

**MINISTRY OF EDUCATION  
ROYAL GOVERNMENT OF BHUTAN**

**GLOBAL PARTNERSHIP FOR EDUCATION  
EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT  
(GPE/ESPIG)  
PROPOSAL FOR 2018-2021**



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## List of Acronyms

A4L	Assessment for Learning	MoLHR	Ministry of Labor and Human Resources
ADB	Asian Development Bank	NEA	National Education Assessment
AKRA	Agency Key Result Area	NEAF	National Education Assessment Framework
APA	Annual Performance Agreement	NER	Net Enrolment Rate
BCSE	Bhutan Civil Service Examinations	NFE	Non-formal education
BCSEA	Bhutan Council for School Examinations and Assessment	NKRA	National Key Result Area
BEBP	Bhutan Education Blueprint	NSB	National Statistical Bureau
BHSEC	Bhutan Higher Secondary Examination Certificate	PCE	Paro College of Education
BLSS	Bhutan Living Standard Survey	PCU	Programme Coordination Unit
CA	Continuous Assessment	PD	Professional Development
DEO	Dzongkhag (district) Education Officer	PEMS	Public Expenditure Management System
ECCD	Early Childhood Care and Development	PISA	Program for International Student Assessment
ECR	Extended classroom	PISA-D	PISA for Development
EMD	Education Monitoring Division, MoE	PPD	Policy and Planning Division, MoE
EMO	Education Monitoring Officer	RCSC	Royal Civil Service Commission
ESCM	Education Sector Coordination Meeting	REC	Royal Education Council
ESPIG	Education Sector Program Implementation Grant	RGoB	Royal Government of Bhutan
GER	Gross Enrolment Rate	RIM	Royal Institute of Management
GNH	Gross National Happiness	RUB	Royal University of Bhutan
GNHC	Gross National Happiness Commission	SCI	Save the Children International
GPE	Global Partnership for Education	SDGs	Sustainable Development Goals
ICT	Information and communication Technology	SEN	Special Education Needs

ITA	International Technical Assistance	TEI	Tertiary Education Institutes
KGUMSB	Khesar Gyalpo University of Medical Sciences of Bhutan	TEO	Thrmode (city) Education Officer
KPI	Key Performance Indicator	TRE	Teacher Recruitment Exercise
LEG	Local Education Group	TVET	Technical and Vocational Education and Training
M&E	Monitoring and Evaluation	UNESCO	United Nations Educational, Scientific, and Cultural Organization
MoE	Ministry of Education	UNICEF	United Nations Children's Fund
MoF	Ministry of Finance	WASH	Water, Sanitation and Hygiene

## 1. Introduction

This proposal was prepared as part of the application package for a Global Partnership for Education (GPE) Education Sector Program Implementation Grant (ESPIG) to support the Royal Government of Bhutan (RGoB).

For the first time since Bhutan joined GPE in 2009, Bhutan became eligible for ESPIG in 2017, with an indicative Maximum Country Allocation (MCA) of USD 1.8 million consisting solely of a fixed part (Ex-Ante approach). The Local Education Group (LEG) agreed that UNICEF plays the role of the Coordinating Agency while Save the Children will be the Grant Agent.

This proposal was developed in full alignment to the Bhutan Education Blueprint (2014-2024) as well as the draft 12<sup>th</sup> Five Year Plan (12FYP).

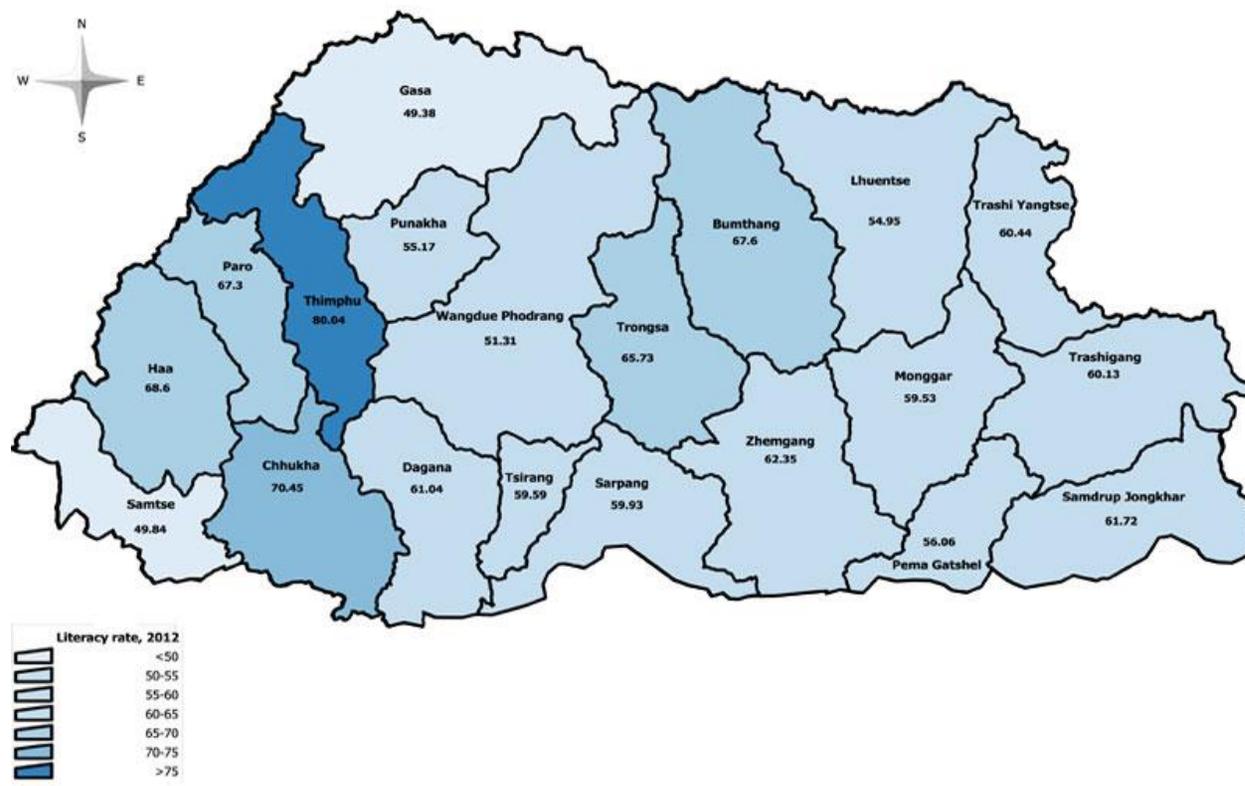
## 2. National Context

### Human Development Indicators

Total Population:	790,215 (Projected population 2018, NSB)
GDP per capita:	USD 2,879.07 (World Bank 2016)
GDP growth rate:	7.99 (NSB)
Population 0-14 years (%):	30.4% (NSB)
Life expectancy at birth:	69.9 (2016)
Adult literacy rate	59.7% (BLSS 2017, NSB)
Maternal Mortality Ratio:	121 (per 100000 live birth) BLSS 2017, NSB
Under 5 mortality rate:	32.9 per 1000 live births (2016)
Under 5 moderately or severely underweight:	12.8% (2010)
Unemployment Rate (%)	2.0% (BLSS 2017, NSB)
Gender Development Index	0.9
Access of population to clean water	99.5% (BLSS 2017 NSB)

Access to adequate sanitation:	92% (BLSS 2017 NSB)
Infants lacking immunization, DTP (% of one-year-olds)	1
Infants lacking immunization, measles (% of one-year-olds)	3
HIV prevalence among population adult 15-19 years (%)	<0.1
Children of primary school age who are out of school (%)	1.20 (Annual Education Statistics 2017, MoE)

## Literacy rate by Dzongkhags (Districts)



Source: Bhutan map portal- National Statistics Bureau

## Socio-Economic Context

Bhutan, a landlocked country with an area of 38,394 square kilometers and a population of 790,215 people, measures development guided by the philosophy of Gross National Happiness striving to balance spiritual and material advancement through the four pillars: sustainable and equitable economic growth and development; preservation and sustainable use of the environment; preservation and promotion of cultural heritage; and

good governance. Bhutan has remained as an independent nation throughout its history of existence. The country's theocratic system, established in the mid-17th century, came to an end in 1907 with the crowning of the First King of Bhutan by general consensus and unanimous political backing. After 100 years of absolute monarchy, under the initiation and guidance by the Fourth King of Bhutan, the country became a democratic constitutional monarchy in 2008. The Constitution of the Kingdom of Bhutan was adopted on 18<sup>th</sup> of July, 2008.

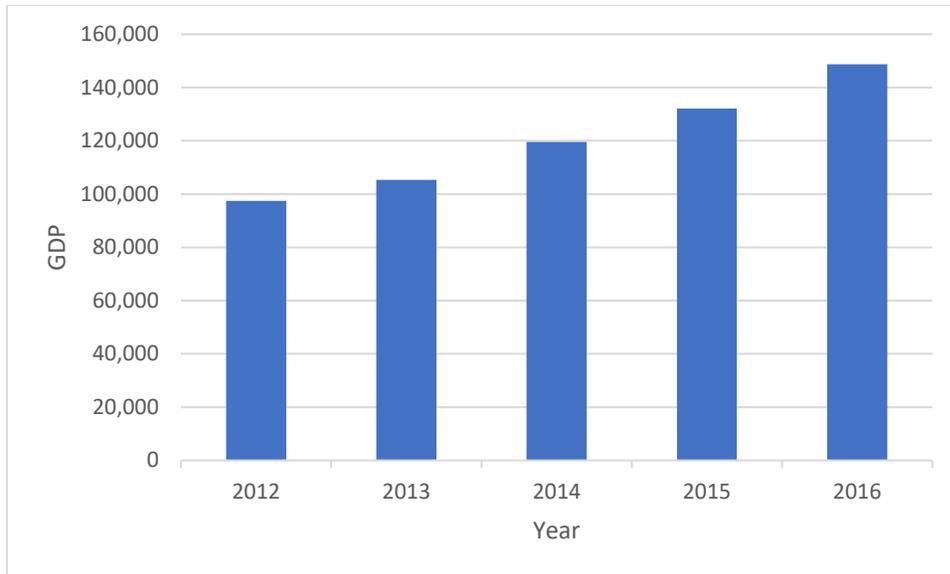
Bhutan is one of the smallest but fastest growing economies in the world. Bhutan's per capita GDP and the GDP growth rate, in 2016, stands at \$2879.07 and 7.99% respectively.<sup>1</sup> Figure 1 shows the values of GDP over the period of 5 years from 2011 till 2016. The total domestic revenue for the FY 2016-17 has been estimated to Nu. 29,167.933 million. Tax revenue is estimated to be Nu.21, 078.490 million and non-tax to be Nu.8,089.44 million. The total Government expenditure has been estimated as Nu.56, 283.21 million, 46% of which is toward current expenditure.<sup>2</sup> Bhutan's HDI for the year 2015 has been recorded as 0.607 positioning it in 132 out of the 189 countries and territories. According to the Bhutan Living Standard Survey 2017, 34% of the population reside in urban areas while the remaining 66% in the rural areas. Female heads make up 35% of households in the country, 29% among urban households and 39% among rural households. Labor force participation has been estimated at 61% of the country; 64% in rural areas and 56% in the urban areas. The disparity among the sexes is higher in the labor force participation rates (73.6% for males, 49.6% for females).

**Figure 1: GDP values from 2011-2016 in million Nu.**

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<sup>1</sup> National Statistics Bureau, 2016.

<sup>2</sup> National Budget Financing Year 2017-18



Source: NSB, 2017

Bhutan has made tremendous progress towards graduating from the Least Developed Countries criteria. It met the graduation criteria for the first time at the triennial review in 2015 and is expected to meet the criteria again in 2018, making it eligible for a recommendation for graduation by the Committee for Development Policy. Bhutan has achieved remarkable socioeconomic progress and poverty reduction on the back of robust economic growth and the government’s efforts to improve the living standards of the country’s people. Bhutan has registered impressive growth for the last three decades, averaging 5.9% for the three decades, with annual growth rates averaging 10.2% in the 1980s, 5.1% in the 1990s, and 8.5% in the 2000s. Poverty incidence declined from 31.7% in 2003 to 12.0% in 2012.<sup>3</sup>

During the 105th National Day celebrations, 17th December 2012 in Thimphu, His Majesty the King of Bhutan declared “Our Nation has seen great socio-economic growth but it is more important that we have growth with equity”. The current eleventh five year plan of the Royal Government of Bhutan, in line with the King’s address, set out an agenda of achieving “prosperity for all” through effective empowerment of the people. The plan objective for the 12FYP<sup>4</sup> is “Just, Harmonious and Sustainable Society through Enhanced Decentralization”. There are 16 National Key Result Areas which have been formulated to achieve the overall objective.

Despite many remarkable achievements in terms of various macroeconomic indicators, Bhutan still faces many challenges. One of the major

<sup>3</sup> National Statistics Bureau of Bhutan poverty analysis reports.

<sup>4</sup> Gross National Happiness Commission

challenges is the current account deficit of the country which remained high at 23% of GDP in 2016/17. Bhutan has not been able to reduce malnutrition significantly, the prevalence of underweight (weight for age) for the children below 5 has risen from 10.4 in 2008 to 12.7 in 2010<sup>5</sup>. The under 5 stunting is reported at 21.2% and stunting prevalence were higher among children in poorer quintiles of the population. In Q1 (the least wealthy quintile) 35.1% of children were stunted compared to 5.7% of children in Q5 (the wealthiest quintile).<sup>6</sup> The country's heavy dependence on capital-intensive hydropower development has tied the country's source of growth to a sector that provides only limited employment opportunities. There is a labor market mismatch as the educated youth have not been able to match their skills with the jobs present in the labor market, the unemployment rate for 15-24 age-group for 2017 was 13.2% as compared to the overall unemployment rate of 2%<sup>7</sup>. Another concern is that the main source of foreign exchange is through the export to India and hence, this source remains vulnerable to swings in India's business cycles.

### 3. Education Sector Context

#### Education Sector Guiding Documents

Education has played a central role in the social, economic, political, cultural, intellectual and environmental development of Bhutan. The Royal Government of Bhutan places the highest importance to education. Bhutan also emphasized a holistic approach to education, aiming at equipping its young population with its unique cultural and ethical values, as well as universal values and globally applicable skills and competencies. This view is very well articulated in various guiding policy and planning documents.

#### ***Education Sector Strategy: Realizing Vision 2020***

Education Sector Strategy: Realizing Vision 2020, developed in 2001, articulates the goals and processes for achieving Bhutan's aspiration in the education sector as part of the wider national development initiatives and principles, underpinning Bhutan's unique values and development objectives of Gross National Happiness. Education is recognized both as a basic human right and as a pre-requisite for achieving social, cultural and economic development. In this document, six strategic objectives were identified.

1. Continuously improve the quality and relevance of education to ensure holistic development of the child;
2. Expand basic education to the entire population;
3. Develop a highly motivated and competent teaching cadre;

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<sup>5</sup> BMIS 2010, National Statistics Bureau

<sup>6</sup> National Nutrition Survey 2015, Department of Public Health, Ministry of Health, Royal Government of Bhutan

<sup>7</sup> Labor Force Survey 2016

4. Take advantage of new educational innovations and technologies to improve access to and quality of education;
5. Develop private schools to lessen the resource burden on the Government and provide greater choices to the public; and
6. Establish a National University based on the idea of “centers of excellence”

These objectives were reviewed, adjusted, and further developed in the Bhutan Education Blueprint 2014-2024.

### ***Bhutan Education Blueprint (2014-2024)***

In 2014, Bhutan Education Blueprint 2014-2024 (BEBP 2014-2024) was developed with an unprecedented level of participation of the people across the country<sup>8</sup> as a 10-year education sector strategic plan. BEBP 2014-2024 focused on four “system aspirations” (Achieving Access to Education; Achieving Quality Education; Achieving Equity in Education; and Achieving System Efficiency). In order to realize those desired outcomes, eight transformative “*shifts*” were identified: (1) ensure access and equity to education; (2) revamp curriculum and assessment to enhance student learning; (3) raise learning outcomes of students comparable to leading international standards; (4) transform teaching into a profession of choice; (5) ensuring high-performing schools and school leaders; (6) leverage ICT for learning; (7) enhance values education and wellbeing; and (8) system transformation, delivery capabilities and capacity.

### ***Agenda 2030 for Sustainable Development***

In 2015, the RGoB fully embraced the 17 Sustainable Development Goals (SDGs) stated in the Agenda 2030 for Sustainable Development. Its education goal, SDG4, is considered fully compatible with Bhutan’s national education vision because of SDG4’s clear focus on equity, inclusion, learning and values.

### ***12<sup>th</sup> Five Year Plan (12FYP)***

BEBP 2014-2024, a 10 year strategic road map for the education sector, is being implemented through the national five year planning cycle. The Blueprint implementation plan has been classified into three waves. The first wave (2014-2017) has been implemented through the 11th National Five Year Plan (FYP), which is due to end in June 2018. The second wave (2018-2020) and third wave (2021-2024) is well aligned and integrated in the draft 12FYP (2018-2023).

The 12FYP implementation will be monitored by the Gross National Happiness Commission (GNHC), earlier known as the Planning Commission, at the national level. At the agency level, the Ministry of Education (Policy and Planning Division) will be responsible for the monitoring of the implementation of the 12FYP of the Education Sector.

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<sup>8</sup> A total of 10,197 people participated in the BEBP 2014-2024 consultation, covering 1.3% of the total population.

