Government of Nepal

Ministry of Education

Volume I

School Sector Reform Plan
2009-2015

Kathmandu

June 2009

ABBREVIATION

ADB   Asian Development Bank
AGO   Auditor General's Office
AIDS   Acquired Immune Deficiency Syndrome
ASIP   Annual Strategic Implementation Plan
AusAid   Australian Aid
AWPB   Annual Work Plan and Budget
B.Ed.   Bachelor of Education
BPEP   Basic and Primary Education Project
CA   Constituent Assembly
CAS   Continuous Assessment System
CB   Capacity Building
CBE   Compulsory Basic Education
CBO   Community Based Organization
CBS   Central Bureau of Statistics
CDC   Curriculum Development Centre
CERID   Centre for Educational Research, Innovation and Development
CLC   Community Learning Centers
CSDC   Cottage and Skills Development Centers
CTA   Chief Technical Advisor
CTEVT   Council for Technical Education and Vocational Training
DAG   Disadvantaged Group
DDC   District Development Committee
DEF   District Education Fund
DEO   District Education Office
DEP   District Education Plans
DFID   Department for International Development
DHS   Demographic and Health Survey
DOE   Department of Education
DP   Development Partners
EC   European Community/ Commission
ECD   Early Childhood Development
ECED   Early Childhood Education and Development
EFA   Education for All
EFA-NPA   Education for All-National Plan of Action
EMIS   Education Management Information System
EPC   Education Policy Committee
ERO   Education Review Office
ESAT   Education Sector Advisory Team
ETC   Education Training Centres
EU   European Union
FCGO   Financial Comptroller General's Office
FFR   Fast Fertility Rate
FMR   Financial Monitoring Report
FOE   Faculty of Education
FTI   Fast Track Initiative
FY   Fiscal Year
GDP   Gross Domestic Product
GER   Gross Enrolment Rate
GIP   Girls Incentive Program
GNP   Gross National Product
GON   Government of Nepal
GOV   Government

HDI	Human Development Index
HIV	Human Immune Virus
HR	Human Resource
HRD	Human Resource Development
HRDI	Human Resource Development Index
HSEB	Higher Secondary Education Board
HSLC	Higher Secondary Level Certificate
HSLC	Higher Secondary Level Certificate
HT	Head Teacher
I. Ed.	Intermediate of Education
I/NGO	International/Non Governmental Organization
ICT	Information and Communication Technology
IDP	Internally Displaced People
ILO	International Labor Organization
JFA	Joint Financing Arrangement
JICA	Japan International Cooperation Agency
L/RC	Lead / Resource Centre
LSGA	Local Self Governance Act
M&E	Monitoring and Evaluation
M.Ed.	Master of Education
MDA	Mid Decade Assessment
MDAC	Ministerial Level Development Assessment Committee
MDG	Millennium Development Goal
MEC	Minimum Enabling Condition
MEP	Municipality Education Plan
MGT	Multi Grade Teaching
MIS	Management Information System
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MOLD	Ministry of Local Development
MOU	Memorandum of Understanding
MOWCSW	Ministry of Women, Children and Social Welfare
NCED	National Centre for Educational Development
NCF	National Curriculum Framework
NDHS	National Demographic Health Survey
NEB	National Examination Board
NER	Net Enrolment Rate
NFE	Non-Formal Education
NFEC	Non-Formal Education Centre
NLSS	Nepal Living Standard Survey
NP	Nepal
NPC	National Planning Commission
NRP	Nepalese Rupees Price
NRs	Nepalese Rupees
NS-PCF	Non-salary Per Child Funding
NTF	National TEVT Fund
NTS-PCF	Non-Teaching Staff Salary Per Child Funding
NVQF	National Vocational Qualifications Framework
OCE	Office of Controller of Examinations
PCF	Per Capita Funding
PPC	Pre-primary Classes
PRD	Promotion, Repetition and Dropout
PRSP	Poverty Reduction Strategy Paper
PSC	Public Service Commission
PTA	Parent Teacher Association

RC	Resource Centre
RED	Regional Education Directorate
REDF	Rural Education Development Fund
RP	Resource Person
SBM	School-based Management
SESP	Secondary Education Support Programs
SFR	Slow Fertility Rate
SIP	School Improvement Plans
SLC	School Leaving Certificate
SMC	School Management Committee
SOP	School Out-reach Program
S-PCF	Salary Per Capita Funding
SSR	School Sector Reform
SWAP	Sector Wide Approach
TA	Technical Assistance
TED	Teacher Education and Development
TEP	Teacher Education Project
TEVT	Technical Education and Vocational Training
THSLC	Technical Higher Secondary Level Certificate
TITI	Training Institute for Technical Instructors
TPC	Teacher Preparation Course
TSLC	Technical Secondary Level Certificate
TU	Tribhuvan University
TV	Television
TYIP	Three Year Interim Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VDC	Village Development Committee
VEC	Village Education Committee
VEP	Village Education Plan
WB	World Bank
WFP	World Food Program

School Sector Reform Plan
2009-2015

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CHAPTER 1: INTRODUCTION TO SSR PLAN

This School Sector Reform Plan (SSRP) is a long-term strategic plan that describes the goal and objectives that will be pursued by the Government of Nepal (GON), Ministry of Education (MOE) over the period starting from the fiscal year 2009/10 till 2015/16. The plan comprises the key strategic interventions and the estimated financial resources required to implement these strategies.

The SSRP is a continuation of the on-going programs such as Education for All (EFA), Secondary Education Support Program (SESP), Community School Support Program (CSSP) and Teacher Education Project (TEP). Building upon the lessons learnt and gains we have made in the sector, the SSRP also introduces new reforms characterized by strategic interventions such as the restructuring of school education, improvement in quality of education, and institutionalization of performance accountability. By putting forward these reform initiatives, the Plan has placed emphasis on the access of the out-of-school populations and has guaranteed the learning of all children by raising efficiency and enhancing effectiveness in the delivery of services in the education sector.

In Nepal, the recent peace and political stability, combined with a growing awareness of the value of education have contributed to a significant increase in the demand for and expectations from public educational services. In spite of the significant improvements in access and enrollment over a decade or so, many children and young people leave schools without developing their potentials, and without acquiring the basic skills deemed necessary for raising their standards of living and the knowledge needed to effectively function in society. Functional literacy and numeracy are essential for our economy; but approximately half of the population lacks these basic skills.

In response to these challenges, the Ministry of Education has taken initiatives to improve existing services and has introduced reforms in the school programs. The aim of these reforms is to improve quality and relevance of school education. With its focus on raising the quality, and efficiency and effectiveness of educational services, the SSRP has become a major instrument in meeting new challenges, demands and expectations within the available public funding allocated to school education.

The SSRP has its roots in the EFA National Plan of Action 2001-15, the Three-Year Interim Plan and the SSR Core Document. The plan provides strategic framework for the Annual Strategic Implementation Plans (ASIP) and Annual Work Plan and Budget (AWPB). Within the SSRP framework, the ASIP/ AWPB will articulate strategies into an annual operational rolling plan.

The SSRP has been prepared by the MOE/ GON based on the School Sector Reform, Core Document (SSR Core Doc) and the feedback received from stakeholder consultations conducted at different levels across the country. Key policy goals and values, such as the rights to education, gender parity, inclusion, and equity have guided the plan preparation process and have been integrated as strategic interventions in the Plan.

By implementing the Plan, the MOE aims to achieve significant improvements in the key SSR indicators. The key indicators including base year status (2008/09) and targets for 2015/16 are presented in the table below (Table 1.1).

Table 1.1: A summary of the Key SSR Indicators, Base-Year Status and 2015/16 Targets

Indicators	Unit	Base Years		Targets						
		2007/08	*2008/09*	*2009/10*	*2010/11*	*2011/12*	*2012/13*	*2013/14*	*2014/15*	*2015/16*
1. Share of Education Budget in										
GNP	%	2.0	2.1	2.1	2.2	2.3	2.3	**2.4**	2.5	**2.5**
GDP	%	3.5	3.6	3.6	3.7	3.7	3.8	**3.8**	3.9	**4.0**
2. Share in Education Budget										
Basic Education	%	70	71	71	72	73	74	**74**	75	**76**
Secondary Education	%	9	9	9	9	9	9	**9**	9	**9**
3. Grade 1										
New entrants with ECED experience	%	33	36	41	45	51	57	**64**	71	**80**
Gross Intake Rate	%	141	148	144	140	137	133	**130**	127	**123**
Net Intake Rate	%	78	81	83	86	88	91	**94**	97	**100**
4. Gross Enrolment Rate										
ECED/Pre primary	%	60	63	67	72	77	82	**87**	93	**99**
Basic Education (1-8)	%	116	123	125	128	130	132	**132**	131	**131**
Secondary Education	%	36	40	43	47	52	58	**66**	75	**83**
5. Net Enrolment Rate										
Primary Education	%	89	92	94	96	97	98	**99**	99	**100**
Basic Education	%	71	73	75	77	80	82	**85**	87	**90**
Secondary Education	%	20	21	22	23	24	26	**27**	29	**31**
6. Teachers with required qualification and training										
Basic Education	%	62	66	70	74	79	83	**88**	94	**100**
Secondary Education	%	74	77	80	83	86	89	**93**	96	**100**
7. Teachers with required Certification										
Basic Education	%	90	91	92	94	95	96	**97**	99	**100**
Secondary Education	%	90	91	92	94	95	96	**97**	99	**100**
8. Pupil Teacher Ratio										
Basic Education	Ratio	44	43	41	40	39	38	**37**	36	**34**
Secondary Education	Ratio	42	39	37	34	32	30	**28**	26	**25**
9. Repetition Rate										
Grade 1	%	28	18	12	8	5	3	**2**	1	**1**
Grade 8	%	13	11	9	7	6	5	**4**	3	**2**
10. Survival Rate by cohort method										
Grade 5	%	54	58	61	65	70	74	**79**	84	**90**
Grade 8	%	37	41	45	49	54	60	**66**	73	**80**
11. Coefficient of Efficiency										
Basic Education	Ratio	0.46	0.49	0.52	0.55	0.59	0.62	**0.66**	0.71	**0.75**
Secondary Education	Ratio	0.30	0.33	0.36	0.39	0.42	0.46	**0.50**	0.55	**0.60**
12. Learning Achievement		Average Score of students in core subjects in grade 5 and 8								
Grade 5	%	50	53	56	60	63	67	**71**	75	**80**
Grade 8	%	44	46	48	49	51	54	**56**	58	**60**
13. Pass Rate		Percentage of students passed in the SLC and HSE National Examination								
SLC	%	60	62	64	65	67	69	**71**	73	**75**
Higher Secondary	%	23	25	28	31	34	37	**41**	45	**50**
14. Literacy Rate		Percentage of literate people								
Age Group 15-24	%	73	75	78	80	83	86	**89**	92	**95***
Age Group 6+ years	%	63	69	76	78	80	83	**85**	88	**90***
Age Group 15+ years	%	52	56	60	62	64	67	**70**	72	**75***
15. Literacy GPI (15+)	Ratio	0.61	0.74	0.90	0.92	0.93	0.95	**0.96**	0.98	**1.00***

The 15 key SSR indicators included in the table above represent key results aimed at achieving at the end of this Plan period. These indicators also provide a basis for monitoring and reporting progress against the planned targets. The EMIS with its Flash I and II reports and annual status reports, including these key indicators, constitute the important source for assessing performance at the output and outcome levels. The Ministry's regular monitoring and management information system on the other hand feeds into assessing the overall performance against planned program and activities. In addition, the SSRP has a provision for commissioning research and studies to complement the regular M&E system. The Ministry will continue with the provisions for utilizing external evaluation to draw lessons and facilitate students' learning and to improve sectoral performance in education.

It is important to note that the achievement of the 2015/16 targets is subject to additional funding. At the current level of available resources, the accelerated targets projected by the Ministry are less likely to be attained. Hence, it is necessary to stress that the plan with its current level of funding is not adequate to achieve the EFA goals and the Millennium Development Goals (MDG) for "Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality".

The cost of the SSRP in its current form is estimated at US$ 4.040 billion over the seven year period. The estimated funding available from the Government of Nepal amounts to US$ 3.148 billion or 78%, leaving a funding gap of US$ 892 million over the seven years' period.

For the first five years, the cost of SSRP is estimated at US$ 2.626 billion. The estimated fund available from the Government of Nepal for five years is US$ 2.002 billion, and the pledge made by the DPs is US$ 0.5 billion, requiring additional funding of US$ 0.124 billion.

While the Government funding is estimated to continue to increase steadily from the current level of funding at US$ 457 million per year, there is a need for reciprocal increase from the DPs on their part of contribution. During initial discussions, the DPs that were part to the Joint Financing Arrangement (JFA) for the EFA have indicated that they will be able to provide about US$ 100 million per year over the first five years of the planned period, amounting to US$ 500 million. This is a reduction from the current level of DP's annual support of about US$ 130 million, and that leaves the SSRP with a total external funding gap of US$ 392 million over the seven year period.

Based on an assumption of continued support at the same level of US$ 100 million per year from the pooling partners over the two remaining years of the SSRP, the projected funding gap is estimated to be US$ 192 million. The Government expects that this funding gap can be closed by employing a resource mobilization strategy, targeting non-pooling development partners, I/NGOs and the Catalytic Fund from the Fast Track Initiative (FTI).

In the context of Nepal, the Government's decentralization policy is gaining momentum and local governments are expected to play an increasing role in the planning and implementation of public services. The Ministry of Education recognizes the role of and scope for cooperation with local governments in the implementation of the SSRP and believes the annual planning process can be used as a vehicle for a regular assessment of the interest in and capacity of local governments to take on new responsibilities in education service delivery as mandated by the policy and legal framework. However, until the governance structure is established and the local governments are fully functional, the existing system of governance and management will continue to operate and will provide the necessary framework for the implementation of the SSRP. Likewise, current Education Act and regulations provide the legal basis for the implementation of the Plan until there is an amendment and enactment in current laws and bylaws.

The SSR Plan will be implemented in a phased manner. Preparatory work for the SSR model building has been initiated and budgeted in the FY 2008/09 program, which will augment the process for early implementation of the SSR activities in the three model building districts including Dadeldhura, Kapilbastu and Rasuwa, and will contribute to enhancing capacity building in other districts as well. This process will feed into the SSR implementation and open ways for consolidating the reform initiatives.

From 2009/10 onwards, the SSR Plan will be implemented throughout the country, focusing on the integration and consolidation of basic education (grades 1-8), completing the process by 2012. At the same time, the model building for secondary education (grades 9-12) will start from 2009/10 and will continue through 2012/13 and will go beyond. The restructuring of secondary education, including integration of 9-12 grades will take place across the country from the academic year 2012 in a phased manner. The restructuring of secondary education will complete by 2015. This process will be informed by an extensive school mapping exercise that will be carried out in a phased manner, which will enrich the planning process and will feed into the SSR restructuring, quality enhancement and accountability framework.

