Norad

Joint Evaluation of Nepal´s Education for All 2004-2009 Sector Programme

Evaluation Report 1/2009
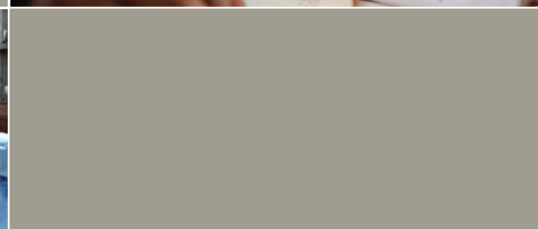
Joint Evaluation of Nepal´s Education for All 2004-2009 Sector Programme

March 2009
Cambridge Education Ltd and METCON Consultants

Contents

Acknowledgements

The Joint Evaluation Team would like to thank all those who contributed to our work either by providing information, participating in discussions, agreeing to be interviewed, or in other ways thus facilitating our work. We would especially thank those officers of the Ministry of Education and the Department of Education who, even once the international team had departed from Nepal, supplied information by email. The team was everywhere received warmly. It is hoped that this Report may, in some small way, lead to the successful achievement of the Education for All (EFA) goals through the School Sector Reform.

The Team
- Chris Cumming – Team Leader and Finance and Implementation
- Amanda Seel – Access and Quality
- Pramila Rajbhandari – Equity and Community Schools
- Agni Kafle – Management and Monitoring
- Madan Manandhar – Capacity Development
- Chandra Kanta Baral – Research Assistant – District fieldwork
- Yadav Subedi – Research Assistant – District fieldwork
- Shiba Rijal – Research Assistant – District fieldwork.
- Dr Dilli Ayral – Writer of Annex 2

Cambridge Education Ltd of Cambridge, UK and METCON consultants of Kathmandu, Nepal managed the evaluation process, while Cambridge Education is responsible for the Report.

Disclaimer
This document has been prepared for the titled project or named part thereof and should not be relied upon or used for any other project without an independent check being carried out as to its suitability and prior written authority of Cambridge Education Ltd being obtained. Cambridge Education accepts no responsibility or liability for the consequences of this document being used for a purpose other than the purposes for which it was commissioned. Any person using or relying on the document for such other purpose agrees, and will by such use or reliance be taken to confirm his agreement, to indemnify Cambridge Education for all loss or damage resulting therefrom. Cambridge Education accepts no responsibility or liability for this document to any party other than the person by whom it was commissioned.

To the extent that this report is based on information supplied by other parties, Cambridge Education accepts no liability for any loss or damage suffered by the client, whether contractual or tortious, stemming from any conclusions based on data supplied by parties other than Cambridge Education and used by Cambridge Education in preparing this report.

List of Acronyms and Abbreviations

Term	Meaning
AC	Assessment Centre
ADP	Asian Development Bank
ASIP	Annual Strategic Implementation Plan
AWPB	Annual Work Plan and Budget
BCN	Brahmin, Chhetri, Newars
BPEP	Basic & Primary Education Programme
CAS	Continuous Assessment System
CBO	Community Based Organisation
CDC	Curriculum Development Centre
CERID	Centre for Educational Research Innovation and Development
CLC	Community Learning Centre
CMS	Community Managed School
CoC	Code of Conduct
CSO	Civil Society Organisation
CSSP	Community Schools Support Programme
CUS	Community Unaided School
DANIDA	Danish International Development Agency
DDC	District Development Committee
DEC	District Education Committee
DEO	District Education Office, sometimes District Education Officer
DEP	District Education Plan
DfID	Department for International Development
DoE	Department of Education
DP	Development Partner
DR	Draft Report
DTACO	District Treasury and Accounts Office
EAEA	Education Act Eighth Amendment
EASA	Education Act Seventh Amendment
ECCE	Early Child Care Education
ECD	Early Childhood Development
EFA	Education for All
EMIS	Education Management Information System
ETC	Education Training Centre
EU	European Union
FAR	Financial Administration Regulations
FCGO	Financial Comptroller General's Office
FMAP	Financial Management Action Plans

FMR	Financial Monitoring Report
FRP	Formative Research Projects
FY	Fiscal Year
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GIR	Gross Intake Ratio
GoN	Government of Nepal
GPI	Gender Parity Index
GSEA	Gender and Social Excusion Assessment
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
HRD	Human Resource Development
HT	Head Teacher
IDA	International Development Association
IE	Inclusive Education
I/NGO	International Non-Government Organisation
IS	Institutional School (Private)
JARM	Joint Annual Review Mission
JFA	Joint Financing Agreement
JICA	Japanese International Cooperation Agency
LS	Lower Secondary
LSGA	Local Self-Governing Act
LSS	Lower Secondary School
M&EI	Monitoring and Evaluation Inspectorate
MDA	Mid-Decade Assessment
MoES/MoE	Ministry of Education and Sports/Ministry of Education[1]
MoF	Ministry of Finance
MTE	Mid-Term Evaluation
MTEF	Medium Expenditure Framework
MTR	Mid-Term Review
NCED	National Centre for Education Development
NER	Net Enrolment Rate
NESP	New Education System Plan
NFE	Non-Formal Education
NFEC	Non-Formal Education Centre
NGO	Non-Governmental Organisation
NIR	Net Intake Rate
NLSS	National Living Standard Survey
Norad	Norwegian Agency for Development Co-operation
NPA	National Plan of Action
NPC	National Planning Commission
NPR	Nepalese Rupee
OAG	Office of the Auditor General
pa	Per annum

---

1   The Ministry of Education and Sports changed its name to Ministry of Education on August 31st, 2008. Since the name of the Ministry during the main part of the EFA programme (2004-2008), and thus the main part of the period under evaluation was Ministry of Education and Sports, both names will be used when referring to the Ministry administering the EFA programme throughout this report.

PRSP	Poverty Reduction Strategy Paper
PS	Primary School
PTA	Parent Teacher Association
RA	Research Assistant
RC	Resource Centre
RED	Regional Education Directorate
RP	Resource Person
RS	Religious School
SESP	Secondary Education Sector Programme
SIP	School Improvement Plan
SLC	School Leaving Certificate
SMC	School Management Committee
SS	School Supervisor
SS	Senior Secondary
SSR	School Sector Reform
STR	Student Teacher Ratio
TA	Technical Assistance
TEP	Teacher Education Project
TRSE	Technical Review of School Education
TYIP	Three-Year Interim Plan
UK	United Kingdom
UMN	United Mission to Nepal
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Social and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
US	United States
VDC	Village Development Committee
VDP	Village Education Plan
WFP	World Food Programme

Executive Summary

Executive Summary

Introduction

The basis for the Joint Evaluation lies in the Joint Financing Agreement of 2004 as one of two external evaluations, one at the mid-term and one at the expiry of the Programme.

The purpose of the evaluation is:
To provide information about the outcomes of Education for All (EFA) 2004-2009 that the Ministry of Education, donors and other education stakeholders can use for policy work and in the design of the School Sector Reform (SSR).

The Joint Evaluation of the EFA Programme 2004 – 2009 was undertaken by a team of five independent consultants, two international and three national, over a period of approximately 10 weeks from November 2008.

As specified in the Terms of Reference, the Joint Evaluation team prepared an Inception Report that was shared with the Government of Nepal (GoN) and the Development Partners (DPs) at an Inception Seminar on November 18th, 2008. After adjustments to the proposals made in the Inception Report, the substantial Programme documentation was studied; evaluation instruments were finalised; various stakeholders were interviewed; primary data was gathered from eight Districts representative of the development zones of Nepal with an emphasis on Districts with low ranking in terms of Human Resource Development Indices. Views on the EFA Programme were elicited from more than 300 people, representing parents, teachers, students, local Non-Government Organisations (NGOs), Village Development Committees (VDCs) and personnel of District Education Offices (DEOs), with a focus on women and disadvantaged groups.

The methodology used combined close study of documentation of the progress of the Programme from conception up to the present time, examination of national trends and the District variations of the key performance indicators with primary data collected from the selected eight Districts and from key stakeholders at the central level. The primary data is qualitative and represents the perceptions of stakeholders from students to development partners. The findings reported in Chapters 3, 4 and 5 emerge from the evaluators' study of that primary data obtained through discussions and interviews. Causal connections are impossible to tie down with 100% certainty with the methodology adopted because of the lack of controls – for instance the existence of areas of the country where the interventions were not attempted. Thus, care has to be taken in the interpretation of the findings.

Annex 3b gives a short account of how the qualitative data from the District Studies was treated and presents some of that data to allow readers access to the same raw material available to the evaluators.

About the EFA 2004 – 2009 Programme

The EFA Programme 2004-2009 is a five-year strategic plan within the framework of the EFA 2015 National Plan of Action (NPA). Three objectives were identified:

i) Ensuring access and equity in primary education,

ii) Enhancing quality and relevance of primary education, and

iii) Improving efficiency and institutional capacity.

The programme was estimated to cost a total of US $814.5 million in 2003 prices.

Findings and Recommendations

Findings are grouped under three headings based on the programme objectives, of Access and Equity, Quality and Efficiency and Institutional Capacity, including Finance, Planning and Audit. Recommendations, of which there are 31[2], are also grouped under the same headings, with a final trio of recommendations intended for design of the School Sector Reform. Along with each recommendation, Chapter 7 gives suggestions for effecting these recommendations.

Progress on the Programme

Regarding **Access and Equity**, there has been considerable progress on a number of indicators and substantial growth in the system as a whole. Most notably, Nepal has managed to achieve overall enrolment increases that are accompanied by a reduction of gender and caste/ethnic disparity.

Regarding **Quality**, while there is some weak evidence from somewhat reduced dropout rates that quality is improving, overall progress is somewhat disappointing. There apparently remain huge inequalities in provision, with schools serving the poorest and most marginalised communities being the least well staffed, resourced or supported.

As for **Improving efficiency and institutional capacity**, the most significant progress has been in the revitalising of School Management Committees and the hand-over, or more correctly, the handing back of schools to become community-managed. The implementation of the programme has steadily passed to the Districts, and schools, for implementation.

Policy

Although there have been clear policy thrusts towards decentralisation, greater community participation and more responsiveness to linguistic and cultural diversity, detailed plans that can guide implementation have not been developed. As a result, there have been some inconsistencies such as conflicting policies on free education and cost-sharing implementation modalities, practical problems in implementing multilingual education and some lack of clarity regarding the respective roles of 'special', 'non-formal' and 'inclusive' education.

---

2   Chapter 7 summarises findings and specifies the 31 recommendations. The recommendations are numbered as in Chapter 7.
     Only the most salient are addressed here for want of space.

Improving Access, Equity and Quality Strategies

Incentives

Incentive payments, additional to free primary education, have been perceived as having made a huge impact on access of girls, Dalits and disadvantaged Janajatis. Enrolments are up and the perceptions of all groups of stakeholders at the District level ascribe the increases in large part to scholarships and other incentives. Additional infrastructure and improved school management may also be contributory factors. Additional support to overcome the 'opportunity costs' of education have also been highly valued.

The Teaching- Learning Process and Environment

While there are more teachers and more trained teachers, the effort required to change classroom processes has seemingly been under-estimated and in many schools these remain unsatisfactory. The potential of an inclusive, 'child- friendly' approach to enable any school to include the vast majority of children in its catchment area has been recognised by some stakeholders.

Quality Standards and Monitoring

There is a lack of key input standards and no monitoring of changes in how students are learning and their learning achievement, as well as the factors and variables that affect that achievement.

Early Childhood Development, Non Formal Education and Adult Literacy
Some good work has been done. However, targeting of Early Childhood Development (ECD) has been inadequate, the scale of Non-Formal Education (NFE)/adult literacy too limited, and across all these programmes it is recognised that there has been insufficient attention to quality.

Capacity and Institutional Development
Interpretation of capacity development
The interpretation of capacity development has been restricted, in the main, to providing training. Capacity within the EFA Programme should include human resources, e.g. numbers of teachers, the skills and knowledge of the human resources, the availability of financial and physical resources, management systems and tools as well as the institutional context, including the decentralisation to schools, for the Programme.

School Management and School Improvement Planning
The hand-over of schools to become Community-managed schools has generally had positive outcomes but some, possibly the poorer communities, lack the leadership to take back their schools.

The best SIPs have demonstrated the effectiveness of increasing the involvement of community members.

Teacher Training, Deployment and Professional Development/Support
There persists an overall shortage of teachers and huge inequalities in the deployment of teachers.

District Education Offices and NGO Partnerships
District Education Officers and their staff seem to lack the capacity to manage the scope and scale of the EFA programme.

NGOs/Community Based Organisations (CBOs) have played a positive role in implementation but there are wide variations in NGO capacity and effectiveness and Districts have not always been able to ensure co-ordination and optimal use of these additional resources.

Data Collection, Analysis, Monitoring and Learning
Excellent progress has been made on building the data collection and Education Management Information Systems (EMIS) including good attention to disaggregation.

Finance, Planning and Audit
Level of financing
In international comparative terms Nepal is allocating more than the average proportion of Gross Domestic Product to primary education. Even so, because Nepal started from a very low base, the allocations are inadequate.

Resource Allocation
Per capita funding is an objective, yet unsubtle, tool for allocating resources between districts and within districts.

Planning Processes

Bottom-up planning is beginning to work.

Recommendations

R25 Design systems for plan aggregation from lower to higher levels. Include mechanisms to ensure mainstreaming of gender and equity into DEPs, VEPs and SIPs. Pilot the system, revise and mainstream ensuring the provision of orientation and training to all the stakeholders.

Financial Management and Audit

School-level audit reveals poor record keeping.

Recommendations

R26 Continue efforts to make the Financial Management System more effective particularly regarding audit (financial and performance) at the school level.

Joint Financing Agreement and Technical Assistance

The JFA is highly regarded by both the GoN and DPs as a successful co-ordination mechanism, which has resulted in reduced transaction costs for all. The GoN is now controlling the TA planning process and its management.

Recommendations

R27 With further capacity development and support, TA management and recruitment should by moved to the MoE, with an earmarked TA pool being provided under the SSR.

The Evolution of Programme Design from EFA to SSR

In the EFA programme, developing components to directly correspond to each of the EFA goals might not have been the most effective for practical implementation or for ensuring mainstreaming of cross cutting issues. Plans for programme evaluation were not sufficiently thought out from the design stage.

The importance of carrying out a baseline study, whichever approach to Programme evaluation is taken, cannot be overestimated.

Recommendations

R29 Consider a different way of conceptualising the objectives and components of EFA under SSR (setting objectives relating to 'access and equity' across the 'sub sectors' of Basic Education and defining the dimensions of social inclusion and equity that need to be mainstreamed across each objective).

R30 Programme evaluation should be conceptualised and agreed between the GoN, the DPs and other stakeholders before the SSR is launched. It may include evaluating processes as well as outcomes and to do that effectively a degree of continuous or, at least, intermittent commitment to the Programme is necessary, suggesting retaining a single evaluation agency.

R31 A baseline study or the equivalent in terms of an end-of-EFA Programme evaluation should be included in the evaluation design.

Looking Ahead

EFA has achieved many important successes, particularly with regards to equitable access. The SSR, with its strong leaning towards quality improvement, including 'equity' in quality, will tackle classroom processes that have in all countries proved more resistant to rapid change. It is in that context that the analysis and findings of the Joint Evaluation will, we hope, prove useful to those involved in its design and implementation.

Main Report
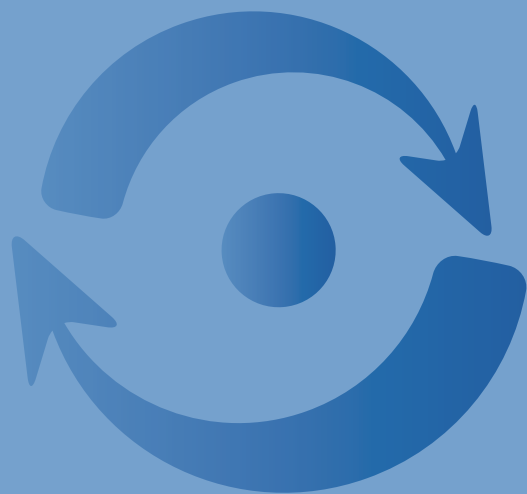
1. Introduction

This short chapter sets out the context for the Education for All Programme 2004 – 2009, the specific aims of the EFA Programme for Nepal, the purpose of the Joint Evaluation and an overview of the chapters and annexes which follow.

1.1 EFA Goals, Global and National

The campaign of EFA, which was launched at the Jomtien World Conference in 1990, was taken to a new level of global interest through The World Education Forum on Education for All, held in Dakar, in 2000. That forum adopted the Dakar Framework for Action[3], Education for All: Meeting our Collective Commitments. The Dakar Framework for Action lists six major EFA goals to be achieved by 2015. These goals were adopted in Nepal's National Plan of Action and, given the ethnic, social and linguistic diversities of Nepal, an additional goal was identified, namely of ensuring the rights of indigenous people and linguistic minorities to quality basic and primary education through their mother tongue.

1.2 Nepal

Nepal is a landlocked country, bordered by China to the north, by India to the east, south and west. Geographically, it consists of three distinct ecological zones:
1) the Himalayas, the high mountain range with snow-covered peaks
2) the hill areas with lush high hills and valleys, and
3) the Terai, a strip of fertile plains.

Nepal had a population of 27.03 million in 2007[4]. Of these approximately 40% are under the age of 15. Socially, Nepal is inhabited by people of diverse social, cultural and ethnic backgrounds. The national census in 2001 noted 103 socio-ethnic groups and recorded 92 languages out of which more than a dozen are in active use by people numbering more than one hundred thousand for each language. Numerically, no single group is dominant and the population can be broadly divided into the Hindu caste groups (57.5%), 'Janajatis'[5] (37.2%) and Muslims/other minorities (4.3%). Historically there has been a strong caste hierarchy and though officially abolished in 1963, caste-based discrimination continues in a diluted form[6].

---

3   EFA National Plan of Action 2003
4   Ministry of Finance, preliminary estimate for Fiscal Year 2007/08.
5   'Janajatis' is a collective term for all of Nepal's 'indigenous' peoples (as contrasted with the 'caste Hindu' Nepali- speaking groups. Specific groups tend to occupy specific regions within the Terai, Hill and Mountain Zones. Though many are Buddhists and animists, historically Janajati groups have been incorporated into the caste system in 'mid-caste' position.
6   Department for International Development (DfID)/World Bank Unequal Citizens: Gender Caste and Ethnic Exclusion in Nepal, Executive Summary page 7.

Brahmin-Chhetri groups continue to have the highest socio- economic status whilst Dalits the lowest.

Nepal is mostly rural and poor. Recent estimates show that almost 25% of the population survive on less than US$ 1 per day[7]. Gross National Product per head is estimated at US$ 1,079 and is the lowest in South Asia[8]. Poverty is closely related to issues of caste, gender and geographic location and there are high levels of socio-economic disparity. The Gender Development Index value was 0.51 in 2006[9].

1.3 The EFA 2004 – 2009 Programme

Out of the National Plan of Action for EFA, the Government constructed an EFA Core Document[10]. This Core Document was intended to constitute the foundation document that all development partners who were interested in contributing to the Government's EFA 2004- 2009 would adopt. All planning and programme implementation was based on it. It also provided indicators for assessing progress of the programme.

EFA 2004-2009 is a five-year strategic plan within the EFA 2015 NPA framework. Three objectives were identified:
1) Ensuring access and equity in primary education,
2) Enhancing quality and relevance of primary education, and
3) Improving efficiency and institutional capacity.

In line with the 10th Plan[11], the EFA 2004-2009 adopted a pro-poor approach, for instance, children from disadvantaged communities such as Janajatis, Dalits and girls, children with disabilities and children living in difficult circumstances due to poverty or conflict were to be provided with incentives and scholarships to attend primary school. The poorest districts were to be targeted for the establishment of early childhood development programmes.

The programme was estimated to cost a total of US$ 814.5 million. Out of this total, development and capital expenditure is $ 335.4 million, and the balance of $ 479.1 million to cover salaries, benefits and some of the administrative costs from the Government's regular resource. Partnerships with local bodies, International NGOs (INGOs), NGOs, and the private sector were envisaged, as was the mobilisation of community resources that are strongly encouraged in the programme.

1.4 Implementation Principles

The EFA Core Document adopted four ambitious principles by which to implement the programme. These were: a pro-poor focus; gender mainstreaming and social inclusion; good governance and decentralisation[12].

---

7 Asian Development Bank (ADB), 2008. Key Indicators – 2008, page 59. Estimate based on the Purchasing Power Parity of one US$.
8 Ibid page 138, Table 2.2. Again Purchasing Power Parity estimate.
9 United Nations Development Program (UNDP).
10 Education for All, Core Document, MOES November 2003.
11 National Planning Commission, THE TENTH PLAN, (Poverty Reduction Strategy Paper) 2002–2007, May 2003
12 EFA Core Document page 33.

The guiding principle for pro-poor activities ensures that basic pre-requisites for schools to function in the disadvantaged areas are fulfilled, and that assistance through incentives for children and income generation packages for disadvantaged families are provided as a means of addressing opportunity costs for children's schooling.

Gender mainstreaming and social inclusion would guide the revision of curricular and teacher training materials, teacher training programmes, and capacity building activities to improve gender and social parity.

Good governance is characterised by ownership, equity, transparency, account-ability, participation and efficiency. Mechanisms for transparency and accountability would be embedded so as to ascertain that the resources are being spent in ac-cordance with defined procedures and yield the intended results.

The EFA 2004-2009 programme would adopt decentralisation as the overarch-ing strategy for implementation on the expectation that educational planning and management at the local level with active community participation and authority to utilise resources would not only build local ownership but also improve accountabil-ity, transparency, equity and sustainability.

1.5 The EFA Programme and its Management

In order to achieve the EFA Goals the Ministry of Education (MoE) changed vari-ous aspects of how the education programme is governed. Those changes were: improving the internal governing system in central bodies; clarifying roles and responsibilities of education development actors at central and local levels; coordi-nating stakeholders and donors; establishing a new flow of funds' mechanism; and initiating new monitoring and evaluation systems.

1.5.1 Overall governing mechanism

Systematic management of the education development programmes began when MoE introduced planning tools and techniques, during the Basic and Primary Education Project II (BPEP II) (1999-2004). During this time, the MoE also created the Department of Education (DoE) and concentrated authority and responsibil-ity of key staff in central organisations - MoE, DoE, the Curriculum Development Centre (CDC) and the National Centre for Education Development (NCED). At lower levels, roles and responsibilities were assigned through Education Bye Laws to Regional Education Directors (RED), District Education Officers (DEO), and School Management Committees (SMC). Schools were asked to prepare School Improve-ment Plans (SIPs), five-year plans, Yearly Plans of Operation, Yearly Instructional Plans and an Annual Budgets and Programmes. The major thrust envisaged in the governing system was the devolution of authority to schools.

1.5.2 Roles and responsibilities of various actors / stakeholders

The roles and responsibilities of various actors/stakeholders were specified by the Education Act, Education Bye-Rules and other Government decisions as new issues emerged. At school level, individual schools have formed various committees such

as Resource Generation Committee, Building Construction Committee, and Subject Committees. The delegation of authority to generate local resources and the allocation of extra money for school development from central government as well as potentially from VDCs and District Development Committees (DDCs) were intended to encourage SMCs to take ownership of the schools.

The MoE formulates educational policy, prepares plans and gives directions to the implementation of education programmes. MoE also manages co-ordination with certain other line ministries, notably the National Planning Commission (NPA), the Ministry of Finance (MoF), Financial Comptroller General and its own central as well as local bodies. The government has adopted various arrangements for establishing and maintaining inter-agency co-ordination. For instance the government formulated an EFA Forum, EFA Core Group and Thematic Groups to perform various tasks during the preparation of the EFA programme. The National Plan of Action, which emerged from a lengthy consultation exercise, provided the foundation for the EFA Core Document. This document was the basis for the involvement as partners of various donors. Crucially the Core Document placed the GoN as the coordinating and implementing agency for the EFA Programme. The aim was to ensure that the GoN assumed greater ownership and accountability in the EFA process, practices and reporting.

The DoE performs many roles in implementing the EFA Programme; for instance, in detailed programming, planning and budgeting[13], reporting progress[14], supporting schools to run regularly, supervising and monitoring programmes. At school level SMCs are meant to perform the following tasks: prepare SIPs, recruit teachers, monitor school performance, mobilise resources for school development, mobilise communities for school development, and manage teachers, school funds and resources.

1.6 The Political and Security Context for the EFA Programme

Following the restoration of popular democracy in 2006, Nepal promulgated a new Interim Constitution early in 2007. According to this Constitution free education to secondary level is a basic right for citizens and will be implemented once sufficient resources are available. The new Constituent Assembly, elected in April 2008, will address this commitment by writing a new Constitution for Nepal. It is likely that there will be some form of federal government in the new Nepal and that there will be implications, particularly for resource mobilisation and allocation, for the EFA goals.

[15]Nepal experienced internal civil and military unrest from 1996 until 2006. Therefore, the early years of the EFA programme (2004 to 2006) were an unstable time for the country. Internal displacement due to the conflict resulted in overcrowding in some schools near District Headquarters as families relocated to avoid the conflict. Although some schools opened irregularly due to the absence of teachers and

---

13 For instance the Annual Workplan and Budget, AWPB.
14 For instance, the Implementation and Progress Report, IPR and Financial Monitoring Report, FMR.
15 This section draws on material from the 8 District Case Reports, presented in Annex 3b.

school inspections in the rural areas declined, schooling continued. This is evidence of the widespread, though not total, recognition that schooling is important to families in Nepal. Also, although some private urban schools were closed during this time, schools in the villages were kept open by the Maoists, who controlled the rural areas.

With the exception of the middle Terai area the post-conflict situation is considerably improved. Bandas (transport strikes) are much less frequent, class sizes are returning to more normal levels as displaced populations return and private schools have re-opened. Teachers and students are reported to be attending more regularly.

In the mid-Terai, as one study informant put it "fear has not gone". The security situation in the three mid-Terai Districts visited by the Joint Evaluation team had not improved to the levels now enjoyed in the more stable parts of the country. Teachers complained that the conflict is not over yet. Resource Persons are unable to locate to their assigned duty posts. VDC secretaries mostly stay at the District Head quarters. However, the frequency of bandas (transport strikes) decreased after the election and subsequent formation of a joint government. After the April 5, 2008 settlement, local Terai political parties emerged. The local community reported the fact that a powerful bomb blast at the District Education Office while the evaluation team was in the town was probably due to conflict in Rahat[16] quota distribution in the DEO Office rather than political unrest.

1.7 Structure of the Report

The approach and methodology used for the Joint Evaluation are set out in Chapter 2. Chapter 3 presents findings on overall progress towards the goals and objectives of the EFA Programme. Chapter 4 is the longest and the centrepiece of the report since it sets out the findings of the Joint Evaluation in respect of access, equity and quality.

Chapters 5 and 6 deal with aspects of the third Programme objective, namely "improving efficiency and institutional capacity". Chapter 5 draws together observations on management, institutional and capacity development at the various levels and weighs up the evidence on Community-Managed Schools and more generally, on the various initiatives to decentralise school education. Chapter 6 covers the topics of financial management, internal and external governance, ownership of the Programme and audit. Chapter 7 draws out the key lessons learned and sets out some recommendations for the School Sector Reform.

In addition to their detailed coverage in Chapter 4, Gender and Social Inclusion are viewed as cross-cutting issues and referred to in many places in the report. There are eight Annexes that are referenced in the main text. Annex 3b presents some of the data from the eight District Studies as illustration.

---

16 This is a grant provision of a relief (Rahat in Nepali) temporary teacher at the rate of NRs 53,300/annum for up to two teachers per school mainly given as an incentive to community-managed schools. The provision is a temporary relief only and the teachers being appointed under the Rahat quota are not registered in the MoE teachers' records.

2. Approach and Methodology

2.1 Introduction

This Chapter sets out the general approach and methodology used by the Joint Evaluation team. The chapter concludes with some reflections on the timing of the Joint Evaluation and on the approach to evaluation adopted in this complex programme and more generally to the evaluation of contemporary education programmes. The research instruments made use of qualitative data. Details of the District field work and the documents referenced during the Joint Evaluation are all included in the Annexes to the report.

2.2 Evaluation: Purpose and Objectives

The Ministry of Education and Sports and the Development Partners reached a consensus on the purpose and objectives of the Joint Evaluation in August 2008[17].

The purpose of the evaluation was to provide information about the outcomes of the EFA Programme 2004-2009 that the MOES, donors and other education stakeholders could use for policy work and in the design of the School Sector Reform.

The main evaluation objectives were to:
- assess the effectiveness and efficiency of the EFA programme in achieving the intended outcomes;
- assess the strengths and weaknesses of the programme's governing structure and division of labour (intra- and inter agency cooperation, including the Government and donors);
- provide inputs to how the EFA programme may gradually move towards the School Sector Reform; and
- provide recommendations to improve policymaking and service delivery.

---

17   Annex 1, Terms of Reference, Evaluation Purpose and Objectives. This meeting was held in early August 2008, when the Ministry's name still was the Ministry of Education and Sports.

2.3 Methodology

The approach to the Joint Evaluation can be broadly termed "Illuminative Evaluation"[18] used here as a general term for an ethnographic approach to evaluation. The basic idea is for the investigators to utilise 'semi-structured' tools to interact openly with the participants/ stakeholders in order to pick up what the stakeholders think and feel about progress towards EFA, and what the important underlying challenges and issues are. Its importance is as an open-ended method that can detect what the important issues are. In the case of evaluation of the EFA Programme the stakeholders range from children of primary school age, their parents to the Development Partners and the Government of Nepal. While understanding of the progress of the EFA Programme was gauged, to some extent, from studying the trends in Key Performance Indicators and reading the Various Status Reports of the DOE; understanding how the Programme was received by the ultimate beneficiaries comes only after getting close to the students, their parents and the various actors at the local level. Within the period of the evaluation decisions had to be made on how to select the participants for study. The approach used both quantitative and qualitative data. National trends in the enrolment of girls, Dalits and other disadvantaged groups were explored at District and school levels. These observations allowed an understanding to be built of the reasons for the trends. In effect, the approach allowed the activities of evaluation a wide scope in collecting data from varied sources as well as observation on school site visits. It has to be stressed that no research methods are immune from prejudice, evaluator bias and human error. Cross-checking in data collection methods ('triangulation') is necessary because all evidence-collection methods have inherent weaknesses which may distort the results. Asking the same question of several persons or groups will invariably draw out some surprising differences in perceptions and even contradictions.

2.3.1 Primary Data Collection

In brief, the primary sources of data for the Joint Evaluation were:
- interviews with centrally-located officials of GoN, DPs and other stakeholders; and
- the findings from discussions and observations in the eight District Field Studies.

The findings from the District Field Studies were integral to developing an understanding of trends in enrolment and in the EFA Indicators. Each District Case Report was written up by the leader of the Joint Evaluation sub-team, and was then reviewed by team members[19]. The findings from the eight District studies were shared within the evaluation team to enhance overall appreciation of the similarities and differences in the Programme's implementation across the selected Districts. As will be apparent from reading Chapters 3 and 4, the findings of all eight studies provided the raw material for addressing evaluation questions concerning the effectiveness and efficiency of the Programme in meeting its objectives.

The EFA 2004 – 2009 Programme is implemented at both central and local (District and school) levels. Views of stakeholders at both levels were obtained.

---

18   Parlett, M.R. & Hamilton, D. (1972) and Hamilton et al (1977)
19   An account of the process of preparing the District Case Reports is given in Annex 3b.

2.3.1.1 Centrally located stakeholders

Primary data from centrally-located stakeholders (MoE, DoE, DPs, etc.) were obtained through interviews conducted individually and also with several representatives of the organisation. A set of starter questions was prepared for the various categories of stakeholder at the central level[20]. Representatives of the majority of relevant DPs were interviewed. Staff of the MoE had a heavy duty schedule during the evaluation, which minimised their participation in the process[21].

The Team Leader together with one or more of the national consultants conducted most of the interviews. Notes of the meetings were circulated among the team along with oral accounts. These provided material for Chapters 5 and 6 in particular as well as providing insights into the emerging findings from the Districts.

2.3.1.2 District Case Studies

Through a growing familiarisation by the evaluation team with the issues and organisations responsible, an understanding was built up of the situations in which the EFA programme operates and of reasons for the success or otherwise of the EFA programme. This understanding in one location was later cross-checked by referring to reports from other District Case Reports. Time did not allow for feedback of the preliminary findings to the stakeholders to obtain further interpretations (see "Threats to the validity caused by restricted time and availability of key respondents" below).

The evaluation tools were social research tools, in this case interview schedules, semi-structured schedules of questions for discussion groups, observation as well as study of the considerable body of background documentation. Almost all discussions involved groups of similar stakeholders e.g. parents as members of School Management Committees (SMC) or Parent Teacher Associations (PTA). Round-table discussions involving stakeholders with slightly different focuses occurred when local NGO representatives and members of Village Development Committee (VDC) came together. The team also held informal discussions with the participants outside the formal setting of the group and took every opportunity to discuss EFA with DEO staff, teachers and others.

Sets of starter questions for each group of stakeholders were drafted and reviewed after the presentation of the Inception Report. The instruments for the District fieldwork were tried out by the team in two Districts close to Kathmandu. As a result changes were made to the questions and further attention was given to the logistics of the fieldwork. The final forms of each instrument are given in Annex 2. Questions for the various groups were framed appropriately according to their knowledge and experience of the EFA programme. Though the questions were drafted in English they were translated into Nepali by the local consultants. All discussions, apart from those with some DEOs, were conducted in Nepali. Provision was made for the hiring of local interpreters should the need occur.

---

20 See Annex 2.
21 See List of Persons Met, Annex 6.

2.3.1.3 Choice of Districts

Out of Nepal's seventy-five Districts, eight were selected on the basis of the criteria set out below, bearing in mind the time taken to travel to and from the Districts.

- Geographical spread – according to the development areas.
- Inclusion of some districts with the poorest indicators, e.g. Gross Enrolment Ratio (GER) or Human Development Index (HDI).
- Inclusion of some which had been chosen for study by the BPEP-II and EFA MTR in order to give an additional dimension of comparison.
- Districts which have a considerable number of Community-Managed Schools
- One District which is a School Sector Reform pilot District.

The final two criteria were suggested at the presentation of the Inception Report. The main thrust of the MoE comments[22] was that the choice of Districts should be weighted more towards the lower end of the HDI rankings. Specifically the Joint Evaluation team was asked to include Mugu, which is ranked 75th out of 75 Districts and is not often visited. Some low-ranked Districts that are also among the most populous in the Terai were also recommended for inclusion. See Table 2 in Annex 4a for details and Figure 1 for a map showing the selected Districts.

While Dhading and Rasuwa are contiguous there is no road transport between the two District headquarters. Access to Rasuwa is only available from Kathmandu. Scheduled flights are available to Surkhet and a non-scheduled helicopter flight links Surkhet with Mugu. The three contiguous Terai Districts are accessed by a flight to Janakpur in Dhanusha District while a separate service links Jhapa with Kathmandu. The Evaluation Team split into three sub-teams to cover the eight Districts. The composition of the sub-teams is given in Annex 4a.

Figure 1 Map Showing the Final Selection of Eight Districts

The 8 Joint Evaluation Districts

---
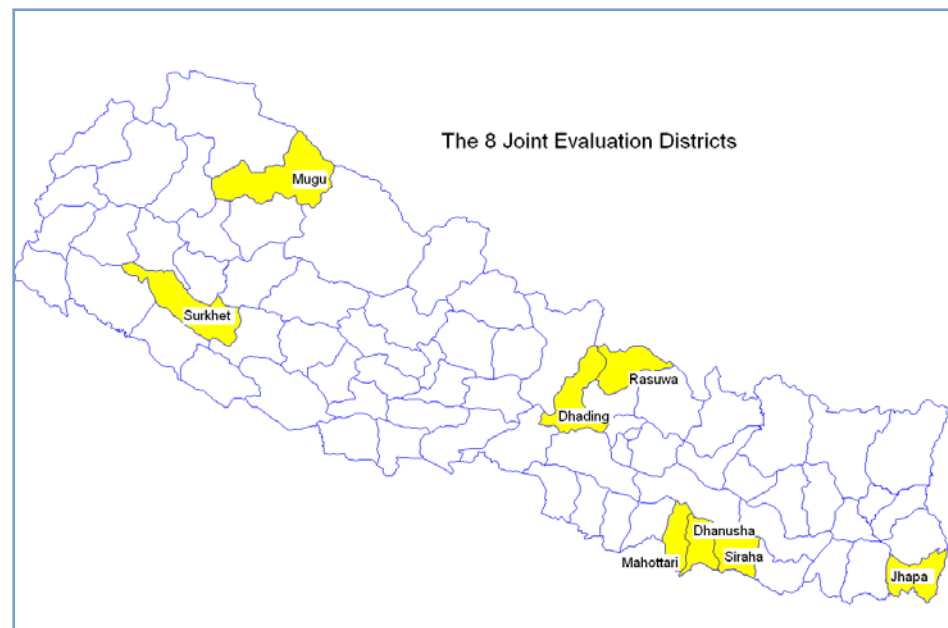
22   As given by Mr Lava Deo Awasthi, International Aid Section of MoE.

2.3.1.4 Choice of Stakeholders

A request was made to the MoE to inform the authorities in each District, as a matter of courtesy and evaluation protocol, of the purpose of the evaluation team's visit. A request was also made that five specified categories of stakeholders should be available to meet the team over a period of a few days. The specifications were as follows:

• As far as possible there should be equal male and female representation
• Schools with minority groups
• Community-managed schools
• Parents and teachers who live no more than half a day's journey away
• In each of the school groups, 3 or 4 schools should be represented.

The original intention was for the District Education Officer, or their representative, to issue invitations to the various groups of stakeholders. It was also proposed that the invitees should be called to the District Education Office if accommodation could be provided there. Remarks at the Inception Report seminar suggested (i) we should try to find invitees through more than one source; (ii) we should not use the office; (iii) we should include some school visits. Therefore, though it was necessary to make contact with the District Education Office the arrangements for inviting participants were made by a variety of people depending on the availability of officials. Resource Persons were commonly the main channel since one RP is located in a Resource Centre at the District HQ. In some places the discussions were held in schools and some school observations were also undertaken.

In practice, however, in the case of at least the three Terai Districts, word of the team's visit did not reach the District in advance of arrival. In the case of Dhading, Jhapa and Surkhet contact with the DEOs was made in advance by the team. Where the DEO was available at the Office, a schedule of discussions and one or more venues were arranged. In the Terai arrangements were improvised and a delayed start to formal enquiries was inevitable.

At the District level there were five pre-tested evaluation instruments one for each of the groups listed below. Table 3 in Annex 4a shows the targets for each of the first four categories. The targets were met in terms of numbers although sometimes more students were sent than strictly required. Annex 4c presents the list of those who participated.

• teachers,
• students,
• parents (as represented by SMC and PTA members),
• VDC and DDC members and NGOs,
• DEO and Regional Education Directors (RED).

The first three categories of stakeholders are fairly homogeneous and hence a focus group discussion was held where participants were free to have their voice heard on the various topics. Teachers, students and parents were not selected by the team. While a request was made for stakeholders from three or four schools - on occasions there were participants from up to 11 schools. Students were from classes 4 and 5 and ranged in age from nine to 15. Teachers were "sent" by the

Head Teachers at the request of the DEO or the responsible Resource Person. Parents on the SMC and PTA were in many cases Chairpersons and so participated on account of their position in the SMC or PTA.

The mixed group of VDC, DDC and NGO personnel presented more of a challenge since the interest of the NGOs is essentially different from that of the officials of the VDC and DDC. The VDC and DDV have very small staff populations hence the question of choice hardly arose - those who were available came. In the case of NGO selection – this was based on those NGOs which have bases in the District HQ and, like the VDC participants were available at short notice. In the event, at the District HQ the various personnel were well acquainted with each other. The approach taken was to hear from each group in a round-table discussion, while trying to cover the content of the evaluation instruments.

The DEOs, sometimes along with other District Education Office staff, each had a separate interview with the Team.

Participation

To some extent (and in the Terai Districts most noticeably), participants were not informed on time and, because of transport disruption, some arrived after the scheduled start of the discussion. The Team tried to ensure that the parameters were met for the number and category of invitees. Annex 4c lists all those met in the eight Districts and where possible identifies whether the person is from a minority, mainly Dalits and Janajatis. Female participants are identified through their names. More than 300 people were involved. Participation in the discussions was generally at a very high level with the discussions often going on well after the time allowed.

Different voices were heard by using a variety of techniques.
* By reiterating the need for a balance of participants including Dalit, Janajati, females and scholarship-recipients.
* By talking to quieter children informally after the big group meeting.
* In Jhapa, our female local consultant talked further with two female SMC/PTA members who had not spoken at all in the main meeting, including exploring the reasons why they had not done so.

We recognise that the study could not reach the most remote schools in some of the Districts. Two of the study Districts Mugu and Rasuwa, are mainly remote and mountainous, however, this does not fully mitigate the limited scope in terms of the inclusion of remote schools.

2.3.1.5 Preparation of the District Reports

A one-page guide was supplied to the Team members setting out the proposed format of the District Reports. This consisted of key facts regarding the District and also data from the five sources of information organised into three main themes:
* Equity and Access;
* Quality and the learning environment;
* Management issues including SMCs and flow of funds.

The Team developed five evaluation instruments and were familiar with the questions and likely probes to be employed. Annex 3b gives an account of the way the qualitative data was used and provides some of the material collected in the eight Districts.

2.3.1.6 *Triangulation*

Triangulation was used as a data analysis approach to cross-check findings from multiple sources. The triangulation approach began with identifying important issues from the literature reviewed in the inception phase. Core questions about these issues were then incorporated into the evaluation instruments. In this way, the findings from reports or interviews at the national level were compared to observations at District and school level. Similarly observations from quantitative data were interpreted by analysing the qualitative data collected in the eight District visits. Chapter 4 makes substantial use of triangulation by comparing the national strategies on access, equity and quality with the team's findings from interview data on the implementation of these strategies in the selected Districts.

2.3.2 Secondary Data Sources - Literature Review

The secondary sources of data for the Joint Evaluation consisted of background documents. These included the EFA core documents, annual DoE Status Reports, the Mid-Term Review (MTR) Report, reports from the Formative Research Projects (FRP), flash reports and reports for the annual EFA Joint Review Missions. A full list is contained in Annex 5.

Annex 3a presents a brief consolidation and analysis of data drawn from the Flash and Status Reports of the DoE. The results of these analyses are used mainly in Chapter 3 to summarise the overall sector progress.

The vast volume of reports mostly in soft copy provided information for the evaluation questions, correctives on our observations[23] and an appreciation of the complex context for the EFA Programme. The documentation of the formulation and progress of the EFA 2004- 2009 Programme is impressive in both scale and scope. A line of development of thinking can be traced from the EFA National Plan of Action II, through the Core Document to the Annual Status Reports of the DOE and the Annual Strategic Implementation Plans (ASIP). In addition there have been three independent examinations of the Programme – the Mid- Decade Assessment of EFA (MDA), the Mid-Term Review of the EFA Programme 2004 – 2009 and the work of the Technical Review of School Education (TRSE).

Some of the main themes from the previous studies are highlighted below.
• The MTR
  – Major gains have been achieved particularly in the area of access to schools. The improvement of quality aspects continues to be a matter of great concern.

---

23 For example, woman teachers were present in most schools we visited, but we know from statistical and research evidence that is not the case everywhere – a good example of triangulation.