The 12FYP implementation progress will be monitored and reviewed on annual basis through the Government Performance Management System (GPMS), where the Prime Minister and the Minister of Education agree and sign the Annual Performance Target of the 12FYP. Similarly, within the Ministry, the Head of the Departments agrees on the annual five year plan targets and signs the agreement which is reviewed four times (quarterly) a year to ensure that all annual targets are met and also resolve any implementation issues in timely manner. These annual performance targets are linked to annual budget and individual performance appraisal system. GPMS is to accelerate the implementation of five year plans and also enhance accountability.

At the time of the proposal writing (April 2018), the RGoB is in the final stage of developing its 12FYP. Similar to the previous cycles, education receives significant attention and investment. One clear shift in the 12FYP is its focus on quality of learning from expanding access to education. Out of ten National Key Performance Indicators (KPIs) for education and skills, nine are related to quality at various levels of education. At the same time, expansion of ECCD is also one of the highest priorities. This is evident from the fact that NER for ECCD is the only enrolment-related indicator included as a national KPI (Table 1).

**Table 1: 12FYP Key Education and Skills Targets (Draft, February 2018)**

Key Performance Indicators (KPIs)	Baseline (2017)	Target (2022)
1. Net Enrolment Rate for ECCD by gender	21.8% (M 21.2% & F 22.4%)	50% (M 49% & F 51%)
2. Graduates from In-country TEIs Employed within one year of graduation	KGUMSB: 93.15% RUB: 72% RIM: 79% JSW School of Law: NA	KGUMSB: 95% RUB: 75% RIM: 90% JSW School of Law: 100%
3. TEIs accredited by national/regional international bodies	National: 9 Regional/international: Nil	National: 18 Regional/international: 2
4. In-country graduates qualifying Preliminary Examination in Bhutan Civil Service Examination (BCSE)	21%	30%
5. Students performing minimum 60% in BCSE Examinations	14% (2017)	20%
6. Students performing minimum 60% in all core subjects of Bhutan Higher Secondary Examination Certificate Examinations	Science: 15.5% Commerce: 7% Arts: 10% Rigzhung: 2% (2017)	Science: 23% Commerce: 15% Arts: 18% Rigzhung: 10%

7. Mean score in the core subjects in PISA (Program of International Student Assessment) participation	To be determined in 2017/2018 when PISA assessment is conducted	
8. TVET institutions accredited by national/regional/international bodies	0 (2016)	10
9. TVET graduates employed within 6 months of graduation	80% (2016)	90%
10. People enjoying sufficiency level of Values Index	99% (2015)	

## Education Situation Analysis

Education plays a pivotal role in the economic, social, political development of the country. Prior to 1950s, education system in Bhutan was mostly monastic, which included the study of Buddhism, liturgy, philosophy, astrology and fine arts. Education in Bhutan has come a long way since late 1950s with the introduction of modern education. Today, the education system in Bhutan has three main elements i.e. general education, monastic education and non-formal education. General education is by far the biggest and is regarded as the only educational structure. The school education system consists of seven years of primary education (PP-VI)<sup>9</sup>, including one year of preprimary, followed by four years of lower and middle secondary (VII-X), and two years of higher secondary (XI-XII). The pre-schooling provided by the Early Childhood Care and Development (ECCD) centers are for children of ages three, four and five before their pre-primary schooling starts at the age of 6.

As of 2017, there are 307 ECCD Centers comprising of 245 community ECCD<sup>10</sup> centers and 62 childcare centers established by private and Non-Government Organizations. In the schooling system, there are 515 schools, which consist of 479 public schools including 60 central schools, and 36 private schools. Additionally, there are 90 Extended Classrooms (ECRs) which are directly aimed at expanding access to hard-to-reach children to address equity.

The overall literacy rate<sup>11</sup> for the population of 15 years and above was recorded to be 59.7% for the year 2017 while the male and female literacy rates are 69% and 51% respectively. The Gender Parity Index for literacy rates of the adult population of 0.74 shows how the female population are further marginalized in terms of literacy learning due to various socio-economic and cultural constraints. The gross enrollment rates for the ECCD, primary, secondary and tertiary education for the year 2017 was 21.8%, 109.9%, 106.9%, and 27.4% respectively. The Net Enrolment Ratio

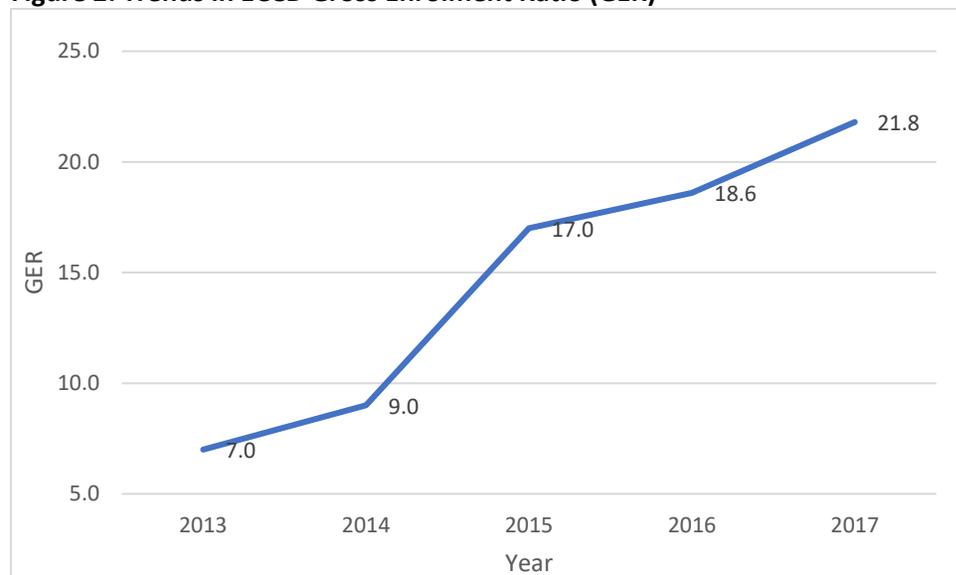
<sup>9</sup> Seven years of primary education in Bhutan starts at the age of 6.

<sup>10</sup> An ECCD Centre established with support of the government but managed by a local committee, with ECCD facilitator appointed and paid by the government.

<sup>11</sup> UNESCO Institute of Statistics

for the same period was recorded as 94.80%, 70.10% for primary and secondary education respectively. The Basic education which includes the primary level and lower secondary levels of education showed the NER and GER of 95.7% and 108.8% respectively. The graphs below show the trends in the growth of GER and NER for ECCD, primary and basic education over the period of five years from 2013 to 2017. Trend in the GER<sup>12</sup> of the ECCD suggest significant growth in the enrolment in the ECCD over the period of five years under analysis. The GER recorded as 17% in the year 2015 had almost doubled as compared to the GER of 9% in the year 2014.

**Figure 2: Trends in ECCD Gross Enrolment Ratio (GER)**

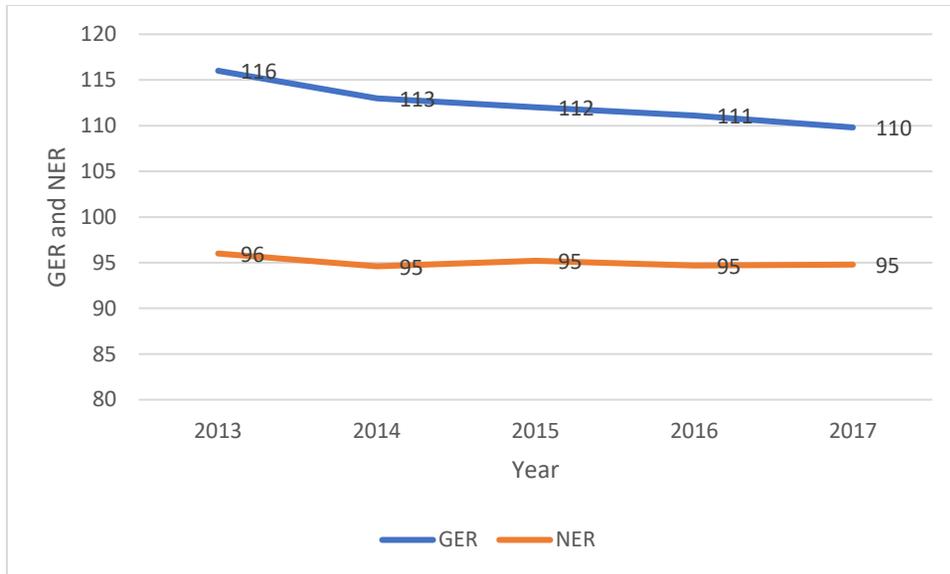


Source: Annual Education Statistics

The decline in Gross Primary Enrolment Ratio (GER) over the past few years as indicated below is a positive development as it is an indication of the decrease in under-aged and over-aged children enrolled in the education system. The NER for the period of 5 years have been relatively consistent as seen in the graph below. The Gender Parity Index for the NER has been consistent at 1.02 for all the five years indicating that the female NER for primary education was higher as compared to that of the male for all these years.

**Figure 3: Trends in GER and NER of primary education**

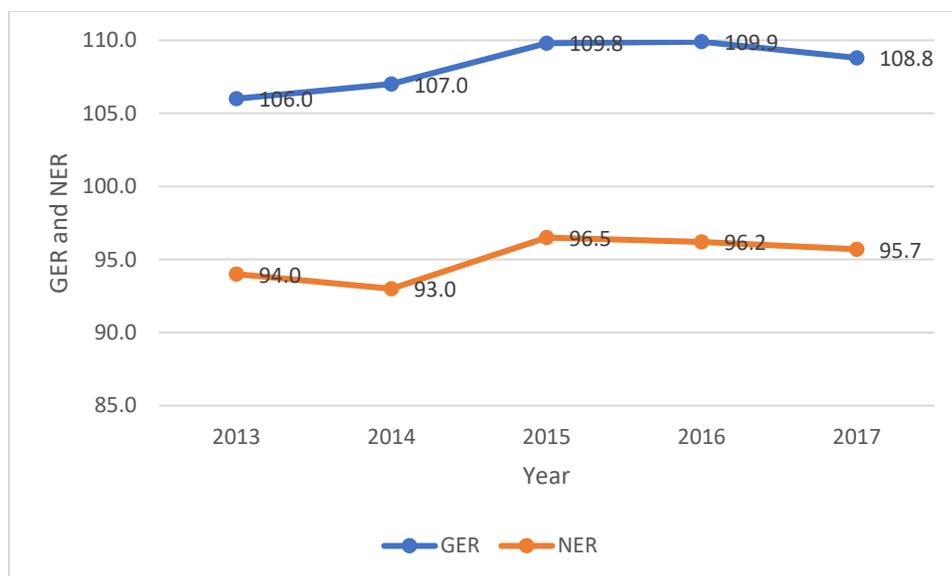
<sup>12</sup> GER for ECCD and NER for ECCD is recorded same as all children in ECCD are between 3-5 years old



Source: Annual Education Statistics

Figure 3 shows the trend in the GER and NER for the Basic Education in the Bhutanese education system over a period of 5 years from the year 2013-2017. The trend shows a steady increase in the rates from one subsequent year to another, while there has been a slight fall in the GER and NER for the year 2017.

**Figure 4: Trends in GER and NER of basic education**



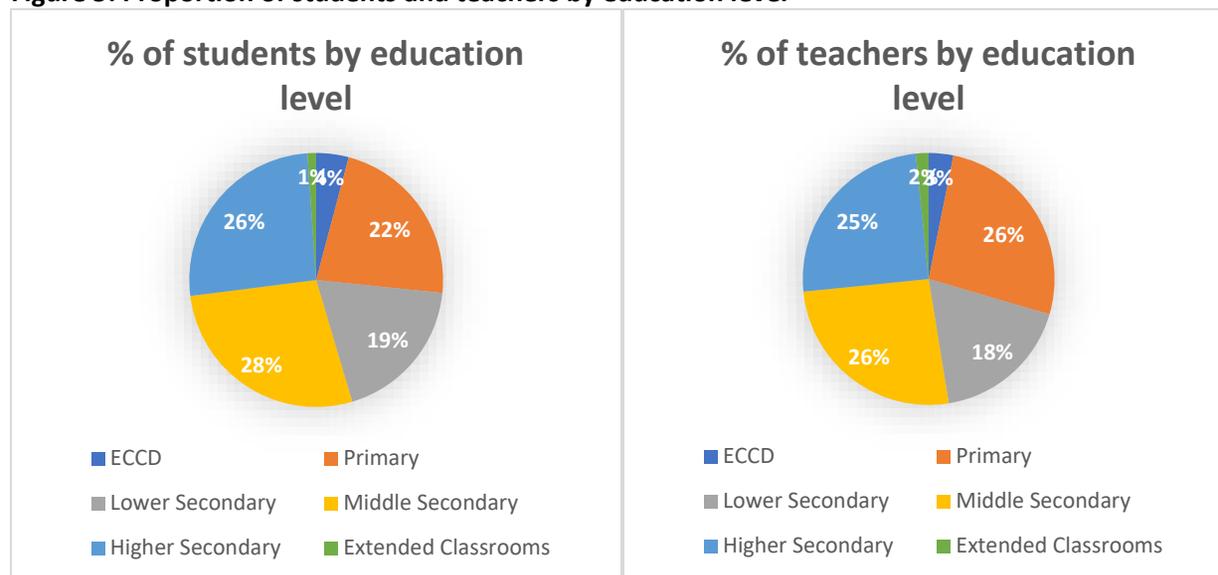
Source: Annual Education Statistics

Accessibility and quality of education is one of the most debated issues and concerns for Bhutan. In Bhutan this is especially a concern for the population scattered across the extreme mountainous terrain of the country. Challenging access and spatial remoteness leads to an unequal distribution of the quality education services in Bhutan. It is also an issue for children in urban communities despite the easy access to schools where poverty and disability hold children back from enrolling in and completing school. As of 2017, it is estimated that about 1.2% of primary aged children, about 1039 primary age children, are out of school or not attending any forms of education<sup>13</sup>. These children are expected to be in the remote and hard to reach areas, children of nomadic communities and migrant populations, children with learning disabilities whose special needs are not currently catered for and those who dropped out of school. According to the BMIS 2010, 8.1 % of the children are out of school when they are expected to be participating in school. In urban areas 3.7 % of children are out of school while in rural areas 9.8% of the children are out of school. Out of school rates are highest for children in the poorest wealth quintile (15.3%). Attendance is also much lower among children whose mothers have no education (90.7%) compared to children whose mothers have primary education (96.9%) or secondary or higher education (95.8%).

<sup>13</sup> Children, aged 6-12 years, who had attended primary school or higher at any time during the school year were classified as 'in school'; children who had not attended school at any time during the school year.

The total number of teachers as of 2017 are 9,415 with 8,644 teaching in government schools and 771 in private schools. The proportion of female teachers is about 41% in public schools and about 44% in private schools. The proportion of teachers and students in each level of education as of June 2017 is shown in the Figure 5.

**Figure 5: Proportion of students and teachers by education level**



Source: Annual Education Statistics, 2017

The Student-Teacher Ratio (STR) measures the number of students per teacher and the STR in all levels of education in Bhutan was found to be 18. The average class size in the schools of Bhutan was recorded as 25.<sup>14</sup>

### Education Financing and Funding Gap

The Article 9.15 of the Constitution of the Kingdom of Bhutan states that “The State shall endeavor to provide education for the purpose of improving and increasing knowledge, values and skills of the entire population with education being directed towards the full development of the human personality”. The Royal Government of Bhutan has long realized the importance of education for overall development of the country and

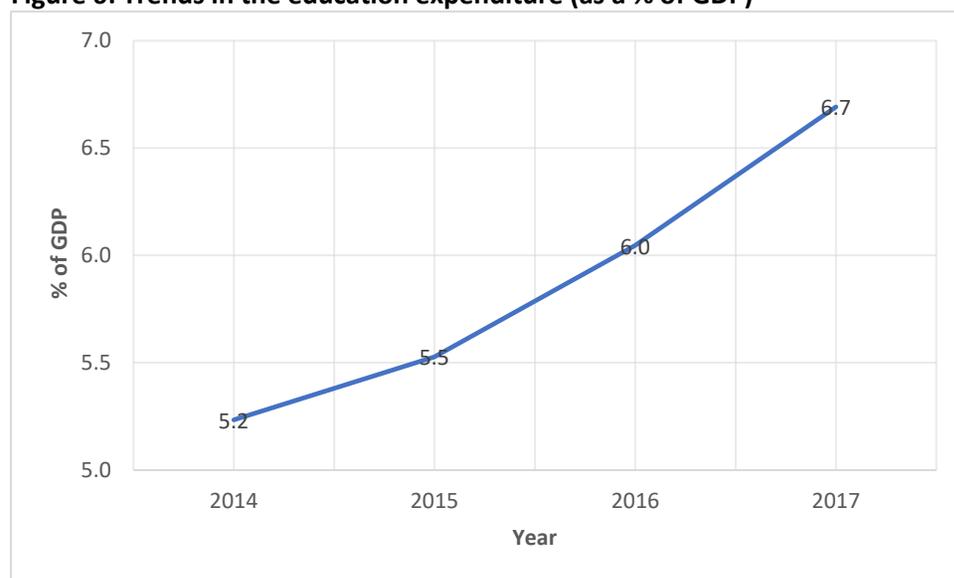
<sup>14</sup> Annual Education Statistics 2017

hence, has diverted substantial proportion of its resources towards the education sector consistently throughout the planning periods. Bhutan provides free basic education from Class PP at the entry age of 6 till Class X.

