

**SCHOOL SECTOR DEVELOPMENT PLAN (SSDP)
MID-TERM REVIEW**

Executive Summary

1. The Nepalese Government’s School Sector Development Plan (SSDP; FY2016/17–FY2022/23) is a 7-year strategic plan to increase the participation of all children in quality school education. The SSDP focuses on strategic interventions and new reform initiatives to improve equitable access, quality, efficiency, governance, management and resilience of the education system.
2. A Mid-term Review (MTR) of the SSDP was undertaken by the SOFRECO – FBC consortium from February to June 2019. The review team consisted of eight international and national experts:
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 - Ms. Nelly Dolidze, Governance Specialist;
 - Mr. Serge Peano, Education Economist;
 - Mr. Sumitabha Ray, Fiduciary Management Specialist;
 - Prof. Bharat Bilas Pant, Education Evaluation Specialist;
 - Mr. Damodar Khanal, Education Evaluation Specialist;
 - Mr. Sujan Kumar Kafle, Financial Audit Specialist;
 - Mr. Damodar Bhattarai, Procurement Audit Specialist;
3. The MTR was conducted in accordance with the evaluation criteria adopted by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) to evaluate development assistance interventions: relevance, effectiveness, efficiency, sustainability and impact. The overall objective of the external evaluation MTR is to enhance the prospects of the SSDP in achieving its stated goals and objectives, within the changed context of federalism.
4. During the MTR, the team conducted over 70 in-person interviews with national stakeholders at central level and with representatives of relevant international organizations. In addition, the team conducted in-person interviews and focus group discussions with 66 stakeholders at provincial, district and local levels in Province 2 and Province 4.
5. The MTR resulted in the following key findings and conclusions:
 - i. Relevance:
 - a. The SSDP design is relevant with the needs and priorities of the Federal Democratic Republic of Nepal. The SSDP is supported by numerous Development Partners, including I/NGOs that are members of the Local Education Development Partner Group (LEDPG). Its first five-year costed plan was supported by nine Joint Financing Partners (JFPs)¹, which have committed to financial support through a Joint Financing Arrangement (JFA). A set of mutually agreed Disbursement-Linked Indicators (DLIs) and the SSDP Program Results Framework (PRF) form the basis for triggering JFPs’ disbursements to the Government.

¹ The nine JFPs are Asian Development Bank, European Union, Finland, Global Partnership for Education, JICA, Norway, UNICEF, USAID and the World Bank.

- b. Since the launch of the SSDP in 2016, the Government has engaged in a transition towards a three-tier federal system, in which authority over most functions associated to basic and secondary education is devolved to local governments. The adjustments made over the past years to adapt SSDP implementation mechanisms can be noted in the evolution of the different program documents, including the structure of ASIP/AWPB, the various reports, and / or the delay encountered in producing them.
- c. While the PRF design was structured around 10 objectives and their respective outcomes, two of them (Objectives 9 & 10) were transversal which laid the foundation for the overall implementation of all activities especially with regards to the transition to federalism.

ii. Effectiveness:

- a. During the first half the program, significant progress has been achieved in terms of access and enrolment rates within basic education. The survival rate to grade 8 and completion rate of basic education are increasing, but remain below the target initially set. A high number of out-of-school children have been enrolled in formal and non-formal settings.
- b. Examination reform in grade 10 has improved the efficiency of the system, as shown by the progress in terms of survival rate at grade 10 and grade 12. Students reaching secondary education are unlikely to drop out. However, the progress in terms of enrolment remains lower than expected, which could be explained by the low completion rate in basic education.
- c. When it comes to students' learning outcomes, achievement has remained low: the mid-line evaluation of NEGRP implementation shows little improvement in terms of reading fluency in early grades, and SEE examination results also indicate low levels of achievement in Mathematics and Sciences.
- d. With a strong focus on quality oriented policy, the SSDP has engaged in an important set of reforms². However, the implementation of such reforms has proven difficult considering: i) the high number of reforms engaged at the same time, ii) the high level of technical expertise required at different levels of the education system to implement them, iii) the high number of stakeholders that need to be involved in the process (including education management stakeholders but also parents and communities) and iv) the limited human and financial resources available.

iii. Efficiency

- a. Considering the overall structure of the PRF, it appears that the timeframe for engaging in reforms and implementing them at different levels of the education system was not fully adequate. A revision of the different phases would be necessary to allocate appropriate time for their diffusion at different levels of the

