

*Draft*

**SCHOOL SECTOR REFORM PROGRAM  
FY 2009-10 to FY 2015-16**

**ANNUAL STRATEGIC IMPLEMENTATION PLAN  
AND  
ANNUAL WORK PLAN AND BUDGET, FISCAL YEAR 2009-010**

**MINISTRY OF EDUCATION**

**DEPARTMENT OF EDUCATION**

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## **PART I**

### **CHAPTER I**

#### **INTRODUCTION**

##### **INTRODUCTION**

This Annual Strategic Implementation Plan (ASIP) represents the annual process of operationalizing the long-term objectives and strategies presented in the School Sector Reform plan (SSRP) of the Ministry of Education and its service delivery agencies. This ASIP covers the period from 16 July 2009 till 15 July 2010 and sets out the output targets for the 2009-10 fiscal year, maps out the activities required to achieve these output targets and the costs of implementing these activities.

The School Sector Reform Plan (SSRP) 2009-10 to 2013-14 has been designed on the strengths, opportunities and success stories of earlier education reform initiatives - the Education for All (EFA), the Secondary Education Support Program (SESP), the Community School Support Project (CSSP), Teacher Education Project (TEP) and other initiatives. It intends to continue the best practices of past initiatives reinforce the success stories and kick off new reform dimensions such as the restructuring of school education abreast to the growing aspirations and the ground realities of the country.

The Government of Nepal, Ministry of Education (MOE) developed the SSRP based on feedback received from nationwide consultations with stakeholders representing all walks of life. It takes into account the policy directions of the EFA National Plan of Action 2001-15, the Three-Year Interim Plan, and the SSR Core Document; thereby representing the long term strategic framework of the school education sector. Rights-based approach to education; gender parity, social inclusion, and equality have been at the core of the program planning process.

The SSRP emphasizes attaining universal enrolment at primary level (currently 8% of the children in age group 5-9 is out of school, whereas 25% of the children in age groups 5-12 currently are out of school), ensuring tangible improvements in the quality of education (reduction in dropout and repetition rates and increment in students' learning achievements) and enhancing performance accountability at all levels.

##### **THE ANNUAL STRATEGIC IMPLEMENTATION PLAN (ASIP) FY 2009-010**

As a tool to facilitate transforming the strategies of the SSRP into an annual operational rolling plan, this ASIP describes the products and services (outputs) that will be delivered during the fiscal year 2009-10, outlines activities necessary to produce these outputs and proposes the funds required to carry out the activities.

This ASIP intends to provide a practical framework for implementing and monitoring the reform initiatives under the SSRP. The articulation of operational strategies along with the time bound action plan in adherence with the anticipated objectives and resource allocations provide guidelines to education managers for the implementation of, monitoring and reporting on the SSRP at all levels. As such this ASIP is a one-year operational plan, within the strategic

framework of SSRP and along with the spirits and policy directions of the Three-Year Interim Plan and the Seventh Medium Term Expenditure Framework (MTEF) for the sector.

#### **PLAN PREPARATION PROCESS**

The ASIP preparation process followed a participatory, bottom-up approach, to the extent possible, combined with elements of top-down planning for implementation of key reform activities that are considered a national priority. The process included a series of workshop, communication, interaction and consultation sessions involving key stakeholders from school, district and central levels as well as representatives from other stakeholder groups, such as teachers and development partners when possible.

At district level, all DEOs, upon series of consultation and interaction sessions involving students, parents, teachers, socio-political organizations, including governmental and non-governmental organizations (GOs & NGOs), assessed district-wise educational needs and finally prepared the district-level ASIP. The districts' ASIP were collected and reconciled into a draft national ASIP. Prior to the approval of the Annual Work Plan and Budget (AWPB) from the National Planning Commission (NPC), it was presented for critical review by concerned agencies including development partners. The feedback received during this review was used for updating, adjusting, and reconciling concerned sections of the ASIP before the document was finalized.

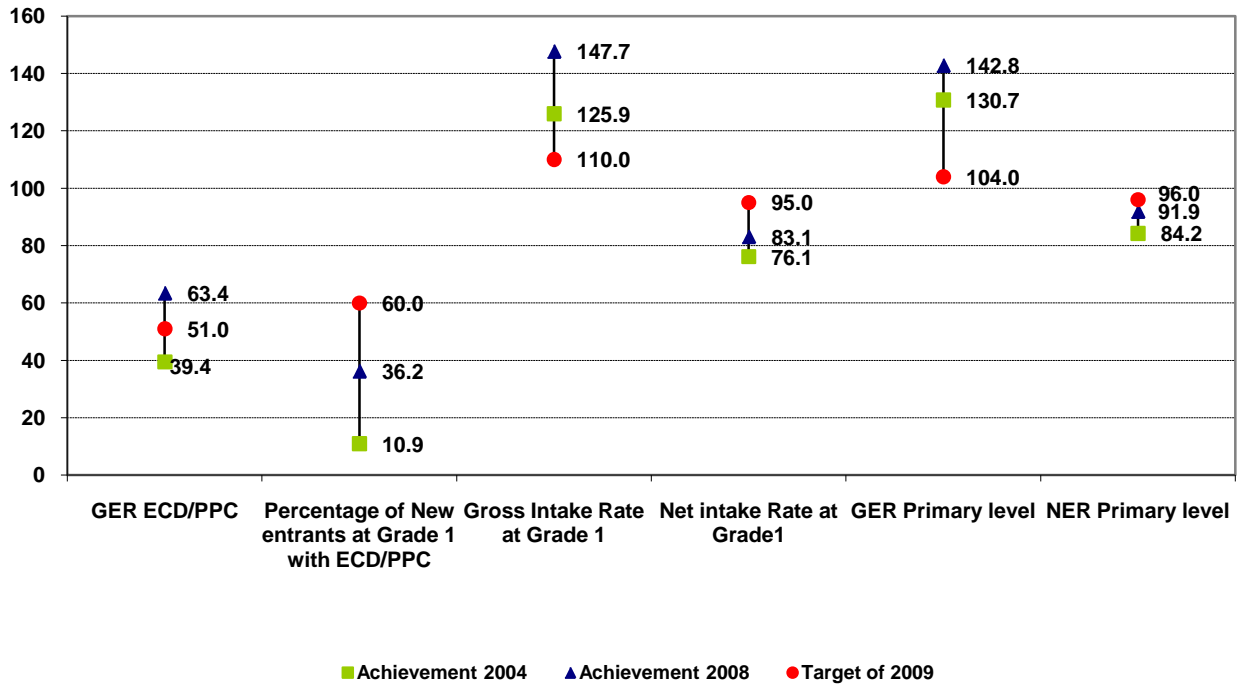
During the process of ASIP preparation, due attention was given to the following documents:

- The school education sector strategies of the EFA NPA (2001-2015),
- The EFA Evaluation Report, especially lessons learned from the implementation of the EFA
- The SESP Evaluation Report
- Experiences or lessons learned from the implementation of SSR model building districts (Rasuwa, Kapilvastu and Dadeldhura)
- The Three Year Interim Plan (2007-09)
- Other documents such as Aides Memoires, Formative Research Reports, etc.
- Second Higher Education Project Document
- School Sector Reform Core Document
- School Sector Reform Plan
- Policy directions and guidelines for the fiscal year 2009-010 AWPB preparation from the Ministry of Education, National Planning Commission (NPC), and the Ministry of Finance (MOF)

#### **STATUS OF PROGRESS IN TERMS OF OUTCOME INDICATORS**

The details of progress in agreed outcome level indicators are presented in Annex i. However, the status of progress in selected outcome level indicators over the years is given below;

i) Achievements in enrolment against targets  
 Figure 1.1 Progress of GER and NER indicators

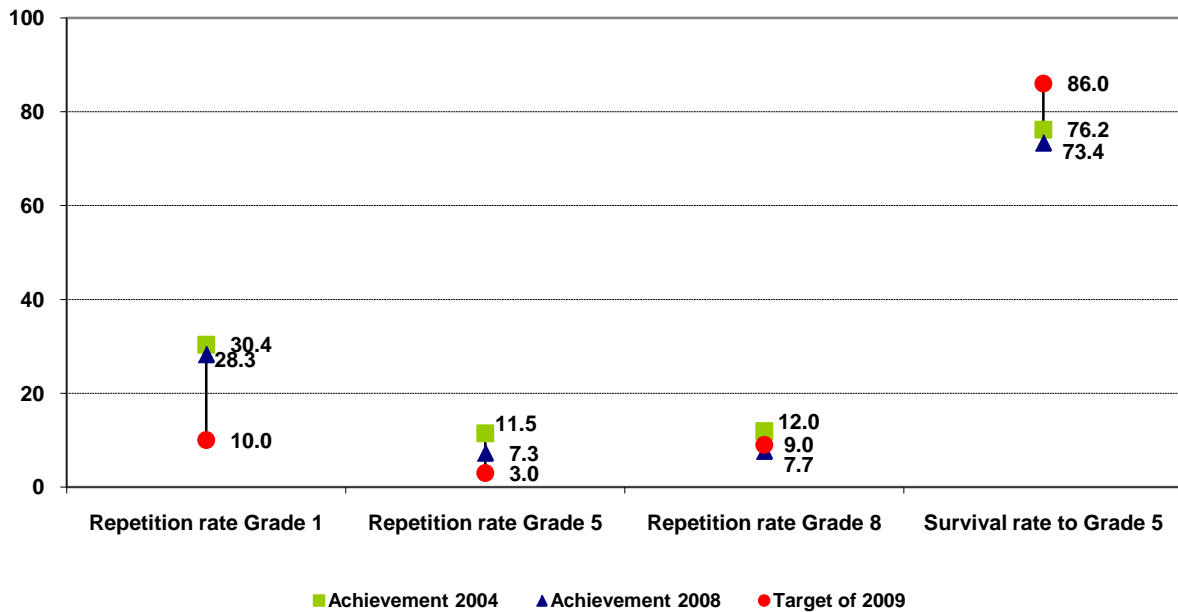


The figure above shows the status of percentage of new entrants at grade 1 with ECD/PPC, Net intake rate at grade 1 and NER of primary level. It shows improvement in net enrolment. The concern is that the gross enrolment rate is also increasing.

The number of ECD/PPC enrollment about Dalit and Janajati is increasing sharply, reaching at almost double and almost 1.5 times respectively in 2008 as compared to 2004. Similarly, at primary level Dalit and Janajati students' enrolment is increasing rapidly. Dalit enrollment at primary level reached at 1.6 times in 2008 compared to 2004, but this is almost a doubled in Janajati enrollment.

ii) Achievements in internal efficiency

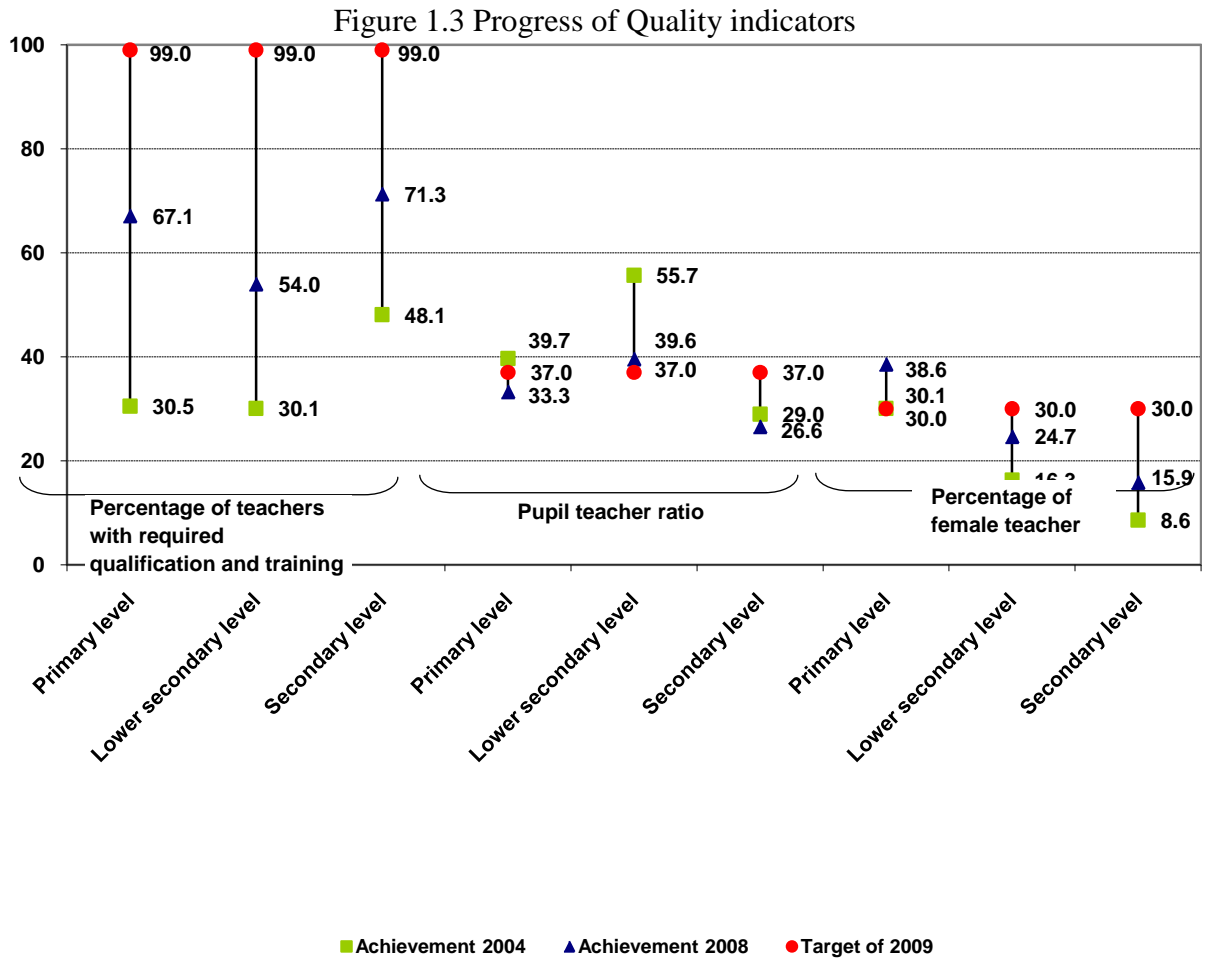
Figure 1.2 Progress of internal efficiency



The figure above shows the progress on internal efficiency indicators such as repetition rate of grade 1, grade 5, grade 8, and survival rates in grade 5. The target for reducing the repetition rate at grade 8 was achieved in 2009. However, progress in reducing the repetition rate in grade 1 has not been achieved because of slow progress in this aspect. The survival rate to grade 5 has declined slightly in the period from 2004 to 2008.

According to Flash I 2008, there is not any significant difference between girls' and boys' in repetition rates of grade 1, grade 5, grade 8 and survival rate to grade 5.

iii) Achievements in quality related indicators



The figure above shows the progress in some of the indicators related to educational quality. All the indicators given above show an increasing trend from 2004 to 2008.

**TARGETS DURING THE PLAN PERIOD IN TERMS OF OUTCOME INDICATORS**

Key SSRP indicators along with annual and end-of-program targets in different areas of interventions are presented in Annex i.

**TOTAL ESTIMATED PROGRAMME COST**

The cost of the SSRP for the five year period is estimated at USD 2.626 billion. The estimated funds available from the Government of Nepal for the program is USD 2.002 billion, and the pledge made by the DPs is USD 0.5 billion, requiring additional funding of about USD 0.125 billion.

The SSRP is a priority one program for the Government of Nepal. Considerable resources will be provided to facilitate a smooth implementation of the reform activities from the Government and

development partners alike. However, in spite of increasing commitments to the sector, the resources made available may not be sufficient for achieving the set quality improvement targets. The total education budget for the fiscal year 2009-10 is NRs 46.61 billion (US\$ 605.41 million), of which the contribution of Development Partners (DPs) is NRs 14.553 billion (US\$ 189.01 million). The DPs contribution to the education sector amounts to 31.2%. In this fiscal year the education sector has received 16.3 percent of the total public budget. The sub-sector wise budget allocation is as follows (the details are given in annexure ii-);

Table 1.1 Subsector-wise budget allocation, 2009-010

Education sub-sector	2009-2010
Primary Education	67.22
Secondary Education	18.47
TEVT	1.65
Tertiary Education	10.65
Edu Mgt and Admin	1.95
Others	0.05

Of the total education budget, pooled budget heads amounts to NRs 29.462 billion (US\$ 382.63 million), whereas a small portion (NRs 1.875 billion, i.e. US\$ 24.4 million) falls under non-pooling budget heads.

