

DELHI COMMISSION FOR PROTECTION OF CHILD RIGHTS

Government of NCT of Delhi

Draft Report of Working Group on

School Development Index

Note: This report is a result of extensive background literature review, detailed deliberations and consultations done by members of Working Group constituted by the Commission for comprehensive school evaluation of all schools of Delhi (government, aided and unaided) and is the final set of recommendations from the members of Group submitted to the Commission. Further series of consultations with all stakeholders and public may be scheduled. This may undergo next rounds of iteration in the ongoing months. For any suggestions/feedback/questions, please write at dcpcr@hotmail.com.

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A. Background

The Gross Enrolment Ratio for Delhi is more than 100% now and Net Enrolment Ratio in primary schools is around 93% according to several reports. It reflects considerable progress that the city of Delhi has made over the last decade in getting children to enroll in schools. In that regard, contribution of Sarva Shiksha Abhiyan in getting hundreds of thousands of first generation to schools deserves appreciation. The Right to Education (RTE) Act has made the education a fundamental right that is justifiable in the court of law.

The Commission receives several complaints from different stakeholders highlighting the violations of the Right to Education Act in different schools in different way at different points in time. These complaints, that the Commission takes very seriously, enriches the understanding of the Commission about the implementations of the act. However, this has its limitations in helping develop the Commission more comprehensive assessment. The complaints, though tremendously helpful in understanding the breakdowns in policy formulation and implementation, suffer from severe limitations. Therefore, a more comprehensive evaluation of all schools (government, aided and unaided) that outlines their performance with regard to RTE compliance with particular focus on infrastructural norms, and quality of education needs to be undertaken.

Several studies on different themes such as the implementation of Section 12(1)(c) that deals with EWS/DG quota in private schools, School Management Committee etc. have been undertaken. These studies have done great service to our children and to the cause of Right to Education. However, systemic studies reflecting the performance of these students and consequently the schools are little known and understood. Recent assessment conducted by Directorate of Education, Government of NCT of Delhi, in July 2016 revealed that nearly 74% of students of class VI couldn't read their Hindi textbook, 46% students couldn't read a simple story in Hindi while 8% couldn't identify letters. The learning outcomes in Mathematics are equally dismal. However, no study that comprehensively examines performance of schools exists till date, 8 years since the Parliament enacted the law.

All this points to the need of more comprehensive evaluations of our schools so that the Right to Education isn't reduced to merely Right to Attending School but translated into quality education that prepares our children academically, enables them socially and develops them emotionally. Further, the meeting of RTE State Advisory Council held on 01.11.2017 endorsed a comprehensive evaluation of all schools by this Commission. Delhi Commission for Protection of Child Rights, under section 31 (1) of Right of Children to Free and Compulsory Education Act, is responsible for monitoring the implementation of the act. Therefore, taking the advice from RTE Advisory Council, the Commission has decided to undertake and then institutionalize the school evaluation exercises to assess the implementation of Right to Education Act in letter and spirit.

Further a Working Group comprising of various stakeholders was constituted and entrusted to prepare a draft report clearly outlining criterion, method, processes, resource requirements, processes, tool design and timelines for the evaluation exercise. The composition of Working Group consists of following practitioner stakeholders:

1. Shri Anurag Kundu, Member, DCPCR—Convener
2. Ms. Ranjana Prasad, Member, DCPCR
3. Nominee, Directorate of Education, Government of NCT of Delhi – Ms. Savita Drall, Deputy Director of Education, South District later replaced by Ms. Shashi Bala Saini, Deputy Director of Education, North West District
4. Nominee, North Delhi Municipal Corporation – Ms. Nirmala, Deputy Director of Education
5. Nominee, East Delhi Municipal Corporation – Ms. Dolly Kaur, Assistant Director of Education
6. Nominee, South Delhi Municipal Corporation – Shri Rishi Pal Rana, Assistant Director of Education
7. Nominee, New Delhi Municipal Council – Shri G.B. Rai, Deputy Education Officer and Shri Niti Sharma, Deputy Education Officer
8. Nominee Member, Delhi Cantonment Board- Shri Arvind Kumar, Teacher
9. Dr. Anil Teotia, Principal, DIET Dilshad Garden
10. Shri Vivek Singh, Member (Principal, Vivek Modern School)
11. Shri T.P Singh, Principal, RPVV Dwarka later replaced by Shri Shruti Bodh, Principal, SBV Jahangirpuri
12. Ms. Jayshree Oza, Independent Consultant
13. Shri Rishabh Bansal, Consultant, Teach For India
14. Ms. Monil Singhal, Programme Associate, Central Square Foundation

The entire exercise further assumes that everyone has good intentions and making efforts as best as they can. Therefore, with that assumption, the school evaluation exercise seeks to identify gaps and areas of development in a manner that informs, supports and drives improvement as well as hold us all accountable to our collective performance towards our children

B. Literature Review – School Effectiveness

Three decades of research has led to the consensus that school effectiveness refers to how well a school is achieving its core objectives. Based on the results from school effectiveness assessment, the dynamic process of school improvement is expected to occur i.e. school assessment provides the requisite content as input for school improvement.

In the context of education systems in developed countries, there is a broad consensus that achievement orientation, cooperation, education leadership, regular monitoring, and teaching conditions including adequate time on task, opportunity to learn and thoughtful structuring, are the main school effectiveness enhancing conditions.

On the other hand, the conditions for developing country contexts include:

1. Adequate school resources such as low student-teacher ratio, more instructional,
2. Materials, a library and well-trained teachers,
3. Classrooms that cater to a single grade, are suited to the existing learning levels of the students and where low-performing students are not separated from their high-performing counterparts,
4. Frequent testing of student learning achievement,
5. High parental involvement in classrooms and schools, and
6. A positive classroom environment, especially pertaining to class discipline.