² i) policy framework and standard settings (DRR and CSS master plan, Equity Strategy, Comprehensive Inclusive Education master plan, adoption of minimum enabling conditions, revision of teachers licensing system, etc) ii) Planning and targeting support (use of the Equity index, IEMIS development, revision of the grant system, strengthening fiduciary mechanisms, etc.), iii) Teaching learning process (revision of the curriculum framework, introduction of new material and TPD packages, etc.) iv) Assessing learning outcomes (broadening ERO mandate and setting up NEB, examination reforms, etc) and v) Monitoring and evaluation system as well as reporting mechanism (IEMIS development, transfer to a web-portal platform, development of financial guidelines, etc).

education system but also to ensure that they can produce results in terms of learning outcomes.

- b. The limitations in terms of human and financial resources within the education system (including at school level) hinders the possibility to reach the expected outcomes in the set timeframe. The impact of the transition to federalism has also had an effect and will continue to strongly affect SSDP implementation.
- c. While the economic situation of Nepal over the past years has proven better than anticipated in the financial scenario for the SSDP costed plan, economic growth has not benefited the education budget. Within the current perimeter used for the SSDP, the budget percentage allocated to the education sector remains at 12,4%, somewhat lower than the 15% envisaged and the current MTEF. Based on updated figures, a financing gap can be foreseen for the three coming years if the MTEF remains unchanged.

iv. Impact and Sustainability

- a. During the drafting of the MTR, the transition to Federalism was still ongoing. During the data collection phase, the MTR team observed an interest for the school education sector. However, SSDP objectives, activities and implementation guidelines were unevenly known of and understood by stakeholders. The same goes for the ongoing reforms regarding equitable quality improvement: stakeholders at local level (including LGs, teaching teams and parents) do not fully understand some of the key reforms implemented, and do not know how they could support them.
- b. While the monitoring and evaluation system was not fully ready for the SSDP funding mechanism (DLI matrix) at the beginning of the program, the transition to federalism adds additional challenges, bringing uncertainty regarding the system's capacity to implement the envisaged activities and define a fixed timeframe for achieving targets.
- c. There are key factors that could jeopardize the implementation of SSDP activities in the second half of the program due to this transition to federalism. There is uncertainty regarding the plan's timeframe, potentially affecting service delivery:
 1. c.1. *Staffing of new entities*: At the end of March 2019, the redeployment of staff was ongoing, resulting in an uneven allocation of human resources with uneven capacities for implementing new assignments. It is likely that some localities will remain understaffed for the next year while others are already fully staffed and can benefit from appropriate capacity building for assuming their new functions and responsibilities. This situation deeply affects school education service delivery considering that all funds for basic school operations and developmental activities are now transferred to LGs. Localities where essential staff are absent cannot proceed to fund transfers in time, hindering the possibility for schools to function adequately. This redeployment of staff and the probable necessity to proceed with a massive recruitment of civil servants will also affect the education system in terms of existing expertise at different levels in the coming years.
 2. c.2 *Legal and reporting framework*: Within the current situation, no clear reporting mechanisms have been defined between the different layers of government and confusion remains regarding the exact roles and responsibilities of different stakeholders. This situation presents a high risk of duplicated investments within the

education sector, and a further increase of disparities between localities and schools. The adoption of the Federal Education Act is necessary to provide some essential clarifications regarding responsibilities across the three-tier structure of the government and deployment of essential staff (especially teachers). Financial reporting also constitutes a key issue to be tackled as a priority.

3. *c.3 Dissolution of the RCs and RPs network:* The SSDP implementation and management structure was designed based on the previous system, where the DEO, RCs and RPs were key both for implementing activities and supporting information flow (both top-down and bottom-up). Within the new system, these key entities have been restructured or dissolved without being replaced.

6. In this regard, the MTR suggests the following strategic recommendations:

- a. The impact of the transition to federalism and its ongoing development requires: i) a revision of activities already implemented (i.e. production of guidelines and FMAP, training and orientations of redeployed staff) and ii) the implementation of additional activities, that were not planned initially to avoid education service disruption.
- b. The second half of SSDP should serve as a transitional phase in order to:
 - Accompany the emerging structures to support them in their new roles and responsibilities, determining new mechanisms for core functions currently missing but necessary in order to achieve SSDP objectives;
 - Stabilize the legal framework and reporting mechanisms within the new system;
 - Undertake, based on the new system, an Education Sector Analysis and design a subsequent Education Sector Plan (based on a more comprehensive vision of the public funding dedicated to education at different levels of the system).
- c. Revise the pace, indicators and targets set in the PRF and maintain only a limited number of core activities already being implemented and supporting their implementation through contingency mechanisms. The PRF should be revised to: i) propose revised targets and timeframe, ii) include additional indicators enabling to monitor progress in terms of staffing and capacity development and iii) improve monitoring of progress and impact of activities;
- d. Associate representatives of the PG and LG to the program management and implementation mechanisms to ensure : i) contingency mechanisms and support for regular school operations and reporting activities, ii) the development of accountability mechanisms within the new system, iii) the coordination between the three layers of the system and ownership of the reform and mechanism (reintroduction of a bottom-up approach in planning);

