact, the NESP has proposed a grant-in-aid plan as follows:

**Scale of Grants-in Aid**

1. **Primary schools:**
   
   His Majesty’s Government will grant an amount to cover the salaries of the teachers and other expenses in those areas which are designated as remote areas. In other areas HMG grants will cover only the teacher’s salaries.

2. **Lower secondary schools:**
   
   His Majesty’s Government will bear the expenses concerning the teachers’ salaries in areas HMG’s contribution will be 75 per cent of the teacher’s salary.

3. **Secondary schools:**
   
   His Majesty’s Government will bear the expenses of the teacher’s salaries of both the general and vocational institutions in areas which are designated as remote areas. In other places, His Majesty’s Government’s contributions will amount to 75 percent of the teachers’ salaries in respect of vocational institutions and 50 per cent in respect of general institutions.

4. **Higher secondary schools:**
   
   His Majesty’s Government will bear the entire expense of higher technical institutes. As for other institutes His Majesty’s Government’s contributions will amount from 25 to 50 per cent of the teachers’ salaries.

Payment of full teacher salary by the government and the beginning of teacher - politics – a never ending struggle by teachers and the gradual deterioration of quality in the community schools. A new chapter
The implementers of the NESP faced a serious challenge when it came to providing the raised salary of teachers. Because NESP pronounced the payment of one hundred percent salary from the government to the primary teachers, there was no problem. But the serious problem surfaced as to how the payment of salary for lower-secondary teachers and secondary teachers be managed. The small amount of tuition fees raised, so far, are far too small to add 25 per cent for lower secondary teachers and 50 per cent to the secondary teachers. There was no serious problem for the schools with large number of students. But, the problem was serious in small rural and remote schools. The government even attempted to collect all income from student fees of all the schools of the district to create a district fund. And salaries of all the teachers of all the levels were paid from the fund. But, this formula also, did not work. (1) The fund, thus created, was not sufficient to pay the salary of lower secondary and secondary teachers. (2) Schools were not willing to raise the students’ fees. (3) The financially strong schools did not want to cooperate with the DEO to spend their money to pay the salary of financially weak school. At last, the government decided to take the easy way out.

The decision to shoulder to pay the salary of all working teachers by the government was followed by numerous salary related problems. Some problems were as follows:

- Should all working community school teachers get the beginning salary or there should be consideration to get more because of their longer service.
- Which agency should get the money from the government to pay the salary – District Education Office or District Education Committee?

The NESP was a document which attempted to install new education system with the support of King Birendra when he was the Crown Prince. Suddenly, King Mahendra died of heart-attack and Crown Prince Birendra became the King. NESP has the blessing of the King. Things moved smoothly in the beginning. An all-powerful National Education Committee was in place to take all decisions regarding the implementation of NESP.

**Government reluctance to take all responsibility to pay the salary and the rise of teacher politics:**

Once the raised salary was paid by the government, teachers started assuming that they are equivalent to other people working in the government payroll. The government did not agree with their assumptions. So, when the government raised the pay of the government servants, they did not do that for the teachers. That was the beginning of teacher-politics supported by underground political parties. Teachers demanded that they should get the pay raise like the government servants. Teachers got the opportunity to unite at national level and they started adopting pressure tactics to close down the school if their demands were not met. The threats to shut down the schools were too volatile. And, many times, government fulfilled their demands for raised pay. Now, teachers started struggle to get the perks and benefits equivalent to the government servants. The government started negotiating with the teachers’ leaders and, most of the time; the demands of the teachers were met.
Political parties which were active underground got the opportunity to infiltrate among the teachers. Both the strong parties, Nepali Congress and Nepal Communist Party were conducting their own strategic struggle to revive democracy. They found a good ground for them among the teachers.

**One interesting incident:** In 2044, teachers were launching nationwide struggle with a long list of demands. The government arranged negotiation with teachers. But it did not pacify the teachers. They announced nationwide closedown of schools. The MoE did not like to be blamed for the anarchy in school education. So, the Ministry of Education, Secretary of Education and I went to see the Prime Minister at his official residence in the evening. He called the Finance Minister. The Minister of Education informed the PM and the Finance Minister about the struggle of teachers and informed them that all the schools will be closed if their demands were not met. The PM called the Finance Minister to fulfill teachers’ demand to maintain law and order in the country. The Finance Minister just said that the government has no money to fulfill the demands of teachers and refused to show any flexibility on the demand. The Minister and ministry officials came back. But, the Minister informed the officer in the palace who looked after education. The next morning, we heard that the government fulfill the demands of teachers and the teachers’ nationwide strike was called off.

**The last gift of Panchayat system to the teachers**

Started his career as a teacher Late Prime Minister Marich Man Shing was well aware of the strength of school teachers in the political activities. Basically, he had soft corner in his attitude towards teachers. He made a very tactical move to dissuade the teachers from launching strong movements to force the government to fulfill their demands.

The government wanted to appease the teachers to dissociate them from politics for some time. So, the government gave to teachers more than what they demanded. The seventh amendment of the Education Regulation provided guarantee that they would receive almost all the benefits equivalent to the people in government service. Further, the amendment provided opportunities of promotion to the teachers, which were not available even to the personnel in the government service. For example, the teachers are divided into numerous levels: The primary level: The secondary teachers are to be classified into two categories:

A. Assistant secondary teacher
   1. Assistant secondary teacher class I
   2. Assistant secondary teacher class II

The secondary teachers are classified in to levels:

The secondary teachers are to be classified into two categories:
3. Assistant secondary teacher class III

B. Secondary teacher
   1. Secondary teacher class I
   2. Secondary teacher class II
   3. Secondary teacher class III
   4. Secondary teacher class IV

The Eight Amendment of the Education Regulation 2046 B.S. included all the details on the placement of existing teachers in different categories, the promotion within the same level, proportion of positions for future promotions. (2046 B.S., Amendment, P. 15-16)

As a critical appreciation one can state that this is the most scientific system to provide promotional ladder even within the same category. For example, a primary or secondary level teacher can receive promotion four times. This is a real incentive method for teachers. A proper and regulator promotion could have taken place for promotion might have positively influenced the work habit of teachers. Unfortunately, this innovative promotion system was not appreciated by both the teachers as well as the managers of teacher management. This promotion system did not operate regularly and its benefits were not appreciated by the teachers as expected.