The table 1.2 below indicates the scenario of pooled budget heads (the details are given in annexure ii-xvii). In the SSRP pooled (altogether there are 12 budget heads as provisioned in JFA), the total budget is US\$ 382.63 million (this includes unspent budget of EFA district and SESP district), of which government contribution is US\$ 229.51 million.

The following table shows the SSRP pooled budget (US\$ 368.91 million) by sources of funding. And the remaining US\$ 13.72 million is covered from EFA unspent budget. The unspent budget from both the EFA and SESP also support the SSRP activities, if we include this US\$ 13.7 million, the total budget for SSRP will be US\$ 382.91 million. Another US\$ 8.05 million from SESP also support the SSRP activities. This amount is reflected separately, not in the SSRP pooled budget. Altogether, three reporting (one for SSRP 12 budget heads, second for EFA unspent budget and third for SESP unspent budget) will be made available.

Table 1.2: Total pooled budget by different budget heads, 2009-010

Budget heads	Items	Gov	Grant	Loan	Total
65-3-140	Primary Education	13,853,829	0	0	13,853,829
65-3-167	Non-formal Education	6,293	0	0	6,293
65-4-167	Non-formal Education	300	0	0	300
65-3-169	Teacher Record Office	342,431	0	0	342,431
65-3-170	Special Education Council	47,000	0	0	47,000
65-3-176	Teacher Pension Facility	900,000	0	0	900,000
65-3-428	SSRP centre	26,490	229,019	113877	369,386
65-4-428	SSRP centre	1,845	6,355	2050	10,250
65-3/4-426	Capacity building activities	0	383,760	0	383,760
65-3-815	SSRP district	1,676,327	5,343,102	1843542	8,862,971

Budget heads	Items	Gov	Grant	Loan	Total
65-4-815	SSRP district	817,373	2,126,507	685970	3,629,850
	Total NRs 000	17,671,888	8,088,743	2,645,439	28,406,070
	US\$ in million	229.51	105.05	34.36	368.91

As mentioned earlier, SSRP pooled budget heads also include the budget for the implementation of major reform and some of the ongoing activities of the school education sub-sector, especially basic education sub-sector. In detail, these activities (SSR program) are financed from different budget heads, which are as follows;

- i) SSRP pooled budget (65-3-428, 65-4-428, 65-3-815 and 65-4-815) - new budget heads
- ii) EFA pooled budget (unspent budget), 65-3-804 (continuation of previous budget head)
- iii) SESP budget (unspent budget), 65-3-830 (continuation of previous budget head)
- iv) Capacity building (unspent budget), 65-3/4-426 (continuation of previous budget heads)
- v) Parallel funding support from UNICEF, 65-3-416 (continuation of previous budget head) - UNICEF supported to SSRP with an amount of NRs 44 656 thousands (US\$ 579.95 thousand) in addition to the pooled budget.
- vi) Uncommitted amounts are also included in the SSRP. However, DOE has not proposed activities for this amount at this moment. Once the budget is available then activities will be approved from NPC.

Hence, SSRP activities are funded from different budget heads such as 65-3/4-426, 65-3/4-428 and 65-3/4-815), EFA budget head (65-3-804) and SESP budget head (65-3-830). If we add the budget amount of all these budget heads, the total amount for SSR program looks like as follows;

Table 1.3: Total budget for SSR program for FY 2009-10 (US\$ million)

Items	Gov	Grant	Loan	Total
SSRP pooled budget	32.75	100.06	34.36	167.17
EFA unspent budget	-	9.60	4.12	13.72
SESP unspent budget	-	5.64	2.42	8.06
Capacity Development	-	5.0	0	5.0
Total SSRP pooled budget	32.75	120.3	40.9	193.9

The details of budget amount by different components of SSR program are given in the table below. Some of the activities of SSR program are also financed from UNICEF parallel funding, which contributes NRs 44,656 thousands (US\$ 579.95 thousand) and the details are given in annexure (ii-xvii). The parallel funding of UNICEF is in addition to the pooled budget support.

Table1.4: Total budget for SSRP activities by component for FY 2009-010

Component-wise budget allocation	SSRP			EFA			SESP			Capacity Development			Total		
	X	Y	Z	X	Y	Z	X	Y	Z	X	Y	Z	X	Y	Z
ECED	0.03	8.20	8.23	0	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0.03	8.20	8.23
Ensuring Access	0.79	48.67	49.46	0	0.0	0.0	0	1.5	1.5	0.0	0	0.0	0.81	50.16	50.97
Literacy	0.11	2.25	2.36	0	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0.11	2.25	2.36
Quality	0.55	41.82	42.37	0	4.4	4.4	0	0.0	0.0	0.3	0	0.3	0.83	46.24	47.06
Teacher Dev	0.48	2.58	3.05	0	0.0	0.0	0	0.0	0.0	0.5	0	0.5	1.00	2.58	3.57
Capacity dev	0.31	0.00	0.31	0	0.0	0.0	0	0.0	0.0	0.9	0	0.9	1.24	0.00	1.24
School mgt	1.06	8.50	9.56	0	0.0	0.0	0	0.5	0.5	0.7	0	0.7	1.75	9.00	10.75
Incentive & support	0.04	13.83	13.86	0	0.0	0.0	0	1.5	1.5	0.0	0	0.0	0.04	15.31	15.35
PCF non salary	0.00	19.92	19.92	0	9.3	9.3	0	4.6	4.6	0.0	0	0.0	0.00	33.81	33.81
Program A	1.48	8.02	9.50	0	0.0	0.0	0	0.0	0.0	2.5	0	2.5	4.03	8.02	12.04
Program B	0.08	4.08	4.16	0	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0.08	4.08	4.16
Program C	0.00	4.38	4.38	0	0.0	0.0	0	0.0	0.0	0.0	0	0.0	0.00	4.38	4.38
Total	4.93	162.24	167.17	0	13.7	13.7	0	8.05	8.1	5.0	0	5.0	9.91	184.02	193.93

Note: Program A, B and C are yet to develop. X denotes budget allocated for Center, Y denotes budget allocated for District and Z denotes the total budget allocated.

In this fiscal year, the government contribution for SSRP is NRs 2.522 billion (US\$ 32.75 million). The above table indicates the requirements of US\$ 193.93 million for the proposed program. Of US\$ 193.93 million, government source is US\$ 32.75 million. And, the rest US\$ 161.18 million is expected from external sources. The details are given in annexure (annex ii-xvii)

With regard to the sources of funding, the current commitment from the pooling DPs for the SSRP 2009-10 annual plan amounts to US\$ 131 million (US\$ 105 million from the SSRP pool, US\$ 13 million from the remaining EFA pool, US\$ 8 million from the remaining SESP, and US\$ 5 million from Capacity Development). Taking into consideration recent years average spending trend as compared to approved budgets, the Ministry has prepared a shadow budget of a total of US\$ 143.0 million based on an estimated about 92% budget implementation rate. The unallocated amount of US\$ 18 million (NRs 1.389 billion) is a provision kept open in the event that the Ministry during the fiscal year should be successful in mobilizing additional funding over and above the current levels. The immediate target for these mobilization efforts are the Government of Finland, USAID and the Catalytic Fund for the Fast Track Initiative. Efforts will also be made to identify and include other new development partners as well as increasing the

commitments from current development partners. The un-allocated amount is a provision aimed at improving quality at school level that only will come into effect once funding sources have been confirmed.

#### **LESSONS LEARNED FROM THE PAST INTERVENTIONS**

The Education for All, Secondary Education Support Program, Teacher Education Project and other interventions implemented in school education demonstrated visible gains in the development of the sector. All the lessons learned from such interventions are numerous. This is also evidenced in the recently carried out evaluation reports.

The report of joint EFA evaluation and SESP evaluation (preliminary draft report) highlighted and recorded some of the lessons learned during the implementation of the programs. Some of the more important ones that have been considered during the preparation of this ASIP include:

- i) Access has improved significantly during the EFA and SESP programs; however problems with overcrowded and poor quality classrooms continue to affect the teaching-learning process. Much more is needed to ensure a child-friendly classroom environment that is conducive to children's learning;
- ii) Scholarships have had a positive effect on enrolment and retention of children; but the mechanisms through which they are distributed need further improvement;
- iii) Community managed schools seem to perform better than other schools; but further work is needed to improve the collaboration between SMCs and teachers;
- iv) There is growing interest among parents to participate in school management; but there is a need for developing a strong framework and support mechanism to help SMCs carry out their roles and responsibilities;
- v) Partnerships with local stakeholders, including VDCs and I/NGOs, are growing; but needs to be harmonized and aligned with SSRP goals in order to optimize the scarce resources available;
- vi) Financial- and Social Audits have contributed to improved transparency and accountability at local levels; but additional efforts are required to institutionalize the tools and ensure that there are adequate follow-up mechanisms;
- vii) The number of textbooks, and textbooks prepared in local languages, has increased considerably over the recent years; however, more needs to be done to ensure that all children have access to textbooks in time and in the language that best facilitate their learning process; and
- viii) The number and qualification of teachers has improved significantly during the recent years, but still falls short of desirable teacher-student ratios. In addition more needs to be done to encourage teachers to translate improved skills and knowledge into classroom practice.

The current SSRP is built upon both the lessons learned from earlier programs/projects and ongoing model building exercise in three SSR model building districts (i.e. Rasuwa, Kapilvastu and Dadeldhura). The key lessons learned from the model building exercise include: (i) the need for continued dialogue and two way communication among the policy makers, implementers and stakeholders (teachers, parents, CBOs, students) for the progress of the reform, (ii) the need for building mechanism to engage communities and beneficiaries actively for achieving the desired results, (iii) the need for focused support to schools for improving the overall management of schools. In addition, major lessons drawn in different thematic area are, incentives to targeted

groups/schools, inclusive child friendly approach, empowering community, focusing on local level planning process and school improvement planning process, partnership with I/NGOs, and improving communication. This ASIP is designed with the lessons as a key guiding principles. Therefore, the activities in this ASIP are aligned with these lessons for producing the desired results.

### **CHALLENGES**

In addition to these lessons learned during the EFA and SESP evaluation identified some challenges that need to be addressed, including:

- i) Ensuring basics to all schools to the possible extent based on the availability of teachers, classrooms, textbooks for maintaining equitable provisions. It is a concern that the current level of funding made available to the education sector is not adequate to ensure this basic learning environment in all schools.
- ii) Delivery of scholarships programs to eligible students with better targeting,
- iii) Preparation and implementation of a framework of a comprehensive vision of an effective school,
- iv) Ensuring that schools receive the fund/grants in time,
- v) Making schools able to address the diversity aspects through ongoing, practical ‘on-site’ professional support is crucial and important. There is a need to strengthen the concepts of child-friendliness, gender sensitivity and diversity into Nepal’s ‘vision’ of quality education and all quality development strategies. Improvement in some of the quality indicators is seen. However, the absence of a framework of quality standards and indicators for schools, as well as a lack of system for tracking student learning outcomes, have been pointed out as significant constraints to an acceleration in quality improvements.

### **STRATEGIC PRIORITIES**

Based on the lessons learned from the earlier practices and model building exercise, the ASIP has prioritized the following strategic priorities for the fiscal year 2009-10:

- i) Continue improvement to access. Focus on identifying who the out-of-school children are, where they live, and how they can be brought into and retained in school through focused interventions.
- ii) Develop framework for the implementation of compulsory education in close consultation with stakeholders, I/NGOs and development partners.
- iii) Prepare proposal for revision of legal framework, acts, rules and regulations, for tabling to the Constituent Assembly.
- iv) Develop school operational guidelines for basic education, specify roles and responsibilities of schools/SMCs, DEOs and RCs in facilitating the restructuring exercise.
- v) Ensure the foundation for sustainable and continuous quality improvements at school level through the preparation and implementation of SIPs with specific quality improvement initiatives, the provision of technical backstopping from RCs and DEOs, and the regular monitoring and reporting on progress against quality indicators.
- vi) Revise program implementation manual to facilitate smooth implementation. Use feedback from stakeholders and principles of transparency, simplicity and practicality and including measures to communicate approved budgets, target groups, intended beneficiaries, rules and norms to concerned agencies through appropriate measures.

- vii) Facilitate the development of results-based organizational capacity development plans for all service delivery agencies with an aim to improve the relevance, timeliness of and quality in education service delivery.

## CHAPTER II

### EARLY CHILDHOOD EDUCATION AND DEVELOPMENT (ECED)

#### INTRODUCTION

The evidence in the field of early child development is clear and growing more and more solid by the year. Professionals like economists, political scientists, neuroscientists and social specialists have collected substantial data proving that programs that promote the growth and development of young children (ages 0-6) are the best investment for developing the human capital necessary for economic growth. Investments in ECED programs designed specially to provide the positive physical, social and psychological environments that young children need make economic sense as children who participate in such programs do better in school and life.

The Government of Nepal has acknowledged the growing evidence of the effect of early child education and development (ECED) programs and believes that ECED is integral to social and economic development and to reducing poverty. The awareness of and investments in ECED programs and services has increased over the past decade, yet much more attention is urgently needed.

At global level researchers continue to define and re-define the aspects and characteristics of effective ECED programs; and educators and policy makers are confronting the challenge of scaling up successful programs. In Nepal the simultaneous improvement of the quality and reach of the current ECED program is a major task and complex undertaking, in particular given the limited resources available. It is timely to review what is known about the functioning and effects of the current ECED system and practices in use, to be strategic in designing services, to enhance collaboration with internal and external partners, and to lay out the path for change.

#### STATUS OF PROGRESS

The table below shows the current status of progress as compared to selected key performance indicators.

Table 2.1: Summary of current status in Key Performance Indicators

Indicator	Baseline	Status	Target		
	2007-08	2008-09	2009-10	2013-14	2015-16
% of new entrants in Gr.1 with at least 1-year ECED experience *	33%	36%	41%	64%	80%
% of 4-years old population enrolled in ECED	N.A.	N.A.		87%	TBD

Note: \* indicate a key SSR performance indicator;  
N.A.=Not Available; TBD= To be decided

#### CURRENT SITUATION AND ISSUES

There are currently 24,773 ECED operating in Nepal, out of which 12,883 are community based. In addition the Flash I Report of 2008-09 estimates that some 3,636 pre-primary classes are operated by private schools.

At the outcome level the latest flash reports of 2008-09 show that the Gross Enrollment Ratio (GER) at ECED currently is 63.4% (65.3% for boys and 61.3% for girls); and that gender parity in GER is at 0.94. The flash reports also show that out of total enrollment, 15.9% of the children are from a Dalit family background and 38.6% are from a Janajati family background.

At present, the share of new entrants into grade 1 with ECED experience is 36.2% on average, and 36.5% for boys and 35.9% for girls.

A key challenge over this and the coming years remains that of finding a balance between the further development of existing ECED centers so as to raise service levels to meet minimum standards and the continued expansion of the ECED service network so as to meet the needs of populations in un-served communities. At present it is feared that the limited resources made available for ECED activities means that the continued expansion of the ECED network may jeopardize the efforts to raise service-levels to meet minimum standards.

In this context, a critical issue over recent years has been the absence of objective and realistic information on the status and functioning of existing centers as compared to desirable minimal standards. This information is required in order to get the balance between expansion and consolidation of existing centers right. The data is also necessary to review how realistic the overall ECED goals are, how effective the current strategies are in achieving them, and what adjustments are necessary in order to improve the efficiency and effectiveness of the ECED component.

The completion and approval of ECED minimum standards in 2008 has paved the way for conduction of realistic assessments of the status and functioning of existing ECED centers against objective criteria. However, whereas International Non-governmental Organizations (INGOs) have the resources to initiate this assessment in the 39 districts they are working in, the DOE, due to budgetary constraints, will not be able to do so – at least in 2009-10.

There are early indications from the on-going UNICEF mapping exercise, carried out in 4 districts, that some ECED centers are not functioning as intended; and that it may be more difficult than anticipated to achieve minimum standards. There are also indications that ECED centers gradually collapse after development partners' support is phased out, thereby raising concerns as to whether the current approach and strategies are adequate in ensuring community ownership and capacity to sustain service levels at or above minimum standards.

