# Social Audit Framework for the Education Sector

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## Abstract

The paper seeks to define social audit, following which it will undertake a study of certain provisions of the Right of Children to Free and Compulsory Education Act, 2009 (RTE) so as to identify the social audit requirements of the Act. In order to do so, a study of previously employed social audit models/ frameworks across the livelihood sector will be conducted by studying the social audit of the MNREGA scheme. Case studies of education sector social audit models across Bhutan and Brazil will follow the cross-sectoral analysis. All parameters so derived will then be further built upon by a ground-level study of the stakeholders- primarily students, parents and teachers- and their expectations of the education system. The final product of the paper will be a comprehensive set of parameters for social audit in the education sector, derived cumulatively from the aforementioned methods.

Keywords: Education; RTE; Social Audit.

# Introduction

A study of existing literature on social audit- what it means (as a concept) and how it is operationalised (as a process) - reveals the limited purview within which the term has been defined. The paper seeks to define 'social audit', attempting to incorporate all its aspects.

The enactment of the RTE sought to make quality education accessible to a larger section of the populace. The manner of its implementation, however, casts serious doubt on the attainment of this object. Research conducted hereunder, therefore, further seeks to place the process of social audit in the context of the Indian education sector. The paper studies existing policy in the form of the RTE, identifies areas of inadequate performance and seeks to recommend a social audit process to bridge the gap between policy objectives and ground-level implementation.

After having dealt with social audit at a conceptual level in Section I, Section II elaborates upon the methodology employed at various stages within the paper. Section III of the paper identifies parameters within the purview of the RTE that are required to be subjected to social audit. Section IV goes on to conduct a cross-sectoral study across the livelihood sector. Section V focuses on international best practices and their adaptation to the Indian education sector. Finally, Section VI is comprised of primary data findings, analysis and further policy recommendations.

## Section I: Social Audit

- **Definition of Social Audit**
- **Social Audit: Nature, Purpose and Scope**
- **Operational Challenges Faced in Conducting a Social Audit**
- **Social Audit, as distinguished from other forms of audit**

### A. Definition of Social Audit

Social audit, as a commonly understood notion, refers to the process by means of which the performance of a programme or policy can be evaluated against a pre-determined set of parameters. These parameters, primarily non-monetary in nature,

provide for a comprehensive assessment of the said program or policy. Social audit involves an evaluation of the cost and benefits of a policy to determine if the policy delivers what it claims or intends to; whether or not it reaches the targeted population. As a corollary to this, the social audit process screens policy for potential loopholes in terms of whether or not there is any scope for the non-targeted population to avail benefits. It is also an instrument to assess whether the policy in question comes with externalities; it can be used to rectify this potential collateral damage to parties with conflicting interests.

In order to gauge the social efficacy of the policy, stakeholders or intended beneficiaries of the policy are identified and roped in through participatory techniques in the form of administering surveys and questionnaires that form a part of a social audit toolkit. Feedback from the ultimate beneficiary, after all, is the best judgment of the success or failure of any policy. In this manner, social audit gives a perspective of the administrative machinery from the viewpoint of the people who are not a part of it (Centre for Good Governance, Year Unknown), but are significant to it as they are the ones for whom it has been put into place. Social audit, therefore, is aimed at scrutiny and analysis of a public policy with respect to its social delivery. It shifts the focus of scrutiny from good intentions and inputs (in terms of government subsidy, infrastructure) to good output.

A policy, in fact, should be subjected to audit both before and after implementation. First and foremost there is a need to audit the policy itself for its intention, justification and motivation. This is necessary to discourage the formulation and implementation of populist policies, which short term-goals, which may not be in the interest of long-term development goals; policy decisions should not be erratic (Interview). By doing so, the process of social audit will help identify the feasibility of a policy; the question need not necessarily pertain to poor implementation- non-viability of a policy in its drafting stage renders the issue of implementation secondary.
An established social audit framework serves as a negative incentive to deviate from promised delivery and a positive incentive to innovate and further streamline existing policies.

### B. Social Audit: Nature, Purpose and Scope

The case for social auditing has been built around the need for an accountability mechanism for the taxpayers' money. The demand for answerability and

transparency from the government may emerge from the community and be channelised by a conscious civil society. The government itself, if motivated by the desire to assess the impact of its policies beyond the monetary aspect, may institute a framework for social accountability.

To grant it broader applicability, however, it is imperative that the entire process of social audit be viewed as not merely an accountability mechanism, but also a participatory mechanism, which brings together the experience of all stakeholders and seeks to understand how each of these beneficiary groups engages with the policy and its implementation. "The best way to monitor a social process, such as education, is to ensure stakeholder participation in every step of the process. Participation reduces the need for evaluating the end product with a view of identifying the deficiencies in the process. In the absence of objective measures to judge the outcomes at every stage, stakeholder participation can ensure feasibility of the policies, reduce arbitrary decision-making, and provide for useful outcomes." (Interview) This transition in the paradigm within which social audit is viewed- that is, from an accountability to a participatory mechanism- is accompanied by a fundamental shift in the nature of the process from quantitative to qualitative. This is so because a participatory mechanism takes account of how each of the various groups of stakeholders view the policy and respond to its implementation.

Besides working as an accountability and a participatory mechanism, social auditing serves several other purposes, particularly in a democratic setup. It provides information as to the effectiveness of the government and, in keeping with the democratic principle of a responsible government, permits social control over political moves. Further, the process of social audit provides consistent feedback; it serves as a means for policy makers to periodically revisit the objectives that the policy was initiated with, ensuring the continuance of the spirit of the policy in its implementation.

By expanding the scope of social audit, it can also serve as a feedback mechanism. This would involve the auditor administering a detailed questionnaire to gauge people's expectations as regards policy measures. Since the underlying justification for any government action is public mandate, such a broader approach to social audit allows the government to stay responsive to the citizens' expectations. The policy makers can then alter or remodel policy measures, thus operationalising social audit as an instrument to facilitate the democratic structure of governance in India.

An additional merit of social audits is that they required to be conducted at a grass-root level. This facilitates an inclusive study of policy impact- one that is qualitative and not simply reduced to statistics made applicable generally to the entire policy.

So as to retain the essence and purpose of a social audit, it is necessary to ensure that a blanket mechanism for social audit is not adopted. It needs to be tailored to the requirements of the community that the policy pertains to as also to the field or area (healthcare or education, for instance) that it caters to. It is essential, therefore, that the expectations of the local community are taken due account of in determining the parameters along which social audit is conducted.

### C.  Social Audit: Operational Challenges Faced

The limited scope and the narrow, quantitative nature of social audit, as witnessed in the current scenario, can be attributed to the various hindrances in the widespread application of the practice. There are certain requirements that are pre-supposed while conducting a social audit. The State should have faith in participatory democracy and an active, conscious and empowered civil society is required. The State should find itself accountable to civil society and a congenial political and policy environment must subsist (Centre for Good Governance, Year Unknown). These requirements are often found to be absent in less developed countries, which also display an associated prevalence of limited political consciousness and participation.

One of the key challenges for accountability is the lack of knowledge on part of the society, which often approaches the media- presumably the most accessible of redressal bodies for the lower strata of society, contributing only to personal, but not systemic change (Centre for Good Governance, Year Unknown). A major benefit of social audit, therefore, lies in increasing awareness of the masses about the programmes and policies that are intended to benefit them but in effect, under the current system, go largely unheard of.

Another obstacle for the accountability mechanisms is that its mere establishment does not necessarily or automatically ensure accountability on the ground (Centre for Good Governance, Year Unknown); this further strengthens the case for social audit for it brings with itself the added benefit of gauging the effectiveness of

existing accountability frameworks and bodies. A social audit conducted under the purview of the RTE, for instance, will involve an assessment of School Management Committees (SMCs), which themselves have been set up as regulatory and performance-monitoring bodies.

### D. Social Audit: Distinguished from Other Forms of Audit

It is essential to categorically distinguish a social audit from other forms of audit, so as to ensure clarity of objective and the purpose with which it is being administered, these being essential to its ultimate efficacy.

A social audit differs from a financial audit to the extent that the latter explores and assesses financial statements, records and their accuracy. The former, meanwhile, extends itself to qualitative aspects of service or public policy delivery; it is a broader concept. Further, social audit is usually an internally generated process for it seeks to juxtapose implementation against the stated or intended objectives of the particular institution, which can best be understood by the members of the institution itself. An 'internal' process carries the implication that the social audit toolkit is devised by the institution itself (say the government, for assessing the working of its departments), the toolkit is administered by members chosen by the institution and the results are comprehensively organised and analysed by the institution itself. This is in contrast to the practice of having an external auditor for financial audits. Social audits, by virtue of being internally operationalised, administered and assessed, bring in greater responsibility in the system as a whole, making it self-correcting and inherently transparent.

A distinction can also be drawn up between social and operational audits; the sole aim of the latter lies in evaluating the quality of resource utilisation and determining whether allocated resources are being used optimally.

**Research Question and Hypothesis**

Having assigned a context and relevance to the research, the paper will now proceed to identify the research question and hypothesis. It will also elaborate upon the methodology employed further.

*Research Question*
What are the areas of performance in the education sector, within the purview of the RTE, which can be subjected to social audit?

### Hypothesis

A cross-sectoral study of social audit models, along with an analysis of international social audit frameworks in the education sector, can help identify parameters in need for social audit within the Indian education sector. These parameters are in need of being subjected to social audit, particularly with respect to government schools, despite the limited accountability framework put in place by the RTE.

## Section II: Methodology

The paper can systematically be broken down into the following segments, each with its corresponding methodology.

a) Definition of Social Audit: This is largely based on secondary data and literature review. The information collected thereby has been supplemented by primary data. For the purpose, a questionnaire was administered to a diverse, randomly selected sample of twenty individuals. This allowed the researcher to supplement the academic conception of social audit with ground-level understanding and notions. Recommendations have also been made so as to incorporate hitherto unexamined elements into this definition, thereby widening the scope of social audit.

b) Study of the RTE: A systematic review of the bare act was conducted so as to identify parameters that are required to be subjected to social audit. The methodology, therefore, continued to remain limited to the use of secondary data.

c) Cross- Sectoral Study of Social Audit Models: Hereunder, secondary data was utilised to study the social audit process as under the livelihood sector (MNREGA scheme). These parameters were then duly modified and adapted to the education sector. Case study method was employed to allow a focused study.

d) International Case Study: Secondary data collection/ literature review of social audit models for the education sector existing across select nations- Brazil and Bhutan.

e) Interviews: Primary data collection supplements the secondary information used across other sections of the paper. The purpose of the questionnaire was to identify the problems/expectations of the various groups of stakeholders with/from the schooling system. Stakeholders identified hereunder included: students, parents and teachers.

# Section III: Areas for Social Audit Within the Purview of the RTE[1]

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**Paramaters Identified Under the RTE:**

- Inclusion                                    Learning Outcomes
- Neighbourhood Schools                        Records Maintained
- Effectiveness of National Curriculum         Academic Calendar
- Enrolment, Attendance and Dropout Rates      SDPs
- Teacher Training                             Effectiveness of SMCs
- 25% Reservation                              Recognition Norms
- Pupil-Teacher Ratio                          Productivity of Teachers

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In its 'Statement of Objects and Reasons', the RTE duly recognizes the "the crucial role of universal elementary education for strengthening the social fabric of democracy through provision of equal opportunities to all" (RTE, 2009). The Act claims "significant spatial and numerical expansion of elementary schools in the country" and at also goes on to lament the high dropout rate and the sub-satisfactory quality of learning outcomes. Given that the provision of "full time elementary education of satisfactory and equitable quality" is the primary objective of the RTE, it becomes essential to identify parameters under the purview of the Act that hinder the attainment of this objective. The performance along these parameters can presumably be uplifted by subjecting them to social audit and assessing ground-level performance and hindrances.

a) <u>Inclusion</u>

<u>Legal Provisions</u>: Inclusion here refers to that of children suffering from disability, "child belonging to weaker section" and "child belonging to disadvantaged group". These terms have been defined in Section 3, Section 2 (e) and Section 2 (d), respectively. Ensuring such inclusion across the board is the duty of the "appropriate Government" under Section 8 (c). "Local authorities", as defined under Section 2 (h), are responsible for the facilitation of the admission procedure for children of migrants under Section 9 (k). The issue of inclusion should ideally also encompass whether

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[1] Sections referred to hereunder pertain to the RTE unless otherwise specified.

special training [as required under Section 4] is provided to a student to bring him at par with others in the class, given the age basis for admission; facility for such special training is to be provided by "appropriate Government" under Section 8 (e).

Section 2 (b) (i) of the Persons With Disability (Equal Opportunities, Protection of Rights, and Full Participation) Act, 1996 (PWD) defines "disability" as including blindness, low vision, leprosy-cured, hearing impairment, loco-motor disability, mental retardation and mental illness. Chapter V of the PWD Act, meanwhile, deals with the question of education for children with disability, in association with the RTE.

Under the PWD Act, the provision for free education "in an appropriate environment" extends to 18 years of age as opposed to the cap of 14 years of age established by the RTE. It also provides for the setting up of "special schools" in the Government as well as the private sector, as also for equipping these special schools with vocational training facilities. Appropriate governments and local authorities have been directed by the PWD Act, under Section 27, to make necessary schemes for conducting part-time classes, imparting non-formal education and education through open schools and universities, through interactive electronic media. The provision of free of cost "special books and equipment" called for by the educational needs of children with disability are also included within the Act.

The appropriate Governments have also been asked by the legislation to move a step further and undertake research for the purpose of "designing and developing new assistive devices, teaching aids, special teaching materials", besides setting up teachers' training institutions and developing training programmes. Finally, and rather significantly, the Act calls for a "comprehensive education scheme" providing for transport facilities, architectural facilitation in educational institutes, books and uniforms, grievance-redressal fora, suitable alterations in the examination system and restructuring of curriculum as per the needs and capacities of the children.