Party Politics and Teacher Politics

The political movement of 1990 forced the king to abandon the Panchayat system and a new constitution was announced by the king and provided West-minister type parliamentary democracy. The Interim government formed a coalition government under the premiership of Nepali Congress leader with substantial presence of United Marxist Leninist. As a show of gratitude to the teachers who made critical participation in the political agitation all the teachers working on temporary basis given permanent appointment. By doing so, people who would have never passed the open competition examination got into the school system heralding the beginning of the deterioration of the quality of education in the public schools. Teachers started grouping under Democratic Party banner or communist/ socialist party banner. Teacher wings of Nepali Congress Party and U.M.L. Communist Party surfaced as groups for these parties and they played all politics to strengthen their wings of teacher unions.

After the general election, Nepali Congress came to power. The Nepali Congress Education Minister Committed blunder in the national teacher selection examination. Normally, if there were 100 vacancies, only about 125 persons would have been selected for interview. That was the practice. But, the Education Minister directed that everyone who secured pass marks were declared fit for interview. The UML Teacher Unions smelt rat in this action and declared it was policy of the Nepali Congress government to appoint their people. So, the UML affiliated Teacher Unions blocked the task of providing permanence on the basis of the said examination. From that time, permanent appointment of teacher has remained a never-ending problem. Some settlements were sought with negotiations with teacher unions.

As there was no atmosphere to conduct fresh competitive examination for the selection of teachers, there has been accumulation of the temporary teachers who were employed to run the
schools. As the government could not conduct competitive examination for years the number of teachers appointed on temporary basis grew and they worked for many years on temporary basis. Now, they demanded that they cannot sit in the general competitive examination. They demand privilege to get permanent position without sitting in the general competitive examination. As measure to put pressure (political), they lock-up the school gates, organize demonstration like the laborers of factories. Government sits down with them for negotiation and agrees to take actions, which they do not. Because, it would be a decisive step to purposely destroy the quality of education. And, temporary teachers start the agitation. This is going on for years and has been continued even today.

**Community Schools in the municipal areas**

Community schools in an urban or suburban area are a misnomer now. The (government) community schools have gradually lost their students during the past two decades. They have students of these parents who are either migrant workers or unskilled workers. The present SMC memberships have heavy representation from the parents and guardians. The urban/suburban schools do not have qualified interested guardians to be the members of the SMC. How can one think of support of SMC in the urban or suburban schools where parents are neither qualified nor interested to support the schools?

In general, the head teachers and teachers do not see the use of SMC. In urban schools, one does not find guardians who could provide support to the school. In rural area, one has people who have their eye on the soft money scholarship, tiffin, stationery money provided by the government.

**Summary:** the status of community schools has reached at a very pathetic state. Inspite of the efforts of the government to help community schools which is loosing students. The SLC result of community schools has always been frustrating. However, there are still some community schools, which are no inferior to good institutional schools. This indicates that there is silver lining in the dark cloud. If proper actions are taken, there is genuine help that community schools with improve their academic performance.
CHAPTER IV

THE PROCESS OF THE STUDY

Pragati Shikshya Sadan Higher Secondary School

Immediately after the fall of Rana autocracy and the dawn of democracy, Pragati Shikshya Sadan was established in a public inn in the bank of Bagmati River. Having no building of its own, Pragati Shikshya Sadan (PSS) moved from one public building to other until it found its permanent building which was under the ownership of the government. It was a dilapidated traditional residential building (House) with low-ceiling, mud floor and small windows.

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<td>35</td>
<td>506</td>
<td>88.57</td>
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Physical Facilities:
The building complex renovation and reconstruction of a dilapidated old residential building to a modern classroom building is an engineering feat and raising about ten million rupees from different agencies and individuals is an eloquent testimony of the patience and dedication of the school administration. Another praiseworthy act of the school administration is the use of the constructed physical facilities. The reconstructed part of the building has been used for classrooms. The head teacher chose to house his office in an old part of the building.

The use and status of the building complex
Scissor type folding main iron-gate keeps the building safe. Then the school has a traditional court-yard and a Ganesh Temple. The court-yard is clean and a lady constantly looks after the cleanliness. Wide concrete stairs take you to the third floor and both the corridors and classrooms had electric bulbs. The classrooms have white boards.

Laboratories and Library
The school management has been effortful in providing lab facilities. About 30 computers have been arranged scientifically in a big hall, may be the biggest hall of the school. Exposures to computer application and providing basic computer skills have been the two thoughtful academic activities which equip the students of this community
school. In fact, appropriate level of computer exposure is given even from grade I. The small library is made accessible to all the students. All these services have been made possible because of the effort of the school management to seek assistance of all types from institutions like Rotary Club, Club, Nepal Red Cross Society etc.

**Resource Mobilization**
Pragati Shikshya Sadan sets an example in mobilizing resource from individuals to institutions. Besides the 10 million rupees for school building construction, the teachers have raised funds and collected equipment from numerous agencies. Besides, the school has donors who contribute money for the scholarship distributed to students in need. As almost all the students deserve financial assistance as additional expense, the school has mobilized large number of individuals who have been regularly contributing scholarships to students from disadvantaged class and those who need financial assistance.

**Efforts for academic excellence**
The school management has been found very serious to raise the quality of instruction of the school. The school organized internal discussion programme to raise the capacity of teachers. The school did not miss any training programme offered by the RP, DEO or any other agency. Though small in terms of amount, the school provides remuneration to teachers who substitute for absent teachers. In general, the teacher absenteeism is very low.

As the students, in general, spend lot of time in domestic chores; the school arranges special coaching during out-of-school (4-6PM) so that they would cope with the study. The school also arranges coaching for SLC appearing students. Even books are made available to students who do not afford to buy.

**Teachers**
Keeping in view the number of students, the government teachers are adequate in number. However the school has appointed five teachers on its own financial resources. Another commendable act in terms of pedagogy is the use of grade teaching at primary level. In general, teachers show professional commitment which is the key to the quality of instruction of the school.

**School community relation**
Keeping in view the fact that the local permanent residents do not admit their children in this school, the head teacher has made sincere effort to form a representative School Management Committee. In addition, the head teacher has tried to keep the SMC quite active by calling SMC meetings quite frequently. The SMC is kept aware of the development of the school. Meetings for social audit, also, are held quite regularly in a bid to involve the guardians in the affairs of the school.