- A simpler approach is needed to decentralisation, as expressed in arrangements for training, the developments of School Improvement Plans and the financing mechanisms to support the policy.
  - The weak capacity base at the district has not improved hierarchical account ability to the community as expected.
- The MDA
  - The trend towards achieving the ECD goal for EFA is remarkable but there are regional differences regarding the growth of GER and major concerns relating to quality of ECD provision.
  - There is a need to develop a consensus regarding the scope and coverage of life skills education and its priority in the EFA programme.
  - There is neither a comprehensive policy for delivering mother-tongue primary education nor policies for teacher recruitment and deployment to support primary education in mother tongue.
- The FRP and other key research
  - These provided a wealth of qualitative information relating to the reality existing in schools and communities and of children facing different kinds of disadvantage and exclusion. Particularly useful was information on school environments, inclusive education, multi-lingual contexts, dimensions of quality and school support and supervision.

It is noticeable that documentation has only in the last couple of years become concerned with quality of student outcomes – there are more students but have they achieved more? This is perhaps not surprising since, as has been the case in many other countries during the phase of rapid systemic expansion, there was an initial focus on the delivery mechanisms including decentralisation and on incentives to enrol and attend.

2.4 Limitations of the methodology

2.4.1 Availability of stakeholders

In principle, the approach taken allowed for wide and frequent participation of those at the centre - both the MoE and the DPs. However, the Joint Evaluation began as the MoE and the DPs were preparing for the Joint Consultation Mission of the EFA/Secondary Education Support Programmes[24]. This was followed almost immediately by the Pre-Appraisal of the School Sector Reform programme[25]. Inevitably, senior officials of the MoE and some of the DPs were not available in the period the Team had set aside for discussion with stakeholders in and around Kathmandu, namely the period following the Inception Workshop and the scheduled start of the District Fieldwork. As Annex 6 shows, interviews with GoN organisations continued to the end of December.

Part of the approach was to feed back preliminary evaluative findings to the key stakeholders (the MoE and DOE) with a view to further deepening understanding of the effectiveness and efficiency of the EFA programme in achieving the intended outcomes. The timing of the assignment did not allow such refinement.

---

24 26 – 28 November, 2008.
25 December 1 – 16, 2008.

2.4.2 Time constraints

The "illuminative" style of evaluation works best if there is sufficient time for the evaluators to build sufficient confidence in the participants that they are willing to be reflective and self-critical. The planning, including the development of evaluation instruments and logistics for the District visits took almost one month from mobilisation. On reflection, this period was too long in relation to the actual District field work which was completed in about nine days plus a further week for writing and sharing within the Team. However, there was a contractual requirement to share the research approach and to wait for feedback. There was valuable feedback from participants at the Inception Report Seminar and even after the field work had started. The field work could not be delayed since the international consultants' time in Nepal was already fixed.

2.4.3 Threats to validity of the evaluation caused by the availability of key respondents and time constraints

The findings of this evaluation depend substantially on the qualitative data collected through the evaluation instruments from various stakeholders. The quantitative data used originates, though not in a consolidated form, from official sources. It provides the national picture and when disaggregated into District tables, anchors the District within the national picture. Insights from the qualitative data need time to emerge and be moulded into findings which may assist in the interpretation of, for instance, national or District trends in the EFA Indicators. The overall lack of time for the evaluation meant that the post-field work debriefing of the three sub-teams may not have extracted all the messages from the eight District case studies. Field notes of interviews conducted in Nepali had to be rapidly translated into summary bullet points so that the international consultants could have access to those studies in which they did not participate.

Another effect of the shortage of time was the lack of control over the composition of the various groups of field stakeholders and the short time available to hold penetrating discussions. While more than 300 field stakeholders were consulted, the Team cannot be certain that those 300 were truly representative of the stakeholders at that level. For instance, time did not allow for travel beyond the immediate surroundings of the District Headquarters to reach really remote schools.

Once the data sets were available the task of interpretation began. The main focus of this evaluation was to analyse the evolution of the EFA programme. The vast quantity of secondary data was used as the background for the analysis and was compared against the implementation witnessed in the data sets as a form of triangulation. For this process to be really effective in generating findings which can be located within the implementation of the EFA programme would require substantial time and discussion among the evaluation Team. Unfortunately, the team broke up immediately after the drafting of the District Case Reports and had to depend on limited email contact thereafter.

The Team was supplied, before mobilisation, with detailed documentation. However, appreciation of the complexity and scale of the EFA programme grew as the Team prepared the Inception Report and developed the evaluation instruments. It had

been the aim to share with central level officers of the Ministry of Education and the Department of Education our developing understanding of the progress of the EFA Programme in order to achieve their perspectives on the progress, strengths, weaknesses, successes and failure to date. Only short discussions were possible after the field work. No feedback on the field work was possible.

Inter-District reliability was to some extent assured since the same evaluation tools were employed and a shared understanding of the aims of the investigation existed across the three sub-teams. Further triangulation was carried out by comparing the findings from some of the Formative Research Studies to judge whether our findings were consistent with previous studies.

In summary, there are some reservations concerning the validity of the findings, based as they are, on small numbers of stakeholders whose representativeness was not in the control of the Team. A second concern is that the findings could not be tested out with central level and District level officers in order to uncover different interpretations. On reflection, and given the time constraints on the evaluation, the number of Districts could have been restricted to five or six, thereby allowing more time in some Districts and the possibility of reaching a couple of remote communities.

While our approach has, we believe, allowed us to come to conclusions on the effectiveness and efficiency of the EFA Programme in achieving the intended outcomes, it has not been possible to come to firm evidenced-based conclusions on the impact of the EFA programme on students' learning achievement or on economic growth or on poverty reduction. These are all long-term "results" sought from an investment in primary education.

3. Progress towards Goals and Objectives

3.1 Introduction

This chapter presents overall progress in the basic education sector and achievements during the period of the EFA programme. It draws on an analysis of available statistics as well as qualitative information collected through the evaluation process. Annex 3a contains definitions of the key indicators and tables to give more detail on key indicators. Annex 3b provides a short account of the ways in which the qualitative data from the eight study Districts was recorded, analysed and synthesised, a selection of the qualitative data as well as a summary of the qualitative findings on the study stakeholders' perceptions of key changes.

3.2 Progress against Programme Targets

The table below shows the key indicators for the EFA Programme and compares the targets for 2008 with actual achievement for each indicator.

Table 3.1 Comparison of Key EFA Indicators, Targets and Achievements

Indicators	2008 Target	2008 Achievement
Gross Enrolment Rate of Early Childhood/Pre School	51	63.4
Percentage of New entrants at Grade 1 with ECD	60	36.2
Gross Intake Rate at Grade 1	110	147.7
Net Intake Rate at Grade 1	95	83.1
Gross Enrolment Rate (Primary)	104	142.8
Net Enrolment Rate	96	91.9
Percentage of Gross National Product channelled to Primary education sub sector	2.3	2.0
Percentage of Total Education Budget channelled to Primary education sub sector	60	70
Percentage of teachers with required qualification and training	99	67.1
Percentage of teachers with required Certification	99	90
Pupil Teacher Ratio	37	43.8
Repetition Rates Grade 1	10	28.3
Repetition Rates Grade 5	3	7.3
Survival rate to Grade 5	85	73.4

Indicators	2008 Target	2008 Achievement
Percentage of Learning Achievement at Grade 5[25]	40	60
Literacy Rate Age Group 15-24	82	80
Literacy Rate Age Group 6+ years	76	72
Adult Literacy Rate (15+ years)	66	63
Literacy Gender Parity Index (15+ years)	0.9	0.84

Source: DOE Communication March 2009 for the 2008 data and EFA Core Document, page 12 Table 1.

Key observations are as follows.
- Only in the case of the Gross Enrolment Rate (GER) in Early Childhood Development (ECD) is the achievement running in advance of the target.
- In the case of teachers with both qualifications and training, the 67.1 % achievement does not include another 20% who are partially trained and who are in the process of completing their training.
- The high gross intake ratio and gross enrolment ratios[26] indicate that children are not starting school at the right age or are repeating classes.
- The good achievement in ECD enrolment is not yet fully reflected in the reports of new entrants with ECD experience.
- The student teacher ratio, often taken as a proxy for quality of inputs in education, remains about 18% above target. There are more students and more teachers but not enough teachers to match the growth of student numbers.
- Repetition rates are nearly three times higher than the targets at both Grade 1 and Grade 5.
- Survival rates to Grade 5 remain below targets.
- Literacy rates are within a few percentage points of targets.
- While the targets have not been met in most cases there are clear signs of improvements over the life of the Programme.

The discussion below explores further progress on the overall sector level on access, equity and quality outcomes. For access and equity, use is made of the relevant programme indicators above, but additional data has been used to further explore gender and equity issues, which seem to be inadequately captured in the EFA Programme targets. Whilst there are some gaps, there is sufficient available quantitative data on access and equity outcomes to draw clear conclusions. With regards to quality, there is a lack of data on the ultimate outcomes of education (i.e. the successful learning of girls and boys across different socio-economic and geographic groups across key subjects and skills areas) and also of any composite measure of school-level 'quality'. In the absence of these, proxy indicators have had to be used to draw some overall conclusions, including some of the targets and indicators included above that are related to quality inputs and processes. Others of these input and process related indicators are referred to further in the relevant sections of Chapters 4-6.

---

26 This information comes from the Flash Reports. Concerns arise over the validity of this data from the persistence of very high gross intake and enrolment rates at national and District levels even after the successful ECD programme which ought to have reduced markedly the "baby" classes traditionally counted as Grade 1.

3.3 Progress on Access and Equity

The trends and indicators of progress towards improved access and equity, includ-
ing the specified EFA Programme targets, are summarised as follows:

- **Overall Primary Enrolment Numbers** have increased markedly from
  4,025,692 to 4,782,313, an increase of 19%[27]. The pattern of enrolment
  growth was found to be similar in all eight study Districts, though growth was
  more pronounced in Mugu and Rasuwa (the two mountainous Districts) than
  in others. In all eight Districts there was a strong perception amongst the
  range of stakeholders that overall enrolment numbers have increased.
- **Net Intake Rate (NIR)[28]** at Grade 1 has increased steadily and now 83% of
  children are enrolling in school at the right age. However, NIR remains almost
  12% below the target of 95%.
- **Primary Net Enrolment Rate (NER)[29]** has increased considerably from 83.5
  in 2003 to 91.9 in 2008. Stakeholders in the eight Districts strongly agreed
  that a higher proportion of children are now enrolling in primary school. How
  ever, again, this is below the target rate of 96%.
- **Gross Intake Rate at Grade 1[30]** has grown markedly from 126% to 148%
  in the five years of the EFA programme, whilst Primary Gross Enrolment Rate
  (GER)[31] has remained high for boys and girls. These figures suggest that there
  continues to be substantial under- and over-age enrolment. There is no
  national data from which to ascertain the relative significance of over-age
  and under-age enrolment, however the district studies suggested that both
  phenomena are common in certain circumstances. This finding reflects a
  common situation when education systems are still in a period of rapid
  expansion and is in one sense a positive reflection of the successful drive to
  enrol and include more children. That said, it nevertheless indicates a chal
  lenge for the future in improving efficiency and right-age enrolment to achieve
  the 110% target and eventually reduce towards 100%.
- **The Gender Parity Index (GPI)[32]** for all types of primary school has risen
  from 0.83 in 2003 to 0.98 in 2008. The GPI for the primary NER shows a
  steady improvement from 0.87 in 2003 to 0.97 in 2008. Encouragingly, the
  data for the sample eight Districts shows that those that formerly had the
  worst GPIs, whilst still lagging somewhat behind, have made the most dramatic
  improvement. (While the GPIs started out in 2003 in the range 0.57 – 0.99,
  they are now clustered in the 0.9 to 1.01 range). The quantitative data was
  very much backed up by the perceptions of stakeholders in all eight Study
  Districts that girls' enrolment has much improved in recent years[33]. The lack
  of a clear target for GPI was a weakness in the EFA programme, given the

---

27 Enrolments peaked in public schools in 2005 then fell back in 2006 and 2007 to recover to above 2005 levels in 2008. One
   possible explanation is that the 'Welcome to School' Campaign brought in a surge of newly-enrolled children, but that these levels
   could not be sustained.
28 **Net Intake Rate (NIR)**: this expresses the percentage of students in grade 1 of official entry age to the number of children of official
   school entry age.
29 **Net Enrolment Rate (NER)** is the number of children of official primary school age who are enrolled in primary education as a
   percentage of the total children of the official school age in the population.
30 **Gross Intake Rate (GIR)** gives the total number of children in Grade 1 as a percentage of the total number of children of the official
   age of Grade 1 entry.
31 **Gross Enrolment Rate (GER)** indicates the total number of children enrolled in a specified stage of education as a percentage of
the total number of children in the official age group for that stage.
32 **Gender Parity Index (GPI)** reflects girls' level of access to education compared to that of boys. A GPI of less than 1 indicates that
   there are fewer girls, in proportion to the appropriate school-age population, than boys. The Gender Parity Index (GPI) is calculated
   by dividing the female Gross Enrolment Ratio by the male Gross Enrolment Ratio for the given level of education.
33 The GPI for the GER suggests that more girls than boys are enrolling at younger or later ages, most probably this reflects the recent
   opportunities that girls have had to access scholarships and enter school for the first time.

emphasis given in the core document to gender equity. Ironically, had such a target been set, it seems very likely it would have been achieved.

- **Enrolment rates of Dalits and Janajatis** have not been systematically tracked from the beginning, as they were not identified as specific EFA programme targets. However, there are now attempts to better disaggregate information by caste and ethnicity (made possible by the development of a more meaningful and manageable classification system), which will make this possible in the future. The available Flash data indicates that over the past five years the enrolment of Dalits has increased substantially. GPI for Dalits is comparable with the general trends[34]. Enrolment of Janajatis has, likewise, increased substantially from less than one million to almost 2 million in 5 years, with near gender parity. However, it is noted that a number of research studies[35] show considerable variation in the educational status of different Janajati groups and for some of the most marginalised Janajati groups, enrol ment rates remain very low. These general trends were strongly perceived by stakeholders across the eight study Districts and seen to be a very recent change that is a direct result of the EFA programme.

- **Enrolment of Other Disadvantaged Children/Out of School Children** - A calculation based on the NER suggests that 8.1% of primary age children remain out-of-school. In addition there are the children who are officially en rolled but have dropped out, or are failing to attend regularly. There are no national statistics to show what the progress has been in the enrolment of disabled children, or children facing specific difficult circumstances (e.g. ex treme poverty, child work, the impact of conflict, migration, trafficking or HIV/AIDS). However, a range of studies suggest that these children constitute the vast majority of those who still do not have access[36]. Slightly more out-of-school children are girls than boys; Dalits and disadvantaged Janajatis are also over-represented. This 'hard core' group of children can be found in every District but are mainly concentrated in the Mid-Western Region, the re mote mountains and the Mid-Terai. The data is not available to show what proportion of these children are being reached by effective alternative provi sion, but this is clearly inadequate to meet the needs.

- **Survival Rate to Grade Five[37] and Transition to Lower Secondary**. Primary survival rates have not shown a consistent improvement, and drop-out rates of both girls and boys remains a key concern. The evaluation study sam ple suggests considerable variation across Districts (only around 50% in Dhanusha, Mohattari and Siraha but almost 100% in Jhapa and Surkhet). Many children who do complete Grade 5 do not continue into Lower Second ary, at which point gender and socio-economic gaps widen markedly.

- **Repetition Rates[38]** have decreased by 9 percentage points over the past decade but by only 3-4 percentage points since 2005[39]. Rates overall do not vary significantly for girls and boys. They continue to be higher for Grade 1, for which they have fallen from 35% to just below 30%. These are clearly

---

34 This is in encouraging contrast with the finding of the BPEP II that *"the measured improvement in overall access has not demonstrated that BPEP II has had a strong impact on the attendance of vulnerable groups, including Dalits and girls"*.
35 E.g. the Gender and Social Exclusion Assessment.
36 Of course the overlap is large between extreme poverty and multiple social disadvantages.
37 **Survival Rate**: the percentage of students who, having started in grade 1 go on and finish grade 5.
38 **Repetition Rate**: the percentage of students who are retained in a grade for a second or more year.
39 It is noted that this slow decline in repetition rates is despite encouragement of 'more liberal grade promotion' over the EFA programme period.

disappointing outcomes, likely pointing to poor quality (discussed further below) and clearly thwarting efforts to improve educational efficiency.

- **Enrolment in ECD Programmes** Gross enrolment of children in ECD programmes has risen spectacularly to 63.4%, exceeding the target of 51%. Meanwhile, however, the proportion of students in Grade 1 that have previously had some experience of an ECD programme, whilst it has risen substantially from 11% in the first year of the EFA Programme to 36% in the present year[40], remains below the 2008 target of 60%. Again, there is considerable variation across Districts, for example almost two-thirds of Grade 1 students in Dhanusha were reported as having an ECD background in 2008, whilst this figure was only a quarter in Mugu and Rasuwa. It is also pointed out that there may be some weaknesses in the indicators being utilised, since they do not give any indication of which children are accessing ECD, or of quality or age-appropriateness.

3.4 Progress on Quality

Direct statistical evidence of improved quality is less clear than for access. The key direct indicator of the quality of education is that of student learning and development outcomes, ideally across a range of subjects and areas (not just the academic). However, unfortunately, there has been no longitudinal measurement of such outcomes in a form that can provide a basis for a scientific judgement[41]. The only figure available, on Grade 5 examination pass rates, shows an achievement of only 40%, way below the quite modest target of 60%. The progress on literacy in the 15-24 age range, as compared with that of all over 15-year olds, suggests some impact of primary education in the acquisition of at least basic literacy. The slight improvement of retention, repetition[42] and drop-out rates might suggest some improvement in quality. However the fact that these remain high suggests that much still needs to be done. In the eight study Districts, perceptions of quality changes were mixed. There was a general perception of some improvements in some schools but at the same time quite a widespread feeling that these have not been as far reaching as might have been hoped. It has now been recognised that there is a need for a set of school quality indicators that could be used for (among other things) achieving a more comprehensive assessment of progress. This has been the topic of much discussion between the MoE and donors and these indicators are now under development for the SSR. In the absence of school quality indicators at the current time, some indication of sector-level progress can be gleaned from data on delivery of inputs that contribute to quality[43], summarised below.

- Teachers: 90% are either fully or partially[44] trained, which is a good achievement but still below the target of 99%. A crude calculation using the current

---

40 The data does not disaggregate by age, gender, caste, ethnicity or poverty level, which is a significant weakness given that ECD Programmes were intended to be targeted to the most disadvantaged children and communities.

41 In 1997 there was a national assessment of learning outcomes which used Grade 3 students. In 2001 there was an assessment of Grade 5 students in five subjects: maths, Nepali, English, Social studies and science. In 2007–08 3 the same 5 subjects were chosen for assessment for Grade 5 students. The study claims some improvements in these subjects; however, there is a lack of a test item bank to ensure valid, longitudinal comparison.

42 A problem with using repetition rates as an indicator of quality is that, over the period of the EFA programme, there has been a trend towards a 'liberal promotion' policy, in an attempt to improve efficiency and reduce over-crowding in the lower grades. (In Mugu, some teachers felt that this policy should not be implemented because it would result in so many children progressing through the grades without any grasp of basic skills and would in some sense 'mask' poor quality rather than solve it).

43 As is discussed further in Chapter 4, achieving educational quality is much more than delivery of a package of inputs. It is recognised that the data presented here therefore gives an incomplete picture.

44 See Chapter 5 for more detail on definitions of levels of training.

and target student teacher ratios (STR) suggests that 19,300 additional teachers are needed to achieve the desired STR. However in reality this figure might be higher given the minimum teacher requirements of small schools in remote areas. The female teacher:school ratio has increased from 1.2 per school in 2003-04 to 1.4 per school in 2007-08 and 1.8 per school in 2008-09[45]. There is still a gap between the qualification and skills levels of teachers across Districts and between urban and rural areas.

- STR and Class Sizes: Teacher numbers have been increasing but student enrolments have more than kept pace, therefore the overall primary STR is higher at the end of the Programme (43.8:1) than it was at the beginning (39.7:1). However, this national figure masks considerable variation between Districts (for example only 23:1 in Rasuwa by comparison with 73:1 in Mahottari) and within Districts (varying from 10:1 to 50:1 for a random sample of schools in Dhading). There are also variations within Districts, for example class sizes are often over 40 in urban areas of Mugu, but in remote areas average only 15.

- Physical Facilities have considerably expanded. This was the case both nationally and in all eight study Districts. As can be seen from Table 3.2, in the first year only 38 Resource Centres had improved environments though the pace accelerated so that in subsequent years between 2251 (7%) and 3273 (11%) schools had their environments improved. This has resulted in 7934 schools (27%) out of a total of 29,220 primary schools being improved since 2004.

Table 3.2 Physical Facilities Constructed and Renovated

Activities	2004/5	2005/6	2006/7	2007/8	Total
Number of new classes constructed	1000	3785	4500	4670	13955
Number of classes rehabilitated	1036	1818	1911	1846	6611
Improved school environment with latrine, drinking water, fence	38[46]	3273	2251	2372	7934

Source: Flash Report 2004-2008

- Text Books According to the research carried out in the District studies, textbooks are reaching more students and procurement/delivery has become more timely. However, again there is much variation between and within Districts.

Chapter 4 will proceed to explore the policies and strategies that have been implemented under the EFA Programme in order to achieve the intended improvements in access, equity and quality; and seek to make linkages between these to the actual progress as has been summarised above.

---

45   First Draft Status Report V4, 2007/8, page 33.
46   Resource Centres (RCs)

4. Access, Equity and Quality

4.1 Introduction to Access, Equity and Quality Strategies under EFA

This chapter presents findings in relation to the strategies implemented under the EFA programme to ensure equitable access to education and to improve the quality of basic education, thus help to achieve Objectives 1 and 2 of the EFA Core Document. Following a presentation of the strategies, these are analysed in turn. The first main focus has been on the efficiency of their implementation and on their effectiveness in achieving the changes that they set out to achieve. In some cases, discussion of effectiveness leads on to reflection on the relevance of certain strategies for the context. A consideration of the implementation costs and challenges in relation to the outcomes produced, has enabled the drawing of some tentative conclusions about cost-effectiveness and sustainability of each strategy. Finally, overall progress is summarised and it is attempted to identify the relative significance of each strategy and its contribution to progress as a whole. Then the enabling and inhibiting factors that have affected overall implementation efficiency and effectiveness are explored.

4.1.1 Access and Equity Strategies

The Core Document states that

"For the purpose of the EFA Programme, the term 'marginalised groups' includes Dalits, girl children, ethnic minorities, linguistic minorities, children from indigenous groups, children with disabilities, working children, street children, conflict- affected children, calamity-affected children, children from remote regions, poor children, children with parents in prison, children rescued from trafficking and children of migrant parents. In addition, location specific definitions of disadvantaged groups will be used".

Annex 8 gives a more structured and expanded summary of the key, inter-related dimensions of inequity and social exclusion that were kept in mind whilst evaluating the access and equity strategies employed. Table 4.1 presents a range of access/equity- related barriers (both on the demand and supply side) that disadvantaged children face, coupled with an introduction to the key strategies that have been undertaken in the EFA Programme to address these[47].

---

47 Whilst the list of strategies is drawn directly from the Core Document, the table itself, linking barriers to strategies is a construction of the consultant.

Table 4.1 Key strategies under EFA 2004-9 to address access and equity issues

Barriers	Overall Strategy
Poverty and the Costs of Education (indirect and opportunity costs, health and nutrition)	*Free primary education and incentives to overcome indirect and opportunity costs*

Core Document:
"Free Primary Education will gradually be made compulsory and provisions for scholarships will be made for Dalits, disadvantaged ethnic groups, girls, children with disabilities and economically disadvantaged children".

Specific Interventions and Programmes

Free Primary Education
• Primary education has continued to be free of direct (tuition) fees for all children.

Scholarships and Incentives
• Targeted scholarships to reach all Dalits and 50% of girls in each district- originally 250 Nepalese Rupees (NPR) per annum (pa), raised to 350 NPR pa (now around $5) in 2007. Also targeting of other disadvantaged children, depending on district situation.
• Scholarships for disabled children from 500 NPR to 1500 NPR p.a. (to provide an additional incentive for their enrolment and in recognition of possible extra costs of care and education).
• Schools were to receive scholarship funds according to their reporting (through SIPs) of student enrolment numbers.
• Selection of children for scholarships to be undertaken through a transparent process, involving community participation.
• Schools encouraged to go further if possible and provide the poorest children with other incentives such as free school uniform, snacks and stationery, with the support of VDCs and NGOs.

Free Text Books
• Free core text books (for five subjects in each of the five primary grades).
• Books to be purchased by schools using SIP funds based on student enrolment numbers.

Targeted School Feeding and Nutrition Support
• World Food Programme (WFP) vegetable oil scheme and various local schemes (some NGO supported) to provide a morning or lunchtime meal or snack to students.
• School feeding and 'food for education' programmes.

Table 4.1 continues..

Barriers	Overall Strategy
Lack of female teachers and teachers from disadvantaged groups, acting as disincentive	*Attracting and appointing female teachers and teachers from disadvantaged groups*

Core Document:

Strategies to increase the number of female teachers and those from disadvantaged groups are emphasised in the Core Document (under Component 6 on Gender Equality)

Specific Interventions and Programmes

- Direct support to School Management Committees (SMC) to give greater priority to appoint women teachers.
- Increasing the pool of such teachers by prioritising them for training under the Asian Development Bank (ADB) Teacher Education Project (TEP) and promotion of teaching to girls in the School Leaving Certificate (SLC) year.
- Districts encouraged to work towards the target of at least one woman teacher in each school, at least two in schools with more than five teachers in total and at least three in schools with more than seven teachers in total.
- School to receive a financial incentive of an additional 500 NPR per woman teacher on the staff.

Barriers	Overall Strategy
Physical Access (Lack of schools in remote areas, facilities for girls and disabled children, no access to secondary levels reduces incentive to complete primary).	*Expanding access through new schools and facilities, with attention to equity concerns*

Core Document:

Gives considerable priority to this area. It expresses the intention to take account of the needs of disabled children, girls, female teachers etc. Expansion was to be based on 'school mapping' to determine needs according to population distribution, and priority given for new schools in disadvantaged communities that have previously had no provision. The proportion of girls and Dalit children already enrolled was envisaged as a 'strict criterion' for the selection of schools for new classroom construction.

Specific Interventions and Programmes

Expansion of Facilities for Primary Schools
- Primary school construction, including multigrade schools, focusing on under-served areas
- Construction of new classrooms
- Construction of latrines (separate for girls and boys)
- Provision of basic school furniture
- Water pumps and tanks
- Playgrounds and boundary walls

Expansion of Lower Secondary Opportunities
- Parallel activities through Secondary Education Sector Programme (SESP) to expand access to Lower Secondary School (LSS) in disadvantaged districts

Table 4.1 continues..

Barriers	Overall Strategy
Social–cultural/attitudinal barriers (e.g. gender or caste-based discrimination, early marriage, beliefs about disabled children)	*Campaigns and enrolment drives in partnership with VDCs, SMCs, PTAs and NGOs*

Core Document:
'Social Mobilisation Programme'.

Specific Interventions and Programmes
• Envisaged to include a range of activities to advocate the benefits of education and the right to education for all children, as well as to mobilise communities to seek to bring all children in the catchment area into primary school, as well as ECD centres, NFE classes and adult literacy programmes. • To raise awareness on a wide range of issues (education rights, child development, gender equality) and targeted to disadvantaged groups. • In 2005 a larger scale campaign "Welcome to School' was implemented nationwide (but with district level planning according to need), aimed at bringing large numbers of un-enrolled and dropped-out children back into school or into NFE programmes. • Rewarding of schools for girls' enrolment (100 NPR per girl child per year).

Barriers	Overall Strategy
Disabled children and other very disadvantaged/marginalised children denied access due to lack of response to their special needs or specific life circumstances.	*Moving towards 'Inclusive Education'*

Core Document:
Disabled children have special mention due to very low enrolment rates (less than 25% in 2001). Prior to EFA 2004-9, the main approach to educating disabled children had been through special units attached to mainstream schools, with District Assessment Centres to support schools and teachers with assessment of children's special needs. The Core Document outlines a gradual move towards an inclusive approach for all (identifying 13 categories of children).

Specific Interventions and Programmes
• Maintain the existing district Assessment Centres and the special units, but gradually give these a wider role in supporting larger numbers of children to be educated in mainstream classes through an "Inclusive Education" approach in all schools. • Long-term aim is to support every school to more successfully include all children with particular learning needs and difficulties 'whatever the cause'.

Table 4.1 continues..

Barriers	Overall Strategy
Poor children starting off at a disadvantage, entering school late and dropping out before completion - leading to youth and adults whose basic education rights have not been met.	*Targeted flexible provision to assist entry into, compliment, replace, or consolidate, primary schooling*

Core Document:
ECD, Non-Formal Education (NFE) and Adult Literacy sit under 'access' in terms of the three Objectives, but are also programme components in their own right, since they correspond to EFA Goals. **ECD**: A distinction is made between 'school-based (pre-primary) and 'community-based' ECD, but both essentially conceptualised as a programme of specific activities to support 3-5 year olds' development, operated in a 'centre' and led by a 'facilitator'. ECD is seen as 'a means of accelerating the internal efficiency of primary education" (prepare children for Grade 1, reduce repetition rates in the early grades of school and reduce under-age enrolment in Grade 1) and is "instrumental for the social, emotional, intellectual and physical development of children in a balanced manner". NFE and Adult Literacy: The Core Document sets out a similar and linked approach for these two components. In both cases, the emphasis is on flexibility and responsiveness to local contexts, based on district level data collection and needs analysis.

Specific Interventions and Programmes
Early Childhood Development (ECD) Programmes • To expand the numbers of ECD centres in operation, especially in the poorest communities. • Implementation through cost-sharing with communities and the support of NGOs. • Training of facilitators to "include concepts of special needs and inclusion". **Alternative Schooling (Primary Level) and Adult literacy/Basic Education/ Skills Programmes** • NGOs and local bodies to have responsibility for NFE and literacy programmes, with technical backing from the NFE Centre. • Local bodies responsible for establishing Community Learning Centres for continuous learning, with links made between these and RCs to allow for technical support by RPs. • Funds to be granted to VDCs on basis of their proposals in their Village Education Plans. • 23 districts specially targeted (those in the Mid-West and Mid-Terai). • Programmes for out-of–school children to focus on street children, rural girls, other marginalised children and children with disabilities. • Programmes to be locally targeted, use local languages where possible and link children back into primary school through an equivalency testing system. • Programmes for adults likewise to be demand-driven, locally targeted, focused on women and disadvantaged groups and in local languages. As far as possible, they were also to be linked to income generation and other community development and 'empowerment' activities.

A quick assessment of the strategies as presented in Table 4.1 suggests that they are broad and comprehensive, comparable with those being implemented through other similar education sector programmes in Asia and matching well the key bar-

riers that have been identified in the Nepal context. However, direct strategies to address the impact of the conflict, as well as certain social issues including migration and HIV/AIDS, are perhaps less strongly articulated than might have been expected.

4.1.2 Quality Strategies

As was introduced in the previous chapter, in the absence of clear quantitative indicators of improved learning, the focus of the evaluation has been on unravelling evidence on the progress of quality-related inputs and processes. The strategies that are focused upon are those stressed in the Core Document[48]. Table 4.2 summarises these quality strategies, shows how they are articulated in the Core Document and juxtaposes them with stakeholder comments in response to the questions 'what makes a good school?' or 'what is quality education?'.

Table 4.2 Key strategies under EFA to address quality issues

Effective Teachers	Strategies
The **Core Document** recognises that effective teachers are at the centre of quality education.	Teachers to be trained and supported in order to: • Become knowledgeable in the core subjects of the curriculum. • Implement activity-based child-centred teaching/learning methods. • Understand and support inclusive education and differentiated teaching. • Respond to and support diversity in the classroom.

Perspectives of evaluation District study informants on effective teachers' characteristics
Students • Regular teaching • Feedback on homework • Teachers ask questions, wait for answers, respond to answers and allow children to interact • Joyful learning *DEOs* • Teachers who are devoted to their task • Students are put first in the entire learning process • Sympathy for students problems and weaknesses • Students have the chance to solve problems and work in groups *RPs/Teachers* • Good quality education is not just about academic learning; it also means good health, hygiene, self sufficiency and creating good citizens. • Children can work to their own ability *SMC/PTA members* • Schools focus on an increase in knowledge • Education is provided by trained teachers • Teachers give clear instruction and allow chance for interaction • Teachers co-ordinate with each other to give regular homework without overburdening students

---

48 This not only includes '5 Basics of Quality' that are included in the actual section on 'Quality' in the Core Document, but also additional elements that are separated under other components (gender, linguistic minorities) but nevertheless appear to fit under the broad quality objective.

Table 4.2 continues..

Effective Curriculum, Text Books and Instructional Materials	Strategies
Under other components of the **Core Document** (learning needs, gender, linguistic rights), it is further stipulated that "the curriculum will be gender-sensitised, life skills will be integrated and civic education emphasised" and that "the curriculum will respond to cultural diversity and local contexts".	• New primary curriculum. • Up to 20% of the new curriculum is a 'local curriculum' that can be developed according to local need. • Continuous Assessment System (CAS) to be scaled up to Grade Five. • New text books to support new curriculum. • Policy on mother tongue use and Bilingual Education pilots. • Development of school libraries and computers. • SIPs as a funding modality for text books and other resources.

Perspectives of evaluation District study informants on definitions of effective curriculum, text books and instructional materials

Students
• Extra curricular activities, games and sports and provided
• Adequate learning materials
• Curriculum is delivered through the medium of English

SMC/ PTA members
• Attention to student's learning problems
• Education is useful to students' future

Mother Tongue and Bilingual Opportunities	Strategies
The government sees provision of basic education in the mother tongue as so important that it is included as an additional EFA Goal and thus as a distinct programme component in the **Core Document**. The rationale is primarily to ensure meeting the political and civil rights of Nepal's linguistic minorities. It is also recognised that mother tongue provision can enhance children's learning and interest in education by supporting their self esteem and sense of positive identity and that a child's language and culture should be 'seen as an important resource for learning'.	• The Core Document states that 'programmes that provide education in mother tongues will be encouraged in order to increase access for children from diverse linguistic groups'. • As yet, there is no actual policy on mother languages in education and, notably, no discussion on the Nepali learning needs of children who do not have Nepali as their mother tongue (i.e. the need for oral understanding before literacy). • Development by the Curriculum Development Centre (CDC) of the new curriculum and text books in some of the larger minority languages. • Bilingual Education Project supported by Finland (piloting Bilingual Approaches in a number of priority districts). • A range of smaller NGO-supported projects. • Complimented by the attempts to develop local curricula and recruit teachers from minority language groups.

Perspectives of Evaluation District Study Informants on their preferred language of instruction

Students
• Curriculum is delivered through the medium of English
• We would learn Tamang alongside Nepali

SMC/ PTA members
• A strong focus on the English language

Table 4.2 continues..

School Management and Improvement	Strategies
The **Core Document** states: "SIP is a tool for improving access, quality and management of educational processes at the school and community level and a planning mechanism to prioritise schools' human, financial and material resources to achieve the optimum possible outcomes"	• Implementation of School Improvement Planning. • Improved involvement of community members in school management, including monitoring of teacher and child attendance Target class sizes – STR of 40:1 in primary classes. • More strictly implement government directives on school hours.

Perspectives of evaluation District study informants on the meaning of school management and improvement

SMC/PTA members
• Parents love and care for the school
• Communities check on teacher attendance
• Teachers attend regularly

Conducive Learning Environment	Strategies
In the **Core Document** it is recognised that this is not just the physical environment but also the social environment and 'ethos' of the school, including the equitable and non-discriminatory treatment of all children. Particular terms that are used to describe such an environment include "child-friendly", "girl-friendly", "equitable", 'inclusive', 'gender-sensitive', 'rights- respecting' and 'promoting cultural diversity'.	Teacher training and wider 'awareness-raising' of communities, SMCs, teachers and so on, for: • Child-friendly teaching • Inclusive education approaches • Response to cultural and linguistic diversity

Perspectives of evaluation District study informants on their definitions of conducive learning environments

Students
• Good discipline of both the teachers and students.
• Reward of good performers and punishment of wrongdoing should be applied for teachers and students.
• No beating of students.
• Neat and clean classrooms and school environment.
• No disturbances from outside and outsiders.
• A good teacher/student relationship - teachers take care of students and students honour the teacher.
• Teachers are friendly and care about students' learning.
• There is good treatment to students - encouragement to complete the school cycle, no harassment, no violence, no one is compelled to leave school and all students are treated equally.
• Humane punishments not using a stick or mental torture.
• No discrimination towards Dalit students.
• Girls and boys study together.
Teachers
• The whole social environment of the school.
SMC/ PTA members
• Good schools have a homely environment.
• School environment is healthy.
• Students are disciplined but not terrorised.

Table 4.2 continues..

Wider Management and Capacity Building	Strategies
The **Core Document** recognises that a range of wider interventions are needed to train and support teachers and schools, if quality is to be achieved in the classroom.	• Teacher training • Norms and standards for the above elements • All schools are resourced with adequate numbers of qualified teachers • Teachers have a range of continuing opportunities for professional development to improve their classroom practice • Effective procurement systems • Quality monitoring and evaluation systems
Perspectives of evaluation District study informants on wider management and capacity building	
DEOs • Good people make a good school! • There should be a strong focus on community capacity to monitor schools	

It is noted that these quality[49] indicators are very much in line with international thinking on what constitute key 'elements' of quality. Furthermore, broadly speaking, local stakeholders seemed to share this overall picture of what constitutes a 'good education'. One interesting observation was the central importance that school children (in comparison with other stakeholders) gave to the 'process' and 'relationship' aspects of the school environment. The only area in which there is significant difference of perspective relates to language use in education[50], as is explored further in the relevant section below.

4.2 Analysis of Access and Equity Strategies

4.2.1 Free Primary Education and Scholarships/Incentives/Subsidies

4.2.1.1 Implementation Efficiency and Effectiveness

Scholarship funds are channelled to schools as a part of SIP funding, on the basis of enrolments of Dalits and girls, as well as other disadvantaged children depending on the district situation. Funding for free text books for each child is also provided through the SIP mechanism. The evidence from the eight districts suggests that the scholarship and free text books policies have been, to a reasonable extent, implemented according to their design and intention. Many girls, Dalits, disadvantaged and disabled children are receiving scholarships through these schemes. The small sample of scholarship-receiving students spoken to across the eight districts, were unanimous in confirming that they had 'no problem' with actual receipt of the funds and in Surkhet and Jhapa it was widely felt that SIPs and social auditing were helping to improve transparency. Some districts have successfully broadened the policy to other groups, for example in Jhapa, the Dalit scholarship has been extended to four Janajati groups identified as particularly disadvantaged[51]. There have also been

---

49 See, for example, 2004 UNESCO Global Monitoring Report on EFA: The Quality Imperative.
50 The Core Document stresses inclusion of Mother Tongue education as a right and matter of cultural identity. There is less use of the educational argument: that international experience shows that children who learn in the mother tongue will also be helped (and not hindered) in learning the national language and indeed English. Meanwhile, few comments from study informants suggest any concept of this. It was quite commonly perceived that a 'quality' education is one that includes as much English as possible or is even delivered through the medium of English.
51 These groups are Satar, Kissan, Meche and Dhimal (Jhapa District Education Plan)

attempts to improve the scheme over time, for example as a result of feedback and research studies[52], the amount for girls and Dalits was increased in 2007 from 250 to 350 NPR and scholarships were made provisional to an attendance rate of at least 80%. In all eight districts the children consulted were receiving the five core text books free of charge and DEOs and Head Teachers also perceived this to be the case. Some children in some schools were receiving extra benefits such as school uniforms and stationery. In most of the study schools covered, the schools did not provide snacks or lunches, but in Mugu District the DEO provided funds to schools for a lunchtime snack to all in Grades 1-5.

That said, there have been considerable ongoing implementation challenges. As pointed out in the MTR, districts and schools have found it difficult to cope with the many different types of scholarship, to identify the right children for each scholarship and to ensure transparency. The district studies for the present evaluation found that only five of the Districts have been able to implement the increase from 250 to 350 NPR[53] and also some evidence that not all eligible children are receiving scholarships in practice. In Danusha, for example, because of the high number of girls in need, 60% of them have been granted scholarships, but as a result they do not get the full amount. Whilst those consulted perceived that most parents put the scholarships to the intended purpose, there is also inevitably some reported misuse. The UNESCO 2006 study found that in some places schools have interpreted the word 'scholarship' as implying academic merit and thus not necessarily targeted them to the most needy students. Likewise, in the Technical Review of School Education (TRSE) 2006 sample, only around 50% of schools were delivering the stipulated rate to the right students and the right time.

4.2.1.2 Relevance and Impact

The data presented earlier on the impressive recent increase in enrolment of girls and Dalits suggests a strong impact of this strategy. Whilst it is very difficult to prove causation, there has been a definite acceleration of enrolment of girls and Dalits that seemingly corresponds to the provision of scholarships. Certainly, the full range of study informants across the eight districts were in strong agreement that the scholarships, despite their shortcomings, have been an important strategy in helping bring children into school and retain them there. Examples of comments made include "they have expanded access to many children"; "they have had some effect and should be continued" and "they at least now get something and that is better than nothing". In that regard, the overall strategy can be judged as relevant and appropriate. Teachers in Rasuwa commented "because of the scholarships, there is now hardly one Dalit child in this area left to enrol". More disabled children have been brought into the resource classes and for the first time have a real opportunity of receiving a meaningful education.

Whilst scholarships and other incentives are having a likely very positive effect the funding schemes could be made more effective. The most challenging issue would seem to be one of achieving effective targeting, given the very complex socio-

---

52 Sushan Acharya, Bal Chandra Luitel The Functioning and Effectiveness of Scholarship and Incentive Schemes in Nepal UNESCO, 2006.
53 350NPS is approximately US $5 in February 2009.

economic environment, the criteria that are currently being used and the different scholarship types. Both the UNESCO 2006 study and two Formative Research Studies on scholarships, recommend that other very poor and disadvantaged children need to be considered and this issue was also raised quite consistently across the study districts. Whilst on the one hand the Dalit scholarships give a strong message of the government's determination to redress historic and entrenched discrimination, on the other hand, they might serve to 'concretise' Dalit identity, at odds with the longer-term goal to eradicate caste-based distinctions and also possibly risk causing resentment towards Dalits of other poor groups[54]. Some of the study informants expressed this perception, for example one teacher in Dhading commented "Dalits are very happy but poor boys from other disadvantaged groups feel left out".

Across the eight study districts, the additional incentives also seemed to be very much valued and widely agreed to have significant impact. As one teacher in Jhapa put it "disadvantaged children with same dress say 'we feel the same as others'". Providing some kind of school meal or snack was seen as highly effective by many study informants; teachers in Mugu commented "many children are tempted into school by the provision of free lunchtime snack". It was suggested that strategies such as free uniform, stationery and snacks are particularly effective, easier to manage than the scholarships and also have the advantage that they are less easy to misuse. All children can be included, avoiding problematic situations such as some children eating their lunch alongside classmates going hungry. In Districts where the WFP oil programme had operated in the past, it was felt that this was highly effective, especially for Dalits, and should be continued if possible. These findings echo the recommendation of the MTR that the targeted food programme should be resumed, as it "has showed overall positive impact on absolute enrolment, attendance rates, and successfully addressing opportunity cost for schooling". It should be noted however, that the parents of disadvantaged children were not identified within the study informants.