The PWD Bill, 2014, goes on to extend the purview of "person with disability" to a "person with long term physical, mental, intellectual or sensory impairment which hinders his full and effective participation in society equally with others" (PWD Bill, 2014). It also defines inclusive education to mean a "system of education wherein students with and without disability learn together and the system of teaching and learning is

suitably adapted to meet the learning needs of different types of students with disabilities" (PWD Bill, 2014).

Need for Social Audit: The interface between the provisions of the RTE and the PWD comes to the fore raising the issue of inclusion of children with disability. The intersection between the scope of the two Acts limits the applicability of a social audit to "normal schools" and not "special schools" since social audit in the context of the paper is limited to government schools. The primary aim of a social audit framework, therefore, would be to judge the extent to which the legislative provisions stated above find application on the ground.

b)  Neighbourhood Schools

Legal Provisions: The neighbourhood criterion differs from state to state. In Delhi, for instance (as also in most other states), the neighbourhood limit for classes 1 to 5 ranges from 0-1 kilometer and that for classes 6 to 8 lies between 0 and 3 kilometers. It is the collective duty and responsibility of the appropriate government and the local authority to ensure the availability of such neighbourhood school, as expressly mentioned under Sections 8 (b) and 9 (b). Section 6 limits the permissible time period for the establishment of such schools to 3 years of the commencement of the RTE, that is 1$^{st}$ January, 2010.

Need for Social Audit: As revealed by primary research, the question of accessibility of education for the demographic that is engaged with government schools is dependent to a large extent on geographical proximity. Since the RTE aims at accessible education, a social audit of whether there is a sufficient number of schools in the area is essential.

c)  Effectiveness of National curriculum and Evaluation Procedure

Legal Provisions: A national curriculum is required to be developed by the central government under Section 7 (6) (a). In doing so, an academic authority "to be specified by the appropriate government" under Section 29 is to aid the government. Besides this, the academic authority is also to lay down the evaluation procedure for elementary education. While performing these functions, the authority, as per Section 23 (Part VII) of the Right to Free and Compulsory Education Rules, 2010, shall also (RTE Rules, 2010):

- formulate the relevant and age appropriate syllabus and text books and other learning material;
- develop in-service teacher training design; and
- prepare guidelines for putting into practice continuous and comprehensive evaluation.

<u>Need for Social Audit</u>: Whether the national curriculum so developed is open to revisions and is updated regularly so as to keep up with changing requirements is a major concern.

By empowering the academic authority to "design and implement a process of holistic school quality assessment on a regular basis" (RTE Rules, 2010), the Rules provide for a statutory auditory framework. The manner in which this quality assessment is conducted by the designated authority makes a strong basis for social audit.

So far as this uniform national curriculum and evaluation procedure is concerned, the focus of a social audit framework should lie on whether its claimed universal applicability is valid. This, in turn, can be assessed by documenting the manner in which students across schools are responding to it (attendance in classes on a particular subject and grades on periodic examinations, for instance, can be taken as partial measures of responsiveness to curriculum, even though responsiveness is neither solely nor largely a function of these). The extent to which the teacher has the authority to modify the prescribed syllabus to the specific learning requirements of his/her students also serves as an appropriate measure to assess the ground-level implementation and effectiveness of this provision of the RTE.

d) <u>Enrolment, Attendance and Dropout Rates</u>:

<u>Legal Provisions</u>: These aspects of free and compulsory elementary education are to be monitored by the appropriate Government and also the local authority under Sections 8 (f) and 9 (e) using the records maintained by the local authority under Section 9 (d). Section 10 (5) of the RTE Rules, 2010 requires the local authority to ensure that the names of children enrolled in the schools are publicly displayed in each school.

<u>Need for Social Audit</u>: The RTE provides for the monitoring of these factors; including them in a social audit framework will, however, provide the added

benefit of indicating performance on other significant parameters. For instance, attendance may be taken as a partial measure of the teacher's ability to engage the students; dropout rates may, albeit to a limited extent, indicate the quality of education provided in the school (although a high dropout rate may, admittedly, also be a measure of socio-economic and familial factors).

e) <u>Teacher Training</u>

<u>Legal Provisions</u>: It is the responsibility of the Central Government, under Section 7 (6) (a), to develop and enforce standards for such training. The "appropriate Government" and local authority have to provide training facility for teachers under Section 8 (i) and 9 (j). In the event that a state does not have adequate institutions offering teacher training courses or there is a deficiency of teachers possessing minimum qualifications [as laid by the academic authority under Section 23 (1)], the minimum qualifications are required to be relaxed for a period of 5 years within which such insufficiencies have to be met, as provided under Section 23 (2). It is pertinent to note that the RTE Rules, 2010, do not make a mention of teacher training: either in terms of approach, infrastructural plans or minimum requirements.

<u>Need for Social Audit</u>: Teacher training, and subsequently the quality of teachers engaged, forms an essential input for the education system and any insufficiency thereof would automatically translate into sub-optimal output; this makes it essential to be audited.

f) <u>Extent Of School's Responsibility For Free And Compulsory Education: 25% Reservation</u>

<u>Legal Provisions</u>: Section 12 draws on the categorisation of schools as laid down by Section 2 (n) and accordingly imposes liability on various kinds of schools to provide free education. While a government school (that is, one established, owned or controlled by the government) has to necessarily provide free education, an unaided (and hence, private) school or a school belonging to a "specified category" is required to reserve 25% of the seats for children belonging to a disadvantaged group or weaker section in the neighbourhood. For such provision, it is to be reimbursed by the government to the extent of per-child expenditure incurred by the state. The per-child expenditure, in turn, is estimated as per Section 12 of the RTE Rules, 2010.

A wholly or partially aided school shall be obligated to accommodate children in the same proportion as the annual recurring aid/ grant bears to its annual recurring expenses, subject to a minimum of 25%.

Need for Social Audit: The very aim of the RTE lies in the "provision of inclusive elementary education to all…of satisfactory quality…" It also puts part of this responsibility on "schools which are not dependent on Government funds", necessitating social audit in this area.

g) Pupil Teacher Ratio (PTR)

Legal Provisions: Section 25 requires the maintenance of the PTR specified in the Schedule appended with the Act, within 6 months of commencement. This ratio stands at 60:2 for classes 1 to 5 and adjusts progressively to greater pupil strength. For classes 6 to 8, meanwhile, at least 1 teacher should be available per 35 students. This comes with the added rider that there must be at least 1 teacher each for Science and Mathematics, Social Studies, Languages. For student strength beyond 100, part time teachers shall also be available so as to cater to Art Education, Health and Physical Education, Work Education.

Need for Social Audit: A social audit in this regard would be largely quantitative in nature; this, however, does not limit the significance of ensuring the prescribed ratio through an accountability mechanism. A deviation from the prescribed ratio would lead to lower levels of learning. Divided teacher attention and inability to respond to individual needs of each child contribute to lower output from the education sector as a whole.

h) Learning Outcomes Assessment

Need for Social Audit: Any audit, a social audit being no exception, takes account of inputs and outputs with reference to one another. The RTE, however, makes no mention of learning outcomes. Given that the question of learning outcomes has not been considered, there is no established mechanism to monitor or assess learning outcomes either, strengthening the need for a social audit in the area. A pertinent question that such an audit should necessarily gauge is as to how student performance is appropriately measured given the fact that the existing examination-based evaluation system is rendered largely futile owing to the "no holding back policy" under Section 16.

i) <u>Records Maintained</u>

<u>Legal Provisions</u>: "Local authorities" are responsible for maintaining records of students up to 14 years of age under Section 9 (d). The records are to be updated annually as required by Section 10 (2) of the Rules.

<u>Need for Social Audit</u>: The regularity with which these records are updated is required to be audited. What makes the maintenance of these records crucial is the fact that they identify core beneficiaries of the educatin policy, that is, students. Moreover, whether or not all requisite parameters such as sex, name, address and so on, are included in the records [as specified under Rule 10 (4)].

j) <u>Academic Calendar</u>

<u>Legal Provisions</u>: It is to be decided by the "local authority" under Section 9 (m).

<u>Need for Social Audit</u>: A social audit is required so as to sufficiently address the following concerns:
- How rigorous is it?
- In what proportion does it include curricular and extra-curricular activities?
- How do students respond to the schedule imposed by this calendar?
- How much freedom does the teacher have to pace learning to the requirements of the students? While Section 24 (d) empowers the teacher to "assess the learning ability of each child and accordingly supplement additional instruction, if any", the extent to which the flexibility (or the lack of) of the academic calendar allows for this needs to be assessed.

k) <u>Compliance With Recognition Requirements</u>

<u>Legal Provisions</u>: Required to be met by non-government schools, the recognition requirements and norms are mentioned under Sections 18 and 19 and further elucidated upon in the Schedule. It consists of the following parameters (Schedule, RTE):
- Number of teachers,
- Building requirements,

- Minimum number of working days/ instructional hours in an academic year,
- Minimum number of working hours per week for the teacher,
- Teaching learning equipment,
- Library,
- Play material, games and sports equipment.

Need for Social Audit: All of these form essential inputs, as per the Act, for generating desired outcomes. While the question of what expected outcomes are has not been addressed in the legislation, it is essential to audit for these inputs so that the conditions required for achieving desirable outcomes are in place.

l)  Effectiveness Of School Management Committees (SMCs)

Legal Provisions: Section 21 of the Act designates SMCs as school-specific monitoring bodies- both, for the working of schools and the utilisation of grants received. They have to be instituted in all schools except those that are unaided. It is to be reconstituted every 2 years, as given under Rule 3 (1). The statute makes the inclusion of parents, parents of children belonging to disadvantaged groups, elected members of the local authority, teachers, local educationists/ children and women mandatory.

Need for Social Audit: An inclusion of this parameter in the social audit framework would be aimed at assessing the extent to which this statute-ordained composition is able to ensure accountability on part of teachers and the school administration. The RTE deserves due credit in so far as it facilitates such audit by making the minutes of the meeting publicly available under Rule 3 (5).

m) School Development Plans (SDPs)

Legal Provisions: To be prepared by the SMC, an SDP is a 3-year plan that forms the basis for the plans and grants to be made by the appropriate government or the local authority [Section 22]. It contains details pertaining to teacher requirements, physical/ infrastructural needs, special training facility and financial requirements to satisfy the above-stated.

Need for Social Audit: A social audit would be directed towards assessing whether these focus areas of SDPs are dealt with adequately. The quality

and effectiveness of the SDP in aiding the government determine an appropriate quantum of grant is also a key area for audit.

n) Productivity Of Teachers

Legal Provisions: Section 27 places a blanket prohibition on the deployment of teachers for non-educational purposes, but excludes the decennial population census, disaster relief duties or duties relating to elections.

Need for Social Audit: The purview of a social audit will extend to the productivity of teachers as affected, if at all, by the provision. Teacher quality and productivity can be measured along multiple dimensions: regularity in terms of reporting to work, learning outcomes of students and the effective use of teaching-learning equipment provided by the appropriate government.

## Section IV: Cross-Sectoral Study of Social Audit Models

The paper will now proceed beyond the education space to study established and employed social audit models across the sector of livelihood. It will identify parameters used as part of the social audit process as applied to an existing scheme: the MNREGA. Relevant parameters will then be extrapolated and adapted to the education sector.

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**Legal Provisions**

**Case Study: Andhra Pradesh**

**Learning for the Education Sector**

- Pre-Ordained Parameters for Conducting Social Audit
- Training to Conduct Social Audit
- Computerised System of Record-Keeping as Applied to Muster Rolls
- Quality of Work: Assessment Through Learning Outcomes
- Wage Payment in Accordance With Work Done
- Worksite Facilities: Infrastructure

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**Legal Provisions**

Chapter V of the National Rural Employment Guarantee Act, 2005 (NREGA) provides for 'Implementing and Monitoring Authorities' established as part of an

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accountability framework within the Act. The Central Employment Guarantee Council, under Section 11 of the NREGA, is required to "establish a central evaluation and monitoring system; review the monitoring and redressal mechanism from time to time and recommend improvements required; and monitor the implementation of the Act" (NREGA, 2005). The Central Council has also been endowed with the power of evaluating the various Schemes undertaken under the Act.

Further, "for the purposes of regular monitoring and reviewing the implementation of this Act at the State level, every State Government shall constitute a State Council" [Section 12] (NREGA, 2005).

Section 13 empowers the Panchayats- at the district, intermediate and village levels- as principal planning and implementation authorities under the Act. As under Section 17, "the Gram Sabha shall conduct regular social audits of all the projects under the Scheme taken up within the Gram Panchayat" and the "the Gram Panchayat shall make available all relevant documents including the muster rolls, bills, vouchers, measurement books, copies of sanction orders and other connected books of account and papers to the Gram Sabha for the purpose of conducting the social audit".

The District Programme Coordinator, as under Section 14 (2), shall be responsible for the implementation of the Scheme in the district in accordance with the provisions of the Act and the rules made thereunder.

The Rules for social audit, under the Act, specify that there would be 3 stages of social audit: Preparatory phase, Social Audit Forum and Post Social Audit phase (Singh and Vutukuru, Year Unknown).

- The preparatory phase includes collating information and copies of relevant documents; worksite verification and muster roll verification and display and dissemination of summary of documents.
- The Social Audit Forum shall be convened once in every six months. As part of the social audit information shall be read out publicly, and people shall be given an opportunity to seek and obtain information from officials, verify financial expenditure, examine the provision of entitlements, discuss the priorities reflected in choices made, and critically evaluate the quality of works as well as the services of the programme staff. The "Action taken report" relating to the previous Social Audit Forum shall be read out at the beginning of each Forum. Also it has been mentioned that Social Audit shall

be open to public participation and any outside individual person/group/NGO shall be allowed to participate in the Forum.