The total outlay for education sector in the 1st FYP (1961-66) was Nu. 9.4 million. It was increased to Nu.10.3 billion in the 10th FYP (2008-13) and Nu.13.99 billion in the 11th FYP. However, in terms of percentage of the total FYP outlay, it was 7 % in the 10th FYP which was further reduced to 6.57 % in the 11th FYP. The decline in the budget allocation for education sector from 10th plan is attributed to the segregation of budget for the Royal University of Bhutan, which was earlier budgeted with the Ministry of Education. In the FY 2015-2016, a total budget of Nu. 8,448.2 million, revised capital and current budget, was allocated for the education sector including the *dzongkhags* (Districts) and *thromdes* (Municipality) education sector.

The total education expenditure for the year 2017 was Nu. 10,924.3 million which accounted for 6.7% of the GDP in the year 2017 in current price. The time-series data on the education expenditure suggest an increasing trend in the percentage of the total education expenditure on the GDP.

**Figure 6: Trends in the education expenditure (as a % of GDP)**



Source: Ministry of Finance

In 2017, out of the total government budget, education expenditure accounted for 19.4 % of the total government budget. The total expenditure by the government for education is Nu. 8,063.2 million which translates to 4.9 % of the GDP in 2017. This is above the international benchmark of allocating minimum 4% of the GDP to education and close to the recommended level of 20% as share of the government expenditures. Over the period of four years from 2014 to 2017, government’s expenditure to education has increased at an average rate of around 10%.

The expenditure on education was not entirely funded by the government and continues to rely on the external sources mainly in the form of grants. The external grants on education over the years showed a great variation with a sharp rise; the grants have increased by 200% (Nu. 1,425 million) from around Nu. 712 million in 2014, the grants reached Nu. 2,137 (712+1,425) million in the year 2017.

At the GPE Financing Conference held in Dakar, Senegal in February 2018, the RoGB pledged Nu. 22.9 billion for the period of 2018 to 2020. While the high-level of the commitment to finance education remains, the expenditure on education from the government own sources is likely to be not enough considering the projected expenditure figures required to realize the ambitious BEBP 2014-2024 visions. The shortfall of the education expenditure leads to funding gap in the education sector. The amount of funding gaps starts from Nu. 5,749.7 million in 2018 to Nu. 9,044.8 million in 2020. Table 2 below shows the actual and estimated figures on the projected external grants and comparing this with the funding gap after government’s own expenditure on education gives the total funding gap.

**Table 2: Funding Gap Analysis in education sector**

Nu. In millions

EDUCATION EXPENDITURE	ACTUAL					PROJECTION	
	2014	2015	2016	2017	2018	2019	2020
<b>Education Sector Plan cost</b>	6,257.0	7,301.3	8,988.9	10,924.3	10,931.7	11,794.8	12,735.6
<b>International grants on education excluding GPE<sup>15</sup></b>	765.7	712.3	1,644.2	2,577.4	1,068.7	1,068.7	2,137.4
<b>Funding gap – government’s own resources</b>	765.7	306.3	2,045.5	2,861.1	3,483.1	4,921.4	6,718.1

Source: Financial gap analysis for this exercise

It is expected that the present funding gaps will be fulfilled by identifying new development partners and bilateral agencies including GPE.

<sup>15</sup> There is no loan component in education sector. The average of the grants for the four years from 2014-2017 used to calculate the total for the next three years and this then divided as 1/4 for the first 2 years and 1/2 for the last year

## Education Administration

The responsibility for the administration of education in Bhutan is shared amongst the Ministry of Education (MoE), Royal Education Council (REC), Bhutan Council for School Examinations and Assessment (BCSEA), Ministry of Labour and Human Resources (MoLHR), Royal University of Bhutan (RUB), Khesar Gyalpo University of Medical Sciences of Bhutan (KGUMSB), other autonomous tertiary institutes, *dzongkhags* (district)/*thromdes* (city) and *gewogs* (block). The responsibility of the monastic education is with the Central Monastic Body and privately managed independent monasteries.

The RGoB, more specifically the MoE, holds the key responsibility to plan, promote and deliver the education policies and training programmes pertaining the education sector in Bhutan. The ministry is responsible for the development and implementation of relevant and effective Human Resources policies including teacher recruitment and deployment, as well as the foundation of incentives and professional development programmes. REC is responsible for developing and updating the National Curriculum Framework in collaboration with the MoE, BCSEA and RUB. The National Curriculum Framework guides the development and implementation of national curriculum in all schools. The ministry consists of 3 Departments, one Directorate of Services and the Ministerial Secretariat.

The Ministerial Secretariat consists of Policy and Planning Division (PPD), Human Resources Division (HRD), Internal Audit Unit (IAU), and Bhutan National Commission (NatCom) for UNESCO. These Divisions are responsible for planning, co-ordination and monitoring of the various programmes and activities under their respective mandate. Directorate of Services has four Divisions: Human Resource Division (HRD), Accounts and Finance Division (AFD), Information, Communication and Technology Division (ICTD), School Planning and Building Division (SPBD) and legal services Unit.

The **Human Resource Division (HRD)** in the ministry is the nodal agency for recruitment and deployment of all levels of Human Resource in the education sector including teachers, educators, staff, policy makers, facilitators and monitors while the **Royal Civil Service Commission (RCSC)** has an overall regulatory role for civil servants. The **Department of Adult and Higher Education's (DAHE)** functions include regulating the operations of tertiary education institutions within the country and liaise with institutions abroad as per the provisions of tertiary education policy; creating a pool of trained graduates and professionals that shall form the basis of national human capital; empowering individuals for personal and professional development by enhancing continuing and life-long learning opportunities. The **Department of School Education (DSE)** is responsible for the entire school system in the country – primary to higher secondary including ECCD, SEN, health and nutrition for school children and teacher professional development. The department is also responsible for monitoring of both public and private schools including ECCD. The **Department of Youth and Sports (DYS)** is responsible for activities that complement the academic dimension of learning by providing youth health and development programmes to enable youth to be physically fit and mentally prepared with moral values and skills necessary to become productive and responsible citizens.

The *Dzongkhag/Thromde* Administrations are entrusted with various responsibilities both formal and non-formal education sector which include *Dzongkhag* level planning, school construction and maintenance, supply of teaching learning materials, deployment of teachers within the

*Dzongkhag/Thromde* and implementation of national policies. These responsibilities are carried out by *Dzongkhag/Thromde* Education Offices, all of whom report to the *Dzongda/Thrompon* (District Governor/ Mayor) and the Ministry of Education.

The monitoring and evaluation of educational services to the *Dzongkhags* and schools are carried out by the Education and Monitoring Division (EMD). It carries out regular monitoring to assess the performance of schools in terms of their effectiveness and accountability in the provision of quality education to the children.

REC, an autonomous professional body, is responsible for the development and research on the national curriculum. BCSEA, also an autonomous body, is responsible for conducting public examinations and assessment for school education.

## 4. Major Challenges in Education

BEBP 2014-2024 identifies various emerging challenges to be addressed by its eight “*shifts*”. Among them, the below are considered critical and in need of immediate attention.

### Access and Equity

Bhutan is close to achieving universal basic education (primary and lower secondary) with the NER and GER of 95.7% and 108.8% respectively in 2017. On the other hand, access to ECCD remains limited despite the RGoB’s effort to expand the services. While there has been a significant improvement of access since BEBP 2014-2014 was launched (NER: 9% in 2014 to 21.8% in 2017), it is extremely difficult to reach the most isolated populations of the country. In addition, with the recent urbanization trends, there is a growing number of children living in urban areas where ECCD centers are largely private and not affordable for many of the urban poor families who are mostly holding unskilled and low-paying jobs. According to the study on access to ECCD among rural poor populations in 2017<sup>16</sup>, out of 10,345 children of 3-6 years of age living in 4 *Thromdes* (Municipalities) of Bhutan (Thimphu, Phentsholing, S/Jongkhar, and Gelephu), only 1,822 children are enrolled in ECCD programmes.

In terms of equity, there is a significant difference in education attainment among children as mentioned in the earlier section of this document. In addition, learning outcomes vary significantly across the country and grades, regardless of the types of assessments. Girls tend to do better in language while boys score higher in math and science. Students in urban school tend to do better than those from rural schools, especially in

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<sup>16</sup> MoE, RGoB and Save the Children, Bhutan (Jan 2018). Access to ECCD Services for 0-6 years old Children in four *Thromdes* of Bhutan: A Situation Analysis, Draft Report

English, math and science. Students who spent less time walking to schools did better than those who walk longer to schools. Also, students in private schools tend to outperform students in government schools<sup>17</sup>.

## Quality and Learning Outcomes

While access to education has expanded significantly in recent years, quality of learning is a major challenge. A critical report<sup>18</sup> by the Royal Education Council (REC) and its partner published in 2009 concluded that:

1. Student learning outcomes are below the minimum expectations of their grade levels, unable to perform basic numeracy and literacy tasks;
2. Majority of students are unable to understand core concepts and apply knowledge to real-life situation across grades and subjects;
3. Students perform better in questions related to recall and rote;
4. Gaps exist even in case of procedural learning as students make simple mistakes in questions related to procedural applications;
5. Students across grades performed poorly in question related to work visual problem, indicating that children have poor comprehension ability; and
6. Employers perceived graduates as lacking the academic preparation and professional skills to succeed in entry level jobs.

The results of the National Education Assessment (NEA) for Class X conducted in 2013 also raised some concerns. Only slightly over half of the Class X students achieved the minimum competency level in math while a little less than half achieved the minimum competency level in English. Only a much smaller fraction of the students achieved proficiency levels in both of the subjects<sup>19</sup>. The results of the PISA-D preliminary assessment survey conducted in 2017 are equally alarming, with very low level of proficiency levels performed in all 3 domains (reading, math and science) tested<sup>20</sup>. However, the preliminary survey was based only on selected items and covered 13 schools and the results of the full survey will be needed to make a full assessment of the education system and identify areas for policy interventions in Bhutan. At the same time, it is evident that quality of education and learning need urgent attention in Bhutan.

## Efficiency

BEBP 2014-2024 clearly recognizes that the past efforts to improve education in Bhutan had largely focused on inputs (e.g., infrastructure, facilities and human resources) and little attention had been given to improving efficiency of the system as a whole. BEBP 2014-2024 shows a strong

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<sup>17</sup> E.g., BCSEA (2014). A study of student achievements in English literacy and mathematics literacy at grade C, BCSEA (2017). Competency Based Assessment Classes III and VI Report 2017

<sup>18</sup> Royal Education Council & iDiscoveri Centre for Education and Enterprise, I. (2009). The quality of school education in Bhutan: realities and opportunities. Thimphu: Royal Education Council (cited in BEBP 2014-2024).

<sup>19</sup> BCSEA (2014). A Study of Student Achievements in English Literacy and Mathematics Literacy at Grade X.

<sup>20</sup> BCSEA (2017). PISA-D Preliminary Assessment Survey Report 2017.

commitment to the systems approach to education in order to “maximize student learning outcomes for a given level of investment”. This is fully in line with the GPE’s perspective on system efficiency, as stated in its Strategic Plan<sup>21</sup>.

*Achieving lasting change at scale requires a focus on the education system as a whole, including whether the funding for education is deployed efficiently and effectively to maximize the learning outcomes of all children (P.13).*

One of the eight major transformation *shifts* proposed in BEBP 2014-2024 is on restructuring the organizational structures at all levels of education management and administration, policy reforms, and strengthening timeliness and reliability of data for better educational policy and planning, to enhance the system efficiency and capacity.

## 5. Focus Areas and Rationale for GPE/ESPIG Support

In response to the above-mentioned challenges, the MoE intends to utilize the GPE/ESPIG Programme to focus on ECCD and learning assessments as transformative areas that can produce sustainable and system-level improvements.

After successful implementation of the proposed GPE/ESPIG programme, the RGoB will have: (1) improved access to and quality of ECCD services; and (2) established a robust and regular National Education Assessment mechanism. As a result, it is expected that the below mentioned changes will be brought to the education system:

1. More children, especially those from disadvantaged groups, are physically, intellectually, socially and emotionally prepared for schooling; and
2. Education policies and teaching/learning processes are informed and improved by robust and periodic learning assessments

These changes will contribute to realization of the 4 system-level aspirations stated in BEBP 2014-2024, namely: (1) **access** (also addressing the aspect of internal efficiency by reducing drop-outs among the ECCD learners in later levels of education); (2) **equity**, as ECCD expansion will focus on the most disadvantaged areas/populations and learning assessments can inform targeted interventions for disadvantaged learners; (3) **quality and learning**, as children will be more prepared for learning and teaching/learning processes can be constantly improved by the information obtained through learning assessments; and (4) **system efficiency**, as the MoE will be able to make more informed and evidence-based investments in education. These aspirations are fully aligned to Bhutan’s commitments to SDG4 (“Ensure inclusive and equitable quality education and promote opportunities for lifelong learning”). They also correspond to GPE’s priorities stated in GPE 2020 (Improved and More Equitable Learning Outcomes; Increased Equity, Gender Equity and Inclusion; and Effective and Efficient Education Systems).

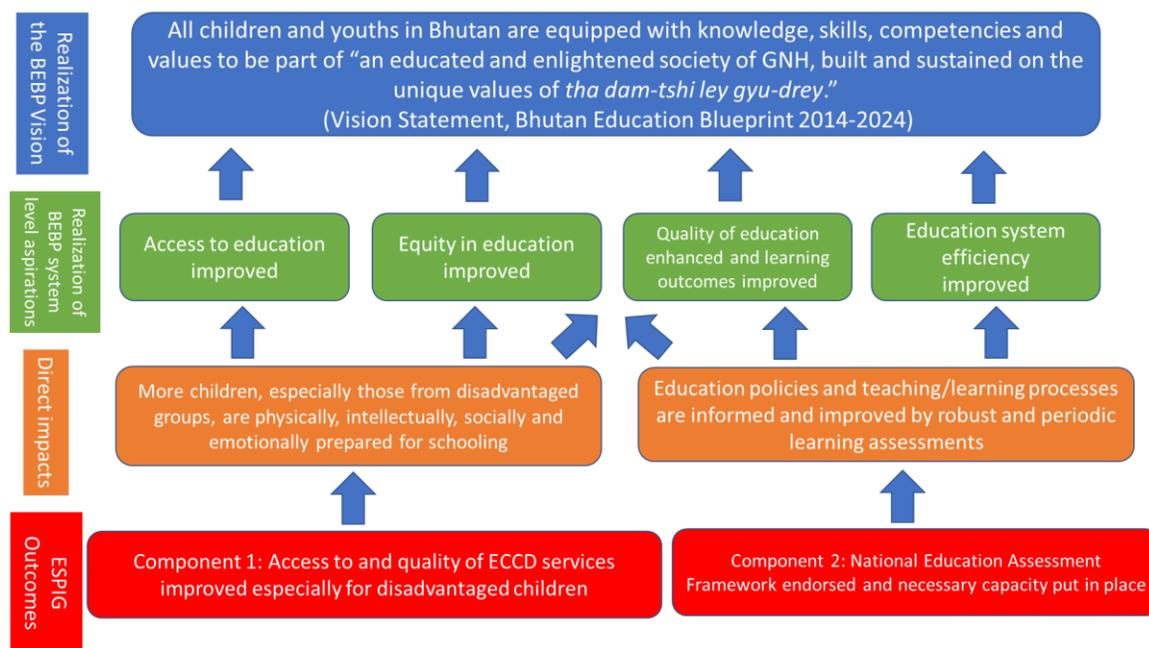
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<sup>21</sup> GPE (2016). GPE 2020: Improving learning and equity through stronger education systems.

These systemic improvements will directly contribute to realization of Bhutan’s vision of creating “an educated and enlightened society of GNH, built and sustained on the unique values of *tha dam-tshi ley gyu-drey*” as stated in BEBP 2014-2024. The concept of *ley gyu-drey* and *tha dam-tshi* is central to the Bhutanese values. The concept of *ley gyu-drey* essentially states that good begets good and vice versa. The idea of *tha dam-tshi* outlines the sacred commitment to others in society.

A simplified theory of change for the GPE/ESPIG Programme is shown in Figure 7.

**Figure 7: Bhutan GPE/ESPIG Programme Theory of Change**



## Early Childhood Care and Development

Bhutan has made impressive progress in providing better access to ECCD services for 3-5 year old children through the establishment of community ECCD centers and parenting education programme, particularly in the rural areas. The number of ECCD centers has gradually increased from just 6 private Day Care Centers in 2007 to 307 ECCD centers in 2017. As of date there are 307 ECCD centers of which 245 are government supported

community ECCD centers, 62 others are supported by other agencies (53 privately owned, 7 owned by the corporate bodies and 2 by CSOs<sup>22</sup>. In these 307 ECCD centers 7250 (3582 males and 3668 females) children aged 3-5 years are enrolled reaching 21.8% of the 3-5 year-old children in the country.<sup>23</sup> Of the 245 government supported ECCD centers only 5 Governments supported centers are available in the 4 major *Thromdes* (Municipalities)<sup>24</sup>. Most of the ECCD services in urban areas are provided by the private operators, therefore unaffordable for urban poor communities.

