

Education for All 2004-2009

Core Document

The Ministry of Education and Sports
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This document contains
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Acronyms

ASIP	Annual Strategic Implementation Plan
AWPB	Annual Work Plan and Budget
BPEP	Basic and Primary Education Programme
CBO	Community Based Organisation
CDC	Curriculum Development Centre
CERID	Research Centre for Educational Innovation and Development
CLA	Central Line Agency
CLC	Community Learning Centre
DAC	Development Assistance Committee
DDF	District Development Fund
DEC	Distance Education Centre
DEF	District Education Fund
DEO	District Education Office
DEP	District Education Plan
DIMC	Decentralisation Implementation Monitoring Committee
DDC	District Development Committee
DOE	Department of Education
ECD	Early Childhood Development
EMIS	Education Management Information System
EFA	Education for All
FCGO	Financial Comptroller General Office
FSP	Flexible Schooling Programme
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPI	Gender Parity Index
HMG/N	His Majesty's Government of Nepal
HRD	Human Resource Development
HT	Head Teacher
INGO	International Non Governmental Organisation
LIL	Learning and Innovation Loan
LSGA	Local Self Governance Act
MEC	Municipality Education Committee
MEP	Municipality Education Plan
MOES	Ministry of Education and Sports
MLD	Ministry of Local Development
MOPE	Ministry of Population and Environment
MTEF	Medium Term Expenditure Framework
MTR	Mid Term Review
NCED	National Central for Educational Development
NDAC	National Development Action Committee
NER	Net Enrolment Rate
NFEC	Non formal Education Centre
NGO	Non Governmental Organisation
NPC	National Planning Commission
NPA	National Plan of Action
NSP	National Scholarship Programme
OCE	Office of the Controller of Examination
OSP	Out of School Children Programme
OECD	Organisation for Economic Cooperation and Development

PEB	Programme Execution Board
PIP	Programme Implementation Plan
PMC	Programme Management Committee
PPC	Pre-Primary Classes
PPP	Public Private Partnership
PTA	Parent Teacher Association
PTTC	Primary Teacher Training Centre
RC	Resource Centre
RED	Regional Education Directorate
RP	Resource Person
SEDEC	Secondary Education Development Centre
SEDU	Secondary Education Development Unit
SESP	Secondary Education Support Programme
SIP	School Improvement Plan
SLC	School Leaving Certificate
SM	School Mapping
SMC	School Management Committee
SOP	School Outreach Programme
SR	Supplementary Readers
SS	School Supervisor
TA	Technical Assistant
TEP	Teacher Education Project
TG	Teacher's Guide
TOR	Terms of Reference
VDC	Village Development Committee
VEP	Village Education Plan
VEC	Village Education Committee
WB	Work Book

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1. Executive Summary

1. The concept paper prepared by MOES on EFA 2004-2009 was accepted by development partners during the March 2003 mission as a strong starting document for programme design for the basic and primary education sub-sector. They suggested on producing a core document that includes programme management and organization, programme monitoring mechanisms, and elaborations on some of the ideas and implementation strategies mentioned in the concept paper.
2. This Core Document is hence intended to constitute a single foundational document that all development partners who are interested in contributing to HMG/N's EFA 2004-2009 will adopt. All planning and programme implementation will be based on this Core Document. It also provides indicators for assessing progress of the programme.
3. EFA 2004-2009 is a five-year strategic plan within the EFA 2015 framework. It has the following three objectives: i) Ensuring access and equity in primary education, ii) Enhancing quality and relevance of primary education, and iii) Improving efficiency and institutional capacity.
4. The Programme builds on the achievements and experiences of BPEP II. Its policy framework is based on the Tenth Plan (PRSP), the MTEF, LSGA 1999, and the 7th amendment of the Education Act.
5. EFA 2004-2009 draws from the goals of the Dakar Framework of Action as reflected by the following six programme components: i) Expanding and improving early childhood development, ii) Ensuring access to education for all children, iii) Meeting the learning needs of all children including indigenous peoples and linguistic minorities, iv) Reducing adult illiteracy, v) Eliminating gender and social disparities, and vi) Improving all aspects of quality education.
6. Following the 10th Plan, the EFA 2004-2009 has adopted pro-poor approach. Poorest districts are targeted for the establishment of early childhood development programmes. Children from disadvantaged communities, Dalit and girl children, children with disabilities, children living in difficult circumstances due to poverty or conflict will be provided with incentives and scholarships to attend primary schools. Similarly, given the linkage between illiteracy and poverty, need-based literacy classes and non-formal education programmes will be launched in poverty stricken areas.
7. Decentralisation will be the primary strategy for increasing access to schools, meeting the learning needs of all through an inclusive education approach, and improving all aspects of quality education. The capacity of local communities will be strengthened to own and manage schools. DEOs, DDCs and VDCs will provide institutional support to schools and their communities through regular training and monitoring. Technical input will be provided to schools for school improvement plans, physical construction and maintenance.
8. Gender equity in planning and programme implementation in general, and activities targeted specifically to girls and women in particular are emphasised in order to eliminate gender disparity.
9. The Programme is estimated to cost a total of US \$ 814.5 million. Out of this total, development and capital expenditure is \$335.4 million, and expenditure to be borne by

HMG's regular budget is \$479.1 to cover salaries, benefits and some of the administrative costs. Partnerships with local bodies, INGOs, NGOs, and the private sector are envisaged, and mobilization of community resources are emphasised in the Programme.

2. Introduction

The Ministry of Education and Sports (MOES) and the Department of Education (DOE) developed a concept paper for the Nepal Education for All (EFA) Programme 2004-2009 in 2002. A draft of this paper was presented in the Basic and Primary Education Programme (BPEP) II Joint Government-Donor Technical Review Meeting held in December 2002. Comments and suggestions obtained from donors were incorporated and a revised concept paper was disseminated widely to central line agencies, Regional Education Directorates (REDs), District Education Offices (DEOs), Resource Centres (RCs), District Development Committees (DDCs), and Village Development Committees (VDCs) in January and February 2003. Consultations with civil society and stakeholders at central, regional, district and RC levels were held on the concept paper in order to collect suggestions and feedback from all levels. This highly participatory process in the preparation and finalisation of this document resulted in a consolidated concept paper that envisioned the next basic and primary education programme in line with EFA visions and objectives.

The revised concept paper was presented in March 2003 to all BPEP II donors and other potential development partners during the review mission. The donor community accepted the concept paper as a strong starting document for programme design, and suggested on producing a core document for EFA 2004-2009 that also includes specified operational aspects including strategies for programme implementation, overall sequencing, priorities and budget requirements together with monitoring indicators and benchmarks. Thematic Groups were established by MOES to provide advice on these aspects.

This Core Document is, hence, prepared with the objective of making it the foundational programme document upon which all development partners interested in contributing to HMG/N's Education for All 2004-2009 will agree on. All planning for programme implementation will be based on this Core Document. It also forms the basis for separate documentation required by different funding agencies in order to provide financial and technical support to basic and primary education (grade 1-5) in Nepal. In addition, this Core Document provides the indicators for assessing progress in EFA 2004-2009 that together with the Annual Strategic Implementation Plans (ASIPs) and Status Reports will form the basis for subsequent joint development partner work.

2.1 Background to the Programme

Education for All 2004-2009 is designed, as a 5-year strategic programme within the framework of the fifteen-year National Plan of Action (NPA) for Education for All 2015 to which His Majesty's Government of Nepal is committed. It draws from the goals of the Dakar Framework of Action and has formulated the following six programme components:

- Expanding and improving early childhood development
- Ensuring access to education for all children
- Meeting the learning needs of all children including indigenous peoples and linguistic minorities
- Reducing adult illiteracy
- Eliminating gender disparity
- Improving all aspects of quality education

As the foundation for basic and primary education has been provided by BPEP II and previous projects, EFA 2004-2009 is building on this foundation and lessons learned from past

experiences. One of the important lessons of BPEP II is that future support and programme for this sub-sector should be flexible and responsive to change. Also, BPEP II has made it clear that it is necessary to have visions for schools, teachers, and local institutions. In addition, there has been a significant shift towards decentralization as indicated by the shift in budget allocation to districts from 44% in 1999-2000 to 87% in 2002-2003. The contributions and shortcomings of BPEP II as reflected by programme indicators and the capacity of central and district level institutions built during the BPEP II period are taken into account when planning Education for All 2004-2009. Also, the Medium Term Expenditure Framework (MTEF), the Tenth Plan or Poverty Reduction Strategy Paper (PRSP), and the National Plan of Action for EFA 2015 guide EFA 2004-2009.

2.2 Programme Rationale

The basic and primary education sub-sector has received a significant amount of attention and support from HMG/N and the donor community for the past decade. There has been significant progress in access to primary education as the Net Enrolment Rate (NER) of 81% in 2001 compared to 69% in 1998 clearly indicates. Similarly, the cycle completion rate has improved from 42% in 1998 to 60% in 2001, and the drop out rate in grade one has been reduced from 19.2% in 1998 to 13.9% in 2001. Despite these accomplishments, however, there is still a lot of room for further improvement and many areas within the basic and primary education sub-sector need a more concerted effort through focused and targeted programmes and policies. For example, about 19% of children of school-going age are still not attending primary schools, 85% of primary school teachers are yet to receive full training,¹ the repetition rate for grade one is still 38.7%, the survival rate to grade 5 is only 65.8%, adult literacy is only 48% with that of women only 34.6% (based on 2001 census projection), and Gross Enrolment Rate (GER) for early childhood is only 12.8%.

Needless to say, a lot remains to be done to make basic and primary education accessible to all children and to improve the quality of education. Moreover, Nepal has ratified the UN Convention on the Rights of the Child 1989, which states that every child has a right to education. Furthermore, Nepal has made commitments to meeting the EFA goals by 2015, and programmes in basic and primary education sub-sector are crucial strategies for HMG/N towards materializing its EFA commitments.

2.3 The Resulting Vision

2.3.1 A child by 2015

A child in 2015 is inquisitive to learn and has command over a level of knowledge comparable to children of the same age group in the global context.

Every child has a right to receive education of good quality, which is ensured by legal provisions. Each child between the age group of 6-10 in Nepal has access to and completion of free and compulsory quality basic and primary education irrespective of gender, ethnicity, religion, disability, and geographic location.

Most children join grade one with early childhood development experiences. Two thirds of the children enrolled in grade one complete the primary cycle within 5 years. All children learn to become democratic citizens through a relevant curriculum with elements of life skills fulfilling the individual as well as the nation's requirements. The achievement and completion rate of

¹ Full training refers to completion of all four teacher training modules provided by the National Centre for Educational Development (NCED) and the Distance Education Centre (DEC) or completion of Intermediate Level in Education (I.Ed.) or twelfth grade in the education stream.

children is high, which are measured and evidenced by the school-based information. All children in grade 1 and 2 are promoted, and therefore a child has no friend who repeats those classes.

2.3.2 A school by 2015

Well functioning primary schools provide safe, conducive and challenging environment for child learning and development. Schools are equally safe and friendly to girls, children with disabilities and children of disadvantaged groups. They always strive to inculcate the notion of mutual understanding, co-operation and respect to each other's feelings and values.

Learning materials, laboratories, libraries and computer facilities of the schools are always stimulating to the innovative, creative and inquisitive minds of the students. Spacious playground and availability of sufficient play materials attract the children and their parents. Child friendly environment of the schools always inspires the children and teachers for full participation and regularity in school. Students and teachers are seldom absent.

Both public and private schools are efficient and deliver quality education. They complement each other, and there is no difference in the education delivered by private and public schools.

Schools are centres for cross-cultural integration of different cultural groups living together in the society enhancing tolerance, peace and co-existence. The cultural activities carried out in schools represent the cultural values and practices of different groups inculcating mutual respect for cultural diversity in the community.

Schools have functional autonomy and have the authority to utilize its resources in order to materialize its vision. Schools are responsible for efficiency and are accountable for their intended results or lack thereof. They regularly organise interaction programmes with parents including other community stakeholders in order to secure synergy in the teaching learning process, to strengthen the sense of community ownership of schools, and to ensure that the aspirations of parents and community stakeholders are met by the school as much as possible. Community stakeholders' meetings are regularly organized to not only diagnose the problems a school is facing, but also to generate new perspectives and plans to develop the school as an inclusive learning centre of excellence that responds to the learning needs of all children including child labourers, street children, children from disadvantaged communities, children with disabilities, girls, and children living in difficult circumstances. These meetings also generate the community's vision for its school, which is the foundation upon which the School Improvement Plan (SIP) is based. The SIP takes into account national policies and aspirations together with district and community expectations.

2.3.3 A classroom by 2015

The classroom is a stimulating learning environment, designed to meet the learning needs of all students, thus ensuring that each student develops to their full potential. This recognises that children learn in different ways at different rates and will achieve different levels of attainment. It is a caring environment, in which there is mutual respect between teacher and students, and from student to student. It is a safe and happy environment, to which students look forward to coming each day.

The room is spacious (at least 0.75 sq meter per child), clean, bright, well ventilated and adequately furnished. Furniture is well maintained and flexibly designed so as to allow for a variety of organisational layouts. A wide range of teaching aids are on display, and are used by both teacher and students as a regular part of the teaching-learning process. The classroom contains a range of reading and reference books, which are used by students both as part of their

lessons and informally at other times. Sections of the room may be given over to specialised activities, such as a mathematics corner or a reading corner. Examples of all students' work are prominently displayed; these displays are updated frequently.

The curriculum and educational materials are designed so as to ensure active, child-centred learning delivered through a wide range of teaching-learning methodologies. Teachers evaluate students through a range of formal and informal techniques, using these assessments to identify each student's strengths and weaknesses so that they may adapt their teaching methodology to cater for the needs of students as individuals, and so improve the quality of each student's learning. A key element is the development of life skills, including experience in problem solving.

Much of the students' learning takes place in small, flexible groups or individually. Practical activities are common, frequently requiring students to work outside the classroom environment, sometimes interacting with other members of the community.

2.3.4 A teacher by 2015

Each teacher is academically sound and qualified, adequately trained, committed to the profession and devoted to create a stimulating and challenging environment for children's learning. She is always exploring and using new and innovative methodologies to enhance her students' learning and understanding of the curriculum.

Likewise, she is knowledgeable on the subjects she teaches and keeps herself updated with new information. She is also capable of self-reflection and is responsive to students' learning and other needs. She facilitates and encourages children to develop critical thinking and helps them to understand different aspects of the issues they are interested in. In addition, she is not only capable of organizing and managing classrooms for both single grade and multi-grade settings, but is also efficient in individualized and group instruction using both structured and open learning techniques.

A teacher has adequate professional support internally from peers and the teachers' union, colleagues and senior teachers, and externally from mentor teachers, teachers' professional groups, resource persons and experts. The community with whom they collaborate closely in the process of improving children's learning in the school also supports teachers.

2.3.4 A community/district by 2015

Each district prepares a District Education Plan (DEP) based on Village Education Plans (VEPs) prepared by the VDCs, which in turn are based on School Improvement Plans (SIPs) of each school within the VDC. Each community is actively involved in monitoring and assessing the implementation of SIPs, VEPs, and the DEP so as to institutionalise participatory bottom up planning. District Education Committee (DEC), Village Education Committees (VEC) and the School Management Committees (SMC) will ensure the operation of schools, the preparation of school budgets and auditing their accounts, the employment and deployment of teachers, maintenance of school environment, the delivery of learning materials and use of the curriculum. The District Education Office together with Resource Centre (RC), Secondary Education Development Unit (SEDU) and Primary Teacher Training Centre (PTTC) provides technical backstopping to the genuine efforts of the community within the national policy framework.

The SMCs, VECs and the DEC work amicably with Village Development Committees (VDCs)/ Municipalities and District Development Committees (DDCs), and are answerable for ensuring access to all children not yet attending schools and quality to the children already in schools.

Every endeavour of the districts/communities is directed towards providing an educational infrastructure that allows children's learning to flourish.

Community stakeholders are the driving forces in education programmes through SMCs, Parent Teacher Associations (PTAs), Community-Based Organisations (CBOs) and Non-Governmental Organisations (NGOs) working in education.

2.4 Main Objectives of Education for All 2004-2009

Education for All 2004-2009 is intended to make progress towards achieving the vision for 2015 and attain the set EFA targets. For example, working towards the EFA target of 100% Net Enrolment Rate by 2015, this Programme aims to achieve NER of 96% by 2009. The full list of targets for 2015 together with the 2009 interim targets are presented in Table 1.

Table 1: Expected Outcomes of the Programme

SN	Indicators	2001	2008/09	2015 ²
1	Gross Enrolment Rate of Early Childhood / Pre School	13	51	80
2	Percentage of New entrants at Grade 1 with ECD	08	60	80
3	Gross Intake Rate at Grade 1	141	110	102
4	Net Intake Rate at Grade 1	53.7 ^a	95	98
5	Gross Enrolment Rate	123	104	105
6	Net Enrolment Rate	81	96	100
7	Percentage of Gross National Product channelled to Primary education sub sector	1.7 ^b	2.3	2.5
8	Percentage of Total Education Budget channelled to Primary education sub sector	55.6 ^b	60	65
9	Percentage of teachers with required qualification and training	15	99	100
10	Percentage of teachers with required Certification		99	100
11	Pupil Teacher Ratio	39	37	30
12	Repetition Rate:			
12.1	Grade 1	39	10	10
12.2	Grade 5	9	3	8
13	Survival rate to Grade 5	66	85	90
14	Coefficient of Efficiency	60	83	80
15	Percentage of Learning Achievement at Grade 5	40	60	80
16	Literacy Rate			
16.1	Age Group 15-24	70 ^c	82	95
16.2	Age Group 6+ years	54 ^c	76	90
17	Adult Literacy Rate (15+ years)	48 ^c	66	75
18	Literacy Gender Parity Index (15+ years)	0.6	0.9	1.0

a: for 1997, b: for 1999, c: from 2001 census.

In order to achieve the above targets, EFA 2004-2009 has the following three main objectives: 1) Ensuring access and equity in primary education, 2) Enhancing quality and relevance of primary education, and 3) Improving efficiency and institutional capacity of schools and institutions at all levels providing technical backstopping to schools.

² These targets are from the EFA National Plan of Action (2003). The minor inconsistencies in the targets for 2009 and 2015 are a result of additional analytical work undertaken after the completion of the EFA National Plan of Action.

As education is every child's right, the objective of EFA 2004-2009 is to raise NER from 81% to 96%. In other words, the Programme will aim to provide access to the majority of school age children who are not currently enrolled in schools and to ensure that those already in schools will be retained. Hence, various approaches to schooling will be emphasized in order to make primary education accessible to all children regardless of their disability, religion, poverty, and ethnic, regional and linguistic background.

The second objective of EFA 2004-2009 is to enhance quality in primary education so that it becomes relevant and responsive to the needs of the children and the community. Hence, focus will be on developing national minimum norms, standards and financial parameters for quality education, expanding quality early childhood development programmes, training teachers, creating conducive learning environment and stimulating teaching learning materials, increasing the actual number of school days and instructional hours, designing locally relevant curriculum and giving a choice of textbooks to schools.

The third objective of EFA 2004-2009 is to improve efficiency and institutional capacity. Efforts towards this objective will include having the Human Resource Development (HRD) Plan in place and implementing it to help teachers and education personnel develop their competencies, involving stakeholders and the civil society for greater participation at all levels of planning and implementing educational reform activities, and improving administration with a focus on transparency, accountability and equity.