The Plan consists of ten chapters with focus on the themes pertinent to the SSR implementation. The chapters are organized in view of their relevance and strategic links, not merely on the basis of the level of funding. The chapters in the Plan include Early Childhood Education and Development (ECED), Basic and Secondary Education, Literacy and Lifelong Learning, and Technical Education and Vocational Training. The Plan also entails Teacher Professional Development, Capacity Development, Monitoring and Evaluation, Financing, and Aid management and TA Coordination.

In order to maintain consistency in the document, an attempt has been made to strucutre the chapters by employing a set of common elements in each theme, to the extent possible. Such elements incorporated in the Plan entail (a) Introduction, (b) Goals and Objectives, (c) Opportunites and Challeges, (d) Policy Directions, (e) Key Results, (f) Stratgic Inerventions, (g) Indicative Costs, and (h) Implementation Matrices. The first chapter offers information on ECED.

CHAPTER 2: EARLY CHILDHOOD EDUCATION AND DEVELOPMENT

2.1. INTRODUCTION

The ECED goal stipulated in the EFA National Plan of Action (2001-15) provides a basis for the implementation of ECED in the SSR Plan. At present, there are 24,773 ECED centers in operation, comprising both community and school based centres across the country, out of which school based pre-primary centres are about 11,890, and the remaining ones are the community based ECED centres (Flash Report, 2007). In addition, institutional schools (private schools) have made significant contributions to the expansion and delivery of ECED/Pre-primary services in Nepal.

An ECED Council, Chaired by the Secretary has been constituted in the Ministry of Education for providing policy guidelines to the ECED program in the sector. Moreover, considering the need for an overarching framework in the centre, the National Planning Commission (NPC) has formed a Coordination Committee for inter-ministerial and inter-agency coordination to align and harmonize all ECED initiatives and interventions with the national program. At the district level, an ECED Committee, formed under the aegis of the District Development Committee, provides guidelines to formulate policy, and to coordinate, supervise and monitor ECED programs in the district.

The Department of Education (DOE) is implementing the ECED program in collaboration with I/NGOs and community based organizations. Contractual arrangements have been made by the Department with partner agencies to obtain technical and financial support for ECED implementation. DOE also provides a lump sum grant to the ECED centres on an annual basis. Beside, the CDC and NCED will offer technical support in their respective areas, required for setting norms and standards and for delivery of services including curriculum development, facilitator training and evaluation system development.

2.2. GOAL AND OBJECTIVES

Goal

- To foster children's all-round development, laying a firm foundation for basic education.

Objectives

- To expand access to quality ECED services for children of four years of age to prepare them for basic education.

2.3. OPPORTUNITIES AND CHALLENGES

Opportunities

The ECED program in Nepal has been acclaimed for the gains it has made and has been attributed to local level enthusiasm and support. More importantly, the institutional support received from schools, communities, local governments, NGOs and CBOs, and the private sector has proved instrumental in the expansion of ECED both in schools and communities. To match with the

expansion targets, efforts have been made to ensure the quality of ECED in both school based and community based centers.

ECED has been recognized and prioritized as one of the key strategic interventions by international organizations working in Nepal which covers a range of program from human resources development to the development of low cost models that suit the local context of Nepal.

The lessons learnt from the ECED implementation over a period of time have opened ways for expanding ECED, developing strategies to reach marginalized groups, and for enhancing the quality of the program.

Challenges

One of the major challenges for ECED implementation is to obtain services of qualified and competent facilitators and their retention with provisions for adequate technical backstopping. It is a major challenge for the government to coordinate and manage ECED programs run under different modalities and arrangements. Formal mechanisms are yet to be established to utilize and recognize these practices and replicate them for ECED expansion and improvement.

Similarly, a major concern for ECED is to secure quality in the ECED program. Although the quantitative growth of ECED centers has been remarkable, quality issues to ensure minimum standards are yet to be addressed. The creative aspects of ECED appear to have been buried under the content load of ECED curricula.

The ECED expansion has largely been limited to well off areas and urban centers. For this, there is a need for concentrating on poverty pockets with targeted distribution and interventions.

2.4. POLICY DIRECTIONS

- The Government will fund one year ECED program for children of four year of age. Communities may, however, offer ECED services for children below the specified age, mobilizing their own resources.
- The ECED program will be expanded, with a greater focus on qualitative improvement and maintaining an equitable balance between the needs and demands.
- Locations of disadvantaged populations including ethnic minorities, women, Madhesis, endangered groups and Dalits will be identified and they will be given priority to ensure their access to the ECED program.
- Non-discriminatory practices will be adhered to by the key actors and agencies at both policy and practice levels.

2.5. KEY RESULTS

- 87% of children with four years of age attain the ECED program
- Minimum standards for the ECED are met by all ECED centers.
- 64% of children with ECED experience enter into grade one.

2.6. STRATEGIC INTERVENTIONS

- The Ministry of Education will use ECED operational guidelines, which defines the roles and responsibility of different agencies and institutions including partnership arrangement at the local level.
- A basis for coordination arrangement among different ministries (MOE, MOLD, MOH, MOWCSW,) will be initiated through the high level coordination committee at NPC.
- In order to increase children's access to and participation in ECED programs, emphasis will be placed on expanding ECED services in disadvantaged and underserved areas. The state support will be guaranteed through local government(s) for the establishment, operation and sustenance of ECED centers in the marginalized areas and poverty pockets of a district, where HDI indices, high disadvantaged area and ECED GER's are low. The ECED centers will be fully equipped with the environment conducive for child learning and development by fulfilling the minimum standard.
- The main responsibility for creating demand, mapping of needs, planning, implementing and ensuring quality standards the ECED program will lie with the local government where civil society organizations will play critical roles to engage local community and monitoring at local level . For the expansion and enhancement of quality of ECED, the local government will follow a partnership model and will mobilize mothers' groups, youth organizations, user groups, micro-credit groups, in support of different government agencies and non-government organizations.
- With a view to ensuring all children's access and participation, particularly girls, children with special needs and the populations facing multiple exclusions, community based ECED approach will be promoted. These centers will be clustered and developed as satellites to feed into the school nearby. District level resource organizations and CBOs will be tasked to provide technical support and carry out overseeing functions.
- Government funding will be secured for the children with four years of age. Considering the multi-faceted nature of ECED, its governance and management responsibilities will lie with the local governments. The delivery of ECED will be ensured through partnerships with schools, I/NGOs, cooperatives, national and local level institutes, and civil society organizations.
- Until the local governments are fully functional, the resources to these ECED satellites will be channeled through the same school, making it a cost centre for the reporting and coordination purposes. Schools with higher rates of retention will be given additional

incentives as reinforcement. However, the ECED satellites will exercise functional autonomy for the methodological choices and operational arrangement they make to suit their needs.

- With a view to promoting child friendly environment in ECED centers and to ensure children's rights to learn in their own mother tongue, children's mother tongues will be employed as the medium of instruction. ECED facilitators will be recruited locally, as per the ECED operational guidelines.

- Partnership arrangement will be made with local resource groups to develop the capacity of local stakeholders and community organizations under the aegis of the local government.

- A code of conduct will be enforced for the protection of the integrity of all children, with particular focus on Dalits, girls and marginalized populations. Orientation sessions on child protection will be integrated in the regular training packages and will be conducted for the personnel from implementing agencies including education offices, ECED centers, schools, VDCs, municipalities and civil society organizations as well as mother groups.

- The disadvantaged areas and poverty pockets, where the needs are critical, will receive state support for the social mobilization, establishment, operation and monitoring of ECED centers.

2.7. INDICATIVE COST

The total cost allocated to ECED in this Plan is US$ 62.87 million for five years. However, considering the need for additional resourcing for ECED, the complementary support and resources will be mobilized from local governments, I/NGOs, voluntary groups, civil society and community organizations as well as from the parents. For further details on costing, see Annex 9.1.

2.8. IMPLEMENTATION MATRIX

	Activity (What?)	Responsible Agency (Who?)	How?	Timeline (when?)
1	Ensuring state support for the establishment, operation and sustainability of ECED centers	Local government(s)/ DEO	Targeting support in the disadvantaged communities	2010
2	Implementing ECED operational guidelines	DOE: guideline disseminated and implemented	Local government will develop a data base and implement the guidelines with technical support from DEO	2009
3	Ensuring implementation of the Minimum Standards and capacitating the service providers	DOE and local governments	Local governments ensures in consultation with the ECED RCs	2009
4	Developing qualitative parameters	DOE	In consultation with the stakeholders	2009
5	Set up a community-level monitoring and evaluation system	DOE and local governments	Based on operational guideline	2010
6	Developing and implementing code of conduct	DOE and local governments in consultation	Orientation sessions on child protection integrated in the regular training packages	2009
7	Assignment of a coordinator for ECED	DOE/DEO	Assignment based on ECED operation guidelines	2009

3.1   INTRODUCTION

The Basic and Secondary Education component in the SSR Plan has rendered priority, building upon the lessons drawn from past experiences such as the EFA. The emphasis of this component is to increase access to and participation in, promote equity and social inclusion in, and improve quality and relevance of basic and secondary education. This plan has given similar emphasis to institutionalization of decentralized governance and management system in education. Until there is an amendment and enactment, existing Education Act and regulations will continue to provide regulatory frameworks for the implementation of the Plan.

To increase relevance of school education, the SSR Plan intends to restructure current school system forming a coherent and integrated school structure with grades 1-12. However, to ensure access to all and to promote compulsory basic education, the basic education constitutes a priority in the Plan. The Plan has also endorsed the need to integrate and harmonize existing fragmentation at the higher secondary level by establishing coordination between and among different education providers such as, the HSEB, CTEVT, and Universities.

This chapter provides a general description on the opportunities and challenges inherent to Basic and Secondary Education in general. This general description is followed by goals and objectives, policy directions, program targets, strategic interventions, and implementation arrangements separately for Basic and Secondary Education.

3.2   OPPORTUNITIES AND CHALLENGES

The agenda for the school sector reform with an integrated system of 1-8 basic and 9-12 secondary education has gained momentum across the social and political domains. The TYIP and subsequent national program have also given the direction towards the intended reform in education sector.

There are, however, still some challenges that are crucial to be addressed. About 8% of current school going population in primary (5-9 age) and about 25% in basic education (5-12 age) are still out of school. Likewise, social inclusion and equity issues continue to prevail as the major concern across all levels of education delivery. With low levels of learning achievements and persistently high drop-out and repetition rates, the efficiency and effectiveness in the education sector represent another challenge to be met.

The following are the major opportunities and challenges anticipated in the school sector reform pertaining to basic and secondary education:

3.2.1 OPPORTUNITIES

Recognition, Aspirations and Demand

- The rising expectations for education on the part of parents, students and social groups have created an important opportunity for educational development.

Infrastructure and Institutional Base

- The existing institutional capacity and support system in the education, from central to local level, has established a robust planning, implementation, reporting and monitoring mechanisms through ASIP process at the centre and through SIP, VEP and DEPs at the local level.

Partnerships

- Participation and ownerships of community in school development, including resource mobilization and management support for quality education have demonstrated positive results across the nation.
- International organizations, aid agencies and governments have played a major part in supporting the GON to improve children's access to quality education and enhance the delivery system.

3.2.2 CHALLENGES

Equitable Expansion

- Ensuring participation of children facing multiple exclusions due to geographical, social, and economical disadvantages.
- Changing attitudes and behaviors towards people with disability and living with HIV/AIDS and other forms of physical and social stigmas.

Quality and relevance

- Building trust and confidence in public school system by improving delivery of education services to enhance quality and relevance.

Capacity development

- Building capacity of local governments and schools with a focus on SMC, Head-teacher, and PTA to successfully carry out decentralized management functions.
- Making teachers responsive to diversity needs, ensuring children's learning.

Integrating Basic and Secondary Education

- Integrating and harmonizing education policies and management system across the school sector, including alternative, and technical and vocational education.

Resourcing

- Adequate resource mobilization for meeting the cost of education.

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3.3   B<small>ASIC</small> E<small>DUCATION</small>

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3.3.1 G<small>OALS AND</small> O<small>BJECTIVES</small>

Goal

- To ensure equitable access to quality education through a rights-based approach and promotion of child friendly environment in schools.

Objectives

- To ensure equitable access to quality basic education for all children in age group 5-12.

3.3.2. P<small>OLICY</small> D<small>IRECTIONS</small>

Entitlement

- The State's responsibility is to ensure free quality basic education to all children of age 5-12 years.
- Opportunity for equitable participation in basic education.

Quality and Relevance

- Meeting the threshold of minimum enabling conditions and ensuring equitable supports.
- Adopting NCF as the basis for core curricula and local curricula.
- Introducing mother tongue as a medium of instruction.
- Employing flexible learning approach to respond to diverse needs and to address learners' individual pace of learning.
- Implementing continuous assessment and remedial support system.

Governance and Management

- School management a shared responsibility between school, community and local government.
- Education governance a shared responsibility between SMC, Local and Central governments.
- Restructuring of schools will be the shared responsibility of the local governments and the SMC. The SMCs will have the final authority to opt for restructuring.
- Establishing ERO to ensure accountability and quality.

3.3.3. KEY RESULTS:

- Achieving 94% Net Intake Rate at grade one and 66% survival rate at grade eight.
- Achieving NER for Primary 99% and Basic 85%.
- 19,500 new classrooms meeting minimum standards constructed.
- 13,000 schools/classrooms rehabilitated meeting minimum standards.
- 100 new schools meeting the requirements of students with disabilities established.
- 500 VDCs/ Municipalities implement Compulsory Basic Education (CBE).
- Needy students received scholarships (see table 3.1 below).
- 175,000 students with disabilities received scholarship.
- 300 schools equipped with library and laboratory facilities.
- 7,000 schools' external environment improved to meet MECs.
- 625 traditional schools upgraded to meet MECs.
- 95 learning facilitation materials produced in different languages.
- Multilingual Education implemented in 7,500 schools.
- 1,500 Schools rewarded for improvement in performance.
- 10,400 Basic Schools where SMCs hired Head teacher on a contractual basis.
- Multi-grade teaching implemented in 750 schools.
- Each year about 150,000 student populations facilitated to receive basic education through alternative provisions.

3.3.4. STRATEGIC INTERVENTIONS

Increasing access to and participation in Basic Education

Entitlement
- Encouragement, under the aegis of free and compulsory basic education, to the local government to introduce entitlement scheme.
- The entitlement for education applies to children between 5-12 years of age. During the transition, children of any age enrolled in basic education programs will continue to receive the entitlement until they complete the cycle.
- From the date of enactment of compulsory education law, only children of correct age will be encouraged to enroll in schools.

Free Education
- The free basic education provisions include cost-free services for admission, textbooks, tuition and examinations. Community, under the aegis of existing laws and bylaws, will continue to mobilize additional resources required for quality enhancement.

- Special provisions to cater to the needs of public school students in Karnali Zone, students from the Dalit communities and students with disabilities across the country, paying special attention to girls.