([Scheerens, J., 2013.](#))

In an attempt to monitor and improve their education systems, many countries across the globe including [the U.K., Australia and Japan](#), regularly conduct comprehensive school evaluations. In the Indian context, the [2013 Justice Verma Commission on Teacher Education](#) recommended state governments to institute independent mechanisms to undertake comprehensive school audits. At the national level Shaala Siddhi is expected to reach 1.6 million schools, while many states continue to conduct their own evaluation exercises such as Gunotsav in Gujarat and Dristi in Assam.

There is a strong case for leveraging whole school evaluation towards school improvement. For instance, there is considerable evidence that Office for Standards in Education (Ofsted) has had a positive, albeit variable, bearing on improving schools and teacher training in the U.K. ([Matthews & Sammons, 2004](#)) In fact, since the scope and structure of Ofsted was revised, there is evidence that learning outcomes have improved in the country (Hussain, 2012).

There is also clear and consistent evidence that parent and community involvement in education has a positive association with academic performance and school improvement ([National Education Association, U.S.](#)). For example, [Andrabi, T., Das, J., & Khwaja, A. I.](#) (2015) find that

providing school report cards to parents, increased test scores by 0.11 standard deviations, decreased private school fees by 17 percent, and increased primary enrollment by 4.5 percent. By better facilitating comparisons across schools and, providing information on school performance, enabled parents to better schooling choices that improved market efficiency and child welfare.

Not only can parents make better decisions about their child's schooling, but based on information generated through school evaluations, they can also hold school administrators and public education officials accountable for improving schools and learning ([Read, L. & Atinc T. M., Brookings](#), 2017). In addition, [research](#) spanning 7 European countries found that perceived accountability pressure by school leaders makes them more conscious of quality expectations based on evaluation criteria, sensitive stakeholders' reactions to evaluation results and proactive regarding school improvement activities. Availability of high quality data on important parameters of infrastructure and provisions, teaching-learning, leadership and management, community participation, and co-curricular activities, will also enable system stakeholders and policy makers to take better decisions.

Further, for assessment results to be meaningful for school improvement, effective usage of insights generated needs to be deliberately facilitated with involvement from different stakeholders. For instance, there is evidence that community participants can exert influence on school outcomes only when the information available to them is complemented with efforts to empower them with actionable insights, tools and capabilities, so they can engage meaningfully with education providers. This also opens up an important role for intermediaries like the media, non-profits, Civil Society Organizations and scholars to strengthen citizens' capabilities to use the information available ([Read, L. & Atinc T. M., Brookings](#), 2017).

Therefore, in addition to regularly conducting the whole school evaluation, the Working Group recommends the Commission to promote the results of this evaluation to feedback into school development planning and implementation efforts.

C. Objectives: Why School Evaluation

1. To comprehensively assess the performance of our schools with regard to RTE compliance having a particular focus on infrastructural norms, and quality of education and to establish system level accountability at the right level. The report is expected be tabled in the Delhi's Legislative Assembly and therefore has the potential to become a very powerful tool to build accountability of the government and its bureaucracy at appropriate level.
2. To identify the key trends, systemic/policy issues that exists in our schools that may be a hindrance for the school's' learning environment and enabling the necessary course correction. This will help us to identify the strengths and areas of improvement of our schools by means of independent evaluation and enabling departments concerned to find concrete, timely and robust solutions for addressing any need. Some examples could be: student attendance, learning standards, infrastructure standards, academic performance of EWS / DG children, level of community participation and related policies.
3. To create a healthy competition amongst schools for improvement, and availing timely, credible and comprehensive information, through an independent assessment, for parents about how well their child's school is performing. To help inform those who are choosing a school for their child, create a system so as to grade schools based on their performance on various parameters like infrastructure, learning levels of students, teacher performance, special education etc.
4. To create a scientific database and evidences for policy makers, practitioners, educationists etc. to reflect and identify systemic and specific issues for improvement and capacity building.
5. To strengthen self-evaluation frameworks by means of external validation. Though there are several data collection mechanisms (ex: U-DISE) and self-evaluation frameworks (ex: Shaala Siddhi and Child Safety Checklist), there is little incentive in the system for accurately filling the data, systemically monitoring the accuracy of data for improvement and necessary follow ups. It appears as if it is being filled for an external entity as the data is not being fully used to reward and reform.

D. Guiding Principles & Approach

1. **Independence:** Since this Commission is independent of all the 6 government bodies that administer and regulate the schools in Delhi, an evaluation conducted by it independently, impartially and on rigorous evidence is likely to ensure a higher degree of acceptance and confidence in its findings.
2. **Tool Design:** The tool has been designed by Working Group keeping in mind the safety & security, learning & related resources for the child, infrastructure and community participation and learning of the child. Adequate attention was also given to enabling conditions (inputs and processes) for the quality of learning in schools as we acknowledge some of the most difficult circumstances our principals and teachers work in.
3. This school evaluation exercise is intended to understand the strengths and area of improvement of our school and education system. This will enable the Commission in prioritizing the issues / matters of urgency and importance, and work with the departments of education of different government bodies in working on areas of improvement.
4. **Not a Mere Data Collection Exercise:** The whole exercise of school evaluation must not be reduced to a mere data collection exercise and therefore only that data that isn't available with the respective education department, is unreliable or is outdated would be asked from schools. Wherever possible, external assessors and not the school principal would be responsible for collecting data.
5. **Evaluation Framework Not Static but Dynamic:** Learning not only by students but by all stakeholders is critical. Therefore, the Working Group recommends Commission to adopt best practices and evolve framework based on feedback and experience year on year.
6. **Accountability at Right Level:** Issues/specific problems will be resolved by fixing accountability at right level. Therefore, mapping exercise of work to right level and agency is critical. Example: there is default in the system that Principals and teachers are responsible for everything that goes wrong. This is not only unfair but doesn't yield tangible improvements. Example: Suppose there is lack of sanitation in schools. If there are sanitation workers in school, then it is responsibility and hence accountability of the Principal if the school is still unclean. However, if there is no sanitation worker in the school in the first place, it is the Care Taking Branch of Department of Education that must be held accountable for failing to provide the sanitation worker. Principal cannot be held responsible for this situation. Therefore, a mapping exercise of responsibilities to right level of officials and agencies is critical and must precede the school evaluation.