3. Context

3.1 Socio-economic context

Nepal is predominantly an agricultural country as about 40% of its Gross Domestic Product (GDP) comes from agriculture and about 80% of the population earns its living from agriculture. The per capita income of Nepal has reached \$240 per annum, and approximately 42% of the population are estimated to live in poverty. As the majority of the population lives in rural areas, poverty is often a common phenomenon for the entire community in most of rural Nepal, and more particularly in mid-western and far-western regions as shown by human development indicators.

A relatively high population growth rate, slow economic growth, insufficient social and economic infrastructure are all factors contributing to poverty in Nepal. Gender disparity is another significant factor. In addition, specific low caste groups and ethnic groups are experiencing far greater income poverty and little human development than the rest of the population.

At the international level, one measure of poverty is 'income poverty' measured in terms of consumption and expenditure, e.g. those surviving on less than \$1 per day. The diversity and complexity of the poverty situation in Nepal and the need for a radical improvement in poverty reduction require that a broader definition of poverty than income poverty be used. The Organisation for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC) guidelines for Poverty Reduction identify five capabilities that need to be addressed if poverty reduction is to be secured in a sustainable and effective manner. These are:

- Human capabilities (education, health and nutrition)
- Economic capabilities (consumption, income, assets)
- Political capabilities (rights, influence, freedom)

- Socio-cultural capabilities (status, dignity)
- Protective capabilities (security, environment)

Currently in Nepal more than 40% of the population lack capabilities with respect to all the five categories and only a very small minority possess all five capabilities. At present there are no strong indicators that this situation will change in the immediate future.

3.2 Political context

The restoration of multiparty democracy in 1990 brought about several changes in Nepal. People felt a sense of freedom, which was denied to them during the Panchayat period. As a result of democracy and the consequent open political environment, the level of public awareness and expression of public opinions rose significantly. People started raising their voices against inequity and injustice. Questions regarding accountability and transparency became common phenomena in the mass media, the significant expansion of which contributed to informing the general public on all sorts of issues--from national politics, to development programmes, to cultural practices.

Since 1990, the concept of basic education as a fundamental human right that the state has an obligation to fulfil gained momentum. Consequently, the Eighth, the Ninth and the Tenth Plans of the government placed high priority on universalising basic and primary education. It is the emergence of democracy that made it possible for Nepal to work hand in hand with the global community on issues of education, equity and development in general. For example, Nepal actively participated in the World Conference on Education for All at Jomtien in 1990, the Fourth World Conference on Women held in Beijing in 1995, and World Education Forum at Dakar in 2000. Although the commitments Nepal has made at these and other international fora are yet to be fully materialized, Nepal has been successful in bringing in technical and financial support from the international community for national development efforts in the education sector. As a result, a number of improvements have been made as shown by the educational indicators over the past decade.

However, the pace of development has not met the expectations of the people. The capacity building of administrative institutions has been too slow. Democratic institutions, which are instrumental for providing momentum to government initiatives towards pro-poor programs, have remained weak and hence development efforts have struggled to produce the desired outcomes. Nevertheless, the initiation of Land Reform Programme as a means of addressing problems of inequity and poverty is expected to have far reaching effects in the socio-economic development of the country. Likewise, the recent reforms in the civil service code is most likely to enhance efficiency, transparency and good governance in the administration system at all levels. The Local Self Governance Act (LSGA) 1999 and the 7th amendment of the Education Act 2001 have opened avenues for stakeholders to actively participate in issues of public concerns, such as school education.

The emergence of insurgency and the resulting political conflict in the country since 1996 has seriously hampered the efforts towards enhancing the capacity of democratic institutions. The constant deterioration of peace and security situation has had direct bearing on the development endeavours of the country as manifested by a steep fall of Gross Domestic Product (GDP) from 6% in 1995/96 to a negative growth in 2001/02. While the political process to resolve the security situation continues, lasting stability in the country will depend on ensuring the provision of key services including education. Schooling has a crucial part to play in this process. Well-functioning schools not only respond to local concerns, but also help to build cohesion at the

community level. In many places, schooling will also have to adapt to address the specific needs of the victims of conflict.

3.3 Population and demography

The population of Nepal has reached 23.1 million according to the 2001 census with a growth rate of 2.24% per annum. About 26% of the population (i.e. 6 million) belong to the official school going age group of 6-15 years, and children under 15 years of age constitute about 43% of the population.

The census shows 101 different castes/ethnic groups, including those that are not identified categorically. Altogether 92 different languages and a number of dialects having status as mother tongue have been registered. Nepali language is the state language. It is the mother tongue of 49% of the population and a second language for many others. Hence, ethnic and cultural diversity is a prominent feature of Nepal, and it poses challenging issues to school education and its reform.

The 2001 Census shows that about 86% of the population lives in rural areas, 14% of which is characterized as living in remote areas. Remote is defined as an area with difficult terrain, difficult accessibility and poor communication facilities including roads and telecommunication.

Migration, both internal and external, has been a common phenomenon in Nepal's history. The internal migration pattern is characterised by movement of people from the mountains and hills to the Tarai, from the west to the east, and from rural to urban areas. Furthermore, seasonal labour migration to India is frequent in rural Nepal. More recently, going abroad, especially to South East Asian and Middle Eastern countries for employment has become quite common, and remittance is critical to Nepal's current economy.

3.4 Basic and primary education

Nepal has made substantial progress in the field of education during the last 50 years. From a period of extremely limited access enjoyed exclusively by the most privileged social groups, the education system has opened up to the general population. The network of primary and secondary schools has considerably increased throughout the country facilitating access to school. There are more than 25,000 schools. While nearly all these schools offer primary education (grades 1 to 5), seven thousand schools offer lower secondary (grades 6 to 8) and four thousand offer secondary (grades 9 and 10) level education.

Out of 6 million children of school going age (6 to 15 years), 53% is concentrated at the primary level, 29% at the lower secondary level and only 18% at the secondary level. About 19% of children of primary school going age are still not attending school today according to 2001 educational statistics. When looking at the regional disparity of NER, it is found that Tarai is the worst with only 72% NER followed by 77% in the Hills and 90% in the Mountains implying that interventions in the Tarai communities are more needed. Similarly, the mid-western region has the lowest NER (48%) among the five development regions. Likewise, when looking at gender disparity, NER for girls is only 75% and it is estimated that it is less than 50% for disadvantaged groups. These data indicate that if all children of school going age are to have access to primary education, then special interventions targeted to these groups need to be launched.

When looking at the regional distribution of schools and students, it appears that Tarai and the Midwestern region are the geographical areas where access to all children is still a problem. While the Hill region consists more than half of the total schools and slightly less than half of total students in the country, the Tarai consists of about 28% of total primary schools but nearly 40% of total primary students. The share of schools in the Mountain and Hills is higher than the

share of students in these regions indicating that schools in Mountain and Hills are less crowded than schools in the Tarai. Such a skewed distribution of schools shows that while resources in the Mountain and the Hills are under utilized, the situation of schools in the Tarai is less than satisfactory from a quality perspective.

Poor quality in education is a result of a number of factors such as inequitable distribution of resources, inadequately trained and poorly motivated teachers, and poor learning environment. Although much effort has been made in training teachers, only 15% of around 97 thousand teachers have received full training, and many of them do not translate the knowledge and skills gained in training into classroom practices. Similarly, while the government has the policy of providing free textbook, the distribution mechanism has not been successful in ensuring that children receive textbooks on time. The learning environment of the public schools is far from being conducive and child-friendly as basic facilities such as a playground, library, drinking water and toilet, and classroom and furniture are inadequate in many schools. Also, given the skewed distribution of schools and teachers, many schools have crowded classrooms and a shortage of teachers.

While the situation of public schools is generally very poor and their efficiency is low, private schools have emerged, especially in the urban areas, providing a better quality education for a price that the majority of the Nepalis cannot afford to pay. Nevertheless, the higher efficiency of private schools and an overall better quality of education has virtually created two different educational streams in the country contributing to widening the gap between the social classes.

4. Issues and Challenges

There are multiple issues and challenges requiring careful attention while developing a credible programme for basic education in Nepal. Some of the key issues and challenges are summarised below.

4.1 Insurgency and its impacts

The ongoing insurgency has affected the education sector in various ways. The operation of many schools has been disrupted by the conflict, and many students and teachers have been killed, kidnapped, tortured, and victimized in other ways directly or indirectly. Hence, identifying the needs of the victims and providing them with appropriate support so that children's education is not hampered is a priority area. More importantly, ensuring that schools are functioning well, that they are free of politics and violence, and that children are getting quality education are the current challenges.

4.2 Centralized educational management

Management of education continues to be highly centralized although efforts have been made towards decentralisation. Decentralisation has been identified as the overarching strategy for educational planning, management and implementation for EFA 2004-09. However, there are inconsistencies between LSGA and the seventh amendment of the Education Act in the conceptualisation of decentralisation. Also, further efforts are needed for conceptual clarity on decentralisation and for developing necessary guidelines to facilitate programme implementation.

4.3 Distribution of education facilities

Although it is estimated that in an average the distance from Nepali households to primary schools is only 30 minutes, the topographical variation of the country makes access to basic education a problem for many habitations and hamlets due to their isolated location. Hence, the

framework of basic education must take the geographical diversity of the country into account aiming at ensuring universal access to all irrespective of their location.

4.4 The issue of mainstreaming and participation

The two-fold objectives of EFA 2004-09 relate to the enrolment of the currently out-of-school school-age children and retention of those already in the system for successful completion. This implies that in-built mechanisms for motivating and supporting those not presently in the system to increase their participation in school education, and improvement in the learning environment of schools for a better completion rate must be critical parts of the programme. As girl children and children from Dalit and other disadvantaged communities constitute the majority of children who are not enrolled, strategies to bring them to school must be a priority area.

4.5 Gender equity and equality

The EFA goal of eliminating gender disparity in primary and secondary education by 2005 and ensuring equality by 2015 calls for intensive mobilisation of all means and resources. Safe and girl-friendly environment is indispensable for achieving this goal, which entails well-trained teachers for inspiring girls' participation, provision of female teachers in all schools, gender sensitive curriculum and learning materials, and favourable physical facilities. Strategies to ensure this learning environment must be in-built in the education framework.

4.6 Responding to the needs of diversified clientele groups

Nepal's demography is a blend of diverse cultural groups living together with their unique language, cultural values and practices. This blend has been continuously contributing to build a rich cultural heritage of the nation. So the education system of Nepal must respond to the diversified clientele groups of the country making it relevant to the learning needs of all ethnic groups, indigenous peoples, Dalit children, and other marginalised population.

4.7 Quality of Education

There is inadequate conceptual clarity in what quality means and there are no norms and standards currently existing that define quality. The efforts on improving quality have so far been input driven and quality of outputs and outcomes of education have not received adequate attention. Hence, the challenge is to develop conceptual clarity on quality education, have stronger monitoring and evaluating mechanisms in place at all levels of service delivery, and set norms and standards defining the basic pre-requisites for quality education.

4.8 Issue of sustainability

The reforms in EFA 2004 - 2009 and future programmes are ultimately intended to create an education system that can be wholly supported by HMG/N without foreign external assistance. It will, however, only be possible to maintain the education system entirely from the HMG/N budget once attendance at school of all children has been regularised, a cadre of qualified teachers has been created, suitable physical infrastructure is in place, and robust and responsive management systems at the local level have been established. EFA 2004-2009 is expected to make significant progress towards meeting these criteria, but external support for the education sector will still be required for some years to come.

4.9 Need of improving management and professional capacity at all levels

Management capacity of the decentralised organisations and stakeholders at all levels has direct bearing in the success of education programmes. The present education framework must embed mechanisms for building capacity at all levels to plan, implement, monitor and devise necessary adjustments for producing intended results from the education programmes. Reforming the existing educational management structure and changing the culture at the work place in order to

make it efficient, performance driven and more accountable is a challenge that any programme in the education sector must address.

4.10 Co-ordination among all concerned agencies and sectors

Co-ordination of efforts made by different partners and agencies in the basic and primary education sub-sector is urgently needed for avoiding unnecessary duplication and unfair competition. Instead, emphasis must be on having programmes that are complementary to each other. How to devise an effective chain of co-ordination is a challenge for the present designers of education framework.

5. Current Policies on Education

The Tenth Plan in its policy objectives for education has focussed on expanding and developing quality education and producing an internationally competitive human resource for supporting the national economy, enhancing social development, and contributing to poverty reduction. It has also emphasised implementing programmes on literacy, post-literacy, income generation and non-formal education with a view to assist the disadvantaged communities and women in increasing their living standard. More specifically, following are the policies and policy objectives outlined in the Tenth Plan that are directly related to the basic and primary education sub-sector:

- Following the spirit of LSGA on decentralisation, responsibility for educational planning and management will be given to the local bodies and communities.
- SMCs will be responsible for planning and management of schools.
- Capacity of the local bodies, communities, and SMCs will be enhanced to take the necessary leadership in educational planning and management.
- Permission for new schools will be granted only on the basis of school mapping.
- Free primary education will be gradually made compulsory and provisions for scholarships will be made for Dalits, disadvantaged ethnic groups, girls, children with disabilities, and economically disadvantaged children.
- Curriculum will be gender sensitised, life skills will be integrated into the curriculum from the primary level, and civic education will be emphasised.
- School education will consist of grade one to twelve, and curriculum, examination and financial management will be reformed accordingly.
- The Continuous Assessment System will be scaled up to grade 5 based on the results of pilots.
- NGOs and the local bodies will be given the responsibility to implement literacy programmes with technical backstopping from the Non-Formal Education Centre that will formulate policies, monitor programmes and evaluate them.
- Local bodies will be responsible for establishing community learning centres for continuous learning.
- Norms and standards for quality education will be developed for all levels, and effective mechanisms for monitoring and evaluation will be put in place.
- Establish procedures at all levels for teacher licensing and implement them to ensure that all teachers have teaching license and the minimum level of required training.
- Develop necessary infrastructure to upgrade the minimum academic qualification required of primary school teachers to grade 12 (or Intermediate level) with teacher training.
- Special programmes for increasing access of girls, Dalits, and disadvantaged groups to quality education will be made.
- Programmes that provide education in mother tongues will be encouraged in order to increase access of children from diverse linguistic groups.

- ECD centres and pre-primary classes will be established in partnerships with INGOs, NGOs, private enterprises, and local communities will be encouraged.
- Computer literacy and use of information technology in education will be promoted by introducing Information and Communication Technology at the school level, and by using information technology in education planning and management.
- Increased partnership with civil society, NGOs, and the private sector is necessary for bringing in additional resources and expertise.
- The institutional and educational management must be streamlined and strengthened. This should include regulating the private institutions.

The thrust of the Tenth Plan for the education sector is on its linkage with poverty reduction through the production of a competent human resource. The Plan has clearly stated that decentralisation in line with LSGA must be the primary strategy for educational planning and management. Also, the Plan has clearly spelled out that it is the SMCs that are responsible for school management as per the seventh amendment of the Education Act. Both the LSGA and the Education Act focus on the need of community involvement in education with emphasis on ownership, accountability, local control over effective utilisation of resources, and local resource mobilisation. The Tenth Plan, which is also Nepal's Poverty Reduction Strategy Paper, hence, has laid out the policies for education and has pointed out decentralisation as the implementation strategy for programmes in education.

6. EFA 2004-2009 Programme Component Description

The components of this programme are drawn from the following six EFA goals:

- Expanding early childhood development
- Ensuring access for all children
- Meeting the learning needs of all children including indigenous peoples and linguistic minorities
- Reducing adult illiteracy
- Eliminating gender disparity
- Improving all aspects of quality education

The component descriptions aim to provide an overall programme framework by focusing on main activities or interventions rather than more specific micro-activities under each component. It is expected that if and when separate support documentation is required by donor agencies to provide financial support to this programme, the activities included in those support documents will be based on this Core Document's programme framework.

6.1 Expanding early childhood development

The Dakar Framework of Action for Education for All 2015 states that "Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children" should be a policy objective. MOES' attempt to expand early childhood development programmes under Education for All 2004-2009 is in line with this principle.

Current situation and issues

At the moment, two different forms of early childhood development programmes are running. They are community-based Early Childhood Development (ECD) programme and school-based pre-primary classes (PPC). Both programmes are seen as means for accelerating the internal

efficiency of basic and primary education. They are considered to be instrumental for social, emotional, intellectual and physical development of children in a balanced manner. Most of the pre-primary classes, at present, are run by private schools that are not accessible for low-income families. There are 5,700 community-based ECD centres with technical support provided by DOE/DEO. These cannot be considered adequate to accommodate all children of the age group of 3 to 5 years.

A recent study on the impact of ECD programmes in Siraha district has shown that promotion, repetition and dropout rates for children with ECD experience are 83.5, 5.5 and 11 respectively as opposed to 41.7, 36.7 and 21.6 for those without ECD in grade one.³ This finding shows that early childhood development programmes are instrumental in increasing the efficiency of primary education, and hence expansion of such programmes is necessary. Also, studies of early childhood development programmes under BPEP II have shown that it is appropriate and necessary to introduce and expand early childhood programmes in poverty stricken areas (Gautam 2002). Hence, the issue is to consolidate and extend ECD centres for ensuring access to the most vulnerable and marginalized children. Gautam's study has also pointed out that the monthly remuneration of Rs. 500 for the facilitator is not enough especially where communities have not provided the matching fund to supplement this amount. It has, therefore, been suggested that community mobilisation and parental education must be vital parts of early childhood development programmes.

Principles and Strategies

The two types of early childhood development programmes—school based and community-based—will be continued and expanded during Education for All 2004-2009. The responsibility to manage and operate ECD centres rests on the local bodies whereas the pre-primary classes will be the responsibility of the schools with extensive community support and participation.

Although ECDs are community-based and pre-primary classes are school-based, they will both be guided by the common objective of holistic child development. They will aim at creating an enjoyable learning environment that will foster physical, mental, social and emotional development of children.

Both programmes will be designed and implemented on the principle of cost sharing. Schools will have to identify ways of sharing the cost if stakeholders perceive a local demand for pre-school classes. Partnership between schools and CBOs/NGOs will be encouraged. Local stakeholders will be empowered to manage community-based ECD centres with authority to generate resources for meeting the operation costs.

Guided by the above principles and strategies, the Programme will focus on the following activities:

- The programme will support and evaluate the effects of ECD and PPC activities on enrolment, retention and learning achievement of primary education.
- ECD centres will be established with programme assistance in the areas with the most vulnerable and disadvantaged groups. Therefore, EFA 2004-09 will support early childhood programmes in the “D” and “C” districts classified by the National Planning Commission and other identified disadvantaged areas.
- The programme will encourage and facilitate partnerships with INGOs, NGOs, and private enterprises to establish, support, and operate ECD centres and pre-primary classes. A cross sectional linkage of ECD to cognitive development, nutrition, health and parental education

³ Save the Children USA and Save the Children Norway, 2003, p.39.

will be established with other government relevant line agencies as well. This will help in consolidating and coordinating efforts of different line agencies and in creating synergetic effect on programme implementation.

- Capacity building for ECD and Pre-primary facilitators at the community level will be provided. Training for the facilitators will have concepts of and approaches to special needs and inclusive education.
- Early childhood development programmes will be developed in line with inclusive education approach.
- Parental education programmes proven to be necessary prior to the initiation of early childhood development programmes in order to raise parents' awareness on child development, nutrition, sanitation, importance of parental involvement in children's learning and the impact early childhood development programmes can have on children's overall development will be launched. In addition to community mobilization, mass media will be utilized extensively for parental awareness raising and education regarding the importance of facilitating the development of children's innate potentialities before entering primary schools.
- Comprehensive Information, Education and Communication (IEC) programmes for early childhood development will be designed and disseminated through the mass media targeting the parents at rural and remote areas.
- With a view to sustainability priority will be given to producing educational materials by utilizing locally available materials. Females from the local community, with special focus on disadvantaged groups wherever possible, will be recruited as ECD and pre-primary facilitators.