- As part of the <u>post social audit stage</u>, all action taken reports are supposed to be filed within a month of convening of the Social Audit. There is clear mention of action against a person found guilty of any misappropriation.

## Case Study: Andhra Pradesh

The use of social audits, as applied to the NREGA, was pioneered by the NGO Mazdoor Kisan Shakti Sangathan (MKSS) in Rajasthan; these social audits were termed as "Jan Sunwaias" or "People's Hearings". The Rural Development department of Andhra Pradesh created a separate office for social audit inside the directorate of NREGA and appointed a director from the state civil services. One of the key members of Mazdoor Kisan Shakti Sangathan (MKSS) was also inducted into this office, keeping two primary objectives in mind. One was to incorporate the learning that MKSS had acquired over the years in the conduct of social audits and the other was to signal the government's intent and commitment to the process of social audit (Singh and Vutukuru). Certain other pertinent features of the manner in which the social audit is operationalised can be documented as follows:

- State resource persons, chosen from within the government as well as NGOs, are responsible for training the district resource persons.
- Information is seen to be available in an organised and consolidated form at the mandal level owing to the computerised management of the information system under the scheme.
- The district resource persons select literate youth from the families which have actually worked as part of the scheme and train them in social audit processes over a three day period.
- A team consisting of these youth and one district resource person carries out the audit process in each of the villages in the mandal[2]; the process includes random door to door verification of the muster roll, focused group discussions and night Gram Sabhas.

The items or parameters along which social audit is conducted under the NREGS are (Singh and Rajakutty, Year Unknown):

a) <u>Application for Job Cards</u>: The village social auditors must examine if all the wage seekers applied for job cards or not.
b) <u>Getting the Job Cards</u>: Whether or not all those who applied for job cards received them.

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[2] A *mandal*, also known as a *tehsil* is an administrative unit that usually comprises of a number of towns or villages.

c) Process Involved in the Identification of Works: Whether the works identified for generating employment were approved by the Gram Sabha.

d) Applying for Work: Whether wage seekers had applied for work, whether receipts had been issued and whether all the applicants had received employment or not.

e) Work Commencement Order: Whether the works executed were in the order of priority and had Administrative Sanction. Whether works had been executed after the issuing of Work Commencement Order.

f) Muster Roll: Whether the names of the wage seekers have been entered in the muster rolls. Whether the names entered in the muster rolls were of the wage seekers who worked, as opposed to those who did not work. Whether the muster rolls were read out publicly twice every day for attendance and the day of closure. Whether the signatures/ thumb impressions of the labourers were taken on the muster rolls.

g) Mark up and Measurement of Works: Whether the wage seekers were shown where they would work, how much work has to be done (individually or in a group) and informed about the other measurement related details.

h) Measurement Books: Whether the details regarding measurements have been entered in the measurement sheets or not. Whether the measurements have been recorded accurately or not. Also, whether the work done and the measurement at the site matches those entered in the measurement book.

i) Work-site Facilities: Whether facilities such as shade, water, crèche and first aid were made available for the wage seekers.

j) Wage Payments: Whether the wage seekers received wages in accordance with the work done by them and the entry made in the muster rolls or not.

k) Quality of Work: Assessment of the quality of work and the material used.

l) Examination of the Works: Whether the identified work was completed.

m) Payment Through Banks/ Post Office: See whether wages were paid according to the work done and through the banks or post offices.

### The NREGA Experience: Learning for the Education Sector

a) Pre-ordained Parameters

The NREGA social audit system lists out certain set parameters that are to be assessed. The accountability framework under the RTE, meanwhile, takes the form of SMCs which have no definite checklist of parameters to refer to in conducting the audit. This makes the entire process arbitrary. Governmental and the community's concerns as to the performance of the schooling system need to be brought together, reconciled and formulated into a comprehensive document- a School Score Card, for instance- against which inspections should be systematically conducted.

b) <u>Training to Conduct Social Audit</u>

As noted above, the Andhra Pradesh (AP) model of social audit for the NREGA provides for training of district resource persons as well as the beneficiaries of the scheme by those who have experience in community organisation. This fosters a healthy work culture which also ensures direct stakeholder participation in the social audit process. The same should be adapted to the education sector by training the members of the SMCs to conduct a social audit, thereby equipping them to monitor performance effectively.

c) <u>Computerised System of Record-Keeping/ Muster Rolls</u>

Compulsory computerisation of data documentation and record-keeping leads to its formalisation. This ensures regularity in the collection and maintenance of records, making audit easier and more effective.

In government schools, for instance, teacher as well as pupil attendance should be maintained electronically. The possible use of a biometric device may serve as an incentive to teachers to maintain regularity at work.

d) <u>Quality of Work: Assessment Through Learning Outcomes</u>

The focus of the RTE lies on whether the inputs that go into education- in terms of teacher availability, teacher qualifications, infrastructure, books and other school supplies- are adequate. It, however, makes no mention of learning or work outcomes. Taking from the NREGA experience, the education sector may find it viable to provide, by legislative amendments, for the measurement of quality in terms of the work done by students as well as teachers. Measurement of teacher performance may be linked with student learning and a measure of the latter may automatically be indicative of the former to some extent.

e) <u>Wage Payment in Accordance With Work Done</u>

The social audit mechanism under the NREGA accounts for the work done in relation to the remuneration disbursed. Payment is made on a per day basis

and the total wage received under the scheme is hence, ultimately linked with the number of work days put in. Extrapolating the practice to the education sector, it is recommended that the absence of teachers beyond a given permissible limit be taken note of and penalised. This will serve as an effective incentive for teachers to report to school.

f) Work-site Facilities: Infrastructure
The significance of inputs that go into the schooling system cannot be diminished and credit is due to the RTE for having sufficiently taken account of them. It is imperative to ensure that the social audit checklist/ guideline proposed above incorporate infrastructural parameters. These, as per the Schedule appended to the RTE, include: an all-weather building, separate toilets for boys and girls, a playground and a boundary wall/ fencing.

## Section V: Social Audit Mechanisms for the Education Sector: International Case Studies

**Brazil: Learning for the Indian Education Sector**

- Focus on learning outcomes: sets right the input-output imbalance in the RTE
- Repeal of Section 16: 'No Holding Back' policy
- Introduction of a punitive evaluation system
- Government and policy emphasis on individual schools
- Defined objectives for each grade of education

**Bhutan: Recommendations for the Indian Model**

- Written Management Policy
- Quality of School Improvement Plan (SIP)
- School Initiative Towards Parental Involvement
- Proactive Support-Seeking from Relevant External Agencies
- Periodic In-School Teacher Meeting and Management/ Committee Meetings
- Education in Integration With GNH Principles
- Teacher Assessment
- Further Use of Examination Results
- Relevant Remedial Programmes for Academically Challenged Students
- Practices for Character-Development, Addressing the Cultural and Spiritual Dimension, Skill-Development, Citizenship-Building Education and Lifestyle Modelling

**Brazil**

*Why Brazil?*

1. Comparability with the Indian Education Sector (The United Nations)

   - The Federal Government is in charge of legislating on Guidelines and Bases for national education, coordinating and developing National Educational plans and providing technical and financial assistance to the States, the Federal District and the Municipalities for the development of their educational systems and for priority assistance to compulsory schooling.

   - The Federal Government's role mentioned above does not exclude the responsibility of the States to, in their own sphere of action, legislate concurrently and suppletorily on matters related to their own educational systems, provided that the federal legislation is respected.

   - Fundamental education is compulsory for all children aged 7 to 14 (6 to 14 in India) and free at all public institutions, including those who did not have access to school at the appropriate age.
   - The general educational objectives are conceived in relation to the degree of maturity and the age group of the student; the current legislation defines distinct objectives for the different educational grades (this qualitative and subjective aspect is absent in the Indian scenario).

2. Extent to which it Focuses on Stakeholder Involvement and Responsibility: Ideal Model to be Studied and Possibly Adopted

   *The principles established in the 1988 Brazilian Constitution are the guidelines for national education, according to which education is a right for all, duty of the State and of the family, and is to be promoted with the collaboration of society, with the objective of fully developing the person, preparing the individual for the exercise of citizenship and qualifying him/her for work.* (The United Nations)

The very basis of the education model contains, as its inherent constituent, the idea of stakeholder engagement and responsibility. Social audit in the Brazilian scenario, therefore, is not an external imposition; it is a natural part of the education sector itself. This is the embodiment of the performance-monitoring and accountability-ensuring framework that India would benefit from establishing, making Brazil a desirable model to study.

### Legislative Basis of the Education Sector: Basic Objectives, Guiding Principles and Structure of the Schooling System [Annexure A]

### Social Audit Mechanism

*From a starting point of no information on student learning in 1994, the Cardoso and Lula da Silva administrations have systematically constructed one of the world's most impressive systems for measuring education results. In many respects, the Prova Brasil/Provinha Brasil student assessment and the Indice de Desenvolvimento da Educaco Basica (IDEB) composite index of education quality developed by the Ministry of Education's assessment arm (INEP, Instituto Nacional de Estudos e Pesquisas Educacionais Anisio Teixeira) is superior to current practice in the United States and in many other OECD countries in the quantity, relevance and quality of the student and school performance information it provides. The SAEB/ Prova Brasil test and IDEB rankings have become a high-visibility source of public information on school and system performance... In 2000, Brazil joined the OECD's Program for International Student Assessment (PISA) and worked to ensure comparability between the national and international scales...test data are increasingly being used by policy makers at all levels to track progress, create positive incentives and target supplementary support for school. The creation of the instruments and technical capacity for periodic, standardized measurement of student learning outcomes across almost 40 million students in 175,000 primary and secondary schools is a major achievement of Brazilian education officials over the past 15 years.* (Bruns, Evans and Luque, 2011)

*Brazil's Index of Basic Education Quality: The IDEB*

The IDEB, introduced by the Brazilian Ministry of Education, is an "innovative tool for the systematic monitoring of basic educational progress in every school, municipality, state (and federal district), and region of the country" (Bruns, Evans and Luque, 2011). Created by INEP (The National Institute for Educational Studies), it is a measure constituted by two key components: school flow (grade progression, repetition and graduation rates) and mean performance on assessments (Instituto Nacional de Estudo e Pesquisas Educacionais Anisio Teixeira, 2011). The index has been given credit for the fact that it is the joint product of both test scores and pass rates, thus ensuring that there is no automatic promotion of students (Bruns, Evans and Luque, 2011). Promotion is contingent on learning and performance, creating an incentive to learn and consequently to teach.

The 'Prova Brasil', meanwhile, is a student learning assessment system in Math and Portuguese, applied to the fourth and the eighth grades every two years. The IDEB "combines Prova Brasil test results with administrative data on school enrollment, repetition and promotion. The IDEB has been accepted in Brazil as the leading metric for gauging the relative performance of both individual schools and municipal and state systems" (Fernandes and Gremaud, 2009).

*The Evaluation System of Basic Education: SAEB*

It holds as its purpose the systematic evaluation of the basic education system in Brazil. The evaluation system also seeks to contribute to education quality and increased access to school "by offering concrete assistance to the formulation, reformulation and monitoring of public policies" (Instituto Nacional de Estudo e Pesquisas Educacionais Anisio Teixeira, 2011). The SAEB also provides indicators/ data that enable better understanding of factors affecting student performance.

The SAEB consists of three external large-scale assessments (Instituto Nacional de Estudo e Pesquisas Educacionais Anisio Teixeira, 2011)[3] :

- National Assessment of Basic Education (ANEB),
- National Assessment of Educational Achievement (ANRESC/ "Proof Brazil"),
- National Literacy Assessment (ANA).

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[3] Annexure B

### What can the Indian Education Sector Learn from Brazil?

The extent to which the focus of the Brazilian education system lies on learning outcomes is evident from the aforementioned description of its performance monitoring systems. Certain practices can be extrapolated to the Indian education sector so as to set right the imbalance between input-output emphases, as observed in the RTE.

The 'no holding back' policy under Section 16 was brought in with the aim of mitigating the adverse effects of academic pressure and stress. Its natural outcome, however, has been lowered incentive to learn and more significantly, to teach. A child, between 6 to 14 years of age, can hardly be expected to be motivated by the ideals/ objectives of the education system or by the quest for knowledge. As per Lawrence Kohlberg's 'Stages of Moral Development' and also in keeping with Jean Piaget's 'Theory of Cognitive Development'[4], children's entire world view is guided by the "obedience and punishment orientation" and consequently, by the "self-interest" consideration (Kohlberg, 1973). Their understanding of ethical and moral conduct is largely externally guided. In such a scenario, the utility of external motivators or incentives (in the form of an evaluation system) can hardly be undermined.

In the absence of a punitive evaluation system, parental engagement with schooling and teachers is also influenced. The lack of a short-term goal, in the form of an examination for instance, removes the incentive to take interest in and promote the child's learning habits and work ethic. Neither can they be blamed; subject knowledge, strong fundamentals and the ultimate acquisition of a desirable skill-set are goals that display their utility only at a later stage in the student's academic or professional life.

Assuming that parents, and more importantly students, will manage to keep themselves motivated through them is an unrealistic expectation. What is required to be challenged is the quality of an evaluation system, not its relevance. Section 16, therefore, should be subjected to repeal.

In terms of adopting an effective performance monitoring system for the education system as a whole, India can learn from the Brazilian model. Brazil's emphasis lays on individual schools- an approach that would prove to be much more effective than the reduction of the entire system to statistics that usually cannot be treated and inferred from sufficiently in order to bring about reform. Student learning is the

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[4] See Jean Piaget's 'The Moral Judgment of the Child', 1932.

ideal indicator of school performance for it reflects the extent to which the education system reaches out to the ultimate beneficiaries. Since the measure of school performance is a function of student learning, it facilitates and furthers this ultimate objective.

Further, the Brazilian education system inspires a fundamental shift in the philosophy of education. By defining the objectives for each stage/ grade of education, it gives a distinct and definite direction to education providers (ranging from bureaucrats responsible for policy-making to teachers who translate objectives into implementation at the classroom level). With clear objectives in mind, a more streamlined approach can be taken to education, teaching-learning dynamics and evaluation concerns.