In addition to the SMC, the school has formed a School Advisory Committee in which quite a few distinguished persons of the locality are represented. The membership of the Advisory Committee includes persons like former vice-chancellor, former Rector,
medical doctor, engineers, administrators, educationists, businessmen and social workers. This Advisory Committee meets quite frequently to plan for programmes for school development.

**Overview and conclusion**

Pragati Shikshya Sadan Higher Secondary School has earned the right to be one of the best community schools of Nepal, in general, and, Lalitpur in particular for the following achievements.

- Five out of 31 students sent for SLC examination have been placed in “Distinction” category, specially also because, the students come from the families for whom school education is the first generation experience.
- About fifty percent students passed in the first division.
- Commendable act of raising fund to renovate the school building.
- Excellent school environment equipped with all necessary physical facilities.
- Use of modern updated pedagogy in the classroom.
- Good school community relation.
- High morale of teachers and dedication
- Commendable leadership of the head teacher.

**Tri–Padma Vidyasram Higher Secondary School**

Located in a very critical location of Lalitpur, in fact the gate to Lalitpur town, Tri-Padma Vidyasram is one of the few schools established in Nepal during the Rana Rule. In fact, Tri is the short form of King Tribhuban, Padma is the short form of the Rana Prime Minister Padma Shamsher. Not having a building of its own, it operated for a long time in the Malla Royal Palace in Mangal Bazar. When the government decided to turn the Malla Palace as a museum, Tri–Padma was shifted to a small building of its own in Pulchowk. The school has faced many difficult days in terms of financial resources and physical space. To-day, it has an impressive school building with a space for children to move around and core of dedicated teachers. The SMC and head teachers have been able to maintain as an excellent community school when other sister community schools are facing the fate of closure or amalgamation because of the shortage of students.

**Number of students:**

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<td>97</td>
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**Physical facilities**
At present, Tri–Padma Vidyasram Higher Secondary School has an impressive school building with spacious classroom, convenient corridors and a ground in the middle. In fact, it is the achievement of hard work and dedication of SMC and teachers who struggled for decades to have physical facilities. The entrances, a small garden, a shade for vehicles, drinking water taps, wash basins, spacious rooms for administrative staff, good office rooms for the head teacher and assistant head teachers, department rooms, generator and a gate keeper at the gate.

The teachers and students
Out of 18 teachers, only 10 are permanent. The rest of 8 teachers have temporary appointment. Most of the secondary teachers have Master Degree and most of the lower secondary and primary teachers have Bachelor Degree. Quite a few of the primary teachers have been appointed and paid by the school. It has been informed that they needed more teachers to maintain the optimum size of the classroom. Teachers are given note books to maintain the Teaching plan and evaluation. Teachers are required to stay within classroom for full period. So, one cannot come across student leaving classroom during class time. School level meetings are conducted to review the status of teaching and problems related to the teaching.

Students: Though there are few students of local residents, overwhelming majority of the students belong to parents who come from outside the Kathmandu Valley. This would also, mean that students come from parents of low income group. This situation presents a very big challenge for teachers to help students to excel in education.

Academic excellence
The school has adopted few measures to raise the standard of instruction in the school. Some of these are as follows:

- Teacher’s time on task is ensured by adopting the rule that teachers go to class and stay there up to the last minutes.
- Some remuneration is given to teachers if they do not use their authorized leaves.
- Besides the terminal examination (three a year) monthly tests also are administered to the students. Some percentages of the mark of monthly tests are added in the final test score.
- Question papers for all examinations are prepared in the school.
- Annual calendar is distributed to all students where every detail of academic programme is given. The calendar is strictly followed.
- Some additional financial resources of the school are totally spent to raise the quality of education.

Patan Higher Secondary School
Patan Higher Secondary School is the second government operated school after Durba High School, the first one established by the Rana Rulers. Though started in a small building in Mangal Bazar, Lalitpur, Patan High School got a new building in a new location with exemplary physical facilities. It has a building tailor-made for a school with large classes with high ceilings. The building was built after the great earthquake of 1934 which destroyed its original building. Located in Patan Gate, it used to admit students of Lalitpur as well as few from Kathmandu. For a long time, it has been a prestigious school and parents used to feel elated when they could admit their children in this school.

Number of Students

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Physical Facilities

The school building has been built as per the specification of a good school building design. Three separate buildings connected by corridors, each building has four classrooms with the stairs in the middle. It has a large Assembly Hall, the only big hall in Lalitpur for decades. It has a playground adequate for several types of outdoor games. Though located at a very busy centre at Lalitpur, the buildings are still far away from the main roads and it does not get disturbed by the noise pollution.

PHSS building premises impress the visitors by its classrooms. It has adequate toilets for girls/ boys students and for the staff. There is a provision of drinking water for the students. The school has a large science room with adequate spaces even for the students to do practical experiments. It has a small library for the staff and students.

Resource mobilization

PHSS is fortunately a resource-rich school. Its boundary walls are all turned into shutters. So, the school has Lakhhs of rupees as a rent from these stores. The school management has attempted to use their additional resource to enrich its academic programmes. A system is made to pay allowances to the heads of subject committees. Additional tuition classes are offered to the students of high-school-grades. Besides, instructional materials including materials for science experiment are purchased by using the school resources. So, one can conclude that the school has spent its financial resources for the improvement of the teaching-learning situation of the schools.

Teachers and students

The school has adequate number of teachers with appropriate specialization to teach all the subjects at the secondary level. All teachers are professionally qualified with
exposures to short-term training. Teachers teach their subjects. But, they do not seem to be enthusiastic to use teacher-made supplementary materials. Teachers indicate problems of students who do not have enough time to do homework. This has led to giving less emphasis on home-work giving and home-work checking. Students mostly come from lower-financial bracket and most guardians do not contribute by guiding their wards. This is a challenge for teachers to raise the achievement level of students. Most students are the children of migrant workers and unskilled workers. The school had made several types of attempts to attract the children of those parents who live close to the school. But, such attempts have not brought the expected result.

School community relation
The school is located at strategic location. It has two types of community close to the school. One is the family of farmers living in the locality for hundreds of years. Similarly, there are crafts men working in metal works/ arts. Another type is the newly settled middle-class or upper-middle class people who built their own independent houses and are living comfortable life. There are several private schools (four) within a minute’s walking distance. These people of the community are not interested to admit their children in the PHSS because the “Community schools” have been labeled as “Poor man’s school” and they do not want to find what goes on in the PHSS in terms of teaching and learning.