The early childhood development programme is expected to have a pro-poor effect as it frees parents to pursue income-generating activities and prevents under age enrolment in schools. As girl children are typically given the responsibility of taking care of their siblings, it is expected that an expansion of early childhood development programmes will have positive impact on the attendance and retention of girls in primary education.

6. 2 Ensuring access to education for all children

Regarding access to education, the Dakar Framework of Action for Education for All 2015 states the following: "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."

Ensuring access to all children to basic and primary education is governments' priority as stated in the Tenth Plan. MOES has committed itself to making significant progress towards this challenging target by 2009, in order to ensure that all children have access to primary education by 2015.

Current situation and issues

A substantial proportion of primary school going age population still outside the school system is from the Tarai and belongs to disadvantaged groups such as Dalits, girl children, children with disabilities and other marginalized groups.⁴ Moreover, insurgency has given rise to displaced

⁴ For the purpose of this Programme, the term "marginalized groups" include Dalits (centrally identified twenty-three disadvantaged groups), girl children, ethnic minorities, linguistic minorities, children from indigenous groups as per the National Foundation for Development of Indigenous Nationalities Act, 2058 (2002) children with disabilities, working children, street children, conflict-affected children, calamity-

families, victimized children, and has had direct impact on schools and school going children, thereby hampering access to schooling. Providing access to primary education to all children in the country inevitably necessitates that strategic plans and targeted interventions are designed to address the needs of children living in areas of armed conflict, violence, and areas hit by natural disasters.⁵ Given the difficult circumstances that Nepal has been experiencing due to poverty, insurgency, and difficult terrain, appropriate planning tools and delivery mechanism will be developed to deal with educational problems.

One of the primary strategies of HMG to increase access has been to provide primary education free of cost. However, 19% of the school age children are still not enrolled in school and given the high drop-out rate, many more are outside the school system. Free education must not only mean waiving school fees as access today is hampered by both direct and indirect cost of education.⁶ The provision of free textbooks has not been translated into reality under BPEP II as families are not reimbursed on time for the textbooks they purchase and as textbooks are not delivered on time if at all. With 42% of the population estimated to be living in poverty,⁷ any cost for education is an issue and a challenge that has to be addressed. Furthermore, incentive and scholarship schemes meant to increase access and retention of disadvantaged children under BPEP II are centrally planned and managed with little or no room for districts and schools to participate in the process. One of the lessons of BPEP II is that there is a strong need to depart from such practices of centralized planning and move on to contextualized planning at the district, village and school levels. Linked with this need is the need to build the capacity of district and sub-district level educational personnel and institutions in decentralized educational planning and management.

Principles and Strategies

In order to make basic and primary education free and accessible, parents of deprived and disadvantaged children will be assisted, reducing direct and indirect cost of education. Hence, disadvantaged communities will be targeted for assistance in addressing the opportunity cost for schooling.

Inclusive education will be further developed and scaled up to a national level during the Programme period in order to increase access of children from marginalized groups.

Decentralization in educational planning and implementation will be adopted as the primary strategy. District Education Plans, Village Education Plans, and School Improvement Plans will be the tools through which educational planning and programme implementation will be carried out so that locally specific needs related to children's access to schools can be effectively addressed.⁸

affected children, children from remote regions, poor children, children from parents in prison, children rescued from trafficking, and children of migrant parents. In addition, location-specific definitions of disadvantaged groups will also be used.

⁵ Dakar Framework of Action states the following: "Conflicts, instability and natural disasters take their toll on education and are a major barrier towards attaining Education for All. The capacity of governments and civil society should be enhanced to rapidly assess educational needs in the contexts of crisis and post conflict situations for children and adults, to restore learning opportunities in secure and friendly environments, and to reconstruct destroyed or damaged education systems".

⁶ Centre for Resource and Environmental Studies, 2002.

⁷ UNDP (2002)

⁸ Elaboration on implementation strategies follows this chapter.

At present, construction design and procurement are done centrally. Hence, alternative models for designing and procuring locally appropriate and cost-effective construction materials that can be used for earthquake resistant buildings will be designed and piloted.

Inter-ministerial coordination and collaboration will be sought on crosscutting issues as well as to provide services in the hard-hit-areas of the country. The Ministry of Education and Sports will work closely with the Ministry of Local Development, the Ministry of Children, Women and Social Welfare, and with the Social Welfare Council for inter-ministerial and inter-institutional coordination to ensure children's equitable access to basic and primary education.

Following approaches and activities guided by the above principles and strategies will be designed to ensure access to and equity in primary education:

- School mapping exercises will be carried out for identifying the need for schooling facilities for ensuring access at all locations.
- New and improved scholarship and incentive programmes in schools, especially for girls and children from disadvantaged groups, will be tested, adopted and scaled up accordingly as per the recommendations of impact evaluation study of the currently existing scholarship schemes.⁹
- Coordination and collaboration with INGOs and NGOs working on access related issues such as scholarship programmes, incentive programmes, nutrition programme in schools, and food for education will be developed.
- MOES will introduce social mobilization programme to reach the marginalized groups for awareness raising and empowering people to articulate their demands. This programme will integrate issues related to early childhood development, non-formal education, gender, indigenous groups and linguistic minorities.
- Information system for tracking the status of children affected by insurgency and natural disasters and programmes for continuously supporting them will be developed. This will require strong collaboration and co-ordination with governmental and non-governmental agencies. Hence, a special fund to respond to the needs of the displaced and victimised children due to insurgency and natural disasters will be established.
- The learning environment bears significant impact on the access of different target groups. Hence, the needs of children with disabilities will be taken into account while undertaking construction and physical maintenance. Resource classes and assessment centres for children with special needs will be established and strengthened based on survey and mapping.
- School Improvement Planning and Village Education Planning will be scaled up to all schools and VDCs/municipalities, and District Education Plans will be developed as the main vehicle for administration, planning and management. Emphasis will be placed on developing clear visions of and strategies for handling access related issues and challenges
- As education plans need to meet the aspirations of people participatory planning processes will be followed so that the concerned stakeholders will not only develop the plan but own it as well. Every plan in the basic and primary education will be based on the fundamental principle that every child has the right to education and to a safe, healthy, inclusive and equitably resourced learning environment.
- With a view to addressing the needs of the marginalized children, alternative and flexible schooling will be emphasized.

⁹ A study exploring the impact of incentive and scholarship schemes under BPEP II on increasing access and improving retention of children in primary schools is being currently carried out. This study will also identify the opportunity cost of schooling, and make recommendations for appropriate amounts and scholarship distribution mechanisms.

In order to increase access of children, who are currently out of school, the Programme will focus on physical access as well as multiple ways to bring all children to school. However, expansion of schools will take place only on the basis of school mapping and accepted norms as clearly mentioned in the Tenth Plan.

6.3 Meeting the learning needs of all children including indigenous peoples and linguistic minorities

The Dakar Framework of Action states the following in relation to meeting the learning needs of all young people and adults: “Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.”

The Constitution of the Kingdom of Nepal, 1990 recognizes the cultural and linguistic diversity of the country, and has opened ways for providing education through children’s mother tongues in primary school. The National Foundation for Development of Indigenous Nationalities Act 2058 (2002) has identified and recognized minority children’s need for education through their languages. The provision made in the Education Act (7th Amendment) for the use of mother tongue in primary classes has been a positive step towards addressing the instructional needs of indigenous and linguistic minority children across the country.

The Ministry of Education and Sports has emphasized the need for mother tongue medium education in primary schools and has set its policy objectives for fulfilling curricular needs through material support and teacher training inputs. The National Plan of Action (2003) has envisaged that all children should have the right to basic and primary education, and that children should have equitable access to quality education in schools through formal and non-formal channels of education.

In order to empower the indigenous peoples and linguistic minorities, the MOES has emphasised the need for making primary schooling relevant to minority children. The government has emphasized children’s survival and highlighted their everyday needs. In order to reflect diverse local cultures in the school curriculum and to make it relevant to children’s everyday life, the Government has introduced a policy on designing 20% of the curricular contents based on local contexts.

Current situation and issues

Nearly 50 % of the population speak languages other than Nepali as their mother tongues. Despite efforts and endeavours over the past, there have been obstacles in meeting the leaning needs of all. Viable strategies have yet to find their way into classroom practices.

Encouragingly, the policy environment in Nepal has moved a long way from the former Panchayat doctrine of “one nation, one culture and one language” towards recognizing the multi-cultural and multi-lingual fabric of the nation. A move towards school-based management in order to address location specific learning needs of children will contribute to creating conducive learning environment for linguistic minority children. The lessons learned from the BPEP II suggest that the role of the stakeholders and the linguistic minorities is crucial in designing instructional materials and implementing bilingual education programmes in school.¹⁰ Yet, there is a greater need for collaboration between the Government and the ethnic and linguistic minorities to realize the vision of the Constitution into practice in primary education. More

¹⁰ A Study on Bilingual Education in Nepal, 2002.

importantly, involvement and empowerment of the SMCs in school management is crucial for addressing children's classroom needs at the local level.

The responses from linguistic minorities for preparing curricular materials in local languages and for making instructional arrangements in schools have been encouraging. With the support from the local communities and ethnic minorities, the Curriculum Development Centre has succeeded in developing curriculum and textbook materials in 11 minority languages. Ethnic and linguistic minorities are coming forward and have been offering their support to bring about changes in the primary school curricula and training materials to address the needs of the bilingual/ multilingual children.

The formative research on inclusive education pilots under BPEP II has shown that teachers are enthusiastic in improving their teaching learning methods and materials as envisioned under inclusive education policies and practices (Formative Research Project 2003). It has been found that teachers have adopted new teaching-learning methods through inclusive classroom management practices, formation of student groups on the basis of their learning achievements, production and use of instructional materials, and introduction of grade and peer teaching methods. Hence, it is observed that there has been a gradual shift from the teacher-centred methods to new child-centred methods of teaching. School community linkage is also found to be strengthened in the inclusive education pilot areas through the process of organizing mothers' group meetings, door-to-door visits and public gatherings in which teachers are actively involved. The direct impact of inclusive education approach is reflected in the increased enrolment of children with all kinds of learning needs.

Principles and Strategies

The policy framework for basic and primary education includes developing a learning environment conducive to all children from indigenous and linguistic minorities. For this, the MOES has introduced a policy of school-based management, which will provide a basis for addressing children's needs at the local level. SMCs can prove instrumental in seeking local solutions to children's classroom problems and can develop local strategies for building indigenous and linguistic minority children's self-esteem and using their cultural and linguistic potentials as resources in school. The government will place emphasis on building capacities of SMC members and stakeholders for effective implementation of educational policies and for smooth operation of school through local management.

The essence of the school-based management within a decentralized framework is to operate school by involving and empowering parents and communities by making the most of human and material resources available at the local level. Although the SMCs will have greater roles in the management and functioning of schools, the government will continue to provide financial assistance and technical support for their capacity building and for ensuring children's equitable access to quality education.

Guided by the above principles and strategies, the following activities will be carried out to meet the learning needs of indigenous and linguistic minority children:

- Develop school curricula that are practical and relevant to the lives of children, youths and adults.
- The rights-based approach to education emphasized in the curriculum through civic education.
- Use of information and communication technologies (ICT) for expanding learning opportunities and diversifying ways of learning.

- Enable all children, youths and adults to live safer, healthier and economically and socially active and productive lives.
- Learn generic skills such as information gathering, problem solving, critical thinking, teamwork, negotiation, interpersonal skills, self-awareness, assertiveness, handling emotions, conflict resolution, living in harmony and peace with neighbours.
- Integrate information on HIV/AIDS in the curriculum and organise extra-curricular activities to raise awareness on HIV/AIDS.
- Provide alternative and flexible schooling.
- Building partnership on a broad basis at local, national and international levels with local bodies, CBOs, NGOs, INGOs and other private agencies will be the main strategy for bringing additional resources, capacity, expertise for implementing programmes targeted towards indigenous peoples and linguistic minority children.

6.4 Reducing adult illiteracy

A right to education begins with literacy. The Dakar Framework of Action states the following on adult illiteracy: “Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults”

Given the strong linkage of Non-formal education with primary education, overall literacy level, and general awareness with regard to the importance of education, MOES will make necessary efforts to meet the targets set by the Dakar Framework.

Current situation and issues

According to the 2001 census the 6+ literacy rate is only 54% (male 65% and female 43%). This indicates that almost half of the population of the country is still illiterate. Poverty and illiteracy are always interrelated forming a vicious cycle. This cycle needs to be broken through the effective implementation of literacy programmes in order to reduce poverty. Several pockets of illiteracy in rural and remote areas present a formidable challenge for raising the national literacy level.

The efforts made under BPEP II in the area of literacy and non-formal education have taught us a number of lessons. For example, NFE learners require varieties of learning materials in different languages during and after the completion of NFE programme. Also, it has been learned that one type of NFE programme cannot cater to the learning needs of the target groups, which require modular intervention programmes. Furthermore, programmes under BPEP II have shown that income-generating activities integrated with NFE programmes targeting the marginalized groups is an obvious entry point to initiate further NFE activities in low literacy and poverty stricken areas highlighted in the *Literacy Situation in Nepal: A Thematic Presentation* (2002).

A policy is currently being developed that advocates for broader meaning and scope of NFE. In order to cover this broader scope, a decentralized implementation approach will be adopted in which VDC/Municipality, NGOs, CBOs and CLCs as complementary or as alternative channels for NFE will be mobilized. In line with decentralization, a shift will take place from today’s quota based NFE programme to an integrated and need-based NFE programme. The demand driven funding for NFE will be allocated on the basis of VEP, which will be developed with maximum participation of the community. Nevertheless where VEP is not available, funding will be allocated primarily through the VDC as per the community's needs.

Principles and Strategies

Primary education is the main contributor to an improved literacy situation. Hence, in order to improve the situation, literacy programmes, non-formal education and primary education will be made complementary to each other. The non-formal education programmes will be focused in the very low literacy areas like mountain and hill from mid and far western development regions and the middle Tarai. The programmes will mainly focus on women, girls, children with disabilities, and those from marginalized groups and poverty stricken areas.

Literacy programme should go beyond the three "R"s. It should be linked with continuing education to improve the skills of youth, adults and women, thereby qualifying them constantly for job market and income generating activities. So, the literacy programme will consist of three elements: basic literacy, updating skills, and continuing education.

The non-formal education programmes will be linked to programmes like the ECD, scholarships, and income generation. Accordingly, an integrated and need-based literacy policy will be in place to support the implementation of the activities.

Decentralisation of literacy management will be carried out in order to enhance community support and active participation in literacy programmes. Each VDC/VEC will have clear targets for literacy under its Village Education Plan (VEP) as per the needs of the vicinity. The central, district and sub-district level institutions will provide technical backstopping with learning materials, training and adequate financial funding. Funds will be increased as the share of national education budget. At present the VDCs possess the mandate to seek partnership with CBOs and NGOs for additional resources and expertise. Nevertheless, this authority has not yet been utilized and is therefore a part of the empowerment process at local level in the long run.

The Programme will focus on the following activities guided by the above principles and strategies:

- Community Learning Centres (CLCs) will be expanded and, where possible, a greater coordination between CLCs and Resource Centres with a focus on continuing education will be fostered.
- Political, professional and social groups along with their sister organizations need to be mobilized for implementing literacy programmes. Concerted efforts will be made towards coordination between all entities (both governmental and non-governmental) working on reducing illiteracy.
- CLCs as an effective means of providing continuing education will be established in each of the 205 constituency of the country in order to provide opportunity for the neo-literates and the young people in the community.
- Income generation programmes targeting Dalits, women, ethnic minorities and other marginalized groups in 23 districts with low literacy rates will be introduced along with NFE programmes.
- Need based literacy programmes integrated with ECD, incentive programmes and income generation will be implemented to cater for women, Dalits and indigenous peoples in 23 districts.
- Pilot programmes on literacy through mother tongue will be carried out.
- A baseline study prior to the implementation of NFE programme will be carried out. Baseline study/research and establishment of database at local level is a precondition for effective monitoring and management in connection with EMIS.

- Draw out a specific plan for HRD with point of departure/reference to the HRD plan, and implement it.

Improved literacy rates in rural and remote areas as well as among the marginalized groups require a concerted policy and coordinated action. Eliminating illiteracy is a challenging task requiring cooperation, collaboration and partnership among private, public, government and non-government organisations at local, national and international levels.

6.5 Eliminating gender disparity

Discrimination in education on the basis of gender is a well-known phenomenon, and Nepal is no exception. On this topic, the Dakar Framework of Action states the following: “Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality”.

As providing primary education to all children regardless of their ethno-cultural background, sex, religion, socio-economic status and geographical location is the objective of this EFA 2004-2009, strategies to eliminate gender and social disparities in education will be emphasized. This emphasis is in line with the Tenth Plan's emphasis on gender mainstreaming and social inclusion (p. 56). This component is closely interlinked with the above-mentioned component on Meeting the Learning Needs of all Children Including Indigenous peoples and Linguistic Minorities, and hence there are overlaps between some of the strategies and principles as well as activities proposed.

Current situation and issues

The deep-rooted hierarchical caste system, domination of certain ethnic groups over the others, prejudice against and superstitious beliefs about disabilities, and the predominant patriarchal value system have been the main elements of social and gender disparity in Nepal. Without eliminating these disparities, it will not be possible to have equality and equity in education. Also, the objective of reducing poverty can only be achieved if the human capabilities of females who cover more than 50% of the national population are enhanced, and all marginalized groups are brought under the nucleus of poverty reduction programmes.

Gender disparity is persistent in the classroom at the school level to the central management of education at the ministerial level. The difference of 12-percentage point in the NER of boys (87%) and girls (75%) illustrates the prevalence of gender gap in the present context. Similarly, literacy rate for females (6+) is only 43% as opposed to 65% for males.

Gender disparity among teachers is prevalent as about 11,000 primary schools still do not have a single female teacher despite the national policy that at least one female teacher will be placed in every primary school. Out of the 96,000 primary teachers, only about 25% are female. There are only about 8% female head teachers.

If we look into the proportion of females in the Ministry of Education and Sports, it has been reported that women officers constitute only 6.8% in the gazetted second class and 4.9% in the third class level (Bista and Carney 2001). Although the current figures might be slightly different, it is nowhere close to being significant when compared to the proportion of the male counterparts employed in the education sector. The representation of individuals from the disadvantaged communities in MOES is equally dismal if not worse. Hence, concerted efforts on capacity building of females and those from other marginalised groups will be a focus of the Programme.

Principles and Strategies

The Gender Audit of 2002 will be regarded as the main guiding path for designing activities. Concerted efforts will be made to implement the policy on one female teacher per primary school. Recruitment of female teachers will be enhanced through appropriate affirmative action.

Gender sensitive policies will be prioritised in order to promote the role of women in the management of education activities at all levels. Females and those from marginalised groups will be given priority for capacity building activities.

Gender issues will be integrated in teacher training packages and programmes. Also, curriculum will be sensitised for content on gender and issues related to marginalised groups.

Massive community mobilisation campaign involving CBOs, NGOs and other community based organizations for raising educational awareness, incentive packages for subsidizing opportunity cost, contextualising the curriculum and text materials with the inclusion of gender, cultural values of marginalised groups, and life skills will form the main policy for mainstreaming these groups.