7. **No Multiplicity of Efforts:** The Working Group has made serious and sincere efforts in deriving learning from the various inspection performas that are used by various education officers. An attempt has been made that there is synergy and streamlining in the inspection performas of the departments of education and the one that Working Group has evolved.
8. **Follow-Ups:** Quite often reports are published; they hit headlines and then are forgotten. The Working Group recommends to the Commission to undertake this exercise annually and therefore take the issue of improvement by the departments of education and schools very seriously. A culture of celebration of quality schools and substantial improvements needs to be fostered alongside taking actions against officials and schools for failing to make basic improvement.
9. **Accessibility:** A simple to use bi-lingual dashboard that allows any person to study any school related information. It will help more informed choices by parents, more informed decision-making by government officers, greater accountability of officials and scientific database for researchers. Therefore, the design of the dashboard is very critical and needs to serve this purpose.
10. **Customized reports:** Evaluation reports will be customized as per the department, level and responsibility of the official. A district level official of education department may see all information about the school in his/her district in customized and customizable format. Similarly, a PWD district level official may be able to see where the boundary wall is weak or not there or a water related issue. Similarly, Engineer-In-Chief, PWD will be able to see city level information about all schools that concern PWD.

E. Scope of Evaluation:

1. All schools administered by the following bodies: (2759 Schools)
 - i. Directorate of Education, Government of NCT of Delhi (1024 schools)
 - ii. East Delhi Municipal Corporation (365 Schools)
 - iii. North Delhi Municipal Corporation (715 Schools)
 - iv. South Delhi Municipal Corporation (581 Schools)
 - v. New Delhi Municipal Council (68 Schools)
 - vi. Delhi Cantonment Board (6 Schools)
2. All schools (except those minority) aided by following bodies: (263 Schools)
 - i. Directorate of Education, Government of NCT of Delhi (216 Schools)
 - ii. East Delhi Municipal Corporation (11 Schools)
 - iii. North Delhi Municipal Corporation (22 Schools)
 - iv. South Delhi Municipal Corporation (11 Schools)
 - v. New Delhi Municipal Council (3 Schools)

Note: There are no schools aided by Delhi Cantonment Board.

3. All government unaided schools recognized & regulated by following bodies (2763 Schools)
 - i. Directorate of Education, Government of NCT of Delhi (1756 Schools)
 - ii. East Delhi Municipal Corporation
 - iii. North Delhi Municipal Corporation
 - iv. South Delhi Municipal Corporation

Note: There are no schools recognised and regulated by New Delhi Municipal Council and Delhi Cantonment Board.

Source: <http://www.edudel.nic.in/directorate.html>

4. Only aspect with regards to safety and security of children in minority schools will be examined as such schools aren't covered under Right to Education Act. However, the Commission has powers under Commission of Protection of Child Rights Act, 2005 to assess the safety and security provisions in these schools.

F. Enabling Conditions: Stars Are Aligned

1. **U-DISE Data:** Unified District Information System for Education (U DISE) data is already available of all schools in Delhi. It is essentially a self-reported data by schools. However, some basic information about schools is available and this available information is going to be tremendously useful in the school evaluation exercise. (Annexure 1: U-DISE Data Collection Framework)
2. **Shaala Siddhi:** National University for Education Planning and Administration (NUEPA) developed a tool for internal reflection and assessment called Shaala Siddhi. Delhi Government School as well as local body Principals use the tool for their own reflections and upload their observations and school related data on the portal. It means large chunk of school related data is already available in digital format. (Annexure 2: Shaala Siddhi Data Collection Framework)
3. **Foundational Skills Data in DoE Schools:** Schools administered by Directorate of Education have the reading and arithmetic level data of each student of Class VI-VIII. This is a remarkable set of data for assessing the schools on basic forms of learning levels. However, no such data exists for schools administered by Municipal Corporations and private schools.
4. **CBSE Class X and XII Results:** Central Board of Secondary Education (CBSE) independently evaluates the performance of students of Class X and XII. Since it is being carried out by independent body, this data can be relied upon.

5. **EWS/DG Admissions Data Digitised:** 1158 private schools regulated by Directorate of Education, Government of NCT of Delhi have their admission process online. It means the Directorate of Education has the data of each child thus admitted under Section 12(1)(c) of Right to Education Act. Further, admissions in another nearly 400 more private schools that are regulated by Directorate of Education are going to be made online starting next academic year. This opens up the next level of possibilities of scrutinizing private schools' performance with respect to these children's perspective and thus building a systemic solution for their effective integration. Additionally, the three Municipal Corporations are also considering making EWS/DG admissions in the schools regulated by them online too.
6. **Child Safety Guidelines Notified:** According to the child safety regulations notified by Directorate of Education, Government of NCT of Delhi dated 7th November 2017 (Annexure 3), all the schools (government, aided and unaided) are bound to follow minimum standards of safety the data of which are to be uploaded by them an online portal due to be launched soon. With this, substantial data regarding schools' infrastructure and safety related provisions will be digitized too.
7. **Parents/Community Participation Related Data:** Directorate of Education had piloted an app to record and monitor the functioning of School Management Committees in schools covered in one district. Now, the Directorate is all set to launch the app for all the 1024 schools under its administration. The data thus captured will help assess the extent of community participation in schools. However, no such data exists for MCD schools.
8. **National Achievement Survey (NAS) & State Level Achievement Survey (SLAS):** Since the learning levels are being assessed on sample basis by NCERT and SCERT, synergies can be found. However, greater consultations are required with SCERT in this regard.
9. **Estate Manager App Data:** Details related to infrastructural repair and maintenance is recorded by Delhi government schools on its Estate Manager app. Whether this information is useful is yet to be determined. Therefore, as next step, a meeting with couple of Estate Managers is being planned to understand the design and information of the app.
10. **School Development Plan:** Under Section 21 of Right to Free and Compulsory Education Act, 2009, the School Management Committee are obligated and empowered to make their school development plans. Directorate of Education has made this School Development Plans online. It can be further a great source of information about schools readily available online.