- e. Engage in a multi-year Capacity and Institutional Development Plan, to be progressively rolled out. A key focus should be put on the four corner stone objectives of the PRF: Teacher rationalization and professional development, Governance and Management, Monitoring and Evaluation (IEMIS) and Examination and Assessment, in order to strengthen system capacity for quality-oriented activities;
- f. As much as possible, flexibility should be introduced in the DPs' funding mechanism, through: i) the revision of targets and timeframe, ii) off budget support.

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ACRONYMS

ADB	Asian Development Bank
AFR	Annual Fiduciary Review
AIN	Association of International NGOs in Nepal
ALG	Action Learning Group
APFS	Annual Program Financial Statements
ASIP	Annual Strategic Implementation Plan
AWPB	Annual Work Plan and Budget
BRM	Budgetary Review Meeting
BS	Bikram Sambat (Nepali Calendar)
CBEGRA	Community Based EGRA
CBS	Centre Bureau of Statistics
CD	Capacity Development
CDC	Curriculum Development Centre
CEHRD	Centre for Education and Human Resource Development
CG	Central Government
CGAS	Computerized Government Accounting System
CEHRD	Center for Human Resource and Development
CIA	Capacity and Institutional Assessment
CID	Capacity and Institutional Development
CLA	Centre Level Agency
CLC	Community Learning Centre
CPD	Continuous Professional Development
CRPD	Convention on the Rights of Persons with Disabilities
CS	Cluster School
CSA	Continuous Student Assessment
CSS	Comprehensive School Safety
CwDs	Children with Disabilities
DAC	Development Assistance Committee
DACS	Development Aid Coordination Section
DEO	District Education Office/Officer
DLI	Disbursement Linked Indicators
DoE	Department of Education
DPs	Development Partners
DRR	Disaster Risk Reduction
DTCO	District Treasury Controller Office

ECD	Early Childhood Development
ECED	Early Childhood Education and Development
EDCU	Education Development Coordinate Unit
EFA	Education for All
EGRA	Early Grade Reading Assessment
EGRP	Early Grade Reading Program
EI	Equity Index
EMF	Environmental Management Framework
EMIS	Educational Management Information System
ERO	Education Review Office
ESA	Education Sector Analysis
ESIP	Equity Strategy Implementation Plans
ETC	Education Training Centre
EU	European Union
FCGO	Financial Comptroller General Office
FG	Federal Government
FGD	Focus Group Discussion
FMAP	Fiduciary Management Action Plan
FPS	Financing Partners
FRMAP	Fiduciary Risk Management Action Plan
FY	Fiscal Year
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoN	Government of Nepal
GPA	Grade Point Average
GPE	Global Partnership for Education
GPI	Gender Parity Index
HLTF	High Level Task Force
HSEB	Higher Secondary Education Board
HT	Head Teacher
I/NGO	International/National Government Organization
IC	Implementation Committee
ICT	Information and Communication Technology
ID	Identity/Identification
IE	Inclusive Education
IEMIS	Integrated EMIS

IGA	Income Generating Activities
IMF	International Monetary Fund
ITV	Interviews
JFA	Joint Financing Agreement
JFP	Joint Financing Partner
JRM	Joint Review Meeting
KPI	Key Performance Indicator
LEDPG	Local Education Development Partners Group
LG	Local Government
LMBIS	Line Ministry Budgetary Information System
LLL	Lifelong Learning
M&E	Monitoring and Evaluation
MEC	Minimum Enabling Conditions
MoEST	Ministry of Education Science and Technology
MoF	Ministry of Finance
MoFAGA	Ministry of Federal Government and General Administration
MoFALD	Ministry of Federal Affairs and Local Development
MoHP	Ministry of Health and Population
MOI	Medium of Instruction
MSE	Math, Science and English
MTB-MLE	Mother Tongue Based / Multilingual Education
MTEF	Medium Term Expenditure Framework
MTR	Mid Term Review
NASA	National Assessment for Student Achievement
NCED	National Center for Education Development
NCF	National Curriculum Framework
NEB	National Examination Board
NCED	National Centre for Education Development
NEGRP	National Early Grade Reading Programme
NER	Net Enrollment Rate
NFE	Non-Formal Education
NFEC	Non-Formal Education Center
NFE-MIS	Non-Formal Education MIS
NFEC	Non Formal Education Centre
NJFP	National Joint Financing Partner
NNRFC	National Natural Resources and Fiscal Commission