Guided by the above principles and strategies, the Programme will focus on the following activities:

- As per the recommendations of the Gender Audit (2002) for the implementation of the policy on female teachers, information will be collected at the community level on vacant teacher posts and local surveys will be carried out to identify the number of girls in the communities who have passed the SLC. Also, the vacancy for the post specifying the school will be announced locally and the appointment process will be made transparent. In order to increase the pool of potential teachers, females will be encouraged to study the field of Education after SLC through campaigning at the school level.
- In order to increase female teachers at the primary level, SLC graduates of feeder hostels will be linked with teacher training programmes with provision of scholarship.
- In order to achieve gender parity, enough attention will be paid to make special provision for girls, children with disabilities, as well as for female teachers while constructing schools. The proportion of girls and Dalit children among the total enrolled students has already been established as the criterion for selection of schools for new classroom construction, and this criterion will be strictly adhered to under EFA 2004-2009.
- Gender sensitive curriculum and text materials will be produced, and teacher-training packages will be gender sensitised.
- Incentive schemes to increase girls' enrolment and retention in schools will be supported.
- Inter-sectoral coordination and collaboration will be established to increase female participation at managerial levels.
- Social mobilisation campaign will be conducted for raising awareness on gender issues.

As eliminating gender disparity is essential for poverty reduction, it is expected that programmes on gender mainstreaming and inclusion will not only contribute towards meeting the EFA goals but also towards meeting the objective of the Tenth Plan/PRSP.

6.6 Improving all aspects of quality education

Expanding enrolment must be followed by improvements in quality of education. The Dakar Framework aims at: “Improving all aspects of the quality of education, and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.”

Quality of education relates to the overall holistic development and high learning achievements of children for the realisation of which the following five basics are indispensable:

1. **Teachers:** Trained and effective teachers are key actors of the school system interacting directly with children. Required number of teachers with high moral commitment and motivation, with required level of academic qualification and training, and mastery over the areas to be taught are instrumental for ensuring holistic development and high learning achievement of children. A School Inspectorate established within MOES will be responsible for ensuring that teachers and the learning environment meet required quality standards.
2. **Textbooks/instructional materials:** Textbooks and other instructional materials are the main source of information and learning for the children. Hence, curriculum that is relevant, curricular materials that capture the essence of the curriculum, and transaction processes in the classroom that deliver the curriculum effectively are essential for quality education.
3. **Learning environment:** Classroom is the heart of schooling where curricular transaction takes place. Therefore creating conducive teaching learning environment, designing locally relevant curriculum, providing a range of instructional materials and enhancing child-focused teaching learning methods are the factors contributing to classroom improvement.
4. **School improvement:** School is the nucleus of the education system, which demands provision of fundamental facilities in terms of physical, human, material and educational resources for ensuring quality education to all children.
5. **Management and capacity building:** Management encompasses decision-making powers at all levels to ensure effective utilization of resources for attaining quality education. Given that decentralisation is the overarching implementation strategy for EFA 2004-2009, capacity building especially at the school, community and district levels, is an absolute necessity. HRD inputs would be most crucial in enhancing the capacity for school-based planning and management, for school-based supervision and monitoring focussed on providing pedagogical support to teachers for effective curricular transactions and tracking the progress for ensuring efficient delivery of education services, and for preparing and implementing village and district education plans. Capacity building should aim at improving the capacity of teachers, head teachers, Resource persons and school supervisors as professional leaders for overall school development. Improving the capacity of HTs, RPs, SMCs, PTAs and local bodies is equally important.

Community is the primary beneficiary of the school system. Hence, its involvement is indispensable in the strategic decision and management process of schooling. This is crucial for securing their constant support and contribution in order to foster enhanced learning achievement

of children and total school development. Community mobilization relates to increased interaction between the school and the community for mutual support to attain common goals.

In addition to the above five basics for quality education, research has shown that children with early childhood development experience perform better in grade one and subsequent grades.

Current situation and issues

With a view to improving quality of education in schools, the government has established and strengthened support systems at all levels of education. The National Centre for Educational Development (NCED), Distance Education Centre (DEC) and Primary Teacher Training Centres (PTTCs) have been entrusted with the responsibility for improving classroom pedagogy and providing on-the-job training to teachers across the country. At the same time, the Teacher Education Project (TEP) is in operation under the aegis of the NCED to carry out preparatory work to help develop policies on teacher education and speed up the process of reform in teacher training programmes. A structural readjustment process is underway to consolidate services provided under Secondary Education Development Centre (SEDEC) through Secondary Education Development Units (SEDU) and the PTTCs. Resource Centres have played a key role in the delivery of educational services in the school clusters. Likewise, the Curriculum Development Centre (CDC) has been playing a central role in securing quality of curricula and textbooks. A curriculum reform process is underway at present.

Despite the existing support system, studies have shown that the achievement level of primary schools in subjects like Mathematics, Social studies and Nepali is generally low (National Assessment of Grade 5 Students, 1999). Studies conducted by Formative Research under BPEP II have shown that unless the basic pre-requisites for making school effective are met, any discussion on improving quality at the school level is merely rhetorical (CERID, 2002). Also, the qualification and training of primary school teachers are found to be inadequate. Only 15% of the 97,000 primary teachers are fully trained. There is a very uneven distribution of teachers and absenteeism among the teachers is very prevalent, especially among those in the Mountain region. In addition, while overcrowded classrooms and inadequate basic physical facilities characterise schools in the Tarai, some schools in the Mountain have very small number of students at the primary level. Also, the required number of school days and instructional hours as per the Education Act and Regulations is rarely followed.

Inputs essential for quality education at the school level are currently not reaching the schools. For example, textbooks do not reach the schools in time, and teachers' guide, curriculum and supplementary reading materials are not available or inadequately available. Moreover, the professional support that teachers are meant to receive through the resource centres is neither adequate nor of good quality because the Resource Persons are overloaded with administrative tasks. The overall system for monitoring of schools is ineffective.

Given the above-mentioned multiple problems primary schools have related to quality education, efforts to make significant reforms in this area must be directed towards schools, inputs, and the service delivery mechanism. EFA 2004-2009 has therefore focused on improving the learning environment in classroom, teacher competencies, curriculum and instructional materials, school-based monitoring, and accountability of teachers and schools towards the community.

Principles and Strategies

With a view to addressing these problems in relation to quality of primary education, efforts need to be directed towards teachers, schools/classrooms, textbooks, supervision and monitoring and school management. EFA 2004-2009 has therefore focused on raising the

competence/qualification of teachers, improving learning environment in classrooms, enhancing the quality of curricula and textbooks and ensuring their timely distribution, developing school-based autonomous supervision and monitoring, and ensuring decentralized management of schools.

Access to basic and primary education without acceptable quality carries little meaning. Development in technology and improvement in quality education is a must in order to provide our future generation with knowledge and skills comparable at the global level. This will require setting of standards and norms for primary education and implementing appropriate management measures.

Teacher training programme will be expanded and improved in order to ensure that teachers are appropriately trained and elements of inclusive education, diversity management in classroom, differentiated teaching method, and activity-based child-centred teaching learning methods are incorporated into teacher training packages. The ongoing teacher licensing process will be expanded and strengthened. As per the Education Act and Regulation, teachers will be provided with recurrent trainings in various areas. Teachers will be recruited locally following the Tenth Plan. However, emphasis will be on redeploying the currently employed teachers in order to address the uneven distribution of teachers.

The primary level curriculum will be improved to ensure that it is relevant to children's lives. Teachers' guide, curriculum and other instructional materials, and supplementary readers will be made available to all schools. Following the Tenth Plan, private sector will be promoted for the production and distribution of textbooks in order to facilitate timely distribution of textbooks. The private sector will also be promoted for the production and distribution of textbooks, teachers' guides, instructional materials and supplementary readers.

There will be multiple textbooks and schools will be given the choice to select them. However, The Curriculum Development Centre will be responsible for setting the curriculum framework, designing the curriculum for primary education, and ensuring that the textbooks written and produced by the centre meet the quality, requirements and standards established for each grade.

Guided by the above principles and strategies, the Programme will focus on the following activities:

- Setting norms and standards for quality education through the following five basics:
 - 1) Teachers, 2) Textbooks/Instructional materials, 3) learning environment, 4) School improvement, 5) Management and capacity building
- Recurrent training for teachers
- Teacher redeployment
- Training on planning and management
- Training on school-based supervision and monitoring
- Research, innovation and development
- Libraries and computers in schools
- SIP based grants to schools for activities on quality improvement
- Transfer of schools to community management

The emphasis on quality is expected to raise retention and increase the efficiency of the education system.

7. Principles and Strategies for Programme Implementation

7.1 Guiding Principles

Nepal has made commitments to meeting the Education for All (EFA) goals by 2015, and support to the basic and primary education sub-sector is a crucial strategy for Government of Nepal towards materialising its commitments and meeting the goals of poverty reduction. National plans and policies form the basis for the design of the Education for All 2004-2009. The 10th Plan 2002-2007, which is also the Poverty Reduction Strategy Paper (PRSP), identifies education as one of the main pillars for the stated goal of poverty reduction.

Guided by the education for all movement, the PRSP aims to improve access and quality of primary education through i) decentralisation and social mobilisation, ii) mitigating social and cultural barriers for access and iii) strengthening the school monitoring and supervision system. Reform initiatives, which impact the education sector, including the Medium Term Expenditure Framework (MTEF), decentralisation reforms and the National Plan of Action for EFA alongside the UN Millennium Development Goals are all integrated into the 10th Plan.

Education for All 2004-2009, guided by the policies and directions derived from the 10th Plan has a *pro-poor* focus for activities and approaches. The guiding principle for pro-poor activities is to ensure that basic pre-requisites for schools to function in the disadvantaged areas are fulfilled and assistance through incentives for children and income generation packages for disadvantaged families are provided as a means of addressing opportunity cost for children's schooling. Special programmes focusing on the poor and marginalized children will be designed and implemented with the objective of making basic and primary education accessible to them. Geographical areas populated by poor and marginalized people will be the targets of these special focus programmes.

In addition to the principle of making activities and approaches pro-poor, Education for All 2004-2009 will also have a strong focus on marginalized groups and females in planning and implementation of educational activities. *Gender mainstreaming* and *social inclusion* will be the primary approaches in the revision of curricular and teacher training materials, teacher training programmes, and capacity building activities in general for the purpose of improving gender and social parity. Targeted programmes such as incentives, scholarships, and other forms of educational support for girls and other marginalized groups will be part of the broader strategy of inclusion in education.

Another principle EFA 2004-2009 will follow is *good governance*. Ownership, equity, transparency, accountability, participation and efficiency are the indispensable elements of good governance. Mechanisms for transparency and accountability will be embedded in Programme implementation processes in order to ascertain that the resources are being spent under well-defined procedures for the right cause and are yielding the intended results. A system of informing the public about the Programme and its resource provisions, public access to EMIS data, and processes to involve stakeholders, civil society and people's representatives in planning, designing, implementing and monitoring programme activities will be established in order to develop a sense of ownership among the beneficiaries.

Within the policy framework described earlier in this document and the above-mentioned broad principles, EFA 2004-2009 will adopt *decentralisation* as the overarching strategy for implementation. It is expected that educational planning and management at the local level with active community participation and authority to utilise resources will not only build ownership among stakeholders, but will also improve accountability, transparency, equity and sustainability.

7.2 Decentralisation

Under BPEP II, decentralised educational planning through SIP has been piloted in five districts. This bottom-up approach has also been introduced to seven additional districts and one RC in the remaining sixty-three districts during the last programme year of BPEP II. Also, collaboration with VDCs/Municipalities/DDCs for improving access to schooling has been another initiative under BPEP II. The regular budget for primary education has been channelled through the District Development Committee (DDC). Yet another approach towards decentralisation of school governance under BPEP II has been the handing over of school management to the local communities through a contractual agreement. A regulatory framework for the transfer of management of schools to the community has been formulated and it is in the process of being approved by the government. HMG/N and the World Bank has already signed an agreement for the Community School Support Project (CSSP) for supporting the transfer of 1500 schools in three years period between 2003-2006.¹¹ It is expected that valuable lessons can be learned in community management of schools and its relationship with students' performance, quality of education, monitoring and educational planning from CSSP's first year of implementation.

The main objective of decentralization is to create an environment where the local people would be able to participate and take decisions in educational process in order to make it more meaningful for them. It relates to the requirement of developing a process whereby the parents would be able to create demand for quality educational services. The government is committed to respond positively to the needs of local people through VEPs, MEPs and DEPs prepared in consultation with stakeholders.

Decentralisation will be the main implementation strategy for EFA 2004-2009 in line with LSGA 1999. It requires a strategic shift from a centralised and bureaucracy controlled management to community-controlled and school-based planning and management in collaboration with different partners including local bodies, NGOs, INGOs, CBOs and other private organisations.

The principle of bottom-up planning will be the approach for decentralisation. School Improvement Plans, Village Education Plans and District Education Plans will be the tools through which decentralised planning and programme implementation will be carried out.

School Improvement Plan is a tool for improving access, quality and management of educational processes at the school and community level. Similarly, it is a planning mechanism to prioritise schools' human, material and financial resources to achieve the optimum possible outcomes. It focuses on ensuring the delivery of quality education, including retention of children in schools and the completion of educational cycle within due schedule with predictable learning achievement. Developing and adjusting curriculum according to the contextual needs, preparation of framework with action steps, and for involving parents and other stakeholders in planning, implementing, monitoring and evaluation process are the essence of the SIP.

Similarly, the Village Education Plan (VEP) and Municipality Education Plan (MEP) constitute a comprehensive plan mainly focusing on ensuring access to educational opportunities for all. These plans include mechanisms for addressing the educational needs of marginalised groups of the society. Awareness building, literacy programmes, alternative approaches to education, special needs education, early childhood development/pre-primary education form the integral parts of the VEP and MEP. It emerges from the concept of building partnership between central government and local governance institutions at the grass root level keeping a healthy balance of

¹¹ Under the Learning and Innovation Loan (LIL), the World Bank is supporting a three-year Community School Transfer and Support Project, which is being implemented from 2003.

allocating resources on education by both the parties. Thus, it is a mechanism to ensure the local institutions' control on the use of resources. Moreover, it also seeks collaboration with NGOs, CBOs, and the private sector working in the area.

The District Education Plan (DEP) comprises of all VEPs and MEPs and prioritises educational activities to be implemented in the district with the resources made available from the government and the resources mobilized at the district level. In order to build partnership with NGOs and INGOs for improving the conditions for and quality of schooling, the DEO will sign a Memorandum of Understanding (MOU) with partner organisations and include the activities carried out collaboratively in the DEP.

SIP, VEP, MEP and DEP will provide the base for funding and monitoring grassroots level educational activities. These plans are developed for a minimum period of five years and are continuously revised and updated in order to incorporate the lessons learned during the process of implementation and to keep them flexible to address specific needs as they arise.

Utilising SIPs, VEPs, MEPs, and DEPs as the vehicles for decentralised educational planning and management implies that there is an enormous need for capacity building at all levels. MOES has already developed a comprehensive HRD plan to build the capacity of the SMC members, VDC/VEC members, Municipality members, DDC/DEC members and other related stakeholders at the school, community and district level to plan, implement and monitor the SIP, VEP, MEP and DEP. Relevant elements of the HRD Plan¹² are already incorporated into the programme components of EFA 2004-2009. Additional technical assistance (TA) will be utilised for capacity building activities not included in EFA 2004-2009.

Further, the process of decentralisation will be carefully observed by linking it with a formative research programme and support groups at the regional and central levels in order to provide technical backstopping to the communities and to document the strengths and weaknesses of the process.

MOES will further support the decentralisation process by establishing a generic link between planning and funding. Using a block grant system based on transparent criteria and appraisal of plans, activities will be funded as per the identified needs of the schools and communities. The principle of subsidiarity—i.e. decisions of funding and activities will be taken, implemented and accounted for at the local level—will be followed. MOES will document the application of the principle of subsidiarity as part of the general monitoring of the Programme.

7.3 Strategies for Improving Access and Equity

Under the overarching strategy of decentralisation, the programme will adopt different strategies for ensuring access and equity in primary education. The first strategy is to provide *incentives* to both students and schools. The aim of these incentives (in the form of, for example, scholarships, food for education, uniforms, etc.) is to help overcome the various social and economic obstacles faced by girls, children from Dalit families, poor and indigenous children, children with disabilities, children affected by HIV/AIDS, children affected by the insurgency, and other marginalised children. The types of incentives, selection criteria and distribution mechanism will be determined after assessing the currently existing incentive schemes. Schools that increase their enrolment of girls, children with disability, Dalits, and children from other marginalised groups will be provided with extra resources in addition to the regular SIP block grant. The criteria and

¹² The HRD Plan is in the process of being approved.

procedures for such a performance-based incentive scheme for schools will be developed before Programme implementation.

Research has shown that incentives such as scholarships can produce a significant increase in school attendance in the current context, although it is recognised that improvements need to be made in the targeting and administration of these instruments. Incentives are, however, a medium-term strategy aimed at addressing immediate obstacles to access. As school attendance becomes regularised throughout the country, the incentive programmes focusing on students will be gradually phased out.

The second strategy to improve access and equity is to *improve the physical environment of schools*. Creating child-friendly (and particularly girl-friendly) schools is essential to improve enrolment and retention. To this end, the programme will support a range of activities including classroom construction, classroom rehabilitation, improvements to the external environment of schools and regular maintenance.

Recruitment and proper deployment of teachers will be the third strategy to ensure access and equity in primary schools. Priority will be given to recruiting female teachers and teachers from Dalit, indigenous and disadvantaged communities. These teachers will be role models for marginalised children and will also contribute to creating a girl-friendly environment in schools.

Expanding *ECD and pre-primary education* is both a programme component and the fourth strategy for enhancing access and efficiency. Early childhood development has been shown to produce a significant improvement in both learning achievement and retention, particularly at Grade 1. Given the overarching strategy of decentralisation, the expansion of ECD and pre-primary education will be taken forward by making funds available at the local level. The Programme will provide matching funds for schools which offer pre-primary classes, and for ECD centres. EFA 2004-2009 will target early childhood programmes only in "D" and "C" districts, and remuneration for the facilitators of the existing early childhood programmes will be borne by HMG/N.

The fifth strategy to improve access and equity is the adoption of *inclusive education* construed broadly. Ways to incorporate the learning needs of socially marginalised groups, children with disabilities, indigenous children and children living in difficult circumstances with special needs are included in the Programme. Alternative and flexible schools will be provided in order to make sure that working children, children in isolated areas, and others who cannot attend regular schools have access to formal schooling.

Reducing adult illiteracy is both a programme component and the sixth strategy to increase access to schooling. Need-based literacy programmes coupled with income generating activities for the parents are expected to increase educational awareness among the parents. Literate parents are more likely to send their children to school and also get involved in school activities through the SMCs, PTAs or in any other capacity.

7.4 Strategies for Enhancing Quality and Relevance

EFA 2004-2009 will also adopt a number of strategies for enhancing quality and relevance. The first of these is to *improve teaching learning*. At one level, this includes both certificate and recurrent teacher training, including the support provided by Resource Persons. At another level, this strategy includes resolving issues of deployment, teacher motivation, and the recruitment of female teachers to provide more than one female teacher in each school.

A second related strategy for enhancing quality and relevance is to *improve teaching learning materials*. The Programme will provide all enrolled children with free textbooks and all teachers with support materials. Various supplementary readers and other resources will be provided to schools. There will be choice of textbooks. The private sector will be promoted to produce and distribute textbooks as per the Tenth Plan.

A third strategy for enhancing quality and relevance is through a continuous process of *curriculum development*. The curricular materials will be reviewed and revised with an emphasis on making them locally relevant. 20% of the curriculum in specific subjects will be based on local contexts and appropriate support for teaching such contents will be provided to the teachers. During the programme period, there will also be a review of the efficiency of producing the learning materials, including an assessment of the role of the private sector in textbook production and supply. Resources will also be devoted to introduce libraries and computers in selected schools.