Table 3.1 Distribution

Scholarship Type	Target	Amount (Rs)
Dalit Scholarship	All Dalit students	350 per year per student
Girl Scholarship	50% Girl students (need based selection by the SMC)	350 per year per student
Martyr's Scholarship	Children of Martyr's family (Martyr's verification by DEO)	1000 per year per student
Scholarship for Karnali Region	All girl students in Karnali region	1000 per year per student
Scholarship for students with disability	All students with disablity	500 to 15,000 per year per student (based on severity)

Compulsory Basic Education

- A phased plan for compulsory basic education policy through statutory arrangement, appropriate at national and local levels.
- Incentive schemes to encourage local governments to adopt and declare basic education free and compulsory in their respective areas.

Free Alternative Programs

- Free alternative programs and condensed courses to allow students who cannot attend formal schools to catch up with their cohort group to complete the cycle.

Recognition of traditional schools

- Strengthen and institutionalize traditional modes of education such as Madrasa, Gumba/Vihar and Gurukuls/Ashrams so that the education provided by these institutions met national standards and is equivalent to formal education.

Improving Internal Efficiency

No grade repetition

- Introduction of CAS with rigorous remedial support programs.

Incentives

- Provision of scholarship and incentives to complete basic education for children from economically and socially marginalized families.
- Strengthen scholarship distribution and monitoring mechanism through the SMC.
- Provision of incentives to motivate schools to strive for better performance.

Ensuring Equity and Social Inclusion

Increased participation
Affirmative action to increase the number of teachers from disadvantaged groups[1]:
- Equitable allocation of seats while recruiting teachers and personnel in management positions from these groups.
- Criteria for teacher selection weighted in favor of candidates from these groups,
- Mandatory sanitary provisions for female teachers in school.

To increase female participation:
- Special provisions for females for entry into teaching profession and relaxed criteria for promotion of qualified female, dalit, and disadvantaged teachers.
- Provisions for maternity and paternity leave, infant feeding breaks, and provision for substitute teachers.

Code of conduct
- A code of conduct will be developed and enforced in schools to safeguard pro-poor, non-discriminatory, and non-punitive practices. Teacher's attitude and behavior will be assessed, among other things, as part of their performance evaluation.

Quality and relevance

The SSR Plan intends to make sure that all schools are equipped with minimum enabling conditions that cater to the diverse needs of students. These conditions include the physical and learning environments, conducive to everyone's learning. School physical environment includes condition of school buildings, provision of adequate classroom, separate toilets for girls and boys, drinking water facilities and playground. School learning environment includes availability of qualified and trained teachers, curriculum and textbook materials, teacher's time on task, extra-curricular activities and so forth.

In order to foster quality and relevance, there's a scheme in the Plan to incentivize schools for best performance. Criteria that are currently in use will be reviewed and updated by 2010.

Structural integration
- Integration of existing schools into their nearest stages: 1-3, 1-5, and 1-8 at the basic education level and 1-10, and 1-12 at the secondary education level (see annex 3.1 for detailed information on the norms for school restructuring).

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[11] Disadvantaged groups include girls and women, Dalits, ethnic minorities, Madhesis, people with disability, poor and marginalized groups, conflict affected people, and people with HIV/AIDS and populations on move.

- Systematic school mapping for detailed information needs for making informed decisions on school restructuring and planning resource allocation (school mapping is complete in 3 districts and currently on-going in additional 30 districts).
- New schools to be opened based on a comprehensive school mapping and structural integration.
- The capacity of local stakeholders will be enhanced to develop evidence based planning to facilitate alignment with school sector reforms.

Setting norms and standards

- National norms and standards for input, process and learning outcomes have been defined (Annex 3.2) and will be further refined during the implementation.
- The national norms and standards include an environment for equitable participation; safe, secure and child friendly classroom; adequate instructional processes including MLE approaches and materials, and adequate number of qualified teachers.

Minimum enabling condition

- Based on a set guideline a phased plan will be developed and implemented to ensure that minimum enabling condition are met in all schools by 2012.
- ASIP and AWBP will reflect upon annual targets and strategies meeting these targets.
- MOE will work with the academic institutions to design condensed courses to upgrade teaching qualification for basic education teachers.
- Teacher student ratio will be maintained 1:37 by 2013/14.
- Incentive schemes are introduced to encourage schools, located in sparsely populated hamlets, for their registration as multi-grade schools.
- Provision of a separate Head-teacher position in every fully-fledged school (running 1-8 or 1-12 grades).

Governance and management

Regulatory framework

- An integrated regulatory framework will be developed to empower the role of local governments in governing and managing education services. MOE will take initiatives to harmonize with line ministries and institutions governing basic services and amenities at the local level through different Acts and regulations such as LSGA, Education Act and its regulations, Social Welfare Acts and so forth.

Central Government: Governance and Management

- MOE has retained its responsibility for policy formulation, planning and budgeting, coordination and monitoring progress towards national policy goals and strategic objectives.

- MOE will be assisted by an Education Policy Committee for policy development.

- The Department of Education will continue to be responsible for the management and administration of school education.

- Technical functions such as curricular delivery, standard setting, teacher development and examination functions will be coordinated through a technical board and carried out by the existing technical institutions such as CDC and NCED.

- The ERO and NEB will be functional for the delivery of their allocated functions.

- MOE will prepare a plan for the integration of relevant technical functions of school education in a phased manner.

Local Government: Governance and Management

- Local governments have the authority to encourage private providers through a contractual agreement to deliver such services by providing subsidies, scholarships, or any other appropriate support.

- The local government is entrusted with the responsibility for planning, implementing and monitoring of ECED, basic as well as alternative school provisions, and literacy and lifelong learning programs, building on the lessons drawn from the Community Alternative Schooling Program (CASP) carried out under JICA assistance. The existing implementation arrangement will remain intact and will be effective until the local governments are fully functional.

- A comprehensive school mapping exercise, which is currently on-going in altogether 33 districts, will form the basis for structural integration of schools and for opening new ECED centers, new schools including its type and level such as foundation, primary, upper primary, residential, multi-grade, and open or flexible schooling (see Annex 3.1).

- The central government is committed to provide statutory support and enabling environment to the local governments for capacity development, resource mobilization and empowerment.

School: Governance and Management

- School-based management is planned to be strengthened through empowerment of SMCs, which will report to parents on school performance and to the local government in compliance with regulatory requirements including social inclusion, financial and social audit.

- Decisions regarding local curriculum, performance targets, school calendar, classroom organization, and instructional methods will be made at the school level.

- SMC will continue to have significant role in teacher management as per the existing act and regulations.

- The Plan has rendered greater roles of the Head-teachers in academic aspect (such as teacher assignment and professional supervision) and administrative aspect (such as maintaining teacher schedules, maintaining records, managing non-teaching staff etc.) Head-teachers are also entrusted with the authority to set targets and appraise teacher performance.

- Within a nationally defined framework, schools retain its autonomy in making pedagogical choices and in managing personnel and financial matters.

3.3.5 INDICATIVE COST

The total cost allocated to Basic Education in this Plan is US$ 1992.41 million for five years. For further details on costing, see Annex 9.1.

3.3.6 IMPLEMENTATION MATRIX

Activity (What?)	Responsible Agency (Who)	The Process (How?)	Time (When?)
Alterative provision	DOE/NFEC / Local Government	DOE and NFEC develop program guidelines and DOE provides funds; CDC will develop curriculum and the local government will implement the program.	2009/10
New classrooms	DOE/DEO/ SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Rehabilitation	DOE/DEO/ SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Library and laboratory	DOE/DEO/ SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Construction of special schools	DOE/DEO/ SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
External environment	DOE/DEO/ SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Support for CBE	DOE	VDC/Municipality eager to implement will receive incentive package and technical backstop through DOE and DEO.	2009/10

Grant support to traditional schools	DOE/DEO	Grant support will be made available to traditional schools through the DEO	2009/10
Materials for different languages	DOE/CDC	CDC will make necessary arrangements for the development learning materials in different languages.	2009/10
Multilingual interventions	DOE/CDC	A comprehensive MLE framework will be developed at the national level and it will be implemented gradually in schools through the DEOs	2009/10
ICT assisted teaching/learning	DOE	Currently funding is not available for this work	
Incentives to schools to perform better	DOE/DEO	DOE has already developed norms for school accreditation which will be refined and used to evaluate school performance at the district level. The DEO together with the DEC will conduct the evaluation annually.	2009/10
Curri, tchrs' guides, TB digitization	CDC	CDC will hire technicians to do the digitization and will post it in the website for its wider use and dissemination	2010/11
Curriculum revision and update	CDC	CDC will mobilize experts to revise curriculum in line with the NCF and also to accommodate the objectives of an integrated basic education.	2009/10
Textbook revision and update	CDC	CDC will mobilize experts to update the textbooks in line with the NCF and also to accommodate the objectives of an integrated basic education. Moreover, CDC will develop guidelines for the use of multiple textbooks.	2010/11
Teachers' guide development and update	CDC	CDC will mobilize experts to update and develop the teachers' guide and make available to schools	2010/11
Local curriculum	CDC	CDC will develop guidelines for local curriculum and the DEO will mobilize local experts to develop the local curriculum.	2010/11
Student evaluation: continuous assessment	DOE/CDC/ OCE/DEO	CDC will develop a framework for CAS in basic education and schools will receive technical and logistics support for implementation of CAS, DEO will conduct final examinations at the end of grade 8.	2010/11
Grant support for head-teacher (1-8)	DOE/SMC	Every fully-fledged school with 1-8 will receive a separate position of Head-teacher hired on a contract by the SMC. DOE will develop policy guidelines for Head-teacher recruitment.	2011/12
PCF: textbooks (1-5)	DOE/School	Schools will receive a lump-sum grant on a per student basis for textbook.	2009/10
PCF: textbooks (6-8)	DOE/School	Schools will receive a lump-sum grant on a per student basis for textbook.	2009/10
Support for school restructuring	DOE/DEO	Funding is not available	
Dalit students (grades 1-8)	DOE/DEO	All dalit students will receive scholarships through schools.	2009/10

Girls' scholarships (grades 1-8)	DOE/DEO Local committee	All girl students of Karnali region and 50% of girl students from other districts will receive scholarships.	2009/10
Scholarships for students with disability	DOE/DEO	Students with disability will receive scholarships through schools.	2009/10
Scholarships for children of martyrs	DOE/DEO	Children from Martyr's family will receive scholarships in schools as verified by DEO.	2009/10
Support for multi-grade arrangements	DOE/DEO	DOE will develop the guidelines for Multi-grade and DEO will identify schools/locations appropriate for Multi-grade.	2010/11

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3.4   SECONDARY EDUCATION
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3.4.1 GOALS AND OBJECTIVES

Goal

- To meet the national development needs by producing competent and skilled human resources and to provide a sound foundation for tertiary education.

Objectives

- To improve access, equity, and quality and relevance of secondary education.

3.4.2. POLICY DIRECTIONS

Access and Participation

- Expansion of free secondary education.

Equity and Social Inclusion

- Opportunity for equitable participation in all aspects of secondary education.

Quality and Relevance

- Secondary education beyond grade 8 with academic and vocational streams.
- Minimum enabling conditions in all schools.
- NCF as the basis for core curricula and local curricula.

Governance and Management

- Education governance, a shared responsibility between central and local governments.
- Education management, a shared responsibility between school community and local government.

3.4.3. KEY RESULTS

- Each year 60,000 students complete class 9 & 10 through alternative schooling provisions.
- 75,000 students from extreme poverty background received scholarships to complete secondary education.
- 660,000 girls studying in grade 9-10 received annual scholarship.
- 75,000 students with disabilities received scholarship.
- 375 Secondary Schools rewarded for improvement in performance.

- Curriculum, teachers' guides and textbooks digitized
- Curriculum and textbooks revised and updated
- Teachers' guide developed, updated and distributed
- All Secondary level students received textbooks on time.

3.4.4. STRATEGIC INTERVENTIONS
Access and participation

Free Education
- Provision of free secondary education gradually by 2015.
- Free secondary education will include at least free services of admission and tuition fees. Textbooks and curricular materials will be made available on a subsidized rate.
- Introduction of special incentive package to promote access, participation and completion of secondary education for the children from disadvantaged families.
- Promotion of partnership with private providers to safeguard access to secondary education.

Alternative programs
- Expansion of alternative programs such as open and distance learning, and flexible schooling to cater to the diverse needs on a cost sharing basis, by also utilizing the knowledge generated by CASP experience.
- Provisions will be made available for free alternative education to disadvantaged children.
- Introduction of technical education with a focus on vocational skills through alternative arrangements.

Retention and completion
- Introduction of incentive schemes to ensure access to and completion of secondary education for Dalits, marginalized groups, disables, girls, and children from economically poor households.
- Providing remedial support to those students lagging behind in acquiring minimum learning achievements.

Equity and social inclusion

Increasing participation
- To increase participation, the plan intends to implement the following affirmative actions focusing on disadvantaged groups: (a) incentives for schools recruiting head-teachers (b) a quota system for recruiting teachers and personnel in management positions (c) criteria for teacher selection weighted in favor of candidates.

- To increase female participation in secondary education the following provisions will be offered: (a) special provisions for maternity and paternity leave, infant feeding breaks, and provision for substitute teachers (b) reduced eligibility period for promotion of teachers from disadvantaged groups including females.

Legislative provisions

- Enactment of legislative provisions to safeguard equity in education management and governance functions.
- Enforcement of affirmative action in governance and management for proportional representation of women and people from disadvantaged groups on governance and management committees at all levels.

Code of conduct

- Developing and enforcing a code of conduct in schools to safeguard pro-poor, non-discriminatory, and non-punitive practices.

Quality and relevance

Structural integration

- Provisions for secondary schools based on nationally defined norms and criteria.
- Testing/ piloting will be carried out between 2009 and 2012, prior to the start of the full fledged integration of secondary education program.
- Introduction of TVET in secondary schools, including soft skills, for example, on a pilot basis and subsequent integration into school education.
- A comprehensive school mapping in the district will provide evidence and will inform the decision making processes at local and national levels, including upgrading, merging and downsizing the schools.

Setting norms and standards

- MOE will develop guidelines for setting secondary education standards.
- Besides minimum qualifications, teacher preparation course and refresher training will be made mandatory for appointment for teacher positions.

Minimum enabling condition

- MOE will define and ensure minimum enabling conditions and there will be provisions to ensure that all schools meet those conditions.
- The government will provide SIP based funding to schools and schools will mobilize local resources.

- Separate head-teachers in all secondary schools will be made available by 2015/016.

Examination reform

- Constitution of a National Examination Board as a coordinating apex body, responsible for regulating and carrying out all public examinations, certification and accreditation functions for grades 8, 10 and 12, including TVET certification.
- Public examinations will be held at three levels: national, regional and district. National level examination for Higher Secondary Level Certification (HSLC) will be conducted at the end of grade 12 and will be administered by the National Examination Board. Regional level examinations will be conducted at the end of grade 10 and will be administered by the Regional Education Directorate under the NEB. District level examinations will be conducted at the end of grade eight, and will be administered by the District Education Office (DEO) under the NEB guidelines.
- Grade 8 examinations will be the terminal examinations of basic level education.
- Certification at grades 10 and 12 will be awarded on the basis of core and non core subjects passed.
- Students who have studied privately (self-study) will have to go through a qualifying test at the district level in order to be eligible for examination at grade 8. Graduates of grade 8 examination will be qualified in two years of self-study for grade 10 examinations (except in vocational and technical stream).
- At the secondary level, two certificates will be provided: a) Secondary Level Certificate (SLC) or Technical Secondary Level Certificate (TSLC), and b) Higher Secondary Level Certificate (HSLC) or Technical Higher Secondary Level Certificate (THSLC).
- Under the national examination framework, provided by the National Examination Board, the Council for Technical Education and Vocational Training (CTEVT) will conduct the certification examinations (including skills testing) for students in the short-term vocational, technical and traditional skills schemes.