NPR	Nepalese Rupee
NPSAS	Nepal Public Sector Accounting Standards
NQF	National Qualification Framework
NRA	National Reconstruction Authority
NVQF	National Vocational Qualification Framework
OAGN	Office of the Auditor General of Nepal
OCE	Office of the Controller of Examinations
OECD	Organization for Economic Cooperation and Development
OoSC	Out of School Children
PCF	Per Capita Financing
PDIA	Problem-driven Iterative Adaptation
PDRA	Pos Disaster Risk Assessment
PDRF	Post-Disaster Recovery Framework
PEDD	Provincial Education Development Directorate
PEFA	Public Expenditure and Financial Accountability
PETC	Provincial Education Training Center
PFM	Public Finance Management
PFMSP	Public Financial Management Strengthening Project
PFSA	Program Fiduciary Systems Analysis
PG	Provincial Government
PIM	Project Implementation Manual
PMEC	Prioritized Minimum Enabling Conditions
PMoSD	Provincial Ministry of Social Development
PTA	Parent Teacher Association
PPE	Pre-Primary Education
PRF	Program Results Framework
PTCO	Provincial Treasury Controller Office
RCs	Resource Centers
RED	Regional Education Directorate
RP	Resource Person
SDG	Sustainable Development Goal
SEE	Secondary Education Examination
SES	Socio Economic Status
SIP	School Improvement Plan
SMART	Specific, Measurable, Attainable, Relevant and Timebound
SMC	School Management Committee

SMF	Social Management Framework
SOAN	Statement of Audit Needs
SSDP	School Sector Development Plan
SSDP-SC	SSDP Steering Committee
SSRP	School Sector Reform Plan
SuTRA	Sub-national Treasury Regulatory Application
SWAp	Sector Wide Approach
TA	Technical Assistance
TASS	Technical Assistance for Soft Skills
TIMS	Teacher Information Management System
TPD	Teacher Professional Development
TSA	Treasury Single Account
TSC	Teacher Service Commission
TSU	Technical Support Unit
TVE	Technical and Vocational Education
TWG	Technical Working Group
UK	United Kingdom
UNDP	United Nation Development Fund
UNESCO	United Nation Educational, Scientific and Cultural Organization
UNFPA	United Nation Fund for Population Activities
UNICEF	United Nations Children’s Fund
USA	United States of America
USAID	United States Agency for International Development
USD	United States Dollar
USDA	United States Department of Agriculture
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Program

I. INTRODUCTION

1. Over the past few decades, Nepal has launched a series of important reforms and efforts in the education sector. These reforms, undertaken in a challenging country context, have been greatly affected by political instability, conflict, and the natural disaster of 2015. Within the framework of the Education for All National Plan of Action (2001-2015), the Government of Nepal (GoN) implemented two consecutive programs, both of which confirmed a strong focus on increasing equitable access to primary and secondary education in Nepal:

- a. Education for All/EFA (2004-2009); and
- b. School Sector Reform Plan/SSRP (2009–2016).

A. Achievements and Challenges by the End of SSRP and Key Changes in the Education Agenda

2. Administrative data retrieved from the government's education management information system (EMIS) indicate that the net enrolment rate (NER) for primary education increased from 71.0 percent in 1998 to 96.9 percent in 2016 (the NER for girls increased from 61.0 to 96.6 percent in the same period). The primary cycle completion rate increased from 58.0 percent in 2004 to 80.0 percent in 2016, and the percentage of out-of-school children (OoSC) among 5-12 year old children decreased from 21.0 to 14.8 percent between 2003/04 and 2010/11. Gender parity in the NER at the primary (grades 1-5), basic (grades 1-8), and secondary (grades 9-12) levels had already been achieved. Similarly, disparities in education access across income groups and ethnic/caste groups decreased significantly during this period.