Finally, the fourth strategy for enhancing quality and relevance is to *develop monitoring and evaluation systems* at all levels within the new decentralised structure. At the local level, school-based supervision and monitoring will complement the support provided by DEOs and RPs. The shift of the central line agencies under decentralisation to a facilitating and monitoring role will require the development of a robust EMIS system not only at the central level but also at the district and community levels so that the required data can be generated, compiled and analysed for process monitoring, programme performance monitoring, and system performance monitoring as well as for evaluation purposes. Community EMIS pilots will be implemented during the first two years of the Programme and will be scaled up to national coverage depending on the results of the pilots. EMIS development will also include disaggregated data by gender, geographical location, ethnicity and by type of institution (private or public). Efforts will be made towards further enhancing information-based planning and policy making at local, district and central levels.

In parallel with central level research, funds will also be made available for district level research and development. The aim of research activities will be to ensure that lessons are learned at the local level in accordance with the principles of decentralisation, as well as ensuring that the strengths and weaknesses in the system are properly identified and addressed. Also, research will aim at building a culture of knowledge production that will inform the educational planning process at school, VDC, district and central levels. In addition, among other areas, norms for establishing schools as per the size of population, school infrastructure, community contribution for physical construction, and criteria for scholarships and incentives will be developed in order to ensure that a specific standard is maintained.

7.5 Strategies for Improving Efficiency and Institutional Capacity

The decentralised system of educational planning and management will incorporate a number of ways to improve efficiency and institutional capacity of educational institutions related to primary education at all levels.

The first strategy that MOES has already implemented under BPEP II is the *transfer of school management to the community* as a way of shifting from centralised management to community-controlled and school-based planning and management. It is expected that community managed schools will have effective school-based monitoring, greater involvement of parents in their children's schooling, and better accountability of teachers to the school and community. Hence,

efficiency of schools will be enhanced. The schools opened by the communities and managed through community funds will also be supported with Programme funds as per their needs.

A second strategy under decentralised school governance will be the *School Improvement Plans*. Block grants to schools will be provided on the basis of clear and transparent criteria with flexibility to allocate resources for specified activities according to the needs identified and activities proposed in the SIP. The SIP is to also include a capacity building plan for the teachers. The bottom-up planning will be expanded in a phased manner to 75 districts during the programme period with resources ensured on a per child basis.

A third strategy for improving efficiency and institutional capacity of educational institutions at all levels will be the *implementation of relevant activities from the Ministry's HRD plan*. For effective implementation of decentralised educational planning and management, significant efforts at building capacity at local levels, especially within schools and their SMCs, VDCs, municipalities and VECs, MECs and DDCs and DECAs will be required. Local capacity building will be addressed by offering training opportunities for head teachers and SMC and VEC members, in addition to ongoing support from DEOs and RPs. It will also be necessary to develop local physical infrastructure through the construction of a number of Resource Centres, District Education Offices and other facilities during the programme period. Improvement in efficiency and institutional capacity also requires that key educational staff at all levels is retained in their positions or placed in positions where they can best utilize their capacity and qualification.

A fourth strategy for improving efficiency and institutional capacity will be *building partnership* with local bodies INGOs, NGOs, and CBOs. Guidelines for building partnership with INGOs, NGOs, CBOs and the private sector will be developed to ensure their active involvement in educational development with defined responsibilities. In order to facilitate the process of establishing partnership and collaboration, the DEO will be given the authority to sign a Memorandum of Understanding (MOU) with partner organisations and include the activities carried out collaboratively in the DEP.

7.6 Delivery under Decentralized System

Education service delivery is focused on children in schools. An essential prerequisite is that parents and guardians send all children to school. The VDC or municipality is responsible for ensuring access to education services at the local level, and for providing the social motivation, safeguards and encouragements that underpin universal attendance. Technical inputs to this process will be provided by the VEC, local Resource Centre and DEO. Booster scholarships for mainstreaming unschooled children will be based on VEP. However, scholarships for retaining girls, Dalit children, disadvantaged and indigenous communities, and children with all forms of disabilities already in school will be based on SIPs. It is expected that local bodies, INGOs, NGOs and individuals will also contribute in various ways at the local level.

Every school requires a number of inputs in terms of human, physical, material and other educational resources. Schools will be provided with an adequate number of teachers, appointed by the SMC among the teaching license holders, and paid through block grants provided to the school. Teachers will be supported in their work by the head teacher and by the local Resource Centre, which will provide regular opportunities for their professional development to update knowledge and skills. The existing network of training centres under NCED will be responsible for providing in-service training, refresher courses and other pedagogical inputs. Feedback on teachers' performance will be provided by the SMC and other stakeholders, particularly parents.

Necessary improvements to physical facilities will be included in every school's SIP. These may include provisions for new classrooms, rehabilitation of existing buildings, toilets and drinking water facilities, and general improvements to the school environment. Proposals for new civil works in the district will be prioritised in DEP and will be reflected in the ASIP and AWPB at the national level. The Department of Education is responsible for allocating resources to districts according to the DEP taking account of the national framework. MOES is responsible for ensuring that sufficient funds are allocated in HMG/N's resource plan and also for ensuring that district allocations are equitable. Resources provided for rehabilitation and general school improvements follow the same procedures. It is also expected that local bodies, INGOs, NGOs, and individuals will contribute in various ways for the physical improvement of schools.

HMG/N is committed to ensuring that all primary school children receive textbooks free of cost, and receive them by the first day of the educational calendar each year. At present, textbooks are published by Janak Educational Materials Centre and distributed through Sajha Publications via its agents. These agents (often local book shops) order the required number of textbooks based on projections provided by the DEOs. Within this system, the Curriculum Development Centre is responsible for ordering publication of the overall projected number of textbooks required throughout the country. So far, CDC has been responsible for providing camera-ready copy of the textbooks to the publishers, particularly to Janak Educational Materials Centre. However, MOES is moving towards promoting the private sector in producing and distributing textbooks as reflected by the recently developed action plan for this purpose. Other resource materials will be produced by CDC/DOE, and will be made available to teachers and schools through DEOs and local Resource Centres.

In addition to primary schools themselves, EFA 2004-2009 will also provide support for both ECD and pre-primary education as well as a number of non-formal education activities. The VDC/municipality has a lead role in ensuring ECD provision in the community. During the programme period, support for ECD centres will be provided in the form of grants for materials, remuneration and training, as well as matching funds. The establishment of new ECD centres will be encouraged by the provision of additional grants for materials and training. These resources will be channelled to the VDCs/municipalities on a contractual basis with the community. VDCs will also be encouraged to build contractual relationships with INGOs and NGOs both to expand ECD provision and to enhance quality in existing ECD centres.

Non-formal education programmes will be based on decentralised procedures whereby VDCs and municipalities will develop plans that address the local needs for non-formal education including outreach programmes, flexible schooling and Out of School Programmes. The VEPs and MEPs will be funded after appraisal. NFEC and the Department of Education will be responsible for allocating resources to districts based on a national non-formal education framework.

The weaknesses identified in the current system will be addressed during EFA 2004-2009 implementation. A priority in this work will be to increase the proportion of grants provided directly to schools. Such grants will include basic and programme based funding. This shift will place responsibility for quality improvement within the school on the SMC and teachers, and will necessitate significant efforts in building local capacity. HMG/N will ensure that both community-managed and community-funded schools will also receive formula based block grants for teacher salaries.

A second priority will be to ensure that all schools have qualified and suitable teachers. This will require an increased focus on teacher training and licensing, as well as the implementation of special provisions for recruiting women and minority groups into the teaching profession. It will

also require limiting the Teacher Service Commission to teacher licensing only. Existing teacher training institutions will be encouraged to develop initial training programmes to ensure that a sufficient number of certified teachers are fed into the system. NCED will coordinate teacher education and training programmes in the country.

It will also be necessary to shift the provision of non-formal education programmes from the current quota system to a needs-based integrated system. MOES will also harmonise non-formal education into the regular system by ensuring recognition of learning achievements, strengthening implementation through local bodies, and improving coordination between the Department of Education, NFEC and CDC. Alternative school programmes will be integrated into the formal education system.

7.7 Implementation Environment

Although education has a central role to play in the development process and in poverty reduction, these outcomes are not automatic. Much of what education can accomplish and contribute depends on how education is planned, managed and governed. It also depends largely on the capacity of institutions to produce and implement policies and programmes as well as to monitor and evaluate programme performance and system outcomes.

Currently, confidence in public schooling is low. Yet, it is the only opportunity for the majority of Nepali children for schooling. To ensure equitable access to quality education to all children is a challenge for EFA 2004-2009. Given the ongoing armed conflict, political instability, a deteriorating fiscal base in the nation and inadequate capacity in the education sector, responsive planning, implementation and monitoring of all EFA activities is a necessity. Hence, in order to make Education for All 2004-2009 meaningful and relevant to Nepali children, it is necessary to create an environment where parents and local stakeholders will be able to participate and take decisions in the educational process.

Accordingly, sensitivity towards and focus on disadvantaged children, Dalit children, indigenous children, children with disability, girl children, and children affected by insurgency is central in Education for All 2004-2009. This central focus will be reflected in the ASIPs as well. Hence, the top priority will go towards the poorest and educationally most deprived groups in the NPC classified poorest districts and pocket areas of disadvantaged groups, emphasising basic deliveries like (local) teachers, textbooks, teaching-learning materials, enrolment incentives, capacity building of the SMCs, literacy classes and physical facilities in schools like classrooms, water taps and separate toilets for girls. Prioritisation will be qualified through norms and standards for the deliveries that will be made public so that there can be public auditing of the delivery process as well as the quality of the goods and services delivered.

The implementation of the programme will be initiated by MOES starting with an action plan for disseminating information on the programme to the public in general and identified stakeholders in particular, alongside orientation programmes for MOES staff at all levels. This Core Document will be translated into Nepali and disseminated widely to the stakeholders and MOES staff before the appraisal of ASIP 2004-05.

8. EFA 2004-2009 Programme Management

The Education for All 2004-2009 will take a holistic view of school level education. A strong coordination from ECD/Pre-primary to secondary (including higher secondary education) will be established with a view to generating synergy among each other. Careful attention will be given

to avoid fragmentation and duplication. In order to provide a smooth ground for implementing the programme, existing institutions will be strengthened.

In order to increase and link systemic, institutional and individual performance and to achieve the objectives of the educational objectives of the 10th Plan in general and implementing EFA 2004-2009 in particular, MOES will take initiatives in the following areas of public performance management:

- Obligations with respect to involving stakeholder perspectives
- Organisational learning perspectives
- Good governance with respect to human and financial resources and
- Integrating services, finances, expertise for a unified administrative set-up.

This means that the management relations between the MOES and DOE (and other central line agencies), the DOE-DG and the DOE divisions, the DOE and the REDs and the REDs and the DEOs will move towards a system of performance contracts built into clearly defined job descriptions. The programme management will not tolerate absenteeism, corruption or other non-compliance with rules and regulations.

8.1 Institutional Arrangement

The MOES will be responsible for policy analysis and direction for EFA 2004-2009 with the Department of Education as the facilitating agency for implementation. Under the broad policy guidelines of the Ministry of Education and Sports, the Director General of DOE will manage the programme in coordination with other line agencies (e.g, NCED, DEC, CDC, NFEC, SEDEC), INGOs, NGOs and other organizations.

Decentralized programme implementation will involve stakeholders at district, cluster and community levels in preparing plans according to their felt needs. These plans will be synchronized with and consolidated into central level plans for implementation. The actual implementation of the Programme will take place through districts, Resource Centres and the community level stakeholders. DOE will focus on providing technical backstopping and monitoring. In addition to tracking progress, monitoring will play a formative role in evaluating the strengths and weaknesses of the interventions and the ways in which they are implemented.

8.2 The Programme Executive Board (PEB)

A high level Programme Executive Board covering all school education will provide long term strategic and policy direction to programme management. The PEB will comprise the following:

- | | |
|--|------------------|
| 1. Secretary, Ministry of Education and Sports | Chair |
| 2. Secretary, National Planning Commission | Member |
| 3. Secretary, Ministry of Finance | Member |
| 4. Secretary, Ministry of Law and Justice | Member |
| 5. Secretary, Ministry of Housing and Physical Planning | Member |
| 6. Secretary, Ministry of Local Development | Member |
| 7. Secretary, Ministry of Women, Children and Social Welfare | Member |
| 8. Chief, Financial Comptroller General's Office | Member |
| 9. Joint Secretary, Planning Division, MOES | Member |
| 10. Executive Director, NCED | Member |
| 11. Director General, DOE | Member Secretary |

Representatives from other organizations and agencies will be invited to participate in PEB meetings as and when required.

The PEB will meet at least twice each year and provide guidelines and advice on:

- Issues relevant to the implementation of the Programme.
- Overall progress of the implementation of the Programme.
- The effectiveness of external support to the Programme.
- Coordination with other national institutions.

In order to ensure a holistic approach of school level education, both the Secondary Education Support Programme and EFA 2004-2009 will be directed by the same PEB.

8.3 The Programme Management Committee (PMC)

A Programme Management Committee will ensure that PEB guidelines and decisions are followed, and will take on the responsibility of overall programme management, monitoring and coordination within the Programme. The Programme Management Committee will comprise the following members:

1. Joint Secretary, Planning Division, MOES	Chair
2. Director General, DOE	Member
3. Director General, CDC	Member
4. Director, Planning and Administration, DOE	Member
5. Executive Director, NCED	Member
6. Director, DEC	Member
7. Director, NFEC	Member
8. Joint Secretary, MLD	Member
9. Director, School Education Division, DOE	Member Secretary

Representatives from other organizations and agencies will be invited to participate in PMC meetings as and when required.

The Programme Management Committee will facilitate the preparation of comprehensive (covering both primary and secondary education) ASIP and AWPB for school level education and monitor progress in its implementation. The Programme Management Committee will meet at least every three months to perform the following tasks among others:

- Carry out instructions from the Programme Executive Board.
- Initiate necessary amendments to the regulatory framework for the education sector in order to facilitate implementation of the sub-sector programme.
- Facilitate the preparation of the ASIP and AWPB.
- Monitor progress towards implementation of ASIP.
- Identify the technical assistance needs of the MOES, DOE and other central and district level institutions.
- Review the sequencing of various programme activities, policy coherence within the programme, the sector, and across sectors, and other related programme management needs.

8.4 External Assistance

In the longer term, the aim is to create an education system that can be wholly supported by HMG/N without foreign assistance. External assistance will, however, be required to implement the EFA 2004-2009 programme, and it is expected that a number of bilateral and multilateral

agencies will form a partnership to provide the necessary support. It is also expected that additional resources will be provided by local bodies, as well as by INGOs and NGOs.

The resources provided by these agencies will be combined into a framework developed by MOES in collaboration with the Ministry of Finance. This framework will be flexible enough to accommodate any support modality.

MOES will be responsible for harmonising external inputs and coordinating partner agencies. To this end, MOES will organise joint review missions yearly during March in order to agree on the ASIP and AWPB for the following year's programme. MOES will also organise Joint Local Donor Group meetings at least every three months to ensure the proper coordination and dissemination of information, and will organise additional missions as necessary. MOES will also facilitate collaboration with INGOs at local, district and central levels.

Technical Assistance (TA) is expected to form an element of the support provided by a number of development partners. TA will be regulated by a framework developed by MOES on the basis of inputs from the Programme Management Committee (PMC). In order to build national capacity existing expertise of national resource institutions will be prioritised. This will determine the degree to which external TA will be required. Long-term international TA will be anchored in counterpart institutions, which will be responsible for arranging periodic performance evaluation and recommending any necessary changes.

The concept of TA will be a part of capacity building within the system whereby the advisors and consultants would facilitate the counterpart so that concerned sections will themselves bring about the desired outputs. In other words, finished outputs from consultants prepared without direct involvement of the concerned section or agency will be discouraged.

Overall coordination of this system will be performed by MOES.

9. Programme Indicators, Monitoring and Evaluation

The poverty reduction strategy makes it clear that the line ministries have the responsibility for the monitoring of poverty reduction strategy programmes and indicators. The indicators and monitoring of EFA 2004-2009 will contribute to this process.

9.1 Indicators

The indicator framework is supporting the Millennium Development Goals and the Poverty Reduction Strategy Intermediate Indicators. Initiatives have been taken to align future reporting with the PRSP poverty monitoring and assessment system reporting. All indicators will be described and organised on a separate document.

The programme activities and targets will be revised on an annual basis as part of developing an ASIP and AWPB. Monitoring reviews will be undertaken jointly each year, preferably to coincide and combine with regular joint partnership review of SESP.

Two different layers of indicators will be used for Programme monitoring:¹³

¹³ See the Indicative Action Plan in the Annex III for examples of Programme Performance and System Performance indicators.

- The 18 EFA indicators (termed as System Performance Indicators) for monitoring Programme outcomes focusing on enrolment rates at various levels, repetition and completion rates, efficiency, literacy rate, gender parity index and education budget shares of GNP (see Table 1 under section 2.4).
- A number of Programme Performance indicators that will measure the performance of activities under the Programme.

Programme Performance Indicators such as those mentioned in the Indicative Action Plan for EFA 2004-2009 (see Annex) will be defined for all activities at all levels. The DEPs will reflect the district activity indicators and report on the achievements made on each of them in their annual status report. In practice, this means that all agencies and sections must do activity based planning and budgeting measured through performance indicators and responses from beneficiaries on an annual basis. It also implies that each agency involved in Programme implementation from school to the central level will have to keep track of the necessary data in order to generate the indicators. A robust EMIS at central, district and community levels is, therefore, a must as mentioned earlier in the strategy section of this Core Document.

Three “inventories” of the primary education sub-sector will be conducted in order to establish the baselines for the indicators—one conducted immediately before the start of the programme in the form of the base year information (i.e. 2003), one during the mid-term evaluation (2006) and one at the end of programme implementation as the final completion report (2009).

9.2 Monitoring and Evaluation

Monitoring starts at the school level. Head teachers are responsible for developing specific indicators for measuring improvements in their own school in agreement with the SMC and in line with SIP. The SMC is responsible for monitoring the overall operation of the school, and for ensuring that social audits are conducted through the inclusion of relevant stakeholders such as parents.

Head teachers are also responsible for collecting standardised data in a given format, which is fed to the DEO via the Resource Centre. The Resource Centres are responsible for compiling data from all schools in their area, and holding monthly meetings with all schools at which progress is reviewed and measures for improvement are agreed. The DEO is responsible for holding monthly meetings with all Resource Centres at which progress at district level is reviewed and discussed. The DEO also serves as the secretariat of the District Education Committee, which generally meets on a monthly basis to take district level policy decisions.

The DEO is responsible for converting the data from Resource Centres into a fixed format and providing periodic updates to their Regional Offices and the Department of Education. DEOs are responsible for compiling data gathered through VDCs, municipalities and DDC, and forwarding them to the Department of Education, which feeds into the Educational Management Information System. Regional Directors and DEOs are also responsible for providing complementary quarterly progress reports to MOES. Overall progress in the education sector based on all of these reports is reviewed by the high level Monitoring and Evaluation Committee every four months. Decisions by this committee are fed back to DEOs through the Department of Education or other relevant central level agencies.

