NEPAL

BUDGET TRANSPARENCY INITIATIVE

SOCIAL AUDITS IN NEPAL'S COMMUNITY SCHOOLS
Measuring Policy Against Practice

Nepal's publicly-funded schools have been managed by community-level stakeholders since 1950 when Nepal first adopted a democratic system of government. Subsequent changes to legislation and policy have further devolved school management to the community level, including the provision of financial resources to support decision making by school-level committees. In addition to these reforms, each community school is now required to conduct an annual social audit. Community School National Network (CSNN), a national Nepali NGO with expertise in social accountability approaches, conducted a pilot of 60 schools in three districts (Kaski, Dolakha, and Nawalparasi) to assess gaps in the implementation of social audits by schools as specified in the *Guidelines for the Social Auditing of the Schools* issued by the Ministry of Education (MoE) of the Government of Nepal. In each of the three districts studied, 70–80 percent of the entire school budget is community-funded. Approximately 83 percent of community schools conducted social audits in the academic year 2008–09. Their implementation varied between the three districts but gaps were usually due to poor capacity and lack of information about community-level responsibilities. CSNN led a capacity-building initiative at the national, district, and community levels that included a training program for master trainers and facilitators who, in turn, strengthened the capacity of the social audit committees (SACs) to collect data at the school level. CSNN also developed two templates to simplify data collection and monitor social audit implementation. The findings of this gap analysis and training program were disseminated through one national-level and three district-level workshops with the objective of influencing policy. A subsequent assessment of 20 schools in one of the pilot districts revealed that one iteration of the training effort has significantly improved community-level capacity to monitor and improve 22 of the 39 indicators in the Guidelines.

I. Context

Since 1950, Nepal has undergone a nationwide democratic movement that has impacted the country's educational system. The shift to democracy was accompanied by support for a movement that would allow communities to establish and manage schools at the local level. But, a 1956 report by the National Education Planning Commission introduced intensive reforms aimed at restructuring Nepal's education system and by 1971, the National Education System Plan (NESP) had shifted school governance and financing to the MoE. NESP introduced a series of reforms that were implemented across the country, including the introduction of a national curriculum, textbooks, standards for teacher service, and supervision system for schools as well as an intensive financial commitment to education and educational management by the MoE in the national budget. The NESP reforms shifted the responsibility for school governance from local communities to district- and national-level government bodies. In the decade after this policy of centralized education was implemented, locally-based initiatives were systematically disincentivized and community-level capacity to manage and supervise school activities, generate resources, and monitor education quality deteriorated.

In an attempt to revive and enhance local ownership in school management, the 1999 *Local Self Government Act* articulated a policy that, for the first time in Nepal, transferred school management to local bodies, including district development committees (DDCs) and village development committees (VDCs). The seventh amendment to the 2001 Education Act furthered this devolution to the community level by empowering school management committees (SMCs) and renaming all government schools "community schools."[1] This community school system is the main mechanism for providing basic education in Nepal.

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1. In Nepal, government-supported schools are called "community schools" and fall within the Education Act and education regulations. The enrollment rate for community schools at the primary level is approximately 85 percent. "Community-managed schools" are supported by World Bank's Community School Support Program and are subject to additional provisions in the education regulations that allow for community management of school resources. Private schools fully funded by parents or through public-private trusts are called "institutional" or "private schools."

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Figure 1. Pilot Districts
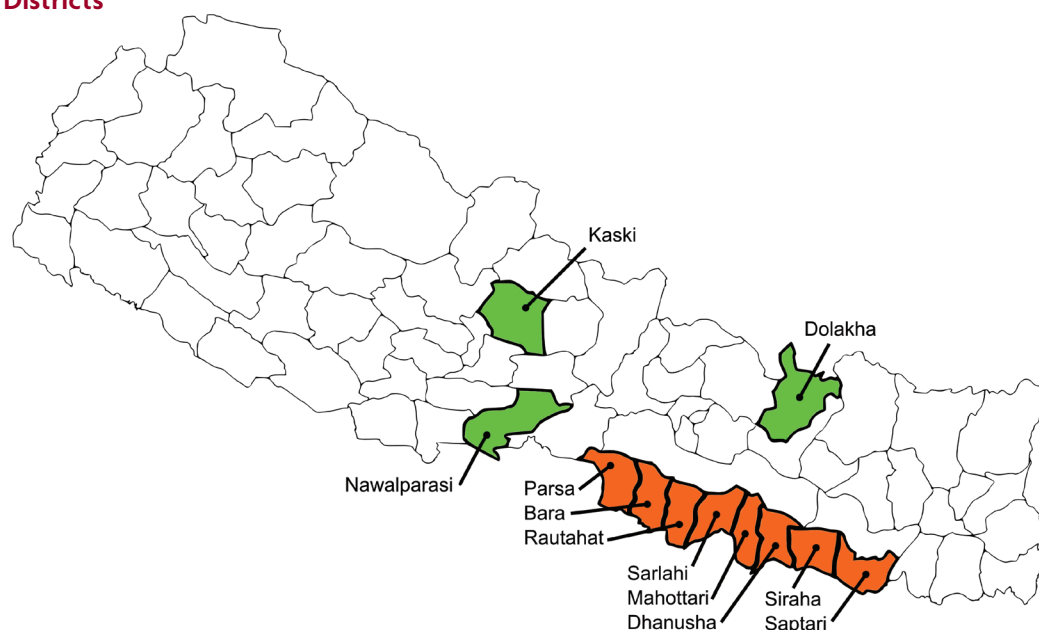
Source: CSNN Report, January 2012.

This education system is based on the principle of subsidiarity and underpinned by decentralized social practices. The MoE has demonstrated its commitment to the policy reforms by providing financial resources in the form of grants and other incentives to the SMCs. Approximately 77 percent of nonsalaried[2] and a full 100 percent of salaried grants from the MoE are currently managed by these empowered community-based committees.

Social audits were introduced during the World Bank-supported Community School Support Project (CSSP)[3] in 2003; they were subsequently made mandatory in all community-managed schools with the *Third Amendment to Education Regulation 2008,* Article 171 (a). To facilitate communities in conducting social audits, the Department of Education (DoE), developed Social Audit Guidelines (hereafter referred to as Guidelines) which incorporated the third amendment to scale-up the direct involvement of concerned stakeholders in the operation of school activities. Since 2009, social audits are compulsory in all publicly-supported community schools in Nepal.

The Guidelines indicate that a social audit must be conducted every year by a six-member SAC comprised of the chairperson of the Parent-Teacher Association (PTA) serving as a coordinator, two parents or guardians of children studying in the school who are nominated by the PTA (one of whom must be female), the chairperson of the ward where the school is located, a teacher (nominated by the head teacher), and a community leader nominated by the PTA. In addition, one male and one female student with the first position in the highest grade of the school participate as observers. The Guidelines also contain 39 indicators to assess areas such as physical and instructional facilities, data on student enrollment, stakeholder meetings and consultations, and the financial management of the school. A social audit report is often a prerequisite for schools to receive their annual government budget allocation from the District Education Officer (DEO).