If INGOs' assessment of the status and functioning of ECED centers in the 39 districts<sup>1</sup> they work in reveal ownership, operational and sustainability problems it is reasonable to assume that similar problems exist in the rest 36 districts supported only by the government. In this event, it will be necessary to review whether the SSRP goal remains realistic given the currently available

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<sup>1</sup> DACAW - 15 districts [Achham, Udayapur, Kapilvastu, Kaski, Kavre, Chitwan, Dadeldhura, Tanahun, Dang, Nawalparasi, Parsa, Panchathar, Saptari, Sunsari and Humla], Plan - 7 districts [Morang, Sunsari, Rautahat, Makwanpur, Banke, Bara and Parsa], World Vision - 9 districts [Bhaktapur, Lalitpur, Kathmandu, Morang, Kaski, Lamjung, Sunsari, Rupendehi and Kailali], Save the Children - 9 districts [Kavre, Siraha, Lamjung, Kaski, Baglung, Tanahun, Bardiya, Kailali and Kanchanpur], GIS districts UNICEF - 6 districts [Dhanusha, Rautahat, Siraha, Bara, Mahottari and Rupandehi], WOREC - 1 district [Udayapur]

resources, i.e. achieving that by 2013-14 at least 64 percent of new entrants in grade one have completed at least one year ECED program. It will also be necessary to temporarily stop the current expansion of the ECED network with new centers while revising the program approach and strategies so as to maximize the chances of raising service levels in existing centers to meet minimum standards and ensure community ownership and capacity to sustain ECED service in the future.

Another critical issue that remains an obstacle to raising the quality of service-levels and achieving minimum standards is the high turn-over rate of ECED facilitators. The problem is further aggravated by the shortage of qualified ECED trainers resulting in a large number of un-trained ECED facilitators. In order to raise the quality of ECED services it is of critical importance that the GON together with its development partners and other stakeholders as early as possible need to identify sustainable solutions to the high turn-over rate and low level of qualifications of ECED facilitators.

#### **IMPLEMENTATION OF REFORM AGENDA**

Considering the above described situation and issues, the key reform agenda within the field of ECED is to raise the quality of ECED services so as to meet the agreed minimum standards. In order to do so, the focus over the coming year will be on working closely with the established partners and stakeholders to establish an overview of the current status and functioning of ECED services vis-à-vis the minimum standards. This in turn will serve as an essential input to the review and possible re-adjustment of the overall ECED goals, strategies and implementation arrangements with a view to increase the long-term and sustainability of ECED services.

#### **PRINCIPLES AND STRATEGIC PRIORITIES**

The key guiding principle for the implementation of ECED activities is the identification and targeting at communities where the support is likely to have the highest impact. Experience from recent years show that this means targeting of disadvantaged, backward and vulnerable communities where enrolment is low and drop-out and repetition rates are high. Evidence indicates that to do the very best for these children, and their families and communities, it is not appropriate to simply continue to do more of what has been done in the past. It is time to recognize and build on the work in place and lessons learned (through communities, development partners and others), to put mounting evidence and knowledge into practice and to work collectively in new ways – with the focus on the needs of children and families more than on mechanistic services and traditional approaches. In light of these considerations it will over the coming year be a strategic priority to work with development partners and other key stakeholders, including the Ministry of Health, to identify these communities and assess the interest in and demand for ECED services with a view to improve the targeting, relevance and impact of ECED services over the remaining SSRP period.

It will also be a strategic priority to support the development partners' assessment of ECED centers status of operation and against the agreed minimum standards in the districts they operate in. The information generated from the assessments will feed into the development of manuals for ECED facilitators, including a learning activity manual and a parental education manual that will be completed and distributed before end of the 2009-10 fiscal year. If the assessment reveals that current service levels in already existing centers fall seriously short of the agreed minimum

standards it makes little sense to continue the currently planned expansion, and it will be a priority to adjust program interventions towards ensuring that all established centers are provided with the necessary support to meet minimum standards over a certain period of time.

In response to the increasing proportion of un-trained facilitators it has also become a strategic priority to revisit, improve on and implement the Training of Trainers (TOT) program so as to capacitate facilitators and ensure that they are aware of the minimum standards targets and have access to the basic operational guidelines and other facilitation manuals and documents.

The on-going efforts to achieve a better targeting of communities may over the coming year lead to the categorization of communities into three separate capacity and priority groups. The background to this change is partly the limited resources availability and the need for focusing on lifting ECED service levels to meet minimum standards; but also the observation that different communities are at different stages of development and require different intervention approaches and packages in order to develop a sustainable ECED service delivery system. Hence, there is a need for an approach and intervention package that is tailored to the specific characteristics, capacity and development stage of the concerned community. The work on conceptualizing such an improved targeting and community-based approach will be based on the information generated through the development partners' assessment exercise and will follow a participatory approach. The experience from the community mobilization campaigns, such as those in Siraha district, that appear to have a positive effect on facilitating community ownership and the mobilization of local resources, will provide important information on what works and what doesn't work and how intervention approaches and packages can be tailored to individual communities.

In the improved community-based approach it is envisaged that communities will be assessed and placed in one of three categories, reflecting a decreasing need for investment of government resources and time in order to achieve a sustainable service deliver system. Tentatively, the categorization that will be further developed over the year are as follows:

Priority 1: Disadvantaged and vulnerable communities with documented low enrolment, high drop-out and repetition rates. These communities are characterized by low capacity to operate and sustain ECED services. With effect from the fiscal year 2010-11 and throughout the remaining SSRP period, a number of these communities will receive the full package of intervention support with a view to ensure the establishment and satisfactory delivery of minimum standard ECED services. The number of communities in this category that can be supported by the Government throughout the SSRP period will be determined based on the annual budget requirement of this intervention package and the total available program resources. As this intervention package is expected to have the highest impact on increasing enrolment and reducing drop-out and repetition rates, the budget allocated for this intervention is expected in the future to represent more than 50% of the total ECED program budget.

Priority 2: Communities where ECED centers are already established and functioning; but where external support is required in order to further develop services to meet minimum standards and ensure community capacity to sustain service-levels beyond 2015-16. These communities are characterized by having demonstrated ownership and some capacity to operate and mobilize

resources for their ECED centers. However, it is assessed that support will be required over a period in order to consolidate community ownership, develop adequate operating capacity and maximize the chances that ECED service levels will be maintained at or above minimum standards after 2015-16. An important element of the support to these types of communities will be the preparation of and agreement to a plan for phasing out government support by July 2016 in a manner that ensures continuation of the ECED services at or above minimum standards levels.

Priority 3: Communities with a demonstrated ownership and documented capacity to operate ECED centers with little or no external support. These communities will receive monitoring and development facilitation visits as well technical support with the aim to maintain a continuous dialogue and help ensure that minimum standards are maintained or even exceeded.

### **PHYSICAL TARGETS AND BUDGET FOR FISCAL YEAR 2009-10**

This includes the major following activities;

- Continue support for the operation of 24,773 existing ECD centres, each centre receives i) facilitator's allowance per month NRs 2000 in mountain region and per month NRs 1,800 in other parts of the country for a period of 13 months, and ii) per centre NRs 1,000 for educational materials.
- Establishment and operation of 2,000 new ECED centres (district-wise breakdown provided in annex), each centre receives i) facilitator's allowance per month NRs 2000 in mountain region and per month NRs 1800 in other parts of the country for a period of nine months, ii) NRs 1000 per centre for establishment cost, iii) NRs 1000 per centre for educational materials, and iv) provision of training for facilitators.
- Preparation of 75 district level master trainers

A summary of the main activities with targets, unit costs and associated budget are given in annexure x-xvii.

### **CRITERIA FOR ALLOCATION OF RESOURCES**

The basic criteria for the identification and prioritization of communities, and subsequent allocation of resources, have been developed by the UNDP and the Ministry of Local Development (MOLD) based on the Human Development Index (HDI). In keeping with these criteria, the new ECD centers to be established during the fiscal year 2009-10 will be identified and allocated based on aspects of vulnerability, demand, and poverty.

### **IMPLEMENTATION ROLES AND RESPONSIBILITIES**

- i) ECD management committees/ECED facilitators - ensuring the effective functioning of the established and newly established ECED centers,
- ii) VDC and Municipalities - making necessary arrangements for resource mobilization, infrastructure development and sharing resources and expertise with partner providers
- iii) RCs - providing on sight technical support to facilitators and ECD management committees,
- iv) DEOs - program coordination at the district level, providing technical backstopping, monitoring and reporting,
- v) RED - program monitoring and technical backstopping,

vi) DOE - developing and distributing implementing guidelines, undertaking program orientation to concerned target groups, supplying curricular and text materials, providing technical support to the program, providing circulars.

## CHAPTER III

### BASIC EDUCATION

#### INTRODUCTION

During the EFA program basic education covered grades 1-5. The decision to expand basic and free education to also cover grades 6-8, means that there are substantial planning and resource issues to consider over the coming year. The definition of what is meant by free basic education represents a first challenge. In order to facilitate schools' planning and the subsequent allocation of scarce resources, it is necessary to develop a common understanding of what schools and children are entitled to receive from the government. In defining what is meant by free basic education and in developing criteria for allocation of scarce resources it is also important to ensure that overall policy goals, such as improving the quality of education are included.

Given the current situation and resource-availability it is likely that free basic education only can be interpreted as free access to a classroom, teachers, and textbooks; and that no fees will be charged to students. Meeting minimum enabling conditions in all schools is a priority for the government in the context of free basic education.

However, it is important to realize that this goal cannot be achieved with the government resources alone; at least not at the current level of resources availability. Therefore, the continued mobilization of local resources should be seen as an integral part of and strategy in the pursuit of the government's quality improvement agenda. In order to ensure access to free basic education of good quality, there is a need for working together with the concerned communities in preparing quality improvement plans as part of SIP, and in mobilizing support from local bodies and I/NGOs for the implementation of quality improvement initiatives.

In this context, the basic education component has been divided into four inter-linked sub-components which are improving minimum enabling conditions in schools; equity and social inclusion; quality and relevance; and governance and management.

#### STATUS OF PROGRESS

The table below shows the current status of progress as compared to selected Key Performance Indicators (KPI).

Table 3.1: Summary of current status in Key Performance Indicators

Indicator	Baseline	Target		
	2008-09	2009-10	2013-14	2015-16
NIR, Grade 1	81%	83%	94%	
GIR, Grade 1	148%	144%	130%	
GER, Grade 1-5	N.A.	N.A.	N.A.	
GER Grade 1-8	123%	125%	132%	
NER, Grade 1-5	92%	94%	99%	
NER, Grade 1-8	73%	75%	85%	
% out-of-school children, age group 5-12	27%			
GPI, Grade 1-5	0.97		0.99	
GPI, Grade 1-5	0.95		0.98	
Repetition Rate, Grade 1-5	18%	12%	2%	

Indicator	Baseline	Target		
	2008-09	2009-10	2013-14	2015-16
Repetition Rate, Grade 1-5	7%		2%	
Survival Rate, Grade 1-5	58%	61%	79%	
Survival Rate to Grade 8	41%	45%	66%	
Co-efficient of Efficiency (Basic)	0.49	0.52	0.66	
Learning achievement, Grade 5	53	56	71	
Learning achievement, Grade 8	46	48	56	
% of students attaining grade level competency at Grade 3	N.A.	N.A.	N.A.	
% of students attaining grade level competency at Grade 5	N.A.	N.A.	N.A.	
% of students attaining grade level competency at Grade 8	N.A.	N.A.	N.A.	

Note: \* indicate a key SSR performance indicator; N.A.=Not Available;  
TBD= To be decided

### CURRENT SITUATION AND ISSUES

The SSRP builds on the physical improvements achieved during the EFA program where a great deal of focus was on enhancing access for all, resulting in the number of schools exceeding 30,000. More than forty thousand new classrooms were constructed and nearly thirteen thousand schools were rehabilitated to improve access during the EFA program. Close to twelve thousand new toilets and a similar number of water supply schemes were constructed to establish a more conducive learning environment; and by end of the EFA program the share of fully trained community teachers had increased to 88.1% (66.4% for male teachers and 72.2% for female teachers) and the number of community managed schools exceeded 8,000, illustrating that the government's decentralization policy is working.

At the outcome level, the Flash reports show that GER now is 122.5% (121.2% for boys and 123.9% for girls), and NER is 79.4% (80.6% for boys and 78.2% for girls). The repetition rate in grade one was recorded as 28.3% as compared to 7.3% in grade five, and 7.7% in grade eight. The substantial progress made by Nepal over the past decade is well documented in the recent EFA evaluation. However, significant achievements in expansion of the school network and in enrollment of children, especially in the early grades of primary education, have led to accumulated problems in the transition from primary to basic education, and increasingly also from basic to secondary.

The Flash I Report of 2008-09 indicated that on average about 8% of the children aged 5-9 and 25% of the children in age-group 5-12 do not go to school. Although this average in itself is a cause for serious concern, there is a real risk that it may hide even wider gaps in terms of the participation of children from different gender and ethnic groups as well as from population groups living in 'hard-to-reach' geographical locations.

Another serious concern is the persistent low internal efficiency of the schooling system as exemplified by high repetition and drop-out rates. Overcrowded classrooms, high student teacher ratios, shortage of textbooks and inadequate physical environment are major underlying causes that need addressing.

Looking forward, an additional challenge over the coming years is the restructuring of the school education system from a grade 1-5 to a grade 1-8 system. This not only requires a restructuring of schools that are increasingly owned and operated by communities, but also a restructuring of the entire school support system. In view of the government's quality improvement agenda, a particular concern in this regard is the capacity of schools to prepare and implement results-oriented SIPs addressing restructuring issues as well as incorporating specific quality improvement initiatives aimed at improving quality and raising performance. Here the support structure and the capacity of the DEOs and Resource Centers to provide effective technical backstopping for about 30,000 schools represents a serious constraint to a smooth transition process.

The recently completed National Assessment at grade 5 and 8 levels shows that there is a strong correlation between learning outcomes and teaching-learning activities in the classroom. The conclusion on the assessment is that much more is needed to improve the interaction between student and teachers so as to facilitate students learning process. This calls for urgent attention to not only student-teacher ratios, but also the continuation and improvement of teachers' in-service training, the development of new and innovative learning facilitation methods and materials, and the better tailoring of the learning process to students' learning style. The latter includes helping schools and teachers making better use of already available options such as local curriculum development, multi-grade teaching and the development and application of mother tongue teaching.

#### **IMPLEMENTING THE REFORM AGENDA**

The basic education sub-sector is targeted for a number of reform points over the coming years. Given the constraints of human- and financial resources there is, however, a need to prioritize the work for the coming fiscal year and focus on those reform points that either represents essential building blocks for reforms to gain momentum over the coming years or those that are considered strategic and most likely to have an immediate impact on the intended beneficiaries. Based on these considerations the following reform interventions are considered essential building blocks for achieving a sustainable improvement in system performance and, as such, these interventions will be given special attention over the coming year:

- i) Develop mechanism for identifying, reaching and bringing 'out-of-school' children into school, building on data provided through the on-going school mapping exercises and take initiation of compulsory basic education,
- ii) Develop process, guidelines and make available the information required (based on school mapping data) to facilitate a smooth restructuring of schools, in particular with regard to schools with grades 1 to 8;
- iii) Define what is meant by quality education in Nepal, develop menu of quality monitoring indicators, and prepare practical guidelines for schools preparation, implementation of and reporting on quality improvement initiatives as part of the SIP;
- iv) Review and align basic education curriculum with the National Curriculum Framework;
- v) Develop practical and transparent system for DEOs to identify the lowest performing schools, provide them with technical assistance and funds for the preparation and implementation of quality improvement initiatives aimed at raising school performance;

- vi) Re-assess and adjust SMC capacity development activities to strengthen SMC planning and management (financial and general) capacities as well as local procedures and capacities for conducting participatory and transparent social audits; and
- vii) Test, refine, prepare, and implement phased Continuous Assessment Systems (CAS) with its associated training and instructional programs.

At the initial stage of development and testing, the above reform initiatives have been labeled as ‘low-cost’, but ‘high-impact’ interventions that are necessary and represent important groundwork for the reform process to take root. However, although these activities are necessary in order to institutionalize a new focus among stakeholders at all levels and provide impetus for the implementation of the quality agenda, it is important to point out that they are not sufficient. They need to be supplemented with a number of other interventions, including not the least capacity development; but also a continuation of already on-going efforts to raise teacher performance and strengthen school-level planning, management, and implementation capacities.

In addition, the quality improvement reform agenda also calls for work on strengthening the service delivery system’s performance accountability. At this early stage of the reform process this process will be characterized by efforts to develop a stronger link between district-level performance assessments and documented school-level performance. The idea will be to develop a transparent system that links ‘year-on-year’ improvement in the performance of the lowest performing schools with the annual performance assessment exercise of the key service providers and in particular RPs and DEOs. Over the coming years, this attempt to improve performance accountability by linking performance assessments of service providers with improvements in the performance of service recipients will be expanded to cover all service delivery agencies.