G. Concerns & Gaps

Large chunks of data are available. However, there is little or no attempt to collating all this data on a single platform and to drive accountability, and hence improvement. The data quite often isn't reported or reported late. There are little or no consequences of filling the data wrongly. Little or no data thus reported data are used for policy decisions, rewards or penalty. No mechanisms exist to ensure validation of data reported by schools. Therefore, wherever possible it is recommended that Commission validate some of the data through its assessors who will be visiting school during evaluation exercise and strict action be initiated on finding the wrong reporting. This exercise overtime will begin to ensure that reporting done by schools is accurate. This will assist the departments of education have more informed, data-driven policy level decisions and the Commission to more effectively monitor the implementation of Right to Education Act. It is a developmental, not a penalizing exercise.

H. Anchor Questions For School Evaluation

1. How safe and secure are the children in the school?
2. How available, adequate, usable and used are the infrastructure, resources and other facilities?
3. How available and adequate are the teaching and learning resources?
4. How adequate and professionally equipped is leadership, teaching and non-teaching staff in schools?
5. What opportunities exist for the parents to involve themselves in the academic and administrative life of children and their schools?
6. How involved are the parents in the academic and administrative life of children and their schools?
7. How do the schools treat their students in terms of respect and dignity? How are the students' voices heard and grievances redressed?
8. How integrated do the children from socially and economically weaker sections feel in their classroom and schools? [For private schools only]
9. How are our schools preparing our children at least on foundational skills?
10. How clean and healthy is the environment of the school?
11. How equipped is the school for developing its students holistically, particularly from the perspective of sports and other co-curricular activities?
12. How strong are the teaching and learning processes?

The above-mentioned questions are the guiding principles for this school evaluation exercise. Some of the questions are very subjective and hence need to be further broken down into easily observable, quantifiable, verifiable and yet thoughtful indicators for evaluations by external assessors. The tool given below is tentative approach about the tool. The Working Group recommends partnering with an organization / institution / individual / university having an experience in comprehensive school evaluation to assist in further detailing of tool, scoring method and weightage (Annexure 4).

I. Further Involvement & Participation:

Since the Working Group expects full transparency and accountability from all stakeholders involved, it is only but natural and appropriate that this Working Group and Commission sets for itself higher standards of accountability and transparency. Therefore, the Commission is advised to place in public domain the tools and criterion, scoring method and all other associated documents for any kind of examination and scrutiny.

It is also proposed that the consultation with officials, principals, teachers, parents, academia and NGOs must be done at greater length. Therefore, it is proposed that on submission of report, wider consultation will be held before finalizing evaluation framework and processes.

J. School Evaluation Framework:

This School Evaluation Framework has been prepared after comprehensively studying frameworks being used in different countries, Indian states and organizations, and then taking into consideration the context of Delhi through detailed deliberations and consultations. This is an exhaustive list of themes and indicators taking into account the delivery capacity of our 6 education departments. Working Group recommends the Commission to cull out final theme and indicators based on this after consultation with Knowledge partner. The entire school evaluation framework has been divided into 5 themes:

- a. Child Safety & Security
- b. Leadership & Management
- c. Teaching & Learning
- d. Community Participation (Government Schools) OR EWS/DG Students integration (Private Schools)
- e. Co-Curricular Activities & Resources

It is worth noting that the schools won't be ranked but grades assigned to each depending upon how they fare on the themes mentioned above. It is therefore essential that the characteristics of schools against each grade is thought through.

Child Safety & Security: Substantial parts of infrastructural needs and processes to ensure child safety have been covered in the recently notified guidelines by Directorate of Education, Government of NCT of Delhi. Therefore, it is proposed that a minor version from those very guidelines is discussed and selected/reworked for the purpose of this theme. Data can simply be fetched from the online portal that Directorate of Education, Government of NCT of Delhi is building for this purpose. However, some aspects of them that do feature in this theme can be revalidated by the assessors during their visit to schools. The guidelines are given in the annexure.

Further, aspects of sanitation, and health may be incorporated in this field since both are critical and contribute to the overall well being of the child.

Leadership & Management:

Emphasis on availability of principal, principal training, staff meetings, classroom observation etc should be given. Further specificities may be involved in consultation with the Knowledge partner.

1. **Principal:** Availability of a principal is very critical to school development and hence learning of children. Therefore, presence of a full time principal / individual who is responsible for overall administration and management is essential in school.
2. **Staff Meetings:** Staff meetings are a good criterion to indicate the level of communication among principal and teachers. It is also a platform where everyone can raise their concerns and issues.
3. **Principal / HOS Training:** Knowledge and skill of a school leader is directly related to his / her ability to lead / manage the school. Hence, it is proposed to assess the areas in which HOS / Principal has received training during various stages of his / her tenure. This can be a good policy review as well; departments can conduct further trainings for HOS / Principal depending upon the data.

Teaching & Learning:

Since some of the schools operate in very difficult circumstances, it is important to balance inputs and outputs as indicators to be able to acknowledge even those schools which are making efforts.