Despite the legal transfer of responsibilities, there are still many gaps between the Guidelines and their actual implementation. Some schools, often due to a general lack of awareness about the process, do not conduct social audits in accordance with the Guidelines, but community-managed schools are conducting much better social audits than other schools. In some cases, parents, teachers, and other school stakeholders have not been adequately prepared to carry out social audits. In other instances, the social audit reports were completed by the head teacher and reported to the DEO after little consultation with other stakeholders.

It was in this context that CSNN, with support from the World Bank,[4] conducted a pilot with the aim of promoting greater budget transparency and improve overall school governance

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2. Non-salary grants are intended to fund materials such as books, stationery, school supplies, and building construction.
3. During the World Bank's CSSP project period, some community-managed schools were selected to introduce a social audit process. Upon completion of the CSSP project, social audits were replicated in all government-supported schools (currently referred to as "community schools").

4. This pilot is part of the Budget Transparency Initiative (BTI) and was funded by the Governance Partnership Facility. BTI activities are currently being piloted in Cameroon, Nepal, and Mongolia. In Nepal, BTI aims to strengthen school budget management through community-led social audits and better financial practices.

by narrowing the gap between MoE's social audit policy and the actual performance of community schools in implementing them. The pilot was conducted primarily in three districts in Nepal —Kaski, a mountainous region; Dolakha, a hilly region; and Nawalparasi, a plains region (figure 1). The team piloted the initiative in 60 schools (20 from each district) that were drawn from five clusters in each district (four schools per cluster), covering primary to secondary schools. Given its history of political conflict and lagging literacy and human development rates, 8 central-eastern districts in Terai (Saptari, Siraha, Dhanusha, Mahottari, Sarlahi, Parsa, Bara, and Rautahat) were also included to assess the status of community schools in these districts (figure 1; annex 1).

The objectives of the pilot were to design capacity-development tools and train facilitators who could enable school stakeholders to conduct effective social audits; to analyze gaps between the policy and practice of social audits in community schools; and to monitor and supervise the capacity-development training of school stakeholders with a follow-up impact study. This paper describes the institutional framework that guides community schools, the methodology used in this pilot, the key findings of the pilot, and policy recommendations based on the findings and on district- and national-level workshops with policymakers.

II. Institutional Framework

The MoE is responsible for the overall development of education in Nepal, including the formulation of educational policies and plans. Central-level agencies like DoE and the Curriculum Development Center under the MoE are responsible for designing, implementing, and monitoring programs across the country. Regional Education Directorates (REDs) are responsible for monitoring the programs undertaken by the district-level organizations. DEOs and resource centers (RCs) at the district and local levels are the main implementing agencies of educational policies, plans, and programs. Nepal allocates about 17 percent of its total budget to the education sector; the ratio of educational expenditures to GDP is much higher in Nepal than it is in Bangladesh or Pakistan, almost equal to that of India. Table 1 details the breakdown of the education budget at various levels of government.

Table 1. Budget Allocations by Level of Educational Institutions
Total Education Budget is 63,918,839,000 NPR or approximately US$718 million, Conversion is US$1 = 89 Nepalese Rupees (NPR)

Level	Institution (Total Number)	Key Roles	Amount/Percentage of Education Budget Managed
National	Ministry of Education (1)	• Formulate education policy	• 1.2% total education budget • 768,412,000 NPR or approximately US$8.6 million
National	Department of Education (1)	• Implement and monitor education programs throughout country	
Regional	Regional Education Directorates (5)	• Monitor DEOs within the region	
District	District Education Officer (75)	• Provide support to schools with management and instructional issues • Review social audit reports • Serve as link between communities and the DoE and MoE	• 28.75% of total education budget • 18,377,646,000 NPR or approximately US$206,490,404
Village	Resource centers (1091)	• Provide support to schools with management and instructional issues • Supervise social audit activities • Supervise financial audit activities	• 50,000 NPR or approximately US$560 per RC for innovative work (e.g., instructional materials prepared by teachers at the local level) and recurrent costs from DEO to run RC
Village	Village development committees (3936)	• Allocate budget for all sector development in VDC • Allocate 10 percent for educational development from the total 3 million budget of each VDC • Support community schools with additional resources from VDC	• 300,000 NPR or approximately US$3,370 per VDC or for VDC children's education
Community	School management committees (33160)	• Assume overall responsibility of school management with financial support from DEO • Generate additional resources for required facilities, buildings, and teachers	• 14,029,000 NPR or approximately US$157,530. This figure also includes locally-generated resources by the SMC to pay for additional physical buildings and salaries of locally-recruited teachers.
Community	Social audit committees (16500)	• Assess school activities using format provided by DoE • Submit report to head teacher to send to DEO • No budget for SAC	• 1,000 NPR or approximately US$112 per school for financial audit

Source: DoE 2011/2012.

III. Methodology

The pilot team used a combination of quantitative and qualitative methods for this pilot. A literature review of documents was conducted to gain a better understanding of national policies, plans, and school governance systems. It included directives from the Government of Nepal on community-managed schools, the Social Audit Guidelines, social audit reports prepared by schools, and relevant studies.

A series of handbooks was developed to accompany capacity-building efforts, including one for facilitators and a more concise one for SAC and SMC members. The handbooks are based on feedback from master trainers and provide detailed validation cues to assess each of the 39 indicators in the Guidelines and following the same sequence. Three case studies highlighting best practices were included to facilitate training efforts.

Feedback from master trainers and facilitators also shaped the development of a school governance assessment tool that was prepared, tested, and administered in the pilot district schools to investigate social audit gaps. After a pretest period in the Kathmandu area and Kaski District, the final tool integrated the Guidelines as well as other aspects of good governance and financial management for schools.[5]

The pilot team conducted a series of trainings at the national, district, and local levels. Six master trainers (two per district) and 30 facilitators (ten per district) were selected among SMC chairpersons, head teachers, school supervisors, and teachers in the districts. A two-day workshop was held to orient master trainers about the purpose of the pilot and what their roles would be in it to introduce a gap analysis data collection tool. Training workshops were also conducted in each of the three districts for facilitators, enabling them to better support SMC and SAC members use of the gap analysis tool to conduct social audits and collect data. The facilitators then trained a total of 1,335 members of SACs, SMCs, local PTAs, and Child Clubs[6] as well as other relevant stakeholders in the 60 schools.

During the master trainer workshop, participants reprioritized the 39 indicators in the Guidelines. The indicators are not ranked according to priority and are generally considered to be too lengthy. Feedback from government officials, teachers, head teachers, resource persons (RP), school supervisors, SAC members, and SMC members prompted the pilot team to prioritize this list. During the master trainer workshop, the indicators in the Guidelines were reprioritized so that the DoE could set a cutoff point and shorten the list as needed. (See annex 3 for a list of the 39 indicators reprioritized through this method.)