Governance and management

- The governance and management functions included under the basic education section also apply to secondary education.

3.4.5 INDICATIVE COST

The total cost allocated to Secondary Education in this Plan is US$ 483.79 million for five years. For further details on costing, see Annex 9.1.

3.4.6 IMPLEMENTATION MATRIX

Activity (What?)	Responsible Agency (Who?)	Process (How?)	Time (When?)
Alterative provision	DOE/NFEC/ Local Government	DOE and NFEC develop program guidelines and DOE provides funds, CDC will develop curriculum and the local government will implement the program.	2009/10
New classrooms	DOE/DEO/SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Rehabilitation	DOE/DEO/SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Library and laboratory	DOE/DEO/SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2010/11
Construction of special schools	DOE/DEO/SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2010/11
External environment	DOE/DEO/SMC	DOE develops program guidelines and allocates budget through ASIP process, SMC in participation of the community implements the construction works while DEO provides technical support and supervision.	2009/10
Grant support to traditional schools	DOE/DEO	Grant support will be made available to traditional schools through the DEO	2010/11
Incentives better performing schools	DOE/DEO	DOE has already developed norms for school accreditation which will be refined and used to evaluate school performance at the district level. The DEO together with the DEC will conduct the evaluation annually.	2009/10
Curri., tchrs' guides, TB digitization	CDC	CDC will hire technicians to do the digitization and will post it in the website for its wider use and dissemination	2011/12
Curriculum revision and update	CDC	CDC will mobilize experts to revise curriculum in line with the NCF and also to accommodate the objectives of an integrated secondary education.	2011/12
Textbook revision and update	CDC	CDC will mobilize experts to update the textbooks in line with the NCF and also to accommodate the objectives of an integrated secondary education. CDC develops guidelines for the use of multiple textbooks by encouraging private publishers to develop and print and distribution of textbooks.	2011/12

Tchrs' guide development and update	CDC	CDC will mobilize experts to update and develop the teachers' guide and make available to schools through multiple publishers	2012/13
Local curriculum	CDC	CDC will develop guidelines for local curriculum and the DEO will mobilize local experts to develop the local curriculum.	2010/11
Grant support for head-teachers (9-12)	DOE/SMC	Every fully-fledged school with 1-8 will receive a separate position of Head-teacher hired on a contract by the SMC. DOE will develop policy guidelines for Head-teacher recruitment.	2012/13
PCF: textbooks (9-10)	DOE/School	Currently funding is not available	
PCF: textbooks (11-12)	DOE/School	Currently funding is not available	
Support for school restructuring	DOE/ DEO/ School	Currently funding is not available	
Girls' scholarships (grades 9-10)	DOE/DEO/Local committee	Girl students from economically poor families will receive scholarships. SMCs will be entrusted with the responsible for the distribution of scholarships in schools. The local bodies will take responsibility for monitoring the scholarship program.	2009/10
Scholarships for students with disability	DOE/DEO/ SMC	Students with disability will receive different types of scholarships according to the level of disability identified by assessment centre	2009/10
Scholarships for children of martyrs	DOE/DEO	Children from Martyr's family will receive scholarships in schools as verified by DEO.	2009/10
Secondary - underserved students	DOE/DEO/SMC	Based on guidelines and EMIS data DOE provides PCF grants for schools having high PTR, SMC will hire teacher to underserved students	2009/10
Higher secondary - underserved students	DOE/DEO/SMC	Based on guidelines and EMIS data DOE provides PCF grants for schools having high PTR, SMC will hire teacher to underserved students	2009/10
PCF: NON-SALARY	DOE/DEO/	DOE provides PCF no-salary grants to all schools based on student number. School/SMC will include PCF grants as a part of SIP.	2009/10

CHAPTER 4: LITERACY AND LIFELONG LEARNING

4.1 INTRODUCTION

Literacy and continuing education form the basis for lifelong learning for all youths and adults between 15 and 45 years of age. Literacy enables them to engage in lifelong learning and contributes to developing their capabilities to sustain the livelihoods and participation in the society.

As part of lifelong learning, continuous and non-formal education caters to the need for literacy development and complements formal schooling. Current literacy initiatives comprise programs for basic, post-literacy and income generating activities, with particular focus on women. For the delivery of literacy and life-long learning programs, Community Learning Centers (CLCs) have been employed as a major strategic intervention. The Plan, complementing the on-going National Literacy Campaign, focuses on post-literacy and continuing education.

According to the 2001 Census, only 10 million (i.e. 54%) out of a total population of 19 million people in six years of age and above are literate. The average literacy level of 15+ populations is 44 percent, 10 percent lower than that of 6+ populations. The gender gap in literacy is as high as 22.6 percent between male and female in the 6+ population (CBS, 2001). The Nepal Demographic Health Survey[2] (NDHS, 2006) indicated a steady improvement in literacy rates[3] both in terms of overall literacy and in terms of gender parity.

The NDHS provides clear evidence that especially female literacy has a significant impact on other development indicators. It is a fact that literate mothers give birth to fewer children, that these children are more likely to survive and that literate mothers are also more likely to enroll their children, including girl-children in school than illiterate mothers. In addition, literate mothers tend to engage in economic activities from which the children, the family and the community can benefit. These findings clearly indicate that meeting the target of full enrolment in basic education by 2015 not only is linked with the provision of literacy programs to female adults; but also that female literacy is linked with increased economic activity and improved livelihood.

4.2 GOAL AND OBJECTIVES

Goal

- To develop life skills and facilitate continuous learning to youths and adults, with particular focus on female and disadvantaged populations.

Objectives

- To enhance functional literacy and basic competencies among youths and adults.

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[2] Nepal Demographic and Health Survey, 2006
[3] Refers to age group 15 -49

4.3 OPPORTUNITIES AND CHALLENGES

Opportunities

- Globalisation and a growing market economy have resulted in an increasing number of people who now regard literacy as a part of people's basic survival skills.
- The Government's National Literacy Campaign aimed at eradicating illiteracy in two years' time by 2010 demonstrates a strong political commitment to literacy and non-formal education.
- The UPE component in the Dakar Framework of Action and the MDG demonstrates international commitments and solidarity for eradicating illiteracy.
- The growing numbers of CLCs and partnership frameworks for collaboration with CBOs, mothers' groups, NGOs and the private sectors have created an environment conducive to enhancing the access to and quality of neo-literacy programs.

Challenges

- Expanding access to literacy and life-long learning to disadvantaged, low-literacy pockets across the country represents a key challenge to the Ministry. The central level support to these interventions has proved inadequate to meet the diversity needs, calling for enhanced local level capacity, including database management, local level planning, resourcing and monitoring.

- Past experiences show that literacy programs could not directly contribute to improving peoples' livelihoods and raising their standards of living. It remains a challenge to make literacy locally appropriate and relevant to diverse local needs, including language, culture, local knowledge and value systems.

- Likewise, a visible challenge in the literacy program is to sustain acquired knowledge and skills in the future. Lack of continuous learning opportunities for neo-literates brings them back to the state of illiteracy.

4.4 POLICY DIRECTIONS

- The Non-formal Education Policy[4] focuses on decentralization, empowerment and partnerships with private sector and I/NGO's as strategies to achieve goals of adult literacy.
- Literacy and lifelong learning programs will be consolidated and expanded by utilizing the knowledge and experiences for the optimum use of available resources through partnerships at national and local levels for the attainment of EFA goals. Moreover, the local level

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[4] Non Formal Education Policy 2063 (2007 AD), Government of Nepal, MOE, NFEC

planning will be strengthened for the literacy/ post-literacy and lifelong learning interventions.

4.5 KEY RESULTS

- Literates and neo-literates empowered and have access to information and skills with ability to make rational choices contributing to improved livelihoods.
- Enhanced system capacity and institutional learning.
- 1,050 CLCs established and operational.
- About 700,000 youths and adults attain life skills through literacy and continuing education.
- Mother tongue literacy courses in local languages (through CDC experience and resourcing) introduced.

4.6 STRATEGIC INTERVENTIONS

- The NFE policy will be disseminated and utilized for mobilizing new and reinforcing old partnerships.
- The NFE policy envisages that all local government units develop Education Plans encompassing literacy/post-literacy and life-long learning programs. The targeted interventions will respond to diversity needs of the adults in regard to language, culture, vocational skills and economic context. Further, mother tongue literacy courses, utilizing the CDC experience and resources, will be introduced in local languages. The partnerships will be the basis for implementing such activities.
- Post-literacy programs such as life skills training and micro-credit schemes will be targeted to disadvantaged groups. In addition, lifelong learning opportunities will be provided through horizontal links with the formal systems and through locally managed CLC arrangements.
- Emphasis on decentralization, empowerment and partnerships with private sector and I/NGO's as strategies to achieve goals of adult literacy and continuing education by emphasizing post-literacy interventions.
- Existing DEPs and VEPs incorporates literacy and life-long learning programs. The targeted interventions will respond to diversity needs of adults in regard to language, culture, life skills and income generating activities.
- Literacy programs implemented through integrated approach comprising life skills and micro-credit schemes, targeting disadvantaged populations.
- Lifelong learning opportunities provided through horizontal links with the formal systems and through locally managed CLC arrangement.
- Literacy and Lifelong Learning program implemented as a complementary intervention to the National Literacy Campaign aimed at attaining the EFA and MDG goals on UPE/ literacy.

- The Plan has rendered emphasis on targeted groups and areas including women, marginalized populations, dalits, endangered communities, internally displaced people, people with disability and people living with HIV/AIDs.

4.7 INDICATIVE COST

It is estimated that a total budget of NPR 1127.5 million (US$ 14.094 million) will be needed for the implementation of the literacy and lifelong learning program. This estimate does not include the program budget already allocated for the national literacy campaign by the Government.

4.8 IMPLEMENTATION ARRANGEMENT

Institutional arrangement

A decentralized framework for implementing literacy and lifelong learning programs will be adopted in order to enhance community support and participation. Local governments will be entrusted with the responsibility for overall planning and management functions, and will be made accountable for showing results. Each district will have clear targets for literacy under the SSR Plan.

Graduates from the NFE literacy campaign/ programs will feed into the program. Central, district and sub-district level institutions will provide technical backstopping with learning materials, training and adequate financing.

Delivery mechanism

- Community Learning Centers (CLCs) will be expanded and, where possible, a greater coordination between CLCs and Resource Centers will be fostered.
- Political, professional and social groups along with their sister organizations will be mobilized for implementing literacy programs. Concerted efforts will be made to coordinate all entities (governmental and non-governmental) working on eradicating illiteracy.
- National and local level literacy campaigns will be carried out continuously through all relevant media with the purpose of sensitization and information sharing.
- Income generation programs targeting women, dalits, ethnic minorities and other marginalized groups will be introduced along with literacy and life-long learning programs through an integrated approach.
- A standardized literacy test will be developed and implemented, and an incentive scheme upon passing the test will be introduced for the 'hard to reach' target groups.
- Mother tongue medium literacy programs will be emphasized.
- Baseline study/research and establishment of databases at local level will provide a basis for improving management and monitoring of literacy programs.
- Various modes of delivery will be applied to meet the specific learning needs of target groups (e.g., radio, ICT, TV, printed materials or oral approach as appropriate)

- Concerted policy directions will enable the governance and management functions for effective implementation both at central and local levels.

Resourcing

- The central government will ensure the availability of adequate funding to meet the literacy targets, whereas the local government will supplement the resources to show results. Further, the enabling environment for partnership and collaboration will be ascertained by both central and local governments within their respective jurisdictions.

Accountability framework

- The centre will be accountable for making equitable allocation of resources. The local governments will be accountable for fulfilling compliance and for producing results. Regular reporting from the implementing agencies to the local governments will form a basis for progress monitoring and for releasing funds.

4.9 IMPLEMENTATION MATRIX

Activity (What?)	Responsible Agency (Who?)	How?	Timeline (when?)
Establish Community Learning Centers	DOE/NFEC/DEO/ Municipality/VDC/ Local Management Community	DEO provides quotas based on demand of local government	2009/010
Expand and consolidate Literacy and lifelong learning programs	DOE/NFEC /DEO/Municipality/VDC	-DOE provides program based on VEPs and DEPs -Co-ordination and partnerships with Governmental, private sector and I/NGO's	2009/010
Disseminate existing NFE policy for reinforcing partnership mechanism.	DOE and local governments, private sector and I/NGO's	Based on operational guideline	2009/010
Introduce and expand mother tongue literacy courses in local languages	DOE and local governments, private sector and I/NGO's	-DOE provides program based on VEPs and DEPs -Co-ordination and partnerships with Governmental and private sector and I/NGO's	2010/011
Prepare DEPs and VEPs	DOE/NFEDEO/RC/Municipality /VDC	Need identification and consultation with different level stakeholders and experts	2009/010
Develop and implement a standardized literacy test	NFEC/INGOs	Developing guidelines on literacy standardized test	2011/012
Baseline study/research and establishment of database	DOE/NFEC/DEO	Linking with DOE Flash system	2009/010 to 2010/011

CHAPTER 5: TECHNICAL EDUCATION AND VOCATIONAL TRAINING

5.1 INTRODUCTION

In view of fulfilling local needs of technical/skilled human resources, MOE has been implementing various Technical Education and Vocational Training (TEVT) programs. The Council for Technical Education and Vocational Training (CTEVT) is currently coordinating TEVT functions, particularly for the preparation of middle and lower level skilled workforce. CTEVT is also entrusted with the responsibility for coordinating with agencies such as FNCCI, I/NGOs, and other local organizations.

CTEVT carries out training courses through its constituent as well as affiliated institutions. The Skills for Employment Project is also in operation, aiming at providing training to 80,000 youths in the country. These programs, currently not included in the SSR Plan, will continue to operate under the CTEVT arrangements.

The SSR Plan provides policy directions for both general and vocational components in secondary education so that the opportunities for skills development will be expanded across the country. To identify appropriate models and approaches, this plan aims at testing and piloting different schemes for TEVT Soft and intends to continue with the on-going programs. However, the SSR fund will not be used for heavy equipment and construction in secondary schools. Based on the experiences gained and lessons learned from the pilot and testing, further expansion of TEVT will be worked out in secondary schools.

5.2 GOAL AND OBJECTIVE

Goal

To equip students with employable skills, which will assist and accelerate their transition from school to work and help them explore a variety of career opportunities that are available inside Nepal as well as in the neighboring countries and in the global market.