Outputs:

1. **Reading and arithmetic levels** of students of Class III, and V may be assessed in English and Hindi to assess. (Note: Different classes can also be selected). This is a bare

minimum standard accepted from the schools. Sample percentage of students based on strength may be selected for each school.

2. Students of **class VIII may be assessed on their learning outcomes** through an assessment designed with partner organisation.
3. **Class X and XII:** Average pass % and Average % marks of students of class X and XII may be an indicator since the evaluation in this case is done by an external body, CBSE. It is critical that average % marks is also included as an indicator not just the average pass % as in a world where opportunities to our students are determined by marks, the schools continuously strive to improve.
4. **Class IX and XI:** One of the strategies that schools resort to in order to improve their class X and XII results is to fail the students in class IX and XI. Hence, it is important that scrutiny is laid on these results too. Hence, it is proposed that average pass % and average % marks may also be included in Class IX and XI.

Inputs:

1. **Pupil-Teacher Ratio:** The rules are prescribed under Right to Education for the appropriateness of Pupil-Teacher Ratio. Further, norms may be explored for number of students per subject teacher in case of upper primary (6th to 8th) and secondary (9th and 10th) classes.
2. **Student- Classroom Ratio:** It is important to understand the average size of the classroom since it becomes difficult for teachers to teach large classes.
3. **Sections-Teacher Ratio:** Often the Pupil-Teacher Ratio can be misleading. Example: A school of class I-VIII of 200 students needs to have 6-7 teachers as per Right to Education Act. However, 7 teachers would mean that a class would remain without teacher at all points in time, clearly an unacceptable proposition. Further, this means teachers will have no free periods, and no leaves are allowed. In the event of these assumptions being untrue, more classrooms will be without teachers. Therefore, it is recommended that another factor called Teacher-Sections Ratio be used for mitigating this risk.
4. **Teacher-Vacancy Status:** To understand the teachers' shortage situation subject wise. Vacancy will be consider as non-availability of teachers physically and not as per sanctioned posts. It must also include the vacancy about the posts of Principals and Vice-Principals.

5. **Special Educator-Special Students Ratio:** This is kept as separate factor as there is growing focus and attention to the needs of children with special needs. Nuances need to be developed with respect to cross-disability expertise and special educators keeping in mind specific disability. Aspect such as scientific screening of child also needs to be included. Here, particular attention needs to be given to type of specialization a special educator has, the cross-disability training and if availability in school is part time or full time.
5. **Counselor:** A school requires two kinds of counselors. One who can guide students in relation to their career prospects and the other who can enable the students to handle the adolescent issues, stress, bullying, and any kind of emotional burden etc. It is particularly important in a world where there appears to be growing gap and increase in instances of emotional distress. Considering the importance of these issues, this is kept as separate category.
6. **Non-Teaching Staff:** Often the teachers complain that they are engaged in non-academic tasks throughout the year for a substantial portion of the time. Although, there is an ongoing study in the Commission to understand this issue in greater depth, the complaint is true. Hence, it is obvious that non-teaching staff has a direct correlation with the learning environment in the school. Therefore, two issues to be separately factored in:
 - a. **Estate Managers:** It is important the principals and teachers time is not substantially spent on upkeep, repair and maintenance of the school. Therefore, it is recommended that the school evaluation exercise assesses that there is someone else who is primarily responsible for this task.
 - b. **Data Entry Operators/Clerks:** Teachers cannot and must not be reduced to clerks. Therefore, to enter the data of various kinds, and to digitize whatever different government departments expect schools to, separate data entry operators are available in schools.
7. **Students' Attendance:** Since students' attendance is strongly correlated with their learning achievements, it is an important factor that must be borne in mind. Keeping this as indicator would bring schools' attention to issues of improving attendance. In the absence of this, there may be some schools where attempts may be made to get schools to skip the classes on the day of school evaluation to have their results appear better than reality. Such a separate category will offset any such attempt.
8. **Books Delivery:** It is important to track when the books get delivered to schools in the wake of repeated complaints that books reach days, weeks and months late into the academic year.

9. **Children's & Staff's Respect & Dignity:** A survey of some students and teachers may be undertaken to assess acceptance and motivation respectively and that the disciplining practices of teachers don't include the physical and mental violence.
10. **Students-Computer Ratio:** Functional computers available in the school must be assessed. This indicator may help understand schools' preparedness to build computer literacy.
11. **Streams Offered:** The data on type of opportunities (sciences, humanities, commerce etc) available for students in 11th and 12th grade may be collected but not included in scoring.
12. **Labs & Library:** Indicators that assesses the schools' resources availability, adequacy, usability and utilization on these two parameters is also important.

Community Participation OR Integration of EWS/DG Students:

Community Participation [For Government & Government Aided Schools Only]:

1. **Parent-Teacher Meeting Frequency & Attendance:** This is a reasonable indicator to assess the level of involvement of the parents. However, it also means that the schools have to be asked to start documenting the attendance as it's quite unlikely that they are doing it already.
2. **School Management Committee (SMC) Members Feedback:** Under Section 21 of Right to Education Act, each school is to have School Management Committee comprising of parents (12 members), social worker (1), elected representative or his/her nominee (1), principal and 1 teacher. Therefore, feedback on a well-designed questionnaire may be sought from the SMC Members. Since, this may be large scale ($14 \times (2759+263) = 42,308$ people), this may be done telephonically or just 4 members may be selected at random bringing the scale to 12,088 people. A draft of the questionnaire is given in Annexure 5.
3. **School Management Committee Meetings Frequency & Attendance:** This may indicate further the level of involvement of parents' representatives in the management of the school.