As was the case for the scholarships, many of the study informants expressed their frustration that they did not have the resources to implement more strategies of this kind in order to further help and support the poorest children. A number of informants pointed out that it is difficult for a child to wear one uniform every day and if they do, it will be completely worn out by the end of one year. Once child said "I got this uniform when I was in class 3 but now I have grown up and am in class 5 but I am still wearing the same uniform. Imagine! How can I continue my schooling?". One teacher in Jhapa noted (of a disadvantaged Janajati group) "their parents go to work from morning until evening so there will be no-one at home to cook for the children. We found one boy sleeping after drinking home made beer - he took that because he had had nothing too eat. So let's do more for the really poor students!" In Mugu, the provision of lunch funds from the DEO were much appreciated by schools and parents, however, these were not provided for students in the new pre-primary classes. Recognising the unacceptability of excluding these children, and at the insistence of parents, schools are now serving smaller portions

---

54   According to the UNESCO study, some children are not happy to be singled out as Dalits and there are even cases of poor BCN children being registered in school with Dalit surnames in order to gain a scholarship.

to each child in order to cover all children. The comments in Box 4.1 further illustrate some of these perceptions.

<div style="border:1px solid #888; padding:8px;">

Box 4.1 Suggestions from Study Informants for Improving the Scholarships and Incentive Schemes

- The amount is too low for some children - it might be better to target fewer children more intensively with a meaningful amount. For example, perhaps not every school needs to subsidise 50% of its girl students. Otherwise, to meet all the needs, more overall funding is needed.
- Scholarships should be available to all children who need them.
- We should continue the scholarships, with a big focus on transparency and good use. If there is any misuse, then we should correct this, not abandon the programme.
- The poorest children should get the two optional books, English and Health, also for free, or they will remain disadvantaged in these subjects.
- Disadvantaged schools should have more SIP funding so that they can provide uniforms, food or other incentives to poor students, depending on their local situation.

</div>

4.2.2 Strategies to Appoint More Female, Dalit and Janajati Teachers[55]

4.2.2.1 Implementation Efficiency and Effectiveness

The Technical Review of School Education (TRSE) (2006) found that only 35% of primary teachers were women, whilst Dalits and Disadvantaged Janajatis each formed only 2% of the entire teaching force. However the data quoted in Chapter 3 does indicate some improvement in the female teacher:school ratio.

The findings from the District Studies help to throw further light on patterns. Districts have clearly made genuine attempts in this area and have made some improvement, especially in urban and less remote rural areas. Jhapa now claims that over 80% of schools have at least one women teacher, Mattohari claims 65%, Siraha only 30%, whilst in Mugu the figure is still below 30%. Jhapa attributed some of its success to being a better-off and well-managed district but also because 'the population is dense and few schools are really too remote". Mugu attributes its slower progress to the opposite situation: the existence of many remote, rural schools (some multigrades with only one-two teachers). Even where women teachers have been successfully appointed, they do not necessarily have equal status with men. In some cases ECD teachers have been 'counted' as female teachers, but they do not have equal salary or status within the schools. Meanwhile female primary teachers remain concentrated in the lower grades and continue to be significantly under-represented as Head Teachers and Resource Persons (often only one woman RP in a whole district).

Programmes to increase deployment of Dalit and Janajati teachers are still at an early stage, though there does seem to be increased awareness of the importance of this. Table 4.3 gives the national picture. In Jhapa there is only one Muslim woman teacher in the District (where Muslims make up almost 3% of the population). More than 85% female teachers in Surkhet are Brahmin, Chhettri or Newar,

---

55 Chapter 5 contains a wider discussion on teacher recruitment, training and deployment. Here, discussion is restricted to exploring the extent to which children can now attend schools that have both male and female teachers and teachers from their own ethnic, caste or linguistic background and the impact this is having on their enrolment and attendance.

whilst disadvantaged Janajatis and Dalits make up less than 5% of the teaching force. Mugu has just 20 Janajati and 12 Dalit teachers. In most places there was no clear data on disabled teachers, but Mugu reported having employed nine disabled teachers, whilst children and teachers in a mainstream CM school in Rasuwa spoke very highly of a blind teacher.

Table 4.3 Number of Teachers Nationally by Social Composition

Teachers' Categories					
	Total	**Dalit**	**Janjatis**	**Madhesis**	**Disabled**
Numbers	123,686	4596	29269	10331	1884
Percentage	100.0%	3.7%	23.7%	8.4%	1.5%

Source: Flash II Report,2007-2008 (Annex:XIX)

Raising awareness of the importance of including women teachers and teachers from disadvantaged groups, as well as first hand experience of their qualities and effectiveness, appear to have been major factors supporting such progress as has been achieved. Many SMC and PTA members interviewed stressed that they always prioritise women teachers where possible. Arrangements for local appointments by community-managed schools (CMS), the Rahat quota[56] - and the expansion of ECD have also helped increase the overall numbers of women teachers (but often to less secure and lower status posts). However, there have also been some significant constraining factors. The major one appears to have been the lack of new positions available. Whilst there seems to be no overall lack of qualified women teachers (though this can be the case locally in the more mountainous districts), there is often a lack of women teachers who are willing to work in rural areas, owing to issues of security, cultural acceptance and housing. "The schools are compelled to recruit female teachers from outside and later they leave, saying that there is no friendly environment to stay' (Female teacher, Rasuwa). If the findings of the eight district studies are representative, it seems that the policy of rewarding schools for appointing women teachers has not been well disseminated or implemented. In only one district out of eight were some of the SMCs aware of the policy and benefiting from it. For Dalit and Janajati teachers, the same issue of a lack of posts applies, but there is also a greater overall lack of qualified persons available.

4.2.2.2 Relevance and Impact

Across the eight study Districts, DEOs, RPs and teachers seemed to share the perception that, where it has been possible to implement this policy, there is a definite impact on the enrolment of girls. Many study informants across the eight districts made a direct linkage between provision of women teachers and the increase in girls' enrolments. Teachers in Mugu, for example, perceived that many more girls enrol, and all students to do better, where there are female teachers. The students interviewed across the eight districts were overwhelmingly supportive of women teachers, rating them at least as good as men and often with special positive attributes. Whilst these are perceptions and not proof of the efficacy of the strategy,

---

56 This is a grant provision of a relief (Rahat in Nepali) temporary teaches at the rate of NRs 53,300/annum for up to two teachers per school mainly given as an incentive to community managed school. The provision is a temporary relief only and the teachers being appointed under the Rahat quota are not registered in the MoE teachers' records.

it can be noted that they are fully consistent with the findings of the Formative Research Study Report 8 Gender Equality and Gender-friendly Environment in School and with the evidence quoted in Acharya (2007), that recruiting women teachers has a positive impact on girls' enrolment, particularly in certain socio-ethnic groups.

4.2.3 Buildings and Facilities

4.2.3.1 Implementation Efficiency and Effectiveness

The MTR report notes that although there have been some delays in the programme, overall progress on facilities development was considerable and on track. The 2008/09 allocations for capital at District level are the highest in the five years of the EFA Programme.

In each of the eight Districts visited by the evaluation team, it was strongly perceived that there has been considerable facilities expansion over the past years (see Table 3.2). In Rasuwa it was claimed that there has been some facility improvement 'in almost every school' and all eight study Districts gave details of substantial construction programmes.

Most construction has been on a cost-sharing basis (though attempting to take account of levels of poverty). Community participation has been encouraged in managing building works and undertaking supplementary activities, as well as setting up systems for ongoing maintenance and repair. For this reason, some Districts (notably Jhapa) prioritised community-managed schools for new construction works, as it was assumed that there was a greater chance of good management of the works. NGOs and to a lesser extent VDCs were important in supporting school construction, a point that was especially stressed in Mugu. The construction programme often seems to have motivated community members to support schools further.

Whilst there has been definite progress there is still, as is to be expected, some way to go. Unfortunately, national data refers to numbers of classrooms, toilets etc. rather than numbers of schools that are with or without these facilities however it is clear that there remain many schools that do not have sufficient latrines for girls and boys and seemingly even more that do not have an adequate drinking water supply. Government stipulations that new construction should take account of equity concerns at the outset (i.e. all latrines should be separate for girls and boys, all new buildings should be as accessible as possible for physically disabled children) have not necessarily been adhered to in practice.

4.2.3.2 Relevance and Impact

Those consulted at District level were unanimous in the opinion that the construction programme has definitely helped to expand access. In Mugu and Rasuwa (both mountain districts), it was observed that more children now have schools nearer to their homes. Whilst no direct evidence could be obtained for the effect of single sex latrines and water provision, the findings of previous research reports in Nepal that the lack of these is a definite deterrent to girls in particular, makes it reasonable to assume some impact on attendance and retention. However, given the cost sharing modality and tendency to prioritise 'well managed' schools, one key question is whether the schools serving the poorest communities, or those that are heteroge-

neous in nature (which arguably might have weaker management as well as being less able to share costs) have received their fair share of new buildings and facilities. It is reasonable to postulate that some children living in very disadvantaged communities might have missed out, an issue that needs to be explored further.

4.2.4 Social Mobilisation Programmes

4.2.4.1 Implementation Efficiency and Effectiveness

Because of the multi-agency and multi-sectoral nature of the Social Mobilisation Programmes, it has not been possible to make a comprehensive analysis and there is no consolidated report of these activities on which to draw. Across the eight study districts, many SMCs were undertaking mobilisation and advocacy activities locally, especially 'door to door' visits to talk directly with families with out-of-school children. Where NGOs have been able to support, they have often supported a link to income generation or other community development activities, or sometimes adult literacy, so that communities are more empowered to support education in a practical way.

The largest single social mobilisation activity was the Welcome to School campaign of 2005-6. The MTR reports that this was widely implemented. However, it is noted that a major problem was the failure to prepare schools for a large influx of new children, resulting in low quality, disillusionment and rapid drop out. This problem was also mentioned in some of the evaluation study consultations, notably in Surkhet.

4.2.4.2 Relevance and Impact

In all of the eight study districts, a range of stakeholders acknowledged the importance of such activities in principle, but it is also probably the case that what they perceived as 'social mobilisation' might have differed from person to person. As also noted in the MTR, NGOs claim a local impact of advocacy and social mobilisation activities, and the comments of the district studies for this evaluation largely substantiated this. It is reasonable to suppose that this has been particularly the case where interventions have been more than just 'advocating' but have offered real empowerment to marginalised adults to be in a better position to support their children's education. In a number of Districts SMC and PTA members spoke positively of the effects of making door- to door visits, saying we are now 'more aware of children's real situation". SMC and PTA members reported that, conversely, parents and children have a greater sense of entitlement leading to "more confidence to demand their education rights".

As reported in the MTR, the Welcome to School Campaign led to increased enrolment across a large number of districts across Nepal. In Mugu (the most disadvantaged District), stakeholders reported that people were 'inspired and motivated' to enrol their children. However, in many places many of the newly enrolled children quickly dropped out owing to issues of ill-preparedness and overcrowded classes leading to very poor quality learning environments. In some cases, also, Districts noted that there were still 'hard core' groups that did not respond to the campaign (for example nomadic children in Mugu).

4.2.5 Inclusion of Children with Disabilities/Special Needs or in Difficult Circumstances

4.2.5.1 Implementation Effectiveness and Efficiency

Unfortunately, there is as yet no readily available national level data on the total numbers of children with specific disabilities or their enrolments in school. No targets have as yet been set for improving the enrolment of disabled children. What can be said with certainty is that, as elsewhere across the developing world, the enrolment of disabled children is very low and these remain a substantial group of those still out of school[57]. Given this situation, it has only been possible, and is perhaps anyway more appropriate, to present the situation of the eight study districts and the findings of existing studies in order to understand what has been achieved so far and seek pointers for the way ahead.

The findings from the eight study districts reveal considerable variation in special provision for disabled children through the resource units. Jhapa has over 100 disabled students (blind, deaf and physically handicapped) in 17 classes in 11 schools, Surkhet and Mahottori have nine classes each (also for blind, deaf and physically handicapped), Siraha has just two classes (both for deaf students) whilst Mugu has only one class, with just seven students. A beginning has been made but the numbers remain small in relation to the likely needs.

Meanwhile, progress on integrating disabled children directly into mainstream education has seemingly been much slower, mainly due to capacity constraints. Furthermore, whilst there are a range of programmes (often NGO-supported) to facilitate the access of other disadvantaged children (e.g. street children, those affected by trafficking or HIV/AIDS and conflict-affected/IDP children), there is not yet a coherent and comprehensive approach to wider 'inclusive education' in practice.

4.2.5.2 Relevance and Impact

Where resource classes exist, they appear to be running successfully, with students accessing scholarships to support their studies. As a result, many more disabled children than in the recent past are now enjoying a good quality education and achieving levels (SLC passes and even degrees) that would have been unthinkable even a decade ago. Perhaps even more importantly, attitudes towards disability seem to be slowly changing. The District studies suggested that among DEOs and RPs, and to some extent teachers, there is an improved awareness - at least in theory - of what is implied by Inclusive Education. Nepal has built up a small cadre of specialists, as well as a network of assessment centres and resource classes, which will be vital for supporting a broader implementation of inclusive practice. A range of Formative Research studies have helped to draw attention to the needs of certain groups to ensure their inclusion. The implications of inclusion in terms of defining a 'quality' learning environment (one that implies respect for diversity, responding to children's circumstances, child protection and gender-sensitivity) are being more clearly articulated[58].

---

57 In situations where no data exists on disability, it is common international practice to work on the very rough assumption that around five percent of people in any population will have a clearly recognisable disability and another five percent a specific learning disability or special educational need (that might never be recognised if a child does not enter school). If this is the case, then Jhapa, one of the districts that have made relatively good progress on enrolling disabled children, has still possibly reached fewer than 2% of its disabled children so far.

58 See Section 4.3.4, for further discussion of 'inclusive practice' as an integral element of a 'quality learning environment'.

That said, the numbers remain small and many children remain unreached by any special provision. In particular, these might be children with less common or multiple disabilities. As yet it cannot be said that 'inclusion' has taken root in practice except in a small number of schools. The Formative Research Study on Inclusive Education suggests that many District Assessment centres are under-capacitated even for effective special needs assessment, let alone widening out to other groups of children, or giving schools practical support to move towards inclusion. Most teachers have not yet had any training, whilst those that have had the six-day Inclusive Education (IE) training have still struggled in practice. These findings echo those of the Basic and Primary Education Programme (BPEP) II Final Evaluation and the EFA Mid Term Review.

4.2.6 Early Childhood Development (ECD) Programmes

4.2.6.1 Implementation Effectiveness

The national statistics given in Chapter 3 show an impressive expansion of the provision of ECD centres, both school-based and community-based. The pace of expansion, however, has varied by district. In Jhapa, where there is a target of a pre-primary class in every school, 536 ECD/pre-primary classes are now established in 336 schools out of 357, almost twice the number as in 2004. Likewise in Surkhet, there has been recent rapid expansion and there are now 341 ECD classes in 536 schools, with 50 more to be added soon. By contrast, in Mugu, only 39 out of 126 schools so far have a pre- primary class, though this still represents a huge recent expansion (from almost no provision at all in 2004). Interestingly, two of the Terai districts included, Mahottari and Siraha, have taken a different approach with more reliance on NGOs and many more community-based centres (e.g. 420 out of 427 centres in Siraha are community-based. In Mahottari UNICEF is supporting mapping of ECD classes to help all stakeholders, including the DEO, to gain a clearer picture of who is doing what, and where. Across the Districts, there seemed a definite preference of DEOs and RPs for school-based centres, which they perceived as better managed and more sustainable. By contrast, NGOs tended to show preference for community-based centres, feeling that these supported more holistic approaches and better interaction with parents (a view that is largely supported by the Formative Research Study on ECD).

Reports suggest that there are good ECD programmes, doubtless including those supported by UNICEF and experienced NGOs, in which much of the research of the

potential impact of ECD programmes has been conducted. However, the records of the Joint Annual Review Meetings suggest that DPs/NGOs have continually raised concerns about the overall quality of ECD provision. Certainly, observations made during the district study visits, as well as the comments of stakeholders, suggest that a great many ECD centres offer little more than some rote teaching of the alphabet and counting. Despite the claimed emphasis on 'holistic develop-ment', some do not provide toys, play space or food. Many of the local women taken on as facilitators are minimally trained with low status and minimal salaries (around 1800 NPR per month seemed to be the standard[59]. As also reported in the TRSE (2006) many communities can offer only very minimal support. In many school-based centres, it appears that no separate space has been provided, so the ECD children occupy a corner of Grade 1 classrooms, in which case it is all the more likely that the ECD experience is (as one NGO member from Jhapa termed it) 'merely a rehearsal of Grade 1". In such situations it can be asked whether the apparent 'efficiency' of ECD in terms of reducing Grade 1 repetition is illusionary, as the ECD itself is providing the 'repeat' year.

A further problem is that of the targeting of ECD programmes. As stated in the MTR and the MDA, "whilst there has been a rapid increase in ECD enrolment there is no evidence of equity in provision". The MTR pointed out that targeting has focused on pockets of underage children rather than expected priority for least developed districts. The figures given above suggest a far greater expansion in relatively-ad-vantaged Jhapa, for example, as compared with the poorest district, Mugu. At District level, ironically, the very nature of the target to 'expand' ECD provision might have influenced districts to focus more on better-off communities more likely to be able to implement and sustain ECD classes. Study informants from a number of districts pointed out that ECD has not yet reached the more marginalised and remote communities, except in cases where NGOs have been available and willing to take on the full costs. UNICEF reports cases of ECD centres failing and closing in poor communities because the costs could not be sustained. Furthermore, it is not clear whether all eligible individual children are actually enrolling in available ECD programmes and, if not, which children are being excluded.

4.2.6.2 Relevance and Impact

As noted above, the narrow target of ECD expansion is certainly being achieved. Undoubtedly, as a result, many individual children enrolled in effective programmes are benefiting in some way. However, given the issues of cost sharing, poor target-ing and uneven quality, it cannot be concluded that ECD is necessarily 'levelling the playing field' for disadvantaged communities or individual children, or making a defi-nite overall impact on their all-round development. It appears that there is a need to re-consider and clarify the somewhat confused and contradictory aims of ECD, to more rigorously assess the efficacy of further expansion of pre-primary classes in comparison with other strategies that might achieve the same result and to give further consideration to strategies beyond the setting up of 'centres'[60].

---

59 Primary Teacher Class I - 13,400 NPR; Primary Teacher Class II - 10,000 NPR; Primary Teacher Class III - 7,500 NPR.
60 For example, the same resources might be put into reducing G1 class sizes, further support to G1 teachers, local language assistants for Grade One classes and so on. Wider inter-sectoral strategies for enhancing the environments in which the most vulnerable children grow up (though support to communities and parents) could also be further considered.

4.2.7 Alternative/Flexible Schooling and Adult Literacy

4.2.7.1 Implementation Efficiency and Effectiveness

Unfortunately, perhaps owing the involvement of multiple agencies, there is a lack of clear national data indicating overall provision of NFE and adult literacy programmes, let alone any that relates these to the numbers of children out-of-school or non literate adults. It has therefore only been possible to make a qualitative exploration of implementation issues.

The scale of implementation has varied across Districts, depending on perceived needs and demand but also on the availability of NGOs to cover facilitator salaries and technical assistance. There have certainly been some local success stories. Rasuwa, for example, has set up literacy centres in each ward, and over the past 3 years over 2000 adults have completed classes. One NGO in Danusha has helped 80 children transfer into mainstream schooling over the past four years. The DEO in Mugu reported that women's literacy is positively affecting their views of education for girl children. Past reports of programmes indicate both economic benefits of literacy programmes but also less measurable (though important) benefits such as health awareness, a sense of confidence, access to forest user groups and so on.

That said the quality and effectiveness of these programmes seems to vary greatly. The TRSE reports very poor quality, disappointing outcomes and insufficient provision for out-of-school children in particular. As with ECD, much depends on the quality of the NGO or local body providing technical assistance. Some have been excellent, whilst others have struggled to find and support good facilitators or even to operate the classes at all once initial funding has been obtained. The Technical Review of School Education (TRSE) suggests that organisational linkages are too loosely defined and that poor communities have faced difficulties in running effective programmes. VDC members in Surkhet expressed their unhappiness that some NGOs run classes for 1-2 years but then stop suddenly, owing to 'changed priorities or the end of a project funding cycle'. This suggests the need for sufficient funding to ensure careful NGO selection and appraisal, facilitator training and support, monitoring and supervision if these programmes are really to fulfil their potential both to provide a quality basic education to some of the most marginalised children and adults and at the same time support the achievement of Universal Primary Education (UPE).

It is noted that there is some conflict here between a 'rights-based' and 'goal-based' approach. As with ECD, the EFA goal can be narrowly 'achieved' simply by expanding 'provision' of whatever quality. Likewise, UPE could also technically be 'achieved' without paying too much attention to those older children who have already 'missed the boat'. However, a true rights-based approach implies prioritising adequate resourcing and support to ensure that the most excluded, who have so far received far less than their fair share of educational resources, can realise their right to basic education of good quality. In practice, it has been found that bringing in the 'last 10%' requires a higher level of funding per person, not only to meet the additional needs that these learners are likely to have, but also to take account of the likely low levels of capacity (for either teaching or management) in communities facing multiple disadvantage.

4.3 Analysis of Quality Strategies

4.3.1 Effective Classroom Teaching and Learning

The District studies certainly suggested some progress in this area. Teachers and Resource Persons (RPs) frequently referred to "child-centred learning methods" and some evidence of these was seen in classes briefly observed (children sitting in groups and possibly working co-operatively, students being used to explain a point to their wider group, games using the blackboard and use of visual aids). Students also made comments such as 'teaching has become more interesting' and 'we enjoy group discussions and tasks'. RPs and teachers in Jhapa said they cope with large classes "by using a child-centred approach, making use of students to teach and help each other".

However, progress has apparently been uneven and incomplete and the findings of the MTR in this area remain pertinent. Rote methods were equally widely observed during the District visits, even in different classes in the same schools where more diverse and active methods were observed. Teachers in Rasuwa noted that 'new methods are not much implemented in practice'. RPs in Mugu and SMC members in Mattohari similarly remarked that "there is improvement in teaching methods owing to training, however it is not as much as our expectation". RPs in Jhapa judged that teachers are 'on a continuum' and that 'although most have now received some training in active learning approaches, this does not mean that they will automatically use these'. One central level stakeholder observed that the EFA 2004 – 2009 interventions were on "the periphery" of classroom processes. Likewise, one piece of Formative Research revealed[61] that traditional teaching with rote learning was not fading though there were some new practices. International experience suggests that teachers need not only training, but also ongoing support, encouragement, professional status and incentives, if deep systemic change is to take place in the whole way in which teaching and learning are conceptualised and practised. The reasons for the uneven progress in Nepal are varied and include the continuing issue of over-sized classes[62], the strengths and weaknesses of the teacher training system, variations in the frequency and perceived effectiveness of RP support visits[63] to teachers and schools and the quality of school leadership. Underlying these, deeper systemic issues relate to teachers' professional status, professional development opportunities and terms and conditions, which affect their motivation. Further consideration of these is given the next Chapter.

4.3.2 Curriculum, Assessment, Text Books and Teaching-Learning Resources

The MTR stated "a national curriculum development framework for school education has recently been approved by government. The framework will further consolidate efforts such as integration of life skills and bilingual education. Much will now depend on how it will be interpreted and implemented in practice". The time limits and parameters of this evaluation have not allowed for an assessment of the actual curriculum framework and textbooks; however, the District studies provided some feedback on implementation issues to date.

---

61 CERID, FRP 17 Classroom Transformation for Better Conditions of Pedagogical Processes and Student-Centred Learning.
62 In some cases large class sizes are not a result of inefficient teacher deployment across schools but to inefficient use of teachers within schools (e.g. one teacher per grade whatever the size).
63 E.g. estimates from one visit a month in Jhapa to 'hardly ever' in Siraha.

The new curriculum has been introduced in the eight study districts and been generally well-received. RPs, DEOs and some teachers said that it is 'better related to the real context" and 'more practical'. Teachers and children described the new text books as 'colourful', 'attractive', 'including questions and answers', 'having interesting exercises' and so on. Teachers in Danusha felt that the books for the lower grades are much better than the previous ones as they have a 'more limited vocabulary', 'a better structure' and "notes for teachers". English, followed by Health Studies, seem to be the two most popular optional subjects. The students interviewed were generally positive about most subjects that they study in school and English seemed especially popular (and a factor in helping to reduce the flow of children out of state schools and into private education). Children also placed very high value on the wide range of extra curricular activities that some schools are now providing.

In four of the eight Districts, it seemed that District and school level informants have seen a significant improvement in the timely arrival of text books since the change from central procurement to local procurement and the use of SIP funding. This was seen as a factor that definitely supported more effective teaching. In Jhapa and Surkhet, for example, teachers noted that the timely arrival of books in most schools means that classes can work through the required material at an appropriate pace.

The full range of study informants across the eight districts also reported considerable increase in availability of a wider range of resources to support teaching and learning. Basic materials e.g. chalks, blackboards etc. were observed in most of schools visited across the eight districts, as were a range of basic learning materials (e.g. alphabet charts) for the lower grades. In most districts the numbers of school libraries and schools with computers had increased, though this was more marked in the case in Jhapa than the poorer districts. Where schools have been able to offer reading materials other than text books, this seems to have a high impact on students' motivation.

However, as one DEO put it, the new curriculum and text book strategy are presenting "many implementation challenges". Most teachers were seemingly "oriented" to the new curriculum in a one- or half-day meeting. Many of the teachers consulted had not seen the actual curriculum framework, so were managing just with the textbooks and related guidelines. As RPs in Surkhet observed "the new curriculum is good but difficult to implement without adequate training". In Siraha, teachers said they were 'not involved in the making or disseminating of the new curriculum'. With regards to assessment, only RPs in Jhapa reported that they are implementing Continuous Assessment System (CAS) in Grades 1-3. They said: "it is good in principle but some teachers - and even RPs and supervisors - find it hard to implement and do not fully understand it".

With regards to text books, it seems that the finding of the MTR that "timely distribution remains a major challenge" continues to be relevant in some districts, including four of those covered in the study. In the TRSE (2006) sample, books were more than 2 weeks delayed in 80% of the schools and this was also the case

in many schools covered in the District consultations. In Mattohari, for example, teachers and students noted that 'books are not arriving until very late', with teachers adding 'sometimes children loose interest as they have no books'.

Likewise, many schools are finding that SIP funds will barely cover the cost of basic textbooks let alone additional materials and resources. Poorer schools, as well those with small student numbers (many of which are mountain schools in very poor communities) are therefore more likely to be under-resourced, unless supported by an NGO or other local donor. In Mattohari, students mentioned the lack of sport and play materials and said that where libraries exist, they do not have suitable books. SMC members in Siraha noted radios arrived for primary schools but teachers use for own purposes, not for teaching and the same observation was made widely about school computers. SMC members in Rasuwa likewise observed that "materials are often received but not so often used".

4.3.3 Bilingual Education/ Provision for Linguistic Diversity
The evaluation District studies did not glean much direct information on the impact of the specific pilot projects. The MDA reported that, by 2006, bilingual schools had been identified in 25 Districts and text books developed in 14 languages. The Jhapa DEO reported that the Finland-funded project of bilingual/multilingual approach is underway in parts of the district for Santhal and Rhajbashi children. A few 'reference books' have been prepared in local languages. However, it is too early to know the impact of this programme.

What was possible was to explore more broadly how Districts, schools and communities perceive the issue of language and seek to address it. Generally, it seems difficulties are being experienced in translating intentions into practical strategies. Where there are no special programmes, it seems that there is no particular training for teachers to cope with a multilingual situation, utilise the mother tongues of the children, or to help them to learn Nepali. For example, the Jhapa District Education Plan states the intention to develop a local ECD curriculum in community languages and a 'local level curriculum for basic education for children who are not enrolled or retained due to language difficulties'. However, the plan lacks any detail in terms of strategy, which languages to be targeted, requirements in terms of teachers and materials and so on.

As a result, at school level, it seems that, just as many teachers struggle generally with using effective methods and teaching strategies, they struggle all the more with supporting children who do not have Nepali as a mother tongue. This is particularly the case in situations where there are children from four or five different language groups in one school (especially the smaller, oral language groups that are minimally represented in the teaching force). In explaining how they cope, teachers in Jhapa said "We use ECD as a strategy - the children can learn a little Nepali before starting Grade 1" and "We ask them what certain things are called (e.g. a banana) - then tell them the Nepali word. In this way, these children do learn Nepali language, but remain weaker in writing and in Nepali classes than other students". Meanwhile, however, other comments suggested a lack of either ability, or sense of responsibility, on the part of teachers, to support non-Nepali speakers.

This comment by a teacher in a Surkhet school with over 60% non-Nepali speakers, illustrates what seems to be a fairly typical view of these children: "The performance of Grades 2-3 non-Nepali speaking children, such as Muslim Urdu-speakers and Tharu children is always bad in most subjects, as they understand only a little Nepali and cannot write it correctly".

A further, complicating issue with regards to mother-tongue language provision is that there are variations in the degree of enthusiasm for this shown by the communities themselves. Across the study Districts, it seemed that some Tamang students in Rasuwa were keen to learn in Tamang, some Sherpa communities in Mugu would like a Sherpa language curriculum and many Maithali students in Mahottari, Siraha and Danusha have an interest in - and some access to - instruction in the medium of Maithali. However, others did not see much point in learning literacy in their mother tongue because it would 'not provide any opportunities'. Some also perceived that learning in the mother tongue would hold their children back from learning Nepali and thus disadvantage them further. By extension of the same argument, quite a few people consulted wanted schools to teach in the medium English from Grade 1 (on the assumption that this would mean that children would learn English faster), regardless of practical considerations such as the availability of English-speaking teachers. These perceptions suggest a need for more awareness-raising at all levels as to how language and literacy learning take place[64], reassurance that mother tongue learning need not hinder (but can support) success in a second and third language and also a more nuanced policy, which details a range of approaches that might be appropriate in the many different language contexts that exist across Nepal.

4.3.4 The Learning Environment

As yet, no standardised indicators of an effective school learning environment are being used in Nepal[65], therefore a comprehensive measure of overall progress has not been possible. However, the Joint Evaluation study informants provided many examples of measures taken to improve the learning environment of schools, as well as ensuring equity for different groups within the school and classroom. Some features were also observable to the consultants. In terms of the physical environment, some schools had created flower gardens and playgrounds, decorated classrooms, and provided more sports equipment and so on. Teachers mentioned that they pay more attention to the classroom environment, for example making displays of posters, pictures and students' work. In terms of the social environment/ethos, children across the eight districts generally reported that the teachers (male and female) are friendly to both girls and boys and do not discriminate. Boys and girls in some schools stressed that they now have equal access to the sports equipment and can join in all activities. A number of schools (not all) are now deliberately mixing boys and girls and children of different caste and ethnic backgrounds at the same table, rather than segregating them, as well as employing strategies to prevent discrimination against Dalit children. The comments of the students in Box 4.2 illustrate some of their perceptions.

---

64 Perhaps one disadvantage of covering language issues in a separate component of the EFA programme is that there is no discussion of language and bilingualism within the articulation of the quality component itself, for example in general discussions on effective teaching-learning methodology.

65 Formative Research has taken place to consider Minimum Standards for Education Quality and they are stressed in SSR plans.

> **Box 4.2 Students' perceptions of changes in the learning environment in Rasuwa, Surkhet and Jhapa**
>
> - It is good that boys and girls now work together on the same tables.
> - Now, girls can play football. Before, such equipment was purchased just for boys.
> - There are more activities now, such as school competitions and sports.
> - Our teachers are friendly.
> - We love school and like to come! We suggest that we should extend Friday to a full day of school.
> - We have a temple and chautara in the grounds - we sit and chat there and feel cool in the summer.
> - We like the flower gardens and kitchen gardens.
> - Different behaviour towards girls and boys might have been a problem in your day - but not now!
> - School is more lively and pleasant now.
> - There is no discrimination now against Dalit students.
> - Now we two sit together on our bench - no problem (Janajati girl pointing out a Dalit boy).

In some schools visited the picture is not as rosy as painted above. Some classrooms and school surrounds were found to be dirty, dreary and neglected and did not have an obviously positive ethos. A range of Formative Research Studies[66] point out that many schools are not yet able to provide a gender-sensitive and inclusive environment that affords respect to all children and protection against abuse or discrimination. This is not only a rights issue of importance in itself, but has direct implications for learning effectiveness.

As with the implementation of teaching/learning methodologies, it seems that much depends not only on teachers' training, but also on their willingness to change attitudes and implement new approaches in practice. This in turn depends on the support they get from school leadership and management as well as the availability of material resources. This leads on to the issues of school management capacity, community participation, teacher training systems, school support and supervision and procurement systems, which are the focus of subsequent chapters.

4.4 Summary

4.4.1 Relevance and Effectiveness of Strategies for Access, Equity and Quality

The Nepal EFA Programme has implemented a wide range of strategies to improve equitable access of all children to education and also to raise the quality of that education. Taken as a set, these are found to be comprehensive and relevant to the context and challenges faced. Whilst some strategies need further strengthening and perhaps adjustments/rethinking, totally new strategies are not found to be needed and likewise all strategies were found to be making some contribution. Overall, as is often the case for countries still in the stage of rapid expansion towards universal enrolment, access gains have been stronger than quality gains, and the two most crucial strategies for this have probably been the range of measures

---

66 Notably Report 8 on Gender Equality and Report 10 on Inclusive Classrooms.

to mitigate educational costs and the rapid expansion of physical facilities. Keeping education free of direct costs has been a crucial policy and, despite significant implementation challenges, the provision of scholarships and other incentives has been particularly important in improving access for girls, Dalits, Janajatis and other disadvantaged children as evidenced by anecdotal surveys in districts we visited. The provision of additional classrooms and basic facilities has also clearly been necessary and has enabled overall expansion of enrolment numbers, probably also with an equity impact since remote and disadvantaged communities without prior access to schools have been prioritised for the new construction. Where it has been possible to increase the number of female teachers this has had a definite positive effect on girls' enrolment and persistence.

Social mobilisation and advocacy activities have played their part, though perhaps unevenly, depending on local capacity to go beyond one-way 'delivery' of messages to facilitate deeper forms of dialogue and community engagement and empowerment. The rapid expansion of ECD provision, at first sight appearing to be a 'success' story in terms of exceeding a quantitative target, on deeper inspection has not yet proved to be a major cause of improved access for disadvantaged children, owing to inadequate targeting to those who need it most and low quality of some provision. Likewise, the best non-formal/alternative primary-level provision, as well as adult literacy programmes, have doubtless had an important impact on the lives of some individuals, but quality has been uneven and coverage has been too limited in relation to the needs. The potential of all of the above three strategies has not yet been fully realised.

Regarding quality, there is little evidence that the strategies being implemented are yet producing widespread quality improvement at classroom level or translating into visible and consistent improvements in learning outcomes. Quality development is always more challenging to achieve than expanding access, and there are important process and attitudinal changes underway that are necessary to pave the way for in-depth quality development. For example, it has been realised that 'quality' is complex and implies attention to the whole educational 'process', 'ethos' and 'environment' (not just a package of inputs such as teachers and books). There has been a gradual shift to a focus on 'whole school' development, supported by the SIP process, aiming to ensure teachers are teaching and students are learning and to develop child-friendly and inclusive environments. There have also been considerable improvements in the curriculum and textbooks, as well as the availability of books and materials in schools. There are a range of creative pilot initiatives in inclusive and bilingual education. However, many changes remain as yet at an early or pilot stage, or at a superficial level and it seems that real transformation of the teaching/learning process is yet to take place in many schools. Just as was concluded in the BPEP- II evaluation, "the quality of teaching and learning remains a critical challenge". Without further considerable improvements in teachers' confidence and competence to select from and effectively utilise a range of methods and approaches as appropriate for any given situation, desired learning outcome and group of children, it will be difficult even to improve the learning of 'average' Nepali-speaking children, let alone make real progress on including disabled, linguistic minority or multiply-disadvantaged children. With regards to the strategies

being implemented to achieve quality development, all of these (teacher training, curriculum development, text books, improving the learning environment etc) are vital components and it would be meaningless to pinpoint some strategies over others. The relative lack of progress seems to have been due more to overall insufficient conceptualisation, prioritisation and resourcing for quality.

4.4.2 Factors Affecting Strategy Implementation Effectiveness and Impact

In the analysis of the range of strategies implemented, it became clear that a number of factors have either enabled or constrained implementation and impact. Some of these were external to the EFA programme and even to the education system. The most notable of these is that the EFA programme has taken place during a period of violent insurgence and political instability, although the situation progressively improved and stabilised during the latter part of the programme period. This has undoubtedly constrained progress in a range of ways. These include not only obvious factors such as the temporary - but often prolonged - closures of schools in affected areas, but also ongoing security concerns reducing girls' access and the deployment of women teachers in rural areas, an increase in over-age enrolment, the direct impact of trauma on children's capacity to learn and hindrance to book distribution and school monitoring/support.

That said an extraordinary achievement of Nepal in education has been that, despite this difficult context, the education system has largely kept going and enrolments have continued to expand and even to become more equitable. A key factor in the wider environment that has probably supported this has been that the conflict itself has put into sharp focus the existence of unacceptable inequalities in Nepal and stimulated far stronger demands from those traditionally marginalised for inclusion and equal rights, including in education. There has thus been a much increased political commitment on all sides to equity, rights and redressing past discrimination. As elsewhere, Nepal's increased connection to the outside world (owing to globalisation/the internet etc.) is also likely to have been a factor in the growing demand for education and persistence in education despite the difficulties.

Whilst these are some of the wider factors, there are also factors - both enabling and constraining - internal to the education system or the EFA programme. These are particularly useful to understand because they provide lessons for what positive practices need to be continued and strengthened in the SSR and what areas need to be reconsidered or adjusted. These are summarised in Box 4.3[67].

---

67 Some of the management and institutional issues are explored further in the following Chapters, following which they have acted as a basis for making recommendations in Chapter 7.
68 *"The capacity of the primary school system in terms of class room requirements, teachers and teaching learning material is absolutely insufficient. Only 42$ per primary school child per year is extremely low compared to US $ per child in other developing countries"* (MTR).
69 For example, school financing is based on (last years') student numbers only, with no adjustment for level of need and disadvantage, or consideration of the minimum requirements of small schools.

Box 4.3 Factors that have Supported and Constrained the Effectiveness of Strategies to Improve Access, Equity and Quality

Enabling Factors

- The linkage of education policy to the interim constitution and strengthened national laws related to equity and non-discrimination has arguably 'taken advantage' of the wider climate to support bold moves within the education sector (such as the Girls' and Dalits' scholarships and strong commitment to multilingualism).
- The EFA programme identified a comprehensive range of strategies for equitable access, allowing a wide range of complex barriers to be addressed.
- Primary education was kept free of tuition fees and strong efforts were made to reduce direct and indirect/opportunity costs.
- There has been some necessary broadening of the concept of quality (beyond that of a 'package' of teachers, books and buildings). There is increased commitment to the process and equity elements of a quality education (gender-sensitive curriculum, mother tongue learning opportunities, an inclusive and child-friendly learning environment).
- There has been a strong emphasis on gender-disaggregated and district-disaggregated data, as well as recent improvements in disaggregation by other dimensions of inequality, allowing for better analysis and targeting of disadvantaged children and Districts.
- There has been considerable use of research, learning, analysis and feedback to inform programme change (for example research on scholarships leading to allocating an increased amount per child, GSEA supporting more workable classifications of disadvantage and drawing attention to previously neglected groups, etc.)
- There has been concurrent attention to making improvements in community participation in school management, enhancing the effectiveness of incentive schemes, mobilisation activities and facilities development; as well as improving basic quality monitoring at the school level.
- School Improvement Planning and move to decentralised procurement has improved timely arrival of text books, as well as the availability of teaching/learning resources.
- RPs are becoming more school-based and support-focused in some Districts, improving the chances of achieving sustainable changes in classroom practice.
- Use has been made of NGOs and CBOs to provide both financial and technical support, particularly to communities for involvement in school management, social mobilisation/ advocacy activities and implementation of ECD, NFE and literacy programmes.
- Concurrent attention has been paid to the expansion of opportunities for Lower Secondary Education (through SESP and other strategies). This has probably provided a motivation for primary completion, especially for girls.

Constraining Factors/Barriers

- There are some weaknesses/inconsistencies in the conceptualisation of the EFA programme (e.g. components linked to goals rather than objectives, resulting in separate components for the 'cross-cutting' issues gender and ethnicity). This has possibly reduced coherence and mainstreaming and allowed duplication and contradictions to arise, as well as perhaps making it more difficult to achieve a unified definition of 'quality'.
- Perhaps related to the above, structures for mainstreaming of gender and equity issues have been incomplete. This may have been a factor constraining consistent mainstreaming into for example, national stipulations on addressing equity concerns in building programmes have not necessarily been applied in practice.
- Access has been aimed at, ahead of, rather than in tandem with, quality development (for example in the Welcome to School Campaign and rapid ECD expansion). This can lead to disillusionment, non-learning and drop out.

Constraining Factors/Barriers continues..

- Though these are now being developed, the lack of a clear and comprehensive set of 'minimum quality' standards or indicators has not only made it difficult to track national progress but, even more importantly, constrained Districts in identifying and supporting weaker schools and schools themselves in undertaking self-assessment in order to identify appropriate priorities and strategies for improvement.
- Overall financing has been insufficient to meet the needs of the multiply-disadvantaged groups that are still excluded, or to raise quality to a minimum standard)[68].
- Not surprisingly given the complexity of the context, developing effective mechanisms for fairly targeting the most needy Districts, Schools/Communities and children has been very challenging, resulting in a degree of inefficiency and inconsistency[69].
- The use of implementation strategies that involve cost-sharing and heavy demands on community capacity has to some extent undermined equity goals. There has been insufficient exploration of problems faced in the poorest communities, or school catchment areas that cover a range of traditionally unequal communities, or different cultural and linguistic groups. It has not been fully realised that 'equitable provision' implies 'unequal treatment' (i.e. additional support to the most marginalised).
- There is as yet no effective system for measurement and longitudinal tracking of learning outcomes, so there is only a limited picture of overall trends or of disparities.
- There is insufficient support for teachers in the classroom (RPs not making visits at all, lacking specific tools to monitor quality, lack of incentive and/or lack of clarity of roles). most SMCs/PTAs only able to do basic checks).
- SIPs are still too often mechanistic and do not necessarily catalyse deep reflection on quality issues.
- The current policies on teacher recruitment have in some cases hindered objective recruitment of the most qualified and competent teachers.
- Whilst there has been much good research, mechanisms for ensuring sufficient rigour and for feeding the results of research studies back into policy making are not yet systematic or institutionalised.
- A framework is lacking for NGO involvement and conduct, leading to contradictory approaches, uneven quality of NGO programmes and sub-optimal targeting and co-ordination of NGO efforts and support in relation to need.
- Challenges in inter-sectoral collaboration in some Districts as well as nationally, have to some extent hindered joined-up approaches to supporting the most vulnerable communities (e.g. health, nutrition, literacy, pre- and post-natal services).

---

70 *"The capacity of the primary school system in terms of class room requirements, teachers and teaching learning material is absolutely insufficient. Only 42$ per primary school child per year is extremely low compared to US $ per child in other developing countries"* (MTR).

71 For example, school financing is based on (last years') student numbers only, with no adjustment for level of need and disadvantage, or consideration of the minimum requirements of small schools.

5. Improving Institutional Capacity

5.1 Introduction

The third objective of the EFA programme is "improving efficiency and institutional capacity." This chapter brings together material relevant to evaluating this objective. The EFA Programme 2004-2009 Core Document, in line with the Tenth Plan, adopted decentralisation as the overarching strategy for the implementation of its intended program activities. According to that Document[72] the main objective of decentralisation 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". The Core Document spelled out four strategies for improving efficiency and institutional capacity. These were: transfer of school management to the community, School Improvement Plans, implementation of capacity development activities from the Ministry's HRD plan and building partnerships with local bodies - INGOs, NGOs, and CBOs.