3. This progress was made thanks to two strategies: i) the progressive decentralization of education service delivery through the creation of school management committees (SMCs)³ as functional, accountable bodies engaging communities in education, and ii) the introduction of a targeted demand-side program, through scholarship programs for female students and children from disadvantaged caste/ethnicity groups, income groups, and geographic regions; the provision of free textbooks, and; the provision of salary and non-salary per capita financing (PCF) based grants for quality enhancement.

4. However, despite this progress, at the end of the SSRP's implementation in 2015, the education system was still facing important challenges in terms of equitable access, internal efficiency, and the quality of the learning outcomes.

5. Furthermore, the massive earthquakes of April and May 2015 seriously disrupted the provision of education services countrywide. Over 35,000 classrooms were either mostly or totally damaged, leaving over one million children without access to safe permanent places to learn⁴. This reversed the progress in the education sector in the 14 most affected districts and increased the risk of children not being able to eventually return to safe learning spaces through temporary and transitional learning spaces, thereby adding to the existing number of out-of-school children.

B. SDG Goals and Targets

6. In 2015, the GoN reconfirmed its commitment within the international agenda and developed national targets for the Sustainable Development Goals (SDG) to be achieved by

³ The seventh Amendment to the Federal Education Act (2001) established the creation of SMCs. The effective transfer of school management to communities began in 2003.

⁴ Source: School Sector Development Plan (SSDP), 2016.

2013. In particular, the GoN addressed SDG 4 (Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all). Annex 2 provides a more detailed list of targets and indicators for SDG 4 for Nepal.

7. Within the framework of its fourteenth plan (FY2016/17-FY2018/19), aimed at improving the quality and efficacy of the education system to produce skilled human resources and create a conducive environment for transformational development, in July 2016 the government launched a seven-year school sector development plan (SSDP), which focuses on enhancing the quality of education.

C. SSDP Objectives

8. Building on the achievements and lessons learned from the SSRP, the SSDP was developed in the aftermath of the 2015 earthquakes.
9. The SSDP is the GoN's major educational initiative for the period 2016-2023. It encompasses the formal (school education) and non-formal education agenda and aims to contribute to socioeconomic development and reduce disparities in the country through the continuous and inclusive development of its human resource capacity by facilitating all citizens with opportunities to become functionally literate, numerate, and to develop the basic life skills and knowledge required to enjoy a productive life, taking into account the diversity of context and needs and with regards to the forthcoming federalization of the country⁵.
10. In order to achieve its goals, the SSDP was developed around five key dimensions:
 - (i). *Equity*, focused on ensuring that the education system is inclusive and equitable in terms of access, participation and learning outcomes, with a special focus on reducing disparities among and between groups with the lowest levels of access, participation and learning outcomes;
 - (ii). *Quality*, targeted on increasing students' learning by enhancing the relevance and quality of the learning environment, the curriculum, teaching and learning materials (including textbooks), teaching methods, assessment and examinations;
 - (iii). *Efficiency*, which addresses strengthening and reorienting governance and management systems in the education sector to make them robust and accountable to local governments, while ensuring the agreed overall minimum standards in the teaching and learning processes and the learning environment;
 - (iv). *Governance and management*, which emphasizes the need to accommodate the political and administrative restructuring of the education sector in line with the identified needs and the federal context, and to ensure sustainable financing and strong financial management by introducing a cost-sharing modality between central, provincial, and local governments; and
 - (v). *Resilience*, which mainstreams comprehensive school safety and disaster risk reduction in the education sector by strengthening school-level disaster management and resilience amongst schools, students and communities to ensure that schools are protected from conflict.

⁵ Source: SSDP 2016-2013.

11. The SSDP Program Results Framework (PRF) is structured around 10 objectives. For each of these objectives, main strategies, components and activities have been developed and served as a basis for the estimated budget cost of the five years of implementation of the program. A total set of 72 indicators is used to monitor progress.

Table 1: 10 Objectives of SSDP PRF

<i>SSDP Objective</i>	<i>Outcome</i>
Objective 1: Basic education (estimated five-year budget USD 3782 million)	1.2. Improved quality of basic education+
Objective 2: Secondary education (estimated five-year budget USD 1727 million)	2.1. Improved access and equity in secondary education 2.2. Improved quality of secondary education
Objective 3: Literacy and lifelong learning (estimated five-year budget USD 69 million)	3.1 Increased functional literacy and reading and learning habits cultivated among youths and adults
Objective 4. Teacher professional development (estimated five-year budget USD 129 million)	4.1. Increased provision of qualified and trained teachers 4.2. Strengthened teacher management and accountability
Objective 5: Governance and management (estimated five-year budget \$50 million)	5.1. Adequate resources and infrastructure are being efficiently used
Objective 6: Disaster risk reduction and school safety (estimated five-year budget \$1,014 million)	
Objective 7: Monitoring, evaluation and assessment (estimated five-year budget \$33 million)	
Objective 8: Examination and accreditation (budget included under M&E)	
Objective 9: Capacity and Institutional Development (estimated five-year budget \$69 million)	9.1. Sufficient institutional capacity at all levels to implement the SSDP
Objective 10: Finance	Sufficient and predictable budget allocated at national level to implement the SSDP and priorities of the GoN.