Integration of EWS/DG Students [For Private Schools Only]

1. **Students Attendance and Retention:** Directorate of Education, Government of NCT of Delhi has made the process of admissions under Section 12(1)(c) of Right to Education Act in nearly 1650 private schools it recognises and regulates online. It means that it has student level information, of all batches since implementation of act, enabling it to further

monitor the attendance of the students via same portal. It may help the Commission and the Directorate to make early interventions to reduce drop outs, resolve grievances and ensure integration of students. This will also create pressures on the schools to focus on the students thus admitted.

2. **Academic Performance:** The app that will be used for assessing the students will ensure that it identifies and assess students from III, V and VIII class who are admitted under this provision. Additionally, learning outcomes of students admitted under this provision in other classes may also be assessed. This may serve as an incentive for private schools to integrate the children admitted under this provision.
3. **Parent's Feedback:** Feedback from parents on a well designed questionnaire (Annexure 6) around integration of their child in school environment may be taken. The selection of sample set will be based on school allotted and not existing strength. This may also be done telephonically along with SMC member's feedback.

Co-Curricular Activities:

- a. Does the school have the following? If yes, student-teacher ratio of
 - a. Music Teacher
 - b. Dance teacher
 - c. Sports Teacher/Coach / Physical education
 - d. Drawing/Arts Teacher
- b. NCC
- c. NSS/Clubs [Environment, Debating, etc.]
- d. % of students who have taken part in sports tournament in last 12 months:
- e. Number of medals won in sports tournament at any level in the last 12 months:
- f. % of students taken out on a trip in last 12 months:
- g. Does the school have playground? If yes, its usability on scale of 1-5
- h. Does the school have sports equipment?
- i. Does the school have music equipment?
- j. Percent of students who have taken part in cultural / debating / arts and drawing activities / competitions.

Questions That Need To Be Addressed:

Though all the content of this draft note is subject to more rounds of consultation, literature review and pilot results, following questions remain need to be further evolved and hence hiring professionals is critical:

1. How to do the scoring based on indicators? What would be an appropriate weightage assigned to each indicator and values within that indicator? What would be the rubric for evaluation against each indicator?
2. What are the characteristics of different grades that schools will be classified in?
3. How do we ensure that data that is collected from the various sources is validated and hence authentic?

K. Operational Strategy & Timelines

The exercise of evaluation of 5819 schools is itself very huge and requires time and due diligence. The entire exercise has been divided in 5 phases for easy progress tracking.

Phase One [October – December]: Development of Tools & Metric

1. Involves studying existing evaluation frameworks that have been attempted in Delhi, other states and abroad, data already available with departments of education, and preliminary consultations with stakeholders to evolve the criterion for school evaluation including themes, indicators, data collection tools and the scoring method.
2. Pilot Testing of the tool thus developed and incorporating feedback.
3. Designing the tendering/RFP process for identification and selection of knowledge, technology, assessment, helpline and printing partners. Roles and responsibilities of each of these partners are given in Annexure 4.
4. Making budgetary estimates for the exercise and requesting the Government of NCT of Delhi for budgetary approvals.

For this, a Working Group comprising of nominees of different government bodies, private schools, professionals and not-for-profit organisations has been constituted and has been meeting for the last 2 months. (Annexure: 7)

Phase Two [January-March]: Consultations & Partners Selection

1. Involves submission to Commission a draft report and assist the full Commission in undertaking the consultation on this with all Directors (EDMC, SDMC, NDMC, NDMC, DoE, DCB, Private Schools, and Aided Schools) and other stakeholders (Parents, principals, teachers, student and civil society organisations)
2. Revise the evaluation framework based on consultation.
3. Identify and partner with experienced suitable organizations to act as knowledge, technological, assessment, helpline and printing partners.

Phase Three [April-July]: Backend Development

1. Building the app for the school evaluation based on the tool design.
2. Collating all the databases from different sources & cull out the relevant bits in format that may be useful for this exercise.
3. Dashboard Design.
4. Selection of assessors
5. Development of modules for assessors
6. 3-day workshop for the assessors and second round of selection (in case some assessors not ready).

Phase Four [August-October]: School Evaluation & Report

1. School Evaluation Exercise
2. Data validation based on some samples
3. Re-evaluation of schools where data is inconsistent
4. Data analytics & Report writing for Delhi Legislative Assembly.
5. Dashboard Launch in a ceremony & awards for high performing schools.

Phase Five [November-December]: Post School Evaluation Steps

1. Presentation to education officials and them preparing a plan of action for improvement before next round of evaluation.

L. Assessors & Trainers

Three questions are very critical for independent school evaluation:

1. Who are the assessors?
2. What are going to be selection and quality control processes?
3. Who will be training the assessors?

1. **Who are the assessors?**

Though this question deserves wider and deeper consultations, following possibilities can be explored:

- a. **DIET Students:** There are about 2080 students studying in 9 DIETs in Delhi. They are set to be the future teachers too and hence are being educated by DIETs to engage with the schools on academic, pedagogic and resources levels. It may be prudent if these students are empanelled after consulting with SCERT. Since the academic body, SCERT, is reasonably independent of directorate of education, and 5 local bodies, the impartiality of the results would be maintained.
- b. **University Students:** A potential collaboration may be explored with University to empanel B.Ed/B.El.Ed students as assessors.
- c. **Principal/Teacher Volunteers:** It is quite difficult to pull out principals and teachers from their schools during academic days. Therefore, this is not an option considered. However, in case the principals and teachers would like to volunteer for this exercise, they can be considered. This, though, has to be with approval from the competent authority for government schools and management in case of private schools. It may be great exercise of learning for those who choose to be a part.

2. **What are going to be selection and quality control processes?**

A 3-day workshop may include some mechanisms to ensure that only the assessors that meet minimum standards of understanding of the tool are actually allowed to conduct the process.