5.2 Transfer of school management to the community

When asked why the Government chose to decentralise management to the school level instead of to the District level, a senior official pointed out the Government has only ever established one school and that was in the mid-1850s! Under BPEP II, steps were taken to hand over, or hand back, schools to their communities. Under the Community Schools Support Project (CSSP) some 1500 schools became Community-managed schools (CMSs). In the Tenth Plan there was a target for handing over 8000 schools. There is a policy of reactivating both SMCs and PTAs.

A report on CSSP in 2007[73] reveals that the interventions of CSSP (school grants, scholarships including the booster scholarship for disadvantaged children, capacity building of communities in managing school and providing support to monitoring and evaluation) had encouraged the expansion of CMSs. Other factors were important in catalysing the growth of CMSs, namely making physical and instructional improvements, partnership building, generating local resources, adopting competitive and transparent teacher recruitment procedures and so on. By 2007, the number of CMSs reached was 3261 (2773 primary, 381 lower secondary and 157 secondary).

---

72   Core Document page 34.
73   World Bank (2007).

The MTR observed that the transfer of school management to community had slowed down in many districts mainly because of teacher opposition. Only 214 schools had been taken over as CMSs in 2005. However, progress has been rapid since 2006 when 954 CMSs were formed, in spite of the continued teacher opposition. Table 5.1 depicts the cumulative figure of community-managed schools by regions and levels up to December, 2008. Now the expansion of community-managed schools is nearing the target of 8,000 set by the Tenth Plan. It is also evident that the highest numbers of community-managed schools (2426) lie in the Eastern region, followed by the Central region while the lowest number lies in the Mid-West region (606).

Table 5.1 Number of CMSs by Regions and Levels in 2008

Regions	Senior Secondary (SS)	Lower Secondary (LS)	Primary School (PS)	Total
Eastern	247	508	1671	2426
Central	228	482	1506	2216
Western	162	291	1021	1474
Mid-western	55	126	425	606
Far-western	47	106	569	722
Total	739	1513	5192	7444

Source: DOE, Sanothimi, 2008.

5.2.1 Community-managed schools: an Assessment

Data from the District Studies suggest that with a few exceptions the handover has been successful with CMSs and the communities reported to be "more active", "concerned for their school" and so on. But, some disadvantages were noted in the situation where some schools are community-managed and some were not (see Box 5.1).

Box 5.1 Comments on Community-managed schools From the District Case Reports	
Advantages and achievements	**Disadvantages and problems**
• In CM schools now we are owning the school, we feel it is our responsibility - it is our school and they are our children. • The recruitment of teachers especially women increased in the CMSs, because they were also able to use their own funding sources. • Overall transfer has been successful in that standards have improved in the CMSs. Most are improving faster than they were previously. • CMSs are able to attract more parents and community in school construction, maintenance and teaching and learning activities. The community started questioning HT for missing classes, teacher and student absenteeism.	• Now we are left behind in the competition (SMC chair of non- CMS). • Teachers might see local people as inferior/less educated. • Teachers fear the political bias within the SMC will work against them on the basis of political colour. • Why schools should transfer - is it just a matter of getting additional funding of up to NPR 200,000? • We have been encouraged to transfer but we have to consider the reality. Not only the political issues, but also getting parents sufficiently involved and interested in the idea. • It is difficult for some SMCs to make the transfer, especially those in the backward areas.

The findings reported above point to the importance of the School Management Committee (SMC), its composition and leadership as possible main factors in determining the willingness to transfer to community management and the success in doing so.

5.3 Assessment of the Effectiveness of SMCs

A recent research study[74] concluded that there is unequal power distribution between the centre and the grassroots level, between educational bureaucrats and the local representatives. The bureaucrats have retained authority, whereas the SMC and PTA - the people's representative bodies – had only supporting roles. They had "no freedom in decision-making".[75] Local bodies' involvement was meagre even if they could contribute significantly. Schools depended upon traditional funding, that is, from MOE grants and small amounts from VDCs. However, the report of the Formative Research Project noted that circumstances were "gradually changing". People are becoming proactive. The Head Teachers' efforts also challenged the traditional structures. Another research study[76] found that "the districts were practising decentralisation, using various approaches. For example, some of them were working in co-ordination with DDCs and INGOs/NGOs to execute the educational reform programmes and others "were working in complete isolation". The study authors also noted that the DEO staff had no defined responsibilities, which consequently hindered the preparation of the planning documents such as SIP and DEP.

The evidence of the District Case studies suggests that the composition and leadership of all SMCs are important factors in their effectiveness. One DEO listed characteristics of SMC members: real parents[77], literate, locally resident, and elected not nominated.

Generally SMCs are nominated, or appointed on the basis of "understanding". In very few instances were elections reported to have been held. SMCs which are supposed to have nine members, in fact have a variable number - commonly six to thirteen. They are not yet inclusive. Female membership is low[78] with low numbers of Dalits and marginalised Janajatis. Female leadership is rare. PTAs are more inclusive, it seems. One point which was high-lighted was that SMCs are generally for a whole school. This means that where there is a primary division attached to lower secondary or other post-primary divisions the SMC's focus may not be on the primary division. Moreover, there are accounts of the SIP funds, intended for primary grades, being diverted to improve facilities in secondary Grades. One possibility is for multi-division schools to have a separate SMC for primary grades or for a PTA to be formed for the primary grades.

---

74 CERID (2007) FRP 14 School Autonomy: A Study of Enabling Conditions for School Effectiveness.
75 One DEO in a Case District claimed that "Decentralisation is on paper only. The DEO still has to inform the DOE what the District wants to do."
76 Centre for Educational Research Innovation and Development (CERID) (2007b) Enhancing Educational Reform Process: A Study on Operation of System and Structural Provision at Implementation Levels.
77 As opposed to persons "adopting " a child at a school so as to claim guardian status to become SMC chairman.
78 The TRSE (2006) put it at 15%.

5.4 School Improvement Plans (SIPs)

The EFA Core Document had high ambitions for SIPs. They were regarded as tools for "improving access, quality and management of educational processes at the school and community levels". The SIP process was also "a planning mechanism to prioritise schools' human, material and financial resources to achieve the optimum possible outcomes".[79] It was envisaged that the SIP would be the basic building material for Village/Municipal Education Plans (VEPs and MEPs) and District Education Plans.

The MTR reported that "Overall the strategy for development of SIPs … has not yet been effective in addressing the aims of decentralisation.... Though SIPs are prepared by almost all the schools, their use for planning and budgeting is very limited".[80] The Joint Evaluation District Studies confirm that all schools have to prepare a School Improvement Plan each year. (It is a mandatory requirement for release of the funds that will provide textbooks and other resources.) CMS personnel consulted reported that over time the process has become more participatory. There are instances of the SMCs of CMSs holding consultation meetings with community people to identify the needs of schools. One DEO claimed that the SIP "provides a clear picture of different indicators and works and budgets" while pointing out that "in many cases there are no ideas of how to make the SIP"[81] Another DEO saw "the positive impact of the SIP because it contains all the financial activities in a transparent way."[82]

SIPs of themselves may not yet be the device of transformation envisaged in the Core Document. But, the process of formulating them brings together, in the best cases, Head Teachers, chairpersons of SMCs and the wider school community to spend time together considering the status of their school. In the worst cases the SIP is generated by the Head Teacher with or without the SMC involvement using a format available on the market. One conceptual flaw in the present SIP is that funding for it is based on enrolment of students while the best SIP would start from what resources the school needs if it is to meet its SIP objectives. To some extent, SIPs from CMS may be easier to implement if the SMC takes responsibility for generating resources to match its ambitions. A further observation of the consultants is that, in comparison with models being used in other countries, the SIP format used in Nepal to some extent encourages a mechanistic rather than reflective and participatory approach.[83] Moreover, as one Resource Person pointed out"...there is a real need to increase overall SIP funds if we really want schools to take initiative".[84] Many study informants across the Districts mentioned the disillusionment that can occur with undertaking a time-consuming process to achieve only a "wish list" that can never be implemented. Recently, concern has been reported over how the SIP funds are spent.[85] Further consideration of this point occurs in Chapter 6 - Finance.

---

79 Core Document page 34.
80 MTR page 53.
81 Mahottari case study.
82 Mugu case study.
83 For example, in other contexts it has been found useful to include specific tools for i) facilitating the participation of community members (especially the disadvantaged, non literate and linguistic minorities), ii) supporting communities to assess the progress of the school using a simple, illustrated checklist and iii) supporting communities to make a rational connection between the problems identified and strategies to be prioritised.
84 Jhapa case study.
85 Report on Performance Audit by Assistant Auditor General, 2008.

5.5 Capacity development activities

The EFA 2004-09 Core Document places a high importance on the need to improve management and professional capacity at all levels. However, in practice, capacity building has been seen in terms of long- and short-term training, seminars and workshops rather than a more comprehensive view involving institutional and systemic change. The Annual Strategic Implementation Plan (ASIP) documents, however, do represent capacity building in broader terms and as a crosscutting issue embracing both institutional capacity building and enhanced management efficiency.

The main strategic priorities for improving capacity building within the EFA programme were:
- raising the competence and improving the qualifications of teachers;
- ensuring decentralised management of schools;
- strengthening school-level capacities for school planning and management;
- developing the capacity of sub-district-, district-, regional-, and central-level education personnel for effective provision of educational services.

The state of capacity for implementing the Programme at the outset can be summarised thus:
- insufficient number of teachers, with only a minority of them fully trained;
- at central level it was judged by the BPEP II evaluation that "important technical units require strengthening"[86];
- at District level capacity building inputs for the SIP process had been "too low".[87]

5.5.1 Teacher Recruitment, Deployment and Training

In 2004 in CMSs there were 70,555 teachers of whom only 16,560 were female. The male:female ratio of 3.3:1 represents just 1.2 female teachers per school. In 2008, there were 108,453 teachers of whom 35,560 were female. The male:female ratio had declined to 2:1 and the ratio of female teachers per school had risen to 1.8.[88] Also, by December 2008, fully trained teachers numbered 66,634 (82% of the all teachers) and trained and partially-trained numbered 79,684 (98%). There are significantly increased numbers of trained teachers in CM primary schools - from 30.5% in 2004, 60% in 2006 and 82% by 2008.[89] In the case of female teachers in CM primary schools, while only 27% of total teachers were trained in 2004, the percentage had dramatically increased to 59.4% in 2006 and 73.2% in 2008. Available data suggests that Dalit participation in the teaching profession remains very low. In 2008, the percentage of Dalit teachers was 3.2% while it was 2.5% in 2006.[90]

But, while there may be more teachers and more of them are trained what changes have been effected in classroom practice? The National Centre for Education Development (NCED) acknowledged that the estimated rate of transfer of learning during training into classroom is only 50%[91]. Some teachers, Teacher Unions and

---

86   BPEP II Evaluation page 52.
87   Ibid page 52.
88   Figures from DOE to Joint Evaluation Team January 2008.
89   NCED Report of the Teacher Training Project, January 5, 2009.
90   Flash Report II, 2006/07 and Flash Report I, 2008/09).
91   Project Performance Status Report(PPSR) of TEP.

SMCs interviewed, also reported that the skills learned at Education Training Centres (ETCs) were not readily applicable in the classroom.

There are four types of teachers in primary schools – permanent, temporary, those funded from school, that is, SIP resources and Rahat quota teachers. There persists a national teacher shortage – the student:teacher ratio is higher than the Government norm and there is a mal-distribution of teachers both between Districts and within Districts. There have been no new permanent teachers for more than a decade. Generally, in community schools, teacher recruitment has evolved into a transparent and impartial procedure. The rahat or "relief" quota is managed by the DEO. The intention is to allocate the quota to the schools most in need of teachers, that is, those with high student:teacher Ratios[92]. For instance, in Siraha, Jhapa, Surkhet and Dhading there is a seven party alliance to decide the Rahat quota[93] distribution at district level. All schools follow prescribed rules and regulations in a transparent process of subject assessment, advertisement, written test, trial test and interview for selection. The process is planned and systematic and teachers are appointed immediately after interview. However, teacher unions are still pleading for a wider range of recruitment at national level. There is a struggle between DEOs and SMCs for the distribution of limited Rahat quotas in Dhanusha District. SMCs are limited to temporary recruitment of teachers. To manage service conditions of teachers by SMC the SMCs also need to be trained to perform their assigned tasks and responsibilities.[94]

5.5.2 Teacher Support and Supervision

Supervision is one of the weakest links in the school management system in Nepal.[95] The TRSE 2005 reported negligible supervision and monitoring visits by the RP and school supervisors. The average visit of RPs to the TRSE sampled schools was less than once in a six month period, though RPs are supposed to visit the schools once in a month.[96] The District Case Reports also revealed that there are Districts e.g. Danusha where the RPs locate at the District HQ since they feel insecure in their assigned duty station. Where the RPs are working, their focus is on teacher and student attendance and on tangible characteristics of the school such as the furniture, toilets and so on. RPs themselves report that they observe and comment on teaching. Other stakeholders think that RPs should support teachers but seem to focus on what can be counted. District Case Reports do not describe Head Teachers, RPs, or School Supervisors as undertaking regular classroom observation or monitoring of student learning. In classrooms, teachers are on their own as professionals. They feel they have no support.[97] The MTR commented that the RPs' monitoring and evaluation should not be limited to data collection but include the quality of teaching and the classroom environment.

---

92 Per capita funding is used to make the calculation of teacher needs more objective. There are reports of enrolment "inflation".
93 This is a grant provision of a relief (Rahat in Nepali) temporary teacher at the rate of 53,300 NPR pa for up to 2 teachers per school mainly given as an incentive to community managed school. The provision is a temporary relief only and the teachers being appointed under the Rahat quota are not registered. in the MoE teachers' records.
94 Responses of SMCs in all 8 districts.
95 TRSE (2006) Executive Summary, page 7.
96 Ibid. page 7.
97 Responses of teachers from all 8 districts.

The effectiveness of RPs and School Supervisors in supporting pedagogy can be partly ascribed to the fact that School Supervisors have little or no teaching experience and none at primary level. RPs are former Head Teachers rather than subject teachers. RPs and School Supervisors complained that they do not have appropriate tools and techniques to supervise classroom teaching. They have very few opportunities for professional development and for developing competences useful in primary school classrooms. But, RPs play an important part in being the conduit of instructions from the DEO to schools. For instance, without the work of RPs Flash Reporting would not be as effective as it is.

Schools need to be supervised by trained competent officials with instruments which can generate reports on all aspects of school performance. Perhaps the new inspectorate tools will fill this gap. Certainly school visits from District and central level staff should result in growing intelligence on the state of the school and its facilities, management and teaching/learning. But teachers also need support in their classrooms – an essentially different function from "inspection".

5.5.3 School-level capacities for school planning and management

The Annual Strategic Implementation Plan (ASIP) of 2008 reported that 15,883 Head Teachers and SMC chairpersons were given a four day course on planning and management. However, data on the cumulative number of trained SMC chairpersons, HTs and VDC staff are not available. In 2008, under the TEP, 3,450 primary school Head Teachers were trained under it's one month HT teachers' management training programme. The MTR noted "that capacity-building support has suffered from one-shot campaigns which have not been sufficiently continuous.[98] One DEO reported "every year the DoE provides two to three days training".[99] Teachers in Mugu reported that "management training for Head Teachers and SMC members is not sufficient. It is conducted by United Mission to Nepal (UMN), an INGO, and the DEO, but it is not frequent. Evidence from discussions with school level stakeholders suggests capacity building of key players of local/school level institutions, such as SMCs, HTs, PTAs and VDCs has been low. All respondents, except the students, requested training or orientation in school management. Requests from SMC members included specific topics such as SIP preparation and financial management. One outcome of the Performance Audit by the Office of the Auditor General was the recognition that there is a clear need for school record keeping training, possibly coupled with the development of some simple record keeping system.[100]

Capacity within the EFA Programme can be conceptualised as including human resources e.g. numbers of teachers, the skills and knowledge of the human resources, the availability of financial and physical resources, management systems and tools as well as the institutional context, including the decentralisation to schools, as the Programme capacity development goes well beyond training courses.

---

98   MTR Report page 59.
99   Mahottari case study.
100 See Chapter 6.

The Jhapa DEO recognises the broad concept of capacity. He commented that "the DE Office is reasonably equipped. The DEO has access to internet, is able to access the DoE website and has software to facilitate the sharing and downloading of documents." He noted that for decentralisation to work effectively, training is required for SMCs, Head Teachers and at District level. He would appreciate more training for overseeing decentralisation at District level and carrying out newly-defined responsibilities. He recommended that this should be "in-workplace and practical - not long courses but regular inputs followed by action research", which would "help to institutionalise learning skills within the DEO". He also noted capacity development should not only be about human capacity but also 'physical development' to improve the working environment, office space and equipment.

Once the scope of capacity is recognised its development has to encompass all its elements. Although there is a MoE Capacity Development Plan[101], so far the EFA ASIPs have not included some of the vital activities, nor allocated resources to meet the implementation needs at District, village or school level. It is true though that there are more teachers and almost all have training. DEOs seem not to have sufficient capacity to undertake their role of facilitating decentralisation. RPs and School Supervisors have had training under BPEP II and EFA but their effectiveness as peripatetic support to teachers and schools is limited, by all accounts, to administrative matters. There were few reports of RPs, for instance, spending sustained periods with teachers in classrooms. There is a need for plans to raise the managerial capacity at District, village and school levels based on new curricula which are developed out of studies of the job content of the various actors and are grounded in best practice.

5.5.4 Central Level Institutions

While the numbers of posts at central level organisations – MoE, DoE, NCED, CDC, Non-Formal Education Centre (NFEC) – has not changed significantly the staff of these institutions have benefited from study visits, attendance at seminars, training, workshops and academic courses both within the country and overseas. Equipment, logistic support was provided to DoE, and central level offices. To illustrate the changes in capacity at this level the National Centre for Educational Development (NCED) will be considered. NCED is the apex institution of the government in the field of training and development for education. It is involved in building capacity of education managers, HTs and, through its network of training providers, teachers. It was strengthened by the Teacher Education Project, 2003 – 2009, in which curricula were prepared or revised, staff were trained and mentored and systems for managing teacher education were installed. NCED has, through its network of public and private sector training providers, almost cleared the backlog of untrained teachers – a most significant achievement.

---

101 The Capacity Development plan has not been yet endorsed by the government. Moreover, both that plan and SSR capacity development plan have not yet been costed, The plans estimate about five per cent of the total education recurrent budget to be allocated for development and implementation.

5.6 Monitoring and evaluation

One crucial aspect of capacity development for a large and complex programme such as the EFA programme is the development of systems for monitoring and evaluation of overall progress and trends. Ideally, good M&E should be able to meet a range of needs, not only 'upward reporting' on District or sector-wide progress but, even more importantly, to allow adjustments at every level (policy, District and school) of planning, through SIPs, to continually improve practice.

The MoE has adopted two new management tools through which to monitor the EFA Programme. These are Flash Reports, linked to a strengthened EMIS, and Financial Management Reports. The former will be dealt with in this chapter, while the latter will be treated under the following chapter on Finance. In addition to these tools there has also been the commissioning of formative research projects.

5.6.1 Flash Reports

The Flash process started with the 2004 academic year. The Education Management Information System (EMIS) gathers school level educational performance data from all schools across the country twice a year. The Flash I Report is a snapshot of data at the beginning of the school year whilst the Flash II report focuses on end of school year data. The per capita funding grants to schools began being released from FY2007-08 based on the Flash I data. The national Flash Reports are prepared on the basis of 75 district Flash Reports directly from schools. Flash Reports cover enrolment, pass rates of students, repetition and survival rates, training status of teachers, supply of text books and learning materials. The Reports also show progress and participation of SMCs and PTAs in various activities of schools. At school level, Flash Reports have the potential for comparison of targets achievements of school plans, that is, the SIP. The results of the Flash Report process have informed this evaluation – See Annex 3 a.

Stakeholders at the centre hold very positive views of the Flash Reports, particularly their timeliness and comprehensiveness. In comparison with other countries in the Region school statistics as in the Flash Reports are a resounding success. However, teachers at school report that they see little value of data collection and Flash Reports. The DoE organised an intensive workshop in 2006 for District Planning Officers and Technical Assistants in three regions of the country. Some questions arose in the minds of the evaluators concerning the meaning of the enrolment data reported. Our concern arises from the persistence of very high gross intake and enrolment rates at national and District levels even after the successful ECD programme which ought to have reduced markedly the "baby" classes traditionally counted as Grade 1. To illustrate the issue we consider the Gross Enrolment Ratios (GERs) for our eight Districts and set them beside the national figures for GER for boys and girls in Table 5.2.

Table 5.2 Gross Enrolment Ratios for 2008 Academic Year

District	Girls	Boys	Total
National	**145.6**	**140.2**	**142.8**
Jhapa	149.7	142.7	146.1
Siraha	121.1	118.9	120.0
Rasuwa	141.7	147.2	144.4
Dhading	157.3	142.1	149.5
Dhanusha	106.4	107.0	106.7
Mahottari	115.6	127.0	121.4
Mugu	158.3	164.4	161.4
Surkhet	184.1	169.2	176.4

Source: DOE, Flash Reports for 2008.

The computation of the GER is the ratio of enrolments in Grades 1 – 5 to the estimated number of school-aged children, expressed as a percentage. If the ratio exceeds 100 there are a number of possible explanations. First, there are more enrolments in the numerator than the estimated school age population. In other words there are over- and under-aged children. Secondly, the estimate of school age children is too low. Thirdly, a combination of these factors may be at work. If more than 60% of children of pre-school age are in separately enumerated ECD classes are the remaining numbers enrolled in class 1 perhaps? This seems unlikely. The GER is high everywhere not just in the poor Districts such as Mugu but also in the relatively better off Jhapa. With repetition still persistent, even with a policy of liberal promotion from one grade to the next, there are bound to be over-aged students since some will fail to make academic progress in the grades to which they have been promoted. However, the Net Enrolment Ratio has shown good signs of improvement during the Programme. The NER counts only those students in the numerator who are of the "right age". The NER in 2008 stands seven percentage points higher at 83 than it did in 2003. The demographic estimates we cannot challenge for lack of expertise. If the major cause of high GER and Gross Intake Ratio (GIR) is the existence of over-aged children, the implication is that repetition must be reduced through improved teaching and learning. In line with GoN's EFA policy, over-aged students must not be excluded.

However, there is another explanation. In the course of the District field work the tendency of some schools to inflate enrolments was mentioned. There are pressures to keep a teacher whose post would otherwise be withdrawn if the enrolment were to fall below the official number. Where grants are based on the head count there is also an incentive to inflate. These are two examples of how the GIR and the GER values may be higher than in reality.

One action that may help in establishing the validity of the enrolment data is to have independent investigation of enrolment based on samples of schools with safeguards for ensuring the reliability of the data, perhaps through unannounced visits.

5.6.2 Issues in M&E

There are five types of primary schools:

- Community Schools, which are fully supported by the government for teacher salary and other funds;
- Community-managed schools (CMS);
- Community Unaided Schools (CUS);
- Institutional Schools (Private Schools);
- Religious Schools (RS) such as Madrasas, Gumbas, and Ashrams.[102]

Monitoring of all school types is challenging when resources are stretched. Monitoring seems to focus on only the first two types of school. The evaluation team talked to Gumba SMCs in Mugu and Madrasa SMCs in Dhanusha. They report that they are hardly monitored or supported. In the case of other types of schools, e.g., private schools, the government does not provide them with any financial aid and hence the MoE has only a minimum say in these schools in comparison to the first two types of schools. Similarly, the support provided to other Community Unaided Schools is negligible. So for lack of adequate resources, the monitoring mechanism has not been inclusive of these other types of schools.

The MoES established the Monitoring and Evaluation Inspectorate (M&EI) to monitor various activities of MoES, DoE, other central level bodies, DEOs and schools and developed an inspectorate manual in 2004. But the monitoring and evaluation tools are yet to be developed.[103] MoES has formulated 12 monitoring teams under the leadership of a joint secretariat to cover 14 Zones.

5.6.3 Monitoring classroom processes and student achievement

It was noted in Chapter 4 that it is far from clear whether student learning is significantly improving or whether classroom practice is changing to any meaningful extent. The reason for this lack of clarity has been the failure to develop systems and indicators for monitoring classroom processes and student learning. In order to track how teachers are changing their teaching styles, classroom observation instruments are needed and arrangements made for their use by trained observers. Furthermore, capturing changes in how students learn is as important as observing how teachers teach. These tools, essentially research instruments, could later be used by others including RPs in order to direct their routine classroom observations. But, ultimately there is a need to establish the impact of interventions on the achievement of students. The primary curriculum is subject based. In previous exercises to assess student performance five subjects have been considered. Since literacy is the key to all further learning, at least for the period of the SSR, performance of primary students should focus on skills of reading and writing. An institutional base, independent of the MoE, is required. Test banks have to be developed and a cycle of testing and reporting devised within the resources allocated to this monitoring activity.

---

102 Flash I Report 2007-2008.
103 Interview with the Executive Director of CDC.

5.7 Partnership with local bodies

Many (I)NGOs, on their own initiative, have provided training to district and sub-district level stakeholders in education, particularly on gender and child friendly teaching/learning. Such training is basically intended to protect and promote the educational rights of the excluded. NGOs have made contributions in areas such as adult literacy and ECD where they had earlier developed expertise. However, the scale of their contributions does not begin to fill the gap between what the Districts can provide and the demand.

5.8 Conclusions

Progress towards the target of having 8,000 schools "handed over" to their communities by 2009 is excellent. However, there is a strong possibility that many schools will remain under their District Education Office management since their resource base and local leadership will not provide the conditions for self-management. Unless SMCs are made more functional, handovers will grind to a halt. One indicator of SMC effectiveness is the SIP. There are indications that SIPs are not fully owned by schools, and therefore do not serve as the intended vehicle for improving service delivery.[104] It is therefore necessary to ensure the adequate capacity of SMCs and resources corresponding with their responsibilities and to explore ways of ensuring that the composition of the SMC is representative and those individual members serve the best interest of the students.

The success of capacity development efforts at central level is obvious to observers who report the vastly increased confidence of officials at central level. At lower levels capacity building activities have not been as intensive and the strictures of the MTR report still apply. The successes of capacity building lie in the new management systems and tools, the increased numbers of teachers and the clearance of the backlog of untrained teachers. Against all these positive reports, District Case Reports are full of perceptions that decentralisation to school level was done without adequately considering the new demands on District Education Offices with their small staff; the needs for all SMC members to be informed, if not trained, of what their duties are and for new management tools for SMC members to enable them to do the new tasks. Flash Reporting is successful in making essential information available in a timely way. The persistence of very high values of GER and GIR requires some supplementary independent investigation into the way enrolment data is captured. There remain some challenges and difficulties in developing monitoring tools which capture the intended changes in teachers' teaching and students' learning as well as in tracking the impact of interventions on students' literacy levels.

---

104 ASIP, 2008,p.46.

6. Financial Management and Related Issues

6.1 Introduction

This chapter covers the processes of planning and budgeting for the EFA 2004 – 2009 programme, the performance in terms of physical and financial progress, the flow of funds, the management of the pool funds and the Joint Financing Agreement (JFA), financial management and audit including performance audit.

6.2 Trends in Allocations and Expenditures

A total of ten budget headings are used for budgeting and tracking expenditures under EFA. Not all of these headings have funds allocated each year. Table 6.1 below shows how the allocations between the headings have moved over time. These allocations are made after the pooling donors review the proposed Annual Strategic Implementation Plan (ASIP) and Annual Work Plan and Budget (AWPB). Approximately 70% of the EFA Programme is funded by the GoN and 30% by the DPs. Hence, the GoN has, with the help of the pooling donors, annually increased the budget allocations and clear moves have been made to decentralise the implementation of the Programme through increased allocations for civil works to Districts and thence to schools. The DPs are pressing for 20% of public spending for education sector where, over the period of 2004/ 05 to 2006/07, sectoral allocations ranged between 16% and 17.3%.[105]

---

105 Financial Comptoller General Office, Consolidated Financial Statement, Fiscal year 2006/07. page 175.

Table 6.1 Allocation to the 10 EFA Budget Heads, 2004 – 2009 (NPR '000)

Budget Heads	2004/5	2005/6	2006/7	2007/8	Total
Primary Teachers' Salary		7,009,258	7,477,834	9,432,602	
Non-formal Education	4,211	4,503	4,640	5,155	5,651
Non-formal Education – capital	97	0	0	0	0
Teacher Record Office[104]	178,804	291,075	235,000	240,585	240,662
Special Education Council	27,832	33,600	34,000	34,400	40,016
Teacher Pension Facility	295,881	576,040	780,000	790,000	790,000
EFA (Centre - recurrent)	54,203	51,700	70,048	425,532	1,144,062
EFA (Centre	74,474	24,100	0	0	13,400
EFA (district - recurrent)		2,624,127	2,797,136	3,491,784	4,228,985
EFA (district	302,338	558,662	811,182	1,539,500	2,907,600
Total					

Source: Annex 7

6.2.1 Key Observations

- Increasing total allocations year on year: 23 % increase between years one and two of the Programme, followed by increases of 9%, 31% and 36%.
- While the salaries of teachers remains by far the largest budget heading, as a percentage of total allocations it has fallen from 66% to 56.9%.
- Shares of the Districts, recurrent and capital, have increased steadily from 27% of the Total in 2004/05 to almost 33% by 2008/09. Since the Programme is implemented at District and school levels this trend is easily explained.
- The share of District capital allocations, representing the building of classrooms and other school civil works has quadrupled from 3.3% in 2004/05 to 13.4% in 2008/09.
- In terms of EFA implementation allocations the Centre has only 1.4% in year one, 2.7% in year four and 5.3% in the present year.

Another indication of the GoN effort to improve budget allocations to education is shown in Table 6.2. First, the annual increases have been erratic and ranged from a decrease of 7% to a high of 31% in constant 2005 money terms. The decrease in 2005/06 was caused by the sharp rise in enrolments that year. Secondly, actual expenditures are within 5% of the budget allocations, an indication that planning and implementation capacity are well matched.

---

106 Sometimes called Teacher Registration.

Table 6.2 EFA Budget allocation and Expenditure at Current Prices

Fiscal Year	EFA Budget NPR	Expenditure NPR	Increased Budget Allocation
2004/05	9,511,419,236	9,063,443,275	
2005/06	11,095,025,000	10,447,745,964	16.65%
2006/07	12,573,873,703	12,040,914,013	13.33%
2007/08	16,035,750,913	15,238,670,308	27.53%
2008/09	22,372,114,000		39.51%

Source: Annex 7

Table 6.3 shows that with large increases in enrolments, the increased allocations and hence expenditures on a unit basis were more modest at the outset of the Programme. In the final two years the unit allocations have increased dramatically and now stand at more than 50% higher in real terms than in the base year.

Table 6.3 Allocations per Student

Fiscal Year	Budget per Student in Current NPR	Deflator	Budget per Student in Constant 2005 Prices	Change in Unit Budget Allocations
2004/05	2638	6.2	2638	
2005/06	2621	6.6	2448	-7%
2006/07	3047	7.4	2620	+7%
2007/08	4043	7.6	3436	+31%
2008/09	5217	8.0	4059	+18%

Source: Annex 7. Note the Deflator has a provisional value for 2007/08 and a mission estimate for 2008/09.

6.2.2 The "Mingat" Ratio

This is defined as the ratio of the recurrent expenditure per student to the Gross Domestic Product (GDP) per head. Mingat studied the relationship of recurrent expenditure per head for various levels of education to GDP per head and found them to be correlated. For primary schools the ratio is in the order of 10% for many countries. It is 20% for secondary schools. It is used to gauge how well a country performs compared to others, regardless of their level of GDP per head.

Table 6.4 Calculation of Mingat Ratio

Fiscal Year	GDP per Capita NPR	Recurrent[105] Budget per Student NPR	Mingat Ratio
2004/05	23297	2638	11.32%
2005/06	25292	2620	10.36%
2006/07	27500	3047	11.08%
2007/08	30367	5216	17.18%

Note: both GDP and Budget figures are in current prices, i.e. they are not corrected for inflation.

It turns out that Nepal is now well ahead of the average. The downward blip in 2005/06 is a reflection of the sudden increased enrolments that year.

The Financial Monitoring Reports (FMR) are a requirement under the JFA and are produced three times a year to form the basis of disbursement by the pooling donors. The FMRs[108] in addition to reporting data on the 10 EFA Budget heads, present achievement of the AWPB and ASIP against both physical and financial targets and in respect of the EFA Goals.[109]

The FMR clearly distinguishes between central and District activities with the Central Allocations being only 8% of Total ASIP allocations. The Red Book revised figures are identical to those in the ASIP for the first time in the Programme. Management costs are under "Other". Almost all EFA activities are grouped under Access or Improving Quality while reducing illiteracy and meeting learning needs are relatively neglected Goals.

---

107 Mingat used expenditures while our data for consistency over the period uses budget allocations. These are within 5% of the actual expenditures on average.

108 The FMRs use financial data available from the Financial Comptroller General's Office (FCGO) for reporting against the 10 EFA Budget Heads and use un-audited financial data obtained directly from DEOs to report progress against the Goals. FCGO financial data cannot be disaggregated by EFA components and activities. The two sets of financial data are not therefore comparable. For instance, in the 2007/08 Third FMR, FCGO data comes from the computerised FCGO database and comes from all 75 Districts. In contrast , the analysis of progress against the 6 Goals is based upon the financial and physical data received from 62 districts and the central level agencies.

109 The ASIP is constructed around the global 6 EFA goals rather than the 7 Nepal EFA Goals.

Table 6.5 EFA Budget as in ASIP, Red Book (Revised) for FY 2007-08

	Total Budget in ASIP				Total Budget in Red Book	
	District				District	
	65-3/4-417	65-3/4-804	Total	Share of	65-3/4-417	65-3/4-804
Expanding early childhood development	879	389,067	389,946	7.2	879	389,067
Ensuring access to all	6,832			30.9	6,832	1,677,860
Meeting the learning needs of all	15,534	2,492	18,026	0.3	15,534	2,492
Reducing illiteracy	10,132	110,836	120,968	2.2	10,132	110,836
Eliminating gender disparity	985	574,327	575,312	10.5	985	574,327
Improving all aspects of quality education				43.6		2,008,706
Other	23,470	267,996	291,466	5.3	23,470	267,996
Total				100.0		5,031,284

Source: Annex 7

Table 6.6 Comparison between physical and financial progress against the EFA Goals at Central Level FY 2007-08

EFA component	Weight	Physical Progress %	Financial Progress %
Expanding early childhood development	0.21	2	3
Ensuring access to All	1.68	94	75
Meeting the Learning Needs of All	3.65	98	99
Reducing illiteracy	2.50	100	95
Eliminating gender disparity	0.23	100	86
Improving all aspects of Quality Education	87.91	99	100
Others	3.87	92	85
Total		99	96

Source: DOE, Implementation Progress Report (IPR) & Financial Monitoring Report (FMR) Third Trimester (Fiscal year-2007-08)

The weights indicate the relative importance in terms of allocated funds. To illustrate what the table means: the overall physical progress on the central level budget heading in FY 2007-08 was 99% and the financial progress rate was 96% of the planned physical target. Physical progress on all components was above 90% except for ECD which had a very low weighting.

At District level, based on data from 62 Districts, progress is measured for each of the above six goals plus an extra component of Education Management. Again there is a very high level of performance - 99% physical and 91% financial progress.

6.3 Planning and budgeting for the EFA Programme

The movement towards decentralisation down to the school level requires planning to be undertaken at the lowest level, the school, and for those plans to inform the "macro" plan for the country. School planning, by or through SMCs, is supposed to be consolidated at the village or municipality level, by Village Education Plans (VEP). In turn these are aggregated to the District Education plan and so to the Annual Plan constructed by DoE/MoE. However, to date, there are School Improvement Plans (SIP), done by almost all schools[110], whereas Village Education Plans have hardly begun. In 2007/08 a total of 105 VEPs were produced out of a target of 116, a very modest target compared to the total number of more than 29,000 primary schools [111]. Village Development Committees lack staff to assist in the planning of schools. The present problems with planning at the lower levels are

- low capacity to undertake planning.
- the SIP planning process is not clear, with confusion between Annual Plan and periodic (5-Year) Plan.
- the complicated SIP planning format given.
- difficult to match planning figures (SIP) with the received budget. Since there appears to be no relation between these two, some schools see planning as a meaningless and additional burden.

Ways to move forward would include

- training SMC/HT/Teachers/PTAs.
- making a clear difference between the annual and 5-year plan.
- simplifying the format, possibly just a one page sheet for the annual plan with guidance notes based on the participation of the end-users.
- train key people to match plans and likely budget.

District plans are made though the basis of these is not clear. The method of consolidation of plans at lower to upper levels has not been worked out. Nevertheless, the planning which is done at the centre clearly has its roots in an appreciation of the schools and Districts; otherwise the outcomes – the high rates of implementation - would not be as impressive as they are.

---

110 See the 2006 Technical Review of School Education which reported that in 2005/06 96% of the sampled schools prepared a SIP though only two thirds revised these in the following year. The 8 District Cases Reports in this Joint Evaluation, The 2008 Report of the Auditor General also show the high level completion of a SIP, without which schools do not get their funding for textbooks etc.
111 FMR II for 2007/08 page 14.

Implementation of the activities of the Programme is carried out through an Annual Strategic Implementation Plan (ASIP). The draft ASIP is a GoN product with no help from the DPs. It was reported to the evaluation team that the DPs 'shaped' the EFA programme at the outset through requirement of The Core EFA Document. It was also claimed that, in practical terms, dialogue on each ASIP has been more significant.

There is a remarkable degree of detail included in the ASIP and the associated Annual Work Plan and Budget (AWPB). By the time the ASIP is approved, and possibly amended slightly by the Ministry of Finance (MoF), it has undergone many hours of consideration within the Directorate of Primary Education (DPE) and other MoES agencies as well as by DPs. The findings, from an examination of the physical and financial performance[112], suggest that what was planned, in the main, happens. Over the period of 2004 - 2009 the planning and budgeting and measures of performance have also improved: the measures of physical and financial performance both are approaching 100%. These observations suggest that the planners and those who fund the Programme have an accurate estimate of what can be done. The capacity of the DoE and other central organisations as well as the Districts cannot be increased dramatically overnight. What is attempted is within the resources to implement. Of course the funds have to be voted and flow in a timely manner. It is to those issues we turn next.

6.4 Fund Flow and Fund Allocations

The timely release of funds from the GoN was a recurring theme of discussions at both the Central and District levels. Most tellingly several respondents recognised that funds for scholarships should reach the school and be distributed as early in the school year as possible, otherwise students may drop out. Funds flow to schools in two ways[113]:

- Teachers' salary: in principle the flow has only three steps.

MoF → District Development Committee → School → Teacher

---
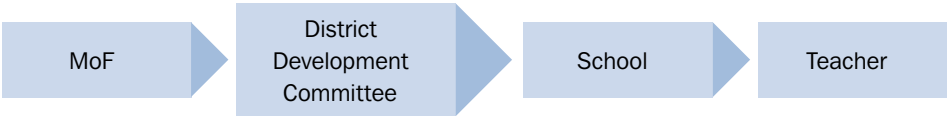
112 As reported in the FMRs.
113 This information was validated by the local consultant team with the DOE in early March 2009.

- However, for primary teachers, the salary flow in practice has seven steps.
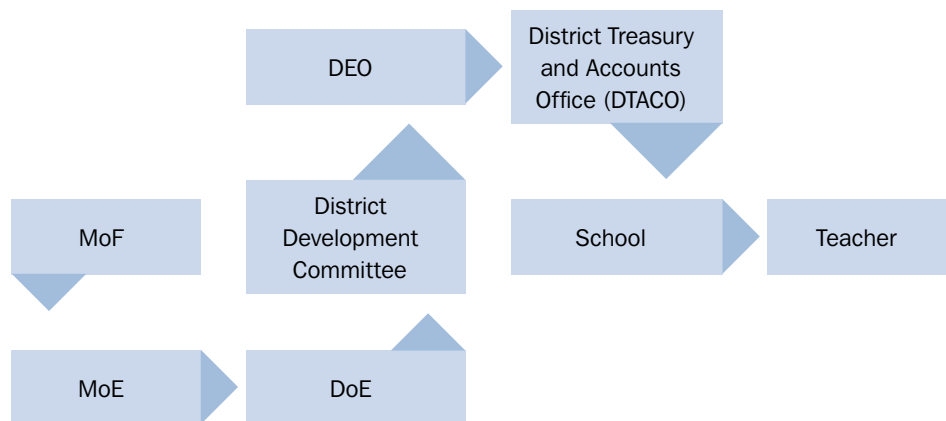
- Funds for other programmes flow as shown below:
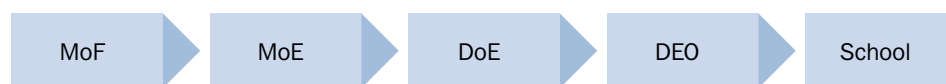
The Permission Letter for budget release follows a set path.
- Parliament passes the bill
- MOF sends letter to FCGO and MoES
- FCGO sends letter to DTACO
- MOE sends permission letter to DOE
- DOE sends permission letter to DEO
- DEO sends letter to DTACO based on school requirements
- The DEO also sends letter to schools
- Money is deposited in the school's bank account114

There were sporadic reports of delays in teachers being paid:
- The first trimester release of teacher salary budget is late because of delayed permission letters
- The third trimester is again late normally because, if additional money is requested or required it has to flow from the MOF and then along the flow path.
- In some schools teachers do not get their salaries in time because Head Teachers also do not distribute in time even if the money has arrived in the school's account in Bank.

There were positive reactions to the second flow of funds, and also more complaints concerning its delay.
- The positive reactions to the second flow are:
  - it has helped schools to attract into school children of school-going age as well as drop-outs;

---

114 For the checking of the accuracy of budget release FCGO has a computerized system that receives data from DTACO. DOE checks its tallies afters distribution with FCGO computerised records.

- it also supported the expansion of classrooms and other physical facilities; and
- it helped to launch and run ECD centres in schools.

- The common complaints heard from HTs and DEOs were:
  - the first trimester comes very late and delays the start of the school programme; and
  - MoF the last trimester also comes late and cannot be utilised in time.

Delays in release affect scholarship distribution, appointment of teachers, textbook availability (though there are other factors also affecting textbook availability), and construction activities at schools. Delays in release of funds seem to occur at the District level through lack of capacity at that level to deal with peaks of work. Practices vary with respect to informing schools of their allocations. Block grants in some Districts are issued without advice as to what the expected allocations to textbooks (the first mandatory requirement), scholarships and other items are. In other Districts, schools are informed of the breakdown of their allocations.

DPs can also delay the flow of funds: for instance where a FMR, which can act as a trigger for release of funds from a DP, is delayed then the DP may also delay release of funds. Only one GoN respondent commented on this as a source of delay though it is hard to credit this report since the DP "pooled" account is used for reimbursing funds already released by the GoN.

One measure of the smooth flow of funds comes from the receipt, at the schools, of the textbooks for the year - see Table 6.7.

Table 6.7 Percentage of students at primary level with the status of textbooks in the school year (within the second weeks of the Jestha)

EFA Indicator	Status of Text Books	2006	2007	2008
Percentage of students at primary level with the status of textbooks in the school year (within the second weeks of the Jestha)	Full Set	54.1%	58.4%	45.2%
	Partial Set	2.9%	4.7%	9.4%
	None	43.0%	36.9%	45.4%

Source: DoE, Flash Reports for 2006, 2007, 2008.