#### **PRINCIPLES AND STRATEGIC PRIORITIES**

An important principle and a strategic priority over the coming year will be to provide schools with access to the necessary technical backstopping to prepare and implement SIPs with practical and realistic quality improvement initiatives and actions to improve internal efficiencies and ensure a smooth restructuring process.

An equally important strategic priority will be the identification of who and where the 8 percent of out-of-school children are, and the subsequent development of practical actions to bring these children into school and retain them there. The household survey that is part of the on-going school mapping exercise that over the coming year will be carried out in 30 new districts will provide valuable information on who the out-of-school children are and where they live. This information, in turn, will provide the basis for designing special and better targeted interventions to bring these children into school and retain them there. The current system of providing scholarships and other incentives to children from disadvantaged and vulnerable groups will also be adjusted to better address these target groups.

Construction and rehabilitation of schools and classrooms have continued since the Primary Education Project that was launched in early 1980s. As a result of this on-going effort a significant number of classrooms have been constructed. However, due to continued high enrollment rates, meeting the demands for extra classrooms remains a strategic priority. In many

Tarai districts and in some hilly areas, classrooms are overcrowded with over 100 children sitting in a small classroom. The SSR Plan has suggested a class-size of 40 at the maximum in a classroom and an average space of 0.75 square meters per child. Achieving this target will require construction of a substantial number of additional classrooms as well as the rehabilitation of many existing classrooms to ensure that minimum enabling conditions are met.

The free basic education agenda means that over the coming year it will be a strategic priority to ensure cost-free services for admission, textbooks, tuition and examinations. It also means that the government has to play a more pro-active role in helping communities mobilize the additional resources required to pursue quality enhancements. At the same time, it is necessary to identify areas where the cooperation with other partners, like local bodies and I/NGOs, can be strengthened to untie scarce resources for quality improvement initiatives.

The continuation of efforts to strengthen transparency and accountability mechanisms in general and at school level in particular will remain a strategic priority. Focus over the coming year will be on further strengthening transparency and accountability in school management through partly a continuation of capacity development activities and partly a strengthening of financial- and social audit functions.

It will remain a strategic priority to further improve performance in the delivery of textbooks. The target for the coming year is to ensure that all students receive their textbooks at least two weeks before the start of the academic year.

It will also be a priority to initiate the review and development of curriculum and textbooks to increase their relevance in both formal and non-formal teaching learning situations. The development and implementation of the Continuous Assessment (CAS) system will be a strategic priority over the coming year.

Efforts towards strengthening the cooperation with religious institutions will continue. Particular efforts will be made in the area of student and teacher support as well as in aiding management and planning.

It will also be a strategic priority to review legal, management and resource aspects of implementing the free education from primary to basic education. The Basic education operational guideline will be prepared with a view to run school as per the concept of the aim of the SSRP.

#### **PHYSICAL TARGETS AND BUDGET FOR FISCAL YEAR 2009-10**

The details of activities with targets, unit costs and total budget are given in annex.

#### **CRITERIA FOR RESOURCE ALLOCATION**

The criteria for allocating resources are;

- i) Per Capita Funding: Scholarship, Text books, Non-salary costs for schools, Salary cost for teachers (PCF salary),
- ii) Number of teachers: Salary of teachers;

- iii) Number of schools are taken as unit of funding for school accreditation, school audit, program management costs for districts, school based training.
- iv) Classroom construction, maintenance and rehabilitation are allocated to the districts based on the composite index which comprises number of students, number of schools and demands from the districts.

### **Criteria for Targeting New Classrooms (NCR) to Districts**

Number of NCR available in the Annual Work Plan and Budget (AWPB) is distributed to 75 districts based on some objective criteria. The main principle is that the district having more number of primary schools, students, girl-students and dalit-students and requiring more classrooms as per EMIS data will receive more NCR. DOE, through DEOs, had conducted a school survey in 2006 and prepared a data base of 75 districts on their actual need (demand) for NCR ( $DM_1$ ). Due to regular increase in population and migration of people from one district to another, actual need of each district for NCR is changing each year as an obvious process. In order to calculate projected demand of a district for NCR in current year ( $DM_2$ ), we are adopting a projection method. By this method, the 2006-demand is proportionately increased (or may be decreased) with the increase (or may be decrease) in number of current year students compared to that of 2006. And, then the net demand of a district for NCR in current year ( $DM_3$ ) is calculated as  $DM_2$  minus number of NCR constructed in the district after 2006 ( $N^{cons}$ ).

To assure adequate construction supervision and quality control by district level engineering manpower and also by considering availability of skilled manpower in the district, we have put a ceiling of 150 NCR per district. The surplus number of NCR obtained from districts having more than 150 NCR as per formula, are distributed to other intermediate districts based on request for additional NCR received from those districts, or to districts having schools recently damaged by high wind, flood, land slide or fire.

Regarding breakdown of allocated number of NCR within a district into Lagat Sahabagita (increased cost sharing modality), community managed type and regular type, the share has been fixed to be 25%, 25% and 50% of the district budget under NCR respectively.

Table 3.2: The formula for targeting NCR to a district is given below:

<b>Formula</b>	<b>Where (Meaning of Symbols)</b>
1. $N^{ncr} = N^{nepal} / N^{factor}$	$N^{ncr}$ = Total no. of NCR allocated (targeted) to a district
2. $N^{factor} = 0.3N^{sch} + 0.001(N^{stud} + N^{girl} + N^{dalit}) + 0.05DM_3$	$N^{sch}$ = Total no. of primary schools in the district $N^{stud}$ = Total no. of primary level students in the district
3. $DM_3 = DM_2 - N^{cons}$	$N^{girl}$ = Total no. of primary level girl-students in the district
4. $DM_2 = DM_1 \times N^{stud2009} / N^{stud2006}$	$N^{dalit}$ = Total no. of primary level dalit-students in the district
	$N^{cons}$ = No. of NCR constructed in the district after 2006 $N^{nepal}$ = Total no. of NCR as per AWPB
$N^{factor}$ = An imaginary no. of NCR which is a function of total no. of schools, students, girl-students, dalit-students and net demand for NCR of a district. This no. simply shows that how more NCR is required for a district compared to other districts. Then total annual target of NCR (as per AWPB) is proportionately distributed to all the districts based on this factor. Higher the factor greater the no. of NCR to be allocated to the district.	
<b>Hypothesis:</b> Since the $N^{factor}$ is a function of unlike elements, i.e. no. of schools, classroom and students, we have converted them into like elements as follows:	
<ul style="list-style-type: none"> <li>• One school = 6 classrooms x 50 students = 300 students</li> <li>• One classroom = 50 students</li> </ul>	

Formula	Where (Meaning of Symbols)
It means student =1, classroom = 50 and school = 300, i.e. 1:50:300 = 0.001:0.05:0.30	

### IMPLEMENTATION ROLES AND RESPONSIBILITIES

- i. Schools, through their SMCs, will be responsible for the efficient implementation of SIPs, aimed at providing free basic education of good quality. Decisions regarding local curriculum, performance targets, school calendar, classroom organization, and instructional methods will be made at the school level and reflected in the SIPs.
- ii. DEOs with their extended technical wings, the resource centers, will be responsible for assisting schools in implementing their SIPs in general and for providing technical backstopping and capacity development facilitation targeted at the SMC, financial- and social audit functions, and various quality improvement initiatives.
- iii. REDs primary responsibility will be for monitoring and reporting on school compliance and examination results to the DOE. A secondary function will be to provide technical backstopping to districts, in particular in relation to the restructuring exercise and to facilitate results-based planning.
- iv. Technical functions such as curriculum and curricular materials, teacher development, alternative basic education provisions, and examination functions will be coordinated through concerned central level agencies, such as CDC, NCED, NFEC, and OCE.
- v. The DOE will be responsible for facilitating the implementation of the ASIP through resource allocation and the provision of technical backstopping services. DOE, in close consultation with the DEOs and REDs, will also be responsible for facilitating the restructuring exercise. DOE will monitor and report on implementation progress through the Flash and other reporting systems.
- vi. The MOE will be responsible for ensuring an enabling environment for the implementation of the ASIP at levels. This will include the revision and development of the policy-, legal-, and resource-framework required for a smooth ASIP implementation. MOE will also be responsible for the communication and coordination with development partners as well as the monitoring and evaluation of progress towards national policy goals and strategic objectives.

## CHAPTER IV

### SECONDARY EDUCATION

#### INTRODUCTION

The overall objective of secondary education is to produce competent and skilled human resources required for undertaking development activities and providing a sound basis for tertiary education. The focus during the SSR plan period is to pave the way for a smooth transition from basic education while gradually, but systematically, expanding access to and improving the quality of secondary education.

Although secondary education comprises grades 9-12, this chapter covers only activities for grades 9-10 during the fiscal year 2009-10. Resources for implementing activities targeting grades 11-12 is funded from the Second Higher Education Project (IIHEP) and the detailed activities and budget provisions for community schools with grades 11-12 is described in a separate section.

The SSR Plan prioritizes strengthening of the basic education sub-sector till 2012 before gradually increasing the focus on strengthening of the secondary education sub-sector. Hence, until 2012, the on-going program (and targets) set forth in the SESP will be continued.

Some development activities, designed for lower secondary and secondary levels (Grade 6-10), which were previously covered by the Secondary Education Support Program (SESP) till July 2009, will now be taken up in the SSRP. Although some of them are still under SSRP for continuation, most activities relating to grades 6-8 have already been addressed and included under the Basic Education component. Hence, this section focuses only on activities relating to grades 9-10.

#### STATUS OF PROGRESS

The table below shows the current status of progress as compared to selected Key Performance Indicators (KPI).

Table 4.1: Summary of current status in Key Performance Indicators

Indicator	Baseline	Target		
	2008/09	2009/10	2013/14	2015/16
Transition rate from gr. 8 to 9				
Transition rate from gr. 10 to 11				
GER (9-12, 9-10, 11-12)	40%	43%	66%	
NER (9-12, 9-10, 11-12)	21%	22%	27%	
GPI (9-12, 9-10, 11-12)				
% of students who appear at SLC exam who pass	62%	64%	71%	
% of initially enrolled students who pass SLC exam				
% of students who appear at HSLC exam who pass				
% of initially enrolled students who pass				

Indicator	Baseline	Target		
	2008/09	2009/10	2013/14	2015/16
HSLC exam				
SLC pass rate, English				
SLC pass rate, Math				
HSLC pass rate, English				
HSLC pass rate, Math				
Co-efficient of efficiency (secondary)				

Note: \* indicate a key SSR performance indicator;  
N.A.=Not Available; TBD= To be decided

### OUTPUT LEVEL PROGRESS

Although secondary education comprises grades 9-12, the progress presented in this sections are from the implementation of SESP program which was for grades 6-10.

- i) Altogether 190 schools from Baitadi, Achham, Bajhang, Doti, Kailali, Mugu, Humla, Jumla, Pyuthan and Rupandehi with multi-purpose halls constructed
- ii) 60,000 students (two third girls) of grades 6-10 received scholarship NRs 1700 per student per year
- iii) National Curriculum Framework prepared and implemented
- iv) Curriculum and textbooks revised and updated
- v) Teachers' guide developed, updated and distributed
- vi) The provision of Open schooling (alternative schooling provisions) has been made available in 32 different centers
- vii) 364827 students from disadvantaged communities received scholarships (excluded free education provision in grade 6-8 in fiscal year 2008-09),
- viii) 8102 students with disabilities received scholarship
- ix) 2,13,789 students of secondary level education received scholarship of amount NRs 1700 per student per year
- x) Total teachers in secondary level - 12718, rahat - 6940

### OUTCOME LEVEL PROGRESS

Some of the major progress in terms of outcomes are as follows;

- i) GER - 59.5% (boys - 61.6%, girls - 57.3%)
- ii) NER - 36.4% (boys - 37.8%, girls - 35.0%)
- iii) Share of girls (grade 9-10) - 47.2%
- iv) Repetition rate, survival rate up to grade 10
- v) SLC pass percentage by gender, Dalit and Janajati

### CURRENT SITUATION AND ISSUES

With the addition of 190 new schools with enhanced facilities such as multi-purpose halls, libraries and toilets, the SESP that was designed to primarily support grade 6-10 facilitated the expansion of access to secondary education. Through the provision of annual scholarships (NRS 1700 per year) to more than 200,000 students, the program also contributed significantly to overcoming barriers to improved enrolment and retention of students. In fiscal year 2008-09, the provision of scholarships to more than 360,000 students in grades 6-8 from disadvantaged communities and more than eight thousand students with disabilities is expected to have contributed to improved enrolment and retention rates among these student groups.

The new National Curriculum Framework developed over the past years followed by the revision and update of textbooks and teachers guides means that important groundwork for improved performance has been made. In addition the number and share of certified teachers has increased significantly over recent years as has the number of teachers passing through the government's pre- and in-service training courses. Among other important achievements made is the establishment of Open Schooling provisions in 32 different centers that is expected to enhance access to education for over-age children and adults.

At present the GER is 59.5% (61.6% for boys and 57.3% for girls) and NER is 36.4% (37.8% for boys and 35.0% for girls). The share of girls in grade 9-10 is currently at 47.2%.

Although GER target for secondary level already has been achieved there are wide variations at district levels as illustrated by the observation that eight districts have GERs below 50%<sup>2</sup>. In the case of girls' enrolment, there have been significant improvements<sup>3</sup>.

The improved transition from lower secondary to secondary has put pressure on the secondary education system for increasing the equitable access to an improved learning environment especially for educationally disadvantaged groups, ethnic minorities and girls. The ultimate goal is to make secondary education accessible to all including the rural poor and underprivileged population. Efforts have been focused on remote areas where local people have not been in the position to establish secondary and higher secondary level schools due to small numbers of students and resource constraints.

There is an enormous need to improve the learning environment in the vast majority of secondary schools in Nepal in general and in remote areas in particular. Similarly, access to teachers and timely availability of learning materials are other concerns. The immediate challenge remains that of ensuring that all communities across the country have access to these most basic ingredients of a learning environment. While efforts in this direction are making progress, attention must also be paid to other aspects, including the development and adaptation of curricula to local needs, the continuous improvement of teacher qualifications and their pedagogical skills, and the development of mechanisms to encourage local communities to take active ownership of their school and the necessary practical tools for them to run their schools in an effective manner.

Poor and inadequate physical facilities in secondary schools in under-developed and less privileged areas have contributed to low achievement levels. In response to local demand, primary schools slowly evolved into lower secondary and secondary schools, but the development of the physical facilities lagged behind due to lack of planning and resources. Most

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<sup>2</sup> Flash Report I, 2007 shows that 38 districts' GER for lower secondary level is lower than the national level GER. Of them, eight districts, namely, Manang, Mohattari, Sarlahi, Rautahat, Bara, Jumla, Kapilbastu, Siraha have below 50% GER. Similar situation can also be observed at the secondary level, where 48 districts' GER are below the national level GER.

<sup>3</sup> The share of girls' enrolment at lower secondary level is 47.1%, it is 46% at the secondary level.

school buildings are inadequate and inappropriate with serious shortage of drinking water for the lower secondary and secondary levels. There are also few laboratories or library facilities. Consequently school infrastructure has become a key concern for the government. Improvement in and expansion of access to a facilitating learning environment represents a priority and an urgent need that needs to be addressed through a joint effort and broader partnership approach involving local stakeholders as well as the government. The government cannot successfully lift the challenge on its own. The immediate challenge for the government remains that of prioritizing and allocating the scarce available resources so as to ensure that all communities across the country have access to the most basic ingredients of a facilitating learning environment.

Funding for all eligible children and delays in getting scholarships to recipients also remains a challenge. There is a need for continued follow-up in implementing lessons learned through revision of scholarship distribution and monitoring mechanism.

The National Curriculum Framework (NCF) covering grade 1 to 12 represents a more flexible approach emphasizing the tailoring of the teaching and learning process to the local context and in particular to the diverse needs of different caste and ethnic groups, who may have their own language, culture and traditions as well as a different local economic base.

Curriculum and teaching-learning practices have mostly been arranged at the central level with limited participation of the primary stakeholders. The dissemination of curriculum and curricular materials including local curriculum have yet to be made effective as expected because of cascade models used for dissemination. However, there is a need to analyze the existing NCF in the context of SSRP.

The education sector has already experienced a number of reforms and restructuring exercises over the past decades. However, planning and management capacity remains a critical issue at all levels of the education services delivery system.