The aspiration of the government is to increase access to ECCD programme and services to very young children has been reflected in many government documents such as Education Sector Strategy: Realizing Vision 2020 which states that “All children aged 0-5 years will be supported to enhance their intellectual, emotional and physical development through a programme that enables them to grow in their familiar and natural environment.” The importance of providing ECCD services has been reflected in the government’s Five Year Plans right from the 9<sup>th</sup> FYP (2002 – 2007) period. Education without Compromise, a report produced by Education Sector Review Commission in 2008 recommended seven strategies critical to transforming Education System in Bhutan. One of the strategies recommended states: Provide high-quality, universal early childhood education<sup>25</sup>.

BEBP 2014 – 2024 recognizes the crucial role played by ECCD programme in laying foundation for human development and lifelong learning especially for children from lower socio-economic background. Therefore explicitly includes “Enhance access to ECCD programme” as one of the game changing initiatives and sets target to reach at least 50% of 3-5 year old children by 2024 through the provision of quality ECCD programme.

The critical role of ECCD programme is clearly spelt out in the Draft National Education Policy (As of January 2018) emphasizing the importance of expanding the provision of ECCD programme/services to all pre-school children. It states: *Early Childhood Care and Development (ECCD) provides opportunities for all children aged 0 to 8, including those with special educational needs, to develop to their full potential. ECCD programmes and services provide strong foundations for learning, lifelong development and a smooth transition from early childhood education to school. ECCD centers shall be established on a priority basis in rural communities and other areas where there is an identified socio-economically disadvantaged population.* NER for ECCD is included as a National Key Performance Indicator (Result Area: NKRA- 7 and Agency Key Result Area: AKRA- 7.1.) in the 12FYP (2018 – 2023).

Research globally has clearly demonstrated the benefits of investing in ECCD programmes for laying strong foundations for life-long learning, improved health through early detection and interventions, increasing efficiency in primary education by reducing repetition and dropout rates, improving survival and completion rates. It also brings other individual and social returns – such as higher income, higher productivity, less social

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<sup>22</sup> Annual Education Statistics 2017

<sup>23</sup> Ibid

<sup>24</sup> MoE, RGoB and Save the Children, Bhutan (Jan 2018). Access to ECCD Services for 0-6 years old Children in four Thromdes of Bhutan: A Situation Analysis, Draft Report

<sup>25</sup> RGoB (2008). Education Without Compromise, Education Sector Review Commission

issues and crime, and greater social cohesion. The short term returns manifest in improved learning and developmental outcomes evident in how children do in school. Studies have also concluded that ECCD programmes as social equalizer and contributes to sustainable development.

The National ECCD Impact Study 2015<sup>26</sup> reveals the difference that ECCD interventions make to children’s learning and development. This study concludes three important areas relevant for this proposal: i) that children in rural areas learned as much from ECCD center programming as children in urban areas despite many disadvantages and attending lower resourced centers, ii) that children in higher quality classrooms learned significantly more than children in lower quality classrooms. This was most strongly linked to quality of interactions in a classroom, between facilitators and children and between children themselves and lii) it established that parent-child engagement is an important factor in children’s early learning and development outcomes in Bhutan. Based on these above conclusions following recommendations were made: i) ECCD center programming should be considered as a priority in the government’s development plans as the evidence from the study clearly display the gains in learning and development that children experience from these programmes, ii) Future support should be focused on facilitators and recommends strengthening both pre-service training and ongoing in-service support and iii) further investment in parenting programmes that emphasize learning and play at home, especially for the most disadvantaged communities as it may be able to decrease learning and development inequities as the children enter primary school.

The inclusion of ECCD programme in many important vision and plan documents of the government as well as the ECCD enrollment targets set in the 12FYP, BEBP 2014-2024 and SDG 4.2 clearly indicates the importance that the RGoB attaches to ECCD programme. This also underscores the need to step up efforts in expansion of the ECCD programme. Despite the MoE’s efforts to enhance access to ECCD programmes to all children aged 3 – 5 years, only 21.8% of them are able to access ECCD programmes till 2017. Even though the ECCD programme is a well-conceived intervention and is showing the desired effects and outcomes, there is a need for strategic direction and plan in the efforts toward enhancing access. While there is strong will to expand ECCD programme in the country, the government foresees funding challenges considering the 12 FYP targets of providing access to ECCD services for 50% of children aged 3-5 years. Therefore, the support of GPE/ESPIG will contribute towards expansion of inclusive quality ECCD programme.

## Learning Assessment

Despite successful expansion of access to education, concerns on quality remains in Bhutan. International experience and research on learning assessment have shown that they can serve as a critical tool to promote accountability and improve the quality of education systems by providing much needed information to improve teaching and learning processes at the classroom level. At the system level, good learning assessments can inform policy-making, monitor progress towards system targets, identify marginalized and disadvantaged groups for targeted interventions, and ensure appropriate resource allocation.

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<sup>26</sup> Ministry of Education, RGoB and Save the Children, Bhutan (2015). National ECCD Center Program Impact Evaluation

However, the national assessment system in Bhutan is still striving towards having a robust assessment system to monitor the health and quality of school education system and provide timely feedback to its key stakeholders. The capacity to undertake and utilize the findings of the national education assessments is seen as one of the constraints for Bhutan Council for School Examinations and Assessment (BCSEA). While the National Education Assessment (NEA) has been administered since 2003, its administration is irregular due to financial constraints and may not provide reliable and comparable measures of student learning. In addition, most of the reporting of assessment results (e.g., Competency Based Assessment for Classes III and VI Report 2017) are limited to reporting mean scores, comparison of performances among *Dzongkhags* (i.e., ranking by districts), and basic descriptive statistics based on gender, geographical locations, and public/private.

While a significant amount of data is being collected, it is often underutilized and insufficient to: (1) generate evidence-based recommendations for policy-making, (2) provide concrete recommendations/suggestions to improve teaching-learning processes in the classroom, and (3) ensure accountability. Various reports<sup>27</sup> and experiences from PISA-D participation point out the crucial needs for developing national capacity to improve quality of assessment and use of the data for better and equitable learning.

The critical importance of learning assessment is clearly acknowledged in many policy documents. For instance, “revamping of the assessment system” was identified as one of the eight transformative “*Shifts*” in BEBP 2014-2024. In addition, the National Education Policy (Draft, January 2018) states:

*The primary purpose of assessment is to improve student learning. It informs students, teachers, parents and stakeholders about student's learning achievements. Assessments can also provide valuable information about the health and quality of the education system to inform the scope, delivery and emphasis of the curriculum. Assessment practices shall incorporate formative and summative forms, including standardized examinations. In view of this, it is imperative that assessment and examinations are adaptable to ensure continuous improvement of the quality of education.*

Among various assessments existing in Bhutan, enhancing NEA is considered a priority as NEA can be a powerful tool to diagnose health of the education system from which evidence-based policies can be derived and recommendations for changing teaching/learning processes can be made. At the National Education Conference (December 2017), a recommendation for BCSEA to revive NEA was endorsed (Annex 1). In this context and under the 12FYP, BCSEA plans to conduct an NEA at primary level. At the primary level, Class III is a priority as an assessment of this class has never been done in Bhutan and there is an urgent need to assess the quality of early-grade learning to ensure early interventions and remedies where needed.

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<sup>27</sup> BCSEA (2016). Current Status of the National Assessment System in Bhutan: A Study Report on Learning Enablers for Asia and Pacific (LEAP) Programme, submitted to UNESCO Bangkok.

BCSEA (2017). Competency Based Assessment Classes III and VI Report 2017.

Currently there is no policy framework that governs NEAs. The lack of the NEA Framework has resulted in unclear linkages with the existing assessments and examinations in Bhutan, often causing misunderstanding of an NEA as another high-stake examination. In addition, there is no technical standard that can guide implementation of NEAs which affect validity and comparability of the data collected through NEAs. Moreover, without having an overall framework for NEA and the guidelines that specify technical requirements, it has not been possible for BCSEA to negotiate for increased resource allocation for NEAs. As a result, human and financial resources currently available for NEAs are not sufficient to conduct technically robust and periodical NEAs.

In this context, the RGoB proposes to develop a National Education Assessment Framework (NEAF) and conduct an NEA at Class III with GPE/ESPIG support. This can be greatly benefitted from the experiences of GPE's on-going Assessment for Learning (A4L) Programme through exchange of knowledge and good practices to strengthen national learning assessment systems as well as use of the diagnostic tool developed to assess education assessment systems.

## 6. GPE/ESPIG Programme Design

### Component 1: Improve access to and quality of ECCD

The ECCD component has two sub-components for the GPE/ESPIG Programme:

1. Enhance access and equity to ECCD programme for children aged 3-5 (36-71 months)
2. Enhance quality of ECCD programme

Specific objectives of this component are:

- To significantly contribute to increase coverage of ECCD from 21.8% to 34% by 2021
- To enhance access and equity to ECCD services for all children especially disadvantaged children (e.g., rural children, urban poor children, children with special needs, children from hard-to-reach areas such as remote terrain of Bhutan); and
- To enhance quality of ECCD services and programmes

A theory of change of how these activities will lead to higher-level outcomes is presented below.

**Figure 8: Theory of Change for Component 1**





These objectives will directly contribute to the GPE’s Goals and Core indicators specified in the GPE 2020 Strategic Plan as shown in Table 3 below.

**Table 3: Bhutan GPE/ESPIG Programme Contribution to the GPE 2020 Strategic Goals (Component 1)**

Goals	Core indicators
Improved and more equitable learning outcomes	<ul style="list-style-type: none"> <li>• Improved learning outcomes at primary level</li> <li>• More children under 5 years developmentally on track in health, learning and psychosocial wellbeing</li> </ul>

**Sub Component 1: Enhance access and equity to ECCD for children aged 3-5 (36-71 months) years**

There is strong will to expand the ECCD programme in the country and the ECCD&SEN Division, under the Department of School Education as a nodal agency for ECCD, has been spearheading the access enhancement initiative. However, the government foresees funding challenges to meet

the 12 FYP targets of providing access to ECCD services to 50% of children aged 3-5 years. Currently, the 307 ECCD centers spread across the country serve 7,194 (3,582 males and 3,668 females) children aged 3 – 5 years which makes up 21.8% of the 33,000 children of this age group<sup>28</sup>.

Of the 307 ECCD centers, 245 are government supported community ECCD centers, 62 others are supported by other agencies (53 privately owned, seven owned by the corporate bodies and two by CSOs). Of the 245 government supported ECCD centers only five governments supported centers are available in the four major *Thromdes* (Municipalities) of the country. Most of the ECCD services in the urban areas are provided by private operators, and are therefore unaffordable for urban poor communities.

The Ministry has already put in place many of the pre-requisites for establishing ECCD centers, such as a curriculum implementation guide, ECCD facilitators training manuals, parenting education manuals, an ECCD center operation guideline, which includes minimum standards required for establishing an ECCD Center, Early Learning and Development Standards for 3-5 year old children, institutionalization of monitoring of ECCD centers, inclusion of ECCD data into EMIS, decentralization of some ECCD activities to the District Education offices and Local Government for efficiency, etc.

**Objective(s): Enhance access and equity to ECCD services to 34% of 3-5 year old children by 2021.**

**Outcome:** Enrolment of 3-5 year old children in ECCD centers supported under the GPE/ESPIG *contribute* to increase by 12 % over their baselines (21.8% to 34 %, the 12FYP target) in the three year period.

The indicator data will be tracked from EMIS and disaggregated by gender, districts, and urban/rural/remote on an annual basis. The data will be fed by the ECCD facilitators for their own center and the DEOs/TEOs of the respective district/municipality will verify the information. During the DEO/TEO orientation on monitoring the ECCD GPE/ESPIG programme, this requirement, and guidance for reporting disaggregated data will be included. It will be the responsibility of the MoE to track this indicator and report to the GA on an annual basis as indicated in the M&E framework. If required, the MoE and SCI as GA will cross verify the data.

### **Activities**

#### 1) Establishment of 100 ECCD Centers in *Dzongkhags/Thromdes* in 3 years

During the 3 year period of this GPE/ESPIG Programme, 100 ECCD centers will be established. ECCD Centers will be housed in any available infrastructures within the *chiwog* (village) such as the Out Reach Clinic (ORC), Extended Classroom (ECR), schools or any other available space as indicated in the technical guideline provided by the MoE to the *Dzongkhags/Thromdes/Gewogs* for the preparation of the 12FYP. It also

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<sup>28</sup> 12FYP Projection Document

states clearly to consider closing the Extended Classrooms enrolling less than 20 children and not to plan any major infrastructure development in primary schools with less than 150 children. Such schools should be considered for consolidation and the closed schools could be converted to ECCD Centres<sup>29</sup>. With the government's initiative to consolidate educational infrastructure by establishing 50 additional Central Schools in the 12FYP, it is expected that many ECRs, Community Primary Schools and small primary schools will be vacant though consolidation of schools does not always require small schools to close as per the MoE policy. However, the current trend shows, as the number of Central schools (residential schools) increase in all the Districts, more students in higher grades tend to go to these schools, making space available for ECCD programme. These vacant facilities will be rehabilitated to meet the minimum standard required to establish an ECCD center as per the MoE guidelines for ECCD Centers.

The *Dzongkhags/Thromdes/Gewogs* administration is fully committed to the ongoing practice of converting such vacant facilities into ECCD Centers. As of now, the MoE has identified 39 sites for establishing ECCD centers in 2018. Of the 39 sites, 35 sites have existing spaces (14 vacant classrooms, 8 outreach clinics, 8 extended classrooms and 5 community structures). The Ministry will continue to identify ECCD sites in consultation with the Districts and this process will continue every year. Besides the ECRs, schools, and ORCs, other facilities such as Community Learning Centers, Village Lhakhangs (temples) etc. has been converted into ECCD Centers in the past and this practice will continue. In 2018, the Ministry has planned to establish 20 ECCD centers with GPE/ESPIG grant. Therefore the risk associated to non-availability of the vacant facilities is none or very minimal.

The MoE has established a process of conducting a feasibility assessment and has clear criteria for establishment of the centers. The minimum requirement is 10 children for a center to open and there should be enough children aged birth-60 months to sustain the center for at least five years<sup>30</sup>. The child per facilitator ratio is 15:1 (maximum 15 children per facilitator)<sup>31</sup>. Most of the larger communities with more than 15 children have already been reached with the ECCD Center program by the MoE. Through the ESPIG application the communities with more than 10 but less than 15 children will be targeted. If there are more than 15 children, a second facilitator will be recruited. In communities with less than 10 children, primarily far flung and hard to reach areas, the MoE with support from UNICEF is piloting an alternative model of community based ECCD program supported by mobile facilitators; this model will be scaled up with their support after considering the learnings from the pilot. Therefore, the strategy to increase access to ECCD program with the GPE/ESPIG program will be through the establishment of center based program. The location of newly established ECCD centers will be determined by the feasibility assessment. They will be established in areas where there are unreached children, few ECCD centers and will address both urban and rural access.

The MoE will focus on refurbishing available vacant facilities with the GPE/ESPIG grant. There will be some variability on refurbishment costs across these 100 centers because of the location and the conditions of the vacant facilities. In the technical guideline, the MoE has indicated

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<sup>29</sup> MoE, RGoB (October 2017), Technical Guidelines for the preparation of the Dzongkhag/Thromde Education Sector 12th Five Year Plan

<sup>30</sup> RoGB (2017). Technical Guideline for the Preparation of the *Dzongkhag/Thromde* Education Sector 12<sup>th</sup> FYP

<sup>31</sup> ECCD & SEN Division, MoE, Guidelines for ECCD Centers, 2018

Nu. 0.5 million to be used for budgeting the establishment of an ECCD center during the 12FYP. However, the costs for refurbishment will vary as some of the available facilities may be old or temporary structures while the others may be newer concrete structures with good facilities, and some may be located at the road head while others may be in remote location where cost of transporting materials may be higher. However, while carrying out detail costing the cost variability will be considered. .

The establishment of the centers will include community sensitization and their role in supporting the ECCD center, formation of a Center Management Committee, provision of age appropriate play and learn materials, basic child friendly furnishing, site inspection, the initial materials such as curriculum, reference documents, stationary, and a trained facilitator. All children from the catchment area irrespective of their ability level, socioeconomic background or gender will be enrolled in these centers if they are between the age of 3-5 years. The maintenance and day to day operation cost of ECCD centers will be managed by *Gewog/District* as per the Division of Responsibility Framework issued by GNHC and as indicated in the Technical Guideline for the preparation of the *Dzongkhag/Thromde* Education Sector plan.

In the 3 year period a total of 100 ECCD centers will be established in a phased manner as indicated in the Result Framework (Annex 2).

## 2) Parenting Education programme in ECCD centers

The MoE has developed an ECCD Parenting Education manual relevant for parents of 0-8 year old children. Early childhood development is considered the most critical period of human development because it influences all aspects of later life and parents/primary caregivers are the primary influence over early childhood development outcomes. Therefore it is important to develop parents' understanding about the importance of the early years and practical skills to provide effective care, be able to adequately respond and provide responsive stimulation. Recognizing that successful interventions should target not only children, but also their parents and/or caregivers, the MoE has put in place the ECCD Parenting Education Programme. This will also contribute to enhancing access to ECCD services.

The parenting education programme is delivered by the ECCD center facilitators to all parents/caregivers of 0-8 year old children in her/his catchment area. The parents/caregivers attend the programme twice a month for one to one and half hour per session. There are 17 modules which include simple activities that are easy to understand and comprises of focused topics necessary for providing care, stimulation, health and nutrition, safety and protection, and preparing children for school. One cycle of parenting education programme usually takes one year to complete.