A gap analysis involves documenting the variance between what is required of communities to manage schools against their current practices and capabilities. The gap analysis methodology in this pilot consists of first determining *what should be* through a series of indicators that describe the expectations of the Guidelines and then comparing these indicators to *what is* (i.e., the attributes, competencies, and performance levels on the ground). Finally, the gaps between these two sets of indicators are highlighted. Both structured and semi-structured questions are used in the tool to investigate gaps.

A data collection exercise then supported SMC and SAC members on how to conduct social audits using this tool; data in the 60 schools of three districts were subsequently collected. Two facilitators were assigned per cluster of four schools. Master trainers were mobilized to supervise the data collection process by the facilitators and to provide necessary technical support.

Qualitative methods (e.g., focus-group discussions in 12 schools in the three districts and informal interviews) were also used to assess the perception of social audits by school stakeholders, including DoE and DEO officials, SAC and SMC members, head teachers, teachers, parents, and students.

A series of dissemination and transparency tools were developed to better inform community stakeholders about their schools. Two user-friendly leaflets were developed to educate citizens on the major aspects of social audits and good governance. These leaflets were distributed at various training events and will be distributed to other school stakeholders. In addition, a school budget and data template titled *My School At-a-Glance* was designed that lets schools easily display financial and academic information to the stakeholders in the community.

After conducting the gap analysis and capacity-building exercise, the pilot team conducted an assessment of its impact. After training SAC and SMC members at the school level, SACs in 20 schools in the Nawalparasi District were asked to conduct a social audit. Facilitators visited the sample schools to observe

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5. The MoE and DoE have already developed policies and detailed guidelines for social audits that ground their implementation; this is not yet the case for other good governance practices. In addition to social audits, the pilot team did an assessment of practices that strengthen community-driven school management efforts. Additional governance and financial management principles were drafted based on the CSNN's prior experience; these were also integrated into the tool.

6. Child Clubs are organizations that exist across the country, led by young boys and girls to advocate for children's rights at the community level. Children are encouraged to develop the clubs on their own, with some training provided and with few external constraints on their activities. Child clubs have successfully addressed issues like child marriages and have held local authorities and leaders responsible for their actions.

Table 2. Committees Formed through a Democratic Election Process

District	SMC		PTA		Child Club	
	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
Nawalparasi	3	15.0	4	20.0	4	20.0
Kaski	2	10.0	2	10.0	2	10.0
Dolakha	1	5.0	2	10.0	2	10.0
Total	6	10.0	8	13.3	8	13.3

the process and review the social audit report produced by the newly-trained members. Qualitative and quantitative field survey data on the 39 indicators in the Social Audit Guidelines[7] in the first round was compared with data from this second round to assess any changes before and after the trainings.

At the end of this pilot, a series of district and national workshops were held to present the gaps between policy and practice to policymakers and to develop concrete areas for intervention.

IV. Key Findings

This section presents key findings of the pilot made through the gap analysis, observations made during master trainer and facilitator training sessions; interviews and focal group discussions with district and local-level stakeholders, and workshops with district- and national-level participants. It is organized under the four key areas of the Guidelines: community participation, physical environment, teaching and learning environment, and financial management (annex 2). An accompanying discussion of the relevant indicators for each category is included for each area. Gaps in the following indicators were assessed against the DoE's Social Audit Guidelines.

Community Participation

Committees were not formed through democratic processes. School-level committees (e.g., SACs, SMCs, PTAs, and Child Clubs) serve as the foundation for effective, community-led school management. The form and function of these committees must adhere to specific guidelines in order to ensure that they are inclusive, participatory, and guided by good governance practices.[8] There have been difficulties conducting elections in Nawalparasi due to political rivalries and other regional

and tribal conflicts. Committee members must be selected by consensus whenever possible; if consensus is not possible, elections can be held. Larger governance challenges in Nawalparasi have also affected school-level dynamics. Of the 20 total schools in Nawalparasi, three did not have an SMC in place, four did not have a PTA, and four did not have a Child Club. On average, between 10–13 percent of school committees in the three districts were not formed through a democratic election process. (See table 2.)

SMCs were built through consensus had weak links with stakeholders. When SMCs are not formed according to the Guidelines, SMC members often have strained relations with other stakeholders (e.g., parents and teachers). An SMC that is formulated based on consensus often has a chairperson or members who are considered local elites, who hold leadership positions in various other organizations, and who tend to dominate over the teachers. Discussions during the workshops revealed that most of these SMC members were inactive, that local representation is minimal, and that the level of information-sharing among SMC members is low. An SMC that is formed by election usually includes more young people, parents of school children, representatives of lower ethnic groups, and women, and these members tend to encourage teachers to make needed changes and improvements. These newer SMCs also tend to follow the government rules, regulations, and guidelines, including maintaining the prescribed representation.

School-level committees were not functioning according to Guidelines. Significant gaps between practice and policy were observed in this area. About 48 percent of SMC meetings were not held as scheduled and according to a set meeting processes; approximately 48 percent of PTA meetings did not convene as required. In Dolakha, 16 out of 20 schools (80 percent) did not hold SMC, PTA, and SAC meetings with a proper decision-making process in place. Although they are meant to be separate, SMC and PTA committee meetings are combined in most of schools in the pilot. Similarly, 60 percent of the SACs did not hold regular meetings as required. Linked to incomplete

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7. The good governance and financial management portion of the gap analysis tool was not part of the impact assessment at this time because the indicators have not yet been incorporated in the Social Audit Guidelines by the DoE.
8. SACs and other committees are formulated according to the Education Bylaws 2003, Article 171.

Table 3. Functions of School-Level Committees

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
12	Agenda and record of important decisions made at SMC meetings during year	1	5	2	10	5	25	8	13.3
16	Frequency of SMC meetings and its decision-making process	10	50	3	15	16	80	29	48.3
20	Agenda of PTA meetings and a record of the important decisions made in the year	10	50	3	15	16	80	29	48.3
21	Agenda of the SAC meetings and a record of the important decisions made in the year	10	50	11	55	16	80	37	61.7
22	Record of the number of children attending this school	13	65	3	15	6	30	22	36.7
23	Frequency of SAC meetings	7	35	7	35	8	40	22	36.7
30	Number of SAC meetings in the year and quality of decision-making process	12	60	10	50	14	70	36	60.0
31	Record of children not involved in studies	10	50	8	40	14	70	32	53.3
34	Frequency of PTA meetings and quality of decision-making process	8	40	6	30	8	40	22	36.7
39	Record of the children joining Alternative Education Programs	1	5	0	0	3	15	4	6.7

Source: CSNN Report, January 2012.
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

mapping done by the schools, 53.3 percent of the SMCs in the pilot have poor records of out-of-school children; 36.7 percent do not check the record of students in the schools; and 53.3 percent of schools do not keep records of out-of-school students. Kaski performed better than the other two pilot districts in this regard due to its more thorough orientation process as well as a stronger management initiative on the part of the DEO. (See table 3).