At the school level, there is an urgent need to make SMCs more functional and there are indications that SIPs are not fully owned by schools, and therefore do not serve as the intended vehicle for improving service delivery. It is therefore necessary to ensure the adequate capacity of SMCs and resources corresponding with their responsibilities and to explore ways of ensuring that the composition of the SMC is representative and that individual members serve the best interest of the students.

#### **IMPLEMENTING THE REFORM AGENDA**

As in the case of basic education, the secondary education sub-sector is also targeted for a number of similar reform points over the coming years. Given the even stronger constraints of human- and financial resources there is a need to prioritize the work for the coming fiscal year and focus on reform interventions that are necessary to lay the groundwork for improved performance in the secondary sub-sector. The following reform interventions will be given special attention over the coming year:

- i) Define Minimum Enabling Conditions (MEC) for secondary level education, and develop guidelines and training modules to assist schools in planning for gradual improvement so as to meet MECs by 2015/16;

- ii) Improve the scholarship management system,
- iii) Expand alternative provision of secondary education by providing focus on the religious traditional institutions and open schooling facilities,
- iv) Review current legislative framework, rules and regulations and develop proposal for changes to facilitate decentralized examinations and safeguard equity,
- v) Strengthen transparency and accountability in education management and governance functions,
- vi) Enforcement of affirmative actions requiring proportional representation of women and people from disadvantaged groups in governance and management committees at all levels; and
- vii) Prepare plan for necessary capacity development and implement for improving the service delivery.

### **PRINCIPLES AND STRATEGIC PRIORITIES**

This ASIP includes the following major strategic prioritizes;

- i) In FY 2008-09, Government has declared free secondary education (Grade 9-12) for Dalit students, students from marginalized communities and students studying in Karnali zones. Such free education includes at least free services of admission and tuition fees, and free textbooks. This will be continued over the coming fiscal year.
- ii) Expansion of alternative programs such as open and distance learning, and flexible schooling to cater to the diverse needs with cost sharing basis and such provisions will be further strengthened and expanded to the possible extent.
- iii) MoE will define and ensure minimum enabling conditions and there will be provisions to ensure that all schools meet those conditions. The government will provide SIP based funding to schools and schools will mobilize local resources.
- iv) There is a huge demand for improving the physical facilities in secondary schools. In order to move towards meeting minimum enabling conditions in all schools, efforts will be geared to mobilize the local resources as well.
- v) The present scholarships to girls, students from disadvantaged communities, girls from Karnali zone will be continued. In addition, the introduction of incentive schemes to ensure access to and completion of secondary education for Dalits, marginalized groups, disables, girls, and children from economically poor households will be further expanded. The aim is to create opportunities and a facilitating environment for equitable participation in all aspects of secondary education.
- vi) SMCs will be empowered to manage schools and ensure a smooth day-to-day operation of school facilities. Promotion of partnerships with private providers to safeguard access to secondary education will also be strengthened.
- vii) A comprehensive school mapping in the district will provide evidence and will inform the decision making processes at local and national levels, including upgrading, merging and downsizing the schools. MOE will develop guidelines for setting secondary education standards. Besides minimum qualifications, teacher preparation course and refresher training will be made mandatory for appointment for teacher positions
- viii) In this year's ASIP, there's no provision for structural integrations at the secondary level. However, comprehensive school mapping has been planned for all 75 districts allowing planning and visioning exercise to be conducted this year.

- ix) Grade 8 examination capacity will be strengthened as they now will become the terminal examinations of basic level education. The certification at grade 8 will be awarded on the basis of individual subjects passed.
- x) Provisions have been also made for remedial support to those students lagging behind in acquiring minimum learning achievements, especially in the secondary grades and in the SLC exams in particular.
- xi) Over the coming year efforts will be made to develop legislative provisions to safeguard equity in education management and governance functions through enforcement of affirmative actions requiring proportional representation of women and people from disadvantaged groups on governance and management committees at all levels.
- xii) Decentralization of public examinations at the district, regional, and national level is one of the major reform agenda in the SSR Plan. This process has already begun and that the regional offices have been supported with necessary equipments, software and manuals, and logistical arrangements. In a couple of REOs, processing SLC results have been already tested successfully.
- xiii) This ASIP has made sufficient provisions for enhancing the capacity of district and regional offices in conducting and managing district and regional level examinations.
- xiv) Review and enactment of necessary laws and regulations pertaining to decentralized examinations will also take place during the implementation of this ASIP.

#### **PHYSICAL TARGETS AND BUDGET FOR FISCAL YEAR 2009-010**

The total cost allocated to this component is given in annex with targets and unit costs.

#### **CRITERIA FOR ALLOCATION OF RESOURCES**

The resource allocation criteria in secondary education is mainly depending upon the number of students. Scholarships, textbooks, non-salary per child funding are based on the number of students studying in schools. Classrooms allocations are based as in basic education section. Similarly, waiving tuition and admission fees are in tune with the government policy of free secondary education for targeted groups.

#### **IMPLEMENTATION ROLES AND RESPONSIBILITIES**

The majority of the functions are already reflected in Basic Education section, which is similar to the Secondary education section. However, the following depicts the distribution and delineation of roles and responsibilities of different agencies in managing, implementing and monitoring the planned activities.

- i) SMC: ensure the preparation and implementation of SIP
- ii) DEO: Coordinating, managing, monitoring and reporting of district level activities
- iii) DOE: Develop guidelines, norms and criteria for sending allocated budget, ensure implementing, monitoring and reporting
- iv) Central level agencies NCED, CDC, NFEC, OCE: Carry out the technical functions
- v) MOE: Provides policy directions to the program

## CHAPTER V

### LITERACY AND LIFELONG LEARNING

#### INTRODUCTION

Adult literacy and lifelong learning has emerged as a prominent component of Nepal's education policy. The right to education begins with literacy; and literacy is believed to be a right to be enjoyed by all citizens. However, in spite of a steady increase in literacy rates, the Nepal Demographic Health Survey of 2006 indicated that on average only 44 percent of the population above the age of 15 are literate. This means that more than half of the adult population above 15 does not know how to read and write.

The Nepal Demographic Survey provided evidence of a strong correlation between literacy and birth rates. More specifically the survey documented that literate women on average give birth to fewer children and that these children not only are more likely to survive, but also more likely to become literate and pursue their own education. Hence, pursuing adult literacy goals not only makes sense from a rights-based approach, but also from a socio-economic perspective. The recent prominence of the adult literacy and life-long learning program should be seen in this context. The level of ambition of the Government of Nepal has been growing over recent years as illustrated by the development of the 'National Literacy Campaign' targeted at making 2.6 million adults literate over the past year. Hence, although a much smaller vehicle when compared to basic education, the literacy and lifelong learning program is considered an important and integrated part of Nepal's efforts to reduce literacy and pave the way for a sustainable improvement in peoples' living conditions.

However, it appears that there has been stagnation in learning strategies used in adult literacy programs, and that the gap between the discourse and the learning strategies is widening. Although ideologically such terms as "self-esteem", "participation", and "solidarity" have been plentiful, in reality most literacy programs continue to be based on traditional strategies for disseminating reading and writing skills. The need for new strategies and re-assessment of the notion of literacy is highlighted by the fact that both government and non-government programs have made little impact on improving peoples' living conditions. Poverty remains a significant, prominent, very real and perhaps even a growing aspect of rural life in Nepal.

Whereas much energy has been focused on creating public awareness about the importance of literacy and on removing social and institutional barriers that make it difficult for adults to attend and complete program, too little energy has been put into developing an understanding of who makes up this large group of the population that should be upgrading their skills and the context in which they live. Who are the people behind the numbers and what motivates them? In trying to understand why only a fraction of the potential learners and target group are registered in literacy programs it is also important to analyze why people turn up and participate in the first place. Who participate, what motivates them and what context do they live in? The danger is that we may be operating under the belief that more and better programs will address the needs of the adult learners; but needs to consider whether is it reasonable to expect that adults who had problems with the schools the first time around will be attracted to classroom learning.

Hence, there is a need to find out whether the literacy message in general and the National Literacy Campaign in particular resonate among the significant group of the population that are

not literate and haven't been reached yet by the literacy campaign. It is simply too dangerous to draw the conclusion that non-participants would come out of the literacy closet if they only knew better, if programs were more accessible, and if there were no social stigma attached to literacy.

### STATUS OF PROGRESS

The table below shows the current status of progress as compared to selected key performance indicators.

Table 5.1: Summary of current status in Key Performance Indicators

Indicator	Baseline	Status	Target		
	2007-08	2008-09	2009-10	2013-14	2015-16
Literacy Rate, 15-24		<b>75%</b>	<b>78%</b>	<b>89%</b>	
Literacy Rate, 6+		<b>69%</b>	<b>76%</b>	<b>85%</b>	
Literacy Rate, 15+		<b>56%</b>	<b>60%</b>	<b>70%</b>	
GPI in Literacy Rate, 15+		<b>0.74</b>	<b>0.90</b>	<b>0.96</b>	

Note: \* indicate a key SSR performance indicator;

N.A.=Not Available; TBD= To be decided

### CURRENT SITUATION AND ISSUES

The 2001 Census documented that only 10 million (i.e. 54 percent) of 19 million people above the age of six are literate followed by a gender gap of 22.6 percent. The average literacy level of the population above fifteen is 44 percent. The Nepal Demographic Health Survey (2006) indicated a steady trend of improvement in literacy rates, both in terms of overall literacy and in terms of gender parity.

Affirming the importance of literacy for the development and prosperity of the country, the Government of Nepal, developed and implemented a massive literacy program, 'National Literacy Campaign', aiming to achieving universal literacy at 15 to 60 year's age group. In 2008, the program targeted to literate 2.6 million adults throughout the nation.

A regulatory framework to regulate the program has been developed and implemented with coordinating mechanisms from grassroots level to prime ministerial level in view to demonstrating firm political commitment to the program. A participatory approach has been adopted in planning, managing, monitoring and evaluating the program, involving different government agencies, political groups, and civic society organizations.

Alternative schooling programs have been designed to target the learning needs of different clientele groups. This includes the School Outreach Programs, targeting habitants of remote hamlets where attending regular schools is not feasible; and Flexible Schooling options, addressing people who for various reasons cannot attend regular schools. The latter program address such groups as working children, school drop-outs and young housewives striving to continue their pre-marriage education. Flexible schooling offers formal curriculum consolidated to match the chronological as well as mental age of the clientele groups adopting non-formal pedagogy.

However, the program has faced several issues and challenges. It has been realized that there is a need for a robust database at local levels to facilitate realistic planning and prioritization.

Ensuring the ownership of the beneficiaries of the programs means that participatory social mobilization and awareness activities have to be incorporated and must precede program designs. They are now considered indispensable program activities in achieving effectiveness. In non-formal education, this part remains weak and needs attention over the coming year. Although 600 Village Education Plans (VEPs) have been prepared over the past years, the planning exercises are carried out without taking these into accounts.

An important lesson learned over the past years while facilitating the preparation of VEPs and the establishment of Community Learning Centers (CLC) is that learner- and community-based approaches involve a literacy process as well as an empowering process. The literacy process gives people practical skills which help in the empowerment process, and the empowerment process in turn creates uses for literacy skills in people's everyday lives. The approach fuses the two processes through a single, well-structured participatory methodology. This lesson is important because Non Formal Education Center (NFEC) needs to remain open to the many new approaches to adult literacy and empowerment that are being developed through field experimentation in many other countries. What is emerging as crucial aspects of such programs are dialogue, ownership and linking adult literacy with other development activities. Dialogue is the centre stage of such approaches and literacy is seen as a collective task. This approach also provides structures for dialogue, without constant intervention by the facilitator. The process of preparing Village Education Plan (VEPs) needs to be re-adjusted to better incorporate such aspects.

Another important lesson to take note of from other countries is the observation that learners construct their own materials which means that they take ownership of the issues that come up – which is next to impossible to achieve when using set primers. Because people construct their own learning maps and materials, the themes are naturally related to their immediate reality. This leads to immediate local action and a stronger link between literacy programs and other development activities and in particular those targeted at improving income generation.

Based on the experiences over the past years, in particular in relation to the preparation of VEPs and the establishment of CLCs, the NFEC has come to the conclusion that it is more important to support individual and community development, and greater economic and political participation of adults, than it is to focus on standardized learning using set primers. It has become evident that adults are motivated to learn reading and writing once they realize that these are important tools for communication, for expressing their needs and demanding their rights. Active participation in creating adult learners' own texts and graphics has been a significant factor in promoting self-confidence and self-worth – and so laying a strong foundation for future learning.

#### **IMPLEMENTING THE REFORM AGENDA**

At present the data used for developing and projecting literacy rates are derived from the 2001 Census that doesn't test literacy and numeracy; but simply asks survey respondents whether they are literate. An important first element in improving the likely impact of literacy and lifelong learning activities lies in developing a better and more reliable understanding of the magnitude of the literacy challenge. This involves as a first step the development of a practical and standardized way of testing whether people in fact are functional literate and numerate, and to

carry out sample surveys to develop a better understanding of the magnitude of and causes for the problem as well as a reliable way of monitoring progress made over time.

In addition, in order to gradually put into action the above mentioned participatory and community-based ideology, the NFEC will over the coming year facilitate the development of a strategy and action plan describing how to best address the following four steps during the remaining period of the SSRP:

- i) Decentralization of the creation of learning materials, books and programs;
- ii) The promotion of basic learning needs through non-formal strategies;
- iii) The recognition that reading and counting are not enough. Adults need functional skills to be self-reliant and productive in local economic development;
- iv) The promotion of communities' own knowledge and learning traditions.

### **PRINCIPLES AND STRATEGIC PRIORITIES**

The Non-formal Education Policy<sup>4</sup> focuses on decentralization, empowerment and partnerships with private sector to achieve the intended goals of adult literacy. Accordingly, the ASIP 2009/10 focuses on implementing the following strategic priorities:

- i) Establish database at each VDC to facilitate planning of non-formal education programs;
- ii) Base planning exercises on participatory social mobilization and detailed needs and resource assessment;
- iii) Mobilize political, professional and social groups for the implementation and management of literacy programs;
- iv) Mobilize print and electronic media to facilitate national as well as local level literacy campaigns programs;.
- v) Apply various modes of delivery (e.g., radio, ICT, TV, printed materials or oral approach) to meet the specific learning needs of different target groups;
- vi) Introduce income generating programs targeting women, Dalits, ethnic minorities and other marginalized groups along with neo-literacy and life-long learning programs through an integrated approach;
- vii) Develop standardized functional literacy and numeracy test; conduct strategic and representative sample surveys, and develop baseline for current literacy and numeracy levels;
- viii) Use mother tongue as medium of instruction in neo-literacy programs;
- ix) Certification to successful candidates shall be aligned with socio-economic opportunities for encouraging 'hard to reach' target groups' participation in the programs.
- x) Incorporate post-literacy and life-long learning programs into existing DEPs and VEPs;
- xi) Ensure that targeted interventions respond to the diverse needs of clientele groups in regard to language, culture, life skills and income generating activities;
- xii) Ensure access to available lifelong learning opportunities through horizontal links with the formal systems and through locally managed CLC arrangements.
- xiii) Target post literacy programs such as life-skill trainings and micro-credit schemes to disadvantaged groups.

In addition it has been realized that there is an urgent need to put more emphasis on learner-centered instruction with adaptation of curriculum and instructional materials. Family literacy

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<sup>4</sup> Non Formal Education Policy 2063 (2007 AD), Government of Nepal, MOE, NFEC

programs and workplace literacy programs are new avenues to be explored and efforts that could help bring literacy initiatives into the context of learners.

#### **PHYSICAL TARGETS AND BUDGET FOR THE FISCAL YEAR 2009-10**

The total budget allocated for the Literacy and Lifelong Learning component over the fiscal year 2009-10 amounts with the main activities, physical targets and the unit costs are given in annex. But it does not include the program budget already allocated for the National Literacy Campaign.

#### **IMPLEMENTATION ROLES AND RESPONSIBILITIES**

- i. **Communities** will cooperate CLCs and RCs to social mobilization; generate demands based on assessed needs; and support program implementation within the community;
- ii. **VDCs will** undertake social mobilization; plan for VEP based on community demands and assessed needs in collaboration with CLCs; Collect data on literacy and education on set indicators and establish data base to support planning and decision making processes.
- iii. **CLCs** will undertake social mobilization of raising awareness among target communities, generate information necessary for preparing village education plan and collaborate with VDCs to plan VEP. CLCs shall work as bridge between VDCs and the program implementing committee for program coordination, ensuring utilization of resources, and providing information based on monitoring.
- iv. **RCs/Schools** shall be responsible to provide technical support to the program implementing committee as well as the program facilitators.
- v. DEOs shall be responsible to provide quotas for literacy/non-formal education and disburse resource to VDCs for implementing literacy/non-formal education programs based on assessed VEPs; provide technical support to program implementation and ensure that resources are being utilized and results produced as planned.
- vi. **NFEC** together with other central level agencies, shall be responsible to facilitate local bodies and program partners to plan, implement and manage non-formal education programs by providing policy directions, technical backstopping and resource allocations.