Through the GPE/ESPIG Programme the MoE plans to reach 1,500 parents/care giver in the three year period. This programme would also be carried out in a phased manner covering the three year period as outlined in the Result Framework (Annex 2). This programme is expected to improve care practices for young children within the home setting producing greater impact on learning development outcomes in children.

## Sub Component 2: Enhance quality of ECCD programme

A central aim of the MoE's ECCD programme is to ensure that children have access to high quality early learning environments to enhance their growth, development and learning outcomes. Therefore, access alone without quality may not be able to support children's development and learning to their full potential. The Ministry of Education has put together many strategies to improve and sustain the quality of ECCD programmes such as operational guideline with minimum standards, curriculum and training packages, monitoring for quality through a tool called Quality Monitoring Tool for ECCD Centers (QMTEC), and training of monitors to use the tool.

Central to the provision of high quality ECCD programme is a facilitator who plays a pivotal role in determining the quality of experiences and the trajectory of developmental outcomes. The ECCD facilitator is an important person in the life of each child and quality ECCD programmes are mainly about the quality experiences, relationships and interactions between the facilitators and the children. In order to be able to appropriately interact with children, be able to use the materials, equipment and activities and be able to understand the need of very young children, the facilitators require structured training. As the access is enhanced and more ECCD centers are established, the facilitator preparation should be a part of this access enhancement. Currently there are 442 facilitators and 706 are required by 2021. Through the GPE/ESPIG programme 100 newly recruited ECCD facilitators will contribute towards reaching required number of 706 facilitators by 2021.

The basic training of the facilitators initially prepares them to deliver the ECCD center programme. In order to develop core competencies to function as ECCD facilitators, they need to undergo a structured academic professional development programme. Considering their specific functions and competencies required, the MoE initiated the enrollment of in-service ECCD facilitators into three year mixed mode Diploma Programme at the Paro College of Education. The Paro College of Education is one of the constituent colleges of the Royal University of Bhutan which started as a teacher training center in 1975. The college introduced the Diploma in Early Childhood Care and Development (DECCD) from 2014 as a mix mode three year programme<sup>32</sup> and is accredited by the Royal University of Bhutan. The programme is designed to suit the working pattern of ECCD facilitators, where facilitators attend residential school for six (6) weeks during the winter vacation and carry out their academic projects as they do their regular work in their ECCD Centres. Currently 84 in-service ECCD facilitators are undergoing ECCD diploma programmes in Paro College of Education. The first cohort will complete the course at the end of this year. Sixty (60) in-service ECCD facilitators (one cohort) will be supported through GPE/ESPIG programme and they will complete diploma programme during the three year period.

The quality of training provided to the ECCD facilitators is a critical issue in preparing them to handle the ECCD center program competently. It is heartening to know that the college has already put in place the system to ensure the quality of the program delivered by them. In order to monitor and ensure quality of diploma programme, an external examiner with relevant work experience and knowledge is appointed. The external examiner evaluates the semester plan and delivery of the module during the academic year by observing the classroom sessions, reviewing of variety of student work which has been assessed and observing assessments in progress. He/she also checks that the semester end-examination papers are set according to the contents covered, the answer scripts and final marks moderated amongst the module tutors. On completion of

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<sup>32</sup> [www.pce.edu.bt](http://www.pce.edu.bt)

the assessment, he /she writes a report with recommendations and submits to the college for follow up. Sr. Programme Officer, ECCD and SEN Division from MoE is the current external examiner for the programme<sup>33</sup>.

Two forms of assessments are used in this programme, i.e. continuous assessment and semester end examination. To pass a module a student must obtain a minimum of 50% overall on both the continuous assessment and semester end examination. However, students must obtain a minimum of 40% each in continuous assessment and semester end examinations in order to pass or be promoted to next semester<sup>34</sup>. The strengths of the programme are reflected in the modules taught in this programme: the modules are very practical, relevant, hands-on, and require the facilitators to plan, execute and reflect on the activities thereby promoting reflective practices amongst facilitators. The college could find ways to monitor and provide face to face support to the ECCD diploma students while they practice in their centers.

The capacity of the programme managers and monitors to provide support and guidance specifically to the ECCD center facilitators and other stakeholders during the implementation phase of the project is important to maintain and sustain quality. Also the MoE is applying for GPE/ESPIG for the first time, therefore it is critical for the managers and monitors to understand the GPE approach of programming, monitoring and reporting. Their capacity enhancement will directly influence the quality of programme implementation for the GPE/ESPIG Programme as well as for managing other ongoing programmes.

While the MoE believes that providing access is important but the quality of programme provided at the centers must also be in line with the minimum quality standards and monitoring for quality must be integral part of programming to sustain this minimum quality standards. The MoE has decentralized many functions to the District/*Thromde* education offices. One of the major functions decentralized to District/*Thromde* education offices is the monitoring of ECCD centers. Therefore, the monitors from the Education Monitoring Division (EMD) of the MoE and the districts/*thromdes* needs to be oriented on the monitoring process, the monitoring tools, reporting and use of monitoring data.

**Objective(s):** Capacity of ECCD program management team and Centre facilitators enhanced to deliver quality ECCD programme.

**Outcome indicator:** Percentage of ECCD facilitators meeting ECCD practice standards as defined in QMTEC.

In order to track the target achievement level of sub component 2, outcome indicator: Percentage of ECCD facilitators meeting ECCD practice standards as defined in QMTEC. The MoE and Save the Children International will use an observation checklist from the relevant section of the QMTEC that has indicators for ECCD practices at the center. The target set for this outcome indicator is at least 70% of the ECCD facilitators who have had received training will be meeting ECCD practice standards. Using the observation checklist the ECCD facilitators' ECCD practices will be observed, scored, analyzed and reported against the indicator. This will be conducted and reported annually during the GPE/ESPIG Programme period. Since the number of ECCD facilitators trained every year (Year 1: 25, Year 2: 40 & Year 3: 35) is small and the frequency is annual, all of

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<sup>33</sup> Karma Galey, ECCD Diploma Assessment Report, 2016.

<sup>34</sup> Information from Program Leader (ECCD), Paro College of Education.

them will be observed. The ECCD & SEN officials and SCI will be responsible to collect data on this indicator. If major practice gap is observed, refresher training will be provided through district budget as is the current practice.

### **Activities**

#### **1) Basic training and parenting education conducted for 100 new ECCD facilitators**

The MoE has developed Basic and ECCD parenting education training packages and have trained a pool of core trainer within the country through support of development partners in the past years. For newly recruited facilitators (Grade XII passed) a 10 day basic training in delivering ECCD center programme will be provided followed by 10 day training on delivering ECCD parenting education programme. A total of 20 days training will be provided to the newly recruited ECCD facilitators.

The core trainers will provide training to the newly recruited ECCD facilitators using the standard training packages. These trained facilitators will then be placed in the newly established ECCD Centers. Under the GPE/ESPIG Programme 100 newly recruited facilitators will be trained during the entire project period. The training will be spread over the three year period as indicated in the result framework and the work plan. The establishment of the ECCD centers and training of the newly recruited facilitators to run these newly established ECCD centers will be aligned.

#### **2) Capacity development of 5 ECCD programme management and monitoring staff**

In order to be able to effectively manage and monitor GPE/ESPIG Programme, the programme management and monitoring team consisting of five officials from the MoE will travel to a country in the region to learn about programme development and management. The MoE will identify a training provider and request the provider to develop a tailor-made course for the participants that would also include managing and implementing GPE/ESPIG Programme. For the capacity enhancement programme to be structured and productive, the MoE will develop a terms of references (TOR) specifying the objectives of the programme; specific areas of interest, expected outcomes and the kind of report expected from the team. The team expects to develop deeper understanding of and skills in Program Design including Theory of Change and Result Framework, accurate forecast of project costs, reporting and documentations, and developing compelling human-interest stories (case studies). At the end of the training, the participants will submit a set of recommendations to MoE to enhance the quality of ECCD management and monitoring.

The team will have a team leader whose key responsibility among other things will be to ensure that the objectives of the capacity enhancement programme are met, the tasks are carried out, and that a report with a set of actionable recommendations on improving ECCD programming and management will be submitted to MoE. The MoE will ensure that these recommendations are followed up and put in action.

### 3) Diploma in ECCD for 60 ECCD facilitators

The in-service ECCD facilitators, who will be enrolling in ECCD diploma programme, will be identified through the DEOs/TEOs. Using existing eligibility criteria, they will be selected for enrolling into the mix-mode ECCD diploma programme offered by the Paro College of Education. All 60 of them will be enrolled in the first year of the GPE/ESPIG Programme and they are expected to complete the course by the end of the GPE/ESPIG Programme.

The ECCD Center facilitators in the ECCD mixed - mode diploma course spend substantial amount of time in the ECCD Centers while they undergo the training. The college monitors and supports diploma students through the use of Virtual Learning Environment which is the localized version of Moodle. The respective module tutors also use social media platform to provide support and monitor the progress of students' learning. The tutors interact with trainees using the chat and discussion forum available on Virtual learning environment, using social media platform especially WeChat, through mail and phone calls. The cost of monitoring is covered by the course fees paid to the college. However, the on-site visit to monitor and support the diploma trainees while they are posted at the center has not been possible as the trainees are spread across all districts and visiting them is a big challenge and expensive. The college is exploring the alternative measures such as involving school principals / teachers for this purpose.

### 4) Parenting material developed and provided to project sites

The MoE developed an ECCD parenting education manual in 2014. This manual is used by the ECCD facilitators to deliver the parenting education programme to the parents /caregivers of 0-8 years old children. Currently the ministry has exhausted the printed copies and through this GPE/ESPIG programme the manual will be updated, re-designed and 2,000 copies printed. The manuals will then be distributed to the District /*Thromde* education offices and the ECCD centers.

### 5) Orientation of DEOs/TEOs and Education Monitoring Officers (EMOs) on monitoring the ECCD GPE/ESPIG Programme and monitoring tools.

Towards the beginning of the GPE/ESPIG Programme, the DEOs/TEOs and the EMOs will be orientated on the GPE/ESPIG Programme monitoring process, monitoring and reporting requirements, the monitoring tools and templates. The participants of this orientation are already trained in monitoring the ECCD Center program. The purpose of this orientation will be to enable the monitors to understand what the GPE/ ESPIG Programme is and what is expected of them.

## Component 2: Enhance national assessment system to improve learning outcomes

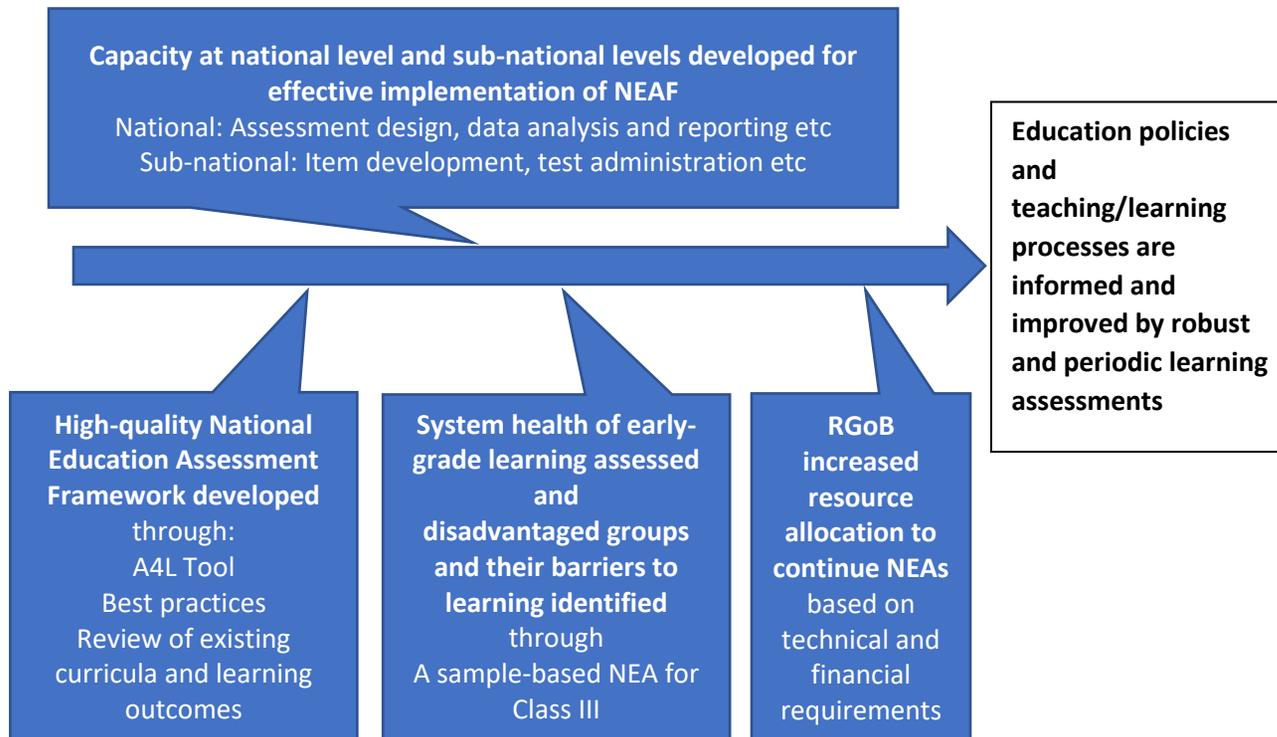
Under Component 2, the RGoB will develop a National Education Assessment Framework (NEAF) and conduct a NEA at Class III.

Specific objectives of this component are:

- To have a technically robust National Education Assessment Framework (NEAF) for Classes III, VI, X, and XII;
- To enhance national capacity to implement the NEAF
- To provide comprehensive information to diagnose health of the education system for early-grade learning (Class III);
- To improve capacity to utilize assessment data to inform policy decision; and
- To ensure increased and sustained government funding for NEA from the current level of 3% of BCSEA budget to at least 5%

Component 2 consists of three activities: (1) developing NEAF; (2) developing national and sub-national capacities; and (3) conducting a sample-based NEA for Class III. A theory of change of how these activities will lead to higher-level outcomes is presented below.

**Figure 9: Theory of Change for Component 2**



These objectives will directly contribute to the GPE’s Goals and Core indicators specified in the GPE 2020 Strategic Plan as shown in Table 4 below.

**Table 4: Bhutan GPE/ESPIG Programme Contribution to the GPE 2020 Strategic Goals (Component 2)**

Goals	Core indicators
Improved and more equitable learning outcomes	<ul style="list-style-type: none"> <li>• Improved learning outcomes at primary level</li> </ul>
Effective and efficient education systems	<ul style="list-style-type: none"> <li>• Increased public expenditure on education</li> <li>• Improved data reporting</li> </ul>

**Outcome(s):**

- 1) National Education Assessment Framework (NEAF) endorsed
- 2) Necessary capacity built at national and sub-national levels and Class III learning assessed
- 3) National expenditures on NEAs increased from 3% to at least 5% (as % of the total BCSEA expenditure) at the end of the GPE/ESPIG Programme intervention

**Outcome indicator(s):**

- 1) National Education Assessment Framework put in place
- 2) Expenditure on NEA as a percentage of the total BCSEA (RGoB) expenditure

In order to track the target achievement level of Component 2, the above-mentioned 2 outcome indicators were selected. The main outcome will be that the officially endorsed NEAF is ready for implementation. Also, the current level of BCSEA’s expenditure on NEAs (3% of the total RGoB-funded budget) is expected to increase by the end of the GPE/ESPIG Programme at least to 5%. The actual percentage target for the increase will be determined based on the resource requirements identified by the NEAF.

**Activities**

- 1) Developing the National Education Assessment Framework (NEAF) and developing the capacity of BCSEA

Under this activity, existing curriculum and pedagogy will be reviewed to define the learning outcomes and standards that should be assessed by the NEAs with support of International Technical Assistance (ITA). A total of three review workshops are planned, attended by the experts from BCSEA, REC, and RUB/LG, to complete the exercise. Once the learning outcomes and standards are defined and agreed, 25 BCSEA staff will receive a 5-day training on the development of the NEAF. The topics of the training include: different approaches to learning assessment,

the assessment cycle, technical standards, assessment framework development, and selection of key learning indicators. BCSEA will then draft the NEAF and the technical standards by organizing four additional workshops.

The key elements of the NEAF include: (1) the vision and principles of the NEAs; (2) the assessment coverage (e.g., subjects, grades); (3) the NEAs' linkages to the existing assessments and examinations (formative and summative); (4) the technical details and requirements of the NEAs; (5) the competency standards for BCSEA staff and field education officers required to implement the NEAs; (6) the management and governance structure; and (7) the strategies for data analysis, reporting, and dissemination of the NEA results and the policy recommendations. The draft NEAF will be finalized and endorsed after a series of consultation workshops.

## 2) Developing national and sub-national capacity for the effective implementation of the NEAF

Insufficient capacity can be a major bottleneck for the implementation of the NEAF if the necessary capacities were not identified and built prior to launching the NEAF. Once the NEAF is endorsed, capacity development needs at all levels of NEA implementation vis-à-vis the new roles and responsibilities defined in the NEAF will be undertaken based on the competency standards developed through the NEAF process. A series of capacity development workshops will be held based on the findings of the needs assessment. Appropriate ITAs will be sought to conduct the training. The potential topics include instrument development, sampling, quality monitoring, test administration procedures, data management & archiving, data coding, data analysis, scaling, report writing, dissemination, security of instruments, and usage of relevant software. It is planned that 20 BCSEA staff will receive the training, while 100 field education officers will be trained. The trainees' knowledge, skills and competencies will be assessed against the competency standards for their respective functions. For those who do not reach the satisfactory level after the training, additional training and support will be provided to ensure effective implementation of the NEAF.