3. **Who will be training and supervising the assessors?**

- a. **DIET Faculty:** Mechanisms may be explored and approvals requested from SCERT for engaging DIET faculty for supervising and training the assessors.
- b. **Cluster Resource Coordinators (CRCs):** There are about 200 CRCs in Delhi. The role of CRC was envisaged as academic support to schools and teachers and is part of Sarva Shiksha Abhiyan.
- c. **Mentor Teachers:** Delhi Government has set up a separate cadre for professional development and supportive supervision. Nearly 225 mentor teachers are there. They can be engaged in for supervising the entire process with approvals from Directorate of Education.
- d. **Retired Principals and Teachers:** They can be empanelled for this.
- e. **Civil Society Organisations and their staff:** There exists large number of organisations who work with schools and education system closely in varying capacities. A panel of

such organisations can be formed and engaged in the process of assessing as well as supervising the school evaluation process.

M. School Evaluation Dashboard

1. The School Evaluation Dashboard will be available online in a user-friendly bi-lingual web portal that is going to be publically accessible. The officials can have differential log-in to access the raw data in format that may be evolved in consultation with them. All existing data will be uploaded and assessors will submit data through an application on the same portal.
2. School Evaluation Dashboard will be used for viewing and analyzing school evaluation data which can be consolidated at any particular government agency, district, zone, evaluation theme level to observe trends and patterns.
3. The dashboard will facilitate Commission and respective education departments / agencies in monitoring the progress of schools and take necessary action.

N. Budget & Finance:

Delhi Commission For Protection of Child Rights (DCPCR) will bear all the expenses involved in the entire process. Main budgetary heads are given as follows:

1. Printing Costs
2. Technological Costs (App, Portal and Dashboard)
3. Assessors' & Supervisors' Costs
4. Travelling and food allowances of assessors & Supervisors' costs
5. Trainers' Costs
6. Venues Fee
7. Professionals' Fee
8. Any other costs that may not have been covered above.

O. Post School Evaluation Phase:

It is proposed that school evaluation exercise should become an annual exercise for the Commission to undertake and the respective departments of education a tool and resource of information to understand their school system independently and objectively and thus a guide to improve. Three action steps are further proposed to be undertaken by the Commission post the school evaluation report that will be released in a ceremony with all stakeholders. Top performing schools will be awarded and in subsequent years, the top performing as well schools that show high degree of improvement will be awarded.

Public Dashboard:

The Commission will place all information in public domain (excluding where the privacy of children is compromised) on its portal for parents and citizen to understand their schools better and deeper. The public dashboard will allow the parents to compare schools on different parameters and make informed choices by means of credible and available information. A potential example of using public dashboard is explained here:

A parent is looking for a school for her/his 3 year old daughter. The parent may just enter the locality and preferences like government or private, above certain grading on School Development Index or specific needs if the child is special or if the parent is interested in shifting her/his daughter in a school that is equipped in sports or music.

Internal Dashboards:

Log-In credentials will be created at multiple levels with varying levels of information available. A potential use is explained below:

A district level official of education department may see all information about the school in his/her district in customized and customizable format. The internal dashboard will allow a district education official to identify schools with great or poor learning outcomes, poor or great infrastructure, etc.

Similarly, a PWD district level official may be able to see where the boundary wall is weak or not there or a water related issue. Similarly, Engineer-In-Chief, PWD will be able to see city level information about all schools that concern PWD.

The following people will be able to see all information in schools that the respective government administers or regulates:

1. Chief Minister
2. Deputy Chief Minister
3. Mayors of all local bodies for schools administered or regulated by them.
4. Commissioners of all local bodies for schools administered or regulated by them.
5. Secretary (Education), Government of NCT of Delhi
6. Directors (Education) of all government departments for schools administered or regulated by her.
7. Director, SCERT for all teaching and learning, community participation/EWS integration, leadership and management related aspects of all schools.
8. Special Project Director (Sarva Shiksha Abhiyan) for all schools related to interventions of Sarva Shiksha Abhiyan.

Delhi Commission For Protection of Child Rights will be able to view all information.

Project Management Tool:

Working Group recommends this Commission to simultaneously undertake the exercise of mapping deficiency in a school to the right level of official in the right department. Example: A infrastructure related issue in a school is going to be mapped to the Executive Engineer concerned. Therefore, depending upon the deficiency found in different schools, the Commission will ensure that the appropriate official does the needful and to track the progress of the task assigned, project management tool is going to prove very useful. The rights and privileges for project management tool are going to be aligned to internal dashboards.

Annexure 1 – U-DISE Data Collection Framework

Can be accessed at http://udise.in/Downloads/UDISE_DCF2016-17_12Aug2016.pdf
(Attached as separate document)

Annexure 2 – Shaala Siddhi Data Collection Framework

Can be accessed at <http://shaalasiddhi.nuepa.org/pdf-dashboard-english.html>

Annexure 3 – Child Safety guidelines

Can be accessed at http://www.edudel.nic.in/upload/upload_2017_18/901_dt_07112017.pdf
(Attached separately)

Annexure 4: Sub-Committee to recommend criterion for Selection of Partners

Essential criterion decided in Sub-Committee meeting:

1. Knowledge Partner – Criterion For Selection
 - i. Knowledge partner will be a registered organization or set of individuals with relevant experience in school evaluation or any related process evaluation.
 - ii. The partner will have minimum 2 years experience in school evaluation related themes.
 - iii. It should be able to provide report / evidence of available work in at least 2 states (with government or independent work) in a sample of minimum 50 schools. Their aspect of work where they have worked to build dashboards is critical.
 - iv. They should not have any case of child right violation filed / reported against them
2. Technology Partner – Criterion For Selection
 - i. Technology partner will be a registered organization with minimum 3 years of experience
 - ii. They should have done an education related project involved with creating app, portal and dashboard.
 - iii. They should submit project report and log in credentials of their work for the Commission to review.
 - iv. Rest of the guidelines may be similar to standard tendering process and other department documents may be used as basis for evolving technical and financial bid criterion.