Social audit processes were not inclusive. Once completed by the SAC, the Guidelines require that social audits must be done annually, that the resulting social audit report must be presented in a public hearing and a parent assembly and then incorporated into the formal financial audit report of the school. In the three districts studied, only 50 percent of SACs conducted the annual social audits following the prescribed process. In one of five instances on average, when a social audit was conducted, the report was not disseminated to stakeholders, a 21.7 percent gap. In focus-group discussions and interviews, many SAC members acknowledged that social audits serve an important purpose but claimed that they did not know that they were required to conduct them every year. Concerned stakeholders also complained that schools do not pay attention to transparency. Head teachers tend to control information; and teachers and parents are often unaware of the internal matters of their community schools. (See table 4).

Social audit reports were not examined during the formal financial audit in 30 percent of the schools. The pilot team found that SAC members had the misconception that the financial audit and social audit were the same document. Some schools submitted a financial audit report to the DEO in lieu of the social audit report. After a social audit report is completed, the DEO and RPs are supposed to follow up on the findings to address gaps; in Nawalparasi and Kaski, this was rarely done. An average of 61.7 percent of social audit reports did not receive any follow-up by the DEO. The pilot team ascertained that follow-up efforts were lacking at the local, district, and central levels alike.

Lack of knowledge and weak accountability led to poor school governance overall. School governance is associated with factors such as consultation with government bodies, involvement of local minority communities in school assemblies, induction and performance evaluation of teachers, use of school property, and accountability of various school committees and personnel. A 61.7 percent gap in the accountability of various committees and key personnel led to more gaps in other areas of school governance, and this was further aggravated by the fact that 41 percent of the schools in the pilot did not prepare, develop, or implement a code of conduct for teachers and committees by holding meetings that involved stakeholder participation. A 55 percent gap in school-based induction training

Table 4. Utilization of Social Audit Reports

Good Governance Gap Analysis Questions (Did the SMC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
Has a social audit been conducted each year?	12	60	7	35	11	55	30	50.0
After completing the social audit, was the report presented at a stakeholder assembly for discussion and a public hearing?	6	30	2	10	5	25	13	21.7
Has there been follow-up on the report findings?	16	80	14	70	7	35	37	61.7
Did the SMC provide the social audit report to financial auditor during the school's financial audit?	8	40	3	15	7	35	18	30.0
Did the financial auditor review the social audit report?	4	20	7	35	4	20	15	25.0

Source: CSNN Report, January 2012
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. The good governance questions were developed and added by CSNN to assess school- and community-level governance practices. These questions do not correspond to indicators in the Guidelines.

for new teachers, intended to prepare them to effectively carry out their responsibilities, demotivated teachers from fulfilling their duties and compromised the quality of teaching. Kaski and Dolakha had 80 and 60 percent gaps, respectively, in the area of new teacher induction trainings; RPs in these districts were not adequately prepared for the induction of new teachers. In 25 percent of the pilot schools, proper records of school property are not maintained, and 41.7 percent of the schools failed to develop a code of conduct through discussions and meetings with stakeholders. (See table 5.)

Table 5. Governance and Accountability Practices in the School and Community

Good Governance Gap Analysis Questions (Did the SMC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
Frequency of meetings and consultations with stakeholders, resource centers, the DEO, the DoE, the VDC, the district development council, and the municipality	3	15.0	2	10.0	2	10.0	7	11.7
The compulsory, equal, and active participation of all social classes, religions, genders, etc., in the community-level assembly	4	20.0	3	15.0	2	11.1	9	15.5
A school-based induction and development training for newly-recruited teachers based on the available resources of school	5	25.0	16	80.0	12	60.0	33	55.0
Teacher performance evaluation	3	15.0	5	25.0	6	30.0	14	23.3
Staff performance evaluation	6	30.0	6	30.0	5	25.0	17	28.3
The management and mobilization of school property through maintenance of records	6	30.0	2	10.0	7	35.0	15	25.0
The construction of detailed rules and a code of conduct through discussions and meetings with stakeholders	7	35.0	5	25.0	13	65.0	25	41.7
Information disclosure by school	5	25.0	7	35.0	9	45.0	21	35.0
The accountability practices of various committees and personnel	12	60.0	10	50.0	15	75.0	37	61.7

Source: CSNN Report, January 2012
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. The good governance questions were developed and added by CSNN to assess school- and community-level governance practices. These questions do not correspond to indicators in the Guidelines.

Table 6. Physical Environment of the School

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski[a]		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
3	Infrastructure and physical condition of school buildings and classrooms	6	30	6	30	4	20	16	26.7
5	Availability of drinking water in school	1	5	0	00	4	20	5	8.3
7	Cleanliness of school	3	15	0	00	3	15	6	10
10	Availability and condition of school toilets	1	5	1	5	3	15	5	8.3
29	Availability and condition of local and other sports materials in school	1	5	4	20	4	20	9	15
32	Productive and effective use of available land, including playground	1	5	3	15	4	20	8	13.3

Source: CSNN Report, January 2012

Notes: a. Data is not available for SN 5 and 7 in this district. "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

Physical Environment

Lack of funds to maintain physical environment of schools. The level of management in the three districts of the schools' physical environment was mainly determined by the available resources. Gaps in this area were generally low compared to indicators in other areas but the highest gap on average was in the furnishing and use of classrooms and the school building (26.7 percent). The second highest gap was in the availability and use of sports materials in schools (15 percent). These gaps are primarily attributed to poor management and scarcity of financial resources. The resources generated by the SMC were primarily used to pay the salary of locally-recruited teachers and to maintain the school building. (See table 6).

Teaching and Learning Environment

Teacher planning impacted student learning. Low tracking of student achievement scores (a 43.3 percent gap) and transparency on academic performance (30 percent gap) is attributable to teacher performance. Gaps in this area occur mainly because of teachers who neglect to prepare sensible teaching timetables, who exercise poor time management skills in the classroom, and who make little effort to provide remedial training to low-achieving students. Another area of concern is teaching pedagogy; most teachers are unwilling to abandon traditional teaching methods. The pilot determined that the lack of teaching and learning materials in classrooms is the main reason behind ineffective teaching and poor learning results. Teaching methods and student performance in remote schools in the Himalayan belt of Dolakha are especially poor. (See Table 7).

Table 7. Teacher Planning and Activities

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
1	Preparation and use of grade-appropriate timetables, including subject coverage	8	40	2	10	5	25	15	25
6	Record of average student achievement scores	7	35	7	35	12	60	26	43.3
17	Means adopted by school to make academic activities transparent	11	55	3	15	4	20	18	30

Source: CSNN Report, January 2012.

Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

The low level of community monitoring efforts have compromised education management. Education management indicators assessed administrative matters like the actual number of annual teaching days at a school, teacher attendance rates, frequency of staff meetings, and the level of interaction between school staff and parents. In 56.7 percent of the schools, the SACs found no evidence of interaction between subject teachers and parents at the school. Records of the actual number of teaching and non-teaching days at the school were not kept in 53.3 percent of cases. Proper records of the total number of open school days were not kept by 46.7 percent of the schools. Only 40 percent of the schools kept records of the total number of teachers in the school as well as their annual attendance rates and teaching days; 38.3 percent did not have records of the number of teacher or staff meetings held in a year; and 36.7 percent did not have regular teacher-staff meetings. These gaps are primarily due to the poor performance of head teachers and teachers. Indicators in this area are also aggravated by the lack of monitoring by SMCs, RPs, and school supervisors. The pilot team found that the time management skills of teachers is poor, classroom teaching was neglected, and teacher performance was barely monitored. (See table 8).

Educational facilities were poorly managed. The pilot team assessed educational facilities, including the quality and management of the classroom environment and instructional materials. The gap in the availability and quality of instructional materials is low (20 percent), but the gap in the availability of science and environmental laboratories equipped with locally- available materials is much higher (53.3 percent). The availability and quality of space to display student work has a 50 percent gap. 30 percent of the classrooms are not child-friendly and about 23 percent of schools do not make adequate use of old textbooks. Some of these gaps (e.g., instructional materials) are due to limited resources, but poor management by head teachers and teachers has also contributed to gaps in this area. Further, SMC, PTA, and SAC have not effectively intervened to oversee the management of resources in these areas. (See table 9).

Box 1. Social Audits Improve Instruction, Raj Kuleswar Lower Secondary School, Bhimsen Municipality, Dolakha

The service area of Raj Kuleswar Lower Secondary School encompasses six localities in the municipality. The school owns the school building, playground, a separate hall that contains instructional materials, and a small lawn (a total of 845 sq. metres of land). The hall and land were donated to the school by the local community.

The school has in place a number of participatory committees with defined roles, including an SMC, an SAC, and committees on drinking water and school sanitation. The formation and functional nature of these committees have enhanced participatory management practices that are instrumental in developing community ownership and responsibility toward school development. The SAC conducts the social audit as per the MoE directives in terms of its committee formation, content coverage, timing, reporting, and dissemination. A social audit guide and forms are available in the school. Information from social audits was shared with various committees including the SMC, SAC, PTA and senior-grade students. The importance of social audits and a timeline for conducting and reporting them was shared with committee members at all orientation programs.

Three years of conducting social audits at this school has borne some positive impacts on the quality of education in the school. Both the SMC and SAC have identified and prioritized actions needed to meet the learning outcomes set in the curricula. Head teachers, SMC, and SAC chairpersons also work closely with teachers by attending teacher meetings. This helps them better understand what these committees can to do improve teacher satisfaction. SMC and SAC committee members also reward best teacher practices, regularly supervise classes and provide feedback, observe the behavior of teachers and students in and outside of the school, and follow-up with students who have dropped out of school, including counseling their guardians.

The school has also integrated other activities to improve learning. The committees organize extra classes on difficult subjects and remedial classes for students with learning difficulties. Students are organized into smaller groups for more effective learning and problematic students are identified and referred to counseling at the Centre for Mental Health and Counseling (CMC), a local NGO. Physical improvements, including repairs and the addition of new classrooms and other basic facilities are underway in an effort to make the school more child-friendly and secure. The SAC chairperson of the school attests that, *"As a result of our team spirit and synergy among SAC, SMC, and other committee members, the students' learning achievement scores on average have been progressing positively in the recent years."*

Table 8. Educational Management in the School

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi Gap (N)	Nawalparasi Gap (%)	Kaski Gap (N)	Kaski Gap (%)	Dolakha Gap (N)	Dolakha Gap (%)	Total Gap (N)	Total Gap (%)
11	Annual record of discussions between head teacher and parents of students regarding child's learning	9	45	8	40	10	50	27	45
13	Record of actual number of teaching days at school	12	60	7	35	13	65	32	53.3
18	Record of all teachers, their annual rates of attendance, and actual number of days they teach at school	9	45	6	30	9	45	24	40
19	Record of total number of days school is open in the year	11	55	8	40	9	45	28	46.7
24	Record of discussions between subject or grade teachers with parents about student learning	10	50	10	50	14	70	34	56.7
25	Agendas of teacher and staff meetings and record of important decisions made during year	11	55	5	25	7	35	23	38.3
27	Record of number of non-teaching days at school annually	14	70	9	45	9	45	32	53.3
28	Frequency of teacher and staff meetings and quality of their decision-making process	7	35	7	35	8	40	22	36.7

Source: CSNN Report, January 2012

Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

Table 9. Management of Educational Facilities and Resources

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi Gap (N)	Nawalparasi Gap (%)	Kaski Gap (N)	Kaski Gap (%)	Dolakha Gap (N)	Dolakha Gap (%)	Total Gap (N)	Total Gap (%)
2	Child-friendly student furniture and seating arrangements	4	20	5	25	9	45	18	30
8	Availability and state of use of local and other instructional materials in school	6	30	2	10	4	20	12	20
15	Availability and condition of space to display creative work of students in school	12	60	10	50	8	40	30	50
26	Availability and condition of the science or environmental laboratory in school with locally-available equipment	14	70	8	40	10	50	32	53.3
35	Condition and management of library	4	20	3	15	7	35	14	23.3

Source: CSNN Report, January 2012.

Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The seriel numbers in this table were set through the prioritization exercise described in the methodology section.

Financial Management

School property was mismanaged through weak accounting. 48.3 percent of the schools do not have accounting practices in place to capture income and expenditure. Head teachers, who serve as bookkeepers in most instances, are reluctant to make the accounts transparent and available to community stakeholders. Head teachers cite their own limited skills and time as barriers to keeping good financial records. Some schools (35 percent) do not possess records on school-owned land and sometimes neighbors usurp school property. (See table 10.)

Lack of population data in catchment area created inefficient budgeting. Schools have performed well in terms of increasing access for out-of-school children (with only a 13.3 percent gap), but large gaps were found in mapping the catchment area population (a 75 percent gap). Most of the schools did not map the school catchment area or keep records on households with school-aged children in the area. Many schools do not keep records on students who transfer (a 60 percent gap). This incomplete data leads to underestimating per capita funding for girls, dalits, and minority children needing access to scholarships in order to attend school. Negligent record keeping has also created situations of double accounting in which students are admitted into multiple schools and receive scholarships from two or three of them. This trend has affected the national record and budget; according to school records, the number of children attending school was higher than the 2010 national census numbers. (See table 11.)