## 3) Undertaking a NEA at the Primary Education level (Class III) on one subject

Once the NEAF is officially endorsed and the necessary capacity for the effective implementation is built among the BCSEA staff and the practitioners, a sample-based NEA for Class III will be conducted with support of ITA. In order to ensure timely completion of the NEA within the GPE/ESPIG Programme's timeline, the appropriate subject(s) will be selected from *Dzongkha*, English, and math for the assessment. In addition, BCSEA will closely collaborate with EMD, MoE, which conducts annual end-of-year tests, to facilitate implementation of the Class III NEA.

First, test items will be developed using participatory approach, involving DEOs, TEOs, and school teachers. This will be done by a combination of orientation workshop(s), item development workshop(s), and extensive reviews by the BCSEA and experts from the relevant departments and agencies.

Second, a pilot testing of the NEA will be conducted in sampled schools (the sample size to be determined by the NEAF) to assess validity of the assessment. An expert group will be established to review the results of the pilot testing and revise the test items and coding scheme as well as the test procedures as required.

The Class III NEA will be rolled out in the 3<sup>rd</sup> year of the GPE/ESPIG Programme. The NEA will be co-funded with the BCSEA. The results will be analyzed and disseminated following the standards and procedures set in the NEAF. Policy recommendations based on the results will also be developed and shared with the MoE as well as the key stakeholders.

## 7. Sustainability, Risks and Mitigation Strategies

### Sustainability

In order to ensure that the outcomes and outputs of the GPE/ESPIG Programme will continue to benefit the education sector in Bhutan after its completion, the Programme will focus on laying the foundation for effective implementation of BEBP 2014-2024 and the 12FYP. More specifically, the GPE/ESPIG Programme will ensure financial sustainability and technical sustainability.

**Financial sustainability:** The GPE/ESPIG Programme will enable the RGoB to make initial investment (e.g., establishing ECCD Centers in disadvantaged areas and establishing a robust NEA system) for the key interventions the RGoB is committed in the BEBP 2014-2024 and the 12FYP. Subsequently, the RGoB will assume financial responsibilities to continue the GPE/ESPIG Programme activities beyond 2021. In addition, the MoE is currently negotiating with the Royal Civil Service Commission (RCSC) to regularize the ECCD facilitators' positions to ensure absorption of their salary costs into the government's regular budget. Once they are under RCSC, the Bhutan Civil Service Rules will apply to them where there are provisions for retaining the Civil Servants such as contract, high altitude and difficulty allowances if a civil servant is placed in such areas<sup>35</sup>. Also the College of Education and the MoE is already working towards professionalizing the ECCD cadre through degree program. Once the ECCD position is governed by the RCSC, the training program will be sustained within the government system as any other teacher training programs. The learning assessment component of the GPE/ESPIG Programme will also improve financial sustainability for NEAs as the NEAF, developed with support of the GPE/ESPIG, will be the technical basis for mobilizing the financial resources from the RGoB as well as external partners when needed.

**Technical sustainability:** In order to ensure the technical sustainability of the GPE/ESPIG Programme, building sufficient technical capacity at the national and sub-national levels will be the focus of all activities under the Programme. At the MoE and BCSEA, institutional and individual technical capacity will be enhanced by their direct leadership in developing and implementing the GPE/ESPIG Programme. The GPE/ESPIG Programme will enable the MoE and BCSEA to build necessary capacity to realize their commitments in BEBP 2014-2024 and 12FYP. Technical capacity at the sub-national levels will also be developed through the GPE/ESPIG Programme for continuation of the activities initiated by the Programme.

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<sup>35</sup> Royal Civil Service Commission, RGoB: Bhutan Civil Service Rules and Regulation (2018).

For Component 1, with additional benefits as civil servants, it is likely that ECCD facilitators will remain in the position after the completion of the GPE/ESPIG Programme. In addition, it can be expected that a stronger constituency of support within communities will be built as a result of the GPE/ESPIG Programme, through the parenting education initiative and through stronger measures to assess learning achievement. This can also contribute to sustainability of the Programme initiatives.

## Risks and Mitigation Strategies

The key potential risks facing the education sector that may affect the implementation of the GPE/ESPIG Programme and their mitigation strategies are reflected in the Table 5 below.

**Table 5: Potential Risks and Mitigation Strategies**

Types of the risk	Potential magnitude of the risk	Likelihood of the risk	Mitigation strategy
Shortage of human resources in ECCD Division for programme management	Moderate	Low	<ul style="list-style-type: none"> <li>Recruitment of one additional programme officer in the ECCD section and one additional planning officer</li> </ul>
Lack of trained full time ECCD facilitators available for the newly established ECCD centers.	Low	Low	<ul style="list-style-type: none"> <li>Continue efforts to expedite regularization of ECCD facilitators.</li> <li>Explore interim measures to train and redeploy the Non formal Education instructors as ECCD facilitators</li> <li>Increase intake in the ECCD Diploma programme</li> </ul>
Natural disaster (Earthquake, Flashfloods)	Moderate	Moderate	<ul style="list-style-type: none"> <li>Extend the disaster management and preparedness capacity</li> </ul>

			<p>development programme and plan to ECCD.</p> <ul style="list-style-type: none"> <li>• Ensure compliance of the ECCD centers with the building disaster-risk reduction standards</li> <li>• Build capacity of ECCD Division and Facilitators.</li> </ul>
Insufficient fund commitment from the government for the RGoB contribution to the Class III NEA	Moderate	Moderate	<ul style="list-style-type: none"> <li>• Ensure the approval of the budget for the NEA in the 12FYP</li> <li>• Advocate to prioritize assessment as a means to ensure quality education</li> <li>• Demonstrate cost-effectiveness of NEAs</li> </ul>
High staff turnover in BCSEA	Moderate	Low	<ul style="list-style-type: none"> <li>• Carry out succession planning and institutional capacity building</li> </ul>
Insufficient capacity of the MoE in effectively coordinating the education sector development partners	Moderate	Moderate	<ul style="list-style-type: none"> <li>• Reinforce PPD by recruiting Chief Planning Officer and filling two vacancies and conducting thorough briefing</li> <li>• Share successful cases from other GPE countries</li> <li>• Ensure timely and effective support from/through GA and CA</li> </ul>

## 8. Programme Implementation and Management

### Overview

The GPE/ESPIG Programme will be fully implemented using the government systems and processes. The RGoB has been implementing large-scale education projects funded by external partners through its well-established and transparent government mechanisms and has demonstrated sufficient capacity to handle the additional financial flow from the proposed GPE/ESPIG Programme.

The MoE, in close collaboration with SCI as the GA, will be responsible for ensuring successful implementation of the GPE/ESPIG Programme (2018 – 2021), which will take place within the overall implementation frameworks and processes of the 12<sup>th</sup> FYP of the MoE/RGoB. At the national level, the 12FYP implementation will be monitored by the Gross National Happiness Commission (GNHC), earlier known as the Planning Commission. At the agency (Ministry) level, the MoE (Policy and Planning Division, PPD) is responsible for the management and monitoring of the implementation of the 12FYP of the Education Sector including the GPE/ESPIG Programme. PPD is also responsible for donor coordination.

PPD will serve as the GPE/ESPIG Programme Coordination Unit (PCU) with Chief Planning Officer as the programme manager. He/She will be assisted by a programme coordinator for day to day management of the GPE/ESPIG Programme. Currently PPD is in process of recruiting 2 officers to replace the officers who had recently left the division. PPD is also completing the recruitment of the Chief Planning Officer, so that it will have a complete team prior to the GPE/ESPIG Programme implementation. The Secretary of the MoE shall provide oversight and overall direction for GPE/ESPIG Programme implementation.

The ECCD component will be implemented through the ECCD and SEN Division of the Department of School Education, MoE and its decentralized structures such as *Dzongkhag* and *Thromde* Education Offices. The management of the implementation of the ECCD component will be the responsibility of the Chief of ECCD & SEN Division of MoE with a program manager for day to day management. The Learning Assessment component will be implemented by BCSEA. The Secretary of the BCSEA shall provide an overall direction and oversight for the implementation of Learning Assessment component. He will be assisted by a program manager for day today management of the Learning Assessment programme.

The following will be the specific roles of each of the agencies involved in managing, supervising and monitoring the GPE/ESPIG Programme implementation:

### Ministry of Education, Royal Government of Bhutan

The main role and functions of the GPE/ESPIG Programme Coordination Unit (PCU) shall be to:

- Carry out day to day management of the GPE/ESPIG Programme in close coordination with the Coordinating Agency (CA) and Grant Agent (GA) including the GPE Secretariat
- Provide overall direction and support for the GPE/ESPIG Programme implementation (ECCD and Learning Assessment programme)
- Ensure coherence and complementarity of the GPE/ESPIG Programme with other relevant projects and programmes under the MoE

- Monitor the progress of the implementation of the GPE/ESPIG Programme on quarterly basis and submit Quarterly Progress Reports (both narrative on programme activity and financial on programme expenditure) to GA
- Coordinate and resolve any programme implementation issues
- Take the lead to coordinate review meetings and report on the status of the GPE/ESPIG Programme implementation during the review meetings to Programme Review Committee members
- Prepare and submit annual programme review reports to the GA with copy endorsed to CA
- Present the annual review report on the status of the GPE/ESPIG Programme implementation to the Education Sector Coordination Meeting mentioned below in coordination with CA

## Programme Implementation

The ECCD and SEN Division of the Department School Education, MoE shall:

- Take the lead in implementing the ECCD component in close coordination with the districts/municipality Education Offices/local governments
- Take the responsibility for managing, monitoring and reporting (both narrative on program activity and financial on program expenditure) on progress quarterly to PPD (GPE Programme Coordinator).
- The GPE programme manager of ECCD & SEN Division will be the contact point for reporting to PCU as well as for any information related to the GPE/ESPIG Programme.

Similarly, the Bhutan Council for School Examinations and Assessment (BCSEA) shall:

- Lead the implementation of the development of the National Education Assessment component.
- Liaise with the other key stakeholders and take the responsibility for managing, monitoring and reporting (both narrative on program activity and financial on program expenditure) on progress on quarterly basis to PPD (GPE Programme Coordinator).
- The GPE programme manager of BCSEA will be the contact point for reporting to PCU as well as for any information related to the GPE/ESPIG Programme for BCSEA.

Gross National Happiness Commission (GNHC):

As is the existing practice, the Quarterly Progress reports as well as other reports will be routed through the GNHC to the GA. GNHC will review the reports, provide feedback to PCU of PPD if required and forward the reports to the GA as is the existing practice.

The GA will provide feedback on the reports to PCU through the GNHC.

## Programme Review Committee

The existing joint biannual, the midterm and end of Project/ Programme Review Committee meetings of the MoE and SCI will be used as the Programme Review platform to carry out the joint review of the progress of the GPE/ESPIG programme implementation including identification of challenges, and discuss implementation issues as necessary so that the activities could be implemented within the timeframe of the action. All the meetings will be documented and the progress shared with the Education Sector Coordination members on annual basis.

The biannual review meeting will be chaired by the Director General of Department of School Education, the MoE and midterm and end of project review meetings. The members of the Programme Review Committee shall comprise:

1. Director General, Dept. of School Education, MoE (Chair)
2. National Director, Save the Children International, Bhutan Country Office (Co-chair)
3. Secretary, BCSEA as GPE Programme Manager
4. Chief Finance Officer, Administration & Finance Division, MoE
5. Chief of ECCD & SEN Division, DSE, MoE
6. Head, Policy & Planning Division (GPE Programme Coordination Unit), MoE
7. GPE/ESPIG Programme Coordinator (DCP Focal Point) Policy & Planning Division, MoE
8. GPE/ESPIG Programme focal person , ECCD & SEN Division, DSE, MoE
9. Save the Children Focal Officer, GNHC
10. Programme Coordinator, BCSEA
11. GPE/ESPIG focal person, UNICEF
12. GPE/ESPIG Programme Manager, Save the Children International (SCI)
13. GPE/ESPIG Programme Coordinator, SCI
14. Finance Manager, SCI
15. Monitoring Evaluation Accountability and Learning (MEAL) Coordinator, SCI

## The Grant Agent (GA)

Save the Children US (SCUS) is the GPE Grant Agent (GA) and Save the Children International (SCI) will implement the GPE/ESPIG Programme (2018-2021) in Bhutan. As the GA, SCUS will facilitate the Grant Application including planning and budgeting in close collaboration with the Bhutan Field Office, the MoE, funds transfer, activity implementation, monitoring and evaluation, preparation and submission of reports to all concerned including the GPE Secretariat. The GA will prepare reports with input from the SCI Bhutan Field Office and the MoE and submit to GPE secretariat as per the required frequency.

The Bhutan Field Office (SCI) will appoint GPE/ESPIG Programme Manager who will be responsible for overall management of the GPE / ESPIG programme. In addition SCI will appoint a GPE/ESPIG Programme Coordinator who will look after the day to day implementation and ensure timely implementation and effective management of the Programme. Further SCI will also provide technical support during implementation, monitoring and evaluation of the GPE/ESPIG Programme.

On the GPE fund Management, SCUS as the GA will follow the existing partnership modality. Under this modality SC will execute tripartite agreement with the GNHC, Ministry of Education and SC. After signing the agreement SC will release the funds to the Department of Public Account (DPA) with intimation to the GNHC. Following this the DPA will then disburse the funds to the Administration and Finance Division of the implementing agencies. The implementing partner agencies will manage the funds under the RGoB financial rules and procedures and submit quarterly progress reports (both program & financial) to SCI through GNHC. Further, SCI will also receive monthly financial reports from the MoE due to monthly cash planning and disbursement procedures of SCI. On receiving the program and financial reports SCI will review and provide necessary feedback. The next fund release from the SCUS (GA) will depend on the program and financial progress against the funds released. SCUS (GA) will also periodical financial monitoring/ reviews of the partner agencies.

On the auditing requirement of SCI, the MoE will be audited by the Royal Audit Authority (RAA) of the RGoB on the sub-grant received and the audit report will be shared with SCI. SCI's internal/external auditors and donor audit will have access to the partner agency's books of accounts.

## The Coordinating Agency (CA)

UNICEF is the Coordinating Agency (CA) for the GPE/ESPIG Programme in Bhutan. There will be a need for close working cooperation between the CA, GPE/ESPIG PCU of MoE and the GA. The CA will work closely with the GA (SCI) and ensures that the local education group is updated annually about progress of the grant implementation.

## Education Sector Coordination Meeting (ESCM)

The Education Sector Coordination Meeting (ESCM) is chaired by the Secretary, and the purpose of this meeting is to strengthen coordination, collaboration, and partnerships among the MoE, relevant government agencies, development partners, and civil society organizations towards provision of equitable quality education and skills in the country. The membership of the ESCM is open to all stakeholders of education (multilateral and bilateral donor agencies, CSOs, other relevant government ministries/agencies). The ESCM is conducted on a quarterly basis or as necessary. The Policy & Planning Division, the MoE serves as the Secretariat to the ESCM. Technical and capacity development support to the MoE to ensure its effective coordination will be provided by UNICEF (CA), Save the Children (GA), and UNESCO.

The main role of the ESCM in this GPE/ESPIG Programme (2017-2021) will be to build close relationships between members and ensure synergies and coherence between the GPE/ESPIG Programme and other activities. This will ensure the alignment of the GPE/ESPIG Programme not only to the government priorities articulated in BEBP 2014-2024 and the 12FYP, but also to the various partners' interventions in the education sector. This shall improve efficiency and effectiveness of education provision in Bhutan as a whole. This shall be achieved through information sharing and documentation of the on-going and incoming educational interventions in Bhutan.

## 9. Monitoring and Evaluation Strategy

Monitoring and evaluation (M&E) will be carried out as per the M&E framework during the programme period, involving the programme staff, the monitoring officers from the Education Monitoring Division (EMD) of the MoE and key stakeholders. M&E will be used to measure the indicators of achievements as per the results framework (Annexes 2 & 3) and the M&E Framework (Annex 4). Both qualitative and quantitative milestones achieved will be established through the M&E process. The education authorities from the MoE, the DEOs at district levels, principals/teachers and parents will be involved in the M&E process. The M&E of the GPE/ESPIG Programme are fully aligned and integrated into the existing national education sector monitoring of the 12FYP and BEBP 2014-2024 to monitor the outcomes.

The implementation and monitoring of the ECCD Centers has been institutionalized and decentralized to the districts. The DEOs/TEOs are responsible for overall monitoring of the schools, education programs including ECCD centers. All the DEOs, school principals and a lower primary

level school teacher of parent schools are trained in ECCD Center monitoring for quality using a National tool called Quality Monitoring Tool for ECCD Centers (QMTEC). The parent schools monitor the ECCD centers every quarter on the process and outputs, provide immediate support to the ECCD facilitators and send monitoring reports to the DEOs/TEOs who in turn compile the reports for their respective districts/*thromdes* and then send them to the ECCD and SEN division. The Division integrates monitoring data/reports from all the districts, analyze, produce annual report and disseminate to relevant stakeholders. The DEOs/TEOs combine ECCD Center monitoring with their regular school monitoring visit which is twice a year. During the ESPIG programme period the ECCD and SEN Division will monitor 100 %of the ECCD centers to monitor the status and quality of refurbishment, discuss with the DEOs about the status of programme activities and way forward to improve if necessary. The monitoring will be shared among the three ECCD & SEN division officials. After the centers are operational, the monitoring of the center program will be the responsibility of the district /*thromde* education offices as is the practice.