The School Management Committee exists and it meets as and when needed. But, it has not felt the desire to help the school internally. As their children do not go to this school, even those members who could contribute appeared indifferent.

Efforts for improvement in the teaching-learning
Visible efforts appear in the school to provide adequate time for teaching. Provision has been made to provide special coaching for grade 10 students to assist in the SLC examination. But, much is yet desired. The Central Resource Centre of Lalitpur district is housed in the premises of PHSS. Trainings/ seminars are conducted in this Resource Centre. One expects some visible change in the academic interaction in the school. But, RC/ RP and PHSS did not know how one can benefit from each other. The head teacher can benefit much because of the existence of Resource Centre within its compound. That is what is really needed to improve the teaching in the PHSS.
CHAPTER V

System analysis, Findings and Recommendations

System Analysis
The present management system to operate the school education of the country is the sum total of the numerous attempts by different governments from 1939 (Rana Education Ordinance) to the present time. The origin of the school education system in Nepal is a community teaching-learning centre established by the community. The government has always been playing a regulatory role. Even when the NESP inadvertently nationalized the community schools, the government, at different times, produced Acts and Regulations to maintain the role of community in the school operation. All these amended Acts and Regulations have been guided by the intention to put in place an efficient school management system in the country. But, none of these attempts have been successful to achieve the purpose. The community schools are getting worse to the point of losing credibility among the potential parents who should admit their children.

Both intensive and extensive study should be carried out to find out the reasons for the failure of the system to deliver. Here, for consideration, some basic flaws of the system are as follows:

- Ever since school education was nationalized by nationalizing the teacher’s service, the government of Nepal has remained confused on adopting the principles of management:
  - Decentralized
  - Centralized

Attempts were made to adopt decentralized system. But, the GoN did not know that 100 percent funding from the central level and no funding from lower levels are not compatible for decentralized system. Such a system cannot function efficiently.

- The available Education Rules and Regulations have created quite a few committees at district and village (local) level. When committees are to be formed, they either should be given financial share of responsibility or they should be advisory. The existing regulation has remained almost non-functional in a country like Nepal where local election can be postponed 10/ 15 years and country goes without the elected local bodies.

- Party politics among teachers have a responsibility to ruin community school system. Unionizing on flimsy ground and calling strikes are all what political parties have done for their own schools.

- Government of Nepal has adopted a bureaucratic top-down model of management with Ministry of Education at the top with Regional Directorates and District Education Offices in the middle and the schools at the lowest echelon. In the education system where nearly one-third of the nation’s populations (school-children) are daily captive audience in the schools, the management authority should be in the school manager (head
teacher). That is the only management that would deliver effective school. So, remove the system of delegated political authority to the head teacher. Create a system to ensure the appointment of efficient manager at school level. Develop an efficient supervisory mechanism to continuously evaluate the school head teacher.

Findings

Case studies of few schools have revealed that there are cases where the community schools, still, be a vibrant educational institution, given certain working environment. What can they do within the given constraint?

- Teachers’ time on task can be maximized. Teachers would stay in the classroom full time 40-45 minutes. They would go to class right on time and stay there up to the last minute.
- Teacher would give home-works to students and ensure that they are checked.
- Provision can be made to provide tuition free coaching class for weak students and students taking SLC examination.
- Install white boards in the classrooms and spend money for white board pen.
- Print calendar (school calendar) with annual school programme details printed in appropriate dates.
- Raise additional resources from different source like INGO’s, NGO’s, individuals, institutions, enough even to construct a new school building.
- Maintain relationship for support from prominent people in the community by organizing a School Advisory Board.
- Achieve very high academic achievement by the students by providing regular and special coaching.
- Provide spacious clean classrooms to students.
- Make clean toilets available to teachers and students.
- Making potable water available to the students.
- Conduct co-curricular and extra-curricular activities.

District level management and supervision: In the process of the research, available information on the role played by District Education Office, resource centres and the actors of these two offices have been studied. The existing rules and regulations have provided enough scope for the DEO to supervise and monitor the activities of the school of the district. But, the Chief Education Offices of the district still continue to spend much of his time in the unproductive work. The sample schools have not received any significant support from DEO, supervisors and RP’s.

Recommendations

Public education system which is represented by the thousands of so called community school is in the state of severe crisis. This crisis is caused not only because of the teachers, head teachers or even District level educational personnel. It is also due to the
traditional bureaucratic system of management followed by the government in the creation of national educational management system. However, there is some provision of decentralization of authority to the local elected bodies like municipality, Village Development Committee, Village Education Committee. Unfortunately, the country did not have elected local bodies for more than a decade. So, we do not have the actual experience of the educational management conducted with the supported of elected local bodies as specified in the present Education Act and Regulation. Again, national educational management will see a major change after the introduction of federal constitution in Nepal. The federal constitution will have quite a few provinces or regions with near autonomous powers and obligations. Education will be the areas of authority and responsibility of the provincial or regional governments. Irrespective of the number of regions/ provinces/ states, there are certain elements of management which the new structure of management will have to face. Some of them are as follows:

- As quite a few of the remote district and hill district will not be able to finance primary education from their resources, the government will have to devise systems of financing school education.
- The central government will have to provide very high level of financial grant to run the primary education system.
- At present, Nepal has a national teachers’ service system. In federal Nepal, decision will have to be made on the level of uniformity in the teachers’ service conditions from region to region. Should the federal system provide Teachers Service Commission in each region?

**Politics and Education**

Use of teachers by political parties is one major cause of the deterioration of quality in community schools. The following statements of some distinguished people are quoted in translated form from “Shichhyak” Magazine. (Shrawan, 2071)

If you want to play political game in school, the child of five should also be given voting right. Fixing 18 years of age for voting right is a way to dissociate children below 18 from politics. So, in no excuse should pull the children in politics.

**Radhe Shyam Adhikary**

Now we need a politics to dismantle the party-aligned politics. Because, this system made it mandatory for individuals to align them with some party. It did not protect the attributes such as ability, proficiency, honesty, vision, creativity which are essentials of democracy. The community schools and universities are the testimony of what politics has done to those institutions.