## **CHAPTER VI**

### **TEACHER PROFESSIONAL DEVELOPMENT**

#### **INTRODUCTION**

One of the key elements of the Government of Nepal's School Sector Reform (SSR) is the professional development of teachers. The job that teachers are doing in classrooms across the country is one of the most important in society. The best teachers find the spark that ignites a child or young person's mind. The on-going reform process is about making education interesting and stimulating for children and young people which is essential if they are to progress in the increasingly global community, in particular at this time of economic crisis.

The Ministry of Education has long advocated that teachers are not only one of the 'variables' that need to be changed in order to improve the education system and its service delivery; but that they are also the most significant change agents in these reforms. This double role of teachers in the school sector reforms – being both subjects and objects of change – makes the field of teacher professional development a growing and challenging area, and one that is bound to receive major attention over the coming years as reform initiatives gain momentum.

The new emphasis on teacher professional development will be welcomed by educators, teachers and their associations as it represents a much needed appreciation of teachers' work and promotes the concept of teaching as a profession. There may be some that will interpret this new emphasis as a sign that teachers currently are not delivering services that meet adequate teaching standards; but the government is aware that the vast majority of teachers and school administrators are dedicated professional that work hard under difficult and demanding conditions. It is for these hard working and dedicated teachers and educators that professional development opportunities are needed, not only because it will promote the recognition of their work as professionals, but also because – as is the case for all professionals in any field – new opportunities for growth, exploration, learning, and development are always welcome.

NCED, the national guardian of teachers' professional development has over recent years been the focus of capacity development efforts with assistance from external agencies, and there are signs that pre- and in-service training courses are reaching the intended target groups and have some effect, in particular when followed-up with the 'Individual Action Plan' tool and monitoring visits. The implementation of the NCED Institutional Linkage and Capacity Development Plan (ILCDP) has also provided some lessons learned that are increasingly put into practiced by NCED when planning and implementing professional development opportunities for teachers. These lessons learned include:

- i) Recognize change as a process that must take place at both the individual and organizational level;
- ii) Think big, but start small;
- iii) Work in teams to maintain support;
- iv) Include procedures for feedback on results;
- v) Provide continuous follow-up, support and pressure;
- vi) Integrate programs and pursue synergies between activities.

Aside from the individual satisfaction and financial gain that teachers may obtain as a result of participating in professional development opportunities, the process of professional development is believed to have a significant positive impact on teachers' beliefs and practices, students' learning, and as such there should be little doubt that teacher professional development is strongly correlated with the implementation of the planned school sector reforms over the coming years.

In order to allow teacher professional development to play an effective part in the on-going reforms, policies must be supportive of the changes that teachers are asked to make. Policies must address, for example, the need to create new structures, professional networks and institutional arrangements that support the role of teachers as life-long learners. They must also help to create new structures and opportunities, both outside of schools (such as teacher networks, inter-professional partnerships, etc.) and within schools. The policies must also support new and more transparent systems of evaluation, accountability and promotion that are closer to schools and better tailored to a decentralized service delivery structure that puts children and their right to quality education on center stage.

In summary, the professional development of teachers is a key factor in ensuring that reforms at any level will be effective. Successful professional development opportunities for teachers have a significant positive effect on students' performance and learning. Thus, as one of the key aims of the SSR is to increase students' learning and to improve their performance, the professional development of teachers must be considered a key factor, and this, at the same time, must feature as an integrated element of the larger school sector reforms.

#### STATUS OF PROGRESS

The table below shows the current status of progress as compared to selected key performance indicators.

Table 6.1: Summary of current status in Key Performance Indicators

Indicator	Baseline	Target		
	2008-09	2009-10	2013-14	2015-16
% of teachers with required certification (Basic)	91%	92%	97%	
% of teachers with required certification (Secondary)	91%	92%	97%	
% of teachers with required qualification and training (Basic)	66%	70%	88%	
% of teachers with required qualification and training (Secondary)	77%	80%	93%	
Teacher/Pupil Ratio (Basic)	43	41	37	
Teacher/Pupil Ratio (Secondary)	39	37	28	

Note: \* indicate a key SSR performance indicator;  
N.A.=Not Available; TBD= To be decided

#### CURRENT SITUATION AND ISSUES

Currently more than 71% of primary level teachers, working in approved positions, Rahat and others, have been fully trained. In the case of lower secondary and secondary level, some 55% and 79% respectively have been fully trained. The share of untrained teachers (including Rahat

and private teachers) at primary, lower secondary and secondary are 13%, 26% and 7% respectively. The pre-service teacher training for primary level teachers was made through the privately established Teacher Training Centers, whereas secondary level teachers were trained through university campuses (Faculty of Education) and Higher Secondary Schools (education stream).

The NCED conducts certification and recurrent training courses for primary and secondary level teachers through Education Training Centres (ETCs) and other allied training-providers. Plans are in place for the expansion of training provisions with a view to clear the current backlog of untrained teachers working in permanent positions by end of 2009. In order to prevent the cadre of working teachers from being diluted by increasing number of untrained teachers, it has been made mandatory for teachers to complete a professional teacher training course prior to entering the teaching profession.

A key issue and challenge in teacher professional development is that the current cadres of working teachers are characterized by being:

- i) in-adequate in terms of numbers to meet increasing demand and desired student-teacher ratios;
- ii) inadequate in terms of qualifications and competencies to effectively facilitate students effective learning processes; and
- iii) unfocused and lacking in motivation and inspiration.

The above characteristics have affected past and are likely to will affect future policies as well as practices in school governance and teacher management. Major issues in teacher professional development, derived from these characteristics, are as follows:

- i) Inadequate preparation of teachers (e.g., academic qualification of primary teachers is limited to School Leaving Certificate (SLC)); there is no independent professional teacher preparation course available and the existing education courses are facing the complex situation to balance between the academic rigor and professional and practical orientation)
- ii) The academic courses offered from the Faculty of Education (FOE) campuses do not adequately address the problems of instructional arrangement at the school level. For example, the need of specialized teaching services- like teaching in the multi-lingual context, or in multi-grade setting has not been realized and it is not reflected in the teacher preparation and management practices. Similarly, producing graduates with specialization in a single subject makes it difficult to engage them in two or more subjects in secondary education.
- iii) The teaching service in the primary and secondary level has not received equal status. As a result, teachers at primary level invariably opt for getting promotion to secondary level.
- iv) There is no or very limited opportunity for continuous professional development. The present teacher development system is basically limited to compensating the gap created through the entry of untrained teachers in the system. This heavy engagement in long-term certification training programs has prevented other opportunities of teacher professional development. In order to update teachers and provide them opportunities for professional growth, there is an urgent need for engaging teachers in activities directed to context specific instructional problems.

- v) Teachers, mainly during the early years of the career, feel that they do not get adequate professional support and other opportunities for professional interactions and sharing.
- vi) It is equally important to develop a positive attitude towards the profession and institute mechanisms for teacher motivation. This will create inner drive for utilizing skills learned and develop ownership in the learning process. But this, in itself, is a complex task to deal with and has linkage with a host of teacher management issues.
- vii) The preparation of head-teachers for school development has not received sufficient attention. The role of head-teachers in primary schools is seen mainly as that of a teacher with some additional administrative responsibilities.

The challenges to the design and implementation of continuous professional development strategies and activities aimed at raising teachers' performance include:

- i) *Developing capacities of SMCs*: It is a challenge to prepare SMCs to shoulder the extended role of school management including in the area of teacher management.
- ii) *Preparing teachers for secondary education*: Expansion of secondary education from grades 9-10 to 9-12 is expected to raise the aspirations of people and result in an increase in the number of grade 9-12 schools. This requires preparation of teachers in different areas of specialization.
- iii) *Providing opportunity for Continuous Professional Development (CPD) including provision of teacher support*: It is a big challenge to develop a system that offers opportunity for viable and career linked CPD to all the teachers and keep them motivated through effective management. In this connection, improving teachers' access to professional networks and support systems is equally critical.

#### **IMPLEMENTING THE REFORM AGENDA**

The designation of “teacher education and professional development” as one of the goals of the SSRP is a genuine recognition of the fact that well-prepared teachers are essential to the government’s educational reform efforts. The aim is that by end of the SSRP the nation’s teaching force will have access to programs for continued improvement of their professional skills and the opportunity to acquire the knowledge and skills needed to instruct and prepare all students for the next century.

This suggests that practicing teachers are key to the transformation of schools and that in order for teachers to lead the reform efforts, they need to be offered expanded and enriched professional development experiences. Such experiences should be tied directly to the emerging school and student performance standards and be continuous, site-based, teacher-designed, and organizationally focused. Professional development programs with these characteristics need to be viewed as essential or core activities that are less vulnerable to budget cuts.

Professional development is an integral part of current efforts to transform and revitalize education. The promise of quality education for all children is dependent not only on a restructuring of schools and the schooling system, but also on the knowledge and commitment of practitioners at all levels to restructuring and changes for the betterment of the service delivery system. In order for the reform process to take root and school restructuring to happen, a combination of factors must be present at the same time and over the coming years. This includes leadership, a shared mission and commitment to the quality agenda, school goals,

necessary resources, the promotion of a sense of ‘colleagueship’, and the provision of professional growth opportunities for teachers as the single most important change agent.

The above consideration illustrate that in the current climate of systemic reform, the professional development of teachers has taken a new prominence. As also described above, there are a host of reasons for this new urgency, ultimately centering on the importance of the classroom teacher in promoting successful student learning. Without the continuous improvement of teaching (and of professional teachers), the school sector reforms will fail. Professional development must serve the purpose of promoting teachers’ continuous learning of integrating new knowledge about teaching and learning within the social and cultural contexts in which teaching takes place. Based on these considerations the following steps will receive special attention over the coming year:

- i) Clear the current backlog of untrained teachers;
- ii) Conduct NCED Clients Satisfaction Study and prepare NCED organizational development plan to respond to clients needs;
- iii) Develop School Management and Leadership Training course for Head Teachers, incorporating the quality improvement agenda through results-based School Improvement Planning (SIP) principles and the institutionalization of social audit to enhance transparency and accountability;
- iv) Upgrade and develop the functional capacity of ETCs/LRCs to implement all types of modular teacher training, training for middle-level managers and technical staff as well s for training of SMC/DDC/VDC members at school level (30,000 officials in five years);
- v) Develop and test mechanisms for a better linking of teacher performance standards and assessment with student performance standards and assessment;
- vi) Develop and test concept for increased action research and professional development schools to enhance the collaboration between faculty, staff, and field-based practitioners (teachers) and to document and validate new forms of pedagogy and practice;

## **PRINCIPLES AND STRATEGIC PRIORITIES**

### *TEACHER MANAGEMENT*

Recruitment and selection: Teacher recruitment process will be decentralized to the local level and will be recruited from among the licensees as per the guidelines provided by the central level. Teacher licensing practices will be further strengthened. SMC will have a key role in teacher management. Priority will be given to recruiting females, Dalits, and other disadvantaged groups when filling teacher positions. Two separate professional career paths will be offered: one for basic and one for secondary teachers. However, basic level teacher with appropriate qualification will be eligible for open and internal competition to secondary level position.

The minimum qualifications for teachers will be: (i) higher secondary education or I.Ed. Qualifications with relevant teacher preparation course for basic education, (ii) M.Ed. or Master's degree qualifications with relevant teacher preparation course for secondary level. However, serving teachers with minimum academic qualification will also be eligible to teach at the initial grades of the respective levels.

Two separate professional career paths will be offered to basic and secondary teachers. There will be four stages (beginner, experienced, master and expert) for both basic and secondary level

teachers. Provisions will be made to upgrade teachers based on indicators such as time on task, seniority, qualification, training and students' achievement in their respective career path. Incentive packages will be provided for teachers who opt for voluntary retirement rather than going for upgrading qualification.

The SMC in consultation with the Head-teacher and teachers will agree on teacher performance targets including learning outcomes, regularity, time on task, etc. Teachers achieving those targets will be provided with incentives such as appreciation certificates, additional grade raises, etc.

#### *TEACHER DEVELOPMENT*

Professional preparation: One-year Teacher Preparation Course (TPC) on top of the minimum academic qualification. The TPC will be offered so as to prepare teachers for

- i) all subjects of the early primary grades (grades 1-3) with options for **specialization in** multi-grade teaching and at least three subjects of the basic education (grades 4-8)
- ii) at least two subjects of secondary education (grades 9-12) Provisions will be made to prepare specialized teachers for multi-grade classes and special needs education. Teachers with additional academic qualifications will gain eligibility for fast-track career progression at the relevant levels.

*a. Policy provisions relating to training of teachers and managers:*

- iii) Government will remain responsible for teacher development functions. In order to keep abreast of new developments in teaching and learning practices, teachers must acquire one month in-service training at least in every five years.
- iv) Provision will be made to accredit the short term trainings to link with teacher career development.
- v) **Teacher professional** development will be linked to career development and available through both long and short term means.
- vi) Head-teacher's minimum qualification will be B. Ed. and M. Ed. with head-teacher preparation courses for basic and secondary schools respectively.

The major program activities include:

- i) *Qualification upgrading program:* The special grade 12 curriculum/education programs will continue to be implemented providing avenues to upgrade qualifications of teachers with 10-month in-service/pre-service teacher training. The training institutions will have an incentive to prepare good courses in order to compete and attract a share of this market. Similarly, the FOE (TU) will continue to implement the Teacher Preparation Course (TPC) and qualification upgrading program, designed and developed under TEP, targeting both the pre-service and in-service teaching force.
- ii) *Backlog clearance of ongoing certification in-service training (10-month):* The existing 10-month in-service teacher training will be continued to clear the backlog of all untrained teachers over 1<sup>st</sup> trimester of the next fiscal year (2066/67). Some 10,000 teachers working at both the primary and secondary levels will be targeted.
- iii) *L/RC-Based demand driven short training:* L/RC-based demand driven and refresher teacher training will be developed and implemented for all teachers working at various levels (ECED to grade-12) over a five year period of time. Under SSR, school management committees will be provided with funding to buy training for teachers on a

need basis. The tentative number of teachers that will be targeted during the plan period will be some 50,000. Approximately 750 trainers will be developed for this purpose.

- iv) *HT certification training*: 1-3-month School Management and Leadership Training will be developed and made available through the ETCs for the selected school heads. All untrained school heads will benefit from this mandatory training (approximately 3,250).
- v) *Monitoring and post-training support to the teachers*: NCED will monitor the implementation of training programs at lower levels to ensure compliance of the professional standards. ERO will conduct external periodic auditing targeting the documentation of results and aiming at making the system accountable. The teacher support schemes will be developed based on the findings of monitoring and reviews and will be delivered through teacher forums.
- vi) *Capacity building activity package*: Capacity of the ETCs/LRCs will be upgraded to develop and implement all types of modular teacher training, training for middle managers and technical staff and training for SMC/DDC/VDC members at the school level (30,000 officials in five years). Similarly, NCED will engage itself in generating knowledge in the areas of classroom instruction and educational management through research studies and other activities. The cost will be covered under capacity development section.
- vii) *Job Induction training to novice teachers and officials*: Provision of organization-based 7-10 days' job induction training will be created and implemented for approximately 60,000 newly recruited teachers and other education officials. The cost will be covered under capacity development section.

**PHYSICAL TARGETS AND BUDGET FOR THE FISCAL YEAR 2009-10**

The physical targets, unit costs and the total budget allocated for this component are given in annex.