In the latest year just over half the students received their books, either a full or partial set, within the first two weeks of the school year. It had been higher in the previous two years. The drop in achievement is ascribed to GON holding elections for the Constituent Assembly. Nevertheless, with 45% of students having to wait for their books until weeks or months into the school year there is evidence that the SIP funds, on which textbooks have first claim is still an issue. Reports from the District Studies confirm that fund flow is a persistent problem in many schools.

The GoN fiscal year (FY) runs from 15 July to 14 July. The school year begins in April. Therefore, the first trimester release of the FY comes after three months of the school year. Allocations to Districts are based on student enrolments for the

previous year, as given in the Flash Reports. Where student numbers are increasing year on year it is clear that there will be a shortfall in financial allocations.

In the latest report on the Financial Management Action Plan (FMAP)[115] it is clear that the GoN is taking action to ensure timely release of funds. For instance, the DoE planned to organise orientation programmes for District Education Officers, RPs and School Supervisors.

6.5 Donor co-ordination, Joint Financing Agreement and Donor Code of Conduct

One GoN official stated, "The JFA provides the glue for the DPs." The JFA for the EFA Programme 2004 – 2009 covers the major aspects of the financing of the Programme and was signed in September 2004 by the Government of Nepal and four bilateral donors[116] plus the International Development Association (IDA). The JFA provides a detailed and robust set of arrangements for co-ordination and consultation between the Government and the pooling partners. It covers financial management including reporting and auditing, common procedures for disbursement and procurement, arrangements for joint reviews of progress. It provides for monthly meetings of the DPs, semi-annual review missions and a focal point. It establishes the responsibilities of both the Government and the pooling donors. Crucially, the Government has overall responsibility for planning, procurement, implementation and financial management. Accounts are kept in accordance with the Government's standard accounting system and with the Financial Administration Regulations (FAR).

One DP representative termed the JFA as an "advanced, unique and positive set of arrangements". The JFA in effect has the function of a Code of Conduct and is the mechanism to ensure co-ordination. Other DPs observed that one feature which probably helps make the co-ordination easier is that there is no lead donor. The atmosphere among the DPs, pooling and non-pooling, was found to be collegial. No distinction is made between large and small donors and special interests and expertise of some DPs are recognised by the DPs as a whole.

The Donor Code of Conduct (CoC) is developed and available but not signed. There are two plausible reasons for the CoC not being signed and both were mentioned by DPs to the Joint Evaluation team. First, the JFA is used as a guide to DPs in how to operate. Secondly, if it had to be signed then home offices of some DPs may require their stances to be noted. Its status is "accepted if not endorsed". For two DPs the present JFA for education is a "model" SWAp. All DPs and GoN personnel comment on how co-operative and friendly the relations between all parties involved in the EFA Programme are. The JFA is a 10-page document with four technical annexes. It reads like a contract with details of the responsibilities of the GON and the DPs. The CoC is less than three pages long and states general principles of good practice such as DPs will "share Nepal's goals and objectives for educa-

---

115 See Aide Memoire of the Joint Annual Review Mission (JARM) for EFA and SESP, May 20, 2008 Annex D.
116 Governments of United Kingdom (UK), Finland, Norway and Denmark. Later the ADB, the Government of Australia and the European Union (EU) joined. The Japanese International Cooperation Agency (JICA) and UNICEF are non-pooling donors and did not sign the JFA.

tion"[117]. The document is explicit in declaring that the CoC is "neither legally binding nor enforceable.... DPs will subscribe to both guiding and operational principles in good faith.[118]" It is slightly puzzling that such a general statement could not be signed while the detailed "contract" of the JFA has such acceptance.

6.5.1 Transaction Costs

One aim of having co-ordinated development assistance is to reduce the transaction costs of the DPs and of governments. With semi-annual and joint reviews of the Programme the MOE and other government bodies have a much reduced load of meetings when compared to the earlier period when BPEP I and II ran alongside other projects. MoE officials commented favourably on the creation of a DP focal point, one which rotates among the DPs. The present focal point estimates that 10% of his time is spent on the co-ordination of DP activity for the education programme – EFA plus the emerging SSR. Communications between government and the DPs are regarded as satisfactory from the standpoint of the GoN. The representatives of the DPs change regularly and therefore few have the advantage of being able to compare experiences of before and after the EFA 2004- 2009 Programme. But the few national staff who do have that advantage see the gains in having a joint approach by the DPs to the GoN. An almost total absence of complaints from both DPs and GoN concerning meetings and missions suggests that the present arrangement of a rotating focal point and a reserve focal point who will take over is working well. This arrangement is new and appreciated by GoN.

6.5.2 GoN Ownership

There is central government ownership of the EFA Programme. As one DP put it "Donor co-operation in education is good compared to other sectors. GoN takes the lead role in managing the meetings and circulating papers. The donor focal point is a good idea". With the high level of decentralisation in the EFA Programme a degree of local ownership is also called for. So far, evidence on local ownership, i.e. at the school level, is lacking. Apart from some observations in the Formative Research Projects, FRPs, regarding the working of SMCs and anecdotal accounts from visits to schools' efforts at monitoring the Programme have concentrated on collection of quantitative information. In order to understand how the Programme is working, including how much ownership lies in local i.e. school, hands, qualitative research is required. Also, at present, there is no communication plan from centre to school and school to centre.

One reason that the GoN has confidence in its position as leading the EFA Programme is that since 2003 capacity has been developed in MoES/GoN at central level.

6.5.3 Audit

The JFA deals with audit issues[119]. With EFA activities being carried out at more than 27,000 separate sites throughout the country the need for audits is obvious but difficult to undertake. No more than 10% of schools have accountants. Most

---

117 CoC paragraph 2.
118 Ibid.
119 JFA, 2004, paras 57 – 59.

primary schools have Head Teachers who have to teach and have no training in accounts.

Presently efforts are being made to tackle the key issue identified in the JARM of 2007, namely audited financial statements of schools were either not submitted or were delayed[120]. Various steps are being taken to meet this shortcoming: a new Audit Guide, a roster of qualified auditors for all Districts, a DOE task force to monitor compliance, an independent review of a sample of school audits and measures taken.

6.5.4 Performance Audit of Primary Schools

In 2006/07 for the first time there was a Performance Audit of schools carried out by the Office of the Auditor General (OAG)[121]. At the time of reporting, performance and financial audits had been carried out in 71 schools in 15 Districts by teams of staff from the OAG. For the first time a glimpse is possible of how funds are actually used at the level of the school.

The report identifies a number of Audit Objections[122] which, we understand, are in the process of being followed up. There were three headings: SIPs, scholarships and record keeping.
- SIPs
  - Some schools in five Districts had not prepared SIPs. Textbooks, the first claim on funding, were found in some schools to be a mix of old and new books.
  - Some schools used remaining SIP funds for hiring teachers whereas teachers' salaries can only, officially, be paid through the approved payroll.
- Scholarships
  - In 10 of the 15 Districts the amount of scholarship per head was lower than the declared levels.
  - Schools in three Districts did not distribute the scholarship for one fiscal year till the October of the following year.
  - In half the Districts the distribution was "not timely".
  - Scholarships were given in five Districts in the form of "kind" e.g. bags, uniform[123], goats.
- Record Keeping
  - School records relating to the disbursement of funds are not kept properly.

The Performance Audit has only just begun. The process of sample audit can be improved upon. For instance, auditors require skills in interviewing and other data collection methods since traditional financial audit skills are not enough to uncover how funds were actually expended[124].

---

120 Annex D of the Aide memoire for the JARM, May 20, 2008.
121 Jank Raj Gautam, Assistant Auditor General, Performance audit of EFA Programme. A paper delivered at the Joint Annual Consultation Meeting for EFA, November 2008.
122 An objection is raised if spending does not match the Financial Rules or the guidance issued. An objection does not imply misuse, per se.
123 Observed also by the Joint Evaluation team during the trial of the evaluation instruments in Lalitpur where in one school all students had a uniform which had been purchased by using scholarship funds augmented by donations from parents.
124 See, Inger Cecilie Thoresen, Report to the Royal Norwegian Embassy: Performance Aidit of EFA, June 2008.

6.5.5 Conclusions on School Audit

The Performance Audit has only just begun. The process of sample audit can be improved upon. For instance, auditors require skills in interviewing and other data collection methods since traditional financial audit skills are not enough to uncover how funds were actually expended[125]. It cannot be emphasised enough that where authority to spend is spread over so many centres, management systems require to be well grounded in reality. Notices and instructions from the centre or District are no substitute for a system which has been developed and tried out, together with training and support given at the school level.

6.5.6 Technical Assistance

The support to Flash Reporting is among the successes of technical assistance (TA). Others include:

- TA Assistance to preparation of the ten-year framework for NFE - the Literacy Framework for Empowerment
- The MDA was carried out through the provision of TA
- Development of the ECD strategy paper through technical support

In principle, 20% of the direct funding by DANIDA goes to funding TA. This TA is managed by the Steering Committee chaired by the Secretary. Long-term national personnel amongst the DPs can point to the improvements in the working of TA within the EFA Programme. Consultants generally operate under control of the MOE and have little attachment to the embassy or agency which recruits and employs them. In other words the assistance is provided to the GoN and the work is absorbed within the routine work of the MOE/DOE. The process of procuring TA is as follows. Usually, the concerned agency drafts the TOR in collaboration with the funding agency and consults with the Foreign Aid and Co-ordination Section (under the Planning Division) of the MoE. After discussion and clarification, the MoE approves the ToR. The concerned agency and MoE with the involvement of funding agency (or agencies) then hire consultants and evaluate their work.

6.5.7 Contribution of CERID to EFA

At the conference on the "Contribution of Formative Research in the Implementation of the Educational Reform Program" (CERID)[126] the direct and indirect influences of this kind of TA were spelled out. Direct influences included education policy being developed with evidence from the research being actively sought by GON. Indirect influence occurs because of the availability of the Formative Research Projects which create a culture of research among consultants and officers: "research and FRPs are on the table".

The contribution of CERID to the EFA Programme has been cited often. For example, these contributions have been acknowledged by MoES in the, ASIP (2006-2007), ASIP (2007-2008), etc. According to these documents, the main purpose of FRPs has been to provide technical support to MoES and bring forward strategic research-based information on the process of implementation of EFA and by assisting the capacity building of MoES. Similarly, EFA Annual Review Meetings at various

---

125 See, Inger Cecilie Thorensen, Report to the Royal Norwegian Embassy: Performance Audit of EFA, June 2008.
126 Held in the Radisson Hotel, December 15, 2008.

times (June 2006, May 2007) have also revealed that FRP initiatives have been instrumental in meeting the operational research requirements of Nepal's EFA.

The future of TA within the SSR may result in the MoE managing the TA. In that case the capacity of the MOE to manage TA may require some initial investment. With total ownership of SSR comes heightened involvement in all parts of the programme including the TA. The logic points to the GoN taking on this additional responsibility and the evaluation team supports this move.

6.6 Conclusions

The JFA is highly regarded by both Government and DPs as a successful mechanism for co-ordination. DPs, when they compare the working of the pool with similar attempts in other countries, are highly complementary about the openness of the Government to suggestions from the DPs. It is a key factor in the Financial Management System itself.

The Financial Management System, through dialogue between the Government and DPs, is being improved through more timely reporting and attention to both financial and performance audit at the school levels.

The Government has annually increased its budgetary allocations to EFA. On international comparisons Nepal is more recently allocating more than a comparable share of resources to primary education though it has to be noted that it started from a low base and allocations are still insufficient to meet the needs of the EFA Programme. Evidence that implementation of EFA has been decentralised to Districts is to be found in the significantly increased share of annual allocations to Districts for the implementation of EFA activities – up to 33% of total allocations in this final year from 27% in year 1.

The Evaluation team recommends no change in the working of the JFA for the SSR. It has evolved and meets the purpose for which it is designed.

The planning process and matching of the SIP plans to available budget require simplification. The end-users of the SIP format should be involved in the development of the planning format and the associated guidance and training material so that the new format is grounded in reality. These developments of capacity for planning can be taken within a broader aim of improving plan aggregation from lower to higher levels, including mechanisms to ensure mainstreaming of gender and equity into District Education Plans (DEPs), VEPs and SIPs.

With the proviso that further capacity development and support will be needed for the MoE it is recommended that the recruitment and management of TA is moved to the MoE with an earmarked TA pool being provided under the SSR.

7. Lessons learned from EFA and recommendations for SSR

7.1 Introduction

The purpose of the Joint Evaluation of the EFA Programme 2004 – 2009 was: "To provide information about the outcomes of Education for All 2004-2009 that the Ministry of Education and Sports donors and other education stakeholders can use for policy work and in the design of the School Sector Reform (SSR)."

SSR can be regarded as a vehicle for achieving the EFA goals. SSR is a bold message to the local stakeholders that, even if Universal Primary Education (UPE) 1 – 5 is achieved, it is not enough for Nepal in the context of globalisation and poverty reduction goals. There is a need both to enhance quality and expand to provide Grades 1 – 8 for all children.

The SSR had a long pre-appraisal in December 2008, is the result of almost three years of work, and is based on widespread participation of stakeholders. The recommendations are offered in full knowledge that the SSR is at an advanced stage of preparation. It is therefore recognised that influence on overall design will be very limited, but it is nevertheless hoped that the recommendations will be of use in considering the details of strategies and sequencing of interventions over time. It is also hoped that the above recommendations can be considered within the upcoming Appraisal Process for the School Sector Reform.

7.2 EFA Programme Achievements

Regarding Access and Equity, there has been considerable progress on a number of indicators and substantial growth in the system as a whole. At sector level and within the Districts, there has been increase in primary NER, improved completion of Grade 5, reduced drop out, a narrowing of the gender gap and, in particular, a recent increase in the enrolment of Dalit and marginalised Janajati groups, including girls. It is often the case that in a time of rapid enrolment expansion, gender and social gaps widen, but Nepal has managed to achieve overall enrolment increases that are accompanied by a reduction of gender and caste/ethnic disparity. This has perhaps been the single most important achievement of the EFA Programme.

Regarding Quality, there is some, inconclusive, evidence of improved learning outcomes and also proxy indication of improved quality in the somewhat reduced dropout rates. There is more encouraging evidence of progress on provision of certain inputs that are widely accepted in Nepal and internationally to be impor-

tant elements of quality, including more conducive learning environments, facilities, teachers and textbooks. However, overall progress on educational quality is somewhat disappointing and there apparently remain huge inequalities in provision, with schools serving the poorest and most marginalised communities often themselves being the least well staffed, resourced and supported.

The findings on the overall progress over the period of the EFA programme very much support the planned overall direction and focus for SSR, to consolidate access gains whilst shifting the overall focus more towards educational quality. Key strategies will include maintaining and strengthening measures to reduce the costs of education, whilst targeting additional access strategies such as NFE, ECD and multi-sectoral 'mobilisation' efforts on the multiply-disadvantaged children who remain out-of-school. In progressing towards universal education to Grade 8, there should be a strong focus on ensuring gender equity and social inclusion in the upper grades. The shift in overall emphasis towards quality at this stage will ensure meaningful learning and thus also ensure that the impressive enrolment and equity gains are consolidated and sustained, by preventing drop out and providing increased incentive for completion of the 8-year cycle. Key strategies will be to continue to move beyond teacher training and top-down provision of material 'inputs'; to focus on sufficient support to teachers, schools and communities to implement a range of holistic and locally–relevant strategies to achieve in-depth school improvement.

7.3 Lessons and Recommendations on Policy

7.3.1 Lessons Learned

One very positive factor of the EFA programme has been the setting of overall principles and policies to guide overall direction. For example, there have been clear policy thrusts towards decentralisation, greater community participation and more responsiveness to linguistic and cultural diversity, as well as addressing caste discrimination; all of which have been linked to wider political commitments.

Problems have sometimes arisen because these overall statements of policy intent have not been developed into more detailed plans that can guide implementation. As a result, there have been some confusion and inconsistencies. Some particular examples are:
- Conflicting policies on free education and giving priority to disadvantaged groups on the one hand; and on cost sharing in ECD and school facilities provision, and financial rewards to CM schools, on the other.
- A lack of detailed plans to guide implementation of multilingual education.
- An incomplete articulation of the relationship between 'special' and 'inclusive' education; as well as the role of non-formal primary level education.

7.3.2 Recommendations

It is appropriate that the developing SSR framework, like that of EFA, reflects and links to Nepal's wider commitments to socio-political change towards poverty reduction, equity and the achievement of basic rights. On the one hand these can help to guide overall direction in the education sector and, on the other, education

is a central means of achieving Nepal's wider poverty reduction and social inclusion goals. At the same time, more detailed policies in certain areas would greatly help to guide educational development over the next few years. In particular, it is recommended that attention be given to the following.

R1   Develop a policy on cost sharing in the context of free education
A comprehensive study should be undertaken to get a further understanding of what educational costs are currently being met by families (including educational materials and text books for optional subjects, school lunches, ECD payments, uniforms, donations for school facilities development, etc.) and which costs are affordable and acceptable to households across a range of income and social groups[127]. The study should also examine educational budgets at the national and local level to estimate the effects on access, school construction and maintenance, service provision, acquiring books and equipment and teacher pay and training. This should provide the basis for further discussion on the trade-offs between 'free' education and quality development, leading to the development of a policy on cost sharing, along with detailed guidance for Districts and schools that allows for optimising of local resources whilst ensuring that equal access of the poorest children is not compromised. Such a policy would also help to guide district and school level resource targeting, to ensure that additional resources are targeted to schools and communities with least capacity to generate their own.

R2   Develop a more complete policy on languages in education
This could be based on evaluation of the current Finland-funded bilingual education project and perhaps some further investigation into the attitudes of different ethno-linguistic groups towards bilingual education. It should specify the extent of use in primary education of specific languages (for example, full bilingual and bi-literacy provision might be made available in some major languages, whilst for others mother tongue provision might be oral only). It should also cover provision of bilingual teachers, development and procurement of minority language and bilingual textbooks, raising awareness of language and literacy learning among all teachers, strategies for teaching of Nepali as a second/additional language and the teaching of English as a second or third language.

R3   Develop a policy for Inclusive Education
This should articulate both the inclusive provision to be aimed for in all schools and the envisaged roles, scope and scale of 'special' and 'non formal'/alternative education programmes. It should include analysis of the different groups of children who are currently most at risk of exclusion and differentiate between children who might be found in any school across the county (e.g. disabled children, Dalits, orphans or those in difficult family circumstances) and those who are particularly concentrated in certain communities or districts (children affected by trafficking, children in communities affected by HIV, conflict-affected children or street children).

---

127 See UNESCO Global Monitoring Reports. Reaching the ''last 10% will be more costly per child and might require additional subsidising beyond 'free education''.

7.4 Lessons and Recommendations for Improving Access, Equity and Quality Strategies

7.4.1 Lessons Learned

Incentives: Incentive payments, additional to free primary education, have seemingly had a significant impact on access of girls, Dalits and disadvantaged Janajatis. However, the different schemes and complex rules have been difficult to administer fairly and objectively to achieve optimal impact. Additional incentives managed by the school to cover all children, in particular provision of a snack or meal, have proved very effective in the poorest communities and in some cases easier to manage.

The Teaching-Learning Process: While there have been impressive amounts of teacher training and upgrading there has been an under-estimation of the depth of change required to enable a real transformation in schools' whole approach to children and their learning and a possible underplaying of the role of professionals (vis-à-vis community members) in supporting and monitoring teachers.

Quality Standards and Monitoring: It has been realised over the course of the EFA programme that the absence of a framework of quality standards and indicators for schools, as well as a lack of systems for tracking student learning outcomes, have both been significant constraints. There remains a lack of key input standards against which to measure achievement. Changes in how students are learning and their learning achievement as well as the factors that affect that achievement are also unknown. DEOs still lack the tools to reward improving schools or target support to those in most need. Meanwhile schools and communities have lacked a framework to help them form a comprehensive vision of an effective school.

Inclusion of Disabled Children: Nepal has built a solid foundation of resource classes and expertise, as well as raised awareness and commitment. The potential of an inclusive, 'child- friendly' approach to enable any school to include the vast majority of children in its catchment area has been recognised in principle. However, brief training given to one or two teachers in each school is not enough to facilitate real change in practice. Schools need ongoing, practical 'on-site' professional support to be able to address the 'real' issues of their particular students in their particular context, which implies adequate resourcing.

ECD, NFE and Adult Literacy: Some good work has been achieved in these areas though the scale of efforts in NFE and adult literacy is quite modest. However, it is widely realised that there has been insufficient attention to quality, so that achievement of targets of 'provision' have not necessarily led to real achievement in terms of actual learning. Furthermore, it seems clear that the current implementation modalities, involving cost sharing and relying extensively on NGO support, have not enabled targeting of the most disadvantaged. In particular, provision of non-formal primary-level education has been insufficient to meet the needs of all out-of-school children. All these areas suffer from a lack of coherent frameworks that relate them to anticipated progress on UPE.

7.4.2 Recommendations

7.4.2.1 Making Incentives Work More Effectively

R4   Simplify and sharpen scholarship schemes and criteria, whilst continuing to keep all types of basic education free of direct fees and costs
The experiences in implementation of the various incentive schemes point to the need to simplify the schemes and to ensure that incentives reach those most in need. This could be done, for example, by linking scholarships more directly to socio-economic status, whilst still maintaining some weighting towards girls, Dalits and children from other defined disadvantaged groups.

R5   Target additional funding to disadvantaged schools through SIPs, for locally- relevant strategies to address 'opportunity' costs of education
Consideration should be given to adjusting the balance of focus on funding to disadvantaged individuals and to schools serving disadvantaged communities. For example, schools that are experiencing special challenges in enrolling and retaining children could be given additional funds within their SIPS earmarked for access initiatives such as provision of school lunches, etc. This would need to be done in tandem with wider measures to improve transparency and equitable representation in SMCs and PTAs, and prevent 'elite capture'.

7.4.2.2 Strengthening Focus on the Teaching- Learning Process[128]

R6   Strengthen 'in school' and 'whole school' training and support
Given the somewhat disappointing results of teacher training so far, further thought should be given to training approaches. This might lead to a greater focus on in-school training focusing on whole teams with an increased emphasis on ensuring regular school-based support by all RPs.

R7   Develop tools to assess the teaching/ learning processes
These should be developed in order to track how teachers are changing their teaching styles in the classroom and how students are learning, both for overall monitoring purposes and, equally importantly, so that feedback can be given to teachers so that they can improve their skills. Observation instruments should be developed, alongside guidance and training for the observers. Such tools could be later developed to support Resource Persons and Supervisors in their routine classroom observations.

R8   Establish within a national body the capacity to carry out regular sample assessments of student learning achievement in core skills
There is a need to establish the impact of interventions on the achievement of students. Since literacy is the key to all further learning, at least for the period of the SSR, assessment of student performance should focus on skills of reading and writing and, if possible, numeracy. The evaluative tools developed should be able to provide information on the learning of children by gender and socio-economic group and also to differentiate the achievements of children who have Nepali as a first or second language.

---

128 These need to be implemented in tandem with measures to address some of the systemic issues that currently demotivate teachers - see below.

7.4.2.3 Progressing Towards Inclusive Schools

R9   Further integrate the concepts of child-friendliness, gender sensitivity and diversity into Nepal's 'vision' of quality education and all quality development strategies

Experience in Nepal and internationally has shown that teachers, just by showing an inclusive attitude and incorporating some simple active learning strategies, can have a good effect on bringing in and retaining more children. This can be encouraged within all teacher training and support activities and by ensuring a systematic process for ongoing screening of all educational books and materials, as well as be re-enforced through the proposed school quality standards' indicators and improved SIP framework.

R10 Further define the 'twin-track' strategy of promoting inclusion whilst also maintaining, strengthening and diversifying the existing assessment centres and resource classes

In order to ensure that effective support is available to a wider range of children who are currently excluded, consideration should be given to the roles and linkages between the ACs and RCs and developing a range of specialist expertise within each AC according to local need.

7.4.2.4 Development and Use of School Quality Standards and Indicators

R11 Ensure completion of the development of Quality Standards and Indicators. A few suggestions on this are offered below:

- The set of standards should be comprehensive, covering not just physical inputs but also indicators of the teaching-learning process, child friendliness, gender equity, inclusion and so on.
- Separate standards should be developed for primary schools and classrooms, ECD centres (whether school- or community-based) and also NFE and literacy classes.
- Standards for buildings and facilities should clearly incorporate equity criteria (e.g. on separate toilets for boys and girls). Develop levels of standard- e.g. fundamental, median, upper, for district and national level monitoring purposes and in order to identify individual schools' levels and to target unsatisfactory schools with additional support or measures. Changes in school and classroom processes are not at present recorded. Visits by field staff of the DEO and others could be used to gather intelligence on what changes are happening to teaching and learning. See Recommendation 7.

7.4.2.5 Targeting Quality ECD Opportunities and NFE

R12 Develop clear operational frameworks for ECD, Non Formal Education and Adult Literacy[129]

Some guidance points are offered below:
- Clarify the primary purpose of ECD to be the improvement of learning and the development of vulnerable children.
- Clarify the purpose and target groups of Non Formal Primary Education.
- Develop guidance for ECD expansion and NFE provision that requires districts to 'start from the bottom' and if necessary ensure full funding to programmes in the most disadvantaged communities, as well as to direct NGOs as to where they are most needed.
- Develop standards for ECD/early years and NFE provision (including facilitator training and competence) that are integral to work on minimum quality standards. Ensure that minimum requirements are met before new centres can begin operation.
- Develop a curriculum for ECD centres (whether school- or community-based) that relates to the age of the children (i.e. differentiated for 3, 4 and 5 year olds) and ensures learning through play/activity and through the mother tongue.
- Consider other ways to support 'early childhood development' besides setting up ECD centres (e.g. providing support to young mothers through health services, literacy programmes etc).

7.5 Lessons and Recommendations on Capacity and Institutional Development

7.5.1 Lessons Learned

Interpretation of capacity development: The interpretation of capacity development has been restricted, in the main, to providing training. A broader concept is beginning to show in the ASIPs where capacity is taken to include resources, both human and physical, training, management systems and tools as well as the institutional context.

School Management: SMCs work best when they have leadership with close ties to the communities. The hand-over of schools to become CMSs has generally had positive outcomes. However, efforts to prepare SMC members, Head Teachers and even District level staff to cope with decentralisation have been patchy. VDCs have a formal role with respect to ECD. Some VDCs have allocated significant proportions of their budget to assisting primary schools even though they have no formal management role over primary schools. Suggestions were made that all primary schools could be handed over to certain municipalities as a further step to bring management nearer the schools.

School Improvement Planning: The best examples of SIPs have demonstrated the effectiveness of increasing the involvement of community members, for instance in improving student and teacher attendance and the quality of the learning environ-

---

129 Taking account of the work done already, with the help of UNESCO, to develop a 10 year framework for NFE (Literacy Framework for Empowerment) and the ECD Strategy Paper

ment. Success depends on attention to school/community relationships and also on the capacity of the Head Teacher, teachers and SMC/PTA members. It is quite possible that schools serving the most disadvantaged communities and less cohesive communities are falling behind in school improvement and are less able to avail themselves of potential additional resources.

Teacher Training, Deployment and Professional Development/Support: There are more teachers and most of them are now trained. There is still an overall shortage and huge inequalities in the deployment of teachers, a persistent problem which the move towards CMS does not help. Classroom processes have not changed much over the period of the Programme though teacher attendance and punctuality has improved. Teachers have little or no support nor do they have professional supervision. RPs and School Supervisors are underpowered for this work.

District Education Offices: District Education Officers, during the EFA Programme, have carried the burden of managing a system in transition. While increased resources including office accommodation have in many instances been added, District Education Offices seem to lack the capacity to manage the scope and scale of what is required. Stability of posting remains a problem with transfers an obvious inhibiting factor in building District capacity.

Data Collection, Analysis, Monitoring and Learning: Excellent progress has been made on building the data collection and EMIS systems, with good attention to disaggregated data. The Formative Research Project has generated much valuable qualitative information and helped to build capacity and develop a culture of ongoing learning, but this is not yet institutionalised.

NGO Partnerships: International, National and Local NGOs/CBOs have played a considerable role in supporting community participation, SIPs and also in implementing NFE, ECD and adult literacy programmes; giving both technical and financial support. However, there are wide variations in NGO capacity, transparency and effectiveness and Districts have not always been able to ensure co-ordination and optimal use of these additional resources.

7.5.2 Recommendations

> **R13 Broaden the concept of 'Capacity Development'**
> 'Capacity development' as a working concept should be broadened to encompass the deployment and management all resources (human, material and financial). It also embraces measures to strengthen competencies and effectiveness at individual, team and institutional levels, as well as systems of working and communication between and across these levels. Specific examples of how the concept goes far beyond training are given below in the sections below covering teachers, RPs and DEOs.

7.5.2.1 Improving School Management and School Improvement Planning

R14 Build Capacity of SMCs and PTAs with attention to the following:
- Orient all SMC members, not only the chairperson, to their duties and ensure that the SIP and social audit process is understood by all stakeholders.
- Ensure that in multi-Division schools there is adequate representation of the primary Division's interest in the SMC and in the allocation of resources.
- For schools that are reluctant to move towards community-managed status provide information and exposure through visits to CMS and other means.
- Develop stronger mechanisms and criteria to ensure equity and fair representation in SMCs and PTAs.

R15 Revise the SIP process with attention to the following:
- Engendering a more reflective, participatory process by offering help in setting quality objectives and identifying feasible strategies for quality improvement.
- Simplify the format used for the SIP process through trial and use by the end-users.
- Include specific tools and techniques for encouraging participation of disadvantaged and non-literate community members.
- Adjust the funding formula for SIP to target the more disadvantaged schools, to ensure greater equity in provision of quality inputs.

7.5.2.2 Improving Teacher Deployment

R16 Continue the attempts to ensure a more equitable distribution of teachers between districts and between schools within districts, with consideration of the following:
- Because of the freeze on permanent teacher posts explore ways of funding additional teachers where the STR in a school is higher than a set figure e.g. 60.
- Pilot and evaluate a range of strategies for overcoming barriers to women in rural areas and develop women- friendly environments within schools including separate staff toilets for women and men
- Increase professional development opportunities for women and teachers from disadvantaged groups at every level and ensure equal opportunities.

7.5.2.3 Improving Professional Support to Teachers and Schools

R17 Ensure that the competencies of teachers meet national standards through pre- and in-service training packages including school-based learning of whole school teams.

R18 Strengthen school supervision and inspection through the following measures:

- Through revision of job descriptions define further the roles of Resource Persons/ supervisors and the differentiated meanings of 'support', 'supervision' and 'inspection'.
- Ensure RPs are equipped with adequate skills, resources and tools to support systematic professional development of teachers in all schools including those in insecure and remote areas.

7.5.2.4 Data Collection, Analysis, Monitoring and Learning

R19 Strengthen and further institutionalise Monitoring, Evaluation and Learning with attention to the following:

- Extending sector level monitoring indicators to cover GPI, progress on reducing disparities by gender, caste, ethnicity and economic status, school-level quality, student learning outcomes and coverage of Out-of-School children with NFE.
- Developing capacity at national and district levels in the collection, analysis and use of both quantitative and qualitative data.
- Ensuring a robust institutional mechanism for linking (formative) research back into policy making.
- Strengthen the Gender and Equity Development Section of DoE to perform an effective policy analysis and mainstreaming function.

7.5.2.5 Developing Capacity of DEOs, VDCs and Municipalities

R20 Build Capacity of DEOs through the following measures:

- Assess the tasks of the DEO in the evolving decentralised education system with a view to developing new job descriptions for all DEO staff including the RPs and School Supervisors and develop a curriculum for training all DEO personnel. Roll out a training programme in a phased manner with opportunities for feedback and revision.
- Re-assess the resources required to perform all the tasks at the District level and provide in a phased manner the tools for the jobs at the District level. Such an assessment would include assessing human resource and transport require-ments, bearing in mind that needs differ across the country.

R21 Design, implement and evaluate a pilot scheme of the hand-over of primary schools within a single municipality, with a view to learning from the pilot the changes that are required in legislation, personnel, resources and management systems and tools for generalisation to other municipalities and VDCs

7.5.2.6 Enhancing NGO support to the Education Sector

> **R22 Develop a framework for NGO co-operation in education to include:**
> - Clarification of different kinds of NGO and appropriate levels of intervention. For example, national NGOs and INGOs might be more involved in policy dialogue, research, and capacity support to local NGOs; whereas smaller NGOs and CBOs may have more of a role in building capacity for school management and local level accountability and service provision of niche areas.
> - Systems for selecting/vetting and monitoring NGOs for programme implementation to ensure continuity and quality with guidance for Districts to ensure optimal use of NGOs, effective co-ordination and targeting of support to where it is most needed.

7.6 Lessons and Recommendations on Finance, Planning and Audit

7.6.1 Lessons Learned

Level of financing: In international comparative terms Nepal is allocating more than the average proportion of Gross Domestic Product to primary education. Even so, because Nepal started from a very low base, the allocations are inadequate to meet the needs of the EFA Programme. The macro-planning process, the ASIP and AWPB, are effective devices for ensuring almost 100% of what is voted to primary education is spent. Over the EFA Programme the allocations and expenditures have grown substantially as capacity for implementation has increased. Progress in some areas, notably NFE and ensuring the learning needs of all young people and adults are met, has been poor probably as a result of low capacity for implementation in those areas and low allocations. To achieve the EFA targets by 2015 will require continued allocations to the sector taking into account the capacity to implement activities.

Resource Allocation: Per capita funding is an objective yet unsubtle tool for allocating resources between districts and within districts. It cannot reflect gross disparities in starting points for investment nor the varied capacity of districts to raise funds.

Planning Processes: The ideal national plan, as expressed within the ASIP, would be derived from district plans, which in turn would consolidate the Village Education Plans and those would be the aggregate of School Improvement Plans. Increasingly this bottom- up process of planning is being implemented, though the ways in which lower level plans are turned into higher level plans are not transparent. In order to get the most out this elaborate consultation process, guidance, after a development process, on aggregation is needed.

Financial Management and Audit: Where authority to spend is spread over so many centres, some of which are remote from easy supervision, the financial management systems require to be well grounded in reality. Reports from the Auditor General's Office suggest that school record keeping is very poor. Notices and instructions are no substitute for an audit-inclusive financial management system which has been developed and tested and is accompanied by training and support at the school level.

The Joint Financing Agreement and Technical Assistance: The JFA is highly regarded by both Government and DPs as a successful mechanism for co-ordination. The Financial Management System, through dialogue between the Government and DPs, is being improved through more timely reporting and more attention being given to both financial and performance audit at the school levels. Better co-ordination seems to have reduced transaction costs for both DPs and GoN. The contributions of Technical Assistance have been significant: for instance the support to Flash Reporting and the series of Formative Research Projects undertaken by CERID. Direct funding of TA continues but the GoN is now firmly in control of the process of identifying TA needs and developing terms of reference. TA under DANIDA funding is managed directly through the MoE.

7.6.2 Recommendations

R23 The GoN keeps to its commitment to allocate 20% of the public sector budget to education and within that share at least 60% should be allocated to achievement of the EFA Goals.

R24 Explore ways to reflect within the funding formula the level of prior investment and level of poverty and social disadvantage of Districts and, within Districts, within VDCs.

R25 Design systems, with full documentation, for plan aggregation from lower to higher levels. Include mechanisms to ensure mainstreaming of gender and equity into DEPs, VEPs and SIPs. Following trials revise and mainstream the system before rolling it out nationally. Provide orientation and training to all of the stakeholders.

R26 Efforts are continued to make the Financial Management System more effective particularly regarding audit and financial performance at the school level. No change is required in the working of the JFA for the SSR. It has evolved and meets the purpose for which it is designed.

R27 With the proviso that further capacity development and support will be needed for the MoE, recruitment and management of TA should be moved to the MoE with an earmarked TA pool being provided under the SSR.

7.7 Recommendations for the Evolution of Programme Design from EFA to SSR

7.7.1 Conceptualisation of the SSR in terms of Goals, Objectives and Operational Components

The EFA Programme has been broad in scope, seeking to make progress towards all of the international EFA goals through a comprehensive range of strategies and interventions. However, there were perhaps some weaknesses in the way in which the Goals, Objectives and Strategies were originally articulated in the EFA Core Document. It might have proved more workable to identify programme components linked to the three Objectives rather than around the six or seven Goals.

> **R28 A different way of conceptualising the objectives and components of EFA is considered under SSR.**
>
> One suggestion is to set objectives relating to 'access and equity' across the 'sub sectors' of Basic Education and define the dimensions of social inclusion and equity that need to be mainstreamed across each objective. Components for implementation can be derived from the objectives.

An attempt to illustrate this is given in Box 7.1.

Box 7.1	
Mainstreaming of Social Inclusion and Equity	**Overarching Goal: Equitable Access to Quality Education Across the Basic Education Sub Sectors**
• Geographic inequality • Poverty • Gender • Caste • Language and Ethnicity • Disability • Social or family disadvantage • Impact of conflict or natural disaster	*Objectives* 1. Universal and Equitable Access to 8 years of Quality Basic Education 2. a) Targeted Access to Quality ECD Programmes for Most Disadvantaged and Vulnerable Children b) Targeted Access to Quality Alternative Basic Education Programmes for all Out-of-School Children c) Targeted Access to Quality Adult Literacy and Education Programmes for all Older Youth and Adults whose rights to basic education have not been met 3. Improved Education Management and Capacity

Components, e.g.
a. Incentives and mobilisation strategies for universal primary access
b. Targeted ECD programmes
c. Quality, inclusive and equitable teaching and learning environments
   (across all sub-sectors)

7.7.2 Arrangements for M&E and Impact Evaluation

This concerns building arrangements for monitoring and evaluation including impact evaluation into the design of SSR.

7.7.2.1 Recommendation

R29 Programme evaluation should be conceptualised and agreed between the GoN and the DPs and other stakeholders before the SSR is launched.

- The approach to evaluation should be considered at the outset and should include adopting measures of outcomes for student achievement. Whether there are to be baseline, mid-term and terminal evaluations and how and who will carry these out should be decided as part of the preparation for the launching of the SSR.

- The question of adopting measures of outcomes for student achievement is crucial to a sector programme. Since literacy is the key to learning, serious consideration should be given to the development of tests of literacy at appropriate points in the primary cycle and for these tests to be applied to samples of students over the duration of the SSR with a view to tracking progress. Samples should be large enough to make test score disaggregation technically sound so that the progress of various target minority groups can be tracked. Combined with data on family background factors and school resources it may be possible to assess the impact of the SSR on students' achievement.

- An external agency should be retained to carry out the evaluations. Such an agency will not duplicate the work of those in the MoE and DoE involved in monitoring and evaluation. Programme evaluation may include evaluating processes as well as outcomes and to do that effectively a degree of continuous or, at least, intermittent commitment to the Programme is necessary.

R30 A baseline study or the equivalent in terms of an end-of-EFA Programme evaluation should be included in the evaluation design.

The importance of carrying out a baseline study, whichever approach to Programme evaluation is taken, cannot be underestimated. It is important to define the expected outcomes at the start of the programme and to construct monitoring systems from the beginning and to ensure that the key indicators are measured at several points in the project cycle with sufficiently large samples to allow significant changes to be identified. Data collection on key target ethnic, cultural and economic groups should be disaggregated from the start of the programme so that progress can be measured for each separate group130.

7.7.3 Communication, Consultation and Participation

The transition from BPEP-II to EFA saw considerable improvements in involvement of district– and school-level stakeholders in programme design, monitoring, as well as dissemination of information, and furthermore some degree of mobilisation of the wider society in support of the programme. However, there were some areas in which communication and participation could have been stronger, particularly in the provision of ongoing, systematic opportunities for the participation of the primary stakeholders (children, schools and communities). Also, 'top down' dissemination of information has perhaps so far been stronger than opportunities for 'bottom' up feedback as well as for 'horizontal' communication and co-operation across different sectors and agencies.

---

130 The Team acknowledges the comments of Michael Bamberger in making these proposals.

7.7.3.1   Recommendation

> **R31 Develop a consultation, participation and communication strategy for SSR**
> This should consider multi-directional communication and dialogue across different sectors and agencies at different levels and, most crucially, systematic opportunities for ongoing participation of the primary stakeholders.

7.8 Conclusion

The EFA Programme 2004 – 2009 has been a success in getting children into school, increasing gender and social equity, creating additional demand for education and substantially increasing participation of parents and communities in the education sector. Interventions have to date focused on the more easily changed aspects of education development. The SSR, with its strong leaning towards quality improvement, including 'equity' in quality, will tackle classroom processes that have in all countries proved more resistant to rapid change. It is in that context that the analysis and findings of the Joint Evaluation will, we hope, prove valuable to those who are charged with implementation of SSR as they seek to maintain the important gains already achieved and confront the many challenges on the way to successful reform.

Annexes

ANNEX 1:
Terms of Reference

Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme

Intervention Background

The current Education for All (EFA) 2004-2009 sector programme in Nepal is a comprehensive primary education intervention as part of Nepal's EFA National Plan of Action (NPA) (2001-2015). The NPA provides the long-term vision and planning framework for the Ministry of Education and Sports (MoES) and aims to achieve the 2015 Millennium Development Goals (MDG) and the EFA goals by introducing systemic improvements in service delivery and planning mechanisms. EFA builds on the previous education intervention Basic and Primary Education Programme (BPEP II). There is national consensus on the Millennium Development Goals and the Poverty Reduction Strategies provide an overarching framework for the implementation of EFA. The objectives of the EFA 2004-2009 programme are based on the EFA Dakar Framework of Action.

The Core Document for EFA 2004-2009 (MoES, November 17, 2003) is the main reference document for the initial design of the EFA programme. The rationale of the programme was that despite important accomplishments in the education sector during the past decade, there were still improvements to be made, particularly in the areas of access and completion rates, and that better performance was needed within the basic and primary education sub-sector by a more concerted effort through focused and targeted programmes and policies. The thrust of the EFA programme is to ensure children's equitable access to basic and primary quality education.

Nepal's EFA programme is a Government undertaking, drawing support from pooling partners, non-pooling partners and national as well as international NGOs and local communities. The programme was estimated to a total cost of US$ 814.5 million. A Joint Financial Arrangement (JFA) was drawn up and signed by pooling donors. Approximately 66 per cent of the total funds are government spending, and the remaining 33 per cent are covered approximately equally between pooling donors and non-pooling donors. The Education Sector in Nepal has gradually moved from a project approach to a sector programme approach, and several partners have agreed to move further towards sector budget support when entering into the next phase. Recognising the role of the programme for the attainment of EFA and MDG goals, the process has been further enhanced for a gradual move towards the upcoming School Sector Reform (SSR).

MoES has adopted an innovative and reform oriented approach with flexibility and openness for learning through the EFA implementation, according to the Mid Term Review of the Programme. Throughout its implementation phase, the EFA programme has evolved and further reforms and innovations have been incorporated. The EFA programme has thus developed and changed since the original EFA Core Document was drafted, demonstrating the progressive nature of the EFA endeavour and the government's willingness and ability to adjust accordingly. Furthermore, the education interventions have been up and running and has even had some positive outcomes throughout a period of violent conflict.

As several major support programmes and interventions under EFA come to an end and the Government's new School Sector Reform (SSR) takes shape, it becomes imperative for the Government and its development partners to systematically evaluate the design, implementation and outcomes of the current activities so as to determine how effective it has been in order to guide decisions on policy and reform initiatives and for making necessary adjustment to sector plans and strategies that are likely to continue in the next phase. An overarching question is what can be done to accelerate progress and achieve the 2015 EFA goals?

Provisions were made for a final evaluation of EFA 2004-09 in the JFA, and joint consultative missions have confirmed that this should be undertaken under the coordination of the donors and be financed by the donors in 2008/09. The evaluation is undertaken jointly by the Ministry of Education and Sports and the donating partners. Upon request, Norad's evaluation department has agreed to manage the evaluation, including the financing and commissioning of the evaluation team and quality assurance.