**Dr. Chaitanya Mishra**

Our structure itself if supportive of party politics. Politics is conspicuous by its absence in institution, where students are busy in study. Students indulge in parties where students have leisure to indulge in politics.
The District Education Office and its main actors:

District Education Officer (DEO)
The District Education Office (DEO) is the critical focal point of school administration of the country. The efficiency of the DEO would set the tone of school education in the district. The present policy of decentralized management of schools should offer enough time for DEO to spend much of his time on professional activities. Unproductive petty tasks appear to have consumed much of his/ her time. Again, transfer of DEO within two years does not allow enough time for DEO to do any substantive task in the District. The following may help improve the performance of DEO.

- The DEO’s have yet to understand that she/ he is more a professional leader and facilitator than a pure administrator. So, a DEO should internalize the new role and spend the time in helping the Resource Persons and head teachers.
- The Department of Education should make available a Handbook for the DEO’s which should include the detailed tasks.
- NCED should be provided adequate annual budget to conduct in-house studies/ researches on the functioning of DEO’s. NCED should organize workshops/ trainings regularly to help enhance the performance level of DEO’s.
- DEO should be posted in a district at least for three years to give him/ her enough time to understand the status of education of the district and plan and programme for improvement.

Supervisors
- Ever since the positions of supervisors were created in 1971, they have always been criticized for non-performance of duties. By 2014, there are few supervisors to supervise too many schools. With the addition of Resource Persons whose jobs coincide with the job of supervisors, the best alternative should be the elimination of supervisors by changing their jobs – title to Assistant District Education Officers to assist DEO’s in their administrative and supervisory duties.
- The entry qualification of supervisory position including Assistant District Education Officers should be raised to Master Degree in Education.

Resource Persons
- With the abolition of positions of supervisors in the DEO’s, the Resource Persons should be delegated with some administrative function and functions exercised by the supervisors. The RP’s should be provided special allowance to travel to schools.
There should be a system of district wide competition for the appointment of Resource Persons. The voters should be head teachers of secondary schools. The selected persons for RP would be sent in deputation with lien in his teacher – position in the same school. The tenure of appointment should be for four years with the provision for renewal for two terms.

Continuous short and long-term training should be provided to RP’s by NCED and its agencies. They will be made competent trainers before they join the post of Resource Persons.

Head Teachers
The importance of head teacher in the improvement of the school needs no elaboration. In fact, the efficiency and dedication of the head teacher is the basic factor in the efficient operation of the school. The sample schools of this study have testified the truth of crucial role of head teacher. I have written extensively on the appointment, remuneration and other benefits for the teachers. The report of 2011 is still valid today. So, I have quoted the writing of 2011.

Findings
- The current procedure to select the head teacher is just a ritual to appoint the senior most person as the head teacher.
- The head teacher normally stays until his/ her retirement. The head teacher is forced to resign in one of the sample school because the SLC pass percentage started dropping to the zero level within few years. That is an unusual case when SMC forced the head teacher to vacate the post.
- The need of community school is a strong head teacher who has to get the teachers to work harder. Selected from the same school on the basis of seniority, the head teacher is found unable to force the teachers to work harder. She/ he is just a weak first among the equals. Even if the teachers don’t go to classes in time and come out of the class before the bell rings, the head teacher cannot or do not force the teachers to go to class in time.
- Even when the teachers have enough leisure time in the school, the head teacher, normally, cannot introduce meticulous homework checking of the students.
- The School Development Proposal submitted by the head teacher candidate has been found just a ritual. There is no one to check whether any of the programme has been performed.

Conclusions
The existing procedure of the selection of head teacher is unsuitable and inadequate. The current process cannot ensure the selection of the best person as the head teacher.

Recommendations
Position: There should be a separate position of a head teacher in a 1 – 10 school where there are more than 15 teachers and 400 students. Similarly, separate position of a head
teacher should be created in lower secondary school with primary grades having more than 300 students and 10 teachers. Regarding primary schools with less than 200 students and six teachers, one of the teachers should be officially designated as head teacher. Depending upon the number of student and number of teachers, the secondary and lower secondary school should have an assistant head teacher.

**Selection of the head teacher:** A system should be established to appoint head teacher on district-wide competition basis. Any qualified secondary teacher should be allowed to sit in the competition. There should be a permanent head teacher selection committee in the DEO. Only teachers who have record of getting large number of students pass in the external examination will be qualified to apply. Besides, the DEO can fix other criteria such as the academic standing of the applicant, his/ her performance as a teacher, leadership quality etc. the selection committee should be formed under the chair of DEO with the representation of a management trainer of training institute and the chairperson of the SMC for which the teacher has to be selected. The head teacher should be selected for the term of five years with renewable condition.

**Remuneration and benefits:** A head teacher should be provided twenty five percent of his/ her salary as head teacher’s allowance. He should work 12 months a year with the provision of one month home leave which can be used when she/ he needs. As assistant head teacher should be provided ten percent of his salary as allowance.

**Academic qualification and training:** A head teacher of a secondary school should posses a Master degree in Education or Master degree plus ten months training. Immediately after appointment, she/ he must be provided a three months extensive training in school management by NCED within three months. A one month management training should be organized for the assistant head teacher of primary and lower secondary school.

**Classification of head teachers:** There should be two classes of head teachers: class ‘A’ and class ‘B’. Class ‘A’ head teachers can be appointed in class ‘A’ schools and class ‘B’ head teacher should be appointed in the rest of the schools.

**Termination of the contract:** A head teacher with the contractual term of five years can be terminated by the District Education Officer upon the request of the SMC with specific charges of incompetence and irregularities in financial transaction.

**School Management Committee (SMC)**
Though enacted with good intentions, the present constitution (membership) of SMC is faulty. It is particularly so at a place and time when children of the community do not admit their children in community schools in urban and suburban areas. The District
Education Office, also, does not take it as a serious job to ensure that SMC’s are organized as per the rule. Virtually, SMC’s are there just because of the legal provision. SMC’s play no significant role in the operation of the schools and school management has no inclination to seek their active support.

- As per the rule, no one from DEO has played any significant role in the formation of the SMC’s. The head teacher almost handpicked the member with a view to make his life easy in the school management. There was hardly any real guardian in the committee. Except when some agenda has to get through the SMC, the meeting was called in the three schools.
- Through the conversation with SMC members, it was found the head teacher would like a ceremonial role played by the SMC. As present system allows the head teacher with full authority on financial transaction, he/ she feels no need of frequent meetings on the SMC.
- How much the SMC cares about the school are testified by one incident. One of the schools had 60th anniversary celebrations. Except one member, even the chairman of the SMC was not present. It shows the SMC even does not care to play a ceremonial role.
- When there was an attempt to organize a new SMC, only few guardians were present and there was no one to qualify for SMC chair.