**CRITERIA FOR ALLOCATION OF RESOURCES**

- i) Backlog clearance for long term teacher training
- ii) Capacity building for educational managers
- iii) Capacity building of master trainers and trainer (MTOT, TOT)
- iv) Teacher support through post training support
- v) Maintain of NCED and ETC
- vi) Management and leadership training for head teacher

**IMPLEMENTATION ROLES AND RESPONSIBILITIES**

S. N.	Activities	Responsible Agency
	Long teacher training for backlog clearance	NCED, ETC, APS
	Continuous professional development (CPD)	NCED, ETC, LRC/RC, DEO
	Training for head teacher	NCED, ETCs
	Training for manager	NCED, ETCs
	Maintenance	NCED, ETCs
	Developing training materials	NCED, ETCs, LRC
	Training of Trainer	NCED, ETCs



## **CHAPTER VII**

### **CAPACITY DEVELOPMENT**

#### **INTRODUCTION**

Realizing the SSRP objectives depend on the extent to which the education sector has capacity to implement, manage, monitor and regularly evaluate whether the implemented activities and achieved results are in keeping with the established policies and strategies. Service delivery must comply with professional values, service culture, results orientation and good governance principles. This entails developing and implementing a comprehensive capacity development plan aimed at developing the capacity at all levels to successfully facilitate the implementation of the SSRP agenda towards achieving the set goals. Development of such a plan must be based on the findings of in-depth job analysis and the subsequent design and alignment of relevant capacity development interventions so as to effectively address identified performance gaps at systemic, entity and individual levels.

#### **CURRENT SITUATION AND ISSUES**

The Ministry of Education has acknowledged the need for developing and implementing a capacity development plan as a means to capacitate the system to implement the reform program and facilitate the desired changes in mindset and focus at all levels of the service delivery system. The Ministry also realizes that such a plan needs to be strongly rooted in modern results-based management principles and that the process of implementing and reporting on progress of the plan must be linked with the Ministry's efforts to strengthen performance transparency and accountability at all levels. Already existing tools, such as the use of dimensions like 'Quality-Quantity-Timeliness- and Cost effectiveness' in the assessment of performance, need to be adjusted to results-based management principles and aligned with the desired end-of-reform results. They also need to be complemented with a 360 degree feedback process or client satisfaction monitoring system in order to ensure that the outputs delivered throughout the service delivery chain remains relevant to and meet the needs of the clients in terms of agreed dimensions such as quality, quantity and timeliness.

The Department of Education (DOE) has initiated in-house exercises to carry out a rapid assessment of issues and problems affecting quality of performance aiming both at institutional as well as personnel level. The exercise involved development of institutional profile based on competency mapping and installing a quality assurance wing at the institutional level with a view to continuously assess and improve the quality of institutional service delivery.

The MOE's has also planned to implement an ICT Master Plan with a view to facilitate staff's access to relevant information and accelerating internal communication. Installation of the plan is still under progress.

However, the current efforts call for assistance of professional experts in undertaking detailed job analysis within the sector at all levels -schools to policy making. This would identify the gap between the anticipated and existing capacity both at institutional as well as individual levels which in turn will be the basis for identifying and aligning relevant capacity development interventions with identified performance gaps.

The SSRP core document has indicated opportunities to explore technical assistance from the international development partners supporting the capacity development processes at systemic, entity and individuals.

Over the past the MOE has developed professional relations with a number of international, regional and national knowledge-based organizations and academic institutions, such as the Asian Institute of Technology (AIT) in Bangkok, the Danida Fellowship Centre (DFC) in Copenhagen, the IIEP in Paris, Research Center for Educational Innovation and Development (CERID), Kathmandu University (KU) and Tribhuvan University (TU) in Nepal. Such institutional networks are seen instrumental for building practical cooperation in regard to capacity building under mutually agreed memorandum of understandings (MOU).

### **IMPLEMENTING THE REFORM AGENDA**

Improving the quality of education is at the heart of the school sector reform process. Following a period of enhancing access it is now increasingly important to improve the quality of educational services, in particular because it is unlikely that all children will stay in school if the actual and perceived quality of what is taking place is poor or unacceptable. In addition, as the opportunity cost of schooling often are interpreted by parents as much higher for girls than for boys, if education is perceived to be of poor quality it can have particular negative impact on girls. Therefore, one of the important reform points, earlier described under basic education component, is concerned with the development of a quality definition and quality monitoring indicators that can guide schools in their preparation and implementation of quality improvement initiatives under the SIP.

However, implementing the quality improvement agenda requires enhanced capacity to perform at higher levels throughout the education service delivery chain, ranging from teachers as the ultimate service provider over school management committees and district- and regional level support agencies to central level administration and technical agencies.

Capacity development represents an important means to achieve the long-term quality goals. It is, however, also a very expensive means that requires transparency and a strong performance accountability system as well as careful preparation, with a focus on designing capacity development interventions to close clearly identified and described performance gaps, in order to be cost effective. Over the coming fiscal year, efforts will be directed towards ensuring that capacity development interventions are strategic, results-oriented, and based on clearly identified and described performance gaps. To this end the following actions will receive special attention over the coming year as they represent important stepping stones for the reform process to take root:

- i) Development of technical support systems at district and resource centre level to facilitate low performing schools in their preparation and implementation of quality improvement initiatives aimed at improving year-on-year school level performance (this is an activity under the basic education component);
- ii) Development and conduction of independent agency-wise Client Satisfaction Baseline Study, that will map out the current menu of services and products offered by each agency, the clients use of and satisfaction with each these services and products, and the

- clients expression of needs for adjustment to the current menu of services and products as well as need for new services and products, currently not offered;
- iii) Development of practical guidelines and provision of technical assistance to coordinate and facilitate agencies preparation of results-oriented and aligned organizational capacity development plans; and
  - iv) Preparation of agency-wise, results-oriented organizational capacity development plans aimed at improving service delivery and client satisfaction rating over time.

#### **PRINCIPLE AND STRATEGIC PRIORITIES**

The emphasis of the capacity development process will be on improving the quality, quantity, timeliness and cost-effectiveness of the education service delivery system, thereby contributing to bring about improvements in classroom practices through a holistic and integrated approach. The transformation should mean capacitating schools to develop and implement quality improvement plans targeted at reaching out-of-school children, reducing drop-out and repetition rates, and increasing cycle completion rates with high learning outcomes of students. The focus on quality combined with the increasing institutionalization of results-based management principles and the determination to close performance gaps through targeted capacity development interventions should ensure that all schools meet the minimum standards, set by the MOE, by mid 2015.

The capacity development activities shall be carried out both at systemic and individual levels. At systemic level, both in-house exercises and institutional networks within and outside the country will be mobilized to strengthen internal human development structure. Such efforts would emphasize on developing in-house capacity to plan, implement, monitor and evaluate activities to ensure quality of institutional performance. Moreover, institutional capacity shall mean building organizational culture that allows open, critical and constructive discussions on the institutional performances in view to continuous improvements on quality of service delivery and ensuring enabling conditions facilitating the human resources to perform their tasks efficiently. The initiatives at individual level shall focus on developing managerial as well as professional skills of staffs to undertake their task and translate policies and strategies into intended outputs with quality and efficiency.

Each institution shall assess capacity gaps of each of the service delivery points, develop and implement plans to bridge identified performance gaps plan and make responsible to carry out the delivery functions of the sector with anticipated efficiency and quality.

#### **PHYSICAL TARGETS AND BUDGET FOR THE FISCAL YEAR 2009-10**

The key physical targets over the coming year include:

- i) Guideline for the outsourcing of and detailed Terms of Reference for the design and conduction of independent agency-wise Client Satisfaction Baseline Surveys.
- ii) An independent client satisfaction survey conducted for all service delivery agencies, clearly mapping out the current menu of services and products delivered, the clients use of and satisfaction with each of these services, including their rating of the relevance, timeliness, quantity and quality of the services provided, and the service inputs needs that remain unfulfilled or need further improvement in order for the clients to perform their functions satisfactorily.

- iii) The preparation of a practical and results-oriented guideline and checklist for service delivery agencies' preparation of their 3-year capacity development plan
- iv) All central level service delivery agencies have prepared their own 3-year results-oriented capacity development plan

The details of the target, unit costs and total budgets are given in annex.

#### **CRITERIA FOR RESOURCE ALLOCATION**

Investment on human resources is seen instrumental for ensuring effective and quality returns for development programs. Accordingly, 5% of the total development budget will be allocated for capacity development activities (3.5% will be used to finance the implementation of SIPs with results-oriented quality improvement plans in very low performing schools in the lowest performing districts, and 1.5% will be used for financing the conduction of the Client Satisfaction Baseline Survey and subsequently for the preparation of central level service delivery agencies).

As this most likely will not be enough to ensure that all service delivery agencies will be able to complete their capacity development plan, it is expected that additional funding will be required over and above what will be made available from the government's Red Book.

#### **IMPLEMENTING ROLES AND RESPONSIBILITIES**

Following shall be the roles and responsibilities of different agencies in respect to capacity building:

- i. **Schools** shall develop benchmarked School Improvement Plans targeted at meeting the national minimum enabling conditions set by the MOE before mid 2015. For this, schools shall undergo self assessments, identify performance gaps, set targets of achievements and implement SIPs mobilizing local as well as SIP funds.
- ii. **RC/School Supervisors** shall be responsible for facilitating schools' assessment of performance gaps and the subsequent development of results-oriented SIPs with specific quality improvement initiatives that gradually, but effectively will contribute to raising quality standard and meet the minimum enabling conditions by 2015. Similarly, they shall develop school profiles within their catchments areas and plan for facilitating them to meet national standards within stipulated timeframe.
- iii. **DEOs** shall assess performance gaps of its staffs and set plan for building capacity responding to assessed needs and new service requirements expressed by clients through the client satisfaction baseline survey. This will involve assessing the performance of schools within the districts based on national norms and standards, identify five of the lowest performing schools and help these schools develop and implement benchmarked plans for upgrading their performance within stipulated time frame. The DEOs plan shall include transparent schemes for resource allocation and for ensuring basics to all schools so as to facilitate improved levels of school performance.
- iv. **REDS** shall plan for monitoring program activities implemented in districts within the region both on outcome indicators and process indicators. Similarly, REDs will assess performance gaps within the institution and plan for closing the gaps through in-house capacity development activities.
- v. **DOE** shall assess performance gaps at the institutional and personnel levels and prepare a capacity development plan targeted at enhancing the quality and efficiency of performance at all levels. The assessment shall also involve survey of clientele groups'

expectation on the quality, quantity and efficiency of service delivered by organizations under DOE and strive at satisfying identified expectations to the extent possible within the available resources. In-house capacity development exercises will endeavor to develop an organizational culture of continuous learning through in-house interactions and ensure an environment in which each staff feels free on critical analysis of the organizational performance in view to contributing for further improvements.

- vi. **MOE** shall develop legal framework including acts and regulations fostering smooth implementation of planned activities and facilitating concerned agencies to deliver quality services. MOE will also be responsible for developing the Terms of Reference for and subsequent implementation of the design and conduction of the independent Client Satisfaction Baseline Survey as well as for the technical guidelines for the agency-wise preparation of 3-year results-oriented capacity development plans based on the results of the CSBS. Similarly, MOE will review and update the mandate and TORs of all institutions and agencies with a view to improve alignment, pursue synergies and ensure that all service delivery agencies are organizational tailored so as to close the identified performance gaps in a cost-efficient manner. The MOE shall also develop a set of norms and standards for educational performance, especially focused to schools, so that district level agencies shall direct their focus on facilitating schools to meet them within stipulated time frame. Providing basic needs for building enabling conditions for anticipated performance shall also be the responsibility of the MOE.

## CHAPTER VII

### MONITORING AND REPORTING

#### INTRODUCTION

Ensuring achievement of EFA goals by 2015 necessitates strengthening the system capacity to intensively tracking implementation of the SSRP interventions in line with plan schedules, and auditing and reporting of the anticipated progress on each of the key indicators. This would involve critical analysis of efficacy of strategies adopted and provide feedbacks to concerned policy makers and managers.

From the perspective mentioned above, monitoring of SSRP emphasizes on improving quality of service delivery by offering evidence based information for each of program activities at each levels of management against set targets in the ASIP. Moreover, it emphasizes on looking into compliance of program management as well as on assessing impacts of policies and strategies adopted. It, thus, focuses on assessing progress of both the performance and monitoring indicators.

To sum up, the main objective of monitoring is to facilitate decision making processes by providing relevant information and giving strategic options for improving efficiency. It emphasizes on ensuring transparency and accountability of program management at all levels. Key outputs of the monitoring include in a number of forms, such as the FMR, Flash reports, Status reports, Research reports etc.

Strengthening institutional capacity would continue building on the existing capacity of the system. This would capacitate the MOE/DOE to effectively gauging and reporting program performance along the plan schedule. Reporting would base on agreed indicators related to performance, financial or other relevant aspects. To this end; a separate desk shall be established at each REDs with special focus on monitoring and reporting functions. This function would be further supported by provisions to commissioning independent/third party assessment studies. Partnerships with I/NGOs and teacher organizations shall also be explored.

#### PERFORMANCE MONITORING

The performance monitoring of the system shall be carried out and reported through Flash reporting system. Monitoring under Flash reporting undergoes through a detailed process and involves the whole range of implementation level agencies including schools, RCs, DEOs and the REDs. The Flash information collected and compiled at different levels (RC, DEO and RED) shall be centrally compiled, analyzed and published at the DOE level. Reporting will be accomplished in *two* stages: Flash I and Flash II. Flash II consolidates information obtained from Flash I and will be published in the annual EMIS report of the MOE/DOE. Such reporting constitute primary tool for gauging system performance against EFA and MD Goals

Data that is difficult to be capture through the regular EMIS mechanism will be collected and interpreted through independent studies and field surveys. For example, information on literacy status, national assessment of students' learning achievement on core subjects, including stakeholders' perceptions on the system's performance, will be covered through independent studies.

In-house capacity of the DOE and the central level agencies will focus on effectively monitoring the implementation of planned activities and meaningfully utilizing progress and other reports for adjusting and improving strategies and policies with a view to ensure that overall objectives are achieved. To this direction, the DOE will continue in-house capacity development exercises aimed at developing a culture of organizational learning, results-based management, and maintaining transparency and accountability at all levels.

### **PROGRESS MONITORING AND REPORTING**

Progress on delivery of outputs of program implementation against the ASIP targets including expenditures incurred vis-à-vis approved budgets are monitored on monthly, trimester and annual basis. Monitoring reports on progress will be forwarded for Ministerial review on a trimester basis and compiled into the Annual Status Report, depicting the overall progress scenario of the program of the year. The Financial Monitoring Report (FMR) will be produced using the FCGO database which comprises financial reports of districts as well as central level agencies.

Apart from these, research findings of different research agencies (DOE and CERID) including information collected and analyzed by donor agencies (though not on systematic basis) also form important part of program monitoring.

### **IMPLEMENTING THE REFORM AGENDA**

Adequate and precise information is a requirement in order to implement and report on the implementation of the SSRP. During the fiscal year 2009/10, the monitoring and reporting function will be charged with the additional responsibilities of conducting baseline studies and adjusting the current monitoring and reporting procedures in order to be able to monitor and report on developments in new as old indicators.

### **SUMMARY OF MONITORING DOCUMENTS**

The table below summarizes the current monitoring reports produced, their frequency, information focus and intended target group.

Table 7.1: Documentation sources and corresponding categories of analysis

Source of Information	Frequency	WHAT IT MAY TELL YOU ABOUT					
		Goal & Outcome Status	Physical Progress (output delivery)	Financial Progress (expenditure vs. budget)	Partner (Donor) Contribution	Problems and their causes and effects	Partnership Strategy
Financial Monitoring Report	Trimester			X			
EMIS Consolidated Report and Flash Reports	Annual, Bi-Annual	X	X			X	X
Status Report	Annual				X	X	
Audit Report	Annual			X	X		
Annual Consultation Aide	Annual		X			X	

Source of Information	Frequency	WHAT IT MAY TELL YOU ABOUT					
		Goal & Outcome Status	Physical Progress (output delivery)	Financial Progress (expenditure vs. budget)	Partner (Donor) Contribution	Problems and their causes and effects	Partnership Strategy
Memoirs							
Annual Review Aide Memoirs	Annual		X				
Mid-Term Review Report	Once (year 3 – 4)	X		X	X	X	X
Research reports, findings							

As discussed earlier, the SSRP monitoring will involve tracking of implementation of activities and therefore possesses progress against physical and financial targets of the ASIP and, thus, portrays gaps, if any, between anticipated and actual progress. Keeping an eye on assessing the efficiency of allocations and expenditures, progress also takes into account the outputs and outcomes achieved against the cost incurred.

#### **PHYSICAL TARGETS AND BUDGET FOR THE FISCAL YEAR 2009-010**

The details of the target, unit costs and total budgets are given in annex.

#### **IMPLEMENTATION ROLES AND RESPONSIBILITIES**

The division of roles and responsibilities in the performance of the monitoring function is described below.