At the national level, a high level Monitoring and Evaluation Committee for School Level Education has been established with overarching responsibility for monitoring programme management, progress, and implementation. The Committee comprises the following:

1. Minister/State Minister of Education and Sports	Chair
2. Assistant Minister of Education and Sports	Member
3. Member, NPC (Education)	Member
4. Secretary, Ministry of Education and Sports	Member
5. Secretary, Ministry of Finance	Member
6. Secretary, Ministry of Housing and Physical Planning	Member
7. Secretary, Ministry of Law and Justice	Member
8. Chief, FCGO	Member
9. Chief, Central Monitoring Unit, MOES	Member
10. Joint Secretary, Planning Division, MOES	Member
11. Director General, DOE	Member Secretary

The committee meets every four months to:

- Review and monitor progress of all school level education.
- Scrutinize and ensure quality in all school level education.
- Take necessary policy decisions in order to address obstacles to implementation and correct systemic weaknesses.
- Instruct other committees involved in programme implementation.

MOES reports on a quarterly basis to the National Planning Commission, which monitors progress across sectors. Within the NPC framework, the National Development Action Committee (NDAC), headed by the Prime Minister, meets periodically to review progress and take necessary decisions for improvements, which are fed back to MOES.

Within MOES, a new Monitoring Division will be established to strengthen this system of monitoring and ensure the proper flow of information. In order to improve transparency and accountability, agencies at all levels will also be encouraged to publish monitoring reports and disseminate them to relevant stakeholders.

10. Financing of EFA 2004-2009

The HMG/N has a policy to allocate 15 percent of its total budget to the education sector with 55% of total education budget for the basic and primary education sub-sector. In HMG/N's National Plan of Action for EFA 2015, it is envisaged that 3.7% of GDP will be allocated to the education sector in 2009. Due to the political situation in the country predicting GDP growth is extremely difficult. The past trend indicates a gradual increment in investment on education, especially in the basic and primary education sub-sector (from 48% of total education budget in 1990 to 52% in 2001).

Currently, the government is providing grants-in-aid to cover teachers' salary and a small amount for administrative cost. There is very little fund for non-salary recurrent cost, which is very critical for improving quality in primary education. HMG/N also finances free textbooks, scholarships to girls and disadvantaged children, nutritious food programme for food deficit areas etc. It is important to note that the budget proposed here is only indicative, which can change during programme implementation in order to respond to the changed context and the felt needs.

10.1 Financial requirements for EFA 2004-2009

Expenditure on education, whether by the state or households, has been treated as investment flows that build human capital (Becker, 1964). The rate of return of this investment can provide priorities for allocation of public funds to different levels of education. Research shows that the

rate of return--both personal and social--of primary level is high compared to other levels of education (Parajuli 2000, Psacharopoulos, 1994).

The funding requirement for EFA 2004-2009 has been calculated from the perspective of sub-sectoral approach covering direct costs (excluding costs for communities, parental)--the regular, development and capital expenditures.

Table 3: Basic and Primary Education Regular Budget in US \$ million

SN.	Activities Basic Education (Regular Budget)	YEAR					
		2004	2005	2006	2007	2008	Total
1	Teacher Salary and Allowances	75.25	75.25	82.51	82.51	82.51	398.03
2	Administrative Cost	3.37	3.37	3.37	3.37	3.37	16.85
3	Stationery	0.33	0.33	0.36	0.37	0.37	1.77
4	Post Service Benefits (Pension etc.)	7.36	8.09	8.90	9.79	10.77	44.92
5	Education Management (Educational Managers Salary and Allowance)	3.50	3.50	3.50	3.50	3.50	17.50
Total Regular Budget		89.82	90.55	98.64	99.54	100.52	479.07
%		18.75	18.90	20.59	20.78	20.98	100.00

Table 3 shows the areas covered by the regular budget, which is the sole responsibility of the government. It is assumed that the total number of teachers in primary schools in 2004 to 2005 will be 83,000, and for years 2006 to 2008 it will be 91,000. The average annual salary per teacher is NRs. 68,000 throughout the period. NRs. 11,000 will be provided annually to all schools for administrative costs. The practice of providing stationery at the cost of NRs. 300 per teacher per annum will continue. The post service benefits and education management costs are calculated at the present expenditure level.

Table 4: Basic and Primary Education Development Budget in US \$ million

SN	Budget Head	YEAR						Source of Funding	
		2004	2005	2006	2007	2008	Total	HMG	Foreign Aid
1	Primary Schools Construction Project in Support of EFA (2003-2005)*	8.86	9.22				18.08	1.75	16.33
2	Free Textbooks	2.63	2.63	2.63	2.63	2.63	13.17	13.17	
3	Primary School Nutritious Food Program	8.44	9.28	10.21	11.23	12.36	51.52	9.85	41.68
4	National Scholarship program	1.01	1.53	1.64	1.76	1.88	7.82	7.82	
5	Scholarship for the Children of Martyrs	0.01	0.01	0.02	0.02	0.02	0.08	0.08	
6	Non-formal Education and National Literacy Campaign	1.12	1.24	1.36	1.50	1.65	6.86	6.86	
7	School Transfer and Incentive Program (2003-2005)*	1.71	1.88				3.60	0.13	3.47
8	Community School Support Program	3.60	3.60	4.00	4.00	4.00	19.20		19.20
9	Population Education Project	0.09	0.09	0.09	0.09	0.09	0.45	0.45	
10	Teacher Education Project (2002-2007)*	6.40	5.33	5.33	3.05		20.12	4.83	15.29
11	Women Education	2.11	1.68	1.17	0.92	0.67	6.54	6.54	
12	Basic and Primary Education (including ECD) Project	2.30	2.40	2.40	2.40	2.50	12.00	5	7.00
13	UNESCO Support for CLCs/ECD	0.20	0.20	0.20	0.20	0.20	1.00		1.00
14	Planned programme (High Scenario) ¹⁴	21.36	30.80	37.79	43.90	41.15	175.00	-	175.00
	Total Development Budget	59.84	69.90	66.86	71.70	67.13	335.43	56.46	278.97
	%	17.26	20.62	19.43	21.58	21.12	100.00	16.83	83.17

* Excludes expenditure in the previous year/s.

Table 4 shows the total development budget for different programs in the basic and primary sub-sector. The assumption is that the EFA development budget should cover expenditures that facilitate teaching learning activities in order to improve all aspects of quality education. The percentage of development budget (US\$ 335.43 million) against the total budget (US \$ 814.5) is 41% as shown in table 5 below.

¹⁴ Detailed break down for the proposed budget is presented in the attached separate document entitled "Funding Scenarios for EFA 2004-09 Development Expenditure: A Proposal" in Annex II.

Table: 5 Total Basic Education Budget in US \$ million

SN	Headings	2004	2005	2006	2007	2008	Total	%
1	Total Regular Budget	89.82	90.55	98.64	99.54	100.52	479.07	59.09
2	Development Budget	57.26	68.39	64.44	71.57	70.05	335.43	40.91
	Total Basic Education Budget	147.08	158.94	163.08	171.11	170.57	814.5	100.00
	%	18.14	19.60	20.11	21.10	21.04	100.00	

A number of programmes under EFA 2004-2009 have already been agreed and are being implemented. The remaining amount shown under EFA 2004-2009 head, i.e. US\$ 175.00 million, is the proposed amount for additional donor support. HMG/N will bear all the expenses incurred on VAT and taxes. The component wise detailed breakdown of the proposed programme budget is presented in Annex II on a separate document entitled "Funding Scenarios for EFA 2004-2009 Development Expenditure: A Proposal".

10.2 Programme funding modalities

BPEP II is being implemented in basket funding modality in a sub-sector approach. The support for the Education for All 2004-2009 can utilize a combination of a number of alternative modalities in order to accommodate all donors interested to contribute to the programme. Hence, funding modalities can range from budgetary support, to basket funding to earmarked and commodity support. To the extent possible, donor funding for Education for All 2004-2009 will be reflected in the national budget for development. This will adhere to the Foreign Aid Policy of HMG/N. Of the total expected contribution from the development partners, the share of loan will be much lower than the share of grant.

Education for All 2004-2009 will be facilitated by the Ministry of Education and Sports, implemented through the Department of Education, and executed through a localised structure. Procedures and modalities for decentralised educational planning and management are currently being worked out to guide these processes, and Education for All 2004-2009 will be adapted accordingly.

The Education for All 2004-2009 has to be seen in the context of sectoral assistance, building and supplementing support for secondary education. In day-to-day management, this will have to be taken care of by DEPs and AWPB, based on ASIP. The programme framework is to be seen as flexible, making adjustments to the changes in the educational climate where necessary and possible.

10.3 Fund flow mechanism

As mentioned in the Guidelines for Decentralised Educational Management 2059, the management and operationalisation of primary education has been devolved to the local bodies. Accordingly, the local bodies have been given authority to identify educational needs of the community, formulating educational plans, and implementing and monitoring them. In line with this devolution to the local bodies is fiscal decentralisation according to which MOES and DOE will provide a block grant to the District Development Committee's District Development Fund (DDF) to cover both regular and development expenditures. The DDF will be a non-freeze account. The Local Development Officer will have the authority to release funds from DDF to

District Education Fund (DEF), which will also be a non-freeze account. Based on the approved district annual plan (drawn from DEP), the District Education Office will receive funds from DEF. The District Education Office will then grant funds to Municipalities, VDCs and schools on the basis of MEPs, VEPs and SIPs respectively. MOES will ensure that sufficient funds are allocated in HMG/N's resource plan for education and that district allocations are equitable.

The block grant provided by the Government will be based on transparent 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 MOES. Additional funds will be allocated to districts, VDCs and schools based on performance criteria developed by MOES.

11. Sustainability and Risks

The programme aims to promote sustainability by operating within the framework of the HMG/N's own plans, policies and structures, and by explicitly aiming to strengthen the institutional capacity at all levels of the Government. The strategy anchoring the provision of primary education in a system of decentralised education management with a high degree of community involvement in planning and execution of the programme is intended to sustain the implementation of the programme, particularly within the poorer schools and communities beyond the programme period of Education for All 2004-2009.

The Education for All 2004-2009 must be considered as a high-risk programme with particular risks emanating from inadequate capacity on the part of local government, a weak fiscal base and unstable political situation. The fiscal crunch currently faced by the Government due to the armed conflict poses a real threat to its ability to meet its commitments in terms of contributions to the development budget and funding of the regular budget for Education for All 2004-2009. It also constitutes a high risk to the programme in terms of financial sustainability.

Key programme objectives such as ensuring access for girls and children from disadvantaged backgrounds, cannot, however, be achieved by reforms within the education sector alone. Progress in other sectors, including health, nutrition, water supply, legal provision and enterprise development, will also be essential to provide the enabling conditions that underpin the programme. This will require continued government commitment to implementing pro-poor reforms as well as coordinated efforts across government departments, and at all administrative levels.

Education for All 2004-2009 implementation provides a comprehensive policy framework for a programme approach. Accordingly, it has been agreed that donor funding will be reflected in the MTEF and the national budget for development. The MTEF forecast, amended for Education for All 2004-2009, is included in the calculations.

While there is no well-defined framework for promoting or implementing community cost-sharing, a tradition for contributing to the cost of education has been established. Local communities contribute recurring costs, and participate in school construction and rehabilitation activities with voluntary labour, land, materials and financial resources. Under the programme, this practice will have to be continued with community contributions to recurring costs and cost sharing of development costs.

The limited capacity of the Government poses a further risk to the programme. Well-functioning teams need to be established at all levels of the system in order for Education for All 2004-2009

interventions to be successful. This requires that capacity building is organised on the basis of institutional rather than on seniority lines, and that issues of caste and ethnicity are explicitly addressed in Education for All 2004-2009 interventions (both in terms of stakeholders and deliverers). Provision of effective and timely technical assistance for institutional strengthening and capacity building will be key to address these challenges. Further, to build a critical level of institutional capacity and memory necessary to sustain and build on the achievements of the programme, the Government must clearly commit to retain people in their posts for a reasonable number of years.

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ANNEX 1: OVERALL Logical Framework

Narrative Summary	Indicators	Verification	Assumptions
<p>Goal:</p> <p>Achieve EFA targets and education MDGs.</p>	<p>By 2015 NER = 100%, Survival to G5 = 100%, Adult literacy = 75%, Gender parity index = 1.0</p>	<p>Nationwide 'inventory' surveys every 3 years Regular EMIS reports Annual Status reports</p>	<p>Continued government commitment to pro-poor reforms Sufficient progress in other sectors</p>
<p>Purpose:</p> <p>Reform of basic and primary education sub sector</p>	<p>Decentralised system in place for management, flow of funds and flow of information</p>	<p>Numbers of operational SMC, VDC, DEC Fund flows identified in audit reports Data flows identified in EMIS reports</p>	<p>Security situation does not significantly deteriorate Economic situation does not significantly deteriorate</p>
<p>Outputs:</p> <p>1 Greater access and equity</p> <p>2 Enhanced quality</p> <p>3 Improved efficiency and institutional capacity</p>	<p>EFA indicators 1-6, so that by 2009 NER = 96%</p> <p>EFA indicators 9-13 and 15-18, so that by 2009: Survival to G5 = 85% Adult literacy = 66% Gender index = 0.9</p> <p>EFA indicators 7, 8, 14 Overall utilisation rate of available funding</p>	<p>Nationwide 'inventory' surveys every 3 years Regular EMIS reports Annual Status reports</p> <p>Nationwide 'inventory' surveys every 3 years Regular EMIS reports Annual Status reports</p> <p>Nationwide 'inventory' surveys every 3 years Regular EMIS reports Annual Status reports Annual audit reports</p>	<p>Decentralised management will enable communities to improve local access and equity</p> <p>Reforms to training, support systems and capacity building will improve quality and learning environment</p> <p>Sufficient capacity can be built at local and central levels to fully implement reforms</p>

Annex I: Overall Logical Framework Continued

Regular Budget		479.07		
• Teachers	Salaries	398.0	Financial statements	Sufficient government funding available
• Schools	Grants	16.85	Internal and external Audits	
• Stationery	Grants	1.77		
• Post Service Benefits	Pensions	44.92		
• Management	Salaries	17.5		
Dev & Cap Budget		335.43		
Programme		(175.00)	Financial statements	Sufficient external funding available
1 Expand ECD	Various	14.04	Internal and external Audits	
2 Ensure access	Various	60.20		
3 Meet learning needs	Various	.4		
4 Adult literacy	Various	14.9		
5 Gender equity	Various	11.9		
6 Improve quality	Various	64.04		
7 Equipment and vehicle	Material	.54		
8 Operating cost and Incremental salary	Various	8.98		
Other Dev. Projects		(160.43)		
Primary Schools Construction Project in Support		18.08		
Free Textbooks		9.60		
Primary School Nutritious Food Program		51.52		
National Scholarship program		7.82		
Scholarship for the Children of Martyrs		0.08		
Non-formal Education and National Literacy Campaign		6.87		
School Transfer and Incentive Program		3.59		
Community School Support Program		19.20		
Population Education Project		0.45		
Teacher Education Project		20.11		
Women Education		10.11		
Basic and Primary Education (including ECD) Project		12.00		
UNESCO Support for CLCs/ECD		1.00		
	Total	814.5		

Annex II

Funding Scenarios for EFA 2004-09 Development Expenditure

A Proposal

**The Ministry of Education and Sports
Kathmandu
Nepal**

November 2003

Introduction

The EFA 2004-2009 Core Document presents the overall framework for a five-year sub-sectoral basic and primary education programme. In addition to a detailed description of the programme components and implementation strategies, the Core Document also includes the overall financial requirements for EFA 2004-2009.

Given the resource crunch in the country, it is anticipated that there would be a resource gap between the funding required for the proposed EFA 2004-2009 and the expected allocation from HMG/N to the basic and primary education sub-sector. Hence, external support will be sought to cover the development and capital expenditure for EFA 2004-2009.

This document, therefore, presents a proposal for two financial scenarios that have been developed to cover the development and capital expenditure for EFA 2004-2009 only. Detailed activity-based budget for both scenarios are also included here. Details for HMG/N's regular budget and various other programmes agreed and running are already included in the Core Document (see Table 2 Core Document).

Two Scenarios for EFA 2004-2009 Development Expenditure

The total estimated cost to finance EFA 2004-2009 is US \$814.5 million as clearly mentioned in the EFA Core Document. Out of this total, HMG/N's regular budget is estimated to cover US\$479.07 million. A total of US\$335.43 million is estimated to be required to cover the development and capital expenditures as shown in Table 5 in the EFA 2004-09 Core Document.

Two different scenarios have been developed to cover the development and capital expenditures for EFA 2004-09. The high scenario is estimated to be US\$175 million and the low scenario is estimated at US\$145 million. In both these scenarios, HMG/N will bear the expenses for VAT and taxes, and Technical Assistance (TA) is not included in the total for both scenarios. TA will be decided as per the agreement with the development partners.

Table 1 below shows the component wise budget break down for the two scenarios.

Table 1: Component wise Budget Breakdown for EFA 2004-2009 in US \$ thousand

SN	Activities	High Scenario		%	Low Scenario		%
		Budget in NRs	US\$		Budget in NRs	US\$	
Total Budget		13125002	175000		10875405	145005	
1	Expanding early childhood development	1053000	14040	8.02	840250	11203.3	7.73
2	Ensuring access to all	4512801	60171	34.38	3224055	42987.4	29.65
3	Meeting the learning needs of all	30200	403	0.23	30200	402.7	0.28
4	Reducing illiteracy	1115250	14870	8.50	1055250	14070.0	9.70
5	Eliminating gender disparity	894875	11932	6.82	865750	11543.3	7.96
6	Improving all aspects of quality education	4804528	64060	36.61	4323658	57649	39.76
7	Equipment and vehicles	40750	543	0.31	27980	373.1	0.26
8	Operating Cost and Incremental Salary	673598	8981	5.13	508262	6776.8	4.67

Table 1 shows that the focus of EFA 2004-2009 is on children, classrooms and schools. The component on improving quality education is the highest priority followed by ensuring access to all children in both scenarios. The overhead cost (number 8 in Table 1) is kept to a minimum level in line with the principle of subsidiarity. The Incremental Salary mentioned in the above table covers the salaries of Resource Persons in 35 districts, overseers and engineers, and some of the temporary staff on DOE and other agencies at the central level.

The total year wise estimated expenditure from 2004 to 2009 under both scenarios is presented in Table 2.

Table 2: Year wise budget breakdown in two scenarios

Scenarios	2004/05	2005/06	2006/07	2007/08	2008/09	Total Budget in US\$ million
Total budget in high scenario	19.74	29.78	37.81	44.98	42.69	175.00
(%)	(11.28)	(17.02)	(21.61)	(25.70)	(24.39)	(100)
Total budget in low scenario	17.60	23.96	31.07	37.41	34.97	145.01
(%)	(12.14)	(16.52)	(21.43)	(25.80)	(24.12)	(100)

The detailed activity-based break down for both scenarios.

Financial Assumptions

The assumptions behind both high and low case scenarios are given in detail below. In order to maintain the quality of the programmes, the unit cost in both scenarios is kept the same and only the target size is different.

1. Expanding Early Childhood Development (ECD/PPCs)

EFA 2004-009 will support 13,000 ECD/PPCs in the high and 11,000 ECD/PPCs in the low case scenario including the development cost of existing 5,700 in both cases. In order to provide sustainability, the government will cover the remuneration cost of existing 5700 ECD/PPC. The development cost covers basic materials and recurrent training.

A total of 260,000 children of 3-5 years age group in high case scenario and 220,000 in low case scenario will benefit during the Programme. In addition, 114,000 children will benefit from the existing ECD/PPCs.

It is assumed that the EFA 2004-009 contribution to achieve NPA target of enrolling 80% children in grade one with ECD/PPC experience will be 60% in the year 2009.

Management of ECD/PPCs will be the responsibility of VDC/Municipality.