The current rules and regulations place SMC as an appendix and the head teacher maintains SMC only because it is a part of the school structure. SMC’s become very useful for the head teacher when the school faces financial crisis or when the school needs added physical facilities or other equipment. So far, SMC’s in urban schools have been organized by head teacher and they are used as rubber stamps. This has happened because the DEO, supervisor or anyone in the DEO has not taken the task of formation of SMC seriously. However, the changed regulation on the formation of the SMC posed some problem for urban schools. The chairperson and three other member of the SMC must be the real parent of the students, not anybody who are designated as guardians. Similarly, not anybody can be a member as a donor. He or she must have donated substantial amount of money for the school. If the new regulation is strictly followed in the constitution of SMC, the school will have a potential SMC which can be of real assistance to the development of the school. But, in urban school, the guardians are from lower middle class, migrant workers. One can hardly find guardians who can contribute to the development of the schools.

**Recommendations**

- The ornamental nature of the SMC should be replaced by an active SMC. This should mean that SMC should have a role in the general financial transaction of the school. One suggestion is there should be two accounts of the school. The first one is for depositing total finance of the school. And, the second is for the day to day transaction. The first account should be handled by the joint
signature of the chairperson and the head teacher. The second one should be handled by the head teacher and a person handling school finances.

- The term of the SMC should be at least three years. A four year term would be better.
- Some sort of continuity of some member in the SMC would be very helpful. The founders of the school or the person who has donated highest amount of money should be a person who should be continued in the membership.
- The teacher membership should be a person who is formally elected or nominated by the formal teachers’ meeting.
- It should be mandatory for the supervisor and concerned Resource Person to attend the SMC meeting. Absence of supervisor or concern DEO official Resource Person in the SMC meeting should be regarded as negligence of duty.
- The District Education Officer should make it his/ her plan or task to attend some of the SMC meetings randomly.
- The Lead Resource Centre or Educational Training Centres should organize orientation training to the newly elected or nominated members every year. Attendance to such training should be mandatory to all the new member of the SMC.
- The SMC should be directed to fill the vacancy of teachers through a widely published vacancy in a national daily like Gorkhapatra or Kantipur Dainik. Adequate time should be given for candidates to submit the application. Both written examination and interview should be conducted for the selection. The supervisor/ official from DEO should ensure that adequate exercise is done to select the appropriate candidates.
- A SMC member, besides attending the meeting, must visit the school once a month and that should be recorded in a visitor book specially kept for the SMC member.
MAJOR RECOMMENDATIONS

1. The existing regulation for the selection of head teacher should be revised. There should be a system in which a head teacher of a secondary school should be appointed through district-wide open competition. The selection committee should be chaired by the District Education Officer.

2. Head teacher should get attractive allowance, not less than ten per cent of the basic salary.

3. All schools within the municipal area should have an Advisory Committee of about 10-15 people. The committee will have people who are willing to help the school.

4. Supervisors will have to be changed to Assistant District Education Officer. Their main goal would be to activate the Resource Persons.

5. Resource Person should be appointed on the basis of open competition among teachers, of the district. The tenure should be of four years on the condition of termination at any time mainly for reasons of incompetency. RP can be transferred from one cluster to another or even district if needed.

6. Resource Persons should be provided all privileges enjoyed by the supervisors for travelling.

7. The Radio Education Programme of NCED should provide frequent projection of the works of good head teachers.

8. Action Research programme should be launched widely to identify areas which need special attention of the government to raise the quality of community schools.

9. NCED should conduct very high level training for the head teachers and Resource Persons.

10. The NCED should conduct high level training for DEO’s and RP’s

11. Good Head Teacher Awards should be instituted and Awards should be handed over an Education Day by the President of Prime Minister.

12. Foreign visit programmes should be implemented for potential good head teachers.

13. Formation of School Management Committee of secondary schools should be regarded as a major function and DEO should personally be engaged in this activity. Assistant DEO’s should handle this activity for lower secondary and primary schools.
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APPENDIX – A
Tools of Research
1. Name of the school:

2. Address:

3. Year of establishment:

4. Tel. Phone:

5. Number of Teachers:

6. Number of students:

7. Physical Facilities:

   7.1 number of total rooms

   7.2 Are the rooms sufficient? Yes ______ No ______

   7.3 Is there a separate science laboratory? Yes ______ No ______

   7.4 Is there a separate library? Yes ______ No ______

   7.5 Is there a separate room for head teacher? Yes ______ No ______

   7.6 Is there any play ground for students Yes ______ No ______

   7.6.1 If there is play ground, what is the size? ______________

   7.7 Is there a separate room for teaching staff? Yes ______ No ______

   7.8 Is there electricity in the school? Yes ______ No ______

   7.9 Is there a separate toilet for girls and boys? Yes ______ No ______

   7.10 Is there toilet for teachers? Yes ______ No ______

8. Educational equipments and materials

   8.1 Number of working computers, how many? __________

   8.2 Number of printers, how many? __________

   8.3 Photocopy machine – yes ______ no ______

   8.3.1 Science equipment

   • Does the school have sufficient science equipment? Yes _____ No _____
9. School Management Committee

9.1 When this School Management Committee is formed? Date __________________

9.2 What is the name of the chairman? ________________________________

9.3 What are the names of the board members?

9.3.1
9.3.2
9.3.3
9.3.4
9.3.5
9.3.6
9.3.7

9.4 names of the Advisors

9.4.1 n
9.4.2 n
9.4.3 n
9.4.4 n
9.4.5 n
9.4.6 n

9.5 How many times have the SMC met during the past two years?

9.5.1 How the SMC Chairman been appointed?

– Appointed by the general meeting of guardians.

– Appointed by selected few people like head teachers and others.