For instance, it is imperative that "the ability to apply scientific principles" be stated as an objective of $9^{th}$ grade education. It is only then that it will be striven for and teachers can be held accountable in the event that they fail to impart such learning.

**Bhutan**

*Why Bhutan?*

1. Commonality of Object: "The National Education Framework (NEF) intends to ensure equitable access to education, improve the quality of learning and create a systemic framework that provides scope for success and raise the standards of learning" (National Education Framework, 2009)[5].
   Similarly, the RTE states amongst its "Aims and Objectives", greater and better distributed access to quality education.
   It is also pertinent to note that the vision for education and educational goals of Bhutan are put forth periodically in the NEF. This allows constant re-visiting and revision of the philosophy and object of education, keeping them in consonance with changing needs.

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[5] National Education Framework, 2012: Bhutan's political and social life is passing through a phase that necessitates a robust and forward-looking education system. The National Education Framework (NEF)
serves as a foundation policy document that defines the national vision and goals for Bhutan's development, derived from His Majesty's vision, Bhutan's Constitution, the policies of the government and the views of the general public, as collected from official sources, media reports and research studies. This document presents an overview of the current Bhutanese education system and recommendations for the new education structure.

2. Demography: With 27.8% (Bhutan) and 28.9% (India) of their population between 0 and 14 years of age (The World Factbook, CIA), Bhutan and India experience a proportionately similar demography. Based on the safe assumption that education contributes in great measure to human resource development (and makes human resource more receptive to future training- vocational or professional), both nations look to gain immensely from greater access to quality education. The stakes in the education sector being similar, similar performance-monitoring systems will produce similar results and fulfill the same long-term objectives in both nations.

### *Legislative Basis of the Bhutanese Education System: Objectives and Structure [Annexure C]*

### *Social Audit Mechanism*

The Bhutanese social audit mechanism for the education sector can be understood by studying the combined impact of "Nurturing Green Schools for Green Bhutan- a Guide to School Management"[6] and the School Self-Assessment (SSA) parameters, as defined in a systematic form by the Bhutanese government (Ministry of Education, Bhutan).

"A Guide to School Management" reveals the commitment displayed by the Ministry of Education (MoE) towards basing policy on well-informed considerations for it takes into account every element of schooling and provides for all its sub-aspects that could potentially require monitoring and evaluation. The diversity of subjects that the publication deals with grants its across-the-board applicability: it defines what a school is, goes on to propose a model for de-centralised management, deals with curriculum/ co-curricular and extra-curricular implementation, provides for student support services, seeks to build staff dynamism, ensures optimal use of school resources and finally, clarifies procedure for maintaining and reporting records and meetings. (Ministry of Education, Bhutan).

Significant to the concept and process of social audit is the "Monitoring of Strategic Plans" provided for under the Guide (Chapter 5, Clause 8).

> *Monitoring gauges the performance against expected performance indicators*

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[6] A publication of the Ministry of Education, Royal Government of Bhutan. Henceforth referred to as "A Guide to School Management".

*of an activity. It makes sure the activity is conducted, determines the quality of staff members performing the tasks and identifies potential problems and provides feedback, looks for observable behaviours that indicate progress or achievement of the goals and objectives.* (Ministry of Education, Bhutan)

The publication makes particular mention of the following:

- The necessity of monitoring staff/ teacher performance so as assess whether professional support services are required,
- Ensuring "quality input for quality outcome",
- The presence of standard indicators against which progress can be monitored,
- Devising appropriate evaluator/ performance-monitoring tools,
- Utilisation of select strategies to monitor performance: participation, feedback, discussions and meetings and self-appraisal tools,
- It treats recording and reporting as essential components of the management system and prescribes that all un/planned activity be reported to "concerned agencies",
- It emphasises on review as "the process of reflecting on the activities and implementation procedure which requires taking stock of strengths, weaknesses and the impact of the activities on students, staff and the school". It cites as the purpose of review the establishment of a framework to measure staff accountability and objectively assess the impact of plans and programmes.

The SSA feature, meanwhile, provides schools with a comprehensive toolkit[7] which can be structured along the following broad verticals:

- School Profile: Includes basic school particulars;
- School Vision, Mission and Goals;
- Leadership and Management Practices: whether school policy is in line with NEF, whether the management policy is shared by students and staff, quality of School Improvement Plan (Bhutanese equivalent of Indian SDPs) to be assessed, parental participation ensured by school, proactive support from external relevant agencies, periodic teacher meetings;
- Physical and Psycho-Social Ambience of the School: 'No Plastic' policy in school, students' personal hygiene, greenery in schools, access to toilets and drinking water, employment of positive disciplining techniques, life skills

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[7] Annexure D

education to be provided, 'Gross National Happiness' values to be promoted, child's health record;

- <u>Curriculum Practices (Planning and Delivery)</u>: Teacher's understanding of syllabus, teacher's daily planning for classes, teacher as an inspiration for good conduct and inducer of positive learning environment, assigning regular class work and home work, the extent to which the teacher is familiar with current development in his subject/ education space;
- <u>Holistic Assessment</u>: Checking/ correction of students' work, relevance and presence of remedial programmes, examination results to be used as a measure of teacher-learning process, practices for building a student's character, fairness of student assessments;
- <u>Broader Learning Domain</u>: promotion of cultural and spiritual dimension of students' lives, delivery of citizenship building education, equipping students with information on higher studies, availability of counseling and career education;
- <u>School-Community vitality</u>: school carries out relevant and viable projects in collaboration with the community, parental engagement in promoting substance-free lifestyle, parenting education programmes.

### *What Can India Learn From the Bhutanese Model?*

The Bhutanese social audit model puts forth various novel parameters; incorporating them into the Indian education system will contribute to an upward qualitative push. The RTE is seen to be disproportionately focused on the "access" aspect of its "universal access to quality education" objective; adapting the Bhutanese model, in limited measure, will enable greater quality as its focus lies more on quality.

a) <u>Written Management Policy</u>
A written management policy- incorporating the philosophy and object of teaching in the particular school and the approach to achieve the same- will ensure greater focus on the same owing to formalisation. Further, this policy should be arrived at post deliberation with all stakeholders: principal, teachers, students/ parents. A well-considered policy will ensure cohesion and commitment towards requisite action; it will be understood and shared by all.
The written nature of the policy, meanwhile, will facilitate the process of social audit by making it easier to tally intended goals with actual implementation.

b) <u>Quality of School Improvement Plan (SIP)</u>
The SIP is the Bhutanese equivalent of the Indian SDP, the prime distinction being that Bhutan specifies definite requirements that SIPs must fulfill, ensuring

that there remains a certain structure to these plans. This structure in turn remains instrumental in determining the utility of the plans. If SDPs are designed in accordance with governmental requirements, they will necessarily be in a better position to aid the government draft policies (about magnitude of aid to be granted for school development and the like). Further, government regulation of the plan informs stakeholders as to what can be expected of the plan, making it more receptive to a social audit process, since a social audit essentially checks policy for the delivery of claims made by it.

For instance, Bhutanese SIPs specify timelines for action to be completed and also assign responsibility to specific parties, thus strengthening accountability.

c)   School Initiative Towards Parental Involvement

The SSA stipulated by the Ministry of Education (Bhutan) makes it the responsibility of the school to effectively engage parents in school activities and "student development programmes". This ensures the communication of teaching objectives and methodology to parents. In turn, the spirit of education system can be carried over to the home where a substantial proportion of the child's time is spent, ensuring continuity in learning even outside school. By introducing and sensitizing parents to learning needs and teaching methods, the education system ensures more holistic learning. This can further be supplemented with parenting education programmes that will serve to further the learning-friendly and child-centric, conducive home environments that parents attempt to maintain.

While the RTE attempts to do the same through SMCs, the extent to which it has been able to attain such involvement is questionable, further reinforcing the need to learn from the Bhutanese model.

The purview of parental involvement, meanwhile, can be extended to school-community engagement in non-academic ways. In Bhutan, for instance, the community and school come together for projects like paddy cultivation. The Indian education sector can take from this practice by bringing the community together on a periodic basis (say, by organizing a street play for the locality).

This will ensure periodic stakeholder engagement which forms the basis of the social audit process and hence, will strengthen it.

### d)  Proactive Support-Seeking from Relevant External Agencies

Government schools would profit immensely from delegating parts of their operational work (for instance, supply of text books, given the delay that is usually observed when governmental bodies are responsible for publishing) to external, largely private, entities. This would bring in efficiency- both in terms of time and cost- to the particular sub-processes, making the entire sector more financially and qualitatively viable.

For instance, the task of administration of a social audit in government schools can be assigned to a private entity, especially considering that the government may not have the necessary inclination, manpower or technology to spare for the same. It would also serve to eliminate any form of bias or incentive that government officials may have to misrepresent findings.

### e)  Periodic In-School Teacher Meeting and Management/ Committee Meetings

While the RTE provides for periodic SMC meetings, this ideal remains largely unattained[8]; the Bhutanese model reinforces its necessity. Moreover, the merit of teacher meetings cannot be undermined. This will ensure the active role of teachers in planning the curriculum and other school activities. It will serve to address challenges that teachers face in the classroom, channelise their grievances and bring them together to deliberate upon desirable teaching-learning strategies and disciplining models to be followed.

### f)  Maintenance of Health Records of Students

Under the RTE, the local authority is required to maintain a record of all students up until 14 years of age. Further, a list of all students enrolled in a particular school is to be displayed outside the school. A social audit of these has been recommended previously in the paper, as under the purview of the RTE.

A study of the Bhutanese model, however, reveals the inadequacy of these records. Even if subjected to social audit, these records do not reveal much and hence, do not contribute to the auditing agency's understanding of dynamics that operate in a school and, by extension, in the education sector.

Incorporation of health records will expand the utility of the social audit process itself. It will give the government an idea of the conditions faced by students

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[8] Primary data findings indicated negligible parental involvement in the school management and reflected minimal periodicity of joint meetings and deliberations.

which will help them modify policy in accordance with an understanding of their socio-economic standing.

For instance, the existence of genuine health concerns (quite possibly owing to financial constraints, poor living conditions and other socio-economic factors) may provide a plausible explanation for low attendance rates.

g) <u>Education in Integration With GNH Principles</u>:

The Bhutanese education policy displays a high degree of consonance with the measure of 'Gross National Happiness'; education is viewed as one of the means to attaining this national end.

Indian education policy, meanwhile, shows negligible linkage with the national economic and social goals.

Education in India is viewed as an end in itself, the result being that not much comes of the process besides a degree that signifies completion of formal education. Instead, India should take from the Bhutanese model and link education with greater goals such as employment. By integrating vocational training and career counseling with schooling, the education system increases employability and makes the workforce that emerges from the education system more contributing to the economy.

h) <u>Teacher Assessment</u>

Performance- based incentives for teachers were recommended under the purview of the RTE.

More subjective, less punitive (as opposed to, say suspension or salary reduction in the event of non-performance) measures can also be put in place to monitor teacher commitment and performance. The maintenance of a weekly lesson plan and a monthly lesson plan on part of the teacher must be mandated by school management or the local authority, as recognised under the RTE. This will include an end-of-the-plan-period documentation (again, by the teacher himself) of whether targets were achieved or not. Monthly records can then be reviewed by the school principal, in discussion with the school management/ SMCs.

In addition to being indicative of teachers' performance, this practice will also ensure that the syllabus completion is evenly spread out throughout the academic year and does not gather around the period immediately preceding

an examination[9]; quality of teaching and pupils' understanding can thus be ensured.

While the quality and effectiveness of these plans is for the faculty to assess, a social audit process will be aimed at determining whether or not these plans were regularly devised and implemented.

i)   Further Use of Examination Results

A common learning from the Brazilian and the Bhutanese models is the effective use of examination results in the performance-monitoring process. In India, the examination results are merely aggregated and reduced to statistics, making it difficult to make any qualitative deductions from them.

A comprehensive index (The Prova Brasil, for instance) is required to be created whereby examination results, coupled with other learning parameters, can be treated so as to be indicative of learning outcomes and in turn suggest the performance of the education sector.

Social audit of various schools should be aimed at assessing whether examination results and other parameters to be included in this index are systematically maintained. This will ensure that unavailability of raw data is not a hindrance in utilizing the index.

j)   Relevant Remedial Programmes for Academically Challenged Students

The ideal of inclusion, as envisaged in the RTE and previously discussed, can be operationalised through regular remedial programmes. These allow special needs of children to be addressed, which may often go unnoticed during regular classes owing to the largely straightjacket curriculum and approach followed with all students.

Social audit of the same will be directed towards two aspects: regularity with which these classes are conducted (quantitative); student satisfaction and change in learning outcomes of the select group of students as a result of these classes (qualitative).

k)   Practices for Character-Development, Addressing the Cultural and Spiritual Dimension, Skill-Development, Citizenship-Building Education and Lifestyle Modelling:

The RTE is aimed at the attainment of "the values of equality, social justice and democracy and the creation of a just and humane society" (RTE, 2009). This ideal

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[9] Interview with students and parents revealed that syllabus coverage tended to cluster around examination time, making it difficult for students to grasp the subject.

necessitates the movement of education beyond quantitative measures (such as examination scores in Mathematics or the Sciences and the like). It requires education to take a holistic approach and integrate subject learning with character building, cultural input, skill development and promotion of a healthy lifestyle (free from substance abuse and associated criminal activity which acts as an impediment for a segment of the human resource from contributing to society productively).

The education sector cannot rely solely on familial or societal inputs to ensure the same. Schools need to impart these values and skills in addition to subject-oriented knowledge. Citizenship-building education, meanwhile, serves to align the education policy with national goals, thus ensuring harmony between the two. This gives educational objectives a definite direction to move in, as opposed to imparting only subject knowledge that has limited practical applicability.