Roles and Responsibilities of Partner Organizations

Following external partners have been identified for effectively conducting comprehensive school evaluation:

1. Calling and helpline partner

Parents are very important stakeholders in assessing the overall school effectiveness. Reaching out to parents will also help us in knowing their perspective of school and making parents aware about this evaluation exercise. Gathering information from so many parents will be a limitation for the assessor. Hence, connecting with parents through a calling helpline will be appropriate. A partner organization thus will be required that can make requisite calling and gather required data on various following aspects.

- i. **Feedback from School Management Committee (SMC) parent members:** SMCs have been active in Delhi for more than 2 years now. A questionnaire for taking feedback from parents around the work happening in schools will be made. However, it will be done for 2-5% sample set of parents.
- ii. **Feedback on Parent Teacher Meeting:** Calling a sample set of parents across all schools to know the status and quality of parent teacher meetings.
- iii. **Child safety committee:** Committee has been constituted in all the schools to check effective safety measures. Calling a sample set of parents to know its effective implementation will be done. In case it is found that data has not been collected, assessors will collect the necessary data.
- iv. **EWS/DG parents:** Calling a sample set of parents belonging to children from EWS /DG category studying in private schools under Section 12(1)c of RTE act, to assess the support school is ensuring in effective integration of such students.

2. Technology partner

The entire evaluation exercise will be made efficient by use of technology during various phases of the process. Data collection will happen through an app and a web portal will be used to present the data / findings / report cards to various stakeholders. Dashboard will also be used by government officials to analyze the gaps under their domain and take necessary actions. For this whole process, there is a need to partner with an organization / individual who is expert in this work. Broadly tasks would involve:

- b. Assisting this Commission to map existing data with appropriate agencies and putting it up on a dashboard and web portal
- c. Design an application for assessors to upload all data on the portal
- d. Assist this Commission to conduct training of all government officials to make them acquainted with the use of technology platform.

3. **Knowledge partner**

The Working Group members expressed limitation with regard to technical aspects of developing tools, design of modules of assessors and their training, and therefore recommended that an NGO/Expert/Professional/University expert in the domain of comprehensive school evaluation must be partnered with. Broadly, tasks will involve:

- a. Assist the developing of evaluation tools, design modules of assessors and conduct trainings.
- b. Oversee the entire process of school evaluation beginning to end.
- c. Evolve the app and dashboard design

4. **Assessment Partner - Assessors**

Assessors are one of the key components in this evaluation process because they will perform the actual ground work of data collection and hence, their actions will determine the entire messaging behind this evaluation exercise. Therefore, the assessors and their training becomes very critical. In this regard, there is a need to partner with organizations / academic institutions / government bodies from where relevant people can be found with some existing perspective in education. Assessors will perform these tasks:

- a. Participate in a 3 day orientation workshop to understand the evaluation guidelines
- b. Conduct on ground evaluation and data collection

5. **Assessment Design Partner:**

An organisation that will assist the Commission in designing question papers scientifically in a manner that informs the stakeholder rather than label students in categories will be partnered with. External partners or SCERT may be explored for collaboration.

6. **Printing partner**

Printing partners will perform following tasks:

- a. Assist this Commission in design of report and report cards.
- b. Printing reports and report cards.

c. Printing and Distribution of question papers and toolkits

Annexure 5 - Draft SMC Questionnaire: The questionnaire design is subject to change depending on consultation with SMC Members and pilot results. This is only indicative.

1. What is your position in the School Management Committee (SMC)?
2. How often does the School Management Committee (SMC) meet?
3. Were you involved in preparation of School Development plan?
4. Are your issues raised in SMC meetings?
5. Are you satisfied with the disciplinary atmosphere in your child's school?
6. Does your child's school provide regular and useful information on child's progress?
7. Do you feel school is doing a good job educating students?
8. Do you think teachers are competent and dedicated?
9. How often do "parent teacher meetings" occur at your school?
10. Does your school provide information about student achievement in parent teacher meetings?
11. Overall, how satisfied are you with your child's school?

Annexure 6 – Draft EWS / DG Parent Questionnaire: The questionnaire design is subject to change depending on consultation with parents whose children have been admitted under this provision, private schools and pilot results. This is only indicative

1. Does your child go to the school allocated to her/him by the EWS/DG lottery process?
Purpose: It is important to ask a pointed question as one may have withdrawn one's child from the private school and gotten her/him re-admitted elsewhere.
2. Does your child get the opportunity to participate in extra-curricular activities?
a) Dance b) Music c) Drama d) Sports e) Other f) No
3. How often do you attend the Parent-Teacher Meeting in your school?
a) 6-12 times-a-year b) 3-4 times-a-year c) 1-2 times-a-year d) Never
4. Does the school provide you regular and useful information regarding your child? If yes, how?
a) PTMs b) Progress Report c) Student Almanac d) Phone call e) SMS f) Notice Board g) Other
5. Does the child's teacher provide you with satisfactory feedback and support your child's progress? If yes, how?
a) PTMs b) Progress Report c) Student Almanac d) Phone call e) SMS f) Extra Class g) Other
6. Are you being charged any fees by the school?
a) Books & Stationery b) Uniform c) Extra-curricular Activities d) Exam Fees e) Other

Purpose: Any overarching question with multiple options will be more economical from a survey design perspective

7. Do you feel the teachers/Principal discriminate against you or your child?

a) Yes, against me b) Yes, against my child c) No, not against me d) No, not against my child

8. On a scale of 1-100, how satisfied are you with your child's school?

a) 0-20 b) 21-40 c) 41-60 d) 61-80 e) 81-100

9. How many friends does your child have from her/his class?

a)0-5 b)5-10 c)10-15 d)>15

Annexure 7 – Working Group Constitution (Attached separately)

For any feedback or questions, please email to anurag.kundu@gov.in