Objectives
- To equip secondary level students with TVET soft skills

5.3 OPPORTUNITIES AND CHALLENGES

Opportunities

The government has already approved TEVT policy that has paved the way for developing and expanding this sub-sector in the country. The policy and programs for FY 2008/09 entail the 'Youth Self-Employment Fund', making special provisions and demonstrating government's commitment to developing a demand-based TEVT program.

CTEVT is currently offering technical education through trade schools, and annex programs through secondary schools. The experiences gained from the school based annex program are very positive. The annex schools receive high priority in the national program.

The numbers of privately managed technical and vocational training centres are on the rise. Moreover, the FNCCI has also come forward in operating some trade schools in collaboration with the CTEVT under the aegis of the Ministry of Education. These initiatives show significant partnership potentials, opening avenues in the job market, and provide a basis for expanding and consolidating the program.

Challenges

Frequently changing market demands for technical and vocational skills pose a continuing challenge in assessing needs and making timely provision of such skills. Thus, designing and implementing practical and results-oriented TEVT programs, responding to the emerging needs call for consistent review and adjustment in the curricula, curricular process and modalities of educating and training students.

Expansion and consolidation of TEVT programs require a huge cost associated with technical capacity and necessary physical infrastructure including equipment and teacher preparation. These TEVT elements are not included in the SSRP, and complementary arrangements for skills oriented technical and vocational training will be made in the sector.

5.4 POLICY DIRECTIONS

Under the SSR framework, soft skills and preparatory courses will be offered, in school curricula, in some key technical/vocational areas, offering choices in view of individual students' aptitudes and opening ways for developing their career paths.

Vertical and horizontal links among technical and vocational channels will be established with the general stream of education, providing mobility from the non-formal/technical to formal modes of learning and vice versa.

Under the TEVT policy framework as approved by the government, CTEVT will continue to plan, implement and coordinate TEVT activities in consultation with relevant authorities and institutions.

5.5 KEY RESULTS

- Basic life skills and vocational orientations integrated in grades 6 to 8 curricula.

- Vocational curricula focusing on soft-skills developed for secondary education.

- Different technical/vocational components, focusing on soft skills such as crafts and skills, computer skills and so forth, are piloted and tested in 100 public secondary schools for model building.

5.6 STRATEGIC INTERVENTIONS

Integration in school curricula
Vocational and technical education concepts such as crafts and basic skills integrated at the later stages in basic education curricula, beginning from grade six.

Piloting/testing in schools
Along with continuing the current provision of vocational components in secondary schools, additional contents/trades will be identified for piloting/ testing. Within the NCF, following options will be piloted/ tested in the selected schools:

(i)   Non-formal apprenticeship in grades 9 and 10, using private sector training opportunities.
(ii) Three learning tracks (science/technology, business/commerce and liberal arts) in grades 11 and 12.

Continuity of on-going TEVT programs through CTEVT
On-going programs such as annex in public schools; trade schools in selected districts with specialized trade/skills; skills development and training and certification programs will continue. Likewise, the skills for employment program will continue to operate through CTEVT. These components will be developed and implemented under the framework provided by TVET policy.

5.7 INDICATIVE COST

The total budget for five years' of TEVT program under the SSR Framework has been estimated to be US$ 15.45 for five year plan period and US$21.62 million over seven year. This estimate covers curricular integration, piloting different schemes, trades and skills, and introduction of soft skills in about 100 public secondary schools.

Separate funding arrangements will be made to continue ongoing and planned program activities under the CTEVT.

5.8 IMPLEMENTATION ARRANGEMENTS

The regular school system will be made accountable for the implementation of the TEVT components discussed under the SSR Framework. CTEVT will continue to implement its on-going and planned activities under the mandate of the TEVT Policy. A set of regulatory provisions, harmonization and coordination between these two policy frameworks will be achieved by

strengthening the capacity of the CDC, NCED, CTEVT, TITI, DOE and other relevant institutions.

The Education Policy Committee (EPC), headed by the Minister for Education will provide policy directions to the education sector including TEVT sub-sector, and the Education Review Office (ERO) will play an important part in the overall review of the TEVT component.

5.9 IMPLEMENTATION MATRIX

	Activity (What?)	Responsible Agency (Who?)	How?	Timeline (when?)
1	Integration of crafts and basic skills in grades 6 to 8 curricula	CDC	Curriculum revision	2009/010
2	Curriculum and supporting materials development for secondary school (for piloting)	CDC/	Through curriculum revision and support materials development	2010/011
3	Piloting/testing various vocational components in secondary education - Non-formal apprenticeship in grades 9 and 10, Three learning tracks for grades 11 and 12	CDC/DOE/CTEVT/HSEB / School	Developed vocational curricula will be piloted/ tested in selected schools within the same management with enhanced capacity	2011/012
4	Teacher preparation and development	NCED/TITI	Develop appropriate training materials Teacher training is provided.	2009/10 2010/11

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CHAPTER 6: TEACHER PROFESSIONAL DEVELOPMENT

6.1 INTRODUCTION

Currently more than 71 percent of the primary level teachers working in 'approved positions' are fully trained. Similarly, 55 percent and 79 percent of lower secondary and secondary teachers, respectively, have also been trained (Flash, 2008). The provision of pre-service teacher training at the primary level was made through the privately established Teacher Training Centres, whereas at the lower-secondary and secondary levels, pre-service teacher training is offered through university campuses (Faculty of Education) and Higher Secondary Schools (education stream).

The National Centre for Educational Development (NCED) is conducting certification and recurrent training courses for primary and secondary level teachers through Education Training Centres (ETCs) located at different places in the country and through other allied training-providers. Professional teacher training course has been made mandatory prior to entering the teaching profession.

The SSRP has given a highest priority in teacher preparation and its development. The major quality interventions as outlined in the SSRP rests upon the quality and efficiency of the teachers recruited. As such, the minimum qualifications of the teachers have been proposed to up-scale and at the same time mandatory training requirements and regular updates have been planned.

6.2   GOAL AND OBJECTIVES

Goal

- To ensure all teachers have the knowledge and skills required to effectively facilitate students learning processes.

Objectives

- To enhance teachers' qualifications and professional competencies to better facilitate students learning processes.

6.3   OPPORTUNITIES AND CHALLENGES

Opportunities

- The institutional strength in terms of capacity, quality and its coverage throughout the country provides sustainable and cost-effective opportunity for pre-service and in-service teacher training and development.

- Over 95 percent of the primary teachers in the approved positions have already received some form of certification training providing a sound basis for offering need based short term modular courses targeting to quality enhancement.

- Growing attraction of students in the education courses in the university colleges and higher secondary education represents an opportunity to recruit more competent and committed graduates for teacher positions.

- Strong support from the teacher professional community, creating an environment conducive for developing a partnership for teacher professional development.

Challenges

- The extended role of SMC in school management including teacher management requires their capacity and commitments to be enhanced.

- Expansion of secondary education from grades 9-10 to 9-12 is expected to raise the aspirations of people and result in an increase in the number of grade 9-12 schools. This requires preparation of teachers in different areas of specialization.

- Providing opportunity for Continuous Professional Development (CPD) including provision of teacher support.

6.4   POLICY DIRECTIONS

TEACHER MANAGEMENT

Teacher recruitment process will be decentralized to the local level and will be recruited from among the licensees as per the guidelines provided by the MOE. Teacher licensing practices will be further strengthened.

As per the exiting Act and regulations, SMCs in the community managed schools will continue to recruit teachers. In all other community schools, SMC will have a key role in teacher management. Priority will be given to recruiting females, dalits, and other disadvantaged groups when filling teacher positions.

Two separate professional career paths will be offered: one for basic and one for secondary teachers. However, basic level teacher with appropriate qualification will be eligible for open and internal competition to secondary level position.

The minimum qualifications for teachers will be: (i) higher secondary education or equivalent with relevant teacher preparation course for basic education, (ii) M.Ed. or equivalent with relevant teacher preparation course for secondary level. However, serving teachers with lower academic qualifications will be eligible to teach at the initial grades of their respective levels.

There will be four stages in teacher professional career path: beginner, experienced, master and expert; for both basic and secondary level teachers. Provisions will be made to upgrade teachers based on indicators such as time on task, seniority, qualification, training and students' achievement in their respective career path.

Incentive packages will be provided for teachers who opt for voluntary retirement rather than going for upgrading qualification.

TEACHER DEVELOPMENT

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

- Teaching all subjects at the foundation grades (grades 1-3) with options for specialization in multi-grade teaching and at least three subjects of the basic education (grades 4-8).

- Teaching at least two subjects at the secondary education (grades 9-12).

Provisions will be made to prepare specialised teachers for multi-grade classes and special needs education.

Teachers with additional academic qualifications will gain eligibility for fast-track career progression at the relevant levels.

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

6.5 KEY RESULTS

- 750 master trainers trained and capable of conducting refresher training for teachers.
- All teachers' professional skills and knowledge updated through Teacher Preparation Courses and refresher training.
- 4,050 head teachers completed certification training course.
- Competency of 7,000 teacher candidates from disadvantaged group is improved through preparatory courses.

6.6 STRATEGIC INTERVENTIONS

Qualification upgrading program: The special grade 12 curriculum/education programs will continue to be implemented providing avenues to upgrade qualifications of teachers with 10-month in-service/pre-service teacher training. The training institutions will have an incentive to prepare good courses in order to compete and attract a share of this market. Similarly, the FOE (TU) will continue to implement the Teacher Preparation Course (TPC) and qualification upgrading program, designed and developed under TEP, targeting both the pre-service and in-service teaching force.

Backlog clearance of ongoing certification in-service training (10-month): The existing 10-month in-service teacher training will be continued to clear the backlog of all untrained teachers over 1st trimester of the next fiscal year (2066/67). Some 10,000 teachers working at both the primary and secondary levels will be targeted.

L/RC-Based demand driven short training: L/RC-based demand driven and refresher teacher training will be developed and implemented for all teachers working at various levels (ECED to grade-12) over a five year period of time. Under SSR, school management committees will be provided with funding to buy training for teachers on a need basis. The tentative number of teachers that will be targeted during the plan period will be some 50,000. Approximately 750 trainers will be developed for this purpose.

HT certification training: 1-3-month School Management and Leadership Training will be developed and made available through the ETCs for the selected school heads. All untrained school heads will benefit from this mandatory training (approximately 4,050).

Monitoring and post-training support to the teachers: NCED will monitor the implementation of training programs at lower levels to ensure compliance of the professional standards. ERO will conduct external periodic auditing targeting the documentation of results and aiming at making the system accountable. The teacher support schemes will be developed based on the findings of monitoring and reviews and will be delivered through teacher forums.

Capacity building activity package: Capacity of the ETCs/LRCs will be upgraded to develop and implement all types of modular teacher training, training for middle managers and technical staff and training for SMC/DDC/VDC members at the school level. Similarly, NCED will engage itself in generating knowledge in the areas of classroom instruction and educational management through research studies and other activities. The cost will be covered under capacity development section.

Job Induction training to novice teachers and officials: Provision of organization-based 7-10 days' job induction training will be created and implemented for approximately 60,000 newly recruited teachers and other education officials. The cost will be covered under capacity development section.

6.7 INDICATIVE COST

It is estimated that a total budget of NPR 844.32 million (US$ 10.55 million) will be needed over the five year plan period (2009/10-2013/14) for the implementation of the teacher professional development programs.

6.8 IMPLEMENTATION ARRANGEMENTS

The FOE campuses and the Higher Secondary Schools will continue the special qualification upgrading courses together with the Teacher Preparation Courses designed and developed under the Teacher Education Project. The responsibility to participate in the course rests with the individual candidates.

L/RCs and RCs will implement the demand driven short courses and the schools will have right to assign teachers to participate in the specified courses utilizing the resources for the purpose. These institutions will be mobilized to provide professional support to teachers.

ETCs will implement 1-3 month leadership development courses for the school heads.

6.9 IMPLEMENTATION MATRIX

	Activity (What?)	Responsible Agency (Who?)	Strategies (How?)	Timeline (when?)
1	Implementation of the special qualification upgrading courses and Teacher Preparation Courses	FOE campuses Secondary schools	The responsibility for participation in the course rests with the individual. Govt support for equitable access	On-going
2	Implementation of demand driven short courses	NCED/ETC: course development L/RC: course implementation; SMC: selection for training.	A variety of courses will be offered and SMC will choose among them.	On-going/start 2009/10
3	Implementation of leadership development courses	NCED: course development ETC: course implementation;	It will be a mix-mode course including face-to-face and project based approaches.	On-going/start 2009/10
4	Monitoring and post-training support to the teachers	NCED: designing and implementing the system ERO: external review	Teacher forums will also be mobilized in teacher support.	On-going/ start 2009/10

<div align="right">CHAPTER 7: CAPACITY DEVELOPMENT</div>

7.1 INTRODUCTION

This chapter provides an overview of the Capacity Development (CD) process that is required to facilitate the successful implementation of the reform agenda stated in the SSR Plan.

The Human Resource Development Plan (2002-06) has identified capacity development interventions as critical to the achievement of EFA goals by 2015. The SSR Core Document has also pointed out that it is crucial to develop the capacity of all implementing agencies to analyze, formulate, evaluate and translate policies into action as well as the capacity to perform assigned roles and responsibilities.

In this context, it is critical to assess performance gaps in the delivery of educational services and to design and implement relevant interventions for the effective implementation of the SSR Plan. This requires developing an understanding of what good performance looks like and chart out a plan of action to enhance required competencies at the institutional, organizational and individual levels. The process is expected to result in aligned work practices and improved service delivery complying with professional values, service cultures, results orientations and good governance principles. The plan, ultimately aims to enhance effective service delivery with a view to improving learning outcomes.

7.2 GOAL AND OBJECTIVES

Goal

- To enhance capacity for implementing the reform stated in the SSR Plan.

Objectives

- To improve the performance of the MOE service delivery system and develop capacity to implement critical reforms.

7.3 OPPORTUNITIES AND CHALLENGES

A number of factors in the internal and external environment of the Ministry of Education have been identified as opportunities that can be explored with a view to facilitating the achievement of the above objectives.

Opportunities

Commitment to Results-orientation and Capacity Development

The first and foremost important opportunity lies in the recognition of capacity development as an essential means to achieving sustainable improvements in public service delivery. With the Ministry reiterating its full commitment to the on-going reforms in general as well as the concepts and principles of Managing for Development Results (MfDR) in particular, the Ministry has opened up for the introduction and application of results-based management principles. By adding the need for developing results-based management principles to the reform agenda, the senior management has sent out a signal that capacity development initiatives must be accompanied by a transparent performance accountability framework that is capable of monitoring and evaluating improvements in service delivery.

Information and Communication Technologies (ICT)

A decade of rapid developments within the field of ICT offers new and cost-effective avenues for capacity development. One example is the Ministry's on-going implementation of its ICT Master Plan that is aimed at improving the speed of internal communication and staffs' access to essential working documents and information. Much more needs to be done to map out, fully understand, and develop a strategy on how the Ministry can explore the opportunities offered by the modern ICT.