A social audit will be aimed at checking whether or not such programmes are incorporated in the academic calendar, as prepared by the local authority under the RTE.

## Section VI: Primary Research: Findings and Analysis

**Questionnaire and Sample: Nature, Purpose**

**Observations and Findings**

**Parameters for Social Audit and Policy Recommendations:**

- Regularity of Class Work/ Home Work and Corrections
- Bias, if any, in Student Assessment
- Awareness Generation
- Career Counselling: Information on Higher Studies and Training Options
- Parental Involvement: Effectiveness of SMCs
- Sanitation
- Distribution of Syllabus Across the Year
- Infrastructural Norms
- Pupil-Teacher Ratio
- Repeal of Section 16
- Measures to Help Parents Assess Learning Outcomes
- Environment-Building
- Extra-Curricular Activities
- Age-Appropriate Admissions
- Student Absenteeism

### A. Questionnaire and Sample

#### Questionnaire 1

a) Aimed at collecting qualitative data, the questionnaire comprised of subjective questions [Annexure E].

b) It was administered to a sample of 22 individuals, equitably distributed between males and females with no particular bias towards any profession. The sample was, however, was comprised largely of students between the age of 19 and 22.

c) It was aimed at studying people's perception of what the nature of social audit should be and what its purposes are. These inputs were then incorporated into the definition of social audit devised in Section I of the paper.

### Questionnaire 2

a) The questionnaire was semi-structured in nature [Annexure E].
b) The sample comprised of students who go to government schools, their parents and government school teachers.
c) The sample size extended to 20 families, each with 1-4 children who study in government schools. The questionnaire was also administered to 3 teachers.
d) It was administered in person to the parents and students. The localities where the sample was picked from were: Sangam Vihar, Janta Mazdoor Colony and Welcome Colony (Seelampur) and Shahadra; all these localities are in Delhi.
e) The teachers were interviewed telephonically. All of them are engaged with government (municipal) schools in Mumbai.
f) Gender bias, in terms of providing a better education (usually perceived to be imparted by private schools) to male children, was seen to be absent in the random sample at hand; an observation that lay in contrast with the researcher's expectations. Some families sent their girls to budget private schools and the boys to government schools, citing the reason that the girl is more dedicated and that investing in her education would amount to better learning outcomes.
g) The aim of the questionnaire was to:
   - Identify the problems of the various groups of stakeholders with the schooling system,
   - Document the expectations of stakeholders from the schooling system or its various agents.
h) The broad areas of study that were covered across the range of stakeholders included: their experience with the schooling system, their frustrations, recommendation for improvement and the course of grievance redressal, if any.
i) The manner in which the findings of the questionnaire were expected to contribute to the study at hand included:
   - The problems faced by stakeholders, if already provided for within the purview of existing policy framework (here, the RTE), will allow for the identification of areas that are required to be subjected to social audit,
   - An idea of their expectations from the schooling system, if not sufficiently provided for by the RTE, can make for policy recommendations so as to bring the working of the

education system more in consonance with ground-level wants; ultimately, the system has to cater to the stakeholders' needs.

## B. Observations and Findings

The observations and findings from the field work will be documented separately for students/ parents (as a group) and teachers.

### Students and Parents

*Experience and Grievances*

- In most cases (14/20), parents are seen to find teachers to be unresponsive. Some parents reported having shown an active inclination to meet subject teachers, only to be told that the teacher was busy and did not have time.
- Contrary to popular perception a majority of students found teacher engagement to be high. In terms of regularity and punctuality with regard to reporting for work, 13 out of 20 students responded in affirmative.
- The sample was seen to be distributed more equitably on the question of quality of delivery on part of the teachers. 8 students complained of the fact that the pace of instruction was too fast and that they often found themselves struggling to understand concepts (most of them cited weak fundamentals as the cause). Parents of these children found themselves compelled to enroll their children in after-school tuition classes; "*school ke bharose nahi reh sakte*" [we can't rely on the school for our children's education] was a standard response amongst most of these parents.

  The remaining 12, meanwhile, were satisfied with the quality of education they were receiving. Topics were repeated at students' request and doubts were adequately addressed.

  Parental assessment was, in all cases, in line with the review given by the child.
- 17 out of 20 students said that the syllabus was not completed and that they had to cover it by themselves before the examination. The RTE, meanwhile, mandates under "Responsibilities of Schools and Teachers" [Section 24] that the teacher is supposed to cover the prescribed curriculum. Further, the students reported that syllabus coverage was unequally distributed through the course of the

academic year- it tended to cluster around the examination period, automatically hampering their level of understanding.

- Parental engagement with schools is seen to be very low. Most of them have only visited schools when they had to get their child admitted or had to collect the school grant for books and uniform. Only 7 out of 20 parents reported having been called for regular meetings. The periodicity, in these cases, was one meeting a month.

  One of the mothers advised the teacher to organise periodic meetings and to make children maintain diaries so as to allow parents to check for home work; her suggestion was met with the response that "*ye sab private school mein hota hai, sarkaari mein nahi*" [all this happens only in private schools and is not to be expected from government schools].

- A sharp distance was observed to exist between parents/ students and the Principal of the school. 19 out of 20 parents reported not having met the Principal at any point during their association with the school; for some of them, this period exceeded 9 years.

  Students claimed to have had seen the Principal only during the assembly or at the time of class inspection. One student even reported that teachers are reluctant to allow students to meet the Principal; in fact, they actively discouraged it.

- Most families were satisfied with the infrastructure provided by government schools. Only 4 of the 20 respondent families reported broken benches, fans; one of the families went on to say that the school was merely a semi-constructed building that was covered with a tin shed. This state of affairs lies in contravention of the RTE Schedule which mandates an all-weather building as a recognition norm for private schools, while a government school itself does not fulfill the criteria.

  Unsanitary toilets were a concern amongst 7-8 families. A family reported that while separate toilets for girls and boys were available, students were not allowed to use them.

  A relevant factor pointed out by one of the mothers was the fact that children contributed to the defilement of school property. Students, particularly boys, would indulge in breaking fans, tube lights and the like.

- Books and uniform are supplied by schools up until the $8^{th}$ grade; mid-day meals are also provided. If not in kind, such remuneration is made in cash. However, some of the parents higher up the socio-economic ladder within the given demographic did not allow their

children to avail the mid-day meal scheme, owing to the poor quality of food given out, as reported on various news channels.

- In keeping with the widely founded criticism of government schools, the Pupil-Teacher Ratio (PTR) is seen to be rather adverse. Families reported figures ranging from 56 to 85, as against the RTE-stipulated ratio of 1:60 which, in itself, is very high. One of the mothers went on to say that dispersal hour could easily lead to a stampede-like situation; the number of children enrolled in her daughter's school was immense, as per her description.

- When questioned about it, most parents expressed discontent over the 'no holding back' policy, as mandated under Section 16 of the RTE. They were quick to realise that many of the academic difficulties faced by their children once they graduated to the $9^{th}$ grade emerged from weak fundamentals that went undetected and hence, non-rectified. 3 sets of parents reported that their children were appearing for examination in certain subjects for the $3^{rd}$ time as they could not clear them; teachers were said to have told the children that their papers had been "rejected".

  Two of the parents also hinted at teacher bias in the correction of papers. One labeled the teacher as too strict; the other suggested that it was because her son was not always obedient that the teacher assessed him unfairly.

  Some parents and most students, however, did not have an opinion on the policy.

- Most parents within the sample displayed low levels of educational attainment. It ranged from no formal schooling to the attainment of a B.A. degree; the average level of schooling completed across the group ranged from $5^{th}$ to the $10^{th}$ grade. In all cases, the mother had completed fewer years of former schooling than the father [with the exception of one family where the mother was a B.A. degree holder and the father was a $10^{th}$ grade graduate]. Parents' measures of their child's learning were seen to be limited for they often found themselves inadequately equipped to judge the child's learning.

  In case of one of the families, the mother was employed in the same BPS that the daughter was enrolled in; the two sons attended government school. The parents made the observation that their daughter ($6^{th}$ grade) helped her brothers ($9^{th}$ grade) with their homework. This in itself was a sufficient indicator for the parents to gauge the relative merit of a government and a private establishment, through the learning outcomes displayed by their children at home.

- The environment in school, from the responses of the interviewees, is seen to be rather non-conducive to learning. Students claimed that teachers reported for classes more often than not, but their engagement with the students beyond that was negligible, if not absent. Children's interaction with one another was limited so far as it did not extend to the academic sphere.
- Most responses indicated that extra-curricular activities (sports and cultural) were sporadic. The academic calendar did not include them as part and parcel of a wholesome education. In most schools, training towards the same was unavailable; only students who took classes at a personal level could enroll themselves for participation in school events. Parental attitude towards the question indicated the secondary place that such activities held even in their minds.
- A 12th grade student, while he was being interviewed, sought information about the requirements that he would have to fulfill to be eligible to work at a call centre.
- Awareness about the 25% reservation provided by the RTE under Section 12 was found to be low. Only 2 out of 20 families had some idea about this facility.
- Problems with documentation and the consequent inability to avail benefits, though not common within the sample, were reported in 2 cases.
One of the families, for instance, could not avail the benefit that should accrue to them under the 'Ladli' scheme[10] of the Delhi government, owing to variation in the way the father's name was spelt in the birth certificate and the school admission form.
- It was observed that parents' aspirations for their children's education were either low or absent, in most cases. The usual response across the board was "let's see how much he/she wants to and can study". They recognised the fact that the process of learning was a two-way street and that the onus could not be placed solely on teachers; students were equally responsible for their own learning, particularly as they move higher up the grades.
- Grievance-Redressal:
Students reported that they went to teachers with their problems, which usually involved any fights they may have gotten into or any misdemeanor on part of classmates. Interaction with the Principal, as

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[10] Delhi Ladli Scheme was launched in the NCT of Delhi on 01.01.2008 to empower the girls by linking financial assistance with their education up until senior secondary level. [http://delhi.gov.in/wps/wcm/connect/doit_wcd/wcd/Home/Delhi+Ladli+Scheme/]

noted earlier, was negligible. Students themselves were not very inclined towards approaching the Principal; however, even when they were, teachers discouraged them from doing so.

One family reported, rather significantly, that when the mother visited the school to voice her concerns to the teacher, her children were ridiculed in assembly the next day by teachers themselves. She was subsequently asked not to visit school by her children. This further disincentivised the already limited parental involvement.

### Teachers

*Experience and Frustrations*

- Teachers reported that they interacted with the administration (represented by the Principal) on a daily basis. Teachers were a part of the decision-making process so far as the running of the school was concerned; decisions regarding building projects, smart classrooms and inclusion of schools in schemes/ pilot projects are made at the "corporation level" (Interview). As between parents and the administration, the responses reveal that there is no sense of alienation between the teachers and the administration.

- The syllabus covered in class is more or less set, as put forth by the central government and a national academic body. One of the teachers reported that while they did not enjoy flexibility in terms of what is taught, they had near-absolute discretion to determine how it was delivered. He also said that the curriculum for his class (the 3$^{rd}$ grade) has recently been re-modeled and ensured activity-based learning.

- One of the teachers noted that the recently revised syllabus for his class (grade 1) was very difficult for the children to handle. He commented that his students did not know how to read the Marathi alphabet and the new syllabus demanded for them to read lessons in Marathi.

- A sharp contradiction was observed between the schools' role in mobilizing parental involvement, as reported by parents and teachers. While most parents said that they were not called for meetings, teachers suggested otherwise. This disparity can be attributed either to an inherent bias aimed at shrugging personal responsibility or to the simple reason that the parent and teacher samples have been lifted from varied geographical areas (Delhi and

Mumbai) in which case their arguments are not mutually nullifying or necessarily contradictory.

- Teachers suggested that most parents were interested in the progress that their children were making; they sought updates on what was going on in class. The monthly PTM was a forum to voice concerns about their child's learning.

  One of the teachers indicated that migrant parents were more often than not largely disinterested in the child's schooling; they were unaware of the subjects their child was studying, prescribed books and sometimes even of the class the child was admitted in.

  Another factor that contributed to disinterest was 5-8 children in each house, making it difficult for parents to pay sufficient attention to each of their needs.

- Student absenteeism was a concern amongst teachers. A teacher revealed that 7-12 students were absent every day from amongst the total strength of 60. Children of migrant workers would visit their village often and miss out on classes.

- While some students displayed genuine interest in learning, certain factors worked as impediments: overcrowding in classrooms and the lack of home environments conducive to studying; "*school mein 5-6 ghante bitaane ke baad to inhe apne gharon mein hi vaapis jaana parta hai, vahaan koi dhyaan nahi deta*" [After having spent 5-6 hours at school, they finally have to return to a home where not much attention is paid to their educational needs].

- The general observation was that overcrowding in classrooms was a major concern. They admitted that teaching quality was greatly reduced due to class strengths ranging from 60 to 85. They reported difficulties in maintaining discipline, correcting notebooks, contacting parents of each child to discuss specific concerns and paying attention to the needs of each child.

- A challenge faced and reported by them in the classroom was the presence of a heterogeneous group of children in terms of learning levels. Since admission is largely age-based, teachers had to face a class where one child may know how to read sentences while another finds it difficult to even form five-letter words (reported by a teacher). This variability becomes difficult to address satisfactorily, particularly given the strength of each classroom.

- Besides examinations, teachers also devise informal means of gauging learning outcomes. For instance, a practice followed by one of the teachers regularly, so as to assess reading skills, is to write words on the board and make students read them individually. Any

deficiency in the expected outcomes is then worked upon with children at an individual level, so far as possible.