Evaluation Purpose and Objectives
The Nepali Ministry of Education and Sports and the donating partners reached consensus on the purpose and objectives of this evaluation during a meeting held on 11 August, 2008;

Evaluation Purpose:
The Purpose of this evaluation is to provide information about the outcomes of EFA 2004-2009 that MoES, donors and other education stakeholders can use for policy work and in the design of the School Sector Reform (SSR).

Evaluation Objectives:
The Main Evaluation Objectives are to:
• Assess the effectiveness and efficiency of the EFA programme in achieving the intended outcomes;
• Assess the strengths and weaknesses of the programme's governing structure and division of labour (intra- and inter agency cooperation, including the Government and donors);
• Provide inputs to how the EFA programme may gradually move towards the School Sector Reform; and
• Provide recommendations to improve policy making and service delivery.

The main focus of the evaluation will be to assess the effectiveness and efficiency of the EFA programme in achieving the intended outcomes. The objectives of the EFA 2004-2009 as stated in the Core Document are

(a) Ensuring access and equity in primary education;
(b) Enhancing quality and relevance of primary education; and
(c) Improving efficiency and institutional capacity.

Furthermore, the programme is composed of the following six components as described in the Core Document:

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 literacy;
v) Eliminating gender and social disparities; and vi) Improving all aspects of quality education.

The focus of the evaluation shall thus primarily be to assess effectiveness and efficiency of the strategies and interventions that have been carried out under the EFA-programme in these main areas.

The evaluation will to a limited extent look into the relevance of the programme in assessing the relative flexibility of the design of interventions, and to what extent these have been appropriate and responsive enough for the diverse needs at local level, including how adjustments in strategies and interventions have been made to respond adequately to the changing realities throughout the process of implementation. This should however not be the main focus of the evaluation.

The evaluation is to assess the programme's (internal and external) governing structures. This includes both an assessment of the education sector's internal management structures as well as the cooperation between MoES and donating partners, including the intra-agency cooperation.

For the assessment of the internal governmental management structures of the programme (MoES/ Department of Education (DoE)/ District Education Offices (DEO)/ District Development Committees (DDC)/ Village Development Committees (VDC)/ Parent-Teacher Associations (PTA)/ School Management Committees (SMC), etc.) focus will be on assessing the system's effectiveness and efficiency in service delivery, including the flow of funds. Decentralisation is the government's primary strategy for increasing access to schools. The evaluation will look into the effectiveness and efficiency of the internal governing structures, i.e. their roles and responsibilities and abilities to deliver services, and to what extent community mobilisation has been successful.

The assessment of the inter- and intra agency cooperation between MoES and the donating partners including between the donating partners will cover the effectiveness and efficiency of the division of labour (roles and responsibilities) between the various stakeholders, including the implementation of the JFA and the Code of

Conduct (CoC). How and to what extent alignment and harmonisation according to the Paris Declaration has been achieved is to be considered in this regard.

How and to what extent the current financial arrangements (with pooling and non-pooling partners) is conducive to effective programme implementation and how the direct technical assistance support has been utilised for planning and implementation purposes are also to be included.

In line with the main objectives as outlined above, the evaluation is furthermore to provide inputs to how the EFA programme may gradually move towards the new School Sector Reform (SSR). The evaluation shall draw lessons learned from all aspects of the EFA programme design and implementation so as to provide relevant and useful inputs to how the EFA programme may gradually move towards the SSR.

Finally, based on the evaluation findings, recommendations shall be provided for improving policy and service delivery. At the overall level, the evaluation is expected to identify and document lessons learned and provide practical recommendations of relevance to the education sector policy and future plan preparations. The recommendations should be realistic and achievable and aimed at facilitating a smooth transition from the current EFA programme to the future programmes guided by the SSR.

The identification and documentation of lessons learned and the provision of recommendations should also cover the implementation of the Paris Declaration in general and the efforts to harmonize technical assistance and streamline funds-flow mechanisms through the JFA and other instruments.

With regard to the five DAC criteria for evaluations (Efficiency, Effectiveness, Relevance, Impact and Sustainability), the main focus of this evaluation is on effectiveness and efficiency as outlined above. Relevance is to be covered in the assessment of the flexibility of the design, strategies and implementation, but should not be a major topic of the evaluation. The evaluation is furthermore to assess impact to the extent possible under the circumstances. Due to the strict time constraints of this evaluation, impact assessment will not be a prime concern. It is believed, however, that it should be possible to explore the programme's impact to a certain extent, owing to the fact that some baseline studies were undertaken during the previous education programme (BPEP II), and a Formative Research Programme (under CERID) has been ongoing in some selected districts throughout the implementation period of the programme and considerable research data have been gathered, including extensive education statistics at a regular basis. In light of drawing lessons learned for the upcoming SSR, a reflection of the EFA programme's sustainability should be provided as part of this evaluation.

The expected primary users of the evaluation are the high level Nepali policy makers, planners and implementing institutions who are charged with the responsibility of preparing a vision for tomorrow's public education service delivery system and for the designing of the SSR and specific strategies that will guide the system from the current to the desired future situation. This means that the evaluation will be

designed to first and foremost meet the information needs of these policy makers, planners and leaders of policy implementing agencies. While this is the case it is also hoped that the evaluation will contribute to all development partners' need for documenting lessons learned of relevance to their technical and financial sector support to Nepal as well as to other countries.

Stakeholder Involvement
The EFA Evaluation has been commissioned as per the provision in the EFA/JFA (§ 55) To this effect, the donor contact point has formally informed the Government to conduct the evaluation as agreed upon by the development partners in the EFA Review Mission in May 2008.

Key stakeholders such as MoES and donating partners have been actively involved in the planning process of this evaluation, including in the drafting of the Terms of Reference. Officials from the Government of Nepal's Ministry of Education and Sports (i.e. from the Planning Division, the Foreign Aid Coordination Section and the Monitoring Section) and representatives from all interested donors (pooling donors, non-pooling donors and representatives from civil society through the Association of International NGOs (AIN)) have established a local Reference Group. Upon request from MoES and the local Reference Group, Norad's evaluation department (EVAL) has agreed to manage the evaluation, including the financing and commissioning of the evaluation team and quality assurance.

The local donor group of pooling donors and the government have agreed that key issues of other end reviews and evaluations that are planned and/or required among the various donors in 2008 and 2009 should to the extent possible be catered for in the joint EFA-evaluation as not to burden the government unnecessarily. For example, the Asian Development Bank and the World Bank would have to undertake separate evaluations for institutional reasons, since this is only possible after disbursements have been completed. However, both organizations have contributed to this Terms of Reference to ensure that information gathered can be utilized in the respective evaluations by these organizations.

Evaluation Questions
Following is a list of evaluation questions for exploration. Note that the list is meant to guide the evaluation team and is not exhaustive.

Questions relating to the effectiveness and efficiency of EFA in achieving intended outcomes
- What were the intended outcomes under the three EFA objectives of the Core Document and to what extent have they been achieved?
- What were the main enablers and barriers for the implementation of EFA?
- How and to what extent are the interventions consistent with and relevant to the needs and priorities of its target group?
- How and to what extent is the national curriculum consistent with and relevant to the needs of the school children (including gender/ ethnicity/ languages/ disabilities, etc)?

- How and to what extent are there relevant and adequate policies and practices addressing gender disparities?
- To what extent are gender disparities tracked in the current monitoring system (enrolment, drop-out, retention, achievements, completion)?
- How and to what extent has EFA addressed the objective of access to all?
- How and to what extent are strategies in place to reach out-of-school girl children?
- How and to what extent are strategies in place to reach other disadvantaged groups (such as ethnic minorities/low-caste groups, children with disabilities and children living in remote areas)?
- What have the effects (intended and unintended) of the school incentive system been?
- How and to what extent has EFA addressed issues of quality education?
- How and to what extent are learning achievements measured?
- How and to what extent do the teachers receive adequate training and continuing support to ensure quality education?
- How and to what extent has EFA addressed the challenging situation of a multilingual school population?
- How and why has the education sector in Nepal had positive outcomes during times of violent conflict?
- How and to what extent has EFA achieved a reduction in adult illiteracy?
- How and to what extent has EFA achieved its objectives related to Early Childhood Development?
- How and to what extent has the changing realities been adequately addressed (by adjusted policies/implementation strategies/reallocation of funds)?
- How may value for money be demonstrated in order to justify government spending?

Questions relating to the internal (government's) governing mechanisms
- How are the internal (i.e the government's) governing mechanisms of the EFA programme structured and to what extent are they conducive to achieving the intended outcomes of the programme?
- How effective and efficient has government inter- and intra agency coordination been in delivering services?
- To what extent are there systemic improvements in planning and monitoring mechanisms?
- How effective has government inter- and intra agency mechanisms been in assuring a good flow of funds?
- To what extent have procedures for allocating and distributing financial resources to the district and local level been transparent and efficient?
- To what extent have the "division of labour"/roles and responsibilities between the various actors in the internal government structure (MoES/DoE/DEO/ DDC/ VDC/ PTA/SMC) been conducive in achieving the intended outcomes?
- How and to what extent is participation of relevant actors being ensured from central to local level?
- How and to what extent are the local communities involved in school management and planning?

- How and to what extent has partnerships (with NGOs/CBOs) contributed to the improvement of service delivery and in reaching out-of-school children?
- How and to what extent have findings from the Formative Research Programme and other studies been utilised for planning purposes and EFA programme adjustments?

Questions relating to inter-agency cooperation (including harmonisation and alignment)
- What are the tools available to ensure harmonisation and alignment for the EFA 2004-2009?
- How and to what extent have harmonisation and alignment according to the Paris Declaration been successful?
- How and to what extent has the Joint Financial Arrangement (JFA) contributed to reduced transaction costs and improved alignment, better flow of funds and improved capacity of the financial management system?
- How and to what extent has the Code of Conduct contributed to better harmonisation and alignment between the donating partners and between the donors and the government?
- How and to what extent has the direct Technical Assistance (TA) support been utilized for planning and implementation purposes and to what extent has it been effective and harmonised?

Questions relating to lessons learned from EFA guide the design and implementation of SSR
- What are the lessons learned from the EFA programme in terms of the design, the implementation procedures and the enablers and barriers encountered?
- How can these lessons learned feed into the new sector plan?
- To what extent have systems and procedures for pilot testing and new design and implementation concepts been effective?
- How and to what extent have the procedures for pilot testing been utilised in the design and development of the SSR?

Questions related to recommendations to be made
- What can be done to accelerate progress and achieve the 2015 EFA goals?
- How can more relevant and reliable data on performance and goal achievements be produced, and how can this data generate more informed decision making and adjustments of strategies?
- How can financial management and flow of funds be further improved?
- How can alignment between SSR and local governance and decentralisation be ensured?
- How can partnerships be further strengthened to increase coordination and efficiency at local level?
- How can TA support be better aligned and coordinated?

Methodology
The tenderers are encouraged to suggest an appropriate research design for this evaluation, adhering to DAC's Guidelines for Quality Evaluations, and keeping the following in mind:

Due to the strict time constraints of this evaluation coupled with the vast amount of research and studies already conducted on this programme, the evaluation should primarily be based upon existing documentation in addition to consultations with different stakeholders and line agencies in the centre as well as with the development partners at all levels. Research triangulation should be employed to enhance the authenticity of the information. In this regard, field visits will be necessary in order to consult the end users of the programme, i.e. school children, teachers, PTAs, SMCs, VDCs, etc.

The tenderers should furthermore outline various possible methods they would employ (qualitative, quantitative, mixed methods) in order to assess programme impact, depending on what kind of data is available. In this regard, the tenderers should indicate in their proposal how they would assess the potential utility of relevant secondary sources and how they might use them.

The evaluation will draw on the following sources of documentation (amongst others):

(a)   Policy documents – The Interim Constitution of Nepal 2006; Tenth Plan/ PRSP (2002-07), Three Year Interim Plan (2007-10), EFA National Plan of Action (2001-15), EFA Core Document (2004-09), School Sector Reform 2008, National Curriculum Framework 2007/08, Education Act and Regulations, etc.;

(b)   MoES Implementation Documentation – ASIP/ AWPB 2005-08, Flash Reports 2005 -08, Status Reports 2005-08, FMRs 2005-08, Audit Reports 2006-08, EMIS publication 2005-08, Mid Decade Assessment 2007/08;

(c)   Joint documentation – Evaluation of BPEP II (2004), EFA MTR 2007 and MOU 2007; Aide Memoires 2005 -08, Joint Framework Arrangement, Code of Conduct;

(d)   Research Reports and National Surveys: CERID studies on Formative Re search, UNICEF studies, UNESCO Studies, EFA Global Monitoring Report/ UNESCO, TRSE 2006-07, Relevant reports commissioned by pooling and non-pooling partners, Nepal's Demographic Health Survey (DHS) 2006, and Nepal Living Standard Survey (NLSS) 2003-4;

(e)   International Declarations: Paris Declaration 2005, EFA Dakar Framework of Action 2000, Jomtien Declaration 1990; Millennium Development Goals 2000.

Work Plan and Schedule
The work plan and schedule are as follows:

01 September 2008:	Tender announcement
01 October 2008:	Deadline for submission of tenders and opening of tenders
08 October 2008:	Notification of award decision
20 October 2008:	Signing of contract
10 November 2008:	Submission of inception report
12 January 2009:	Submission of draft report
02 February 2009:	Submission of draft final report
02 March 2009:	Submission of final report

Budget and Deliverables

The evaluation has been budgeted to a maximum of US$ 180,000.-. The evaluation team will submit a hard- and soft copy of the following documents in English to Norad's evaluation department:

- **Inception Report** not exceeding 15 pages shall be prepared in accordance with EVAL's guidelines given in Annex A-3 Guidelines for Reports to this document to be submitted by November 10th, 2008. The Inception Report will be discussed with the team and the local Reference Group before approval by EVAL.
- **Draft Report**, to be submitted by January 10th, 2009 for comments and approval by EVAL;
- **Draft Final Report** to be submitted by February 1st, 2009, for feedback from EVAL and the Reference Group;
- **Final Evaluation Report**, prepared in accordance with EVAL's guidelines given in Annex A-3 Guidelines for Reports be submitted no later than March 1st, 2009.
- **Seminar for dissemination** to be held in Kathmandu with the MoES, donating partners and other stakeholders around March 1st, 2009. Direct travel cost related to dissemination in Nepal will be covered separately by EVAL on a needs basis, and shall not be included in the budget.

All reports are to be submitted in electronic form with corresponding PowerPoint presentations in accordance with the deadlines set. EVAL retains the sole rights with respect to distribution, dissemination and publication of the deliverables.

Evaluation Team

The evaluation team shall consist of a minimum of four evaluation experts with relevant experience and background for this evaluation as outlined in the following table. Members of the evaluation team should have substantial knowledge of Nepal and its education sector and ample experience from working in Nepal. Members of the evaluation team should furthermore have expertise in the fields of development evaluation, education, financial tracking and public administration. The composition of the evaluation team should as far as possible reflect a balance between international and national consultants and should as far as possible be gender balanced. The team leader should document a proven record of successful team leading of similar evaluations and familiarity with DAC's Evaluation Quality Standards.

Competence	Team Leader	At least one member
Academic	Higher relevant	Relevant degrees
Discipline	Relevant discipline	Education Economics & Public Finance Public Administration
Evaluation	Leading multi	Evaluation experience
Sector	Education and or Public Finance	Education Economics & Public Finance Public Administration Social Inclusion/ GenderInstitutional Development
Language fluency English	Written, Reading, Spoken	Written, Reading, Spoken
Language fluency		Written, Reading, Spoken
Other		Relevant local languages

ANNEX 2:
Evaluation Instruments

JOINT EVALUATION OF EFA 2004 – 2009
PART I: Background Information

District:
Names of schools from which the TEACHERS are drawn:

Name of Evaluator:
Date:
Venue:

PART II: Key Questions for Teachers

Implementation of the EFA programme strategies

1. How do you see the effectiveness of the implementation strategies of affirmative policies/ actions of EFA on recruiting female teachers and deploying them in schools?
   - compulsory recruitment of at least one female teacher out of three teachers
   - recruiting two female teachers having 4-5 teachers
   - provision of additional budget to the schools having 50% female teachers
   - producing female teachers from disadvantaged groups (Dalits, Janajatis, etc) under TEP programme.

2. What are the problems you see in the effective implementation of these strategies towards recruiting more female teachers especially in the schools having very less number of girl children?

3. What kind of achievements you see in recruiting female teachers temporarily as a result of empowering the SMCs to do so? Has it helped to achieve the intended purpose or not? Will you provide us the reasons of these outcomes?

District background

4. In this district/ VDC what minorities exist-in terms of ethnic, language, religious, disabilities? Which group of the children are not in the school? And Why? What minorities – ethnic, language, religious and children with disabilities live in the areas served by your schools?

5. How the children of these minority groups are addressed by the school, DEO, local bodies, INGOs, NGOs and local community? Apart from the community schools do other bodies provide schooling for the minorities in your areas?

6. If yes, to above, which INGOS/NGOs are successful in helping to achieve the aims/targets of ECCE, adult literacy, non-formal programmes, school incentive programmes, etc, in this district?

7. What lessons / implications we (DEO, SMC, teachers, local communities) can draw from these earnest efforts for further progress in attainment of EFA goals?

Post- Conflict

8. What kind of problems you had to face caused by the conflict? (emphasis be put on exploring specific problems faced by male and female teachers)

9. What are the problems you have been still facing caused by the conflict? (emphasis be put on specific problems faced by male and female teachers).

10. How have you been tackling those problems these days?

Overall impact of EFA programmes

11. What kind of specific improvements have you seen in primary education in your school/ your area over the last four years? In which areas (enrolment, teacher recruitments, quality, trainings, SMC support, etc)?

12. In your experience which has been the specific area that had the very good impact of the EFA programme over the past 4 years? Which aspects of the EFA programme have had negligible impact and why?

Ensuring Access and Equity

13. How do you see the success of implementation strategies of both school based and community based ECCE programmes
    • in terms of expansion and inclusion of vulnerable groups and the most disadvantaged ones
    • increase in the no. of children joining grade 1 with ECCE background
    • decreasing dropouts/repetitions in grade 1
    • behavioural changes
    • improvement in the physical and academic environment of the centres
    • preparing the children for academic pursuit in primary grade, etc.

14. What problems /issues do you see in the achievements of these above desired results and what are the reasons?

15. What kind of effects have been seen as a result of the various scholarship/incentive programmes towards ensuring equitable access and other benefits to the school?
    • The Girls' scholarship Programme
    • Dalit Scholarship Programme
    • Welcome to school Programme
    • Free Textbook, uniform, stationeries
    • Karnali Zone programme
    • School Nutrition Programme
    • Providing additional NPR 100 per girl child admitted to be used by the school administration, etc

16. Will you please tell us some impact of these various programmes (cases of good stories of the children who have benefited by these programmes) or what would have happened to those recipients if they have not received those supports?

17. What are the shortcomings you see in these programmes to attain the aim of ensuring equitable access in terms of gender, ethnicity and other kind of disadvantages?

18. Do you think that these programmes need to be continued for the years to come? If yes or no please provide the reasons(we will have to further probe into which ones of the programme need to be continued and which not with reasons)

19. What are your suggestions for more effective of these programmes (programme by programme) to ensure access and equity?

20. How do you see the effect of the policy of compulsory recruitment of female teachers in ensuring their access in teaching?

21. What measures have been adopted by the school management for making the school environs girl children and female teachers friendly within some four years?

22. (we will have to probe this in terms of improving physical infrastructures, instructional aspects, moral support/encouragements and others if any)

23. Are there still problems in terms of making the overall school environs gender-friendly? If yes what are they?

24. In your opinion, how could we make them much more gender –friendly?

25. Are there still out of school children? If yes, who are they (boys / girls and with which ethnicity/caste, economic strata, disabilities)? And what could be the reasons?

26. What other special measures you think need to be taken to bring them in the school and retain them?

27. What kind of adult literacy programmes have been running in your area? If one or more programmes, what are the achievements in the area of adult literacy? Who (males or females) are much more benefited by those adult literacy programmes? Why it is so? If no programmes do not pursue.

28. What kind of NFE programmes have been running in your area? (as above) How or in what ways, the non-formal programmes under EFA have been making progress to serve the out of school boys/girls?

29. In your opinion how should these non-formal programmes go ahead for ensuring effective access and equity of the target groups in the days to come? (Only for those with some experience.)

Quality and relevance

30. In your opinion to what extent has the quality of teaching has been progressing in these years? What efforts had made them to improve or if quality seems not improving as expected what are the responsible factors? How these could be overcome?

31. How do you find the new primary curriculum in terms of its relevance and promoting quality of primary education?

32. In the present school year when did you get the text books as per the new curriculum? How did you find these textbooks in terms of quality?

33. Did you participate in the dissemination training programme of new curriculum before it went for implementation at classroom level? If yes how much did it help you?

34. What specific efforts have been made during three-four years in the schools for promoting quality of primary education (subject teaching, instructional aids, trainings, SMC support, PTA support, etc)?

STUDENTS

JOINT EVALUATION OF EFA 2004 – 2009
PART I: Background Information

District:
Names of schools from which the STUDENTS are drawn:

Name of Evaluator:
Date:
Venue:

PART II: Key Questions for Students

Implementation of the EFA programme strategies

1. How are your school days going on? What do you like best about school? What do you not like about school?
2. Are you receiving a scholarship (girls' scholarship, Dalit scholarship or any other kind of incentive)?
   We will ask the DEO to include one child at least out of 10 who is in receipt of scholarship (privately asked).
   • If yes, which one is that and what amount are you getting?
   • Are you facing any kind of problem in receiving the amount? If yes what are those problems? And how are you tackling with the problem?
   • Are you getting textbooks free of cost from the school? If yes when did you get them?
3. In the present school year did the textbooks arrive in the first or second week?

Post- conflict

4. Did you have any problems in the school caused by the conflict? If yes what were they? (To be probed especially with girls students and the students with various disadvantages)
5. How those problems were solved?
6. Are you still having those problems? If yes why it is so?

Overall impact of the programme

7. Have you felt some changes in the school within the last 4 years? If yes what are they?

Ensuring Access and Equity

8. Are there other school-age children not attending school? If yes, who are they? (boys/girls, ethnicity/caste, disadvantages, etc)
9. What are the reasons of these children being out of the school?
10. How can they be brought in the school? How can these children be retained in the school to complete primary education?
11. Have any friends have dropped from the school? If yes who are they/ (male /female) and why do they drop?

12. Do you receive food / edible oil from the school? If yes, what are the benefits of these programmes to you?
13. Do you know about ECD classes? If yes, what are the benefits of these classes?
14. Do you have male and female teachers in the school? Whom do you like most and why?
15. What is the best thing about the school environment? Are the teachers friendly? Are they child–friendly/ gender friendly?

Quality and relevance

16. How is your teaching/study in the school going on? Are you satisfied with your progress in school? Give reasons of your answer.
17. Are there private schools within your area? If yes, how do you compare the teaching level of your school with private schools in your area?
18. Do you think that you would have joined in the private school? If yes, why?
19. What are your suggestions to help make learning better and more enjoyable in your school?

M& E for quality control

20. What is a good school? How can the community help to make it better?

SMC / PTA

JOINT EVALUATION OF EFA 2004 – 2009
PART I: Background Information

District:
Name and address of SMC and PTA members (and their respective schools):

Name of Evaluator:
Date:
Venue:

PART II: Key Questions for SMC / PTA

Implementation of the EFA programme strategies

1. Why is the EFA programme important for your school and your community?
2. What are the main activities carries out by the SMC?
   - Before the implementation of EFA, before 2004.
   - As a result of the present EFA programme
3. As a result of the present EFA programme, what aspects of the SMC works have gone well?
   - Why is that so (please cite concrete examples)?
4. In what ways could your SMCs/PTAs can be more effective and successful?
5. In what ways are parents and teachers are involved in the school management?
   - Before the implementation of EFA
   - As a result of the present EFA programme
6. As a result of the EFA programme, how do you see the support and contribution of local VDC/DDC and local NGOs in the school development

Post conflict

7. What problems in your school have been caused by the civil conflict and are still affecting the schools?

Overall Impact

8. What changes have you seen in the management of primary education in your area over the last 4 years?
9. What aspects of the policy of community empowerment (decentralization) have been successful so far?

Ensuring Access and Equity

10. How have the physical conditions of your school and classrooms improved over the past 4 years? In how many classrooms is still overcrowding as a problem?
11. Do your schools have at least one female teacher? If not, why?
12. Can you explain how teachers are allocated to schools? What is the variation in student teacher ratios (class sizes) in different schools? Why is this case?
13. In this District, what minorities exist – language, ethnic, religious etc.? How far are these minorities enrolled in your school? What needs to be done to ensure 100% inclusion?

14. What numbers of disabled children are there in your schools?
15. What provision is there in your schools for schooling of blind, deaf, physically and mentally handicapped children?
16. How much effort has gone into improvement of adult literacy in the last 4 years?
17. What do you understand by the term "inclusive education"?

Quality and relevance

18. Is the quality of teaching –learning improved in your school as a result of the EFA Programme? During the last 6 months, did RPs visit your school and observe class room teaching? How often do they come? In your view, what kind of support do HT and teachers need from SMC to improve their work?
19. Similarly, what kind of support do you need from HT and teachers to improve your work?
20. How far are textbooks available to all students in your school at the beginning of the school year?
    • How are books, other than textbooks, purchased by your school? How far do you use the SIP funds for textbook purchase?
    • What proportion of teachers in your school are qualified and trained? How much has the EFA programme implementation done to improve the training of teachers?

M&E for quality control

21. What do you count as a 'good school'?
22. How has quality improved in your schools in the last 4 years? How do you know?
23. Do you regularly visit and observe classroom teaching in your school? How often to you visit the school?
24. How could your SMC help in improving quality of teaching and learning?
25. What do you understand by the term `social audit'?
26. Does your school regularly conduct a social audit? If so what does the SMC or the PTA do?
27. If yes, since when, if not, why?

Efficiency and institutional capacity

28. Has your school being transferred to community management?
    • If, yes, how happy are you with the transfer of school management?
    • If you are not happy, what are the reasons for it?
    • What are the issues which have still to be resolved for effective transfer of school management to communities?
29. What are your views on SIPs? How do you get involved with the SIP process? What are the features of the best SIPs? How can others learn?
30. When was the latest SIP prepared at your school? How it is prepared? How long did it take? Who was involved?
31. How worthwhile was the effort to prepare the SIP? What benefits came out of the SIP?
32. What types of support or assistance you received from local bodies (VDC/ Municipality, and DDC) and local NGOs in the planning and implementation of the SIP?
33. Have you attended any training as a SMC and PTA member during the part 4 years?
    • If yes, what kind of training have you had in the past 4 years specifically to manage the school effectively? (Type, major areas, duration, funding and organizer)

VDC / DDC / NGO

JOINT EVALUATION OF EFA 2004 – 2009
PART I: Background Information

District:
Name and address of SMC and PTA members (and their respective schools):

Name of Evaluator:
Date:
Venue:

PART II: Key Questions for VDC / DDC / NGO

Quality of Teaching

1. How do you rate the works of School Management Committees at large?
   - Better than 4 years ago
   - Same
   - Worse
   - Why?
2. How satisfied are you with the quality of school teaching at your community?
   - Why?
3. How satisfied are you with the enrolment practice of girl child, Dalit and disadvantaged children in the school?
   - Why?
4. If not happy, what incentive can be introduced for increasing the enrolment of girl child, Dalit and disadvantaged children?
5. After the implementation of EFA programme in your district, do you think that the role and functions of local bodies (VDC/DDC) and local NGOs have
   - increased
   - Same as before
   - Decreased
   - Why?
6. What are the main areas of involvement/contribution of local bodies /local NGOs in the school development and school management programmes?
   - If not happy, what incentive can be introduced for increasing the enrolment of girl child, Dalit and disadvantaged children?
7. Do you think the scholarship scheme should be continued :
8. What might be a better incentive for disadvantaged groups to attend school?
9. How do you rate the free test book distribution management of the DEO (Govt.)?
10. Do the schools in your locality/district regularly:
    - Conduct social audit?
    - disclose statement of school expenditure to public
    - issue a school operational calendar
    - organise adult literacy classes
    - organise literacy classes intended for women
    - organise social awareness and advocacy programme
11. Are there any other issues concerning the running of schools, ECD and adult literacy classes on which you would like to discuss or give an opinion?

DEO / RED

JOINT EVALUATION OF EFA 2004 – 2009
PART I: Background Information

Name of District/Region:
Name of DEO/ RED
How long have you been in this District?
How many other Districts have you served in as DEO?

Do you have internet access? Do you use it to consult the DoE website?

In terms of teachers and other resources is this District about average, below or above the average for the country as a whole?

Name of Evaluator:
Date:
Venue:

PART II: Key Questions for DEO / RED

Implementation of the EFA programme strategies

1. What aspects of the EFA implementation have gone well in this District since 2004? Why is that so?
2. Have the scholarship schemes achieved their aims? If not, what might be a better device for attracting to and, retaining in, school girls and other disadvantaged children?
3. What is your opinion of the likely continuity of these pro-poor incentive programmes? If you think they need to be continued for some time, what strategies need to be followed?
4. How far has the transfer of schools to community management been successful? What are the issues which have still to be resolved eg service conditions of the teachers and lack of preparedness of community members?
5. Thinking of the best SMCs, what makes them successful? How can other SMCs learn from the "good" SMCs?
6. What kind of training have you had in the past 4 years specifically to assist in the decentralisation programme? Which institution delivered the training? How long was the training? How helpful was the training?
7. What kind of improvements need to be made in these training programmes in terms of content, duration, etc?

District background

8. For REDs only can you give us your idea of ratings of the districts within your region in terms of good quality of education, decentralization of power and activities pursued, other resources, teachers' performances, etc,?
9. How often in one year do you submit requests to schools for school data (students, teachers, textbooks etc)? What kind of feedback do you get, who gives the feed-

back and when? If you get feedback can you think of an instance when you have changed some aspect of management as a result?

10. In this District what minorities exist – language, ethnic, religious etc.? How far are these minorities included in the EFA programme? What needs to be done to ensure 100% inclusion?

Post-Conflict

11. What problems in schools have been caused by the civil conflict and are still affecting the schools? How are you managing to tackle those problems?

Overall impact of EFA programme

12. What changes have you seen in primary education in your area over the last 4 years? How much are those changes due to the EFA programme?

13. What aspects of the policy of decentralisation have been successful so far?

Ensuring Access and Equity

14. How have the physical conditions of schools and classrooms improved over the past 4 years? In how many schools is overcrowding in classrooms a problem?

15. Do all the schools in your district have at least one female teacher? If not, why?

16. Can you explain how teachers are allocated/recruited to schools? What is the variation in student teacher ratios in different schools? Why is this the case?

17. What proportion of children of school age are still not in school? What are the reasons? Who are the out-of-school children?

18. What can be done to ensure all children are at school?

19. What numbers of disabled children are there in your district/ region?

20. What provision is there for schooling of blind, deaf, physically and mentally handicapped children?

21. What progress has been made on ECD? Which areas are better served by ECD provision? What can be done to get children from disadvantaged communities into ECD?

22. How much effort has gone into improvement of adult literacy in the last 4 years?

23. What do you understand by the term "inclusive education"?

Quality and Relevance

24. How much time do you manage to spend observing teachers teach? Has this changed during the EFA programme? PROMPT: How do you allocate your time to observe/monitor school level activities? What are your observations/findings in terms of quality?

25. How often do the RPs visit schools? How often do they go to classes? What kind of support do teachers need to improve their work?

26. In how many schools were textbooks available to all students at the beginning of the school year, say within the first 2 weeks?

27. How are books purchased by the schools?

28. How far do they use the SIP funds for book purchase?

29. How far does the new curriculum meet the needs of learners in your area? How different is the new curriculum from the previous one? What can DOE/RED/DEO to make implementation of new curriculum much more effective?

M&E for quality control

30. What things make a good school?
31. How has quality improved in the schools in the last 4 years? How do you EXPLAIN THIS? Have extra resources – classrooms, teachers etc made the difference?
32. Do some SMCs visit classrooms? How do SMCs help in improving quality in the classroom? PROMPT: What more could SMCs do to improve quality?

Efficiency and institutional capacity

33. What proportion of schools have been transferred to community management? Is the rate of transfer getting faster or slowing down? And why it is so?
34. What are your views on SIPs? How much do you get involved with the SIP process? What are the features of the best SIPs? How can others learn?

Core system performance indicators (key statistics)

Please provide data on the following indicators – if possible 2004 – 2008.
- ECD enrolment
- GER
- NER
- Gross Entry Rate to Class 1.

Central Level Education Officers (Top Executives) of NPC, MOF, MOE, MLD, NCED, CDC, NFE, HSEB

JOINT EVALUATION OF EFA 2004 – 2009
PART I: BACKGROUND INFORMATION

Name of the organization:
Name of the respondent:
Designation of the respondent:
Name of Evaluator:
Date:
Venue:

PART II: Key Questions for CLEOs

Policy and internal Government's governing mechanism regarding EFA across Nepal:

1. How far have the policies, Education Act, Local Governance Act, Education Rules, Bye-rules been supportive of the goals and objectives of EFA? Are any vital gaps in these efforts in term of education policies and legal matters of governance?
2. How have you structured internal governing mechanism to implement EFA program to achieve its intended outcomes?
3. How would you evaluate the efficiency, effectiveness and coordination of your organization or central level bodies (DOE, CDC, NCED, Non-Formal Education, MOE, NPC, MOF, MLD,…) in term of delivery and services?
4. What are the realities of EFA planning and monitoring system at central as well as local level?
5. What is the process by which funds flow in term of budget release in time, grant release, use of grants/resources at school level, transparency (social auditing), auditing and resource generation by the community?
   • Can you supply Financial Management Reports for the period 2004 – 2008?
6. How would you review the assigned division of labor or duties, roles, responsibilities, and tasks of NPC, MOF, MLD, MOE, DOE, DEO, DDC, VDC, SMC/PTA? What is your level of satisfaction with these organizations?
7. How and to what extent are local communities involved and mobilized in school management?
8. How far stakeholders and partners of education (NGOs, INGOs, Local Bodies) have contributed to achieve intended EFA outcomes?
9. What difficulties still remain in harmonising different DP priorities, administrative procedures and analyses within the programme? How far has the donor Code of Conduct supported the implementation of the EFA programme?
10. How far has technical assistance provided by development partners been helpful to MOE and other organizations during this EFA programme? What is the ideal type of TA?
11. How would you evaluate the relationship with DP's? Has the relationship changed over the past 4 years?

12. How far have you been able to bring flexibility in planning, administering and improving the EFA program using the research findings such as Formative Research Program and other relevant studies?

13. What are the arrangements for donor coordination over the EFA programme?

14. How satisfactory are the EFA programme arrangements for alignment of management of funds, aid flows, and capacity development support?

15. What comments have you on the frequency and timeliness of reporting, financial and physical progress?

16. How far has the use of the GoN's Financial Administration Regulations, FAR, been successful in implementing the programme in a timely way?

17. What observations have you on the working of the JFA? What changes would make the pooling arrangements more effective for SSR?

Teachers Unions

JOINT EVALUATION OF EFA 2004 – 2009
PART I: BACKGROUND INFORMATION

Name of the union:
Name of the respondent:
Designation of the respondent:
Name of Evaluator:
Date:
Venue:

PART II: Key Questions for UNIONS

Implementation of the EFA programme strategies

1. In your experience, to what extent has the EFA programme brought improvement in primary education?
2. What specifically have teacher unions, or TUN, contributed to providing quality education in schools?
3. How can teachers' careers be assured in decentralized or community managed education system?
4. How far has the transfer of schools to community management been successful? What are the issues which have still to be resolved?
5. What is the position of the teachers' unions with respect to decentralization of education?
6. Teaching License is a very basic step to strengthen teaching profession. What improvements are needed in licensorship to enhance teaching profession?
7. How would you evaluate present teacher education and training programs? How far have Projects, such as TEP, has been effective in improving teacher training?

Equity and access

8. How have the physical conditions of schools and classrooms improved over the past 4 years? In how many schools is overcrowding in classrooms as problem?
9. Why is there such a variation in student teacher ratios in different Districts and schools? What can be done to overcome the inequalities?
10. What is your view of the provision of ECD? Are teachers in ECD classes also members of the TU?
11. What do you understand by the term "inclusive education"?

Quality and Relevance

12. How does the TU define "quality" education or a quality school?
13. What sort of support do schools need to provide quality education in public schools?
14. How far does the new curriculum meet the needs of learners? How different is the new curriculum from the previous one? Were the TU involved in the revision of the curriculum?

M&E for Quality Control

15. What position does the TU have on members of the SMC visiting classrooms to monitor teaching and learning?
16. How would M&E best be done in primary schools in Nepal?

Efficiency and institutional capacity

17. What are your views on SIPs? How do you get involved with the SIP process? What are the features of the best SIPs? How can others learn?

The School Sector Reform

18. How far have the TU been involved in formulating the School Reform Strategy? What will be the constraints in implementing the SSR and how can these be overcome?

Are there other issues which you would like to discuss relevant to the EFA or the SSR?

DPs

JOINT EVALUATION OF EFA 2004 – 2009
PART I: BACKGROUND INFORMATION

Name of the agency:
Name of the respondent:
Designation of the respondent:
Name of Evaluator:
Date:
Venue:

PART II: Key Questions for DPs

Effectiveness of donor coordination to provide effective partnership with the implementing agencies

1. What are the arrangements for donor coordination over the EFA programme?
2. How far has the donor Code of Conduct supported the implementation of the EFA programme?
3. How much have these changed over the life of the programme? How satisfactory have they been?
4. Has GoN ownership of the EFA programme changed over the life of the programme? What degree of ownership would you like to see the GoN have in the SSR?
5. What difficulties still remain in harmonising different DP priorities, administrative procedures and analyses within the programme?
   - DP Home country policies
   - Administrative procedures eg recruiting TA
   - Undertaking your own analyse of official data
6. How satisfactory are the EFA programme arrangements for alignment of management of funds, aid flows, and capacity development support?
7. What comments have you on the frequency and timeliness of reporting, financial and physical progress?
8. How far the use of the GoN's Financial Administration Regulations, FAR, been successful in implementing the programme in a timely way?
9. What observations have you on the working of the JFA? What changes would make the pooling arrangements more effective for SSR?
10. How have the DPs shaped the evolution of the EFA programme?
11. At Mid-Term some unease was expressed on the GoN side with the rotating leadership of the DPs. What was the DP response? How can continuity be improved in moving to the SSR?
12. What kind of commitment has your agency to supporting the SSR?

Resource allocation

13. At mid-term about 2/3rds of the total pooled budget was spent on teachers' salaries and pensions and the remainder constitute the district budget. Any comments on this allocation? Have the DPs a view on the allocation?

14. How effective do you rate the working of decentralisation to DEOs and SMCs? What can be learned from the most active SMCs and the best SIPs?
Capacity of various GoN agencies to deliver the services

15. What TA and other support has your agency provided to enhance the GoN capacity to deliver the EFA programme? How has the TA been received by GoN?

16. What institutional development has been done by the TA?

17. What have been the real successes in capacity development? What can be learned from those successes?

18. Have you any other comment to make on the EFA programme or on the SSR as a vehicle for achieving the EFA Goals?

ANNEX 3a:
Data: National and District Level Progress towards Equitable Access For All

Definitions

- Gross Intake Rate (GIR): this expresses the percentage of students in grade 1 to the number of children of official school entry age.
- Gross Enrolment Rate (GER) The percentage of children of school going age eg 5- 9 who are enrolled.
- Net Enrolment Rate (NER) is the number of children of official primary school age who are enrolled in primary education as a percentage of the total children of the official school age population
- Gender Parity Index (GPI) reflects girls' level of access to education compared to that of boys' access. A GPI of less than 1 indicates that there are fewer girls, in proportion to the appropriate school-age population, than boys.
- Completion (Promotion) Rate: It is the percentage of students who are promoted to the next grade in the following school year.
- Survival Rate: the percentage of students who, having started in grade 1 go on and finish grade 5.
- Repetition Rate: the percentage of students who are retained in a grade for a second or more year.
- Pupil (Student) teacher ratio: the ratio of all students to all teachers. It is sometimes synonymous with the class size.

Sources:

The data presented for national trends comes mainly from the Flash Reports. Where data was required to complete the coverage of years DoE supplied the missing data. District data was compiled from the Flash Reports for the eight study Districts.

Table 1   Some Key UNESCO EFA Indicators – National Data

Indicators	2001	2002	2003	2004	2005	2006	2007	2008
Gross Enrolment Rate of Early Childhood / Pre School	13	19.8	19.9	39.4	69.9	41.4	60.2	63.4
Percentage of New entrants at Grade 1 with ECD	8	9.6	13.7	10.9	11.1	18.3	33.1	36.2
Gross Intake Rate at Grade 1	141	101	117.1	125.9	148.1	148.1	145.2	147.7
Net Intake Rate at Grade 1	53.7	74	76.1	NA	NA	NA	81.9	83.1
Gross Enrolment Rate (Primary)	123	118	126.7	130.7	145.4	138.8	138.5	142.8
Net Enrolment Rate	81	82	83.5	84.2	86.8	87.4	89.1	91.9
Percentage of teachers with required qualification and training	15	16.2	17.4	30.5	45	59.9	62.1	67.1
Percentage of teachers with required Certification	NA	NA	NA	NA	45	69.5	NA	NA
Pupil Teacher Ratio	39	35.7	35.8	39.7	49.8	54.7	42.3	43.8
Repetition Rate:	NA	NA	NA	NA	18.4	17.3	17.2	NA
Grade 1	39	37	34	NA	23.8	29.8	29.5	28.3
Grade 5	9	11	13.5	NA	10.4	10.4	7.8	7.3
Survival rate to Grade 5	66	68	60	76.2	79.1	80.3	81.1	73.4
Literacy Rate Age Group 15-24	70	NA	70	70	75	77	79	80
Literacy Rate Age Group 6+ years	54	NA	70	54	62	65	69	72
Adult Literacy Rate (15+ years)	48	NA	70	48	55	58	60	63
Literacy Gender Parity Index (15+ years)	0.6	NA	70	0.6	0.72	0.76	0.8	0.84

Overall Primary Enrolment Numbers have increased markedly 4,025,692 to 4,782,313, an increase of 19%.

Table 2　Total Primary School Enrolments by Types of Schools

Level	Type of Schools	Gender	Academic Year					
			2003	2004	2005	2006	2007	2008
Primary	Public Schools	Boys	1944247	1921297	2211440	2111488	1999108	2135961
		Girls	1644717	1683648	2022433	2015346	1966819	2152556
		Total	**3588964**	**3604945**	**4233873**	**4126834**	**3965927**	**4288517**
	Institutional Schools	Boys	253858	243736	156611	222325	259842	280973
		Girls	182870	181364	112213	165901	192944	212823
		Total	**436728**	**425100**	**268824**	**388226**	**452786**	**493796**
	All Types of Schools	Boys	2198105	2165033	2368051	2333813	2258950	2416934
		Girls	1827587	1865012	2134646	2181247	2159763	2365379
		Total	**4025692**	**4030045**	**4502697**	**4515060**	**4418713**	**4782313**

Table 2 shows the growth of enrolments in both public and institutional primary schools over the period of the Programme. Public school enrolments account for approximately 90% of all enrolments. Several features of the enrolment figures are marked:

- Enrolments peaked in public schools in 2005 then fell back in 2006 and 2007 to recover to above 2005 levels in 2008. One possible explanation is that the 'Welcome to School' campaign brought in a surge of newly-enroled children but that these levels could not be sustained.
- Student numbers in Institutional Schools fell back in 2005 but recovered in each subsequent year.
- The improvement of the GPI is marked and seems to be approaching parity.