Technical Assistance (TA)

As the Ministry develops a better understanding of where critical and persistent performance gaps exist in its service delivery system, the close relationship the Ministry enjoys with its development partners represents an opportunity to use TA to facilitate capacity development processes at systemic, organizational and individual levels. However, a more results-oriented approach to the procurement, fielding, management of and follow-up on TA is a requirement that in itself represents a small capacity development project.

Professional organizations and institutional arrangements

Over recent years the Ministry has developed professional relations with a number of international, regional and national knowledge-based organizations and academic institutions, such as the Asian Institute of Technology (AIT) in Bangkok, the Danida Fellowship Centre (DFC) in Copenhagen, the IIEP in Paris, Center for Educational Research, Innovation and Development (CERID), Kathmandu University (KU) and Tribhuvan University (TU) in Nepal. The Ministry's long standing relations with these professional organizations and institutions offers an opportunity to get cost-effective professional help to address knowledge and skills gaps.

Institutionalization of evidence-based planning

The recent analytical work carried out by the Department of Education (DoE) with a view to understanding the problems better, their causes and effects, at school level represent an opportunity

for the Ministry to better target its capacity development strategies to the real situation at school level. A bottom-up approach whereby school-level service delivery standards and targets are set and used as the point of departure for the design of results-oriented capacity development activities at higher levels is more likely to yield significant results. In this regard, the recent improvements in the planning process with problem analyses and bottom-up approach, information has been generated and consolidated in the EMIS. This represents an important opportunity for developing a better system and more informed understanding of problems and their causes and effects, particularly at school level.

Challenges

The current discourse on the state restructuring gives rise to a considerable uncertainty as it is expected to redefine and redistribute authorities, roles and functions across state bureaucracy at all levels. Until the governance and management structure is defined and is fully functional, assessment of capacity development needs becomes impractical.

The development of adequate systemic, agency-wise and individual capacities to facilitate a smooth transition from a grade 1-5 to a grade 1-8 system while continuously improving the quality of educational services and increasing learning achievements represents one of the most serious challenges over the coming plan period.

The process of developing the MOE's capacity to gradually and continuously perform at a higher service levels is essential to a smooth transition during which repetition and drop-out rates are reduced and learning achievements are significantly improved. However, it needs to be stressed that this process of establishing a baseline for capacity development, conducting a performance-gap analysis, and designing a results-oriented capacity development plan aimed at closing these performance gaps is time-consuming and requires full resourcing and commitment throughout the system, from teachers at the end of the service delivery chain to the top management.

7.4 POLICY DIRECTIONS

Strengthening capacity of MOE and its line agencies to plan, implement, evaluate and sustain the benefits of capacity development activities.

Developing capacity at the individual, institutional and at organizational levels to achieve the reform in education sector as reflected in the SSR Plan.

The focus of the SSR capacity development will be on schools and local level institutions, with particular emphasis on enhancing capabilities of the frontline providers of formal and non-formal channels of education.

7.5 KEY RESULTS

The following key results and milestones are expected to be achieved during this plan period:

- Enabling institutional framework developed through enactment of necessary Acts, rules and regulations, and guidelines.

- Organizational mandates, structures, and relationships aligned contributing to improved performance.

- Individual competence and working conditions enhanced contributing to improved performance through training, orientation, awareness, research activities and incentives.

7.6 STRATEGIC INTERVENTIONS

The strategic interventions described here focus on securing a guiding results-based management framework for the facilitation of the new and for the update as well as the alignment of the existing CD plans. This means that on-going CD activities under the MOE will continue as planned until this CD framework has been finalized and approved. With the approval of the CD framework and guidelines all MOE agencies will be provided with the necessary technical assistance to review, align and update their CD plans within this framework.

MOE will develop a broad framework for capacity development based on which concerned agencies will prepare annual implementation plan covering capacity needs at the implementation levels and is reflected in the ASIP.

The preparation and implementation of capacity development plans will be centrally coordinated and facilitated to ensure that processes and final plans meet minimum technical quality standards, to achieve alignment with overall MOE goals and to pursue synergies between different levels of the service delivery system.

All organizational units will be setup and made responsible for the preparation and implementation of CD plans based on the indicative plan stated below. The primary role of the MOE CD coordination mechanism will facilitate the preparation and updating of individual CD plans of the concerned agencies. All agencies will have access to the necessary technical expertise and financial resources for this purpose.

7.7 INDICATIVE COST

The total costs allocated to SSR Capacity Development will be US$ 21.14 million, comprising US$ 10.59 million for the systemic capacity of MOE institutions and schools, and US$ 10.55 million for teachers' professional development for a period of five years. Under the systemic capacity budget-line of US$ 10.59 million, US$ 3.09 million will be borne from within the CD budget-line, whereas US$ 7.5 million will be available under TA and Direct Fund arrangement.

7.8 IMPLEMENTATION ARRANGEMENTS

The implementation of the strategic interventions described above will be guided by the following roles and responsibilities.

Each school will be responsible for preparing and implementing annual SIPs with clearly described and costed quality improvement actions aimed at ensuring that the school will meet basic minimum quality standards by 2015.

DEOs will be responsible for preparing district level results-based CD plans that may be included with DEPs. They will also be responsible for facilitating RCs support to schools with adequate finances and technical backstopping. Finally, DEOs will be responsible for developing an overview of the quality standard of schools within the district and for identifying schools that fall far below the standards and may require special attention and intensive support in order to achieve the SSR 2015 goals.

REDs will be responsible for monitoring early signs of impact of capacity development activities on learning achievements. This will be done on sample basis and in connection with their role in administering examinations. The work will include analyzing and reporting on trends in learning achievements and compare these with improvements in quality standards.

Central level agencies are responsible for preparing and implementing their own results-based CD plan and for monitoring and reporting of progress and improvements in performance.

The CD coordination mechanism in MOE will develop a framework and guidelines for the school-level and agency-wise and CD plans and for their implementation. This mechanism will facilitate the preparation and implementation of CD plans by providing agencies with access to technical expertise, knowledge networks and financial resources and through regular meetings to establish progress and identify opportunities for inter-agency cooperation that could improve cost-effectiveness. This mechanism will also work on developing appropriate channels for receiving feedback from the clients on the service delivery system. Finally, the CD coordination mechanism will be responsible for compiling, summarizing and preparing the MOE's annual capacity development report.

7.9 IMPLEMENTATION MATRIX

Sn	What?	Why?	Who?	How?	When?
1	Developing frameworks that includes acts, regulations and implementation guidelines	In order to facilitate the system carrying out the reform activities	MOE	Consultation with stakeholders	July 2009
2	Develop and update mandates and TORs at organizational and unit level	To pave the way for the institutional arrangements from school level up to central level	MOE	Consultation with stakeholders	July 2009
3	Develop the unit/team level responsibility mechanism	To make all the units/teams responsible for the implementation of reform agenda	MOE/ DOE	Consultation with units/teams in different level	July 2009
4	Delineate roles and responsibilities of individual actors	In order to make all individuals responsible and accountable to their respective duties	MOE	Consultation with units/teams in different level	July 2009
5	Provide necessary logistics (hardware and software) to organization and individual	To perform the duties and responsibilities in expected standards	MOE/ DOE	Through purchasing form the markets	July 2009
6	Training, orientation, awareness, research activities and incentives	In order to enhance the capacity of the individual in the system	MOE and other institutions under the ministry	Identifying the needs of the organizations, institutions and individuals and prepare a CD plan to respond to their specific needs	July 2009

CHAPTER 8: MONITORING AND EVALUATION

8.1 INTRODUCTION

The main purpose of M&E is to improve service delivery through informed decisions by tracking achievements against SSR targets, objectives and goals at every level of service delivery and management. The information provided by the M&E system can be used to improve the planning and implementation processes and to assess the contribution of SSR to achieving national development goals.

Three major M&E functions include: (i) assessing compliance with acts and regulations, (ii) measuring progress against milestones and targets; and (iii) evaluating the impact of policies and strategies on sector goals and objectives. These M&E functions will be based on performance indicators and monitoring indicators.

Furthermore, financial, management, and technical matters for service management and service delivery at the national, regional, district, village and municipal, and school levels will be tracked, monitored, assessed, and evaluated. MOE and DOE will coordinate and carry out the M&E functions at central level. At the district and local level, DEOs, RCs and schools will be responsible for the M&E functions along with the local government. It has been proposed that a new office, named ERO, will be established through the SSRP and the mandate of this office will be to as specified in its ToR (see annex 8.3).

8.2 GOAL AND OBJECTIVE

Goal

- To facilitate effective implementation of the Plan through a system that supports informed decision making by providing timely information on program status against planned objectives.

Objectives

- To monitor program inputs, processes, and outputs and evaluate the impact of program.

8.3 POLICY DIRECTIONS

The M&E will focus on assessing the compliance with regulatory provisions, measuring progress, and evaluating the impact of the program. The Plan will utilize a system of decentralized monitoring, including social audit, and the provisioning of external evaluation of outcomes and impact of the program.

8.4 Key Results and Monitoring Indicators

The M&E will utilize the key indicators (see table 1.1) and result framework (see annex 11) to monitor and evaluate program interventions made under the SSR Plan.

The expected key results of the M&E function include a number of reports aimed at establishing the status of progress against goals, objectives and/or planned targets; or identifying and documenting lessons learned.

The following key results have been envisaged under the Monitoring and Evaluation components:

- Report on updating of M&E structures, roles and responsibilities
- Monitoring and evaluation plan, based on revised M&E system
- Number of evaluative reports produced
- Accurate data produced in a consistent manner by all schools
- DEPs prepared in 75 districts
- 48 commissioned study reports prepared and disseminated
- 4,000 VEPs prepared and implemented
- Programs disseminated
- All schools managed by communities
- 30 vehicles procured and handed over to districts

Summary of Key Results of M&E activities

Key Results	Log-Frame Level	Frequency	Data Source	Responsible
Client Satisfaction Base-line Survey	Baseline	Once (2009)	Service recipient	MOE, ERO
Combined Status Report	Key Results	Annual	Schools, DEOs	DOE
District-Level Status Report	Key Results	Annual	Schools	DEOs
Flash I	Key Results and Objective	Annual	Schools	DOE
Flash II	Key Results and Objective	Annual	Schools	DOE
Agency Review Reports	Key Results (Agency performance)	Annual	Concerned agency	ERO
SSR Progress Review Reports	Strategic interventions, Key results, Inputs	Annual	Schools, DEOs, agencies	ERO
Summary of School-level Financial Audit Reports	Key results, strategic interventions and Inputs	Annual	Auditors' School audit reports	DEO/DOE
Social Audit Summary Report	All	Annual	Schools and DEOs	DEO/DOE
Client Satisfaction Survey	Key Results and Inputs (Client Satisfaction)	Annual	Service recipient	MOE, ERO
Trimester Progress Report	Key Results and Objective	Trimester	DEO records	DEOs
FMR	Input and key results	Trimester	DEOs	DOE, DEOs
Commissioned research studies	Key Result, Objectives	As required	As determined by ToR	MOE and DOE

National Studies on Learning Assessment	Objectives	Twice (in plan period)	As specified in ToR	MOE/ERO
Evaluation of Model-building exercises	Key Results, Objectives	As required	As specified in ToR	MOE/DOE
Mid-Term Evaluation	Theme or LogFrame level	Once (mid-term)	As specified in ToR	MOE
End-of-Program Evaluation	Theme or LogFrame level	Once (after completion)	As specified in ToR	MOE

8.5 STRATEGIC INTERVENTIONS

The following are the major strategic interventions for M & E:

8.5.2 Capacity development

The M&E system will build on the current institutional base to the extent possible while trying to strengthen the capacity to monitor and evaluate the efficiency and effectiveness of strategies and line agencies' performance. Regular assessment of relevance and appropriacy of policy and strategies would require enhanced capacity in the ministry. Based on identified information, planning and management needs as well as revised roles and responsibilities, the MOE during the first year of the plan period will complete and start implementing a Monitoring and Evaluation Plan (M&E Plan) based on the template shown in the annex 8.1

Within the ministry system, the partnership arrangements currently in place with implementing agencies, including schools, will be consolidated. Efforts will be made towards improving the timeliness and quality of reporting from the school and district level towards the centre; and the centre's capacity to provide feedback and access to information to stakeholders through electronic mechanisms, like web-based access to databases. With a view to continuously improve the systemic capacity to generate relevant information in a cost-efficient and effective manner, the MOE will invest in the development of human resources and the regular review and updating of ICT competencies.

8.5.3 Partnerships for Research and Development

The partnerships with national and international research agencies will be pursued to perform research, innovation and testing as well as evaluation functions. It is expected that this partnership will be relevant for the production of special studies to generate knowledge and to help the system make informed choices both at policy and practice levels. The experiences gained from the Formative Research in collaboration with Norway and CERID/ TU and other research institutions during EFA implementation have provided a basis for the continuation and expansion of research and development activities in the SSR program. Formative Research will be continued and will be employed as a tool to inform the GoN/MoE for making informed policy decisions by utilizing pooled as well as non-pooled funds available for SSRP implementation in a coordinated manner, guided by MoE's aid management framework.

8.5.4 Improving EMIS

The enhanced monitoring processes outlined above will call for increased management information, mainly at central, regional and district levels through EMIS. In addition to providing staff at these levels with the information on the performance of the system, EMIS data will be adapted to provide staff working close to students and schools with comparative data. Data, in benchmark form, will inform schools about their performance-levels and serve as the point of departure for the preparation of SIPs with specific actions for improving learning achievements and quality improvement.

Whereas, participation of stakeholders in monitoring process is expected to improve transparency and accountability, the use of ICT will increase timeliness and quality of data.

The information from M&E will be further utilized to facilitate the introduction of evidence-based planning and to support the introduction of results-based management principles.

8.5.1 Information on Client Satisfaction

The MOE through the ERO, will consult all key stakeholders with a view to identifying the key data and information needed in order to raise performance levels and increase the cost-efficiency and cost-effectiveness of the concerned service delivery agencies. Following this consultation, data collection and reporting formats as well as the structure, division of roles and responsibilities of the M&E system in general will be reviewed and updated to better meet the data and information needs of clients. The information in client satisfaction will contribute towards developing a better understanding of how clients value the educational programs and services provided by the Ministry.

8.6 INDICATIVE COST

The cost for Planning, Monitoring and Evaluation is lumped under a single heading and it is estimated to be US$ 39.21million over the 5 years plan period.

8.7 IMPLEMENTATION ARRANGEMENTS

A monitoring plan will be developed with indicators at goal, purpose, objective and key result levels. The template for the plan is provided in the annex 8-1.

At school level, schools will be responsible for monitoring and reporting on developments through the institutionalized EMIS system, i.e. preparation and submission of school-level EMIS report to resource centers; and for conducting financial and social audits. SMC will play crucial role for these activities.

At resource centre level, resource persons will collect, compile and report school-level EMIS data and social audit report to the DEOs.

At district level, DEOs are responsible for collecting, processing, analyzing and reporting on progress and performance against planned targets through submission of EMIS reports as well as other reports, including trimester and annual reports to REDs and the DOE.