- i. **Schools:** Each school will prepare its monitoring plan to monitor the implementation of School Improvement Plan (SIP) involving parents and community-based organizations at local level. Based on findings of the monitoring, schools shall report on school level education indicators through Flash reporting via Resource Centers. Similarly, schools would also employ auditors for Social and Financial auditing. Reports of such auditing shall be disseminated for public information in view to transparency.
- ii. **Resource Centers (RC):** Resource Centers will prepare, within its catchment area, their action plan on the basis of SIPs and see whether the SIPs were being implemented as planned, yielding results as anticipated, and provide feedbacks through head teachers' meetings, subject teacher meetings and SMC meetings for improving the effectiveness of school governance. RCs shall collect school-level EMIS data, reconcile them and sent it to the DEO's review. Similarly the social audit reports of schools shall be collected and forwarded to the DEOs.
- iii. **District Education Offices (DEOs):** DEOs are the main agencies for implementing the SSRP activities in their respective districts according to the district level ASIP. Therefore, the DEOs will obviously prepare and implement monitoring plan as per the district ASIP through School Supervisors and the RCs. Findings of progress monitoring shall be accumulated on trimester basis and forwarded it to REDs and DEOs for their review. Similarly, status on performance monitoring shall be reported under Flash reporting system, in which EMIS data collected from RCs are compiled, analyzed at district level and sent it to REDs and DOE for central level analysis.

- iv. **Regional Education Directorates (REDs):** At regional level, REDs will monitor the progress on program implementation and performance of districts within concerned region and report it to DOE.
- v. **DOE and Central Level Authorities:** The DOE and central level authorities will undertake monitoring of the program as to the ASIP and report both on performance and progress monitoring.
- vi. **Ministry of Education:** The MOE will review progress of program implementation at intervals and provide feedbacks to concerned agencies for review. Similarly, independent research studies for guiding decision makers (such as, policy research, national achievement studies) to assess policy options on research evidences shall also be commissioned as and when necessary. Monitoring and impact as well as effectiveness evaluation of reports of NPC shall also constitute important instruments for tracking SSRP performance. On top of the above, the MOE shall keep vigilant on the observations of Non-Governmental Organizations (NGOs), Academic Institutions, University Faculties, Research Institutions and Development Partners generating additional information on and obtaining feedbacks for updating the program policies.

**PART II**  
**CHAPTER IX**  
**EDUCATION FOR ALL ECD**  
**(Budget Head 65-3/4-416)**

**INTRODUCTION**

In support for the EFA, especially in the area of early childhood education and development, gender, inclusive education, non-formal education, life skill education, and planning and EMIS, this program has been started from fiscal year 2061-062 (2004-05) with the parallel funding support of UNICEF. This is grant in aid support guided by the overall framework signed by the Government of Nepal and UNICEF.

Based on the discussion with UNICEF, this program is now fully tied up with the overall framework of School Sector Reform Plan (2009-2015). Hence the activities in this program are partly aligned with the activities reflected in the SSRP and partly with the activities given in the broader agreement of the GON and UNICEF.

**STATUS OF PROGRESS**

As mentioned earlier, this program has been seen as a supporting program for the EFA. The progress recorded in earlier section of this ASIP is also the contribution of this program to some extent.

In terms of output level progress, most of the activities targeted in fiscal year 2008-09 were completed. The major outputs in this regard were developing guidelines, developing manual, supplementary book and training conducts. DOE, NCED, CDC, NFEC run this program.

**CURRENT SITUATION AND ISSUES**

From this fiscal year, the annual activities of this program are aligned with the annual activities of SSRP 2009-10. However, there is need to improve the budget release process from UNICEF to Department of Education and reporting. The consideration should also be given in the release of budget in time because there is differences in the financial year of GON and DOE.

**PRINCIPLES AND STRATEGIC PRIORITIES**

Support for the EFA goals and objectives and girls' strategic paper and life skills area is the main principle for implementation this program. Early childhood development, Gender and inclusion, Non-formal education, Life skill based activities are main priority of this program.

**PHYSICAL TARGET AND BUDGET FOR FISCAL YEAR 2009-10**

The estimated budget for this program in fiscal year 2009-10 is NRs 44.656 million (US\$ 595.500 thousand), which is further divided into the following areas;

Table 2a: Component-wise budget breakdown fiscal year 2009-10

SN	Component wise budget breakdown	Total		Share %
		NRs 000	US\$ 000	
1	Early Childhood Education and Development	6,140	79.7	13.7
2	Ensuring Access to all	10,378	134.8	23.2
3	Literacy and continuous education	3,430	44.5	7.7
4	Improvement of educational quality	11,506	149.4	25.8
5	Teacher and education development	3,000	39.0	6.7
6	Capacity development for the effective service delivery	7,500	97.4	16.8
7	School management and follow up	2,702	35.1	6.1
8	Incentive and support	-	-	0.0
9	PCF	-	-	0.0
	Total	44,656	579.9	100.0

#### ROLES AND RESPONSIBILITIES

- i) School: XX
- ii) Resource Centres: participate in the orientation and workshop program at the district level and disseminate them to the school teachers and head teachers.
- iii) Districts: coordinate and implement the activities based on the guidance received from DOE and other central level agencies.
- iv) REDs: monitor the ongoing activities.
- v) DOE and other Central Level agencies: provide technical and financial support to the implementing units.
- vi) Ministry of Education: provide policy back and support to DOE and other central level agencies.

**PART III**  
**CHAPTER X**  
**SECOND HIGHER EDUCATION PROJECT**  
**HIGHER SECONDARY EDUCATION COMPONENT**  
**(Budget head 65-3/4-411)**

**INTRODUCTION**

The second Higher Education Project was designed for providing support to the university and higher secondary education. It was started since 2007. Department of Education is made responsible for coordinating the implementation and reporting of the higher secondary education related component of the project. The total cost allocated for this component for the project duration is US\$ 13 million.

The main purpose of this component is improve access to higher secondary education for rural students by increasing their access to higher secondary education, and assisting community higher secondary schools to expand enrollment and improve the quality of education.

Basically, the project has a provision of providing grants to eligible community secondary schools selected based on certain agreed criteria. These grants categories are basic, performance and matching. In addition to these grants, there are also provision of other activities related to the curriculum matters, training to teachers and strengthening planning and EMIS.

**STATUS OF PROGRESS**

The physical progress made in some of the major activities from the projects are as follows;

- i) Number of schools received basic grants- 472 community higher secondary schools
- ii) Number of schools received matching grants - 209 community higher secondary schools
- iii) Number of schools received performance grants - 169 community higher secondary schools
- iv) Number of vehicles procured from the project - seven jeeps, five motorcycles

The financial progress made during the years from the project are as follows;

- i) In fiscal year 2007-08, the total financial expenditure NRs 220.227 million (US\$ 2.86 million) against the allocation of NRs 248.880 million (US\$ 3.23 million) making 88.54 percent financial progress.
- ii) Similarly, in fiscal year 2008-09, the total budget allocation was NRs 404.794 million (US\$ 5.25 million) and is expected NRs 384.554 million (US\$ 4.99 million) as a expenditure which will make 95 percent progress in total.

**CURRENT SITUATION AND ISSUES**

The program implementation rate is seen satisfactory and implementation is going as per the scheduled target. The expenditure are made by allocating the budget/funds to schools' account. However, ensuring the use of funds in the intended purpose is challenge for DOE.

Some of community higher secondary schools, which do not have science stream, are expecting additional support from the government for running science stream. However, further work is needed in order to realize this.

#### **PRINCIPLES AND STRATEGIC PRIORITIES**

In this program, principle and strategic priorities is guided by the Project Agreement Document (PAD).

#### **PHYSICAL TARGET AND BUDGET FOR FISCAL YEAR 2009-10**

- i) Performance grants - for 200 community higher secondary schools
- ii) Matching funds - for 150 community higher secondary schools
- iii) Strengthening examination (including questions bank)
- iv) Strengthening curriculum matters
- v) Teacher training for community higher secondary level school teachers
- vi) Support for community higher secondary schools for running science stream

#### **RATIONALE FOR ALLOCATION OF RESOURCE**

The criteria for allocating the resources are based on the Program Implementation Manual for the higher secondary education of the Higher Education Project.

#### **IMPLEMENTATION ROLES AND RESPONSIBILITIES**

- i) School/SMC: ensure the best utilization of the fund received from the project and enhance quality of education.
- ii) DEO: monitor and provide support to ensure the best use of available resources at school.
- iii) REDs: monitor and provide support to districts.
- iv) DOE and HSEB: facilitate districts for the achieving the purpose of the project.
- v) MOE: provide policy direction and support to implementation and coordinating unit.

#### **JAPANESE SOCIAL DEVELOPMENT FUND**

This program also includes the fund for the pro-poor targeted secondary school student stipend program amounting NRs =====million (US\$ ===million). The details are included in the separate sheet given in annex. Although this budget head includes the budget for this targeted scholarship, the reporting and financial management of the targeted scholarship program will be managed separately.

**PART IV**  
**CHAPTER XI**  
**CONTRIBUTION FROM OTHER AGENCIES**

Other agencies such as UN agencies, I/NGOs and CERID have also supported the EFA Framework for the educational development in the country. These are;

- UNESCO, Kathmandu is providing support in the area of Flash reporting System, and ECDs to develop the capacity of the concerned personnel.
- Apart of the pooled funding support, efforts have also been made by UNICEF's Decentralized Action for Children and Women (DACAW) program in 15 districts to increase parents' awareness of children's need for stimulation and interaction. The focus of the program is to monitor the situation of children and women by pointing out their position and progress on vital indicators and thus to make people aware of the need for allocating resources to programs to improve their situation. Similarly, it also provides the basic framework for the implementation of programs addressing nutrition and childcare, health, environment, education, child protection and HIV/AIDS in focus districts. The support in ECD activities, girls' education, life-skill based education and quality education aspects are also important.
- CERID has carried out formative research on various pertinent issues. The main purpose is to provide technical support to the Ministry of Education (MOE) by bringing forward strategic research-based information on the process of implementation of Education for All (2004-2009) and by assisting its capacity building initiatives. Moreover, it helps to generate research-based information and critical understanding of the process of implementation of EFA; to assist capacity building of MOE for utilization of formative research as an instrument for program monitoring and adjustment; and to assist a process based institutional development of MOE and undertaking agencies based on working experience and available knowledge and skills.
- In support of JICA, the project 'Support for the improvement of Primary School Management in Nepal' is being implemented in the selected areas of Rasuwa and Dhading districts for three years. This project started in February, 2008.
- Memorandum of Understandings (MOUs) have been agreed with the following I/NGOs for the supervision of construction of new classrooms construction and to work in other specified areas such as ECDs, scholarships, awareness raising and capacity building activities.

Table 4a: MOUs between DOE and I/NGOs

SN	Name of INGOs	Working areas	Date of MOU signing and duration
1	Save the Children	Bajura, Achham, Doti, Bardiya, Surkhet, Dang, Rukum, Rolpa, Salyan, Kalikot, Dolpa, Jumla, Humla, Mugu, Palpa, Tanahun, Lamjung, Baglung, Udayapur, Kailali, Kanchanpur, Mahottari	#SC Norway - Signing date: 2064/04/23, Duration: July 2007 to July 2009 for SC Norway, #SC USA - Signing date: 2064/04/22, Duration: July 2007 – July 2009 #SC Japan - Signing date: xxx, Duration: 1 January, 2008 – 31 December, 2008
2	Plan, Nepal	Morang, Sunsari, Rautahat, Bara,	# Signing date: 2064/06/16, Duration: 28

<b>SN</b>	<b>Name of INGOs</b>	<b>Working areas</b>	<b>Date of MOU signing and duration</b>
		Makwanpur, Banke	September, 2007 – 30 June, 2009
3	Global Action, Nepal	Solukhumbu, Makwanpur, Kaski, Kathmandu, Bhaktapur,	# Signing date: 2066/01/24, Duration: 2065/10/11 to 2066/10/10
4	Room to Read, Nepal	Chitwan, Nawalparasi, Rupandehi	# Signing date: 2064/07/16, Duration: 1 November 2007 to November, 2008
5	World Education	Bajhang, Bajura, Rukum, Achham, Dadeldhura, Humla, Kanchanpur, Bardiya, Banke, Dang, Salyan, Kapilvastu, Rupandehi, Myagdi, Baglung, Parbat, Kaski, Tanahun, Dhading, Chitwan, Makwanpur, Kathmandu, Bhaktapur, Lalitpur, Kavre, Parsa, Bara, Sarlahi, Mahottari, Dhanusha, Siraha, Saptari, Sunsari, Morang, Jhapa, Panchthar, Udayapur, Khotang, Okhaldhunga	Signing date: 2065/01/25, Duration: April 2008 to June 30, 2009
6	Innovative Forum for Community Development (IFCD)	Panchathar, Udayapur, Sunsari, Saptari, Kavre, Dhanusha, Mahottari, Bara, Sarlahi, Rautahat, Parsa, Nawalparasi, Rupandehi, Kapilvastu, Dadeldhura, Achham, Bajura, Bajhang, Rukum, Jumla, Dang, Jajarkot, Humla, Banke	Signing date: Duration: July 2009 to 8 July 2010
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**Annex i**  
**Summary of Key SSR Indicators, Base-Year Status and 2015/16 Targets**

Indicators	Unit	Base Years		Targets						
				2009/10-2013/014					2014/15-2015/016	
		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
1. Share of Education Budget in	%									
GNP		2.0	2.1	2.1	2.2	2.3	2.3	2.4	2.5	2.5*
GDP		3.5	3.6	3.6	3.7	3.7	3.8	3.8	3.9	4.0
2. Share in Education Budget	%									
Basic Education		70	71	71	72	73	74	74	75	76
Secondary Education		9	9	9	9	9	9	9	9	9
3. Grade 1										
New entrants with ECED experience	%	33	36	41	45	51	57	64	71	80
Gross Intake Rate	%	141	148	144	140	137	133	130	127	123
Net Intake Rate	%	82	84	86	88	91	93	95	98	100
4. Gross Enrolment Rate	%									
ECED/Pre primary		60	63	67	72	77	82	87	93	99
Basic Education		116	123	125	128	130	132	132	132	131
Secondary Education		36	40	43	47	52	58	66	75	83
5. Net Enrolment Rate	%									
Primary Education		89	92	93	94	95	96	98	99	100
Basic Education		71	74	76	78	80	83	85	87	90
Secondary Education		20	21	22	23	24	26	27	29	31
6. Teachers	%									

Indicators	Unit	Base Years		Targets						
				2009/10-2013/014					2014/15-2015/016	
		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
with required qualification and training										
Basic Education		62	66	70	74	79	83	88	94	100
Secondary Education		74	77	80	83	86	89	93	96	100
7. Teachers with required Certification	%									
Basic Education		90	91	92	94	95	96	97	99	100
Secondary Education		90	91	92	94	95	96	97	99	100
8. Pupil Teacher Ratio	Ratio									
Basic Education		44	43	41	40	39	38	37	36	34
Secondary Education		42	39	37	34	32	30	28	26	25
9. Repetition Rate	%									
Grade 1		28	18	12	8	5	3	2	1	1
Grade 8		13	11	9	7	6	5	4	3	2
10. Survival Rate by cohort method	%									
Grade 5		54	58	61	65	70	74	79	84	90*
Grade 8		37	41	45	49	54	60	66	73	80
11. Coefficient of Efficiency	Ratio									
Basic Education		0.46	0.49	0.52	0.55	0.59	0.62	0.66	0.71	0.75
Secondary Education		0.30	0.33	0.36	0.39	0.42	0.46	0.50	0.55	0.60
12. Learning Achievement	%	Average Score of students in core subjects in grade 5 and 8								

Indicators	Unit	Base Years		Targets						
				2009/10-2013/014					2014/15-2015/016	
		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Grade 5		50	53	56	60	63	67	71	75	80*
Grade 8		44	46	48	49	51	54	56	58	60
13. Pass Rate	%	Percentage of students passed in the SLC and HSE National Examination								
School Leaving Certificate		60	62	64	65	67	69	71	73	75
Higher Secondary Education		23	25	28	31	34	37	41	45	50
14. Literacy Rate	%	Percentage of literate people								
Age Group 15-24		73	75	78	80	83	86	89	92	95*
Age Group 6+ years		63	69	76**	78	80	83	85	88	90*
Age Group 15+ years		52	56	60**	62	64	67	70	72	75*
15. Literacy Gender Parity Index (15+ years)	Ratio	0.61	0.74	0.90**	0.92	0.93	0.95	0.96	0.98	1.00*

\* From NPA, EFA, \*\*Interim Plan

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