GPI (All Types of School)	0.83	0.86	0.90	0.93	0.96	0.98

Table 3　Students in Grade I with ECD Experience

EFA Indicators	Gender	Academic Year					
		2003	2004	2005	2006	2007	2008
Students with ECD Experience (%)	Boys	7.8	11.1	11.2	18.4	34.2	36.5
	Girls	7.5	10.7	10.9	18.1	32.0	35.9
	Total	7.7	10.9	11.1	18.3	32.0	36.2

Table 4　Gross Intake Rate (GIR)

EFA Indicators	Gender	Academic Year					
		2003	2004	2005	2006	2007	2008
Gross Intake Rate (GIR)	Boys	125.4	131.7	146.7	156.9	144.4	145.0
	Girls	108.4	119.8	149.5	139.9	146.1	150.6
	Total	117.1	125.9	148.1	148.1	145.2	147.7

Table 5 Net Enrolment Rate (NER)

EFA Indicators	Gender	Academic Year					
		2003	**2004**	**2005**	**2006**	**2007**	**2008**
Net Enrolment Rate (NER)	Boys	89.4	90.1	90.1	89.3	90.7	93.2
	Girls	77.5	78.0	83.4	85.5	87.4	90.4
	Total	83.5	84.2	86.8	87.4	89.1	91.9

Table 6 Gross Enrolment Rate, GER, (Primary)

EFA Indicators	Gender	Academic Year					
		2003	**2004**	**2005**	**2006**	**2007**	**2008**
Gross Enrolment Rate (GER)	Boys	136.0	137.0	148.8	139.2	137.6	140.2
	Girls	117.1	124.2	141.8	138.4	139.6	145.6
	Total	126.7	130.7	145.4	138.8	138.5	142.8

Table 7 Gender Parity Index (GPI) of GER and NER

EFA Indicators	Academic Year					
	2003	**2004**	**2005**	**2006**	**2007**	**2008**
GPI of GER	0.86	0.91	0.95	0.99	1.01	1.04
GPI of NER	0.87	0.87	0.93	0.96	0.96	0.97

Table 8 Completion Rate

EFA Indicators	Gender	Academic Year			
		2004	**2005**	**2006**	**2007**
Completion Rate	Boys	85.2	NA	65.0	70
	Girls	84.9	NA	66.1	71
	Total	85.1	NA	65.6	70

Even with a policy of automatic promotion the completion rate has not increased over the period.

Table 9 Survival Rate to Grade 5

EFA Indicators	Gender	Academic Year					
		2003	**2004**	**2005**	**2006**	**2007**	**2008**
Survival Rate to Grade 5	Boys	59.3	72.4	82.1	83.0	83.4	72.6
	Girls	60.2	80.6	75.9	77.4	78.6	74.1
	Total	59.7	76.2	79.1	80.3	81.1	73.4

There is a puzzling resistance to the improvement of this indicator. While there is a marked jump from 2003, before the EFA Programme began, to 2004 thereafter the indicator rises but falls sharply in the final year. One can note the girls' values differ less over time than those of boys. The startling jump in the ratio between 2003 and 2004 seems likely to be due in large part to the advent of girls' scholarships.

Table 10 Drop-Out Rate

EFA Indicators	Gender	Academic Year	
		2006	2007
Drop-Out Rate	Boys	16.1	12.8
	Girls	13.7	12.0
	Total	15.0	12.4

Table 11 Total Dalit Enrolments at Primary Level

EFA Indicators	Gender	Academic Year					
		2003	2004	2005	2006	2007	2008
Total Dalit Enrolments at Primary Level	Boys	340261	321007	634615	395243	435376	488912
	Girls	265569	265397	334444	368965	412036	477234
	Total	605830	586404	969059	764208	847412	966146

Table 12 Total Janajati Enrolments at Primary Level

EFA Indicators	Gender	Academic Year					
		2003	2004	2005	2006	2007	2008
Total Janajati Enrollments at Primary Level	Boys	NA	497080	825905	833242	911542	967072
	Girls	NA	455792	776142	810233	896389	960006
	Total	NA	952872	1602047	1643475	1807931	1927078

Table 13 Percentage of students at primary level with the status of textbooks in the school year (within the second weeks of the Jestha)

EFA Indicator	Status of Text Books	2006	2007	2008
Percentage of students at primary level with the status of textbooks in the school year (within the second weeks of the Jestha)	Full Set	54.1	58.4	45.2
	Partial Set	2.9	4.7	9.4
	None	43.0	36.9	45.4

2008 was a "difficult year", on account of the elections for the Constituent Assembly.

Table 14 Student Teacher Ratio (STR) at Primary Level

EFA Indicators	School Level	Academic Year					
		2003	2004	2005	2006	2007	2008
Student Teacher Ratio (STR)	Primary	NA	39.7	49.8	54.7	42.3	43.8

Inter-District Comparisons

Case Studies were done in eight selected Districts. The tables below summarise some of the main observations. There are substantial inter-District variations indicating significant differences in access, equity and quality as judged by proxy indicators such as survival rates and student teacher ratios.

Table 15 Survival Rate to Grade 5 District Comparison

District	2006-07			2007-08		
	Girls	Girls	Girls	Girls	Boys	Total
National	**77.4**	**78.6**	**78.6**	**78.6**	**83.4**	**81.1**
Jhapa	95.0	99.5	99.5	99.5	98.2	98.8
Siraha	50.5	50.4	50.4	50.4	63.8	57.3
Rasuwa	87.7	91.7	91.7	91.7	89.6	90.7
Dhading	83.5	91.3	91.3	91.3	84.1	87.6
Dhanusha	50.3	45.0	45.0	45.0	50.5	47.9
Mahottari	52.8	49.6	49.6	49.6	56.6	53.2
Mugu	60.2	30.8	30.8	30.8	67.4	49.0
Surkhet	89.2	99.3	99.3	99.3	97.9	98.6

Girls in Dhanusha have on average less than 50% chance of surviving to class 5, while girls in Jhapa have almost 100% chance. Jhapa is ranked 18th and Dhanusha 43rd out of 75 in the HDI.

Table 16 Student Teacher Ratio (STR) in the community schools in primary level

District	Academic Year				
	2004-05	2005-06	2006-07	2007-08	2008-09
National	**39.7**		**54.7**	**42.3**	**43.8**
Jhapa	27.4		44.4	38.6	37.0
Siraha	61.8		88.5	60.8	63.5
Rasuwa	33		26.3	24.6	23.0
Dhading	51.7		64.8	43.6	42.1
Dhanusha	90		84.8	56.6	65.7
Mahottari	52.9		84.9	66.6	73.3
Mugu	18.8		35.8	27.6	30.9
Surkhet	42.9		60	46.9	45.8

The STR in a primary school is more or less equivalent to class size since Head Teachers generally have to teach. The data shows the variation of STR and its resistance to rapid change in the face of increased enrolments. Class sizes are on average 44 students but are much lower in the sparsely populated mountainous districts of Mugu (31) and Rasuwa (23). In the densely populated Terai districts - Siraha, Dhanusha and Mahottari – all the class sizes average more than 64.

With data from one district it was also observed how there is intra-district variation indicating the difficulty of teacher deployment within a district. The chart shows that for a 5% sample of schools in Dhading the STR varies from 10 to 50.

STRs in 29 Schools in Dhading
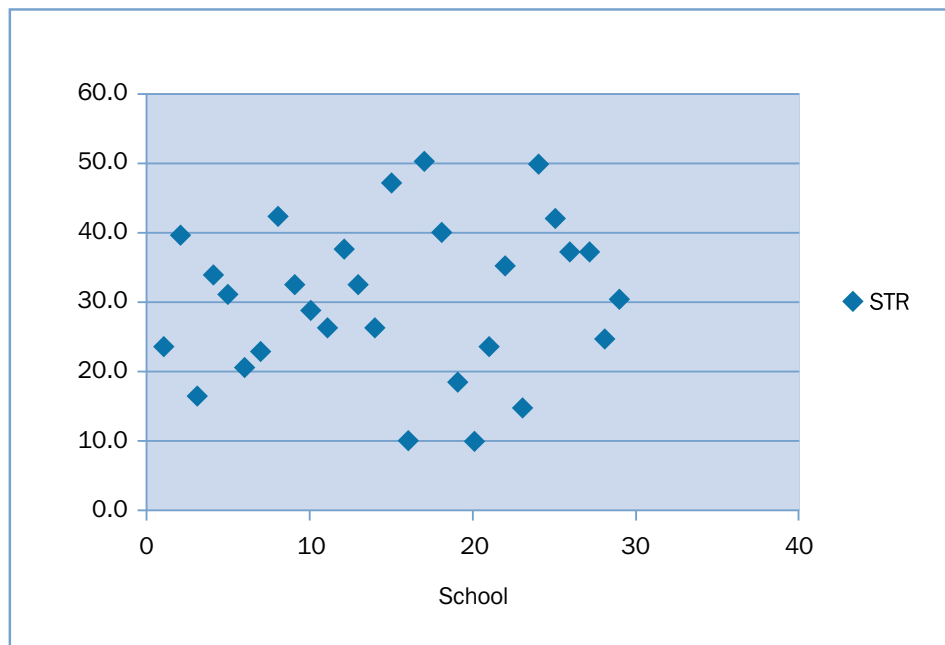
ANNEX 3b:
District Case Studies and Handling Qualitative Data

Introduction

The aim of this Annex is to explain how the data from eight District Studies was recorded, analysed and synthesised into the findings of the Joint Evaluation, particularly those reported in Chapters 3, 4 and 5. The qualitative data in its entirety extends to approximately 160 pages. In order to present the flavour of the rich data collected only a sample of that data is reported.

Information obtained during the discussions was recorded directly on to the various Evaluation Schedules – See Annex 2 for the schedules for students, teachers, SMC/PTA, VDC/DDC/ NGO, and DEO. In addition the evaluators kept field notes of observations made in the course of the work. With one exception, one of the research assistants, the evaluators wrote the responses in English, though some made field notes were maintained in Nepali. In compiling responses initially bullet points were made with a view to rapid reading by the whole team. The responses in Nepali were revised by the local consultants to ensure accuracy of translation.

When the first District Report was available in draft it was shared with the entire Team, including the research assistants in order to further assist in preparing reasonably comparable accounts. The eight District Studies in first draft were not comparable in treatment and all were revised to extract the maximum information for each District. When drafts of all eight cases were available the Team studied these and came to preliminary assessments of the data and of the main similarities and differences. In order to synthesise the material from the eight District cases and with a view to drafting the findings for chapters 4 and 5 the lead writers for those chapters searched for bullet points on a topic, for instance on Community Managed Schools. These were accumulated as raw material on which to base the findings under the main areas of access and equity, quality, and institutional efficiency and capacity development. The aim was to examine the information collected by from different groups in different locations in order to corroborate or revise initial interpretations and to reduce the impact of potential biases that could arise from a single source or Stakeholder or from one District.

The synthesis of the material so analysed was used in the drafts of Chapters 3 – 5 and in the recommendations. In handling qualitative data there are many problems relating to the representativeness and in balancing the views, for that is what they are, of respondents. For instance, in a group of 12 students 10 indicate support for the view that teachers should mark and return homework in a timely way. The

other two may not "complain". Or a group of students in one District favours teaching to be done in English while in another District, students report they want to learn through their mother tongue. In preparing the findings the team has tried to balance the views expressed and where there are disagreements to highlight these and where possible to discuss possible explanations.

What follows is the raw data on the theme of quality and the improvement of schooling over the life of the EFA Programme. In each Evaluation Instrument there were several questions relating to quality, improvement, classroom and other resources for quality. A Table is also provided summarising qualitative information from study informants on progress on access, equity and learning outcomes in the eight study Districts

Theme: Quality and Improvement of Schooling during the EFA Programme

Jhapa

What makes a good school?
Students
- Good discipline
- Regular teaching
- Feedback on homework
- Extra- curricular activities and sports

DEO
- "What makes a good school? Good people make a good school!"
- Whether Community Managed or not, school effectiveness depends on HT and SMC dedication, commitment, activities, diligence and academic pursuit.

RPs
- Good education is not just about academic learning- it also means good health, hygiene, self sufficiency and creating good citizens. We are now thinking more about this and getting good RESULTS, not just good MARKS.
- Good quality does not just mean academic focus but the whole social environment of the school and that children are working to their own ability.

SMCs/ PTAs
- Good schools have a homely environment and focus on an increase in knowledge.
- A good school is one that is managed well and where teachers attend regularly.

Students' perceptions of changes in the learning environment in their four schools
- It is good that boys and girls now work together on the same tables, not on different rows or tables.
- Now, girls can play football. Before, such equipment was purchased just for boys.
- There are more activities now, such as school competitions and sports.
- Our teachers are friendly.
- We love school and like to come!
- We suggest that we should extend Friday to a full day of school.
- We have a temple and chautara (tree with seat) in the grounds - we sit there and feel cool in the summer and can chat there.
- We like the flower gardens and kitchen gardens.
- Different behaviour towards girls and boys might have been a problem in your day- but not now!
- School is more lively and pleasant (ramailo).

Siraha

What makes a good school?
Students

- Regular teaching
- Games and extra curricular activities
- Good teacher
- Drinking water and toilet
- Good desk and benches
- No physical punishment to students
- Not to pay fees
- No dirt in the class
- No disturbances from outside

One-third of them like / would like to go to boarding school. They like regularity in teaching and good dress codes but they don't like having fees to pay.

SMC/PTA

- Practical and useful education is good education.
- Education provided by trained teacher based on curriculum.
- A little improvement in quality they felt. Monitoring should be continued for quality control.
- Transfer of school to community help in improving quality.
- Well managed schools are good schools- trained teachers, regular running, good discipline and good provisions of different facilities, healthy environments.

DEO

- Qualified and devoted teachers
- Good and cooperative SMC
- Provision of good monitoring
- Adequate facilities/infrastructures
- Peaceful learning environment

Changes and Improvements
Students

- They felt improvements in their study
- Schools are running more regularly than before
- Provision of Scholarships
- Provision of free text books

Teachers

- Quality is improving.
- Regularity of both teacher and students.
- Teaching is comparatively regular, reduced frequency of Bandha.
- Facilities increased, retention increased, dropout reduced as compared to previous years.

SMC/PTA
- Yes, quality of teaching and learning improved to some extent.
- Facilities are also increased (building and classrooms, toilets, provision of drinking water).
- Appointment of female teachers increased.

DEO
- Increased access-enrolment.
- Increased awareness of parents.
- Improved infrastructures (classrooms, drinking water, toilets).
- Monitoring is not effective due to worst political situation.

VDCs/NGOs
- Increased awareness
- Increased access
- Improved quality
- Increased retention and decreased dropouts

Rasuwa

What makes a good school?
Students
- Teaching environment
- Regular teaching
- Good relationship between students and teachers
- Provision of extra -curricular activities

Changes and Improvements
Teachers
- Teaching quality is improving smoothly.
- Class room teaching and extra -curricular activities have also improved and frequent monitoring and suggestions from SMC members have also helped to improve teaching qualities.
- Application of knowledge gained by the training is not used in class room teaching.
- Use of teaching materials is not practiced completely.
- Reducing drop out and repetition.
- Have increased better class room environment after construction of new building.
- Essential to provide refresher training to those who have already been trained and also essential for new teachers.

Students
- Satisfaction in teaching, continuity is needed.
- Regular attendance of students.
- Regular teaching.
- Better sitting arrangement of all students in class room, learning environment is getting better.
- Due to the limited number of classrooms, students are compelled to stay with students from other classes which makes it very crowded and noisy.

DEO
- Construction of buildings (classrooms) which have made easy to learn.
- Qualified and trained teacher have increased the quality education.
- Changed in learning achievement (increased).
- About 50 percent schools have no better building so students are studying (multi class system).

SMCs/PTAs
- Learning quality has smoothly improved over the past four years.
- Still need to train rest of the teachers.
- Gaining knowledge from the exposure visit would be better.
- SMC/PTA have not taken essential training for better management of school.

Dhading

What makes a good school?
Students

- We are satisfied with our school.
- We can learn English from grade 1.
- We have private schools around, we never visit them, but we can compete with students of those schools, we do not want to join private school, they are expensive.
- Our school is good enough.
- To improve our school, medium of instruction should be in English, more English books.
- Teachers must learn English and teach in English.
- Teacher absenteeism should be stopped.
- "We do not like uncovered classes".
- A good teacher is he/she whose teaching is understood by all, everybody.
- Has computer lab, science lab, library, internet that can be used by students.

Teachers

- Books, curriculum, quality: Better books, attractive with colour and relevant pictures, short contents.
- Verbal mathematics is still difficult: long sentences, unfamiliar words used, too much content.
- Teacher instruction at the bottom of the book is good. This instruction should have more elaboration.
- Curriculum is slightly improved in changing context.
- Students reading habit is bit improved: in one home there are two types of students going to private schools and public schools (Sons and daughters). A private school student has more home work and that brought public school student awareness to have home work and do home work, gives pressure to teachers for homework, ask teachers for correction.

DEO

- Child-friendly, childrens' rights honoured, safe environment, free of politics, bullying and discrimination.
- Trained teachers.
- Physical facilities all in order (buildings, water, play areas, library) and each child has enough space (1m2).
- Teaching materials.

Text books and other resources for Teaching and Learning

No schools received text books in the first 2 weeks. Normally less than 10% of schools have their books within the first 2 weeks. This year there was a national crisis caused by the elections.

The new curriculum is still not gender-sensitive. There are more diagrams and photos but the books are not child-friendly. Objectives and words are confusing.

Dhanusha

What makes a good school?
Students
- Good teaching and learning environment, adequate learning materials.
- Good discipline of students and teachers, come in time go in time.
- Good teacher -student relationship, teachers take care of student, students honor teacher, friendly teachers, enough attention to student learning.
- Good looking surrounding, well maintained building, garden, flowers with fencing, clean classrooms, clean compound.
- Good treatment to students: encouragement to complete the school cycle, no harassment, no violence, nobody is compelled to leave school, all students are treated equally.
- Teachers ask questions, wait answers, correct answers, allow all to interact.
- Every student enjoys learning, full of games, sports, and music in school.
- Has playground, drinking water, clean toilets.
- Reward well performers, punish wrong doers. This should applied for both teachers and students.

Out of 15 participating students, 12 students speak Maithili as mother tongue: but all speak very good Nepali and number one preference is English. English is preferred because "we can get jobs easily in future. It can be used anywhere in the world".

Teachers
- Training provided by Teacher Education Project helped teachers to improve classroom delivery.
- These days students are better in reading and writing skills.
- English subject from grade 1-5 has motivated students for enrolment and continuity.
- New curriculum is better because it has tried to put applicable instructional methods.
- The positive aspects of new books are instruction for teacher at the bottom, books are written in limited vocabulary range for lower grades. Previously, big range of vocabulary with many new and difficult words were used in books.
- Colour and relevant pictures attracted students to read.
- UNICEF did classroom painting "beautiful letters and objects" in 100 schools.
- One day orientation by RPs helped teachers to use new curriculum and text books.

DEO
- New curriculum has few changes.
- Vocabulary of grade 1 textbook before 2004 was 1700. Now it is 800 words only.
- Ninety percent teachers got teacher training in Dhanusha District.

VDC/DDC/NGOs

These organisations provided substantial support to schools in preparing SIPs, conducting social audits, training teachers, providing extra teachers, providing instructional materials and motivating teachers and students in teaching learning.

They found:

- Good teaching, good achievement, high examination pass rate, and primary section in priority in Sonigama VDC.
- Disciplined students.
- Teacher parents work together, discuss about student learning.

Mahottari

What makes a good school?
Students

- Regular teaching with extra -curricular activities.
- Strict/Good discipline of both teacher and student.
- No corporal punishment to students.
- Homework correction with feedback.
- Neat and clean classrooms and school environment.
- No disturbances from outside and outsiders.

SMC/PTA

- Education provided by trained teacher and useful for their future is quality education.
- Well managed schools are good schools- trained teachers, regular running, good discipline and good provisions of different facilities, healthy environments.

DEO

- Adequate facilities
- Qualified and trained teachers
- Peaceful learning environment
- Aware parents
- Cooperative SMC

Changes and Improvements
Students

- They felt little improvements in their study.
- Schools are more regular than before.

Teachers

- Quality is improving.
- Regularity of both teacher and students.
- Teaching is regular, reduced frequency of Bandha.
- Due to liberal promotion policy in grade 1, dropout has been increasing in up per classes but it is less as compared to previous years.

SMC/PTA

- Yes, quality of teaching and learning improved to some extent but not as desired.

DEO

- Declined dropout, it is still high.
- Improved in infrastructures-classrooms, drinking water and toilets, not in quality.
- Monitoring is not effective due to security reason.

VDCs/NGOs
- Increased awareness
- Improved quality
- Increased retention and decrease dropout

Curriculum and assessment
Students
- Children have little chance to play footballs and other playing materials.
- Library is available in one school but no extra books available for children.

Teachers
- They do not involved in curriculum making process and dissemination programs.

RPs
- New curriculum is good
- Provision of inclusion of local context

DEO
- Curriculum is OK
- Some loopholes in implementation

Text books and other resources for Teaching and Learning
Students
- Books arrived very late in Mangsir (end of November).
- Some charts, Chalk and duster available in the schools.
- Classes are more regular than before.
- Library in some schools.

Teachers
- Textbooks are good- more colorful and attractive.
- Textbook not arrived in time this year.
- Books arrived very late, only in November/December this year.

SMC/PTA
- Textbooks received very late on November/December this year.
- Furniture available.
- Build additional blocks and classrooms.
- Still two out of four schools do not have good classrooms.
- Two have libraries.
- Some playing materials are available- football, volleyball, Chess etc.

DEO
- Textbooks are good but not arrived in time.
- Books purchased using SIP funds.
- Still books are not available as of demand.

Mugu

What makes a good school?
Students
- Sufficient educational material.
- Extra -curricular activities and sports.
- Provision of playground and sufficient furniture for all classes.
- Regular homework teaching in the class.

DEO
- Favourable learning environment for the students.
- Regular, punctual and active participation of students and teachers.
- Positive thinking of teachers, students and parents.
- Ownership feeling of parents to the school and love and care much to it.
- Good output.
- Maintained well discipline in teaching and learning process.

SMCs/PTAs
- Regular, punctual and active participation of students and teachers.

VDCs / DDCs / NGOs
- Prioritized more on Dalits, ethnic communities, disabled, female and all minorities.

Changes and Improvements
Students
- Satisfied with the progress in the school.
- More regular classes than the conflict time.
- Added more attraction on text book due to different pictures in the books.

Teachers
- Less dropout and increased enrolments in the school.
- Included many practical matters in curriculum like content, and teaching methods.
- Improved in teaching method due to training, however it is not sufficient as expectation.
- Developed skills in extracurricular activities.
- SIP helped to implement all school activities on time.

DEO
- Maintained better quality than before but not as their expectation.

SMCs/PTAs
- Better than before, teacher are regular and punctual than before but frequent disturbances due to the bad weather in winter and rainy season.

Surkhet

What makes a good school?
Students
- Where one finds joyful learning.
- Smart uniform.
- "Look I got this uniform when I was in Class 3 but I have grown up and I am In Grade 5 and I am still wearing the same uniform, Imagine how I can continue my school?"
- Where students are treated by teachers as brother and sisters.
- Teachers check students' home work regularly.
- Humane punishments not using stick or mental torture.
- Smiling teachers and friends.
- Encourages group work.
- Regular teaching by good teachers (good knowledge and teaching skills).
- Extra-curricular activities and sports.
- Neat and clean school toilet, good drinking water and play ground.
- Enough chairs, tables or carpet for all students.

DEO
- Students are put first in the entire teaching learning process.
- Good school environment.
- Good and hard working teachers with HT having strong leadership qualities.
- Students' problems and weaknesses are considered humanly by the school.
- SMC, active local bodies and NGOs are active to work together to help improve school management.
- Asking and giving students chances to solve new problems and more group works.
- Giving regular feedback from teachers to students and from HT to teachers, guardians.

SMCs/ PTAs
- Where teachers don't use stick and other punitive methods to punish students in teaching.
- Active interaction between teachers and students.
- Clear instruction from teachers to students.
- Regular homework giving by all teachers, but with proper coordination among themselves so as not to torture students through crowed homework.
- Good physical surrounding.
- HT/Teachers/SMC/PTA relationship works well.
- Availability of educational materials/library and sport/game material.
- Dedicated and hard working teachers.
- Parents visit regularly.
- Classes run on time.
- No negligence on the students learning problems by HT and teachers.
- No politicization by teachers in the school management.

VDCs/ NGOs
- A school which keeps good book-keeping.
- Where teachers do take classes regularly with full preparation.
- Students are disciplined, but not terrorised by teachers.
- Good classrooms and environment.
- HT is honest, trained and qualified.
- Friendly and supportive rapport between HT and teachers-a must.

Changes and Improvements in the last 4 years
Students
- No frequent bandh like before
- Regular classes
- No discrimination by teachers to Dalit students
- Girls and boys study together
- All are enjoying school learning
- Feel happy in coming to school

Teachers
- SMCs are more active than before.
- Improvement in physical facilities, such as, whitewash of school buildings, additional class rooms, toilets, water supply, compound fencing and floor carpeting at schools.
- Involvement of NGOs are increasing in helping schools than before
- HTs are now appeared to be more accountable than before.
- Teachers are now less politicized.
- Less interruption in teaching learning by political parties.
- Timely salary payment.
- Increasing interest of Parents and SMC in school teaching –learning.
- More transparency in school management due to SMC/PTA participation.

DEO
- Increasing number of physical facilities support to schools.
- Better relationship of DE office with schools and SMCs management.
- Increasing sense of ownership among the SMC members management.
- Publication of annual calendar by school management.
- Provision of distributing student achievement report cards of school exam to guardians.
- Introduction of honouring and awarding best performing schools.
- SMCs are more active management.

SMCs/ PTAs
- Yes- quality has definitely improved over the past 4 years.
- Provision of giving student achievement report cards to guardians
- More active SMC/PTA.
- More resource mobilisation for school activities.
- Computers in few primary schools (under special support programme), but lack computer teachers.

- Student enrolment drives, such as,`Welcome to School` campaign.
- Teachers are now more disciplined.

Curriculum
Students
- Some teachers don't know how to teach new topics and lessons.
- Mathematics teaching is boring.
- English teaching difficulty.
- Difficult to understand well for non-Nepali speaking students in some classes-especially while doing home work.
- Many teachers are good in giving home works, but not good in timely checking them and giving feedback. They even don't feel important to return back our home work copies.

Teachers
- Curriculum changes, but without making availability of teaching guides and required training.
- New Curriculum looks Okay, but need practice teaching training
- Why not to have electronic CD on teaching learning/teaching guides, some of us have computers of our own.

Textbooks and Other Resources for Teaching and Learning
Students
- Five textbooks are free, but have to pay for optional English and Health books. Out of five textbooks, three arrived in April and two in June/July.

DEO
- Government provides free textbooks to all primary students in the community schools-irrespective of aided or unaided. Janak Educational Material Centre, a Public Enterprise is sole Printer, and the Sajha Prakashan, another Public Enterprise is a sole distributor of text books. However, it is true that delivering textbooks to all students in the beginning of new school year has remained a tough challenge. As the timely availability of the textbooks is essential for quality education, it has become urgent to seek new options for more efficient and effective distribution of the school textbooks.
- Not all SIP funds used for books- funds are also available for quality education development programmes, such as students' debate, sports.

Teachers
- New text books arrived but 1-2 months late. At the moment, school text books are centrally procured and thereafter attempt to distribute to school thorough a retailer. Many teachers, interviewed, suggested that such text books be produced and procured at the regional level by clustering the districts considering geographical and other socio economic factors. The regionally produced text books also need to incorporate some important economic, socio-cultural aspects of the reason.

SMCs/ PTAs

- Most books arrived around 1-2 months late after the beginning of term. (June /July)
- Schools purchase the books directly using SIP funds.
- Why not to print and distribute text books at regions? It will save time, cost and generate employment to local people. Why to print all textbooks at one place in Kathmandu?
- It will also help develop professionalism of printers and traders outside the Kathmandu.
- To reduce possible corruption and encourage completion for quality, it must be widely published and procure by a multi disciplinary task force not by Government CDC, a well known for taking commissions/bribe in awarding jobs.

VDCs/ NGOs

- Late in textbook delivery 1-2 months, needs decentralisation in text book printing and distribution locally or regionally.
- Needs to involve professionals in the text book distribution work.

Theme: Scholarships and Subsidies

Jhapa

The parameters for the Girls' and Dalit's scholarships include giving school dress and stationery support and a lump-sum prize each year to parents whose children demonstrate 90% attendance. The same arrangements are extended to four Jana-jati groups identified as particularly disadvantaged, namely Satar, Kissan, Meche and Dhimal. (The District Education Plan 2003-2008).

Students

All confirmed that this had been the case in practice. However, in the eight schools consulted, most students still have to pay for the books for Optional English.

Recommendations of a range of study informants for improving scholarships and subsidies:
- More funds should go to children who are most marginalised- however it is difficult to say exactly what amount is needed as it depends on the situation. In some schools, it might be better to give breakfast/ lunch snack, stationary, school dress etc. Or, in mountain areas in other districts, hostels might be needed. So there should be some flexibility between scholarship amounts and other interventions and for different schools and districts (DEO).
- The amount is too low for some children- it might be better to target fewer children more intensively with a meaningful amount. For example, perhaps not every school needs to subsidise 50% of its girl students. Otherwise, to meet all the needs, more overall funding is needed.
- We should continue, with a big focus on transparency and good use. If there is any mis-use, then we should correct this, not abandon the programme.
- Scholarship programme is useful. However, most students here belong to labour group families and they have also joined the school although very poor. Therefore boys also need support as well as girls.
- Scholarships should be available for all who need.
- We should be thinking about feeding issues- many poor children do not take lunch.

Siraha

Students
- All Dalits and girls receive scholarships.
- It would be better if all people get scholarships.
- Student from Balmandir got NPR 150 per student.
- They heard some schools provided dress.
- All students received textbook free of cost.
- They received textbooks in Baisak/Jestha after 2-3 week of session start
- No food/ edible oils received from school.
- No provision of Tiffin in the school.
- Students from one school reported they have a library.

Teachers

- Scholarship programs are very useful and effective.
- It needs to increase and should provide to all who needs/poor.
- Some of the students those of upper class in terms of ethnic hierarchy are still not getting scholarship even though they are very poor.
- Dalit and girls receive scholarships.
- Both uniform and free textbook are important and should be continued with additional Tiffin scheme. Children from poor community will be attracted with Tiffin scheme.

DEO

- Yes, scholarship scheme is in line of its aim.
- Girls and disadvantage children get scholarship.
- It should be continued.
- Provision of Tiffin, stationary and dress might be better devices for DAG.
- Oil scheme would also effective especially in Dalit community.
- Infrastructure is not developed in desired extent.
- Cost sharing policy is good but for poor community sharing is not effective.

VDCs/NGOs

- Various support programs launched.
- VDC support
  - Dress for Dalits
  - Stationeries for those who do not get scholarships
  - Furniture
- UNICEF support
  - Classroom management of grade 1(Tin Trunk, Wall painting),
  - Training for teacher for Child-centered learning
  - Story books, calendar and chart, number chart made available
  - Playing materials
- Others
  - Materials and campaigns for awareness

Rasuwa

Teachers

- It is the inspiration to the students.
- Mostly it attracts to the students of poor and disadvantaged families.
- It is one of the facilities, not a right.
- Dalits are very happy while others were not so.
- The amount they get from the school helps to parents.
- This amount of scholarship attracts to students (Dalit and girls).
- The scholarships are used to buy dresses, bags, copy and other stationeries while it is also heard that very few of them misused it (mostly in wine).
- The girls' scholarship should also be provided to other ethnic groups of children.
- Some students are irregular after getting money, so better to distribute after completion of the final exam.

- Some schools provide goods i.e. dress, bags, stationeries instead of money.
- Dalit scholarship program increased the enrolments of Dalit 'No Dalit children remain to enrol in the catchments areas of the school'.
- Most of the teachers argue that it would be better to provide dress and essential stationeries rather than money so there is some dispute between the teachers and SMC about it.
- Some SMC requests to HT to be more transparent while he purchases the goods for students.
- Girls enrolment increased due to the girls scholarship.
- Make provisions to distribute scholarship to all students, a student was weeping while she did not get scholarship as her friends.
- Difficult to select girls to provide scholarship, parents blamed to teachers being politically biased in the distribution process.
- Scholarships not so quite sufficient for the pro-poor students.
- Free textbooks distribution increased the enrolment from the Dalit and Janajati and disadvantaged groups.

Students
- All the Dalit boys and girls students get NPR 350 as scholarship and buy dress and stationeries.
- All students receive free text books.
- They never face the problems to get scholarships.
- Sometimes parents misuse the scholarships' money for local wine.
- It would be better to provide scholarship to all students.

DEO
- Scholarship increases the enrolment and decreased the dropout and repetition.
- Aimed to provide the scholarship to make literate to the children from pro-poor and disadvantaged group.
- Provision of scholarship being useful but seemed very low for poor families, better to increase up to NPR 1000 and is essential to provide all the students.
- Scholarship programme has ensured the education to the physically and mentally handicapped students.
- Sometimes SMCs report disputes regarding to selection and distribution process of scholarship among the students.
- DEO provides volume of scholarship to the schools as school submit the numbers of students.

Dhading

Students
- Get textbooks free within two weeks.
- All Dalits and 50% girls get scholarship: in cash amount, sometimes dresses.

Teachers
- Scholar provision is good, It should be continued, Dalits attracted, some students tried to pull scholarships from two schools but now corrected.

Dhanusha

Students

- No fee for all students from grade 1-5 where as high fee should be paid in private schools. Text books are free.
- "All Dalits get scholarship in our schools".
- Girls get scholarship: one school distributed scholarship to all girls dividing the total amount equally for needy ones.

School Supervisor

- Demand for scholarship is not met. Sixty percent of girls get scholarships but less than full value.
- If scholarship arrives arrive in June, enrolment has no attraction. If students drop out, school can use the un-received scholarship for other purposes—building, salary of teachers etc.

Mahottari

Students

- All Dalits receive scholarships and there is no problem in scholarship delivery in general.
- One of the girls attending discussion did not receive scholarship or she does not know whether her father received her scholarship or not. She belongs to non-Dalit community.
- All students received textbook free of cost but very late, in December 2008 (for this session).
- No other books are available in the school for them.
- No food/ edible cooking oils received from school.
- No provision of Tiffin in the school.

Teachers

- Scholarship programs are very useful and effective.
- It needs to increase and should provide to all who need/poor.
- Some of the students those of upper class in terms of ethnic hierarchy are still not getting scholarship even though they are very poor.
- Dalit and girls receive scholarships.
- They don't receive additional NPR 100 administrative cost for per girl admission.
- Both uniform and free textbook are important and should be continued with additional Tiffin scheme. Children from poor community will be attracted with Tiffin scheme.

DEO

- Yes, scholarship scheme is in line of its aim.
- Girls and disadvantaged children get scholarship.
- Scholarship should be continued.

- Provision of Tiffin, stationary and dress might be better devices for retention of children especially Dalit and poor. Parents may use their scholarships for other purposes (drinking alcohol) rather than buying essential stationeries if they got cash.
- Oil scheme would also effective especially in Dalit community.
- Infrastructure is not developed in desired extent due to the policy of Cost Sharing. People especially of poor community could not share needed amount.

VDCs/NGOs
- VDC support
  – Dress for Janajati and Dalit provided from VDC.
  – Stationeries for those who do not get scholarships.
  – Furniture.
- UNICEF support
  – Classroom management of grade 1(Low table, blackboard, Wall painting). Child-centred learning process (CCLP), Innovative forum for community development (IFCD) training.
  – Calendar and Job chart, number chart made available.
  – Quality Education Resource Package (QERP) for 300 schools.

Mugu

Students *(from the 3 selected schools)*
- All girls of the participating schools are provided with NPR 1000 scholarship.
- All Dalits boys receive NPR 350 scholarship.
- Two disabled boys get NPR 350 scholarship.
- All students from ECD to Class 5 get tiffin during day time.
- All students from class 1 to 5 get textbooks free of of cost,
- Local NGOs(KIRDARC) donated school uniform for all students of three partici- pated schools (Mallika P.s. Setiwoda, N.R. P.S. Chaina, Shree P.S. Karkiwoda)

Teachers
- Provision of uniform free of cost also encourages more children to attend the school.
- Scholarship should be provided for all poor families' boys who non Dalits.
- ECD children should be included in the distribution of the tiffin. Small children create problem in the school when they see seniors are having tiffin.
- All the schools have managed tiffin for all students of ECD however it is not provided by the DEO, the tiffin has been insufficient due to that problem.
- Scholarship schemes should be managed more effectively than before.
- Teachers heard from parents that small children of 2-4 years eager to go to school due to the provision tiffin in ECD classes, Small children mother say their children hang with their senior brothers and sisters if the mothers pull them to stay at home. They are allured with tiffin very much. If this scheme is managed by the DEO no school -aged child wants to stay home.

DEO
- All girls are provided with NPR 1000 scholarship

- All Dalits boys receive NPR 350 scholarship.
- N.R.P.S., Chaina runs separate class for disabled children get NPR 1500 for each disabled child per month, and a peon and an extra teacher are also provided.
- All the students from class 1 to 5 in the district are provided with the tiffin of NPR15 per head per day except Friday and Saturday and other holidays.
- Scholarship and other incentives should be continued in the future to achieve the target of EFA.

Surkhet

Students

- NPR 350 are given in two instalments: NPR 100 in Ashar month (June/July); NPR 250 in Falgun (March/April).
- Bahun and Chhetri students did not receive scholarships due to their high caste. It should be available for all who need it.
- In most cases, parents come and collect the scholarship amount, while in some cases, students themselves collect the scholarships.
- Few schools do not give cash to parents, instead they provide uniform, pen and copies with the given amount.
- All students are given text books at free of cost. But, out of five books, three books were given in Baisakh (May/June) and two books in Ashar after two months of the school session. The schools asked the children, according to all children interviewed, to purchase two additional books, `My Easy English` and `Health book` on their own from the market. The two books cost about NPR 100.00.

Teachers

- Besides day time meal, the importance of free textbooks and uniform as incentives for enrolment is recognized.
- These benefits should be available to all on the basis of need.
- They favoured some flexibility in both the amounts of scholarships and in other interventions.

DEO

- Scholarships and textbook distributions, despite some improvements, still need improvement as not all the schools and students received them ad equately and on time.
- Some schools diverted scholarship grant to other purposes, such as construction and repair/maintenance of schools, hiring additional teachers and pur chasing reference books.
- Three categories of cash scholarships are given to students NPR 350 for each Dalit and disadvantaged children, 50% scholarships for girl child.
- Full scholarships for disabled children (at resource centres).
- Girls and disadvantaged children have had priority for scholarships. The scholarships have expanded access to many more disadvantaged children (even though they are too low).

- However, the amount is too low for some children- it might be better to target fewer children more intensively with a meaningful amount. Otherwise, to meet all the needs, more overall funding would be needed. So, there should be some flexibility between scholarship amounts and other interventions.
- All children are receiving text books free of cost, but there is still some practical problem in providing text books to all children on time.

Other grant subsidies given by the DE office to schools include:

- Matching fund (cost sharing!) for room construction, procuring furniture sets, improving toilets and drinking water facilities.

Summary of Qualitative Information from Study Informants on Progress on Access, Equity and Learning Outcomes in the Eight Study Districts

Jhapa

- Increased enrolments overall and as percentage, drop in OOS children.
- Much more increase in enrolment of girls, Janajatis and Dalits in EFA period than in previous BPEP-II period- but they still lag behind.
- Increased retention and completion to grade 5.
- Increase in knowledge about who is excluded and attitudes towards targeting and inclusion.
- ECD classes from 293 to 536 – but less evidence of targeting.
- Increased enrolment of disabled children in resource units, with disabled children now completing primary and SLC levels.
- Perception of improved learning outcomes- evidence from curriculum learning outcomes framework.
- Perception of improvements in key quality- inputs, including construction, instructional time, % of trained teachers, improved curriculum and textbooks and the learning environment.
- Many more women teachers overall, but these are concentrated in less remote schools.
- Remaining Out-of-School children are concentrated in three poor VDCs and mainly from disadvantaged Janajati groups.

Mahottari

- Enrolment increase of both boys and girls.
- Enrolment of Dalit and other disadvantaged groups.
- Decline in drop out, but retention is still low.
- Continuing attendance issues, including seasonal non-attendance, particularly for poor and Dalit children.
- UNICEF estimate of 4800 children still out of school in the district - these are mainly Dalit and disadvantaged and also concentrated in Southern parts on Indian border.
- Perception of improvements in key quality- inputs, especially construction and facilities.

Siraha

- The overall number of students has increased.
- Enrolment has increased for both boys and girls.
- Enrolment has increased for Dalits and Disadvantaged Groups.
- However, around 24% still out of school, whilst for disadvantaged groups this figure rises to 30-40%. Out of school children concentrated in Dalit communities and to the South of the District on the Indian border.
- Perceived improvement in children's reading and writing skills.

Dhanusha

- Big increase in overall student enrolment.
- Stronger awareness of the value of girls' education and increase in girls' enrolment.
- However, drop out remains high, especially for girls.
- Improved provision of quality inputs, especially classrooms and trained teachers.

Surkhet

- Increase in students in many schools- but in part related to conflict- caused migration into Surkhet valley and closure of private schools.
- Increase in enrolments for girls, Dalits and disadvantaged Janajatis.
- Disabled children being enrolled in resource classes.
- Slow changes in attitude towards education for girls.
- DEO estimates around 6% children remain out of school- more girls than boys, mostly from Dalit and disadvantaged Janajati groups.
- Improvement in some key quality inputs, especially classrooms and facilities, school management, curriculum and text books and classroom environment.

Dhading

- Increase in overall enrolments.
- Increase in enrolments of girls and Dalits.
- Reduced drop out (but this is still significant).
- Reduced numbers out- of school- those that are, tend to be very poor children working to support their families.
- Increase in quality inputs, including availability and quality of textbooks and other earning materials, the school environment, teacher qualification and teacher attendance.

Mugu

- Much increased enrolment of girls, Dalits and other marginalised groups, including more than 25% increase in Dalit enrolment.
- Decrease in drop out.
- About 20% of children from Dalit and very poor families are still out of school.

Rasuwa

- Increase in enrolment of vulnerable groups, especially Dalits and Janajatis.
- Increased enrolments in Grade One.
- About 12-15% children still out of school - among Dalits and Janajatis these are now mainly boys, whilst among BCN groups these are mostly girls.
- Increased enrolment of disabled children.
- Increased adult literacy.
- Much increased awareness and sense of entitlement to education/ education as human right.

ANNEX 4a:
Schedule of visits to Districts, their Characteristics and the Criteria for Selection of Participants for Discussions.

Table 1

Evaluation team	District(s)	HDI ranking	Time frame
Team 1 PR & AS	Jhapa	18/75	Dec 1 – 4 (3 nights)
Team 2 CC, AK, RA1, RA2	Dhading	55/75	Dec 1 and 2 (one night)
RA 1	Rasuwa	62/75	Dec 3, 4, 5, 6 (4 nights)
CC, AK, RA2	Mahottari	59/75	Dec 3, 4, 5 (2 nights)
RA 2	Dhanusha, Siraha	43/ 75 51/ 75	Dec 6, 7 Dec 7, 8, 9 (3 nights)
Team 3 MM + RA 3	Surkhet	22/75	Dec 1 – 4 (3 nights)
RA 3	Mugu	75/75	Dec 5 – 9 (5 nights)

Note: HDI rankings are for 2001 values.