The unit cost of ECD/PPC is assumed to be NRs 49,500 per new and NRs16,250 per running ECD/PPC. The newly established ECD/PPCs will be treated as running in the subsequent years.

Unit Cost of ECD/PPC			
SN	Activities	Newly established ECD/PPC	Recurrent cost ECD/PPC
1	Establishment	2000	0
2	Basic materials	5000	2500
3	Remuneration	13000	13000
4	Training	2500	750
5	Matching fund	27000	
	Total Unit Cost	49500	16250

2.0 Ensuring Access to Education for all Children

2.1 Village Education Planning

The Village Development Committee is responsible for ensuring access to all children with special focus on girls, children with all kinds of disabilities, Dalits, working children, indigenous children, linguistic minorities, and marginalized children. In order to ensure universal access through an integrated Village Education Plan (VEP), NRs. 5,000 per VDC per year has been allocated to undertake following activities in both scenarios:

- School mapping, survey of unschooled children, illiterate people and establishing data base at every VDC.
- Awareness, advocacy and social mobilization including parental education.
- Games and sports, arts and crafts.
- Preparation and dissemination of Status Report.

School Mapping exercise will be carried twice within the program period. First in the first year and second in the fourth year of the program implementation.

The unit cost is based on the following assumptions:

SN	Activities	Unit	Unit Cost
	Village Education Plan		18000
1	School mapping/survey/EMIS	VDC	2000
2	Awareness/advocacy	VDC	1000
3	Games, sports/arts and crafts	VDC	1000
4	Monitoring, auditing and status report	VDC	1000
	Total Unit Cost		5000

Funding for ECD/PPC, literacy program, alternative schooling, performance bonus to high performing VDCs and incentive and scholarship for mainstreaming unschooled children will be based on VEP but subject to the formation and functioning of VEC/VDCs.

2.2 School physical facilities improvement

- **New classroom construction and furniture:** 11000 new classrooms with furniture in the high and 8349 in the low case scenario will be constructed during the program period.
- **Improving External Environment:** External environment improvement (drinking water, toilet and compound wall) of 10,000 schools in high and 5000 in low case scenario will be undertaken.
- **School Rehabilitation:** Rehabilitation of 10000 classrooms in high case scenario and 6000 in low will be undertaken.
- **Construction of Resource Centres:** 250 Resource Centres in high and 75 in low case scenario will be constructed.
- **DEO buildings:** 11 DEO buildings in high case scenario will be constructed during the program period but in low case, DEO building is not prioritised.

SN	Activities	Unit	Unit Cost
1	New classroom construction and furniture (217000+20000)	Classroom	2,37,000
2	External environment improvement (drinking water, toilet and compound wall) (10000+25000+5000)	School	40,000
3	Rehabilitation	Classroom	25,000

4	RC construction and furniture (800000+100000)	RC	900,000
5	DEO building construction and furniture (8900000+100000)	DEO	9,000,000

2.3 Alternative Schooling

Alternative schooling will have two approaches: School outreach and flexible schooling.

During the program period, 1500 community-based outreach and 1000 flexible schools will be supported in the high case scenario. 1000 community-based outreach and 800 flexible schools will be supported in the low case scenario.

School outreach will target children of 6-8 years located in small hamlets and isolated areas, especially in mountain and hill districts, where opening new schools is not feasible and the existing schools are not serving due to remoteness. The school outreach programme will provide schooling facility to accommodate grades 1 to 3 in their own habitation and send the children to usual primary schools for subsequent grades as they grow and can walk from home to school.

Similarly, flexible schooling will target those children who, due to different reasons, could not join regular school at the appropriate age. A condensed primary curriculum appropriate to the age level of the children will be adopted to complete the primary cycle within three years. The target group for flexible schooling is the age group of 8-14.

The potential areas for flexible schooling are urban, suburban and industrial areas where child labourers are prevalent.

Both school outreach and flexible schooling will be community based and will adopt open access class room learning and individualised multigrade teaching. Each school will enrol a maximum of 20 children. School outreach will adopt the formal primary school curriculum textbooks while the flexible will adopt specially designed condensed textbooks.

Unit cost for alternative schooling is based on the following assumptions:

SN	Activities	Unit	Unit Cost
1	Establishment	School	2000
2	Basic Learning Materials	Set	5000
3	Remuneration	Person	26000
4	Training	Person	3000
5	Management	School	6000
	Unit cost		42000

The unit cost per school will be NRs 42,000 per annum for both outreach and flexible schooling

2.4 Inclusive Education

The inclusive education is the strategy for overall EFA program. However, this approach will be intensively implemented in 500 schools over the program period with close observation and documentation of experiences for generalisation both in high and low case scenario.

The unit cost for this activity is as follows:

Activities	Unit	New	Running
School Reform	School	5000	5000
Training	School	20,000	10,000

Learning and other supporting equipments	Centre	20000	20000
Total		45000	35000

2.5 Special needs education

- 40 new assessment centres in high and 33 in low case scenario will be established and 35 existing will continue.

The unit cost for assessment centre is as follows:

Activities	New Established	Running
Establishment Cost	55000	
Operating Cost	0	35000
Resource Person	52000	52000
	107000	87000

- 200 disabled children will receive self-employable market oriented skills with partnership with I/NGO and other organizations. Unit cost per child is assumed to be NRs 6500.
- 41 new and 309 existing residential resource classes will be supported benefiting at least ten children in each resource class in both scenarios.

The unit cost per Resource Class is as follows:

Activities	Unit	Establishment Cost	Running Cost
Materials including accessories (Deaf 12000, Blind 30000, Handicapped 5000, MR 10000)		17000	4000
Teacher allowance @ 500 per month	Person	6000	6000
Substitute Teacher		54000	54000
Training	Person	28000	5000
Caretaker	Person	39000	39000
Establishment	Centre	50000	
Food for the Child at NRs. 1000 per month	Child	80000	80000
Total		274000	188000

- Reusable Brail books will be provided to blind students. 20% of the books, in each of the subsequent years, will be provided to replace the damaged books in both cases. A lump sum of NRs 3,500,000 is allocated for Brail books.
- Each district will receive NRs 10,000 for organising sports and extra curricular activities for the holistic development of children with all kinds of disabilities in both cases.

2.6 Conflict and Disaster Fund

A fund of NRs 10,000,000 per year is allocated to support children victimised due to natural calamities, HIV/AIDS and conflict. This fund will also be used to support institutions damaged by natural calamities and conflict.

3. Meeting the Learning Needs of All

Revisiting curriculum/curricular materials with life skills and local elements:

NRs 1,040,000 per year is allocated for revisiting curriculum/curricular materials focussing on relevancy, responsiveness, inclusion of life skills, gender integration and contextual/local elements.

Communication and Dissemination:

NRs 500,000 per annum is allocated for dissemination of government interventions, media campaign and communication for the effective implementation and monitoring of EFA 2004-09. This amount will cover the dissemination of new curriculum.

4. Reducing Illiteracy

Adult literacy activities will be undertaken through non-formal education and literacy campaign of the government. EFA 2004-2009 will address mainly the issues of women literacy and out of school children programs focusing on low literacy pockets.

Women literacy program: This program will provide basic literacy to 60,000 women, of which 80% (48000) will receive functional literacy per year in both cases. 15% of women with functional literacy in high and 10% in low case scenario will receive income generating self-employable skills. A total of 7,200 women in high and 4,800 in low will benefit from the income generating program. These programs will operate on the principle of payment by results focusing on 18 (out of 23) low literacy districts.

Activity items	Unit	First Phase	Unit cost for Income Generating skill training
Facilitator remuneration	Person	6,000	5000 per woman
Training	Person	2,000	
Management cost	Center	7,000	
Learning Materials	Center	2,500	
Supervision	Person	500	
Total		18,000	
Unit cost per woman		875	

Out of School Children Program (OSP)

250,000 out of school children, especially the school dropouts of grade 1 to 3 will be targeted during the Program period. This program will mainly focus on redirecting the school dropouts to formal schooling.

The assumption of unit cost is based on the following norms:

Activity items	Unit	cost
Facilitator remuneration	Person	6,000
Training	Person	2,000
Management cost	Center	7,000
Learning Materials	Center	2,500
Supervision	Person	500
Total		18,000
Unit cost per child		875

Community learning centre: 205 community learning centres, one in each constituency, in both cases will be established during the program period with a view to sustaining literacy among neo-

literate and extending opportunity for life long learning. A block grant of NRs 50,000 per year will be provided for operating each CLC.

Social mobilization: Each year NRs 3,000,000 will be allocated in both cases for social mobilization in order to raise the level of awareness of the community for encouraging their participation in planning and strategic decision-making focussing on integrated programming of educational activities encompassing the concerns of weaker sections of the society. The main objective is to achieve 100% enrolment of school age children and declaring illiteracy free VDCs.

5. Eliminating Gender Disparity

Booster incentive: EFA 2004-009 will aim at mainstreaming 19% presently not-in-school hard-core groups by providing booster incentive. 120,000 out of school children will receive booster scholarship of NRs 500 per annum for the first year of schooling. This unit cost of 500 per annum is used for calculation purpose only. VDCs will be given flexibility to decide their own norms depending on the ground necessity. 600,000 children by the end of the program period will be mainstreamed through this scheme.

Scholarship: 50% of total Dalits, girls and disadvantaged children in the school system including alternative schooling will be supported through this scheme. The scholarship of Nrs 250 per annum per child will be provided in the first year, which will be increased to Nrs 350 in subsequent years. On an average, EFA 2004-009 will support 350,000 children in high and 332,500 in low case scenario per year. An equal number of children will receive same benefit from the National Scholarship Program (NSP). This fund will be channelled through SIP wherever possible. Children mainstreamed through booster incentive will be provided with scholarships in the subsequent years.

Pre-service teacher training scholarship: Each year 50 scholarships of NRs. 1,000 per month will be provided for females and Dalit-youths interested to join the teaching profession after SLC for entering either + 2 of education stream or to attend the 10-month teacher training at PTTCs to be qualified to apply for teaching license.

Professional support for women and Dalits: A lump sum of NRs 10,000 per year to each district will be allocated in both scenarios for providing technical support through professional institutions to women and Dalits willing to join teaching or civil service cadre.

Bonus to schools: A bonus of NRs 5000 per year to rural schools recruiting 50% of the teachers either from female or Dalits will be provided as an incentive to spend on school development in both scenarios.

6. Improving all aspects of quality of education

School improvement plan: Every school will receive NRs 200 for each girl, dalit, disabled and children from linguistic and ethnic minorities and NRs. 170 per child for remaining children for preparing and implementing School Improvement Plan differentiating the level of support between geo zones in both scenarios. In the first year 7,100 schools will prepare SIPs for such funding while at the end of the Programme period 23,000 schools will prepare and implement SIP. The SIP fund is calculated on the basis of net enrolment of 134 children on an average for each school aiming at achieving efficiency.

Performance bonus to school: A performance bonus of NRs 10,000 to schools achieving more than 90% of survival rate to grade 5 will be provided in both scenarios.

Free textbooks: Each child at the primary level will receive textbooks free of cost. The average unit cost for a set of textbooks for each primary grade is NRs. 100 keeping in view of introducing durable textbooks. This program will cover 50% of the total cost incurred under free textbook distribution in both scenarios and 50% cost will be borne from regular budget of free text book program.

Basic learning materials: Each school will receive NRs 50 per child per year for basic learning materials in both scenarios.

Book corner: Each School will receive Nrs1000 per class to maintain a book corner as one time grant in both scenarios.

Recurrent teacher training: Each year 45,562 teachers will receive demand-based recurrent teachers' training on an average of 6 days in both scenarios. This will also include the strengthening of Resource Centres. Unit cost for this training is NRs 1000 per teacher.

Planning and management training: Planning and management training to 15,000 persons (a team of three persons from each school) will be provided each year in both cases. The unit cost for this program is NRs 878 per person.

EMIS, planning, monitoring and status report: Each year a lump sum of NRs 7,500,000 will be allocated for strengthening EMIS, planning, monitoring and status report at districts, regional and centre levels in both cases.

School-based supervision and monitoring: Each year NRs 500 per school is allocated for enhancing school based supervision and monitoring. This aims to support 23,000 schools each year in high case and 4,000 to 23,000 schools in low case. The idea is to involve SMC, VEC and PTA in the monitoring of activities and indicators reflected in the SIP. The report will be disseminated and shared with the community aiming at encouraging active community participation in the strategic decision of school management.

Research, innovation and development: Each year NRs 5,000,000 is allocated for research, innovation and development for centre and districts including school based action research applying to both cases.

Piloting school library and computer education: Library and computer education targeting 90 schools will be piloted in high and 25 schools in low case scenario. The unit cost for the piloting is NRs 650,000 per school.

The unit cost is calculated on the following basis

S.N	Items	No	Amount	Total
1	Computer	8	50000	400,000
2	Printer	1	20000	20,000
3	UPS	5	12000	60,000
4	Photocopy paper	24	300	7,200
5	Cartridges	2	5000	10,000
6	Electricity/solar panel	1	50000	50,000
7	Furniture/Bookshelves	1	72800	72,800
8	Books	300	100	30,000
	Unit cost per school			650,000

District education planning (DEP): A block grant of NRs 500,000 will be provided to each district for supporting DEP in both cases. Districts, according to felt needs, will prioritise this amount. A guideline for prioritising the blockgrant will be developed and disseminated to districts.

Block grant support to community managed schools: NRs 600,000,000 is allocated to provide one time grant to 6,500 schools in high and 6000 in low case scenario for transferring management to the communities.

7. Equipment and vehicles: NRs 40,750,000 in high and NRs 27,980,000 in low case scenario will be spent on the procurement of equipment and vehicles.

8. Operating and incremental cost: 5.1% of the total budget in high and 4.7% in the low case is allocated for incremental salary and operating cost amounting to NRs. 673,598,000 and NRs. 508,262,000 respectively. The expenditure is maintained at the lowest level.

EFA 2004-2009 Development Budget Breakdown for Five Years with Targets and Unit Costs (High Scenario)

Activities	Unit	Unit Cost (NRs. 000)	2004/05		2005/06		2006/07		2007/08		2008/09		Total Target	Total in NRs.	US\$ in 000	%
			Target	Budget	Target	Budget	Target	Budget	Target	Budget	Target	Budget				
Total budget for EFA (2004-09) in high scenario				1480557		2233268		2835896		3373598		3201684		13125002	175000	100
1. Expanding early childhood development				68025		133775		215775		289275		346150		1053000	14040.00	8.02
New ECD/PPC	Centre	49.5	1000	49500	2000	99000	3000	148500	3500	173250	3500	173250	13000	643500	8580.00	4.90
Recurrent ECD/PPC	Centre	16.25		0	1000	16250	3000	48750	6000	97500	9500	154375	9500	316875	4225.00	2.41
Development cost of existing ECD/PPCs	Centre	3.25	5700	18525	5700	18525	5700	18525	5700	18525	5700	18525	5700	92625	1235.00	0.71
2. Ensuring access to all				240991		840955		1095905		1253255		1081695		4512801	60170.68	34.38
2.1 Village education plan Activities				20860		21860		21860		22360		22360		109300	1457.33	0.83
Village education plan	VDC	5	3972	19860	3972	19860	3972	19860	3972	19860	3972	19860	3972	99300		0.76
Bonus to VEC/VDC	VDC	10	100	1000	200	2000	200	2000	250	2500	250	2500	1000	10000	133.33	0.08
2.2 School physical facilities				95000		676000		913000		1044500		852500		3581000	47746.67	27.28
New classroom construction and furniture	Classroom	237		0	2000	474000	3000	711000	3500	829500	2500	592500	11000	2607000	34760.00	19.86
External environment improvement (drinking water, toilet and compound wall)	School	40		0	2000	80000	2000	80000	3000	120000	3000	120000	10000	400000	5333.33	3.05
Rehabilitation	Classroom	25	2000	50000	2000	50000	2000	50000	2000	50000	2000	50000	10000	250000	3333.33	1.90
RC construction and furniture	RC	900	50	45000	50	45000	50	45000	50	45000	50	45000	250	225000	3000.00	1.71
DEO building construction and furniture (8900000+100000)	DEO	9,000		0	3	27000	3	27000		0	5	45000	11	99000	1320.00	0.75
2.3 Alternative schooling				46200		58800		71400		84000		105000		365400	4872.00	2.78
Alternative outreach schooling program	Centre	42	600	25200	800	33600	1000	42000	1200	50400	1500	63000	1500	214200	2856.00	1.63
Alternative flexible schooling program	Centre	42	500	21000	600	25200	700	29400	800	33600	1000	42000	1000	151200	2016.00	1.15
2.4 Inclusive education				2700		3900		8000		16000		18500		49100	654.67	0.37
Inclusive education	School	45	60	2700	40	1800	100	4500	200	9000	100	4500	500	22500	300.00	0.17
Inclusive education running	School	35		0	60	2100	100	3500	200	7000	400	14000		26600	354.67	0.20
2.5 Special needs education				66231		70395		71645		76395		73335		358001	4773.35	2.73
Assessment center	Centre	107	10	1070	10	1070	10	1070	10	1070		0	40	4280	57.07	0.03
Assessment center running		87	35	3045	45	3915	55	4785	65	5655	75	6525	75	23925	319.00	0.18
Skill training	Child	6.5	40	260	40	260	40	260	40	260	40	260	200	1300	17.33	0.01
Residential resource classes	Class	274	11	3014	10	2740	10	2740	10	2740		0	41	11234	149.79	0.09
Residential resource classes running	Class	188	309	58092	320	60160	330	62040	340	63920	350	65800	350	310012	4133.49	2.36
Braille books	Lumpsum			0		1500				2000				3500	46.67	0.03
Extra curricular activities for disabled children	District	10	75	750	75	750	75	750	75	750	75	750	75	3750	50.00	0.03
2.6 Conflict and disaster fund				10000		10000		10000		10000		10000		50000	666.67	0.38
Conflict and disaster fund				10000		10000		10000		10000		10000	0	50000	666.67	0.38
3. Meeting the learning needs of all				6200		6000		6000		6000		6000		30200	402.67	0.23