10. Dates of SMC Meeting:
10.1 __________ 10.2 __________ 10.3 __________
10.4 __________ 10.5 __________ 10.6 __________
10.7 __________ 10.8 __________ 10.9 __________
10.10 __________

11. Has Parent-Teacher Association been organized as per the rule? Yes ____ No ____

11.1 How many times the PTA has met in the year 2067? _________________

11.2 Has this PTA made any significant contribution? Yes _____ No _____

11.3 If yes, what are the contributions? Please mention.

A.
B.
C.
D.
E.
Opinion of the Head Teacher

1. School:  

2. Head Teacher’s Name:  

3. How long have you been the head teacher? Years/Months ______________

4. How do you rate the status of the school academically?
   a) Excellent  
   b) Good  
   c) Fair  
   d) Poor

5. What are your major problems?
   a) No support from anywhere ___________.
   b) Inadequate support from DEO, supervisor ___________.
   c) Inadequate support from Resource Person ___________.
   d) Inadequate support from teachers’ ___________.
   e) Inadequate physical facilities ___________.
   f) Inadequate number of teachers’ ___________.
   g) Inadequate subject teachers’ ___________.
   h) No motivation for teachers’ ___________.

6. How do you rate the level of support from the School Management Committee?
   a. Excellent ______ b) Good ______ c) Fair ______ d) Poor ________

7. What do you think, is the financial situation of the school?
   a. Excellent ______ b) Good ______ c) Fair ______ d) Poor ______

8. What do you need to improve the school?
   8.1 The HT should be authorized to reward and punish the teachers’ _____
   8.2 The allowance of the HT should be increased _________.
   8.3 The DEO should be more supportive _____________.
   8.4 The supervisors should visit more frequently ___________.

35
8.5 The RP should help teachers professionally _________.

8.6 The SMC should be more active and supportive _________.

8.7 The community support to school should be raised _________.

8.8 The HT should be provided job oriented training _________.

9. Have you formed a Parent Teacher Association as per the role?
   a) Yes ___________ b) No ________

10. If not, why did you do that?
    a) Did not feel the need ________ b) Parents are not interested ______

11. Do you face any financial problem?
    a) Yes ________ b) No __________

12. Does the school have to pay the teachers’ salary for three months?
    a) Yes ________ b) No __________

13. Do you get the annual budget passed by SMC every year?
    a) Yes ________ b) No
APPENDIX – B
A discussion/ conversation between the Researcher and the District Education Officer
A discussion/ conversation between the Researcher and the District Education Officer

Genesis of the Discussion

When I started my mission to find out reasons for the operation of some good community schools when the vast majority of the others are failing to conduct their duties, I met Mr. Shiva K. Sapkota, the District Education Officer of Lalitpur. I have special purpose and reason to meet him. He is one of the few DEO’s of the country who is academically highly qualified. His experience as a Project Manager of a Teacher Education Project is a rare exposure for a DEO. As soon as he joined Lalitpur DEO., I had told him that he should be different in the discharge of his duties.

I met him to ask one question. Is there any good community school in the district? He said, “Yes”, there are some. He gave me the names of some schools.

After visiting some schools, I met him again and asked some questions and pointed out to tell me some dependent variables and independent variables.

He told me:

A community school is an independent variable in this context. In this case, it is a community school operating in a municipal area. Mostly, there are many permanent teachers receiving all perks and benefits of permanent teachers, getting salary regularly, no threat of getting fired, conveniently located from transportation point of view, fairly good physical facilities, and students from mainly migrated lower income group.

Highly professional mainly on teacher training area and Project Manager of Teacher Education Project, Mr. Sapkota has adequate preparation to work as Chief Executive of the District Education Officer. Mr. Sapkota said that dependable variables are, (i) Professional and academic preparation of the head teacher and their professional and managerial behavior, (ii) Academic and professional preparation of teachers and their attitude towards their preparation, (iii) The financial status of the school, (iv) Effective support of the SMC including the guardians, (v) Physical facilities of the school.

I asked few questions and the DEO answered them as follows:

Question no. 1: What do you think are the reasons for the outstanding academic achievement of Tri-Padma Vidyasram?

Answer:
A. Leadership and guidance provided by the SMC and particularly the chairman has immense positive impact on the achievement of school.

B. Ability to raise/ collect some financial resource to recruit teachers by the school on its own resources and improve the physical facilities.

C. This is also true with Pragati Shikshya Sadan.

D. The academic leadership of head teachers is the one prime factor that brings success in raising the academic achievement of the schools.

E. Ability to raise resources from students, NGO’s, philanthropic organization, have helped run programmes which otherwise would not have been possible.

Question no. 2:
If these two schools could have good performance, why others could not?

Answer:
Leadership of the school provided by the head teacher is the key to the success of these schools. Definitely, other schools did not have the type of leadership required for the school.

Question no. 3:
Do you see any flaw in the present process of the appointment of a head teacher?

Answer:
The present process does not favour the selection of a competent head teacher for a school. A major amendment is required in the process of the selection of the head teacher.

Question no. 4:
You have pointed out the financial constraint as one of the bottlenecks to improve the quality of education of the community schools. Do you see any way to provide additional financial support to these schools?

Answer:
There is a paradox in this case of financing community schools. Government does not provide adequate money to these schools. Government, also, puts restriction to raise money from students. I cannot suggest something that directly goes against the present situation. Broadly, I would like to suggest that the government should allow schools to raise some money with the consultation of the guardians. This is particularly possible in the urban schools.

Question no. 5:
It has been found that the supervisors and RP’s have virtually played no significant role in helping raise the quality of instruction in the community schools. How do you view the role of supervisors and RP’s.

Answer:
NESP has given the supervisors.

The Basic and Primary Education Project has given the concept of Resource Centre and Resource Person. But, the spirit of NESP and BPEP has virtually vanished. The system has not been able to appoint the professionally competent persons. In fact, the system itself should be reviewed if this system has to be continued.

**Summary and conclusions**

- The process of the appointment of a head teacher as provided by the Executive Regulation should be revised to ensure a condition when better persons are appointed as head teachers.
- The existing process for the appointment of SMC Chair and members has to be revised to allow better SMC which can provide leadership for the school.
- Better system should be instated to allow better financial situation in schools. An effective programme to project the performance of good community schools should be launched with extensive use of print and electric media to attract the lower-middle class and middle class parents to admit their children in the community schools.
APPENDIX – C
Photographs
APPENDIX – D

Information about sample school
APPENDIX – E

News on community schools
Three teachers for as many students in Lumjung School

Himalayan News Service
Lamjung, July 12

A community school in Lamjung is on the verge of closure due to lack of students.

Currently, there are three students and three teachers at Annapurna Primary School in Sundarbazar of Lamjung.

The school, which operates classes up to Grade V, was established in 1975.

The situation of School, however, was not always like this.

The number of students started declining after the guardians started pulling out their wards from the school saying that the school lacked effective teaching and learning activities.