## C. Analysis: Parameters for Social Audit and Policy Recommendations

a) Regularity of Class Work/ Home Work and Corrections
Given parents' concerns about their children's work habits, each school should, at its own level, fix days when home work has to be given to students. Class work, meanwhile, should be dated in the students' notebook so as to enable an assessment of whether classes had been productive every day or not (operating under the assumption that regular class work is a sign of productive classes). This can further serve to corroborate teachers' attendance claims.
The social audit will be aimed at checking a random sample of notebooks for regular class work/ homework assigned and whether it was found duly corrected.

b) Bias, if any, in Student Assessment
In order to rectify personal bias on part of the teacher, papers should be circulated amongst teachers for correction. For instance, papers can be exchanged between those teaching two separate sections or two separate grades.
Further, a randomly selected sample of papers from each grade (taught by a different teacher) should be sent to a senior subject teacher/ the Principal in order to assess whether the correction ensured fairness; comments as regards the same should be left on the paper. This should be a surprise inspection, thus creating an incentive for teachers to correct sincerely.
A social audit will involve an evaluation of this random sample of corrected papers along with the observations of the senior teacher/ Principal.

c) Awareness Generation
Laws and policies of the government are not accessible to all in the written form that they are made available in. Awareness generation, of the 25% reservation in this particular context, needs to take a more mass-friendly form. An indisputable feature of the demographic under study is the sense of community that is seen to pervade. The government should capitalize on this and bring the

community together through informal means so as to generate awareness.

For instance, the government could engage NGOs working in these geographical areas or in the area of education at large to perform street plays and inform the intended beneficiaries of the policy provision as their right.

d) <u>Career Counselling: Information on Higher Studies and Training Options</u>

Such programmes at the senior secondary level will help orient students towards a career suited to their aptitude and interest; further, it will help them see a link between the education imparted at school and their future academic/ professional prospects. As also discussed under the Bhutanese model, the incorporation of vocational training with schooling and the provision of information on higher education serves to align school education with greater socio-economic goals. An awareness of the requirements of higher education institutes/ employers will automatically increase student sensitivity and responsiveness to these factors. This, in turn, will raise employability and hence, employment levels.

e) <u>Parental Involvement: Effectiveness of SMCs</u>

Lack of parental involvement can be traced to the disconnect between them and teachers.

This also raises doubt as to the effectiveness of SMCs as a performance monitoring body. The parents under study, as observed, are largely not very educated. The extent to which they can ensure accountability is questionable; they may not necessarily have a ready opinion on school policy and functioning and if they do, they may not be able to freely voice it in front of teachers and the principal.

A different engagement mechanism, therefore, needs to be devised. All parents of children enrolled in a particular school should meet as a group, once every month. It will be the duty of the school principal to ensure that this meeting takes place, adequate notice is given to all parents and that the school premises are made available for this meeting. The meeting, however, will have no teacher representatives. It will only seek to mobilise parental opinion on the working of the school.

A few chosen representatives from this parent community- those who are more qualified and less inhibited to voice themselves- will then put forth the collective opinion at the SMC meeting.

A social audit, therefore, will seek to gauge two things: whether the all-parent meeting was organised and whether the SMC meeting took place at designated intervals. The qualitative aspect of the audit will then evaluate the minutes of the meeting, as mandated to be made available under the RTE rules.

f) Sanitation
So as to address this concern, a form should be put up on the school notice board. Every date of every month will have two check boxes against it: one to be signed by the individual responsible for cleaning the school and the other, by the Principal. This will make the latter directly liable for any lapses that may be observed when local authorities are conducting a school visit/ inspection. This monthly inspection should also be mandated by rules and a pre-ordained list of parameters should be provided to the inspector.
The social audit process will focus on whether the form was signed- along with a tick or a cross- every day or not. It will also look at the findings of the inspector, as organised in the form of a list of set parameters.

g) Distribution of Syllabus Across the Year
As discussed under the Bhutanese model, this can be ensured by a requirement that asks teachers to prepare weekly and monthly lesson plans and also record the extent to which these targets were achieved.

h) Infrastructural Norms
Sections 18 and 19, coupled with the RTE Schedule, lay down extensive norms required to be complied with by non-government schools.
The social audit framework will check whether the government school itself satisfies all those infrastructural norms.

i) Pupil-Teacher Ratio
An adverse PTR affects student learning in various ways; ranging from the simplest fact that a child may not be able to see the blackboard to divided teacher attention.

A social audit process will help ensure that the permissible 1:60 ratio is maintained.

This ratio is in itself, rather, too high and the government should consider revising it. The teachers interviewed were particularly in favour of this reduction; one of them went on to say that ideally, the PTR should be placed at 1:20.

j) Repeal of Section 16

As formerly discussed under the Brazilian case study, the 'no holding back' policy needs to be done away with. This is in keeping with the opinion of parents as major stakeholders in their children's education.

k) Measures to Help Parents Assess Learning Outcomes

As observed above, parents may not always find themselves in a position to gauge whether their children are learning or not.

Government schools should aid the parents in forming this assessment. A parent-teacher meeting (PTM), to be organised every month, should focus on communicating such parameters to parents along which they can readily gauge learning.

For instance, a 2nd-grade teacher who has spent the past month teaching kids about the concept of money, can tell parents that their child should now be able to count money when asked to.

By adopting this approach, at least at the primary school level where this can rather feasibly be operationalised, schools are essentially reducing learning outcomes to visible parameters that can easily be utilised by parents.

Social audit in this case would involve a qualitative interview with parents to see whether they were given such information and if they now found themselves in a better position to judge where their child's learning was headed.

l) Environment-Building

The onus should lie on the teacher to facilitate the establishment of a learning environment wherein students engage with each other constructively- either through academic discussions, sport or through cultural activities. Since a significant portion of students' time is spent with their peers, this would contribute to their learning and all-round development at school.

In this regard, a social audit can be administered by means of observation of an unmonitored classroom. The checklist that the auditor records his findings against may include:

- Whether students sit in the classroom or go outside to play during free time? If in class, what are the subjects that dominate their conversation?
- How do teachers attempt to engage students beyond the sphere of classroom teaching?

m) Extra-Curricular Activities

As observed under a study of the RTE, the local authority (Nagar Nigam, Municipal Committee or Municipal Corporation) is responsible for the preparation of the academic calendar. It should be designed so as to include a balance of curricular and extra-curricular activities. The government clearly intends to deliver along these parameters as well, as seen in the fact that a playground and sport equipment is mandated under infrastructural norms of the RTE.

It would also be desirable for parents to be made to see the merit in promoting any extra-curricular interests their children may have. This can be done by showing them how these interests, when honed, can translate into returns (possibly by becoming a profession in the future that brings in income).

n) Age-Appropriate Admissions

The validity of age-based admissions is questionable, as seen in the observations made by teachers; this provision of the RTE, therefore, should be done away with. Admission to a particular class should be based on learning levels instead. This can be done through a class-appropriate entrance test. The purpose of this test will not be to disqualify students from admission; rather, it will help schools assess and inform parents as to which class their child is best suited for.

o) Student Absenteeism

The provision of a mid-day meal and school supplies (books and uniform) was brought in to incentivise school attendance. Teachers, however, have reported that student absenteeism continues to remain substantial.

This concern can be mitigated by linking the above-stated incentives with attendance. For instance, these benefits should be made available in successive years only if an 80% attendance criterion is

met. Also, parents and students should be informed about this provision well in advance so that it can act as an effective incentive.

A social audit mechanism in this case, will be required to check whether these supplies are delivered efficiently.

All in all, the following 48 parameters were derived from a combination of the above models and approaches:

| | |
|---|---|
| 1. Inclusion | 2. Learning Outcomes |
| 3. Neighbourhood Schools | 4. Records maintained |
| 5. Effectiveness of National Curriculum | 6. Enrollment, Attendance and Dropout Rates |
| 7. Academic Calendar | 8. SDPs |
| 9. Teacher Training | 10. Effectiveness of SMCs |
| 11. 25% Reservation | 12. Recognition norms |
| 13. Pupil-Teacher Ratio | 14. Productivity of Teachers |
| 15. Pre-Ordained Parameters for Conducting Social Audit | 16. Computerised Record-Keeping System |
| 17. Quality of Work: Assessment Through Learning Outcomes | 18. Wage Payment in Accordance with Work Done |
| 19. Training to Conduct Social Audit | 20. Worksite Facilities: Infrastructure |
| 21. Focus on Learning Outcomes | 22. Repeal of Section 16 |
| 23. Punitive Evaluation System | 24. Emphasis on Individual Schools |
| 25. Defined Objectives for Each Grade of Education | 26. Written Management Policy |
| 27. Quality of School Improvement Plans | 28. School Initiative Towards Parental Involvement |
| 29. Support-Seeking from External Agencies | 30. Education in Integration with GNH Principles |
| 31. Teacher Assessment | 32. Use of Examination Results |
| 33. Remedial Programmes | 34. Character Development/ Lifestyle-Modelling Education |
| 35. Periodic Teacher Meetings | 36. Regularity of Class Work/ Home Work and Corrections |
| 37. Bias in Student Assessment | 38. Awareness Generation |
| 39. Career Counselling | 40. Effectiveness of SMCs? |
| 41. Sanitation | 42. Distributed Syllabus Coverage |
| 43. Infrastructural Norms | 44. Measures to Help Parents Assess Learning Outcomes |
| 45. Environment-Building | 46. Extra-Curricular Activities |
| 47. Age-Appropriate Admissions | 48. Student Absenteeism |

## Conclusion

A social audit framework can be studied along three broad dimensions: why is social audit required to be conducted? What are the dimensions that are required to be subjected to social audit? How can a social audit be operationalised and conducted? (World Bank Social Accountability Sourcebook, Year Unknown)

The paper dealt with the former two questions. In doing so, it went on to define social audit and characterised it as an accountability framework, a participatory process and a feedback mechanism.

The focus of the paper lay on placing a relevant social audit framework within the purview of the Indian education sector. In devising this social audit framework, parameters were derived from a combination of: the RTE, the Bhutanese education model, The Brazilian framework and primary research.

Further research on a social audit framework for the education sector can focus on how the parameters derived above can be organised into a comprehensive toolkit. This toolkit should ideally combine quantitative and qualitative elements; that is easy to administer in the field and yields result which bear sufficient utility and can be acted upon to reform the education sector.

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**Legislative Basis of the Education Sector: Basic Objectives, Guiding Principles and Structure of the Schooling System**

*Legislative Basis of the Brazilian Education System*

- The National Educational Bases and Guidelines Law, 1961. [Later amended in '68, '71, '82] is the tool which regulates aims and objectives, means and powers of educational actions. By constitutional determination regarding the educational system, the aforementioned legislation applies as long as it does not go against the Constitution.

- The new Constitution does not set age limits: it determines that education is compulsory, aiming at providing the necessary structure to the development of the students potential as an element of self-fulfillment, training for work, and conscious exercise of citizenship.

    Intermediate education is also free in public schools, although is not compulsory; it aims at the full development of adolescents, including the elements which make up the objective of fundamental education, as well as training for work, depending on the choice of each educational institution.

    Higher education aims at the development of the sciences, arts, qualification of professionals at university level, research and specialization and is equally free at public schools and universities.

*Organisation and Structure*

- The Brazilian Educational System is divided into three levels: fundamental, intermediate and higher education, the latter comprising two different levels: undergraduate and graduate. Preschool or infant education is added to this hierarchical structure, for the purpose of providing assistance to children under 7 years of age.

- Any youth or adult who did not follow or finish regular schooling at the appropriate age has the possibility of making up for the delay by attending courses and suppletory examinations customizing the mode of education to this special type of student.

- Besides regular education, other modes of education are offered, such as suppletory education which substitutes and complements regular schooling, providing permanent education.

- The fundamental education curriculum is consists of a common core and a diversified part. The common core, as defined by the Federal Council of Education, is compulsory in the whole country, so as to ensure national unity, and it comprises: Portuguese, Social Studies, including History and Geography, Physics and Biology Science and Mathematics. The diversified part is defined by the needs of each educational system and of each school, taking into account regional and local characteristics, the schools' plans as well as individual differences and aptitudes of students.

- Students are grouped into classes by grade, age and, in some cases, level of achievement. In rural areas, it is still common to find multigraded classes, with students at different schooling levels.

- The assessment of student achievement is defined in the school's internal regulations and includes learning evaluation expressed in grades or besides providing codes of assessment and attendance, the minimum requirement being 75%.

- In rural areas, schools may organize their school year in relation to sowing and harvesting seasons.

- The Ministry of Education and Sports does not establish nationwide educational programs, as happens in other countries, but defines by law or by other legal instrument the guiding principles for the organization of such programs.

- For fundamental education, the Federal Educational Council determines which subjects shall be compulsory for the national common core, defining their objectives and scope.

- The Federal Council at each State and of the Federal District, lists the subjects contained in the diversified part of school curricula, for the area under its jurisdiction.

- For higher education courses, the Federal Educational Council determines the minimum curriculum for each course, but not the programs.

- Teacher Training and Qualification of Educational Specialists: Teacher and education specialists training comprises different modes which are implemented partially in intermediate schools and partially at the higher education level.

**Annexure B**

**The SAEB**

The Saeb consists of three external large-scale assessments:



- National Assessment of Basic Education - Aneb: covers of sampling way, students of public and private networks in the country, in urban and rural areas, enrolled in grade 4/5 years and grade 8/9 years of elementary school and in the 3rd year of high school, Its main goal is to evaluate the quality, equity and efficiency of Brazilian education. Presents the results of the country as a whole, geographical regions and the federal units.

- National Assessment of Educational Achievement - Anresc (also called "Proof Brazil"): this is a census evaluation involving students from grade 4/5 years and grade 8/9 year basic education of the public schools of the city, state and federal networks with to evaluate the quality of education in public schools. Participate in this review schools that have at least 20 students enrolled in grades / years evaluated, and the results made available by school and by federative entity.

- The National Literacy Assessment - ANA: census evaluation involving students of the 3rd year of elementary education in public schools, with the main objective to assess levels of literacy and literacy in Portuguese Language, Literacy Mathematics and supply conditions Cycle Literacy of public networks. ANA was Saeb incorporated into the Decree No. 482 of June 7, 2013.