Activities	Unit	Unit Cost (NRs. 000)	2004/05		2005/06		2006/07		2007/08		2008/09		Total Target	Total in NRs.	US\$ in 000	%
			Target	Budget	Target	Budget	Target	Budget	Target	Budget	Target	Budget				
Revisiting curriculum with life skills and local elements for districts and center				1200		1000		1000		1000		1000	0	5200	69.33	0.04
Communication and dissemination				5000		5000		5000		5000		5000	0	25000	333.33	0.19
4. Reducing illiteracy				223000		223000		223000		223000		223250		1115250	14870.00	8.50
Women literacy program I (payment by results)	Person	0.875	60000	52500	60000	52500	60000	52500	60000	52500	60000	52500	300000	262500	3500.00	2.00
Women literacy program II (payment by results)	Person	0.875	48000	42000	48000	42000	48000	42000	48000	42000	48000	42000	240000	210000	2800.00	1.60
Skill training	Person	5	7200	36000	7200	36000	7200	36000	7200	36000	7200	36000	36000	180000	2400.00	1.37
Out of school children program I	Person	0.875	50000	43750	50000	43750	50000	43750	50000	43750	50000	43750	250000	218750	2916.67	1.67
Out of school children program II	Person	0.875	50000	43750	50000	43750	50000	43750	50000	43750	50000	43750	250000	218750	2916.67	1.67
Community learning centre	Centre	50	40	2000	40	2000	40	2000	40	2000	45	2250	205	10250	136.67	0.08
Social mobilization fund		3000		3000		3000		3000		3000		3000	0	15000	200.00	0.11
5. Eliminating gender disparity				137475		176225		184975		193725		202475		894875	11931.67	6.82
Booster Incentives for dalit, girls and all marginalised children not in schools	Child	0.5	120000	60000	120000	60000	120000	60000	120000	60000	120000	60000	600000	300000	4000.00	2.29
Scholarship for dalit, girls and disadvantaged children 50% of the total (Nrs 250/- for First and Nrs 350 for other years) including top ten girls	Child	0.35	300000	75750	325000	114500	350000	123250	375000	132000	400000	140750	1750000	586250	7816.67	4.47
Scholarship for pre-service teacher training for girls and dalit	Person	12	50	600	50	600	50	600	50	600	50	600	250	3000	40.00	0.02
Professional support to dalits and girls for joining professions	District	10		750		750		750		750		750	0	3750	50.00	0.03
Bonus to schools for encouraging to recruit female and dalit teachers	District	5	75	375	75	375	75	375	75	375	75	375	75	1875	25.00	0.01
6. Improving all aspects of quality education				690092		672789		970467		1268569		1202612		4804528	64060.37	36.61
School improvement plan	Child	0.2	7100	188860	9900	263340	15800	420280	23000	607200	23000	609600	78800	2089280	27857.07	15.92
Performance bonus to school	School	10	150	1500	1000	10000	5000	50000	10000	100000	23000	230000	39150	391500	5220.00	2.98
Free Textbooks (50% of the total cost)	Child	0.114	2806360	140000		140000		140000		150000		150000		720000	9600.00	5.49
Basic Learning Materials	Child	0.05	3200000	160000	3200000	3200	3200000	3200	3200000	3200	3200000	3200	16000000	172800	2304.00	1.32
Book Corner	Class	1	23000	23000	23000	23000	23000	23000	23000	23000	23000	23000	115000	115000	1533.33	0.88
Recurrent Teacher Training including strengthening resource center	Teacher	1	45562	45562	45579	45579	46317	46317	47499	47499	49142	49142	234098	234098	3121.30	1.78
Planning and management training	School	0.878	15000	13170	15000	13170	15000	13170	15000	13170	15000	13170	75000	65850	878.00	0.50

Activities	Unit	Unit Cost (NRs. 000)	2004/05		2005/06		2006/07		2007/08		2008/09		Total Target	Total in NRs.	US\$ in 000	%
			Target	Budget	Target	Budget	Target	Budget	Target	Budget	Target	Budget				
EMIS, planning, monitoring, documentation, ASIP/AWPB/status report and dissemination at central, regional and district levels				7500		7500		7500		7500		7500	0	37500	500.00	0.29
School based supervision and monitoring	School	0.5	23000	11500	23000	11500	23000	11500	23000	11500	23000	11500	115000	57500	766.67	0.44
Research and innovation at center and districts	Theme			5000		5000		5000		5000		5000	0	25000	333.33	0.19
Piloting of school library and computer education in schools	School	650	10	6500	20	13000	20	13000	20	13000	20	13000	90	58500	780.00	0.45
District education planning block grant for additional support to schools	District	500	75	37500	75	37500	75	37500	75	37500	75	37500	375	187500	2500.00	1.43
Block grant support to community schools	Schools	100	500	50000	1000	100000	2000	200000	2500	250000	500	50000	6500	650000	8666.67	4.95
7. Equipment and vehicles						40750								40750	543.33	0.31
Motorcycles	Number	110			30	3300								3300	44.00	0.03
Vehicles	Number	750			10	7500								7500	100.00	0.06
Computers, printers and UPS	Number	80			250	19950								19950	266.00	0.15
Photocopiers	Number	250			40	10000								10000	133.33	0.08
8. Operating Cost and Incremental Salary				114774		139774		139774		139774		139502		673598	8981.31	5.13

Annex III: Indicative Action Plan for EFA 2004-2009

EFA Component: 6.1 Expanding early childhood development

Objectives	Strategies	Activities	Responsible	Program Performance Indicators	Outcome (System Performance Indicator)
Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children	<p>1. Community-based ECD Centres and school-based PPCs.</p> <p>2. Partnership with CBOs/NGOs and other voluntary groups</p> <p>3. Program focused on areas with most vulnerable and disadvantaged groups in NPC classified 'D' and 'C' districts based on evaluation of existing ECDs/PPCs</p> <p>4. Comprehensive ECD/PPC framework for Intra and inter sector coordination</p>	<p>1.1. Develop policies for ECD/PPC</p> <p>1.2. Develop management guidelines</p> <p>1.3. Disseminate the policies and guidelines to wider audience</p> <p>1.4 Orient Local Bodies on the operation and management of ECD/PPCs</p> <p>2. Review and redesign working modalities for partnership</p> <p>3. Establish ECD/PPCs in identified pocket areas with marginalized population.</p> <p>4. Establish inter sector committee to liaison ECD/PPC activities</p>	<p>1.1. MOES and DOE</p> <p>1.2. DEO/DOE</p> <p>1.3. DOE/DEOs</p> <p>1.4 DOE (in partnership with DDC, VDC, NGO federations)</p> <p>2. DOE (in partnership with DDC, VDC, NGO federations)</p> <p>3. VDCs/DDCs/ DEOs</p> <p>4. MOES/DOE/DEOs</p>	<p>1.1. Approved ECD/PPC policy and guidelines by end of 2004</p> <p>1.2. Approved management guidelines by 2004</p> <p>1.3. Number of ECD and PPC</p> <p>2. Modality for partnership by 2004</p> <p>3. Number of ECD/PPC centers.</p> <p>4. Committee operationalised</p>	<p>GER of ECD/Pre-primary education increased to 51%</p> <p>60% children enter grade one with ECD/PPC experience</p> <p>Gross Intake Rate at grade one reduced to 110%</p> <p>Net Intake Rate in grade one increased to 95%</p> <p>Repetition Rate at grade one reduced to 10%</p>

	<p>5. Focus on holistic development of child with inclusive approach</p> <p>6. Parental education</p>	<p>5.1. Revisit training manuals with particular focus on content and pedagogy to ensure inclusivity and holistic development of children</p> <p>5.2 Provide training to facilitators</p> <p>6. Develop IEC (print and electronic) materials for media campaign, social mobilization and parental education on early childhood development and deliver through mass media</p>	<p>5. DOE/DEOs (in collaboration with NGOs)</p> <p>5.2. DOE/DEO in collaboration with NGOs</p> <p>6. DOE in collaboration with NGOs and medias people</p>	<p>5.1. Training manual developed</p> <p>5.2. Number of facilitators trained in inclusive holistic approach.</p> <p>6. Kinds of print and electronic IEC materials.</p>	
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EFA Component: 6.2: Ensuring access to education for all

Objectives	Strategies	Activities	Responsible	Programme Performance Indicators	Outcome (System Performance Indicators)
<p>Ensuring that children, particularly girls, children in difficult circumstances and those belonging to marginalized groups have access to and completion of primary education of good quality</p>	<p>1. School mapping</p> <p>2. Decentralized bottom up planning process as a means of ensuring child's right to education</p> <p>3. Improving physical environment of schools making it conducive for learning and friendly to all children</p> <p>4. Alternative modality of schools for expanding access to accommodate working children and children at isolated locations</p>	<p>1. Undertake School Mapping for identifying the need for schooling facilities</p> <p>2. Orient HTs, SMCs, VECs/MEC members on decentralized planning and management (coated under component 6)</p> <p>3 Construction of new classrooms, improvement of school's external environment and rehabilitation of classrooms</p> <p>4. Establish School Outreaches and Flexible schools</p>	<p>1. DOE/DEOs/DDCs andVDCs</p> <p>2. RC/DEO/DOE</p> <p>3. DEO/DOE</p> <p>4.VDCs/DEO/DOE</p>	<p>1. Database with disaggregated data on gender, caste, ethnicity and Dalits established at local levels.</p> <p>2..Number of: -HTs, VEC/MEC/SMC members oriented -Number VEP/DEPs prepared, appraised and funded.</p> <p>3. Number of: -New classrooms constructed -Schools with improved external environment -Classrooms rehabilitated</p> <p>4. Number of: -School outreaches -Flexible schools</p> <p>5.Disaggregated data on the enrollment of</p>	<p>Gross Enrollment Ratio of primary education reduced to 104%</p> <p>NER of primary education increased to 96%</p> <p>Repetition rate at grade one reduced to 10 % and at grade 5 to 3 %</p> <p>Survival rate to grade 5 increased 85%</p> <p>NER for marginalized children 80%</p>

	<p>5. Inclusive approach for universal access</p> <p>6.Coordination and collaboration with INGOs, NGOs and other voluntary organizations</p>	<p>5.1. Implement social mobilization programs for creating demands.</p> <p>5.2. Include cultural values, traditional and indigenous occupation skills, and local elements in the curriculum for improving relevancy of education for all (Costed under component 4)</p> <p>5.3. Establish assessment canters, residential resource classes, distribute brai books to disabled children</p> <p>5.4Establish fund to respond to the needs of children affected by natural disaster, conflict and HIV/AIDS responding</p> <p>6. Develop working modalities for partnership</p>	<p>5.VDC/D DC/DEO/DOE/ CDC in collaboration with NGOs and local groups</p> <p>6. MOES/DOE</p>	<p>marginalized groups including children affected by insurgency, natural calamities, HIV/AIDS and Children with all kinds of disabilities</p> <p>6. Framework for partnership</p>	
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EFA Component: 6.3: Meeting the learning needs of all including indigenous people and linguistic minorities

Objectives	Strategies	Activities	Responsible	Program Performance Indicators	Outcome (System Performance Indicators)
Meeting the learning needs of all children including indigenous people and linguistic minorities.	<p>1. Curriculum relevant to all and responsive to the contextual needs</p> <p>2 Use of media for mass communication in order to disseminate reform initiatives of the government and assimilate stakeholders aspirations</p>	<p>1. Revisit the curriculum framework with 80% national and 20% local elements.</p> <p>2.1. Establishment of communication unit in the DOE.</p> <p>2.2 Develop and disseminate communication materials</p>	<p>1.SchoolsVDC/RC/DD C/DEO/DOE/CDC including NGOs and other local groups</p> <p>2. DOE</p>	<p>1.Revised curriculum, number of teachers trained to deal with new curriculum</p> <p>2. Kinds of ICE materials</p>	<p>NER of girls</p> <p>NER of indigenous groups</p> <p>NER of Dalits</p> <p>NER of primary education increased to 96%</p> <p>Survival rate to grade 5 increased to 85%</p> <p>Repetition rate at grade 1 decreased to 10% and at grade 5 to 3%</p> <p>Percentage of learning achievement at grade 5 increased to 60%</p>

EFA Component: 6.4 Reducing adult illiteracy

Objectives	Strategies	Activities	Responsible	Program Performance Indicators	Outcome (System Performance Indicators)
Achieving a 22 percent improvement in levels of literacy of 6+ population by 2009	1. Complementarity between literacy program, non-formal and primary education	1. Develop framework for complementary literacy programs, non formal and primary education	1. NFEC/CDC	1. Approved framework by 2005	Percentage of students entering formal schooling through NFE
	2. Literacy education with focus on continuing education	2.1. Establish community learning centres for continuing and life skill education	2.1. DEO/VDC	2.1. Number of CLCs established and supported	205 CLCs established The literacy rate (6+) increased to 76% by 2009
		2.2. Develop manual and guidelines for establishment of CLCs	2.2. NFEC/DEO	2.2. Number of individuals participating in CLC	The literacy rate (15+) increased to 66% by 2009
	3. Integration between literacy, ECD, scholarships and income generation programs	3.1. Develop modalities for integration by 2004	3.1. NFEC/DOE	3.1. Approved manual and guidelines by 2004	Female adult literacy rate (15+) increased from 34 to 58% by 2009
4. Decentralisation of literacy management to VDCs and municipalities and funding through VEP and MEP	(Costed under component 2)	4.1. Finalize policy and financing modality as well as monitoring systems by 2004	4.1. MOES/DOE/ NFEC	Number of programmes integrated with ECD, IG and incentives	
				4.1. Number of VEP and MEPs prepared, appraised and funded.	
				4.2. Database on literacy established	

	<p>5. Partnership between local bodies and CBOs and I/NGOs</p>	<p>4.2. Conduct baseline studies prior to implementation</p> <p>5.1. Review and redesign working modalities for partnership</p> <p>5.2. Establish documentation/ database of local organisations, I/ NGOs at VDC and district level</p>	<p>4.2. VDC/NGO</p> <p>5.1. DOE (in partnership with CLAs, DDC, VDC, NGO federations)</p> <p>5.2. VDC/DEO</p> <p>6.1. NFEC/DEO/ VDC</p> <p>6.2. NFEC/DEO</p>	<p>5.1. Modality for partnership by 2004</p> <p>5.2. Contribution of partners reflected in VEP and DEP.</p> <p>5.3. Database on potential organisations for partnership established</p> <p>5.4. Percentage of total literacy budget allocated at local level/bodies</p> <p>5.5. Number of funded VDC plans</p> <p>6.1. Number of materials produced and distributed in 7 mother tongues</p> <p>6.2. Number of people literate in the mother tongue</p> <p>6.3. Number of trained facilitators</p>
	<p>6. Literacy through mother tongue</p>	<p>6.1. Design pilot for introducing literacy in mother tongue</p>		

		6.2 Develop primers and training materials in mother tongue	/representatives of experts of the specified mother tongue	7.1. Number of female facilitators recruited
		6.3 Provide training for facilitators	6.3. VDC/DEO	7.2. Number of facilitators recruited from disadvantaged groups
	7. Recruiting local facilitators with focus on females and persons from disadvantaged groups	7.1. Develop criteria for selection	7.1. NFEC/NGOs /DEO	
		7.2. Training for facilitators	7.2. DEO/RP/ NGOs	8.1. Number of literacy classes demanded
			8.1. VDC/DEO	8.2. Number of persons made literate
	8. Social mobilization focused on 23 low literacy districts for literacy campaign (costed under component 2)	8.1. Undertake social mobilization for creating demands for literacy programmes from the grassroots level.		
		8.2. Literacy programmes based on VEPs	8.2. VDC/DEO /DDC	9. Number of VEPs and MEPs appraised and funded
		8.3 Produce status report annually stating literacy improvements	8.3. VDC/DEO	
	9. Institutional capacity with focus on decentralised management and participatory methods (Costed under component 6)	9. Develop VEP/ Municipality plan with literacy component included	9. VDC/ Municipality	

EFA Component: 6.5 Eliminating gender disparities

Objectives	Strategies	Activities	Responsible	Programme Performance Indicators	Outcome (System Performance Indicators)
<p>Eliminating gender disparity in primary and secondary education by 2005, and increasing Gender Parity from 60% to 90% by 2009</p>	<p>1. Increasing female teachers in primary schools</p> <p>2. Subsidize direct cost of schooling for girls, children of dalit and marginalized groups</p> <p>3. Increase representation of female members in SMC, and VEC and DEC</p> <p>4. Integration of gender issues in teacher training packages and curriculum</p> <p>5. Social mobilization campaigns in cooperation with CBOs and I/NGOs</p>	<p>1.1. Scholarship for pre service training to girls and dalits in order to encourage female to join teaching cadre.</p> <p>1.2. Professional support to women and dalits for succeeding the competitive examinations for teaching posts.</p> <p>1.3. Bonus to schools recruiting 50% teachers from female or dalits.</p> <p>2.1. Booster scholarship for mainstreaming girls, dalit and marginalized children.</p> <p>2.2. Scholarship for retaining girls, dalit and marginalized children already in school.</p> <p>3. Enforce existing provision of female representation</p> <p>4. Gender issues incorporated in teacher training packages (Covered by TEP)</p> <p>5. Undertake social mobilization activities</p>	<p>1.1. DEO/DOE</p> <p>1.2. NGOs/Professional organizations</p> <p>1.3. SMC</p> <p>2.. VDC and schools</p> <p>3. DEO/DOE</p> <p>4. NCED</p>	<p>1.1. Number of female and dalit teachers in schools</p> <p>1.2. Desegregated data on teachers</p> <p>1.2. Number of girls, dalit and marginalized groups enrolled</p> <p>3. Number of Female representation in SMC, VEC, DEC</p> <p>4. number of teachers trained</p> <p>5. Number of children enrolled</p>	<p>NER of girls increased to 96%</p> <p>Repetition rate of girls in grade one and grade five reduced to 10 and 3 respectively.</p> <p>Survival rate of girls to grade five increased to 85%</p> <p>Coefficient of efficiency of primary education 83</p> <p>Percentage of NER for girls increased to 90%</p> <p>Gender parity index reached to 0,9.</p>

EFA Component 6.6: Improving all aspects of quality education

Objectives	Strategies	Activities	Responsible	Programme Performance Indicators	Outcome (System Performance Indicators)
Improving all aspects of the quality of education, and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all	1. School based planning and management	1.1. SIP, VEP, MEP and DEP developed and implemented	1.1. SMC,VDC, Municipality, DEO, DDC	1.1. Number of plans approved and funded	Percentage of learning achievement at grade 5 increased to 60
	2. Demand based training approach	1.2. Capacity building for SMC, VDC, PTA and head teachers for educational planning	1.2.NCED/RC/SE DU/DEO	1.2. Number of persons trained—disaggregated data	Coefficient of efficiency of 83%
		2. Develop and implement demand driven competency based teacher training program	2. SMC/RC /DEO /NCED	2. Number of teachers trained	Survival to grade 5 is 85%
	3. Appropriate allocation of teachers, placement and redeployment according to number of students	3. Analysis of enrolment, existing teacher deployment, STR at district level, and plan prepared for redeployment	3. SMC/DEO	Student teacher ratio 1:37 maintained 3. Student teacher ratio	Student teacher ratio 37
	4.Community management of schools	4.1. Review the procedures for transfer of school management to communities	4.1. DOE/DEOs	4.1. Number of schools transferred to community management	Repetition rate at grade 1 and 5 reduced to 10 and 3% respectively
5. School based autonomous monitoring		4.2. Develop policy and guidelines for employment and deployment of teachers by community	4.2. MOES/DOE	4.2. Number of teachers employed and deployed by community	8,000 schools transferred to community
				4.3. Number of SIPs prepared by the community, appraised and funded	
		5.1. Build capacity of parents,	5.1. SMC/VDC/	5.1. School status report published and disseminated	

	and supervision	HTs, RPs, supervisors and SMC, VEC, VDC members on supervision for quality improvement	Local bodies/ DEO/DOE/ NCED		
		5.2. Develop framework of quality education indicators focused on classroom processes	5.2 DOE/CDC	5.2. Indicators for quality established	
		5.3. Conduct baseline study on teacher attendance and time on task	5.3. DEO SMC/PTA/VEC/ VDCs	5.3. Data on teacher attendance and time on task established 5.4. Average daily attendance of teachers 5.5. Amount of time spent by teachers in classroom activities	
	6. Basic instructional materials ensured to all schools in a phased manner	6. Identify basic instructional materials and prepare a plan for procurement and distribution	6. DOE/CDC	6. Number of schools with basic instructional materials	
	7. Access to library and computer in schools	7. Pilot in 90 schools with libraries and computers	7 DOE	7.1. Number of schools with libraries 7.2. Number of schools with computers	
	8. Undertake research and innovation for quality assessment at district level	8. Action research in schools on quality issues	8. DEO/DOE/RC/ Teachers	8.1 Number of studies 8.2. Report on lessons learned 8.3. Report produced and disseminated. 8.4. Recommendations incorporated for policy development	
	9. Capacity building at all levels	9. Implement the HRD plan	9. O/DOE/NCED	9. Number of personnel benefited	