Source: SSDP, GoN, 2016

D. SSDP: Institutional arrangements and cooperation mechanisms

12. The SSDP was developed and is supported through a Sector Wide Approach (SWAp) led by the Ministry of Education Science and Technology (MoEST). The Joint Financing Partners (JFPs)⁶, Non-Joint Financing partners (NJFPs) and other Development Partners (DPs) are involved in its implementation process to maximize effectiveness and synergy. The

⁶ Currently, the nine JFPs are: Asian Development Bank, the European Union, Finland, the Global Partnership for Education, Japan International Cooperation Agency, Norway, UNICEF, USAID and the World Bank.

JFA facilitates an overall joint monitoring, review and decision-making process amongst the GoN and JFPs, as well as a broader consultation in these processes with the wider development partner group.

13. In July 2017, the GoN and JFPs signed a JFA to formalize national and international cooperation for the implementation of SSDP. In this framework, the GoN and JFPs meet twice a year:

- In March/April for the Budgetary Review Meeting (BRM) to review the Annual Sector Implementation Plan (ASIP) and Annual Work Plan and Budget (AWPB); and
- In November for the Joint Review Meeting (JRM) to review the annual status report/program report and assess progress made against the Program Result Framework (PRF).

14. The joint consultation and decision-making process is reinforced by additional monitoring and evaluation (M&E) mechanisms which incorporate: a Mid-Term Review (MTR) to be carried out during the third year of SSDP's implementation, an Annual Fiduciary Review (AFR) and a Final Evaluation.

15. The JFPs support the SSDP through results-based and program-based financing. Global covenants and satisfactory achievement of the SSDP Program Results Framework (PRF) allow for program-based budget support to be released against a common assessment captured in the Aide Memoires of the Joint Sector reviews (JSRs). Additionally, a commonly agreed set of Disbursement-Linked Indicators (DLIs) selected from this SSDP PRF are the basis for triggering disbursements from the JFPs that support through a result-based financing approach. Annex 3 demonstrates the relations between SSDP key dimensions, the PRF and DLIs.

16. In addition to the nine JFPs, the NJFPs support the SSDP through discrete assignments and off-budget assistance. All of the DPs, including I/NGOs regrouped as a network within AIN, were engaged in the decision-making process and program implementation through the Local Education Development Partners Group (LEDPG). Several institutional arrangements have been established to provide policy guidance and implementation and monitoring support in accordance with the results-based program approach.

E. SSDP Central Governance Structure

17. The SSDP Steering Committee (SSDP-SC), chaired by the MOEST secretary, oversees the program coordination activities, monitors and verifies SSDP implementation progress and external assistance. The SSDP-SC has a mandate to create subcommittees to support development in thematic areas.