Table 10. Accounting of School Resources

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
33	Details of land owned by school	7	35	11	55	3	15	21	35
4	Income and expenditures of school	11	55	5	25	13	65	29	48.3

Source: CSNN Report, January 2012.
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

Table 11. Demographic Data of the Surrounding Community

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
9	Maintenance, updating, and reliability of school data	4	20	2	10	8	40	14	23.3
14	Programs and attempts made by school to provide access to education for children within school service area	2	10	0	00	6	30	8	13.3
36	Record of students organized by gender	6	30	4	20	8	40	18	30
37	Record of total population of school service area	14	70	15	75	16	80	45	75
38	Record of children attending other schools	11	55	12	60	13	65	36	60

Source: CSNN Report, January 2012
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement. SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

Box 2. Community-Mobilized Resources Yet to Translate into Improved Learning Outcomes
Nawa Durga Lower Secondary School, Kawasoti, Nawalparasi

Nawa Durga Lower Secondary School, previously a community-established primary school, was recently upgraded to the lower secondary level following community demand and support. But while the government did grant the school permission to operate as a lower secondary school, it did not provide it with the needed resources to do so. As a primary school, Nawa Durga received government financial support for four permanent teachers; the remaining nine teachers and support staff are recruited and paid for by the local community. The community has financed the construction of three school buildings and a football playground, and has provided the school with five hectares of forest in order to generate income. The school wanted the autonomy to make decisions and the authority to manage resources needed to meet the requirements and priorities of the school. Nawa Durga School was in urgent need of financial resources to meet the costs of reconstructing a school building, upgrading the school level, paying teacher salaries, and meeting operational costs. The SMC stated that the financial incentive offered by the government induced them to accept the transfer of school management to the community, seeing it as an opportunity to do something on their own to improve the school.

Supplementing funds from the government, in last two years, the SMC collected Rs 1,200,000 (approximately US$13,500) in donations from the community to improve the facilities of the school. The SMC also charges a nominal fee for students in the sixth, seventh, and eighth grades (approximately US$7–9). The student body has increased by 10 percent in the last two years—since the school started to teach in English. The head teacher reported that, while the population is decreasing, student enrollment in community schools in Nawalparasi District is increasing. Meanwhile, student enrollment in private English language schools is decreasing.

The SMC chairperson confirmed that their formation, meetings, and functions were in line with government directives. Parent days and school account audits are done in a timely manner, and social audits are conducted annually, maintaining the transparency of school accounts. The SAC monitors the construction of school building, the use of facilities, and the school land.

Despite these efforts, the SMC chairperson stated, "*We are not able to help the poor students in the classroom in their educational achievement.*" SAC members added that they do not yet know any education rules, regulations, or techniques to support teachers and enhance educational activities in the school. A SAC member stated, "*Rich people of the community give us money, time, and sympathy, but they do not give us their children. So we have motivated our teachers to teach their children in our own school so that we can provide confidence to rich people to bring their children in our schools.*"

Budget disbursement process suffered from bottlenecks. The pilot team found several bottlenecks in the budget disbursement process through focus-group discussions and interviews with DoE and DEO officials. The DoE is required to send annual programs and budget allocations to the districts at the beginning of each financial year. In practice, however, the DoE sends budget allocations in two or three tranches, usually closer to the end of the financial year. This does not allow districts and thereby the schools to properly plan their budgets. Additionally, the DoE do not release budget allocations for per capita funding non-salary grants, scholarship grants, and informal education budgets in time to meet local needs. These budget dissemination practices have led to irregularity in school expenses; since budgets allocations are delayed, programs are not completed even when budget allocations for these programs are consumed.

The construction budget for the school is released by DEOs in its entirety at the start or even prior to the start of building construction at the school. This early release of the construction budget means that the schools have not managed the funds in an appropriate manner; 25–50 percent of construction projects in Terai are incomplete.

Schools in this pilot were unable to conduct formal financial audits for last two to three years. An audit can cost 10,000–20,000 rupees (approximately US$112–224), and the schools have no funds set aside for this purpose. Further, The DEOs often do not appoint auditors in time for them to audit the lower secondary and secondary schools.

SMCs used budgets according to school needs. Approximately 48 percent of the SACs did not check incomes and expenditures of the schools. By district, implementation ranges

Table 12. Income and Expenditure

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
4	Income and expenditures of school	11	55	5	25	13	65	29	48.3

Source: CSNN Report, January 2012.
Notes: "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement.
SN = serial numbers. The serial numbers in this table were set through the prioritization exercise described in the methodology section.

Table 13. Distribution of Local and Government Resources in Pilot Districts

District	Instructional Materials	Building	Teacher Salary	Locally-Generated Resourcesa (Total)	Government Budget Allocated to Community Schools	Average Community Contribution (as Percentage of Total School Budget)	Average Community Contribution per School
Nawalparasi	12,89,323 NPR (22.0%)	15,05,106 NPR (25.6%)	30,73,788 NPR (52.4%)	58,68,217 NPR	28,08.282 NPR	67.63	2,93,411 NPR
Kaski	5,78,189 NPR (3.2%)	67,51,361 NPR (36.8%)	1,10,17,842 NPR (60.1%)	1,83,47,392 NPR	40,60,519 NPR	81.87	9,17,370 NPR
Dolakha	7,64,046 NPR (6.9%)	56,73,799 NPR (51.3%)	46,11,728 NPR (41.7%)	1,10,49,573 NPR	38,19,279 NPR	74.31	5,52,479 NPR

Source: CSNN Report, January 2012, Pilot survey of 60 pilot schools.
Note: Figures from 2012 (Nepali Rs. 89= US$1).
a. Locally-generated resources are from the 3 pilot districts that include 20 schools each.

widely—from 25 percent in Kaski to 65 percent in Dolakha. Locally-generated resources are used for three types of expenses: instructional materials, facilities and buildings, and teacher salaries. Budget allocations among the three districts were varied, suggesting that the SMCs use these funds according to the needs of the school. (See table 12).

Community contributions significantly enhanced schools. Contributions from the local community are substantial in Nepal. In nearly all the schools in the pilot, the local community donated land to the school. Communities have also provided resources including furniture, building blocks, playgrounds, sports materials, books, timber to construct school buildings and furniture, and instructional materials. (See table 13.)

V. Assessing Impacts After Capacity-Building Training

A post–capacity-building assessment was conducted in 20 schools in Nawalparasi; the findings are presented in three main categories. Social audit indicators[9] with "high improvement" had

9. Since guidelines on good governance principles have not yet been developed, this assessment focused only on the 39 indicators of the Social Audit Guidelines.

a 0 percent gap after capacity building, indicators with "some improvement" had a narrower gap after capacity building, and indicators with "no improvement" had no changes in the gaps before and after capacity building. These impacts were documented over a three-month phase that included a gap analysis, subsequent capacity-building efforts on the ground, and finally a follow-up visit by master trainers and facilitators who observed SACs conducting a second round of the social audit. Data gathered in the previous survey before training (both qualitative and quantitative) was compared with the main changes that emerged after the training.