The ANEB and ANRESC / Task Brazil are held twice a year, while the ANA's annual achievement.

**Annexure C**

**Legislative Basis of the Bhutanese Education System: Objectives and Structure**

- Education is recognised as both a basic right and a pre-requisite for achieving the wider social, cultural and economic goals. Though Bhutan at the moment has no legal framework or an education act. The government has strong commitment to pursue universal education. Education is provided free to all the children even beyond basic level. More importantly, education is considered as one of the fundamental needs required to achieve Gross National Happiness (GNH), the framework for the overall development of Bhutan.
  [International Conference on Education/ International Bureau of Education/ UNESCO/ 47th Session, 2004.]
  [http://www.ibe.unesco.org/International/ICE47/English/Natreps/reports/bhutan.pdf ]

- The responsibility for the administration of education in Bhutan is shared by several institutions: the Ministry of Education (MoE), the Ministry of Labour and Human Resources (MoLHR), the Royal University of Bhutan (RUB), the Dzongkhags (districts) and the Gewogs (cluster of villages which constitute administrative blocks). The Ministry of Education is also linked to the Ministry of Home and Cultural Affairs regarding instructing the Driglam Namzha (Bhutanese etiquette) along with organising other cultural activities in schools, to the Ministry of Agriculture for Agricultural programmes, and to the Central Monastic Body for religious education in the middle and higher secondary schools.
  [http://www.kef-research.at/fileadmin/media/stories/downloads/fact_sheet_series/kef_factsheet_2010_no1_lq.pdf ]

- The education structure in Bhutan can be divided as follows:
   Monastic Education
   General Education, Higher Education and Vocational Training
  Non-formal Education (NFE) and Special Education

- General education is commonly seen as the only educational structure. For people who could not attend or complete general or monastic education,

basic literacy courses are offered all over the country in non-formal education centres (NFEC). For adults who wish to complete their basic education or class XII, the Ministry of Education has initiated a continuing education programme which began in 2006. There are three private high schools in Thimphu, Paro and Phuentsholing that offer continuing education at subsidized rates. The language of instruction is both Dzongkha and English. School curricula also include training in traditional arts, crafts and agriculture.

School Profile:

_____

1. **Name of the School:**...........................................................

2. **Village:**...........................................................................

3. **Gewog:**............................................................................

4. **Dzongkhag:**......................................................................

5. **Year of establishment:**.......................................................

6. **Thram No: :**........................ **Area: :**............................acres.

7. **No. of students:**

      **Girls: ..................**      **Boys:..................**

 8.    **No. of teachers:**

                            **Male:**
**Female:..................**        **..................**

**9. No. of support staff ...…..……..**

**Female: .....………….**             **Male: ….....………..**

**10.  Class   range   from ......……….**                **to ……..……....**

**No. of sections: ....…..………..**

**11.**  **No.   of   school   going   age   children   enrolled (PP):....…...……..…………..**

**12**  **No.   of   school   going   age   6-12   children   not   enrolled: .........…….....…....**

**13.    No.   of   repeaters: Girls...…..…………..**                **Boys....….……………..**

**No.         of         dropouts: Girls...…..…………..**             **Boys….……....…………..**

_____

**14. School Agriculture land: .......................................acres**

**15.   Road access: Yes/No.**

**16.   School Category: Very Remote/Remote/Semi remote/Semi Urban/Urban**

**17.   Does your school have RC/ECR/MGT/NFE/CE?**

**18.  School Status : Boarding/Day School**

**Name of Principal:..........................................................**

**Signature ................................................................**

**Date: ....................../...................../....................**

School Vision, Mission and Goals

Vision:

………………………………………………………………………………………………………………

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Mission:

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Goals:

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**2**

**FOR NOW- Create a Plan for School Improvement**

**I.** Leadership and Management Practices

| Sl. No. | Indicators | Current Rating | Target Rating | Review Rating |
|---------|-----------|----------------|---------------|---------------|
| 1. | **School has a written management policy, which is un-derstood and shared by all – Principal, teachers, stu-dents, community and proprietor** | | | |
| 2. | **The policy covers all aspects of school management system in line with National Education Policy** | | | |

| | | | | |
|---|---|---|---|---|
| 3. | Quality of School Improvement Plan (SIP) as evaluated<br><br>on the defined parameters:<br><br>• Specific "from-to" goals with quantification (e.g.<br><br>   1-2 or 1-3 etc.)<br><br>• Sufficient progress in goals (e.g. 1-3 instead of<br><br>   1-2 )<br><br>• Clear action items with timelines and responsi-<br><br>   Bilities | | | |
| 4 | Percentage of parameters where targets were achieved<br><br>from previous year's SIP | | | |
| | | | | |
| 5 | School has professionally trained principal who provides<br><br>effective leadership including life skills | | | |
| 6 | School consciously observes teachers' and students'<br><br>code of conduct and ensures effective implementation | | | |
| 7 | Student leaders are set up with clear roles and responsi-<br><br>bilities and are effective in driving student development<br><br>Affairs | | | |
| 8. | Staff performance appraisal is conducted | | | |

| | | | | |
|---|---|---|---|---|
| | transparently<br><br>and timely | | | |
| 9. | Resources such as finance, human and materials are<br><br>mobilised, used and monitored effectively | | | |
| 10. | School involves parents in school activities and student<br><br>development programmes | | | |
| 11. | School ensures realistic and timely requisition and fol-<br><br>lows up on arrival of school resources | | | |
| 12. | School management is proactive in seeking support<br><br>from relevant agencies and has evidences of such sup-<br><br>port for school improvement | | | |
| 13. | School has professional development plan and pro-<br><br>grammes in place with evidences of implementation | | | |

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**FOREVER- Be the Best School in your Community** **3**

| | | | | |
|---|---|---|---|---|
| 14. | School has a schedule for in-school teacher meeting, including class, subject, management and committee meetings | | | |
| 15. | School renders necessary support to students with spe-cial needs | | | |
| 16. | School has adopted a quality disaster management plan. | | | |

Sub Total

Summary Score = **Divide the Sub Total by 16 (Write the score in the summary sheet)**

**Three most important aspects of Leadership and Management Practices that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |
| | |
| | |

**II.** Green School Domain

A. **Physical Ambience**

| Sl. no | Indicators | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1 | School adopts and advocates No Plastic Policy (refuse, reduce, reuse and recycle) in school and community | | | |
| 2 | The students are clean and tidy | | | |
| 3 | School promotes and demonstrates knowledge on eco-literacy like climate change, resource conservation, impact of pollution and consumerism | | | |
| 4 | School adopts innovative ways to harvest / manage natural water resources e.g. rain water harvest | | | |
| 5 | School has accessible, safe and sufficient drinking water with functioning taps | | | |

**FOR NOW- Create a Plan for School Improvement** **4**

| | | | | |
|---|---|---|---|---|
| 6 | School has adequate, accessible and clean toilets sep-<br><br>arately for girls, boys and staff | | | |
| 7 | School is litter free with proper waste management<br><br>practices | | | |
| 8 | The classroom is clean, safe and conducive for<br><br>interactive teaching<br>/ learning activities | | | |
| 9 | School has well maintained flower gardens, hedges<br><br>and plants in all relevant places | | | |
| 10 | School promotes organic farming and local product<br><br>through school agriculture programmes / makeshift<br><br>vegetable garden | | | |
| 11 | School adopts water sources, streams, sections of riv-<br><br>ers, forest and provides sustained care, cleanliness<br><br>and preservation | | | |
| 12 | School encourages healthy food habits (display of nu-<br><br>trition guide, zero waste policy, discourages junk food,<br><br>etc.) | | | |
| 13 | School environment is free of graffiti | | | |
| 14 | School ensures timely maintenance of school buildings | | | |

| | | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| | and other infrastructure to provide safe environment. (Drain, railing, ramps, verandah, foot path, wiring, win- dow panes, school fence, etc.) | | | |
| 15 | School practices strong conservation ethics (e.g. sav- ing electricity, water, paper use, etc.) | | | |
| **Sub Total** | | | | |
| **Summary Score = Divide the Sub total by 15 (Write the score in the summary sheet)** | | | | |

## B. Psycho-Social Ambience

| S l. No. | Indicators | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1. | School has a written policy on school discipline and practices a variety of positive disciplining techniques | | | |
| 2 | School implements Life Skills Education and integrates GNH values and principles in all school programmes | | | |
| 3. | School practices inclusiveness for students with special needs | | | |

| | | | | | |
|---|---|---|---|---|---|
| 4 | School has safe, caring and supportive environment<br><br>(e.g. absence of abuses, bullies, corporal punishment,<br><br>humiliation and harassment) | | | | |

**FOREVER- Be the Best School in your Community** 5

| | | | | |
|---|---|---|---|---|
| 5 | Principal and staff members effectively communicate with students both inside and outside school | | | |
| 6 | School conducts counselling programmes and services with protocols for referrals | | | |
| 7 | School promotes mind training and mindfulness prac-tices as a normal part of school life | | | |
| 8. | Each student has a proper health record maintained by the class teacher / health incharge / warden / matron. | | | |

Sub Total

*Summary Score* = **Divide the sub total by 8 (Write the score in the summary sheet)**

**Three most important aspects of Green School Domain that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |
| | |
| | |

III. Curriculum Practices: Planning and Delivery

| Sl. no | Indicators | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1 | **Teacher's full understanding of syllabus is evident from** <br><br> **year plan, block plan and daily plan** | | | |
| 2 | **Every teacher has daily lesson plan which incorporates** <br><br> **all the essential components with due modification, ad-** <br><br> **aptation and accommodation for students with different** <br><br> **abilities** | | | |
| 3 | **Use of variety of teaching strategies (role play, drama-** <br><br> **tisation, group works, classroom debates, question-an-** <br><br> **swer techniques, field trips, project works, local wisdom,** <br><br> **use of ICT, etc.) appropriate to each subject is apparent** | | | |
| 4 | **Relevant teaching learning materials prepared by both** <br><br> **teachers and students are indicated and visible** | | | |

**FOR NOW- Create a Plan for School Improvement** **6**

| | | | | |
|---|---|---|---|---|
| 5 | Teacher implements effective introductory procedures of the lesson | | | |
| 6 | Teacher inspires and creates conducive environment for positive learning attitudes and behaviours in the students | | | |
| 7 | Teacher paces his / her teaching to the different abilities using inclusive practices | | | |
| 8 | Teacher has quality Teaching Learning Materials (TLM) (e.g. workbook, teachers' manual, flash cards, models, etc.) and uses them appropriately | | | |
| 9 | Teacher translates the knowledge of their subjects into effective classroom teaching by relating to GNH values and principles without compromising on the quality of the content | | | |
| 10 | Appropriate class-works are assigned, monitored and checked using appropriate criteria and constructive feedback | | | |
| 11 | Teacher constantly checks students' learning and progress within classroom and actively takes steps for improvement of academically challenged students | | | |
| 12 | Teacher uses appropriate lesson closure method | | | |
| 13 | Teacher uses instructional time effectively as per the | | | |

| | | |
|---|---|---|
| | | plan |
| 14 | Home works are assigned in line with the school home-work policy and with clear and appropriate instructions | |
| 15 | The text books, syllabi, stationery items and other required learning materials are made available | |
| 16 | Reading programmes are actively carried out | |
| 17 | Teacher receives 80 hours of professional development per year through trainings like SBIP, DBIP, CBIP and NBIP | |
| 18 | Teacher receives effective coaching from Principal / subject coaches / Special Educational Needs Coordinator (SENCo) | |
| 19 | Teacher keeps up to date with the current developments in their own field and use them in their teaching | |
| 20 | Principal spends sufficient time in instructional leadership | |
| 21 | Teacher uses ICT for day to day work and teaching purposes. | |

Sub Total

| | | | |
|---|---|---|---|
| **Summary Score = Divide the sub total by 21 (Write the score in the summary sheet)** | | | |

**Three most important aspects of Curriculum Practices that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |
| | |
| | |

IV.    Holistic Assessment

| S l. No | Indicators | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1 | **Teacher assigns a variety of tasks in the class with spe-** **cific focus to develop concepts, skills, values and at-** **titudes** | | | |
| 2 | **Teacher uses a range of strategies for assessing stu-** **dents' work (self, peer, group, teacher, etc.)** | | | |

| | | | | |
|---|---|---|---|---|
| 3 | Home tasks are assigned with specific instructions and<br><br>criteria for assessing students' works | | | |
| 4 | Assessment is conducted effectively with adaptation<br><br>strategies for students with different abilities and<br><br>feedback provided to students and parents | | | |
| 5 | School has proper monitoring and follow up on feed-<br><br>back (re-doing & re-checking of students' work) | | | |
| 6 | School has relevant remedial programmes especially<br><br>for academically challenged students (<45% academic<br><br>score) | | | |
| 7 | Examination results are used to analyse teaching learn-<br><br>ing process for improvement | | | |
| 8 | Promotion is fair and based on reliable and valid as-<br><br>sessment | | | |
| 9 | Question banks are maintained and is accessible to<br><br>teachers and students | | | |

_____

| | | Current | Review | Target |
|---|---|---|---|---|
| 10 | Clear guidelines exist for assessment (question setting, test specification, marking schemes, paper moderation and group evaluation) | | | |
| 11 | Practices for building and improving student's character are evident | | | |
| 12 | Students' assessment is carried out with honesty and fairness | | | |
| 13 | Teacher maintains assessment record of students (aca-demic and conduct). | | | |
| | Sub Total | | | |

**Summary Score = Divide the sub total by 13 (Write the score in the summary sheet)**

**Three most important aspects of Holistic Assessment that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |
| | |
| | |