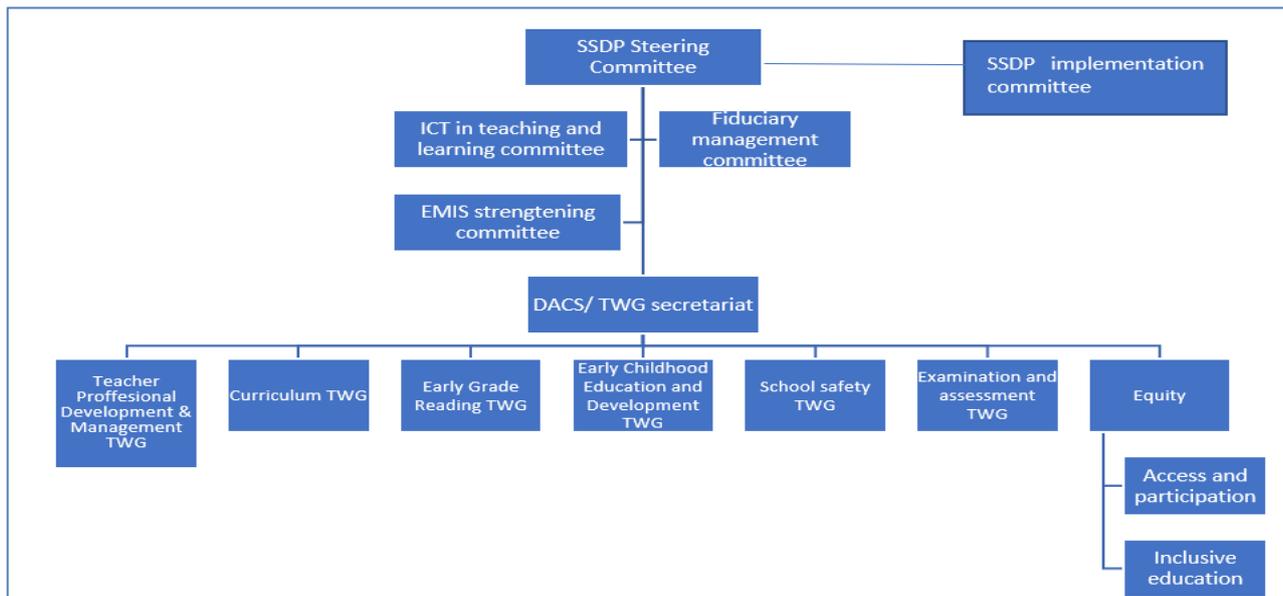
18. The SSDP program implementation committee (IC), headed by the CEHRD Director General with the heads of Central Level Agencies (CLAs) as members, has the mandate to: (i) support program implementation, and (ii) recommend the utilization of technical assistance to the Steering Committee.

19. The Development Aid Coordination Section (DACs) of the Planning Division of MOEST serves as the government's focal point for foreign aid and development partners' coordination. This section handles all associated requirements for external partnerships, including budgeting, financing, program monitoring and disbursement linked indicator (DLI) reporting, as well as the financial management and audit reports that are critical for the

smooth functioning of external partnerships. It coordinates all TA provided for the implementation of the SSDP and oversees the technical support unit (TSU).

20. The specific objectives of the technical working groups (TWGs) can be revised during the SSDP's implementation based on the recommendations and outcomes of the SSDP joint reviews and consultations, and are focused on specific result areas identified as part of the SSDP reform agenda. The TWGs are envisaged as an advisory and knowledge sharing platform allowing experts to review, discuss, and examine possible solutions to upcoming obstacles and knowledge gaps in the SSDP's implementation. They are coordinated by a government lead, supported by a co-lead from the DPs. The organigram of the SSDP's governance structure is presented in Figure 1.

Figure 1: SSDP Central Governance Structure



Source: TWG ToR 2018

21. Additionally, a joint Technical Assistance (TA) framework and TA deployment mechanism (involving all partners) has been developed to foster aid efficiency.

F. The MTR ToR and methodology

4. The MTR methodology addressed the following objectives:

- (i). Assess the SSDP's progress in meeting the planned outcomes and results in the areas of equitable access and quality of education as specified in the Program Results Framework: relevance, effectiveness, impact;
- (ii). Assess the program's budget, expenditure and financing and the adjustments needed in light of the structural reforms and recent policy changes (by updating the fiscal envelope based on current levels of funding commitments, recalculating the planned costs, and making projections for the remaining years): relevance, efficiency, sustainability;
- (iii). Assess the use of Program funds: efficiency;
- (iv). Assess the capacity development measures and how they relate to the changed implementation structures: relevance, impact, sustainability; and

- (v). Assess the Program governance: relevance, efficiency, impact, sustainability.

22. The MTR was conducted in accordance with the evaluation criteria adopted by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) to evaluate development assistance interventions: relevance, effectiveness, efficiency, sustainability and impact. Gender components are addressed throughout the review with an appropriate methodology and gender mainstreaming.

23. However, considering the lifespan of the program and the purpose of the MTR, the evaluation team has focused on three criteria: relevance, effectiveness and efficiency and the Impact and Sustainability criteria with a prospective approach (table 2), presents the criteria and key questions developed to guide the MTR.