Though the school has a well-equipped building and provides good facilities to children, but the parents are still reluctant to admit their kids in the school. According to local, only eight students were admitted in the school this academic session and they do not attend classes regularly.

School Principal Rajendra Kadariya said they were teaching students from all grades in the same class as there were only three students left.

District Education Officer Dhana Singh Dhami said all schools with low number of students with low number of students will be merged in the district,”

We are planning to merge around 30 primary schools in the district,” he informed.

331 schools produce nil result in SLC

70 pc of those failed flunked if English, Science, Social Studies

Republica News Service
Kathmandu, June 15

As many as 331 schools across the country have produced nil result in the School Leaming Certificate examinations, debunking government’s claim of having done enough to improve the quality of education.

According to the Office of the Controller of Examinations (OCE), a total of 9,187 schools, including 6,045 community and 3,124 private schools, participated in the SLC exams. Panchthar district fared the worst with 23 schools in the district producing the nil result, while 17 schools in Accham failed to produce even a single SLC graduate.

Similarly, Bhojpur, Ilam, Morang, Saptari, Udayapur, Khotang, Taplejung, Okhaldhunga, Tehrathum, Sunsari and Doti produced the worst results with pass percentage below the national average, the OCE has stated.

“But none of the schools in Mustang produced nil result,” Exam Controller Bishnu Bahadur Dware told Republica.

Shockingly, 11 schools in Kathmandu valley have produced nil result in SLC. Of them,
five schools are from Kathmandu, four from Bhaktapur and two from Lalitpur district.

Exam Controller Dware said there was every possibility that some of the schools with nil result could very well be private ones. OCE is yet to classify the results.

Most of those who failed flunked in Mathematics, English, Science and Social Studies. While a total of 221,497 examinees in the regular category failed the exams, 77 percent of them flunked in Mathematics, 74 percent in English and 72 percent in Science. Similarly, 50 percent of them could not secure the minimum 32 marks to pass Social Studies.

Educationists have blamed the method of teaching and lack of enough experienced teachers for the poor results. Currently, 60,000 posts for teachers are vacant in schools across the country. They also stressed that the government needs to hire qualified and experienced teachers in public schools to improve the quality of education.

“Without further delay, the government should pension off the old teachers to make way for qualified and experienced teachers.”

**SLC: Institutional schools fared better**

**Pass percentage more than three times compared to community academies**

**Himalayan News Service**

**Bhaktapur, June 15**

Slandered of education in institutional schools is better than that in community schools, if results of School Leaving Certificate examinations are anything to go back.

Of the 95,4565 students from 3,142 institutional schools who appeared in this year’s SLC exam, 93 per cent have passed. On the other hand, of the 299,477 students from 6,045 community schools, only 28 per cent have cleared the exam. The percentage point of students passing the exams for community schools has remained the same compared to last year. Institutional schools, however, have done better by six percentage point compared to last year when 87 per cent students had passed the exams.

Of the total 548,248 students, who appeared in the exams, 173,436 students were able to make through the ‘Iron Gate’ this year, which stands at 43.92 percent – 2.33 per cent more than last year.

DristiGiri from Occidental Public School and SanojKarki from Reliance International Academy – both securing 94.12 per cent overall – became this year’s SLC toppers. Both are from private schools.

Both government investment in community schools is still lower than what the private sector invests in institutional schools, according to officials. Mahashram Sharma, Joint-Secretary at the Ministry of Education (MoE), said, “Private schools have been spending up to Rs 50,000 per student, while the government’s investment is Rs 13,000 per student.” He said there was a need to overhaul the education system.

“Community schools have not been able to improve their performance despite adopting various measures to improve the results by two digits. Therefore the government should
increase its investment in these schools,” he added.

Earlier, MoE had introduced a 23-point directive for teachers, district education officers and regional education directorates to ensure learning outcomes by focusing on making the classes more interactive and child friendly.

According to the Office of the Controller of Examination, 134,729 students have failed in English, 172,211 students in Maths, 161,260 students in Science, 101,294 students in Social Studies, 57,055 students in Nepali and 30,153 in Health, Population and Environment Education.

A total of 120,627 students, who have failed in maximum two subjects, will sit for chance exam from August 5 to 12, said the OCE.
APPENDIX – F

Indicators of a good school
### Indicators of a Good School

<table>
<thead>
<tr>
<th>S.N.</th>
<th>Indicators</th>
<th>Full marks</th>
<th>Obt. marks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The school gate is closed fifteen minutes after the school starts.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Entry in the school permitted only with the permission of the authorized person.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Gate-keeper is placed in the gate.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>The school starts with a PE exercise and national song in the assembly and announcement by the Principal or an authorized person.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>The school uses drums for the PE/ School Assembly.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>There is a school bell (manual or electric)</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>There is a board to inform the absent students (grade-wise) and teachers, notified half-an-hour after the beginning of teaching session.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>A New Board informing the fees raised by the school from the students.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>There is a Letter Box to drop complains and suggestions.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Teaching and Learning</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Most teachers have a comprehensive lesson Plan for each lesson.</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Most teachers have lesson note for each lesson</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Teachers, in general, do not have any lesson note.</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Teachers stay in class full time.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Teachers do not stay full time in the class.</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Teachers give home work to students.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Teachers check the home work of students.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Students keep their home work copy safely.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Teachers use textbooks effectively.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Teachers use supplementary materials.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Teachers use audio-visual materials at appropriate situation</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Teachers make sure that all students are learning.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>Teachers take care of weak students.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>School provides free tuition for weak students.</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>There is grade teaching system upto grade III.</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>There is partial grade teaching system.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Subject teacher system followed in primary level.</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Students are involved in activities.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>19</td>
<td>Library is used by students.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>20</td>
<td>Books are issued to students from library.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Evaluation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>School uses teacher-made tests (questions) for all examinations.</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Teacher-made tests are used only at primary level.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>School organizes unit test.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>School offer term (3) test system.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>School return all the test-answer paper to the students.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Students are evaluated for the extra-curricular activities.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Student evaluation system is comprehensive.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Practical Activities</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Students are taught science in the science room.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Teacher invariably demonstrates when teaching science.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Project Works are done when appropriate.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Games and Sports</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Games/ sports is compulsory for all students.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Supervised games are arranged for the students.</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Community Relation</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>School Management Committee meets as per rule</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Social Audit is presented to the guardians.</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Community people are invited in school functions.</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>