Indicators with high improvement. Of the 39 indicators, 22 had a 0 percent gap, suggesting that they were fully addressed after the capacity-building exercise (see green highlighted area in annex 3). For example, SACs in the 20 sample schools in Nawalparasi performed an assessment of the cleanliness of all of the schools (#7), and held frequent meetings as required (#23). Improvement in these areas can be attributed to several factors. Some indicators related to materials and facilities could be addressed and resolved by the community immediately (e.g., drinking water was quickly provisioned and school grounds cleaned after the first round of the gap analysis. Local resources were diverted to purchase instructional materials once their value was better

understood. Indicators related to school-level committees and their processes were also fully resolved in this period because the capacity-building efforts addressed many of the misconceptions about the key responsibilities of SAC and SMC members.

Indicators with some improvement. Gradual improvements were observed in 14 of the 39 indicators (highlighted in yellow in annex 3). SACs made some progress on closing these gaps but could not do so completely. Issues around financial and materials management, the regularity of teachers and students, and cleanliness can be resolved in the medium-term while improvements in instruction, higher learning achievement and construction of facilities require more long term planning.

Indicators with no improvement. Three of the 39 indicators showed no improvement before and after the capacity-building exercise (highlighted in red in annex 3). For example, the availability and condition of school toilets (#10) remained unchanged in all 20 schools. Communities were unable to address indicators related to the construction of buildings for toilets and the provisioning of running water for them during the span of this pilot. The indicator related to the Alternative Education Programmes also showed no improvement in this period; it requires a long-term process of bringing out-of-school children into the program. Among the reasons attributed for the lack of improvement in this area were parents not being aware of or understanding the program and a shortage of qualified and dedicated teachers in the village to reach these children.

VI. Recommendations

Based on the findings of the gap analysis, capacity-building efforts at the community and school levels, the post–capacity building exercise, and discussions at district- and national-level workshops, the following recommendations are offered to provide guidance to policymakers in Nepal's education sector to improve the implementation of social audits in community schools.

Focus on budget transparency at school, district, and national levels. Increasing transparency of the budget will encourage local communities, parents, the government, and the donor community to invest more resources in education. At the local level, budget information provided through the school data template should be disseminated at a parent assembly and at public hearings. At the district and national levels, dissemination of education budget information should be released to the media in order to reach a broader base of stakeholders.

Expand capacity-building nationwide. The DoE has recognized that the training materials and activities developed in this pilot have become an important asset. Given the positive results of the capacity building in this pilot, the next step would be to expand the program nationwide. At least 5– 10 facilitators per district can be trained, depending on the number of the schools in the district. Printed tools and manuals can be made available to every community school and can be disseminated on MoE, DoE, and DEO websites.

Build capacity in schools with flexibility. Current capacity-building efforts are targeted at teachers, head teachers, SMC and SAC members, parents, and grade students at the primary to the higher secondary levels. The pilot team found that needs differ from school-to-school and that capacity building for committees, induction training for teachers, and orientation programs for parents and the community should be prepared in a flexible manner that addresses the varying needs of target groups. Additionally, the DoE should allocate funds for all schools to have access to this type of training.

Empower DEOs to monitor social audit activities. DEOs play in important intermediary role supporting communities in managing schools. School supervisors based in district-level education offices should be incentivized and instructed to monitor the progress of social audits on the ground and to communicate their findings about local needs to national institutions.

Promote and strengthen recordkeeping in schools through DEOs. DEOs can and should play a strong role in promoting better recordkeeping practices for all school activities, especially those that relate to social audit guidelines, expanding beyond those required by the DoE and MoE.

Expand the use of social audit reports. The district of Kaski requires that schools submit a social audit report in order to access funds from the DoE allocated in the budget. This initiative has produced better-quality social audit reports compared to other districts. This requirement should be instituted nationally. NGOs and donors working in this sector could also use the report in their own work and before they provide funds to the schools.

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Annex 1:
Community Schools in the Terai Region

The central-eastern Terai region of Nepal has a history of political conflict, regional political movements, and socioethnic divisions. It lags behind the national average in terms of literacy and the human development index (HDI) ranking. The Government of Nepal, donors, and NGOs working in the region face unique challenges in the education sector. Given this context, the pilot team added eight districts in Terai to the pilot group (Saptari, Siraha, Dhanusha, Mahottari, Sarlahi, Parsa, Bara, and Rautahat) in order to assess the status of its community schools and to identify challenges within its education administration. The pilot team utilized a customized methodology for these schools that included direct observation within schools, interviews with head teachers and SMC chairpersons, separate focus-group discussions with teachers and SMC members, a district-level seminar on Terai schools in Bara District, and interviews with seven DEOs.

The broader political environment has a strong influence on school-level staff, committees, and their functions. One primary school was closed for 21 months because of a conflict over the appointment of a head teacher, impacting 400 students for two years. In some instances, political influence compelled head teachers avoid formulating school committees completely. While SMC chairpersons are selected by consensus, head teachers often insist on selecting a type of person who will merely rubber-stamp their decisions. In one school, a SMC was formed by consensus and did hold meetings 13 times a year, but it was heavily influenced by politics; and the school's PTA and SAC were never formed at all. DEOs pointed out in interviews that head teachers feel compelled to associate with a political party and that teachers are also too susceptible to local dynamics to stand alone as professionals. Discussions at district-level seminars reinforces the view that community participation in schools is essential in curbing power asserted by head teachers and SMC chairpersons.

The Education Act and Education Byelaws allow SMCs to be formed by consensus at a parent assembly. In Bara, where a consensus could not be reached, direct elections were held in more than 400 schools. These elections were expensive for each school to conduct—usually over 100,000 NPR per school (approximately US$1,100). Candidates for the SMC chairperson spot at one higher secondary school spent more than 2,000,000–3,000,000 NPR each to compete for it, in addition to the money spent by the school. Saptari and Sarlahi districts also faced problems forming SMCs through an election process. In Saptari, SMCs were formed in only 50 percent of schools; Saptari's DEO estimated that only 15–20 schools in the district had operational SACs in place and that only 40 percent of schools have formed an SMC, put in place after a time-consuming, expensive, and organizationally-challenging election process. The DEO in Parsa reported that only 50 percent of its schools have functioning SMCs.

NGOs and donors like UNICEF play a large role in the well-functioning schools in these districts. One example is a secondary school in Siraha that is strongly supported by the Bhawani Integrated Development Center (an NGO), its facilities are supported by UNICEF. Schools in areas with migrant communities are functioning better than those with indigenous communities, although there are examples of schools in indigenous communities supported by NGOs and UNICEF that are also functioning well. In Siraha, social audits are done in more than 80 percent of the schools under the guidance of UNICEF who has stated that it will provide support only if social audits are conducted in the school.

Annex 2: What are the Basic Aspects of Social Audits?