## V.    Broader Learning Domain

| S l . | Indicators | Current | Review | Target |
|---|---|---|---|---|

| No | | Rating | Rating | Rating |
|----|---|--------|--------|--------|
| 1. | **School policy document contains well defined policies on** <br><br> **broader learning domain and action plans** | | | |
| 2. | **School ensures that every child participates in co-curricular** <br><br> **/ extra curricular activities including students with special** <br><br> **needs** | | | |
| 3. | **School provides access to quality playgrounds and sports** <br><br> **facilities for all students** | | | |
| 4. | **School promotes cultural and spiritual dimension through** <br><br> **project work, research and other events / functions** | | | |
| 5. | **School has a variety of clubs that meaningfully engage all** <br><br> **students to promote their wholesome development** | | | |

FOREVER- Be the Best School in your Community       **9**

| No. | Indicator | | | |
|---|---|---|---|---|
| 6. | Citizenship building education are effectively delivered through Scouting programme and Life Skills Based Educa-tion | | | |
| 7. | The advancement scheme in scouting for both the scouts and scout masters is followed as per the scouting guide-lines and annual action plans | | | |
| 8. | Students have knowledge and skills on health and physi-cal education | | | |
| 9. | School takes initiatives to promote local and traditional games and sports | | | |
| 10. | Students are equipped with information on higher studies, training and career options | | | |
| 11 | School has designated place for counseling and career education | | | |
| 12. | School promotes aesthetic sensibilities of students through various artistic and cultural expressions | | | |
| 13. | All school activities integrate and promote GNH values. | | | |

Sub Total

**Summary Score = Divide the sub total by 13 (Write the score in the summary sheet)**

**Three most important aspects of Broader Learning Domain that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |

| | | | |
|---|---|---|---|
| | | | |
| | | | |

## VI. School-Community Vitality

| SI. No | Indicator | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1. | **School surveys and facilitates full enrollment of children including children with special needs in the catchment area** | | | |
| 2. | **School carries out viable and relevant projects (viz. paddy cultivation / plantation, marijuana uprooting, mass cleaning, etc.) in partnership with community** | | | |

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**FOR NOW- Create a Plan for School Improvement** **10**

| | | | | |
|---|---|---|---|---|
| 3. | School involves community / parents to promote alco-hol and drug free life styles in the school | | | |
| 4. | School strengthens life skills related activities for out-of-school youths in collaboration with community / par-ents | | | |
| 5. | School creates awareness on student's health and special need issues to the community | | | |
| 6. | School has a functioning parents' support group to take a lead role in the parenting education programmes | | | |
| 7. | Participation of students in community services / local celebrations is evident | | | |
| 8. | Parents' contributions are acknowledged through school newsletters, magazines, Parent-Teachers Meeting and any other appropriate media. | | | |

Sub Total

**Summary Score = Divide the sub total by 8 (Write the score in the summary sheet)**

**Three most important aspects of School Community Vitality that the school is proud of from the above indicators**

**(Provide examples for each that is in line with Educating for GNH)**

| Indicators | Examples |
|---|---|
| | |
| | |
| | |

**Social Audit Framework: Education Sector| Centre for Civil Society**

School Self Assessment Summary Score sheet

| Key areas | | Current Rating | Review Rating | Target Rating |
|---|---|---|---|---|
| 1. **Leadership and Management Practices** | | | | |
| 2. **Green School Domain** | **A: Physical Ambience** | | | |
| | **B: Psycho-social Ambience** | | | |

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**FOREVER- Be the Best School in your Community** **11**

| | | | | |
|---|---|---|---|---|
| 3. | **Curriculum Practices: Planning and Delivery** | | | |
| 4. | **Holistic Assessment** | | | |
| 5. | **Broader Learning Domain** | | | |
| 6. | **School Community Vitality** | | | |

School Improvement Plan (SIP) Table

| | | |
|---|---|---|
| | ) | |
| | - | |
| | | |

**ent Plan (SIP) as evaluated on the defined parameters:**

- **Specific "from-to" goals with quantification (e.g. 1-2 or 1-3 etc.)**
- **Sufficient progress in goals (e.g. 1-3 instead of 1-2 )**
- **Clear action items with timelines and responsibilities**

| | |
|---|---|
| Perf orm anc e Indi cato rs | **Percentage of parameters where targets were achieved from previous year's SIP** |
| | **The school has adopted a quality disaster management plan** |
| | **Student leaders are set up with clear roles and responsibili-ties and are effective in driving student development affairs** |
| | **The school involves parents in school activities and student development programmes.** |
| | **Other parameters** |
| | Sub-Total |
| | Summary Score = **Divide the sub total by the number of parameters** |

**Qu alit y of Sch ool Imp rov em**

| Current Rating 1-4 (A) | Review Rating | Target rating for current year 1-4 (B) | Actions to achieve the target | Timeline (dd-mm-yy) | |
|---|---|---|---|---|---|
| | | | | | |

**FOR NOW- Create a Plan for School Improvement**           **12**

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **School has adequate, accessible and clean toilets separately for girls, boys and staff** | s accessible, safe and sufficient drinking water with functioning taps | | | | | | | | |
| | The school is litter free with proper waste management practices | | | | | | | | |
| | The school has well maintained flower gardens, hedges and plants in all relevant places | | | | | | | | |
| | School encourages healthy food habits (display of nutrition guide, zero waste policy, discourages junk food, etc.) | | | | | | | | |
| | The school has safe, caring and supportive environment (e.g. absence of abuses, bullies, corporal punishment, humiliation, and harassment) | | | | | | | | |
| | The school promotes mind training and mindfulness practices as a normal part of school life | | | | | | | | |
| | School has a written policy on school discipline and practices a variety of positive disciplining techniques | | | | | | | | |
| | School implements Life Skills Education and integrates GNH values and principles in all school programmes | | | | | | | | |
| | Each student has a proper health record maintained by the class teacher / health in charge / warden / matron. | | | | | | | | |
| | **Other parameters** | | | | | | | | |
| **School ha** | Sub-Total | | | | | | | | |
| | Summary Score **= Divide the sub total by the number of parameters** | | | | | | | | |

**Social Audit Framework: Education Sector| Centre for Civil Society**

| | Parameter | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Pri nci pal sp en ds su ffi ci en t ti m e in in st ru cti o na l le ad er sh ip** | ...ng Materials (TLM) (e.g. workbook, teachers' manual, flash cards, models, etc.) and uses them appropriately | | | | | | | | | |
| | Every teacher has daily lesson plan which incorporates all the essential components with due modification, adaptation and accommodation for students with different abilities | | | | | | | | | |
| | Teacher constantly checks students' learning and progress within classroom and actively takes steps for improvement of academically challenged students | | | | | | | | | |
| | Teacher receives 80 hours of professional development per year through trainings like SBIP, DBIP, CBIP and NBIP | | | | | | | | | |
| | Teacher receives effective coaching from Principal / subject coaches / Special Educational Needs Coordinator (SENCo) | | | | | | | | | |
| | Teacher uses ICT for day to day work and teaching purposes | | | | | | | | | |
| **Te ac he r ha s q ua lit y Te ac hi n g Le ar ni** | Use of variety of teaching strategies (role play, dramatisa-tion, group works, classroom debates, question-answer techniques, field trips, project works, local wisdom, use of ICT, etc.) appropriate to each subject is apparent. | | | | | | | | | |
| | Other parameters | | | | | | | | | |
| | Sub-Total | | | | | | | | | |
| | Summary Score **= Divide the sub total by the number of parameters** | | | | | | | | | |

rate-gies for students with different abilities and feedback pro-vided to students and parents

| Assessment is conducted effectively with adaptation st | | | |
|---|---|---|---|
| | Clear guidelines exist for assessment (question setting, test specification, marking schemes, paper moderation and group evaluation) | | |
| | School has relevant remedial programmes especially for academically challenged students (<45% academic score) | | |
| | Students' assessment is carried out with honesty and fair-ness. | | |
| | Other parameters | | |
| | Sub-Total | | |
| | Summary Score = Divide the sub total by the number of parameters | | |

**Social Audit Framework: Education Sector| Centre for Civil Society**
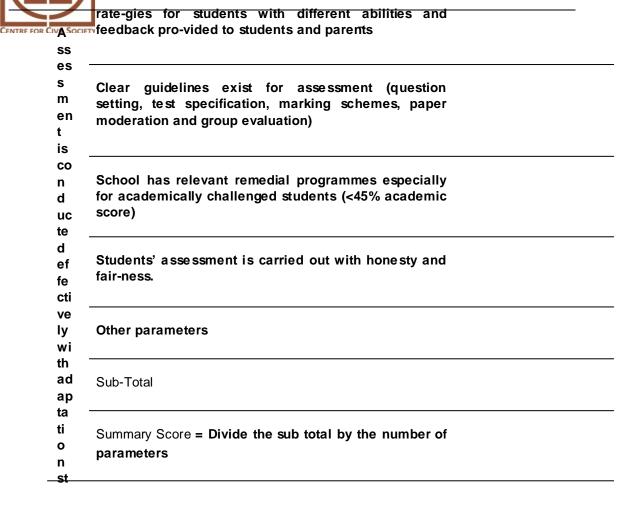
| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| School ensures that every child participates in co-curricular / extracurricular activiti | es including students with special needs | | | | | | | |
| | The school provides access to quality playgrounds and sports facilities for the students | | | | | | | |
| | School promotes cultural and spiritual dimension through project work, research and other events / functions. | | | | | | | |
| | Other parameters | | | | | | | |
| | Sub-Total | | | | | | | |
| | Summary Score = **Divide the sub total by the number of parameters** | | | | | | | |
| | School creates awareness on student's health and special need issues to the community | | | | | | | |
| | Participation of students in community services / local cel-ebrations is evident. | | | | | | | |
| | Other parameters | | | | | | | |
| | Sub-Total | | | | | | | |
| | Summary Score = **Divide the sub total by the number of parameters** | | | | | | | |
| | Student to teacher ratio | | | | | | | |

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Average attendance of students

% of sections/classes with students less than equal to 32

FOREVER- Be the Best School in your Community                                    15

Signatures of stakeholders

**Please mention below the support that the school needs from relevant agencies to achieve the above targets that they can't get from within.**

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**FOR NOW- Create a Plan for School Improvement**                                    **16**

**Annexure E**

**Questionnaire 1**

Name:

Age:

Profession:

Organisation/ Institute:

What is social audit?

Illustration:  X promises that he will build a fence for your farm to contain all the animals within the demarcated boundary, provided you supply the construction material/ monetary worth of the construction material to him and X is allowed free reign over decision-making. The various questions that may come to mind automatically, so as to assess the effectiveness of the delivery of the promise may include: how much of the raw material was actually put to use? Whether the remainder, if any, will be employed elsewhere in the welfare of the farm? How much time was the fence constructed in? Whether the fence is durable? Whether it serves its primary purpose: that is, whether it is strong enough to contain the animals? Is the manner in which the fence is constructed harmful to the animals in any way (jutting nails or barbed wire, for instance)?

In asking these questions, what you are essentially doing is conducting a social audit of the project: conducting an assessment of the impact of the fence on all stakeholders (you, the animals) and determining whether it delivers what it promises and intends to.

- What would be your primary concerns/ questions to assess the quality and effectiveness of any government policy? Why is monitoring the performance of a government policy important?

- Which aspects of our schooling system do you think require periodic monitoring?

- What purpose do you think such monitoring of the schooling system serves? Is it beneficial to all stakeholders- students, parents, teachers, school owners? If so, in what way?

**Questionnaire 2**

Aim: To identify the problems/expectations of the various groups of stakeholders with/from the schooling system.

Relation with the paper:

Their problems and expectations (if belied and within the purview of existing policy) will further help identify areas that need to be subjected to social audit.

Their expectations, if not already included within the purview of the RTE, can make for policy recommendations to bring the working of the education system more in consonance with the ground-level requirements/ wants.

Stakeholders: Parents, Students, Teachers, School Owners.

Broad areas of study: Experience, Recommendations, Frustrations, Redressal of Grievances.


PARENTS

1. Experience:
   - with teachers
   - administration/ school principal,
   - visits to the school
   - their child's learning: how do they gauge their child's learning?
   - how the school engages with them: any periodic updates/ meetings? Are they aware of what's going on in school?
   - Feedback they receive from their children
   - Books and school supplies
2. Recommendations: (In addition to the above,)
   - teaching pace/ techniques: is the child able to keep up? Views on "no holding back" policy?
   - medium of instruction: how effective?
   - Infrastructure: comparison with facilities available at home?
3. Frustrations.
4. Redressal of Grievances:
   - To what extent is/ are the school/ authorities open to feedback?
   - SMCs- whether available/ effective?

1. Experience:
   - with teachers: do they report to school? On time? Whether they finish the curriculum? In time? Is the students' understanding ensured?
   - school principal: how accessible?
   - learning environment in the school
   - interaction with other students: nature?
   - inclusion
   - how are they taught? pace, syllabus, language restraints?)
   - Extra-curricular activities: integrated as a regular part of the calendar?
   - Infrastructure: toilets? Playground? Sports equipment?
2. Recommendations: (In addition to the above,)
   - teaching techniques
3. Frustrations:
   - Challenges faced in the classroom?
4. Redressal of Grievances:
   - Awareness- do they know whom to go to in case they face problems? How have they dealt with problems in the past?

TEACHERS

1. Experience: with
   - Administration: how open to their suggestions? Level of interaction? Accessibility? How much of a say do they have in what is taught/ how it is taught?
   - Parents: how interested in the working of the school with respect to the child's learning?
   - Students: their level of engagement? Classroom behaviour? Regularity in class? How do they assess performance? Learning outcomes?
2. Recommendations: (In addition to the above,)
   - to improve student response
   - any changes in the curriculum/ pedagogy
3. Frustrations:
   - Challenges faced in the classroom?
   - Remuneration?

- Administrative/ infrastructural constraints?
4. <u>Redressal of Grievances</u>:
    - Responsiveness of the Administration?
    - Any role of teacher unions?