The PPD and GA will directly monitor the status and progress of the activities under Component 2. As most of the activities under Component 2 will take place in Thimphu, there will be no separate cost involved for monitoring.

The challenges normally faced in the past are: delay in receiving monitoring data and the reports, and sometimes poor quality and incomplete data due to low capacity of data providers. During the DEOs/TEOs orientation a SWOT analysis will be done to prevent and address the challenges. There are several existing Government mechanisms for filing complaints are in place and the communities will be made aware of these during the consultation process for the establishment of ECCD Center which is an existing practice. The use of technology, constant follow up and the orientation of DEOs/TEOs on the ECCD GPE/ESPIG Programme will improve the time lag and quality of the reports.

The M&E process will be built on the existing SCI and MoE M&E systems, which will include:

1. The result framework and the M&E framework included in this proposal will be used by the MoE and GA to track progress against the indicators and targets. For Component 1, the existing monitoring tools (e.g., QMTEC and ECCD Classroom Environment Monitoring Tool) will be reviewed and adapted if necessary through the consultative process involving the GA, the MoE focal persons and the component teams. This will facilitate ownership and commitment to the M&E by all the stakeholders. For Component 2, the quality standards and monitoring tools for NEAs will be developed based on the final NEAF.
2. The component programme staff, monitoring officers from EMD, the DEOs/TEOs from the districts /*thromdes* and parent schools will be responsible for monitoring the activities at the field level as per the M&E framework using the tools. At the parent school level a national monitoring tool called QMTEC will be used for Component 1 and DEO/TEOs will use the same tool for the purpose of verification to ensure data quality. The ECCD & SEN Division/EMOs will use the Classroom Environment Monitoring Tool. These tools are already being used to monitor quality of ECCD Center program and include practice of the ECCD center facilitators as well. The monitoring reports from the districts/*thromdes* will be submitted to the MoE focal persons on a quarterly basis who in turn will review and further submit to SCI using the existing SCI quarterly progress reporting (QPR) format and following the existing channel of communication. For Component 2, BCSEA will

submit quarterly progress reports to the MoE focal persons, which will then be submitted to SCI. The Quarterly Progress Report from the Implementing partners will be used for monitoring the status of process level and output level indicators.

3. Joint field monitoring will be carried out by the GA and the MoE (PPD) focal persons to monitor and verify the progress of activities at the implementation sites for both components on a rotation basis. They will monitor a maximum of 30% of the ECCD centers at least once a year covering all strata - district, urban/rural/remote. This will also result in reports and will be a basis for feedback to the component teams, and as reference for discussion during the review meetings.
4. SCI has established a system of monitoring interventions for quality using Quality Benchmarks for the major interventions such as trainings/workshops, rehabilitation of facilities, constructions of new facilities etc. The Quality Benchmarks will be applied to both Components (ECCD and Learning Assessments). However, these will need to be discussed, adapted and agreed by SCI and MoE so that everyone is aware of these standards and start working towards them which will happen towards the beginning of the grant. The quality benchmarks are used by SCI for monitoring interventions so that interventions meet the expected quality. Following the intervention monitoring, a report with follow up action points if any will be produced using an existing template. This report will be shared with the MoE through the GPE/ESPIG focal person who will further share with the relevant stakeholders. The MoE focal person and SCI will follow up on the action points till the closure of all the actions.
5. Mid-Year and Annual review meetings convened and chaired by the DG/Secretary respectively or his representative will be held, bringing together the key stakeholders. The purpose of the meetings will be to discuss progress in project activity implementation against the targets, identify challenges, and collectively find solutions to address them as necessary, take decisions for realignment if any so that the activities could be implemented within the timeframe of the action. This will also include the status of expenditure against each activity. All the meetings will be documented and the progress shared with the Education Sector Coordination members on a half yearly basis for their appraisal, input and advice.
6. Mid-Term Review of the GPE/ESPIG Programme will be conducted midway through the term of the action to assess the implementation status and progress towards the achievement of objectives and outcome level indicators as included in the Result Framework. This will be coordinated by the MoE GPE/ESPIG focal person and done in-house led by programme staff but will involve the participation of key stakeholders. The process and outcome of mid-term review will be documented and the findings used to review the implementation process and realign as necessary. It may also be shared with GPE secretariat and the Education Sector Coordination members for appraisal, input and advice.
7. An end of the GPE/ESPIG Programme period an end of program review will be carried out involving the key stakeholders including beneficiaries which may be conducted in-house or may be led by a consultant. Achievement of the expected results vis-à-vis the indicators of achievement as reflected in the Result Framework, challenges and constraints, and lessons learnt will be documented and recommendations made for the way forward for further GPE support in educational sector development and implementation of the sector plan.



## 10. Budget and Workplan

The total budget requested for the GPE/ESPIG Programme is USD 1.8 Million. The breakdown of the budget is provided in Table 6 below. The detailed budget breakdown is provided in Annex 5. A separate breakdown for the GA cost is provided in Annex 6.

**Table 6: Requested budget (USD)**

<b>Component 1: Improve access to and quality of ECCD</b>				
	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>Total</b>
Sub-component 1	168,260	336,520	336,520	841,300
Sub-component 2	116,600	67,600	67,600	251,800
<b>Total</b>	<b>284,860</b>	<b>404,120</b>	<b>404,120</b>	<b>1,093,100</b>
<b>Component 2: Enhance national assessment system to improve learning outcomes</b>				
	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>Total</b>
<b>Total</b>	<b>167,000</b>	<b>208,421</b>	<b>127,000</b>	<b>502,421</b>
<b>Programme Management</b>				
	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>	<b>Total</b>
GA Fees	59,881	70,569	69,550	200,000
Program Management and M&E for MoE	1,000	2,479	1,000	4,479
M&E	Included in the programme components			
<b>Total</b>	<b>60,881</b>	<b>73,048</b>	<b>70,550</b>	<b>204,479</b>
<b>Grand Total</b>	<b>512,741</b>	<b>685,589</b>	<b>601,670</b>	<b>1,800,000</b>

The GPE/ESPIG Program will be implemented over 3 years. The detailed monthly workplan is provided in Annex 7.

## Annexes

### Annex 1: Resolutions of the *Sherig* (Education) Conference 2017

**Sonamthang Central School, Zhemgang**

**27<sup>th</sup> - 31<sup>st</sup> December**

#### **The conference endorsed:**

##### *1. Differentiated Curriculum*

1.1 The idea of differentiated curriculum as proposed by the Royal Education Council (REC) in order to provide greater flexibility and alternative pathways for students, and a detailed proposal to be presented at the next conference by REC;

**Action: REC**

##### *2. National Education Assessment*

2.1 The revival of the National Education Assessment at three key stages (Classes III, VI and X) periodically in order to assess the learning achievement of students;

**Action: BCSEA**

##### *3. Professional Development of Teachers*

3.1 Teachers to be provided with 80 hours of professional development annually in the 12th Five Year Plan, with the Ministry facilitating 40 hours and the remaining 40 hours to be facilitated by the respective Dzongkhags and Thromdes;

**Action: DSE (TPSD) and Dzongkhags/Thromdes**

3.2 The 2018 professional development programme for all teachers to be on basic counselling in order to improve support for students and their well being;

**Action: DSE (TPSD)**

#### *4. Early Childhood Care and Development*

4.1 Increased access to ECCD programmes to at least 50 percent of 3-5 year old children during the 12th FYP, with the aspiration of establishing 'One ECCD Centre in every Chiwog', in order to foster the holistic development of young children;

**Action: DSE (ECCD & SEN Division) and Dzongkhags/Thromdes**

#### *5. Revised School Opening date for Classes PP-III*

5.1 The school academic session for classes PP-III to commence 10 days after the commencement for the remaining classes, with 2018 school academic session for classes PP-III to commence from February 13, noting that there will be no change for school commencement dates for other classes and teachers;

**Action: DSE/Dzongkhags/Thromdes/Schools**

#### *6. One Laptop per Teacher*

6.1 Each teacher to be provided with one lap top during the 12th Five Year Plan period to enhance the quality of the teaching and learning process;

**Action: MoE/Dzongkhags/Thromdes**

#### *7. Special Education Needs*

7.1 The establishment of at least one school with a special educational needs programme in each Dzongkhag/Thromde by the end of the 12th Five Year Plan, in order to extend educational services for children with special educational needs;

**Action: DSE (ECCD & SEN Division)/Dzongkhags/Thromdes**

### *8. Staff Quarters*

8.1 80% of teachers are provided with staff quarters within the school campus in the 12th FYP period, in order to provide necessary support to students, and to improve the working and living conditions of teachers;

**Action: Dzongkhags/Thromdes**

8.2 As a transition towards this target, the provision of staff quarters to be based on the percentage of boarding students in the school, with priority given to central schools and large boarding schools, especially in rural areas;

**Action: Dzongkhags/Thromdes**

### *9. Career Progression for Principal*

9.1 The Ministry to take up the issue of Principal's automatic promotion to P1 based on their competency and performance with RCSC in order to enhance their career progression;

**Action: DoS (HRD)**

### *10. National Education Policy*

10.1 The draft National Education Policy in principle, subject to revision as discussed at the conference and external consultations with stakeholders prior to submission to GNHC for Government approval;

**Action: PPD**

### *11. Education Staff Welfare Scheme (ESWS)*

11.1 Revision of ESWS welfare loan ceiling from Nu. 50,000 to Nu. 100,000;

11.2 ESWS welfare loan condition as:

- a) The applicant need to be a ESWS member for a minimum of 3 years;
- b) The applicant shall be at least five years from retirement age unless they agree to liquidate the loan in a shorter period;
- c) The applicant shall have 40% of basic pay as take home salary, to be eligible for the loan;
- d) The interest rate of the loan shall be 6%;

11.3 The Ministry to explore reducing the interest rate of the ESWS welfare loan from 6% to 5%;

11.4 Amendment of the following bylaws of the ESWS:

- a) Removal of age bar for children of the ESWS members to be eligible for *Semso*;
- b) Removal of six months period after the demise of family members to claim the *Semso* with the submission of required documents;
- c) Waiving the outstanding loan amount in the event of the demise of a member;

11.5 Review *Semso* amount to be uniform for all family members and present its status to the next conference.

**Action: AFD/DoS**

## Annex 2: Component 1 Results Framework

<b>Sub-Component 1: Enhance access and equity to ECCD for age 3-5 (36-71 months)</b>				
<b>Outcomes:</b> Enrolment of 3-5 year old children in ECCD centers supported under the GPE/ESPIG contribute to increase by 12 % over their baselines (21.8% to 34 %) in the three year period (12FYP target).				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>Year 1 (2018-19)</b>	<b>Year 2 (2019-20)</b>	<b>Year 3 (2020-21)</b>
National Net enrollment rate for ECCD disaggregated by gender, districts, urban/rural/remote <sup>36</sup>	21.8	26	30	34
<b>Outputs</b>				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>
No of ECCD Centres established (cumulative)	307	327	367	407
Number of parents completing one cycle <sup>37</sup> of parenting education program (cumulative)	0	500	1,000	1,500
Number of children enrolled in ECCD Centers (cumulative) disaggregated by gender, districts, urban/rural/remote	7,194	8,580	9,900	11,220
<b>Sub-Component 2: Enhance quality of ECCD programme</b>				
<b>Outcomes(s):</b> Capacity of ECCD Centre facilitators enhanced to deliver quality ECCD programme				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>Year 1 (2018-19)</b>	<b>Year 2 (2019-20)</b>	<b>Year 3 (2020-21)</b>
Percentage of ECCD facilitators meeting ECCD practices standard as defined in QMTEC	0	70%	70%	70%
<b>Outputs</b>				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>
Number of ECCD facilitators trained on ECCD programme and parenting education (cumulative)	0	25	65	100
A set of actionable recommendations submitted to ECCD & SEN division by the trained staff who returned from the exposure visit	NA	1 Submitted		
Number of ECCD facilitators enrolled in three-year ECCD diploma programme	0	60 (one cohort of 60 for three years)		

<sup>36</sup> Baseline of disaggregated levels are not available. It will be monitored from next year once the country starts reporting the disaggregated data.

<sup>37</sup> Total number of parents completing all 17 modules of parenting program

Number of DEOs/TEOs/EMOs oriented on ECCD monitoring tools	0	60		
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### Annex 3: Component 2 Results Framework

<b>Outcomes:</b>				
<ul style="list-style-type: none"> <li>• A technically robust National Education Assessment Framework (NEAF) for Classes III, VI, X, and XII developed and endorsed</li> <li>• National and sub-national capacity to implement the NEAF developed and Class III learning assessed; and</li> <li>• The RGoB funding increased to ensure the sustainability of the NEAs</li> </ul>				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>Year 1 (2018-19)</b>	<b>Year 2 (2019-20)</b>	<b>Year 3 (2020-21)</b>
National Education Assessment Framework endorsed by the Board			Endorsed by the BCSEA Board	
Expenditure on NEAs as a percentage of the total BCSEA (RGoB-funded) expenditure	3%	N/A	N/A	At least 5% (To be determined by the Framework)
<b>Outputs</b>				
<b>Indicator(s)</b>	<b>Baseline</b>	<b>Year 1 (2018-19)</b>	<b>Year 2 (2019-20)</b>	<b>Year 3 (2020-21)</b>
National Education Assessment Framework finalized		Finalized NEAF		
Percentage of officials (BCSEA and stakeholders) trained in implementation of National Education Assessment framework (cumulative)	0 (2017)	20 (50% female)	40 (50% female)	60 (50% female)
Number of Field Education Officials trained (cumulative)	0	N/A	50	100
Percentage of the staff who meet the competency standards for the NEAF implementation	N/A	N/A	100%	100%
Number of Class III NEA reports available				At least 1

## Annex 4: GPE/ESPIG Program M&E Framework

<b>Component 1: Improve access to and quality of ECCD</b>				
<b>Sub-component 1: : Enhance access and equity to ECCD for children aged 3-5 (36-71 months) years</b>				
<b>Outcomes</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
NER for ECCD by gender/district, urban/rural/remote	Annual Education Statistics	EMIS	Annual	PPD, MoE
<b>Outputs</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
Number of new ECCD Centers established	Annual Education Statistics	EMIS, monitoring visits	Annual	ECCD & SEN Division, MoE
Number of children enrolled in ECCD Centers by gender/district, urban /rural/remote	Annual Education Statistics	EMIS, monitoring visits	Annual	ECCD & SEN Division, MoE
Number of parents completing one cycle of parenting education program	ECCD Report	Monitoring of programme, attendance records	Annual	ECCD & SEN Division, MoE
<b>Sub-component 2: Enhance Quality of ECCD programme</b>				
<b>Outcomes</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
Percentage of ECCD facilitators meeting ECCD practices standard as defined in QMTEC	ECCD Report	Monitoring of programme, surveys	Annual	ECCD Division, MoE and SCI
<b>Outputs</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
Number of ECCD facilitators trained on ECCD programme and parenting education	Training Report	Monitoring of training programme, attendance logs	Annual	ECCD Division, MoE
A set of actionable recommendations submitted to ECCD & SEN division by the staff who returned from the exposure visit.	Training Report	Training records, Availability of the document	Annual	ECCD Division, MoE

Number of ECCD facilitators completing ECCD diploma programme	Report from CoE, Paro	Monitoring of programme	Annual	ECCD Division, MoE
Number of DEOs/EMOs oriented on ECCD monitoring tools	Workshop report	Workshop records	Annual	ECCD Division, MoE
<b>Component 2: Enhance national assessment system to improve learning outcomes</b>				
<b>Outcomes</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
National Education Assessment Framework endorsed	NEAF Reports/documents	An endorsement signed by the Chairman/BCSEA	Annual	BCSEA
Expenditure on NEAs as a percentage of total BCSEA (RGoB) expenditure	BCSEA Annual Report	Public Expenditure Management System (PEMS) reports	Year 3	BCSEA
<b>Outputs</b>				
<b>Indicator</b>	<b>Data source</b>	<b>Means of verification</b>	<b>Frequency</b>	<b>Responsible for data collection</b>
National Education Assessment Framework finalized	Finalized NEAF document	Workshop records, consultation records	Annual	BCSEA
Percentage of officials (BCSEA and stakeholders) trained in implementation of National Education Assessment framework	Annual Performance Target Report	Workshop records	Annual	BCSEA
Percentage of the staff who meet the competency standards for the NEAF implementation	Annual Performance Target Report	Workshop records, post-test, surveys	Years 2 & 3	BCSEA
Number of Class III NEA report available	Project report Annual Report Annual Performance Target Report	Class III NEA Reports	Annual	BCSEA