Community Participation	
16	Frequency of SMC meetings and decision-making process
17	Agenda of SMC meetings and record of important decisions made for the last year
18	Frequency of PTA meetings and decision-making process
19	Agenda of PTA meetings and record of important decisions made for the last year
20	Frequency of SAC meetings in the last year
21	Agenda of SAC meetings and a record of important decisions made for the last year
22	SAC meetings and decision-making process
30	Record of total population of school service area
31	Record of the number of children attending the school
32	Record of the children attending other schools
33	Record of the children not involved in studies
34	Record of the children in Alternative Education Programs (AEP)
Physical Environment	
1	Productive and effective use of the available land (including playground)
2	State of use and decorations of school building and classrooms
3	Cleanliness of school
9	Availability of drinking water in school
10	Availability and condition of toilet in school
11	Availability of local and other sports materials in school and their condition
Teaching and Learning Environment	
4	Furniture and other seating arrangements provided for students in school
5	Management of library
6	Availability and use of local and other instructional materials in school
7	Availability and use of a science laboratory equipped with locally-available materials
8	Availability and use of space in school to display creative work of students
12	Available record of annual total school days
13	Available record of annual non-teaching school days
14	Available record of actual teaching days
15	Available record of total teachers, their annual attendance days and actual teaching days in school
23	Regularly scheduled teachers and staff meetings and the decision-making process
24	Available agendas for teacher and staff meetings and record of important decisions made
25	Available record of meetings between head teacher and parents to discuss students' learning
26	Available record of meeting between teachers of a subject or a grade and parents to discuss students' progress
27	Preparation and use of grade-timetables which include subject areas
28	Available record of average student achievement scores
29	Policies or strategies adopted by school to make academic activities transparent
35	Available programs to provide access to education for children within school service area
36	Available gender-segregated record of students
37	Updated and reliable disseminated school data
Financial Management	
38	Details of school-owned land
39	Income and expenditures of school

Source: Derived from the *Guidelines for the Social Auditing of the Schools* issued by the DoE, Government of Nepal. The numbers correspond with those in the Guidelines.

Annex 3:
Social Audit Gap Analysis Findings[10]

The following table provides the complete findings of the social audit gap analysis conducted in this pilot. The pilot assessed the implementation of social audits against the 39 indicators provided in the Government of Nepal's Social Audit Guidelines. Thirty-nine questions, which correspond with indicators in the GoN's Guidelines, are summarized in second column. The indicators were reprioritized according to the process described in the methodology section. The serial numbers in the first column reflect this reprioritization.

After one round of capacity-building exercises, the pilot team assessed the implementation of social audits in 20 schools in Nawalparasi. The green shaded rows in the table are indicators for which the SACs closed the gap completely. For example, after the capacity building, SACs in the 20 sample schools in Nawalparasi were assessing the cleanliness of all of the schools (#7) and holding frequent meetings as required (#23). The yellow shaded rows are indicators where the SAC made some progress on closing gaps. The red shaded rows are indicators that showed no change before and after the capacity-building. For example, the availability and condition of school toilets (#10) remained the same before and after the capacity building in these 20 schools.

10. These survey questions are re-prioritized the Social Audit Guidelines according to the process described in the methodology section. "N" refers to the number of schools that did not fulfill this requirement while "%" refers to the percentage that did not fulfill this requirement.

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi Gap (N)	Nawalparasi Gap (%)	Kaski[a] Gap (N)	Kaski[a] Gap (%)	Dolakha Gap (N)	Dolakha Gap (%)	Total Gap (N)	Total Gap (%)
1	Preparation and use of grade-appropriate timetables, including subject coverage	8	40	2	10	5	25	15	25.0
2	Child-friendly student furniture and seating arrangements	4	20	5	25	9	45	18	30.0
3	Infrastructure and physical condition of school building and classrooms	6	30	6	30	4	20	16	26.7
4	Income and expenditures of school	11	55	5	25	13	65	29	48.3
5	Availability of drinking water in school	1	5	0	00	4	20	5	8.3
6	Record of average student achievement scores	7	35	7	35	12	60	26	43.3
7	Cleanliness of school	3	15	0	00	3	15	6	10.0
8	Availability and state of use of local instructional materials and other instructional materials in school	6	30	2	10	4	20	12	20.0
9	Maintenance, updating, and reliability of school data	4	20	2	10	8	40	14	23.3
10	Availability and condition of school toilets	1	5	1	5	3	15	5	8.3
11	Annual record of discussions between head teacher and parents of students regarding child's learning	9	45	8	40	10	50	27	45.0
12	Agenda and record of important decisions made at SMC meetings during year	1	5	2	10	5	25	8	13.3
13	Record of actual number of teaching days at school	12	60	7	35	13	65	32	53.3
14	Programs and attempts made by school to provide access to education for children within school service area	2	10	0	00	6	30	8	13.3
15	Availability and condition of space to display creative works of students in school	12	60	10	50	8	40	30	50

SN	Social Audit Gap Analysis Questions (Did the SAC Assess the Following?)	Nawalparasi		Kaski[a]		Dolakha		Total	
		Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)	Gap (N)	Gap (%)
16	Frequency of SMC meetings and its decision-making process	10	50	3	15	16	80	29	48.3
17	Means adopted by school to make academic activities transparent	11	55	3	15	4	20	18	30.0
18	Record of all teachers, their annual rates of attendance, and actual number of days they teach at school	9	45	6	30	9	45	24	40.0
19	Record of total number of days school is open in the year	11	55	8	40	9	45	28	46.7
20	Agenda of PTA meetings and a record of the important decisions made in the year	10	50	3	15	16	80	29	48.3
21	Agenda of the SAC meetings and a record of the important decisions made in the year	10	50	11	55	16	80	37	61.7
22	Record of the number of children attending this school	13	65	3	15	6	30	22	36.7
23	Frequency of SAC meetings	7	35	7	35	8	40	22	36.7
24	Record of discussions between subject or grade teachers with parents about student learning	10	50	10	50	14	70	34	56.7
25	Agendas of teacher and staff meetings and record of important decisions made during year	11	55	5	25	7	35	23	38.3
26	Availability and condition of the science or environmental laboratory in school with locally-available equipment	14	70	8	40	10	50	32	53.3
27	Record of non-teaching days in school for year	14	70	9	45	9	45	32	53.3
28	Frequency of meetings of teachers and staff and quality of their decision-making process	7	35	7	35	8	40	22	36.7
29	Availability and condition of local and other sports materials in school	1	5	4	20	4	20	9	15.0
30	Number of SAC meetings in the year and quality of decision-making process	12	60	10	50	14	70	36	60.0
31	Record of children not involved in studies	10	50	8	40	14	70	32	53.3
32	Productive and effective use of available land, including playground	1	5	3	15	4	20	8	13.3
33	Details of land owned by school	7	35	11	55	3	15	21	35.0
34	Frequency of PTA meetings and quality of decision-making process	8	40	6	30	8	40	22	36.7
35	Condition and management of library	4	20	3	15	7	35	14	23.3
36	Record of students organized by gender	6	30	4	20	8	40	18	30.0
37	Record of total population of school service area	14	70	15	75	16	80	45	75.0
38	Record of children attending other schools	11	55	12	60	13	65	36	60.0
39	Record of the children joining Alternative Education Programs	1	5	0	0	3	15	4	6.7

a. Data is not available for SN 5 and 7 in this district.

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