PR – Pramila Rajbhandari
AS – Amanda Seel
CC – Chris Cumming
AK – Agni Kafle
MM – Madan Manandhar
RA1 – Yadav Subedi
RA2 – Shiba Rijal,
RA3 – Chandra Kanta Baral

Table 2   Features which determined District selection

District	Location	Geographical / Ethnic Features	HDI	Other features which determined its selection
Jhapa	East	many Community-managed schools	18/75	overlap with MTR selected Districts
Dhading	Central Hills	multi-ethnic	55/75	
Rasuwa	Remote North	Tamang ethnic group	62/75	SSR pilot
Mahottari	Central Terai	Populous, mostly MM	59/75	
Dhanusha	Central Terai	populous	43/75	
Siraha	Central Terai	mostly Maihili ethnic group, politically unstable	51/75	
Surkhet	West		22/75	overlap with MTR selected Districts
Mugu	West	mountainous, ethnic and language issues, poorest	75/75	requested by MoE

Note: Jhapa, Dhanusha and Surkhet are all accessible by air from Kathmandu. Dhading and Rasuwa are accessible from Kathmandu, by road in half and a whole day respectively. Mugu is accessible from Surkhet by helicopter, while Mahottari and Siraha are reached from Dhanusha by road.

Table 3   Selection of respondents

Stakeholder	Task	Average Duration	Number
Students	Discussion group	45 minutes	8 – 12
Teachers	Discussion	One hour	8 – 12
SMC/PTA	Discussion	90 minutes	8 – 12
VDC/ DDC/ local NGO	Round table discussion	One hour	8 – 12

ANNEX 4b:
Diary Record for Joint Evaluation of the EFA 2004 – 2009 Programme

NOVEMBER 2008		
Date	**Day**	**Event / Activity**
Nov-02	Sunday	Travel Day for Team Leader
Nov-03	Monday	First meeting of Joint Evaluation team
Nov-04	Tuesday	Mapping of content of Inception Report
Nov-05	Wednesday	Drafting of Inception Report. Document study
Nov-06	Thursday	Drafting of Inception Report. Document study
Nov-07	Friday	Drafting of Inception Report. Document study
Nov-08	Saturday	Holiday
Nov-09	Sunday	Team discussion of Evaluation Instruments
Nov-10	Monday	Drafting of evaluation instruments
Nov-11	Tuesday	Drafting of evaluation instruments
Nov-12	Wednesday	Drafting of evaluation instruments
Nov-13	Thursday	Planning of logistics of field work
Nov-14	Friday	Planning of logistics of field work
Nov-15	Saturday	Holiday
Nov-16	Sunday	Preparation of Presentation of IR
Nov-17	Monday	Team Discussion of IR Presentation
Nov-18	Tuesday	Inception Report Seminar
Nov-19	Wednesday	Preparation for Field Testing
Nov-20	Thursday	Bandha in Kathmandu, Document study
Nov-21	Friday	Team to Bakhtapur for trial of evaluation instruments
Nov-22	Saturday	Holiday
Nov-23	Sunday	Team to Lalitpur for trial of evaluation instruments
Nov-24	Monday	Document study and review of evaluation instruments
Nov-25	Tuesday	am: meeting at JICA; 3pm meeting at MoE
Nov-26	Wednesday	Document study and review of evaluation instruments
Nov-27	Thursday	Document study and review of evaluation instruments
Nov-28	Friday	Amanda Seel arrived to join team
Nov-29	Saturday	Holiday
Nov-30	Sunday	Final arrangements for District Fieldwork.

DECEMBER 2008		
Date	**Day**	**Event / Activity**
Dec-01	Monday	Three teams set off for Jhapa; Surkhet, Dhading
Dec-02	Tuesday	Field work in three Districts
Dec-03	Wednesday	Subteam 3 moves to Dhanusha & Rasuwa; other teams Continue in Jhapa and Surkhet.
Dec-04	Thursday	team 2 moves to Mugu; sub-team 3 moves to Mahottari
Dec-05	Friday	Mahottari, Mugu and Rasuwa Districts, completion of Dhanusha
Dec-06	Saturday	Subteam 3 Researcher moves to Siraha; Mugu and Rasuwa continue
Dec-07	Sunday	Fieldwork in Siraha, Mugu and Rasuwa continues, writing of District Case Reports begins
Dec-08	Monday	Mugu and Rasuwa completed; am: meeting with Assistant Auditor General of GoN.pm: meeting in Norwegian Embassy
Dec-09	Tuesday	Siraha completed & returned. Pm meeting with Director & staff of CERID. Writing of District Case Reports
Dec-10	Wednesday	Writing of District Case Reports; pm meeting with AusAid
Dec-11	Thursday	Writing of District Case Reports, am: FCGO, pm meetings with the Executive Director of NCED; DG of DoE.
Dec-12	Friday	am Meeting in World Bank with Senior Economist and DP focal point. Writing of District Case Reports. Pm Meeting with UNESCO.
Dec-13	Saturday	Holiday
Dec-14	Sunday	Consideration of data in the district case reports. Am: meeting with the Education Journalists' association.
Dec-15	Monday	pm: first meeting with International Aid Coordinator in MoE. Reading of district case reports
Dec-16	Tuesday	am: meeting at NCED with the Coordinator of ADB's Teacher Education Project.
Dec-17	Wednesday	Team and researchers discussion of lessons learned & of writing responsibilities
Dec-18	Thursday	Wrap-up meeting of team to agree drafting responsibilities for Joint Evaluation Report
Dec-19	Friday	International consultants leave Nepal
Dec-20	Saturday	
Dec-21	Sunday	Local consultants drafting their allotted chapters
Dec-22	Monday	Local consultants drafting their allotted chapters
Dec-23	Tuesday	Local consultants drafting their allotted chapters
Dec-24	Wednesday	Local consultants drafting their allotted chapters
Dec-25	Thursday	Local consultants drafting their allotted chapters
Dec-26	Friday	Local consultants drafting their allotted chapters
Dec-27	Saturday	
Dec-28	Sunday	
Dec-29	Monday	CDC Exec Director, Met Teacher Union President and VP
Dec-30	Tuesday	
Dec-31	Wednesday	Drafting of Joint Evaluation Report began

ANNEX 4c:
List of Persons Consulted during the District Field Work

JHAPA District

Interviews at District Education Office

Mr. Dipak Sharma, DEO

Mr. Khagendra Prasai, Programme Officer

Indra Bahadur Mukhiya (RP)

Saraswati Nepal (RP)

Janardan Sitaula (HT)

Dambar Bahadur Basnet(RP)

Interviews at Resource Centre

FGD with Head Teaches and Teachers at Shree Kanchanjungha Primary School

Bhadra Mani Dahal

Tara Niraula

Tirtha Km. Sunwar

Usha Sharma

Fulmaya Baral

Ek Raj Nepal (HT)

Ghanshyam Pokharel(HT)

Indra Acharya

Sher Bahadur Budhathoki

Usha Niraula

Indira Adhikari

Chandra Mani Chhetri (HT)

FGD with Students from four Schools at Kanchanjunga Primary School

12 Students of whom six were Dalits or Janajatis

FGD with SMCs / PTA Chair persons and the members at Shree Singh Devi Primary School, Surunga, Jhapa

Aiswarya Bhetwal

Deo Raj Adhikari

Khadgaraj Karki

Mohan Mishra

Bhakta Bahadur Poudel

Lila Devi Nepal

Radha Koirala

Gayatri Bahadur Karki (SMC Chairperson)

Arjun Regmi

Bhupal Man Karki

Kedar Pathak

FGD with VDC Secretaries and NGO Personnel

Rudra Prasad Sharma

Sudarshan Baral

Jibraj Bhattarai

Tulasi Bhandari

Raju Chamling

Madhav Pd. Poudel (VDC)

Leela Siwakoti (NGO)

MUGU

Interviews at District Education Office

Kul Bahadur Phadera, DEO (Mugu)

FGD with Head Teaches and Teachers at Balmandir, Primary School, Chain (Mugu)

Makar Bahadur Khadka, (HT)

Lokjung Malla (HT)

Lok Bahadur Malla

Padma Bahadur Rawal(HT)

Durga Bahadur Rawal

Shuk Maya Malla(HT)

Krishna Bahadur Rawal

Dilip Kumar Shahi

Bishnu Maya Shahi

Chetana Malla

FGD with Students from three schools at Balmandir, Primary School, Chain (Mugu)

Eight students of whom five were Dalits

FGD with SMCs / PTA Chair persons and the members at DDC, Office MUGU

Hari Bahadur Rawal (SMC Chairperson)

Sigsara Rawal

Krishna Bahadur Rokaya

Karna Prasad Khatri (SMC Chairperson)

Ankhar Bahadur Bham (Dalit)

Mahendra Bahadur Bham(Dalit) (SMC Chairperson)

Kali Bahadur Rokaya

Ratan Bahadur Khadka(SMC Chairperson)

Gorkha Bahadur Khadka

Gausara Budha

Padma Sila Chaulagai

Janak Rawal

FGD with VDC/DDC Secretaries, Political parties Local leaders and NGO Personnel

Santosh Kumar Malla(NGOs)

Ram Singh Andi

Gajendra Malla

Meduk Phutic Lama(NGOs)

Prem Bahadur Malla

Rup Bahadur Budha(NGOs)

Bade Bham

Mahesh Kadayat (NGOs)

Bancha Sejuwal

Ambar Raj Shahi

Mangal Bahadur Shahi

Janaki B.K.

SURKHET

Mr. Bishnu Nepal, Regional Educational Director (RED), Mid Western Region, Nepal

Mr. Bhoj Raj Sharma, Technical officer, RED, Surkhet

Mr. Dambar Bahadur Thapa, Technical officer, RED, Surkhet

Mr. Arjun Thapa, Technical Officer, Technical officer, RED, Surkhet

DEO Office, Surkhet

Mr. Bhakta Bahadur Dhakal. DEO Surkhet

Mr. Hit Prasad Poudel, Technical Assistant, DEO Office, Surkhet

Mr. Gajendra G.C. ,Technical Assistant, DEO Office, Surkhet.

SURKHET: SMC/PTA Members

Purna Pd. Poudel, Hasta Bir Primary School, SMC Chairman, Parent

Nareswor Kafle, Padma Lila Primary School, SMC Chairman, Parent

Jagu Ram Tharu, Mangal Gandhi Primary School, SMC Chairperson, Parent

Ms. Uma Rana, Jnajagriti Primary School, SMC Members, Parent

Ms. Rukmani Regmi, Padma Lila Primary School, SMC Members, Parent

Mr. Dropati and Swoti (Dalit), Hasta Bir Primary School, SMC Members, Parent

Ms. Basanta Upadhaya, Hasta Bir Primary School, PTA Members, Parent

Bazir Sigh Batala (Dalit), Jan Jagriti Primary School, PTA Members, Not Parent

Raju Nepali (Dalit), Bal Mandir Primary School, PTA Members, , Not Parent

Ms. Ganga Salami (Dalit), Bal Mandir Primary School, SMC Members, Not Parent

Luxman Dhamala, Bal Mandir Primary School, PTA Members, Not Parent

Ms. Ful Maya Tharuni (Indigenous), Mangalgadi Primary School, PTA Members, Not Parent

VDC/DDC/NGO MEMBERS ATTENDING DISCUSSION WITH JOINT EVALUATION TEAM

Dila Acharya, WHR, NGO

Kushm Bhandari, WAM, NGO,

Janaki Devkota, Setogurans, Surkhet

Tika Ram Acharya, SAC-Nepal, Surkhet

Lal Bahadur Yogi, Latakoirla VDC

Narayan Dev Giri, Uttarganga VDC

Gajendra G.C., School Admin Section, DDC

Sanju Singh Bik, Dalit Welfare Organisation

Tejendra Pd. Gautam, Garpan VDC

Purna B.K., Safer Society Surkhet

Chandra Bd. Malla, Jarbuta VDC

DETAILS OF TEACHER ATTENDING DISCUSSIONS WITH JOINT EVALUATION TEAM

Ms. Gyanu Gaire, Shree Jana Jagrit Primary School, Subject Teacher

Jaya Narayan Lamichanne, Shree Jana Jagrit Primary School, Head Teacher

Ms. Chandra Prabha Acharya, Shree Padham Lili Primary School, Head Teacher

Ghan Bdr. Dhakal, Shree Padham Lili Primary School, Subject Teacher

Prem Pokhrel, Shree Sarswati, Head Teacher

Pritha Bdr. Rana, Bal Mandir Primary School, Subject Teacher

Sharada Khanal, Shree Sarswati Primary School, Subject Teacher

Narayani Pandey, Bal Mandir Primary School, Subject Teacher

Chetan Bdr Bhattarai, Hari Dil Bhumi Primary School, Subject Teacher

Indra Shahi, Hari Dil Bhumi Primary School, Head Teacher

Ms. Rama Devi G.C., Mangal Gandi Primary School, Teacher

STUDENTS SURKHET

Ten students of whom two were from a CMS, two were Dalits

SIRAHA
Personnel participated in Interviews and FGD at SIRAHA District

Interviews at District Education Office SIRAHA

Mahendra Mahato (for DEO)

Diwakar Subedi (Officer)

Interviews with SS and RP at District Education Office SIRAHA

Mahendra Mahato (SS)

Mahendra Yadav (RP)

FGD with Head Teaches and Teachers at Seminar Hall, DEO Office

Sree Narayan Yadav, (HT)

Hamida Khatun, (Subject Teacher)

Aasheshwor Mahato, (Subject Teacher)

Indal Mukhia, (Subject Teacher)

Ganga Ram Yadav, (HT)

Strughna Yadav (Teacher)

Ashok Kumar Ghohawar (Teacher

Saukhi Lal Yadav (HT)

FGD with VDC Secretaries and NGO Personnel SIRAHA

Ram Dalan Pasbatna, (VDC Secretary)

Shiva Ram Sharma, (VDC Secretary)

Darbetha Das, (VDC Secretary)

Mahendra Shah, (VDC Secretary)

Arun Kumar Dutt, (VDC Secretary)

Mohhammud Safiq Raiiq, (VDC Secretary)

Rameshwor P. Singh, (VDC Secretary)

Ramchandra Mandal, (VDC secretary)

Bishnu Mandal, (VDC secretary)

Ram Uddas Yadav, (VDC secretary)

Bhava Nath Guremeta, ((VDC secretary))

Bilat Narayan Chowdhury, (VDC secretary).

Navin Kumar Yadav, (Officer, LDO office)

Haring Yadav ((VDC secretary)

Sobha Chandra Mishra, (INGO, UNICEF, Siraha)

FGD with SMC/PTA members with Joint Evaluation Team in DEO Office at Seminar Hall SIRAHA

Deo Nath Yadav, (SMC Member)

Kiran Pradhanan, (SMC Chairperson)

Rajkumar Karn, (SMC Chairperson)

Kapil Dev Qanti, (SMC Member)

Binod Kumar Mamati, (SMC Member)

Sudi Lal Mukhiya, (SMC Member)

Dhanik Lal Kanti, (SMC Member)

Mahesh Mukhiya, (PTA Member)

MAHOTTARI
Personnel participated in Interviews and FGD at MAHOTTARI District (4)

Interviews at Manaki Hotel

Upendra Mandal (DEO)

Arvin Lal Karna (Program Officer)

FGD with VDC/DDC/NGO members at Laxmi Chandi Murarka Secondary School at Jeleshowar

Abul Hashan Rain (VDC Secretary)

Shiva Ram Pandey (VDC Secretary)

Dhruba Shresatha (UNICEF, Consultant)

Dipendra Yadav (NGO, Asman Nepal)

Santosh Kumar Mahato, (NGO, Asman Nepal)

Naval Yadav (NGO, Asman Nepal)

Rita Mishra (NGO, Seto Gurans)Seto Gurans

FGD with SMC/PTA members at Laxmi Chandi Murarka Secondary School at Jeleshowar

Yugal Kishor yadav (SMC Chairman)

Sunil XChaudhary (SMC Chairman)

Bikram Paswan (SMC Chairman)

Bidhyanath Shah (SMC Member)

Anita Sharma (SMC Member, Female)

Balkumari Das (Smc mmber Female)

Dev Narayan Mahato (SMC Chairman)

Laxi Prasad shah (SMC Member)

Lxman Kumar Das (SMC Member)

FGD with Head Teaches and Teachers at Laxmi Chandi Murarka Secondary School at Jeleshowar

Binodananda Jha (Subject Teacher)

Arun Kumar Thakur (Subject Teacher)

Ajit Kumar Thakur (Subject Teacher)

Sangita Singh (Subject Teacher, Female)

Sunita Shrestha (Grade Teacher, Female)

Susil Kumar Yadav (Subject Teacher)

Suresh Yadav (Subject teacher)

Binod Kumari Shah (teacher)

Barell Mandal (Techer)

Nagendra Thakur (HT)

Ammanualah Sekh (Subject Teacher, Muslim)

Sunita Dhungana (HT, Female)

DHANUSHA

SMC Member / PTA Attending Discussions with Joint Evaluation Team

Manoj K. Shah , Mao Kuwo Rampur

Badri N. Yadan , Mao Kuwo Rampur , Chairperson Community

Brag Narayan Mishra, VDC Sonigama, Male member

Dhirendra Jha,

Bivakama, Hs.S. Sankatmachan, Janakpur , Female member

Ragho Singh, S.M.D. R.M.B. , Janakpur Male member

Kanhaiyalal Karn, H.S.S.MB. Janakpur, Chairperson

Prem Kumar Yadav, P.S. Harine, Chairperson

Ranjeet Kumar, H.S.S. Kanya, Member

Details of Teachers Attending Discussions with Joint Evaluation Team : Dhanusha

Damodar Jha, S.L. Secondary School, Sohanimujellyo, Subject Teacher

Ramchandra Mallick, Rararsh R.P.S. Diradi, Nepali, Math

Narendra Prasad Sharma, Ra.Ba. S. Kapileshwar

Ratus Kr. Karna, Saraswati Model Sec

Anju Poudyal, Shree Mithla Bihari Primary,

Manju Singh, Shree S.M. H. Sec, School

Shobha Kant Jha, Shree Sanak R.P. School
Mohan Prasad Singh, Sri Y.B. Sec.
Jyoti Adhikari, Ra. PB> Bal mandir
Sukchandra Lal Karns, Resource Center Janakpur

VDC /DDC / NGO Participants : Dhanusha
Raja Ram Yadav, Aasaman – Nepal Dhanush, Program Officer
Raj Kumar Sharma, Samadak Bikas Kendra
Surendra Yadav, R.P.F. Rural Development Foundation
Puja Yadav, H.C.
MahendraYadav, Janakpur Municipality
Chandeshan Prasad Shah, Janajpur Minicipality 9
Rudra Narayan, A.DEO

RASUWA

VDC/DDC/NGOs Members Attending Discussions with Joint Evaluation Team:
Rasuwa (6)
Rajendra Acharya, Syapru
Rudra Chapagai, Thunche
Ram Kumari Shrestha, Search-Nepal, Rasuwa
Pemba Sherpa, Search – Nepal, Rasuwa
Vishnu Rimal, Timari
Ram ji Poudel, Dhaibung
Deepak Raj Acharya, Haku
Bhadra Bhandari, Agriculture Forest Academy
Jagadish Lekhak, Naulek Foundation
Murari Lamichhane, USC Nepal
Vishnu Achharya, Naulek Foundation
Niranjan Rimal, Disabled

SMC/PTA Members Attending Discussions with Joint Evaluation Team
Rasuwa
Bodha Narayan Shrestha, Shami Bhanjayang
Bhawani Khatiwada, Baireli – 8, Bhorletur
Resham Bahadur Gurung,
Gokarna Rupakheti, Janajagriti Secondary School
Srijana Rijal, Thakre – 3, ahadev Besi
Min Kumar, Ramdevi LSS, Samkot 4
Purna Badhakoti, Bharav M.S. School

DHADING

Interviews in the Resource Centre

Rajya Laxmi Nakarmi DEO

VDC /DDC / NGO Participants: Dhading

Bodh Narayan Shrestha, COSOC-Nepal
Eak Raj Chhakuli, Focus – Nepal
Sunita Kadel , Prayash – Nepal
Gokarna Rupakheti , CIRDS, Dhading
Bonod Rijal, ICDC Dhading
Sita Adhikari, Sagarmatha T.V.
Bhagawati Upreti, Chairperson
Shyam Bahadur Magarati, Chairman
Ghan Bahadur Tamang, Namaste Youth
Binod Aryal, DDC
Surendra Rijal, LDF
Ram Hari Kadal, VDC
Baikuntha Prasad Lamsal, VDC

Teachers Attending Discussions with Joint Evaluation Team : Dhading

Garve Bahadur Mizar, Shree Neelkuntha H. S.S.
Keshav Raj Rijal, Shree Neelkuntha H. S.S.
Laxmi Shrestha, Shree Neelkuntha H. S.S.
Nirmala Shrestha, Shree Neelkuntha H. S.S.
Bishnu Sigdel, Shree Balmandir S.S.
Mina Kumari Srhestha, Shree Balmandir S.S.
Sangita Rijal, Shree Balmandir S.S.
Hari Laxmi Bhujel, Shree Balmandir S.S.
Rabindra Budhathoki, Soyantar
Nirmala Bhattarai, Soyantar
Nirmala Burhakoti, Soyantar

LALITPUR

For Field Testing of the Evaluation Instruments for the District Case Studies

Mr. Babu Kaji Karki, DEO

Shree Mahalaxmi Secondary School Resource Centre, Lubhoo, Lalitpur, Nepal

Mr. Him Bdr Thapa(RP)

SMC Chairperson and members participating at Interview

Mr. Heera Bdr. Paudel (SMC Chair)
Mr. Ramsharan Purkuti (SMC member)
Mr. Balkrishna Paudel (SMC Member)

Shree Shingery Lower Secondary School Lubhoo, Lalitpur

Head teacher and Teachers participating at FGD

Mr. Madhav Chand (HT)

Mr. Janak Raj Paudel (Asst. HT)

Ms. Samjhana Paudel

Ms. Deuka Gautam

Ms. Diksan Rai

Ms. Pramila Paudel

Ms. Niru Paudel

Ms. Urmila KC

Ms. Sarita Chand

Mr. Shalik Ram Timilsina

Ms. Kavita Thapa

BHAKTAPUR

School name: BASU H.S. School
Address: Byashi, Bhaktapur

Mr Luxmi Narayan Dubha, SMC chairperson, Basu High Secondary school

Mr. Ruman Shrestha, Member, SMC, Bal Mandir

Mr. Luxmi Pd. Suwal, SMC Member, Chitapur Lower Secondary School

Ms. Luxmi Sobha, Member, PTA, Basu H S School

Ram Hari Khuaju, PTA member, Sri Padma High School

MIRA Suwal, PTA Member, Sri. Pama School

Teachers:

Bala Mukunda Basukala-- Basu H S School

Laxmi Bhakta Lasio-- Basu HS School

Mrs S Nepali-- Bal Mandir LS School

Mr B K Shrestha-- Bal Mandir LS School

DEO Office:

Mr. K P Nepal

SMC/PTA/NGOs

Mr Lava Raj Neupane-- Gatthaghar

Ms. Hari Laxmi Shrestha-- Gatthaghar

ANNEX 5:
List of References Consulted

Acharya, Sushan, **Social Inclusion: Gender and Equity in Education SWAPS in South Asia: Nepal Case Study 2007**, UNICEF Regional office, Kathmandu, 2007

Acharya Sushan, Bal Chandra Luitel **The Functioning and Effectiveness of Scholarship and Incentive Schemes in Nepal** UNESCO, 2006

CERID, **Classroom Transformation for Better Conditions of Pedagogical Processes and Student-Centred Learning**, 2007

CERID, **Effectiveness of School-based and Community –based ECD Programmes: Roles of NGOs/INGOs**, 2006

CERID, **Effectiveness of School/Community –based Monitoring**, 2006

CERID, FRP 15, **Enhancing Educational Reform Process: A Study on Operation of System and Structural Provision at Implementation Levels**, July 2007

CERID, FRP 16, **Basic Enabling Conditions for Quality School Education: A Study on the Successful Schools for Developing Norms and Standards for School Monitoring**, 2007

CERID, FRP 17, **Classroom Transformation for Better Conditions of Pedagogical Processes and Student-Centred Learning**, 2007

CERID, **Gender Equality and Gender-friendly Environment in Primary Schools** (FRP 8), 2006

CERID, **School Autonomy: A Study of Enabling Conditions for Schools Effectiveness** (FRP 14), 2007

Centre for Educational Research Innovation and Development (CERID), TU, **Education for All 2004-09 Formative Research Project: Synthesis Report of the Research Conducted in 2007**, Kathmandu, 2007

DoE, **Annual Strategic Implementation Plan (ASIP)** 2007- 2008

DoE **Aide Memoire of Secondary Education Support Programme (SESP) Mission**, May 2008

DoE **Aide Memoire of the Joint Annual Review Mission for Education for All and of Secondary Education Support Programme (SESP)** May 2008

DoE, **Final Report, National Assessment of Grade V Students**, 2008

DoE, **Status Report Education For All, Secondary Education Support Program, & Community School Support Program** 2007

DoE, **EFA Secondary Education Support Programme & Community School Support Programme**: Status Report, Sanothimi, Bhaktapur, Nepal 2007

DoE, **School Level Education Statistics of Nepal: Flash I Report 2004(2061)**, Sanothmi, Bhaktapur, Nepal, Nov.2004

DoE, **School Level Education Statistics of Nepal: Flash II Report 2063 (2006/07)**, Sanothimi, August, 2007

DoE, **School Level Education Statistics of Nepal: Flash I Report 2064 (2007-08)**, Sanothimi, December, 2007

DoE, **School Level Education Statistics of Nepal: Flash Report I Report 2065 (2008-09)** Sanothimi, November, 2008

DoE, GoN, **Annual Strategic Implementation Plan (ASIP) Report, 2008**, Sanothimi, Bhaktapur, Nepal, December,2008

DoE & Asian Development Bank (prepared by PINZ in association with METCON Consultants), **Secondary Education Support Project: Final Report**, Kathmandu, Oct. 2008

DoE and Education Sector Advisory Team (ESAT)/ Danida, **Technical Review of School Education in Nepal-2007: Third Round Survey Report**, Kathmandu, Feb. 2007

DoE and Education Sector Advisory Team (ESAT)/ Danida, **Technical Review of School Education in Nepal -2005: A Report**, Kathmandu, Nepal, Feb. 2006

GoN and Pooling Partners (managed by Finish Embassy), and authored by Copenhagen Developing Consulting, Denmark and Edburgh Consultants, Netherlands. **Mid–Term Review of Nepal Education for All (EFA) Programme 2004-09, Draft Report**, Kathmandu, Nepal May 2007.

GoN/DDC, **Jilla Prichaya**, (Jhapa), DDC Jhapa, 2006

GoN/DDC, **Jilla Bikash Yojana** (2008-2009), DDC Jhapa

GoN/ Financial Controller General Office, **Consolidated Financial Statement, Fiscal year 2006/07**

Hamilton, D., Jenkins, D., King, C., MacDonald,B., & Parlett, M. (1977) (eds.) **Beyond the numbers game: a reader in educational evaluation** (Basingstoke: Macmillan)

HMG/GoN, **Community Managed School Operation Guidelines**, 2002

HMG/ DANIDA **Secondary Education Support Programme Core Document**, 2002

HMG/GoN, **Education Act Seventh Amendment Act**, 2001

HMGN **Vulnerable Community Development Plan**, 2004

HMG, **Local Self- Governance Act** (LSGA-1999)

HMG/NPC, **The Tenth Plan** (2002-2007), Kathmandu Nepal, July 2003

Janak Raj Gautam, Assistant Auditor General, **Performance audit of Education For All (EFA) Programme**. A paper delivered at the Joint Annual Consultation Meeting for EFA, November 2008

MoES, **School Sector Reform: Core Document: Policies and Strategies** Core Document for NPC. March 2008

MoES /DEO, **Annual Status Report of Jhapa** (2007-2008) 2064/65 BS

MoES, **Education For All National Plan of Action** Nepal (2002-2015), 2003

MoES **Business Plan for the Education Sector**, Kathmandu, 2006

MoES and UNESCO, **Education for All, Mid Decade Assessment**, National Report, Kathmandu Nepal, 2007

MoES /DoE, **EFA/SESP Joint Consultation Mission**, Kathmandu, 26-28 November, 2008

MoES, **Education for All 2004-2009, Ministry of Finance**, Kathmandu, Nepal, 2003

MoES /GoN/ Asian Development Bank, **Secondary Education Support Project: Final Report**, PINZ/METCON, Kathmandu, Oct., 2008

MoES /GoN, **School Sector Reform: Policies and Strategies (Core Document)**, GoN, March 2008.

Ministry of Finance, **Foreign Aid Policy, 2002**, HMGN

National Centre for Educational Development (NCED), **Teacher Management Information System (TMIS)**, Sanothimi, Bhaktapur, Nepal, 2008

NCED, Project **Performance Status Report (28 Dec 2008 - 12 Jan 2009** Teacher Education Project (TEP):1840, Loan Review Mission

National Planning Commission Secretariat, **Fifth Medium Term Expenditure Framework (MTEF - V) Fiscal Year 2006/07 - 2008/09**, MOES, Kathmandu 2006

Parlett, M.R. & Hamilton, D. (1972) **Evaluation as illumination: a new approach to the study of innovatory programmes** (1972) workshop at Cambridge, and unpublished report Occasional paper 9, Centre for research in the educational sciences, University of Edinburgh

Shrestha G M, Kafle A P, Bhomi A B, Bajracharya S., **Community Mamaged Schools in Nepal: A Trend in School Reform**. Draft Report World Bank, Nepal, 2007

Thorensen, Inger Cecilie, Report to the Royal Norwegian Embassy: **Performance Audit of EFA**, June 2008

Additional: a folder of 14 Aide Memoires of Joint Review meetings and reviews of EFA from 2004 – 2008.

ANNEX 6:
List of Persons Met in and around Kathmandu

DATE	ORGANISATION	Event/WHOM WE MET	Joint Evaluation TEAM PRESENT
Nov-18	Norwegian Embassy	Inception Seminar	CC, MD, PR
Nov-19	District Education Office, Bakhtapur		MM, AK
Nov-21	District Education Office, Lalitpur	See Annex 3 b.	CC, PR
Nov-25	Am – JICA Pm MOE	AM: Ms Yo Shibagaki, ARR, Krishna Prasad Lamsal, Program Officer Pm: Mukunda Khanal; Narayan Shrestha	CC, PR
Dec-08	Am Office of Auditor General Pm: Norwegian Embassy	Janak Raj Gautam	CC, AK
		Kristine Storholt, Marit Vedeld Senior Adviser Education and Research Department, NORAD	CC, AS
Dec-09	CERID	Dr Aravinda Bhomi Exec Director; Dr Kishor Shrestha.	CC, PR
Dec-10	AusAid	James Jennings; Tara Gurung	CC, AS
Dec-11	Am: FCGO Pm: NCED; DOE	Shiva Prasad Pandit, Ramesh Shica Sibakati, Phanindra Raj Regmi Pm: NCED; Harka Prasad Shrestha Exec Director; DOE; Mahashram Sharma, Director General, Chitra Prassad Sharma, Director	Am: CE, AK Pm: CC, AK, MM.
Dec-12	Am: World Bank Pm UNESCO	Venkatesh Sundararman, Senior Economist. Tap Raj Pant, National Programme Officer	Am CC, AS Pm: CC, AS
Dec-14	Education Journalists	Bhuparaj Khadka, President	CC, MM
Dec-15	MoE, International Aid Coordination unit	Lava Awasthi	CC, MM, AK
Dec-16	NCED	Shiva Sapkota	CC
Dec-23	UNICEF	Dr. Suman Kamal Tuladhar, Education Specialist Ms. Myriam Blaser, Monitoring Officer	
Dec-29	Am CDC Pm Teachers Unions	Haribol Khanal Executive Director,	AK. PR

ANNEX 7:
Finance-Related Data

Allocation of budgets in pooling budget heads in 2004/5 to 2008/9

In Rupees '000		Red Book 2004-05		Red Book 2005-06		Red Book 2006-07		Red Book 2007-08		Red Book 2008-09	
Budget heads	Budget Heads	NPR	%	NPR	%	NPR	%	NPR	%	NPR	%
65-3-140	Primary Teachers' Salary	5,977,445	66.00	7,009,258	62.73	7,477,834	61.24	9,432,602	59.1	12,376,346	56.91
65-3-167	Non-formal Education – recurrent	4,211	0.05	4,503	0.04	4,640	0.04	5,155	0.03	5,651	0.03
65-4-167	Non-formal Education – capital	97	0.00		0.00						
65-3-169	Teacher Record Office	178,804	1.97	291,075	2.61	235,000	1.92	240,585	1.51	240,662	1.11
65-3-170	Special Education Council	27,832	0.31	33,600	0.30	34,000	0.28	34,400	0.22	40,016	0.18
65-3-176	Teacher Pension Facility	295,881	3.27	576,040	5.16	780,000	6.29	790,000	4.95	790,000	3.63
65-3-417	EFA (centre - recurrent)	295,881	0.60	51,700	0.46	70,048	0.57	425,532	2.67	1,144,062	5.26
65-4-417	EFA (centre - capital)	74,474	0.82	24,100	0.22					13,400	0.06
65-3-804	EFA (district - recurrent)	2,141,871	23.65	2,624,127	23.49	2,797,136	22.91	3,491,784	21.88	4,228,985	19.45
65-4-804	EFA (district - capital)	302,338	3.34	558,662	5.00	811,182	6.64	1,539,500	9.65	2,907,600	13.37
	Total	9,057,156	100	11,173,065	100	12,209,840	100	15,959,558	100	21,746,722	100

Source: Red Books for 2005/6 & 2007/8.
Revised estimates are given in the FMR for these years and differ only slightly.
2006/7 being 1.4% lower & 2006/7 being 0.005% higher.

Change in Allocations Year on Year

	2005/6 / 2004/5	2006/7 / 2005/6	2007/8 / 2006/7	2008/9 / 2007/8
Primary Teachers' Salary	117.26%	106.69%	126.14%	131.21%
Non-formal Education – recurrent	106.93%	103.04%	111.10%	109.62%
Non-formal Education – capital	0.00%			
Teacher Record Office	162.79%	80.74%	102.38%	100.03%
Special Education Council	120.72%	101.19%	101.18%	116.33%
Teacher Pension Facility	194.69%	135.41%	101.28%	100.00%
EFA (Centre - recurrent)	95.38%	135.49%	607.49%	268.85%
EFA (Centre - capital)	32.36%			
EFA (district - recurrent)	122.52%	106.59%	124.83%	121.11%
EFA (district - capital)	184.78%	145.20%	189.78%	188.87%
Total	**123.36%**	**109.28%**	**130.71%**	**136.26%**

Source: Derived from previous Table.

Shares of Centre and Districts in Red Book Allocations

	2004-05	2005-06	2006-07	2007-08	2007-08
Center Total	6,612,947	7,990,276	8,601,522	10,928,274	14,610,137
District Total	2,444,209	3,182,789	3,608,318	5,031,284	7,136,585
Total	9,057,156	11,173,065	12,209,840	15,959,558	21,746,722
Shares of Centre	73.01%	71.51%	70.45%	68.47%	67.18%
Shares of Districts	26.99%	28.49%	29.55%	31.53%	32.82%

Source: Table showing Allocation of budgets in pooling budget heads in 2004/5 to 2008/9.

EFA Budget allocation and Expenditure

Fiscal Year	EFA Budget NPR	EFA Budget less Capital	Expenditure NPR	% of Expenditure as compared to allocation	Increased amount in allocation	increase %age	Community school Enrolments	Budget per Student
2004/05	9,511,419,236	,511,042,424	9,063,443,275	95.29			3,604,945	2,638
2005/06	11,095,025,000	11,094,442,238	10,447,745,964	94.17	1,583,605,764	16.65	4,233,873	2,621
2006/07	12,573,873,703	12,573,062,521	12,040,914,013	95.76	1,478,848,703	13.33	4,126,834	3,047
2007/08	16,035,750,913	16,034,211,413	15,238,670,308	95.03	3,461,877,210	27.53	3,965,927	4,043
2008/09	22,372,114,000	22,369,193,000			6,336,363,087	39.51	4,288,517	5,217

Gross Value Added by Industrial Division (at current prices)

NSIC	Industries	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06F	2006/07R	2007/08P
A	Agriculture and forestry	153781	163925	170634	183621	196686	208591	223535	254453
B	Fishing	1844	2165	2168	2504	2682	3113	3287	3829
C	Mining and Quarrying	1817	2149	2310	2507	2748	3134	3417	3857
D	Manufacturing	38409	37736	38826	41673	44885	47840	52172	55900
E	Electricty gas and water	7750	9138	11447	11974	12782	13172	14841	15556
F	Construction	25585	28838	30955	33254	36644	40952	45099	51044
G	Wholesale and retail trade	69928	64778	68695	79219	79839	90214	93749	107731
H	Hotels and restaurants	8459	7143	7540	8942	8895	9368	10018	11378
I	Transport, storage and communications	31425	34959	39362	46283	51336	61250	69364	73697
J	Financial intermediation	11455	12202	12861	13728	17342	21979	28539	37666
K	Real estate, renting and business activities	35267	36525	38251	39991	49242	60042	70791	78524
L	Public Administration and defence	5288	7237	8070	8019	9548	10967	12227	15069
M	Education	17372	20823	24582	26313	31671	34996	40517	47455
N	Health and social work	4178	4626	5408	5825	7017	7842	8956	10786
O	Other community, social and personal service activities	12896	11808	12436	14140	15262	16840	20476	25186

Industries	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06F	2006/07R	2007/08P
Gross value added of Agriculture and Forestry Sector (A) including FISIM	153781	163925	170634	183621	196686	208591	223535	254453
Gross Value added of Non-Agriculrure Sector (B-O) including FISIM	271673	280127	302911	334372	369893	421709	473454	537677
Gross value added at basic prices including FISIM	425454	444052	473545	517994	566579	630301	696989	792130
Financial intermediation services indirectly measured (FISIM)	12026	13655	13221	17294	18094	19212	21505	23298
Gross domestic product at basic prices	*413428*	*430397*	*460325*	*500699*	*548485*	*611089*	*675484*	*768832*
Taxes less subsidies on products	28090	29046	31906	36050	40927	42966	51605	51982
Gross Domestic Product(GDP) at producers' prices (NPR in millions)	**441519**	**459443**	**492231**	**536749**	**589412**	**654055**	**727089**	**820814**
Population (in millions)	**23.15**	**23.67**	**24.2**	**24.74**	**25.3**	**25.86**	**26.44**	**27.03**
GDP per head	19072	19410	20340	21696	23297	25292	27500	30367
Budget per student, excluding capital					2638	2620	3047	5216
Mingat Ratio					11.32%	10.36%	11.08%	17.18%

F = Final, R = Revised, P = Preliminary,

Note : NSIC Division P & Q are included in the Division O.
Source: Ministry of Finance, Personal Communication to Team Leader, January 10, 2009.

Indicators	Fiscal Year						
	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08P
GDP at Producers Price (at constant prices - 2000/01 - NPR millions)							
Real GDP at Basic Prices	414092	429699	448654	461452	480409	492812	520212
Annual Change (%)	0.16	3.77	4.41	2.85	4.11	2.58	5.56
Nominal GDP at Producer Prices	442048	459488	481004	496026	514460	530890	555850
Annual Change (%)	0.12	3.95	4.68	3.12	3.72	3.19	4.7
GDP at Producers Price (at current prices -NPR millions)							
GDP at Basic Prices	430397	460325	500699	548485	611089	675484	768832
Annual Change (%)	4.1	6.95	8.77	9.54	11.41	10.54	13.82
GDP at Producers Price	459443	492231	536749	589412	654055	727089	820814
Annual Change (%)	4 6	7.14	9.04	9.81	10.97	11.17	12.89
GDP Deflator (2000/01=100)							
Index No	1.039	1.071	1.114	1.184	1.262	1.355	1.459
CPI (%Change)	3.9	3.1	4	6.2	6.6	7.4	7.6

ANNEX 8:
Background information for Chapter 4

Inter-related Dimensions of Inequality and Disadvantage in Nepal

Whilst exploring access and equity issues, the evaluation team kept in mind the following, which are noted in the Core Document and other key reports and studies, as being of particular relevance in the Nepal context.

Poverty, livelihoods and location: socio-economic status, related in turn to livelihood and rural/ remote location, is a key factor determining educational access, because of its linkage not only to ability to pay education–related costs but also a wider range of factors such as child work, low levels of parental education and poor health and nutrition. Just some of the many activities that poor children undertake that were mentioned during the evaluation stakeholder consultations included - household chores within the family, firewood collection, nomadic herding, domestic service in the homes of others, orange selling, hotel work, porters for trekking, breaking construction stones and selling plastics.

Gender- based discrimination: unequal power relations and the traditional domestic role of girls and women have led to a lower prioritisation of girls for education, particularly among certain caste and ethnic groups and in situations of extreme poverty. Just one example is the literacy rate for Saptari District- a low 53% for men but only 13.3% for women (VCDP). A number of comments made to researchers during the evaluation illustrate this issue. A Dalit girl in Surkhet, who was forced to give up school to look after her younger brothers, said that her father felt 'it would be wasteful to send me to school and spend money- although a little- since I would belong to another household after marriage'. Meanwhile, another girl student said 'you need to understand that my father decides my future. Still I am happy that I am school now and my wish is to continue my education. I want to be a teacher, but I feel really said and unsure that I can't make the choice for myself, perhaps because of being a girl'.

Caste, Ethnicity and Religion: It is now strongly recognised in Nepal that centuries of caste discrimination have excluded Dalits from educational and socio-economic opportunities. Literacy rates for Dalits are only 10% for men and an appalling 3.2% for women (VCDP). A number of Janajati groups have also now been identified as being particularly disadvantaged, whilst the Nepal Gender and Social Exclusion Assessment identified Muslims as another very poor and disadvantaged group. As one study informant (a Head Teacher in Mugu) said "four years ago it was hard to find any Dalit child in school".

Language: Because of the historic use of Nepali as the national language of government, law and education, over 40% of the population faces some relative disadvantage in education, simply because of not having Nepali as a mother tongue. Particularly disadvantaged among those are the speakers of the less-widely spoken,

Disability: Disabled children growing up in poor families might not only receive little support but also often suffer from the belief that they are uneducable. As one DEO involved in the study said "it is still really difficult to persuade parents that it is worthwhile to enrol their disabled child'.

Disadvantaged family circumstances: Poorer families are particularly vulnerable to a range of stresses including family breakdown, migration for work, trafficking and the impact of HIV/AIDS. This can lead to children growing up without adequate care and protection, perhaps taking on a caring role themselves. These children are often extremely disadvantaged in educational opportunity. Student study participants in Jhapa commented "One boy lost his mother- he was re-admitted into school but he again dropped out".

Conflict as an exacerbator of inequality: Children in the most conflict –affected areas of Nepal have faced, and in some cases continue to face, additional education disadvantage because of factors such as school closure, or insecurity prevent children from travelling to or staying in school. Dalits and women, as well as some Terai groups and those living in very remote areas, have been particularly affected, compounding their existing disadvantage. The conflict has created 40,000 internally displaced persons (Formative Research Study).

Unequal Schools - As taken up again in Chapter 4 (Quality), an additional dimension of educational inequality is that the poorest children often have access only to the lowest quality of education, i.e. to schools with poorer human and physical resourcing as well as management capacity. Thus those in most need of support (e.g. to prevent late enrolment, address language issues or the impact of conflict) are often taught in schools that are least capacitated for this task.

The framework used here is adapted from that used in the UNICEF study Nepal Case Study - Social Exclusion: Gender and Equity in Education SWAps in South Asia, Sushan Acharya (2007).