At regional level, REDs play important role for monitoring progress of implementation and for annual performance evaluation of districts.

DOE is responsible for compiling, processing and analyzing district-level data and reports on progress, performance and impact; and for preparing Flash I & II reports, status reports, FMR, and other reports as required.

An Education Review Office (ERO) will be established for conducting external audits of agencies at different levels based on norms and standards. The ERO will submit annual reports to the Education Policy Committee (EPC) that will eventually make it public. The structure and mandates of EPC and ERO is provided in Annex 8.2 and 3.

MOE will review progress of program implementation at intervals. MOE will regularly conduct research studies and surveys (such as, policy research, national achievement studies) to generate research-based evidence to feed into policy formulation and improve service delivery systems. The NPC will continue to monitor and evaluate progress towards achieving the goals and objectives of the periodic development plans of which SSR will be an integral part.

In keeping with the government's decentralization policy the above roles and responsibilities will be reviewed and updated on a regular basis to reflect enhancing the capacity of local governments to engage in planning, implementation, monitoring and reporting activities.

8.8 IMPLEMENTATION MATRIX

SN	What?	Why?	Who?	How?	When?
1	Assess procedures and use of current planning, monitoring and management information system to improve service delivery	- to identify whether collected data and produced information meets the requirement of users in terms of relevance, timeliness, quality, in particular with a view to make informed decisions at senior management levels.	MOE and DOE M&E sections	-through preparation of structured questionnaires for mapping out data and information produced by agency and users' use, rating and recommendations for improvement.	July-September, 2009
2	Prepare and implement plan for updating of M&E structures, roles and responsibilities	- to improve the relevance, use, cost-efficiency and cost-effectiveness of M&E services and products	MOE and DOE M&E sections	- through endorsement and resourcing of updating plan.	October, 2009
3	a) Prepare SSRP M&E plan b) Implement SSRP M&E plan	- to ensure informed decision making at all levels, and contribute to increased transparency and accountability in the use of scarce public resources.	MOE and DOE M&E sections	- through consultations with senior managers and finance sections for resourcing.	November 2009 January 2010 *onwards*

<div align="right">CHAPTER 9: FINANCING</div>

9.1   BACKGROUND

The lessons learned from major program interventions such as EFA, SESP, and TEP provide a basis for financing the SSR Plan. Important insights drawn for financing the Plan include SIP based funding which has been instrumental in promoting participation and ownership through need based allocation of resources at the school level. Performance based funding is another major intervention which has created positive environment in schools in improving efficiency. Support to targeted population such as Dalits, persons with disability, and girls have demonstrated significant results in promoting equity in education. Provision of social audit in schools has contributed to enhanced accountability and transparency in financial management. More importantly, ASIP has proved to be an effective planning tool to guide a process for resourcing and reinforcing strategic interventions in the dynamic and evolving contexts of Nepal's education sector.

The Joint Financing Arrangement (JFA) with the development partners has provided a broader framework for consolidation and harmonization of financial monitoring and reporting requirements. The SSR Plan builds upon the experiences of EFA/JFA implementation.

SSR financing is fully aligned with the government commitments and growth patterns. The plan follows current level of share in the national budget and has assumed slight improvement in its share reaching 18.6 percent by 2013/14. A realistic growth rate of 3.8 percent in GDP is estimated sustaining the cost of the SSR plan.

The SSR Plan introduces areas that incur additional costs, other than the cost of continuing best practices inherited from the programs such as EFA, SESP, CSSP, TEP etc. To meet the additional costs, it is imperative to mobilize local resources such as grants from local governments including VDCs, municipalities and DDCs.

Since the local governments are not fully functional, the current practices of governance, existing system of management and resourcing will continue to operate for the implementation of the SSR programs until and unless the local government units and agencies are fully operational.

Improving current level of consumption capacity poses a challenge, in general. In order to improve the consumption capacity, performance based management will be employed encouraging local participation and ownership. Mandatory provisions of social audit in schools and communities will be reinforced to improve transparency and accountability. Direct allocation of funds to VDCs through DDC for programs such as literacy/neo-literacy and lifelong learning, ECED, and scholarships will ensure timely availability of funds and timely implementation of activities.

Partnerships and mobilization of locally available resources for the development of education sector is the major sustainability agenda in the SSR Plan. Local governments and school communities have

been entrusted to play a major role in financial management while the central government will guarantee its share in education. The existing instruments and guidelines will be employed to facilitate the process of partnerships with NGOs, CBOs and voluntary organizations.

9.2   SSR PLAN RESOURCE ENVELOP

The likely estimates of resource envelopes from the GON are based on i) GDP estimates, ii) size of annual budgets as percent of estimated GDP, iii) share of education sector in the total budget estimates, iv) shares of basic and primary, and secondary sub-sectors in the total education sector budget estimates. Three case scenarios were worked out to estimate the availability of government funding, based on GDP growth rates as high, medium and low. For the SSR financing the medium case scenario with moderate growth rates have been used. The assumptions on GDP growth rate in three different scenarios is given below (Table 9.1).

Table 9.1: GDP and SSR budget share

	Fiscal Year					
	09/10	10/11	11/12	12/13	13/14	**5 year**
GDP (NRs billion)	1046	1138	1238	1347	1466	**6235.11**
GDP growth	3.8%	3.8%	3.8%	3.8%	3.8%	
Government share of GDP	27%	27%	26%	26%	25%	
Education share of total budget	16.6%	17.1%	17.6%	18.1%	18.6%	
SSR share of education budget	85%	85%	85%	85%	85%	
Estimated Budget (in NRs billion)						
Total budget	282.4	307.3	321.9	350.3	366.4	**1628.3**
Education budget	46.8	52.4	56.6	63.4	68.3	**287.4**
SSR Budget	39.8	44.5	48.1	53.9	58.1	**244.4**
Estimated Budget (in US$ million)						
Total budget	3530.3	3840.9	4024.1	4378.3	4580.3	**20353.9**
Education budget	584.6	655.1	707.0	792.3	853.7	**3592.7**
SSR Budget	496.9	556.9	600.9	673.4	725.6	**3053.8**
Commitment (in US$ million)						
Government commitment	310.6	350.1	397.5	448.3	495.0	**2001.5**
DPs budge available	120.0	122.4	124.8	127.3	129.9	**624.5**
Total	430.6	472.5	522.4	575.7	624.9	**2626.0**
Gap (in terms of availability of budget and SSR plan and program)	0.0	0.0	0.0	0.0	0.0	**0**
Budget available from the fiscal framework but not costed in SSRP	66.3	84.4	78.6	97.8	100.7	**427.8**

Available resource estimates

Fiscal framework: The agreed fiscal frame is a gradual increase in government allocation from current 17.0 percent to 18.6 percent, gradually leading to 20 percent of the total national budget, to education sector with an allocation of about 85% of total education budget for the school sector throughout the plan period.

The fiscal frame estimates for the SSR Plan are made at current prices assuming that the share of education in the national budget will increase moderately from its current share of 17% to 18.6% in FY 2013/14. Based on the above assumptions, the estimates for education budget and the budget for SSR Plan has been calculated (Table 9.1).

9.3   SSR PLAN RESOURCE REQUIREMENT

SSR Plan budget estimates

Table 9.2 presents program development costs and recurrent costs for the SSR Plan interventions. It is estimated that US$ 2626 million will be required to implement the SSR Plan during five year period 2009/10 to 2013/14. Of the total requirements, on an average about 539m US$ is estimated to be required for development programs and 2087m US$ will be required for recurrent activities. The basis for estimation of unit of expenditure and its cost is annexed in Annex 9.1.

Table 9.2: SSR Plan budget (medium scenario)

	Fiscal Year					Five year
	09/10	10/11	11/12	12/13	13/14	09/10-13/14
Development (NRs m)	7,174	7,739	8,648	9,592	10,001	43,154
Recurrent (NRs m)	27,275	30,059	33,142	36,460	39,992	166,927
Total (NRs m)	34,449	37,798	41,790	46,053	49,992	210,081
Development (US$ m)	89.67	96.73	108.10	119.91	125.01	539.42
Recurrent (US$ m)	340.93	375.74	414.27	455.75	499.90	2086.59
Total (US$ m)	430.61	472.47	522.37	575.66	624.91	2626.01

The breakdown of development and recurrent cost by component and the basis of its estimation are provided in Annex 9.1.

9.4   SSR FINANCING PLAN

Table 9.3 presents the SSR financing Plan. It is estimated that the Government will finance, on an average, about 2002 million US$ of the total SSR Plan requirement over five years' plan period. The share of development partners will be, on an average, about 624 m US$ during the same period.

Table 9.3: Sources of financing (US$ in million)

	Fiscal Year					Five year
In US$ million	09/10	10/11	11/12	12/13	13/14	09/10-13/14
Government	310.6	350.1	397.5	448.3	495.0	2,002
Development Partners	120.0	122.4	124.8	127.3	129.9	624
Other resources	0.0	0.0	0.0	0.0	0.0	0
Total	430.6	472.5	522.4	575.7	624.9	2626.0

Contribution of development partners: Development partners are expected to provide sector budget support grants channeled through a joint financing arrangement. Budget support from development partners is envisaged through predictable bilateral agreements committed to the red book. It is envisaged that the share of external funding in the total SSR Plan financing will be 24 percent, on an average.

Table 9.4: Contribution of Development Partners (DPs) in %

	Fiscal Year					Five year
	09/10	10/11	11/12	12/13	13/14	09/10-13/14
Government contribution	72.1	74.1	76.1	77.9	79.2	76.2
DPs contribution	27.9	25.9	23.9	22.1	20.8	23.8
Other	0.0	0.0	0.0	0.0	0.0	0.0

Yet, the contributions from the DPs will be utilized through joint and/or separate arrangements for testing/piloting and innovative activities as well as for research on SSR interventions for the consolidation and expansion in a gradual and phased manner.

Contribution of non-pool development partners: The contribution of non-pooling development partners is also estimated to contribute significantly in the SSR Plan. Sector support by non pooling partners is envisaged through bilateral agreements recorded in the Source Book.

Contribution of I/NGOs: I/NGO contribution will be utilized for specific development activities such as literacy/ neo-literacy, ECED, multilingual education, special needs education, advocacy, and capacity development. A broader framework of I/NGO support will be prepared and MOU will be signed, requiring annual planning and review to acknowledge their support in education development. I/NGOs will be encouraged to focus their support in non-recurrent type and one-time development activities. Those that are currently providing recurrent type support in education sector will be gradually reduced to the minimal.

The Table 9.5 provides list of current and potential donors in which contribution from each will be articulated later in consultation with the DPs.

Table 9.5: Contribution of development partners (availability) for SSR Plan

Development Partners	Contribution in US$ million	Share
Pooling Partners		
ADB		
AusAid		
Denmark		
European Union		
DFID		
Finland		
Norway		
UNICEF		
World Bank		
Non-pooling Partners		
Japan		
WFP		
UNESCO		
UNFPA		
UNDP		
(I)NGOs		
Potential Partners		
USAID (IN PROCESS)		
CANADA		
GERMANY		
SWEDEN		
THE NETHERLANDS		
ILO		
Others		
Total Availability		
Total Requirement		

Contribution of communities: While there is no well-defined framework for promoting or implementing community cost-sharing, a tradition of contribution to the cost of education has been established. Local communities contribute recurrent costs, and participate in school construction and rehabilitation activities with voluntary labor, materials and financial resources. Under the program, this practice will have to be continued with community contributions to recurrent costs and cost sharing in development costs. However, for transparency in overall national investment in the education sector, community contribution will be budgeted and reported as in-kind and co-financing inputs.

Contribution of local bodies: The role of local bodies for financing in the SSR Plan activities is deemed crucial. However, in the current context, the local government agencies such as VDCs, municipalities and DDCs are not operational. The existing arrangements and provisions in education will remain in place until the local governments are fully functional. The realization of the federal structure of governance will have significant impacts on the financing of education.

9.5   FINANCIAL MANAGEMENT

Financial Management System: The SSR Plan provides a comprehensive policy framework for a program approach. Accordingly, it has been agreed that donor funding will be reflected in the MTEF and the national budget for development. The Financial Management System in Nepal consists of: (a) the budget is approved by the Parliament, (b) the Ministry of Finance authorizes to the secretary for Ministry of Education, (c) the Secretary sends authority to implementing agencies, (d) the implementing agencies sent authority to the different costs centers, (e) the Financial Controller General's Office (FCGO) at the centre and its district level offices release fund to the cost centers and carry out the internal audit, and (f) finally, the Auditor General Office, a constitutional body, conducts final audit. The SSR Plan financial management has been designed in line with the current government financial procedures.

Program funding modalities: EFA is being implemented in pool funding modality in a school sector approach. It has been agreed to utilize the EFA funding modality with revision to accommodate all donors interested to contribute to the SSR Plan program. Hence, funding modalities can range from budgetary support, to pool funding, commodity support and in-kind support. Donor funding for the SSR Plan program will be reflected in the national budget for development. This will adhere to the Foreign Aid Policy of the Government of Nepal.

The SSR Plan program 2009/10-2015/16 will be coordinated by the MOE, facilitated through the DOE, and implemented through a decentralized structure (RED, DEO, VDCs, Municipalities, and SMCs). Procedures and modalities for decentralized educational planning and management are encouraged. MOE will ensure that sufficient funds are allocated in government's resource plan for education and that district allocations are equitable – based on population in the target group with special additional support to districts ranging low on the National HRD-index.

Education Development Fund: The Ministry of Education will make a provision for mobilizing Rural Education Development Fund (REDF) at the center level, District Education Fund (DEF) at the district level and School Fund at the school/community level.

Block Grants: The block grant provided by the Government will be based on approved criteria with flexibility to allocate it in specified activities as per the identified needs of districts, schools and

communities. However, the first priority for coverage under the block grant will be given to basic pre-requisites on the basis of norms and parameters determined by MOE. Additional funds will be allocated to districts, VDCs and schools based on performance criteria[5].

School Improvement Plan (SIP): The DEO provide both the earmarked and block grants to schools. The allocation of funds to schools will be based on the SIP. The School Grants Operational Directives, PCF Grant Operational Directives, and Program Implementation Manual **will provide** guideline for the execution of the program at the school level and reporting. Social Audit will be made obligatory to all schools to receive funds in the new fiscal year.

Sustainability of the program: The program aims to promote sustainability by operating within the framework of the Government's regular planning and reporting cycle, policies and structures, and by explicitly aiming to strengthen the institutional capacity at all levels of the Government. The strategy anchoring the provision of school education in a system of decentralized education management with a high degree of community involvement in planning and execution of the program is intended to sustain the implementation of the program, particularly within the poorer schools and communities beyond the program period of SSR Plan program.

Risks and mitigation measures: Some of the inherent risks in the SSR Plan includes: a) institutional, organizational, and individual capacity at all levels; b) political will and readiness for the reform at grassroots level, and c) mobilization of adequate funds for the implementation of the program.