## Annex 5: Detailed Budget

<b>Component 1: Improve access to and quality of ECCD</b>						
Item	Unit cost (USD)	Quantity	Year 1	Year 2	Year 3	TOTAL
1. Establishing 100 ECCD Centers	8,413	100	168,260	336,520	336,520	841,300
2. Enhance quality of ECCD centers			116,600	67,600	67,600	251,800
2.1. Basic training and parenting education conducted for 100 new ECCD facilitators and 12 Resource persons	400	112	11,600	17,600	17,600	46,800
2.2 Capacity building of programme implementation /management unit	4,000	5	20,000			20,000
2.3 Diploma in ECCD for 60 ECCD facilitators (3-year programme)	2,200	60	42,000	42,000	42,000	126,000
2.4 Parenting material developed and provided to project sites	9	1,000	9,000			9,000
2.5 Programme management and monitoring conducted and report submitted	23,000	1	7,000	8,000	8,000	23,000
2.6 Orientation of DEOs and EMOs on ECCD monitoring tools	450	60	27,000			27,000
<b>Component 1 Total</b>			<b>284,860</b>	<b>404,120</b>	<b>404,120</b>	<b>1,093,100</b>
<b>Component 2: Enhance national assessment system to improve learning outcomes</b>						
Item	Unit cost (USD)	Quantity	Year 1	Year 2	Year 3	TOTAL
<b>1. Review the existing learning outcome and standards of student to inform National Education Assessment Framework &amp; Policy and Technical standards Development</b>	137,000	-	137,000	-	-	137,000
1.1. Review and define learning outcomes/standards to be assessed						-
BCSEA capacity Development on assessment latest theories and practices	25,000		25,000	-	-	25,000
International Technical Assistance team (Fees, Travel cost, national counterpart)	54,000		54,000	-	-	54,000
Consultation workshops						-
Orientation Workshop	8,000		8,000			8,000

<i>Review x3</i>	25,000		25,000			25,000
<i>NEAF development (x4)</i>	25,000		25,000			25,000
<b>2. Institutional Capacity Development to implement the NEAF</b>			30,000	65,238	27,000	122,238
2.1 Capacity needs assessment	-		-	-	-	-
2.2 Institutional capacity building for BCSEA (instrument development, sampling, quality monitoring, test administration procedures, data management & archiving, data coding, data analysis, scaling, report writing, dissemination, security of instruments and usage relevant software through ITA)	70,238	0	30,000	40,238	-	70,238
2.3 Capacity building for field officials to implement NEAF-BCSEA	52,000			25,000	27,000	52,000
<b>3. Undertake NEA for primary level (Class III )</b>			-	143,183	100,000	243,183
3.1 Pilot Test instrument Development, sampling and rolling out the Pilot test (support from ITA)	73,683	0	-	73,683	-	73,683
3.2 Data coding and Test Instruments review and analysis (support form ITA)	40,000	0	-	40,000	-	40,000
3.3 Expert review of the NEAF and its technical standards with ITA	29,500	0	-	29,500	-	29,500
3.4 Roll out Real NEA in Class III with ITA	100,000				100,000	100,000
<b>Component 2 Total</b>			<b>167,000</b>	<b>208,421</b>	<b>127,000</b>	<b>502,421</b>
<b>Program Management and M&amp;E</b>						
<b>Item</b>	<b>Unit cost (USD)</b>	<b>Quantity</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>TOTAL</b>
GA Fees			59,881	70,569	69,550	200,000
Program Management and M&E for MoE			1,000	2,479	1,000	4,479
<b>Programme management total</b>			<b>60,881</b>	<b>73,048</b>	<b>70,550</b>	<b>204,479</b>
<b>Grand total</b>			<b>512,741</b>	<b>685,589</b>	<b>601,670</b>	<b>1,800,000</b>

## Annex 6: Detailed Budget for GA Cost

						Year 1 7/1/2018 - 6/30/2019			Year 2 7/1/2019 - 6/30/2020			Year 3 7/1/2020 - 6/30/2021			Total		
						Units	Unit Cost	Amount	Units	Unit Cost	Amount	Units	Unit Cost	Amount	Amount		
Line Items	Unit Cost LOCAL CURRENCY	USD	Unit Type														
<b>A. PERSONNEL</b>																	
<b>National Staff</b>																	
<b>Country Office</b> (% of total personnel cost)																	
1	National Director (6%)	MB Ghaley	12,266.50	\$194.71	/Mo	12.00	\$198	\$2,372	12.00	\$204	\$2,443	12.00	\$210	\$2,516	36.00	\$7,330	
2	Education Manager (30%)	Karma Dyenka	64,117.16	\$1,017.73	/Mo	12.00	\$1,033	\$12,396	12.00	\$1,064	\$12,768	12.00	\$1,096	\$13,151	36.00	\$38,315	
3	GPE Project Coordinator (31%)	TBD	78,910.45	\$1,252.55	/Mo	6.00	\$1,271	\$7,628	12.00	\$1,309	\$15,714	12.00	\$1,349	\$16,185	30.00	\$39,527	
4	MEAL Coordinator (4%)	Nar Bdr Chhetri	7,717.02	\$122.49	/Mo	12.00	\$124	\$1,492	12.00	\$128	\$1,537	12.00	\$132	\$1,583	36.00	\$4,611	
5	Program Development (2%)	Bishal Rai	3,895.82	\$61.84	/Mo	12.00	\$63	\$753	12.00	\$65	\$776	12.00	\$67	\$799	36.00	\$2,328	
6	Finance Manager (11%)	Ganga Ram Sharma	22,971.23	\$364.62	/Mo	12.00	\$370	\$4,441	12.00	\$381	\$4,574	12.00	\$393	\$4,712	36.00	\$13,727	
7	Admin & HR Manager (3%)	Sonam Tshewang	7,434.57	\$118.01	/Mo	12.00	\$120	\$1,437	12.00	\$123	\$1,480	12.00	\$127	\$1,525	36.00	\$4,443	
8	Driver (4%)	Dorji Wangdi (II)	7,969.37	\$126.50	/Mo	12.00	\$128	\$1,541	12.00	\$132	\$1,587	12.00	\$136	\$1,635	36.00	\$4,762	
9	IT & Logistics Officer (1%)	Tashi Zomba	2,416.62	\$38.36	/Mo	12.00	\$39	\$467	12.00	\$40	\$481	12.00	\$41	\$496	36.00	\$1,444	
10	Shared Direct Costs - National Salaries (3%)		7,691.25	\$122.08	/Mo	12.00	\$122	\$1,465	12.00	\$122	\$1,465	12.00	\$122	\$1,465	36.00	\$4,395	
Subtotal National Staff										\$33,992			\$42,825			\$44,066	\$120,882
<b>Home Office Staff</b>																	
1	Award manager (2%)	TBD		\$295	/Dys	3.00	\$298	\$895	2.00	\$307	\$615	3.00	\$317	\$950	8.00	\$2,460	
2	ECD Technical Support (4%)	TBD		\$636	/Dys	3.00	\$642	\$1,926	3.00	\$661	\$1,983	2.00	\$681	\$1,362	8.00	\$5,271	

Subtotal Home Office Staff				6.00	\$2,821	5.00	\$2,598	5.00	\$2,312	16.00	\$7,731					
<b>TOTAL PERSONNEL</b>					<b>\$36,813</b>		<b>\$45,423</b>		<b>\$46,377</b>		<b>\$128,613</b>					
<b>B. FRINGE BENEFITS</b>																
<b>National Staff</b>																
<b>(% of total fringe benefits)</b>																
1	National Director (5%)	MB Ghaley	2,692.65	\$42.74	/mo/e mp	12.00	42.74	\$513	12.00	42.74	\$513	12.00	42.74	\$513	\$1,539	
2	Education Manager (45%)	Karma Dyenka	14,074.50	\$223.40	/mo/e mp	12.00	223.40	\$2,681	12.00	223.40	\$2,681	12.00	223.40	\$2,681	\$8,043	
3	GPE Project Coordinator (100%)	TBD	17,321.81	\$274.95	/mo/e mp	6.00	\$274.95	\$1,650	12.00	\$274.95	\$3,299	12.00	\$274.95	\$3,299	\$8,248	
4	MEAL Coordinator (10%)	Nar Bdr Chhetri	1,693.98	\$26.89	/mo/e mp	12.00	\$26.89	\$323	12.00	\$26.89	\$323	12.00	\$26.89	\$323	\$968	
5	Program Development (5%)	Bishal Rai	855.18	\$13.57	/mo/e mp	12.00	\$13.57	\$163	12.00	\$13.57	\$163	12.00	\$13.57	\$163	\$489	
6	Finance Manager (15%)	Ganga Ram Sharma	5,042.47	\$80.04	/mo/e mp	12.00	\$80.04	\$960	12.00	\$80.04	\$960	12.00	\$80.04	\$960	\$2,881	
7	Admin & HR Manager (5%)	Sonam Tshewang	1,631.98	\$25.90	/mo/e mp	12.00	\$25.90	\$311	12.00	\$25.90	\$311	12.00	\$25.90	\$311	\$933	
8	Driver (20%)	Dorji Wangdi (II)	2,522.63	\$40.04	/mo/e mp	12.00	\$40.04	\$481	12.00	\$40.04	\$481	12.00	\$40.04	\$481	\$1,442	
9	IT & Logistics Officer (5%)	Tashi Zomba	530.48	\$8.42	/mo/e mp	12.00	\$8.42	\$101	12.00	\$8.42	\$101	12.00	\$8.42	\$101	\$303	
10	Shared Direct Costs-Non-Salary Benefits for National Staff (16%)		8,692.25	\$137.97	/Mo	12.00	\$138	\$1,656	12.00	\$138	\$1,656	12.00	\$138	\$1,656	\$4,967	
Subtotal National Staff					\$8,838		\$10,487		\$10,487		\$29,812					
<b>Home Office Staff</b>																
1	Fringe Benefits (7%)			28.12%	/salar y	\$2,820 .84	28.12%	\$793	\$2,598.11	28.12%	\$730.59	\$2,311.66	28.12%	\$650	\$2,174	
Subtotal Home Office Staff					\$793		\$731		\$650		\$2,174					
<b>TOTAL FRINGE BENEFITS</b>					<b>\$9,631</b>		<b>\$11,218</b>		<b>\$11,137</b>		<b>\$31,986</b>					
<b>D. TRAVEL</b>																
<b>In-Country Travel</b>																
<b>Project Staff Travel</b>																
1	International Airfare	(region - Kathmandu, Vietnam, Cambodia)	25,000	\$396.83	/rt	0.00	\$397	\$0	1.00	\$409	\$409	1.00	\$421	\$421	2.00	\$830

2	International Per Diem	(region - Kathmandu, Vietnam, Cambodia)	9,450	\$150.00	/rt	0.00	\$150	\$0	5.00	\$155	\$773	5.00	\$159	\$796	10.00	\$1,568
3	Per Diem	In-country	1,200	\$19.05	/day	34.40	\$19	\$655	48.00	\$20	\$942	40.00	\$20	\$808	122.40	\$2,405
4	Lodging Local	In-country	1,500	\$23.81	/day	25.80	\$24	\$614	72.00	\$25	\$1,766	32.00	\$25	\$808	129.80	\$3,188
5	Transport/Vehicle Hire	In-country	20,000	\$317.46	s	2.00	\$317	\$635	3.00	\$327	\$981	2.74	\$337	\$923	7.74	\$2,539
<b>Local Consultant Travel</b>																
<b>Shared Direct Costs - Travel and Lodging</b>																
1	Country Office Shared Direct Costs-Travel and Lodging		822.50	\$13.06	/month	12.00	\$13	\$157	12.00	\$13	\$157	12.00	\$13	\$157		\$470
Subtotal In-Country Travel								\$2,061			\$5,026			\$3,913		\$11,000
<b>TOTAL TRAVEL</b>								<b>\$2,061</b>			<b>\$5,026</b>			<b>\$3,913</b>		<b>\$11,000</b>
<b>F. SUPPLIES</b>																
<b>Information Technology</b>																
1	Laptop		100,000	\$1,587.30	/each	1.00	\$1,587	\$1,587	0.00	\$1,635	\$0	0.00	\$1,684	\$0	1.00	\$1,587
2	Printer		40,000	\$634.92	/each	1.00	\$635	\$635	0.00	\$654	\$0	0.00	\$674	\$0	1.00	\$635
Subtotal SUPPLIES								\$2,222			\$0			\$0		\$2,222
<b>TOTAL SUPPLIES</b>								<b>\$2,222</b>			<b>\$0</b>			<b>\$0</b>		<b>\$2,222</b>
<b>G. CONTRACTUAL</b>																
<b>Subawards - Implementing Partners</b>																
1	Ministry of Education						\$452,860			\$615,020			\$532,120			\$1,600,000
Subtotal Subawards - Implementing Partners								\$452,860			\$615,020			\$532,120		\$1,600,000
<b>TOTAL CONTRACTUAL</b>								<b>\$452,860</b>			<b>\$615,020</b>			<b>\$532,120</b>		<b>\$1,600,000</b>

<b>H. OTHER DIRECT COSTS</b>															
<b>Office Operational Costs</b>															
<b>Thimphu Office</b>															
1	Thimphu Office Shared Direct Costs - Premise Costs	4,900.00	\$77.78	/Mo	12.00	\$78	\$933	12.00	\$78	\$933	12.00	\$78	\$933	36.00	\$2,800
2	Thimphu Office Shared Direct Costs - Vehicle and Transportation Costs	1,321.25	\$20.97	/Mo	12.00	\$21	\$252	12.00	\$21	\$252	12.00	\$21	\$252	36.00	\$755
3	Thimphu Office Shared Direct Costs - Other Costs	73.50	\$1.17	/Mo	12.00	\$1	\$14	12.00	\$1	\$14	12.00	\$1	\$14	36.00	\$42
4	Project Staff Recruitment	5,000.00	\$79.37	/Mo	1.00	\$79	\$79	0.00	\$0	\$0	0.00	\$0	\$0	1.00	\$79
Subtotal Thimphu Office							\$1,278		\$1,199		\$1,199		\$1,199		\$3,676
<b>Office Location Name : Thimphu</b>															
<b>Office</b>															
1	Office rental	3,256.48	\$51.69	/Mo	12.00	\$52	\$620	12.00	\$53	\$639	12.00	\$55	\$658	36.00	\$1,917
2	Building maintenance & repair	1,628.24	\$25.85	/Mo	12.00	\$26	\$310	12.00	\$27	\$319	12.00	\$27	\$329	36.00	\$959
4	Utilities	1,628.24	\$25.85	/Mo	12.00	\$26	\$310	12.00	\$27	\$319	12.00	\$27	\$329	36.00	\$959
5	Start-up supplies	5,000.00	\$79.37	/Yr	1.00	\$79	\$79	0.00	\$0	\$0	0.00	\$0	\$0	1.00	\$79
6	Office Supplies	2,608.24	\$41.40	/Mo	12.00	\$41	\$497	12.00	\$43	\$512	12.00	\$44	\$527	36.00	\$1,536
7	Computer Supplies	2,608.24	\$41.40	/Mo	12.00	\$41	\$497	12.00	\$43	\$512	12.00	\$44	\$527	36.00	\$1,536
8	Computer service & maintenance	2,608.24	\$41.40	/Mo	12.00	\$41	\$497	12.00	\$43	\$512	12.00	\$44	\$527	36.00	\$1,536
9	Communications (telephone, internet etc.)	6,844.72	\$108.65	/Mo	12.00	\$109	\$1,304	12.00	\$112	\$1,343	12.00	\$115	\$1,383	36.00	\$4,030
10	Equipment maintenance & rental	2,608.24	\$41.40	/Mo	12.00	\$41	\$497	12.00	\$43	\$512	12.00	\$44	\$527	36.00	\$1,536
11	Postage/Parcel Delivery	1,043.30	\$16.56	/Mo	12.00	\$17	\$199	12.00	\$17	\$205	12.00	\$18	\$211	36.00	\$614
12	Legal Fees	1,286.99	\$20.43	/Mo	12.00	\$20	\$245	12.00	\$21	\$252	12.00	\$22	\$260	36.00	\$758
13	Bank Fees	969.80	\$15.39	/Mo	12.00	\$15	\$185	12.00	\$16	\$190	12.00	\$16	\$196	36.00	\$571
<b>Vehicles Expenses</b>															
1	Fuel	2,752.83	\$43.70	/Mo	12.00	\$44	\$524	12.00	\$45	\$540	12.00	\$46	\$556	36.00	\$1,621
2	Maintenance	2,752.83	\$43.70	/Mo	12.00	\$44	\$524	12.00	\$45	\$540	12.00	\$46	\$556	36.00	\$1,621

Program Activity Costs		Please see detailed Program Activities worksheet													
1	Kick-Off Meeting	20,000.00	\$317.46	/Acti	1.00	317.46	\$317	0.00	\$327	\$0	0.00	\$0	\$0	1.00	\$317
2	Program Review Meeting	20,000.00	\$317.46	/Acti	2.00	634.92	\$1,270	2.00	\$654	\$1,308	1.00	\$337	\$337	5.00	\$2,915
3	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
4	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
5	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
6	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
7	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
8	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
9	0		\$0.00	/Acti	0.00	-	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
10	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
11	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
12	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
13	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
14	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
15	0		\$0.00	/Acti	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0	\$0	0.00	\$0
Subtotal Program Activity Costs							\$1,587			\$1,308			\$337		\$3,232
<b>TOTAL OTHER DIRECT COSTS</b>							<b>\$9,154</b>			<b>\$8,902</b>			<b>\$8,123</b>		<b>\$26,179</b>
<b>TOTAL DIRECT COSTS</b>							<b>\$512,741</b>			<b>\$685,589</b>			<b>\$601,670</b>		<b>\$1,800,000</b>

## Annex 7: Detailed workplan

Attached to this Proposal in Excel format.