A comprehensive capacity development plan has been included in the SSR plan, addressing diverse capacity needs at all levels. Sharing and building consensus for the reform agenda has already taken place through consultation and interaction sessions with major political parties. Further consultation and opinion building process has been planned. Possibilities of introducing effective means to tax for education will be explored with the MOF and relevant authorities.

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[5] Performance criteria will be based on promotion of meeting the targets of the SSR Plan indicators as well as meeting national targets of inclusion (high NER, low repetition, high completion, high learning outcomes and compliance with financial regulations)

CHAPTER 10: AID MANAGEMENT

10.1   INTRODUCTION

The MOE has experienced a gradual but significant improvement in donor harmonization and aid management since the Rome Declaration on Harmonization in 2003 and the Paris Declaration on Aid Effectiveness in 2005. The Joint Financing Arrangement (JFA) of 2004 is an example of the evolving *'partnership spirit'* that has led to an increase in the share of budget channeled through the Government system and for which national procedures are the basis for planning, budgeting, monitoring and reporting. This type of 'basket' funding represents a desirable programmatic funding approach that has significantly reduced the Ministry's transaction costs and has provided a foundation for further improvement in the way aid is managed in the education sector.

The MOE has prepared the SSR Plan that stipulates the key school sector policies, reform agendas, priorities and strategies as well as processes for moving towards the institutionalization of results-based management principles. The aid management under the SSRP follows the principles and guidelines as laid down in The Paris Declaration on Aid Effectiveness and Accra Agenda for Action (AAA), such as government's ownership of the country development strategies, alignment to national management system, use of common arrangements and procedures, results oriented framework, and mutual accountability. In the follow-up to the Paris Declaration and AAA, the GON has prepared the National Plan of Action for Harmonization that together with the Paris Declaration and AAA, forms the basis for the Ministry's Aid Management.

In this chapter, two primary components are dealt with separately: harmonization of donor support, and management of Direct Fund (DF) facility that also includes all forms of Technical Assistance (TA).

10.2   GOAL AND OBJECTIVES

Goal
- Effective mobilization of external resources and experience in achieving the national development goals in the education sector.

Objectives
- To improve the efficiency and effectiveness of aid available for SSRP implementation

10.3 OPPORTUNITIES AND CHALLENGES

Opportunities & Challenges

The SSRP with its sector-wide program approach combined with the recent experience with joint missions and an increasing number of development partners signing on to the JFA is seen as an opportunity to further enhance alignment, harmonization and integration of the foreign aid provided to the school sector with the Government's own resources, systems and procedures.

The Paris Declaration and the Accra Agenda for Action represent significant policy statements of development partners' commitment to align their support with governments' policies, systems, rules and regulations. The MOE intends to build on this commitment to further improving the current Joint Financing Arrangement and Code of Conduct and use these instruments to increase the alignment of development partners' support with government policies, programs and implementation arrangements. Improved integration and alignment of the working modalities and support provided by donors will reduce the governments transaction cost in coordinating development assistance while also contributing to improving the efficiency and effectiveness of the joint resources.

The National Action Plan for Harmonization, endorsed by the NDF, represents a guiding framework and reference point that provides an opportunity for the MOE to develop a detailed implementation plan for the education sector.

Learning from the EFA implementation processes, the Government intends to enhance the existing JFA by incorporating TA and DF facilities into a coherent structure, retaining flexibility for the use of resources within an agreed framework. These facilities have also been effective to respond to the emerging needs and to carry out innovative activities to generate knowledge for the improvement and expansion of the program. Recognizing the proven potentials of the TA and DF facilities, both the GON and DPs have agreed to utilize available resources and inputs in the best interest of the receiving side. Despite the visible gains and improvements in harmonizing TA and DF facilities in the sector, the Ministry has observed the following:

a. Ministry's own institutional, organizational and human capacities are limited to manage and oversee the TA and direct funding facilities that are in operation across the sector.

b. Despite DPs good intentions, due to variations in operational modalities and stand-alone approaches, the outcomes of such interventions are not far reaching.

10.4 POLICY DIRECTION

The Foreign Aid Policy of the Government of Nepal provides a national framework for donor coordination, whereby foreign aid is disbursed through the Government system according to the National Development Plan in line with the national priorities. Also, the development partners' response to GON for full alignment with the regular system of the Government by reflecting it into the Annual Strategic Implementation Plan/ Annual Work Plan and Budget (ASIP/AWAP), making the receiving side fully accountable to demonstrate results. The following serve as broad policy directions for Aid harmonization and DF/TA management:

Aid harmonization

MOE and the DPs will jointly prepare a JFA and COC that will serve as the guiding documents for both parties to abide by in matters related to aid harmonization and its effectiveness.

MOE will make separate arrangements with the non-pooling partners including bilateral, multilaterals and I/NGOs through separate agreements for their support in the SSR program. These arrangements will be reflected in the Government program and will be managed as per the national operational guidelines.

The Government's own assessment, annual review mission and the MTR of the SSR Plan will feed into the reform process for improving aid effectiveness and donor harmonization across the sector.

Technical Assistance/Direct Fund

About 1.5 percent of the total external support will be managed through Direct Funding modality focusing on capacity development, testing of new ideas and innovations through piloting, and facilitating smooth operation of reform programs at different levels.

All DF support will be managed through the DF Secretariat under the guidance of the Steering Committee and in close collaboration with the FACS.

10.5 KEY RESULTS
- Improved alignment of development assistance with national priorities reducing tied aid
- Improved coordination of Donors Capacity Development Support
- Increased use of GON's public procurement and financial management system
- Improved predictability of aid
- Increased use of the Joint Financing Arrangement (JFA) modality and Code of Conduct, promoting common arrangements and procedures

10.6   STRATEGIC INTERVENTIONS

MOE's FACS will be further strengthened and will serve as the point-of-entry for all foreign aid and DF/TA support made available by the development partners, comprising pooling and non-pooling contributions including the contributions of the I/NGOs. Any other parallel channels of funding will be considered contradictory to the Paris Declaration, Accra Agenda for Actions, JFA and the CoC.

A Joint Steering Committee comprising heads of the central level agencies and the donor contact point will be constituted for the planning, management, monitoring and reporting of direct funding facilities and TA supported by the development partners to ensure alignment with the Ministry's ASIP/ AWPB, to reduce administrative costs, and improve the efficiency and effectiveness of direct funding and TA provisions. The Secretary of the MOE will be the Chairperson of the Steering Committee and the FACS with the direct funding Secretariat will coordinate the TA/DF activities. The TA/DF Secretariat will be established in the MOE.

A separate operational guideline will be prepared for the management and operation of the TA/DF support to be endorsed by the DF Steering Committee. The SC meeting will review the current procedures and practices of DF management during its first and second meetings, and will endorse necessary amendments for improving TA and DF operations in the education sector.

FACS with the support of TA/DF Secretariat will prepare the agenda for quarterly meetings, facilitate meetings and minutes the decisions made. DF plan and activities approved by the SC will be implemented by the concerned agencies. DF will be released by the FACS secretariat based on detailed plan and budget release request from concerned agencies, based on the agreed procedures currently in use.

Monitoring of DF will follow the current system whereby the concerned agencies will produce the progress report on a trimester basis. The TA/DF Secretariat will review the progress first and will submit a combined progress report to the SC for final review and suggest actions to be taken.

10.7   INDICATIVE COSTS

The cost for SSR TA/DF support is estimated to be around 1.5 percent of the current estimated external support which will be around US$7.5 million for a five year SSR Plan period with an average of about US$ 1.5 million per year for next five years. Besides, other DPs outside the SSR pool may also join the TA/DF pool to supplement and/or complement to the purpose and objectives of the SSR plan and policies. The SSR TA/DF will be managed under the agreed operational guidelines prepared by the FACS and as approved by the Steering Committee.

10.8   IMPLEMENTATION MATRIX

#	What?	Why?	Who?	How?	When?
1	Develop new JFA and Code of Conduct for SSRP period.	To eliminate duplication of work in reporting towards DPs and reduce administrative cost of working with DPs, through increasing the likely impact of resources	FACS	Through consultation with DPs and expanding the current JFA to cover aspects of managing direct funding facilities and TA provisions through one joint Steering Committee.	May to June 2009 *(Pre-plan activity)*
2	Endorse officially the new "one-door-only" policy for donor-MOE contact and communication.	To reduce the time and human resources required to report to and maintain effective relationship with development partners, and to improve coordination and facilitate alignment of donor-support with MOE policies, plans, values and implementation structure.	Secretary	Through official letter, formally establishing FACS as the "one-door-only" for contact and communication between MOE and development partners	July 2009 *(Pre-plan activity)*
3	Establish and make functional a Joint Direct Funding Steering Committee and Direct Funding Secretariat	To reduce the MOE's cost of interacting with donors and administering Direct Funding facilities and TA provisions	Secretary and Development Partners Contact Point	Through preparation of agreement with key advanced development partners to use one SC with representation of DP contact point, the Secretary of MOE and heads of agencies	May to August 2009
4	Develop formal systems and procedures for agency requests for TA and for procurement, placement, support to and assessment of performance of TA	To increase the relevance, use, and potential impact of TA provisions	FACS	Through development of guidelines and formats for agencies requests for and TA with a view to ensure aligning with MOE agencies' capacity development needs and results framework; and for regularly assessing TA performance against capacity development goals. Develop process for procuring TA with requesting agency through Joint Steering Committee	June to July 2009 *(Pre-plan activity)*
5	Update and publish Code of Conduct with development partners	To increase the awareness of the 'one-door-only' policy and improve development partners and MOE agencies' compliance	FACS	Consultation with Development Partners followed by completion of Code of Conduct, publication,	August 2009

		with the Code of Conduct		and dissemination	
6	Conduct Joint Annual Consultations	To communicate status of progress of agreed plans and programs, discuss implementation issues and agree to corrective actions – if necessary	FACS	Through preparation and presentation of Status Reports and other documents, such as the FMR , described in the JFA, and through preparation of Aide Memoires describing agreed action steps.,	Every year in December
7	Conduct Joint Annual Reviews	To communicate and agree to plans and programs for the coming years, agree on disbursements, and report on follow-up actions taken.	FACS	Through development and presentation of ASIP, FIM, and other agreed plans and documents; and the preparation of an Aide Memoire describing agreed points and action steps to be taken	Every year in April
8	Design and ensure the conduction of independent reviews and evaluations	To contribute to the identification, documentation, and sharing of best practices and lessons learned with a view to adjust on-going and coming activities to improve cost-efficiency and cost-effectiveness	FACS	Through the identification and agreement to areas for reviews/evaluations, the preparation of ToR and the procurement of service in consultation with Development Partners	
9	Formation of TA/DF Steering Committee				June 2009
10	Hiring TA/DF Coordinator				August 2009
11	TA/DF Secretariat is set-up				August 2009
12	TA/DF Secretariat is fully operational				January 2010

The Education Sector has been seen as a role model for aid effectiveness and donor harmonization. MOE's innovative approach to aid management has been a pioneering work to draw on for the rest of the sectors in Nepal. The JFA as an instrument, for example, has served as a best practice to respond to the systemic needs of the sector and to improving financial management capacity of the Government system as a whole.

Therefore, moving towards the second phase of EFA under the SSR framework, the Ministry of Education is committed to adopting the experiences of the Sector Wide Approach to further align with the national Foreign Aid Policy and enable the development partners to adhere to the Paris declaration and Accra agenda for action.

Drawing upon the past experiences, MOE would like to make JFA fully compatible with Governments' planning and reporting procedures. MOE and the line agencies recognize that

individual donor requirements and management as well as coordination of non-core interventions occupy a substantial portion of time and attention, which can better be utilized through a coordinated manner.

Therefore, it is the intention of MOE to improve the framework of the JFA under SSR in order to strengthen the territories of the partners and in order to provide a framework for an efficient coordination focusing on results.

The new JFA will embark on reporting requirements fully aligned in content, spirit and timelines with the Government system. Further, MOE will establish a liaison office for donor contact, which will serve as the entry point for donor contact during the appraisal process and education missions; FACS will fulfill this role on behalf of the Ministry of Education. It is also expected that the development partners in education will establish a liaison office, which will manage and coordinate all matters under the JFA framework, enabling a joint effective mechanism for coordination, particularly during the missions. The MOE and the donor liaison offices will deal with all day to day issues and be in charge of facilitating the annual reviews in cooperation with Ministry of Finance and other line agencies. It is envisaged that the offices will conduct joint sharing meetings on a monthly basis, and local donor meetings on a bimonthly basis.

The new JFA will aim at reducing the current consultations to one annual review/ consultation. The high level annual review will deal with issues at overall policy and outcome levels, and will focus mainly on results reported from the agreed indicator monitoring system of SSR, and further agreeing on an annual basis of the financial requirement for the coming fiscal year. The main objective of the annual consultation will be to assess the progress and achievements of the joint agreements.

For Government to report and justify:
- Results against targets
- Reporting against agreements
- Expenditure against budgets

For Donors to report and justify:
- Effective donor coordination against Code of Conduct and agreements
- Aid predictability – disbursements against commitments/ pledges
- Alignment with GON procedures

And for both partners to agree and endorse:
- Targets for the coming fiscal year
- Budgets and pledges for the coming fiscal year
- Interventions to improve the results

10.9 IMPLEMENTATION ARRANGEMENTS

The Ministry of Education intends to manage the TA and DF through a pool mechanism created in support of all and/or interested partners, regulated by a Joint Steering Committee (SC), headed by the Secretary. SC will be represented by the MOE and its agencies, and Donor Contact as well as partner agencies. The terms and conditions for the operation of the TA/DF pool will be approved by the Steering Committee. MOE/ FACS will coordinate it and a separate TA/DF Secretariat will be setup, which will coordinate the activities of the SSR TA/DF pool and will report to the Steering Committee through FACS. All TA/DF support will be channeled through Ministry's FACS office under the SC's guidelines.

SSR TA/DF Steering Committee will be formed and the SSR TA/DF Coordinator will be hired by the end of June 2009. Under the supervision and guidance of the SC and FACS, the SSR TA/DF Coordinator will set-up the DF Secretariat by the end of July 2009. The role of SSR TA/DF coordinator will be further defined in the SSR TA/DF Operational Guidelines.

In order to maintain uninterrupted support during the transition from EFA to SSR, the DF support that is available through the ESAT will continue, as planned, until the end of December 2009. Meanwhile, the SSR TA/DF Secretariat will gradually take the full responsibility by the end of December 2009. Necessary arrangements will be made to continue and retain the existing ESAT support staff and facility for a smooth transition to the SSR implementation.

A pool of sectoral advisors (identified by MOE as per the needs) will be recruited/selected based on the agreed TOR for providing technical support to the MOE system and to give a push to the reform process on major areas such as planning, quality education, medium of instruction, inclusion, evaluation, management, financing, EMIS, civil works, TEVT, capacity development and other areas identified by MOE. On MOE's request, the development partners will make allocation and provision for such advisors, depending on the areas of a donor partner's expertise and interest. The costs of these inputs will be met through Direct Funding facilities outside the program support. Such advisor(s) will not be more than one from a partner agency at a time.

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