Table 2: DAC Criteria for the MTR

<i>Evaluation criterion</i>	<i>In the MTR</i>
<p>Relevance: The extent to which the SSDP Program and logical framework are aligned and consistent with the needs and priorities of GoN.</p>	<p>To what extent are the objectives of the program still valid? In light of the transition to federalism, are the activities and outputs of the program still consistent with the overall goal and attainment of its objective? In light of the transition to federalism, are the activities and outputs of the program still consistent with the intended impacts and effects?</p>
<p>Effectiveness: The extent to which the SSDP program and logical framework agenda was achieved, or are expected to be achieved, taking into account structural decentralization in the education sector.</p>	<p>What progress has been made with regard to the PRF outputs for each objective? What factors have been impacting progress (or the lack thereof)? To what extent are the objectives likely to be achieved within the set timeframe? In light of the transition to federalism, what activities should be reconsidered to achieve the expected outputs?</p>
<p>Efficiency How economically resources/inputs (funds, expertise, time, etc.) are converted to addressing the program of the GoN.</p>	<p>Have the activities been implemented on time? Have enough resources been affected to key activities? Have the resources been used efficiently? Can the activities be implemented in a more efficient way?</p>
<p>Impact Intended and unintended direct and indirect consequences of introducing and implementing the SSDP Program and logistical framework.</p>	<p>Considering the progress made and in light of the transition to federalism, which activities should be implemented to obtain the intended impacts and effects?</p>
<p>Sustainability The extent to which the SSDP's benefits will continue after JFP funding and support has ceased.</p>	<p>Considering the progress made and in light of the transition to federalism, what are the major factors that could influence the program's sustainability? How should donor funding be directed to ensure the benefits of the program will continue after the donors have ceased their support?</p>

24. The MTR team engaged in five complementary activities:

a) *Critical review of SSDP documents*: SSDP plan and PRF, JRM and BRM *aide mémoires*, ASIP/AWPB, status reports, flash reports, DLI matrix, etc. This review focused on analyzing not only the progress made, which is sometimes difficult to ascertain due to the availability of specific data, but also the consistency between different core documents and their formats (SSDP, PRF, DLI verification mechanisms, ASIP/AWPB, flash reports) and their relevance to effectively support the implementation of the SSDP or monitor its progress.

b) *Review of thematic studies* carried out by the TWG and other recent studies on school education in Nepal. This review, inevitably limited considering the available MTR human resources and timeframe, was used to further explore some specific thematic areas and identify key issues and lessons learned.

c) *In-person interviews and consultations* with approximately 70 key stakeholders at central level: MoEST, CEHRD, ERO, NEB, TSC, CDC, MoF, MoFAGA, JFPs, AIN. The interviews aimed to both: i) collect information on the implementation, achievements and challenges encountered in relation to core SSDP activities, but also ii) identify interactions and coordination between different stakeholders at central level or between different levels, and how the transition to federalism affected the latter.

d) *In-person interviews and FGDs* with 66 stakeholders at provincial, district and local levels in province 2 and province 4. In this regard, the team reached out to two Provincial Ministries of Social Development (PMSD), two Provincial Education Development Directorate (PEDDs), two Provincial Education Training Centers (PETCs), two EDCUs, six LGs (sub-metropolitan, municipal and rural), and six schools (one per LG). The interviews and observations at provincial and local levels focused on: i) interactions between the different stakeholders at different levels; ii) their respective knowledge and ownership of SSDP objectives and activities, and; iii) current practices in light of the transition to federalism.

e) Updating of the SSDP cost simulation model based on actual figures and the current medium-term expenditure framework (MTEF). Based on the project documents (initial SSDP costed plan, ASIP/AWPB), macro-economic figures and the latest MTEF, the financial analysis focused on: i) assessing whether the initial hypothesis was met during the first half of the program and if enough resources had been affected to the SSDP to implement the scheduled activities; ii) assessing whether the current projected allocations could support the upcoming activities, and; iii) more broadly assessing whether the existing perimeter enabled a proper vision of the efforts devoted to school education, and what would be necessary to get a comprehensive picture within the changed context.

25. Considering the short timeframe and interlinked phases of the overall MTR process, the methodology and workplan of the external evaluation were adapted in the following manner:

- A first rapid desk review of the project documents acted as a basis to finalize, in Nepal, the MTR methodology and data collection tools (guidelines for ITV and FGD), and identify provinces and localities that would present contrasted situations;
- Interviews with key stakeholders at central level and technical support from the CEHRD enabled the team to finalize the data collection tools to be used at

provincial and local level and the data collection itinerary (introduction to key stakeholders and contacts, identification of schools to be visited and communication of their IEMIS school profile);

- Qualitative data collection in Province 2 and Province 4⁷.

26. The Figures in Annex 2 briefly present the characteristics of the structures interviewed during data collection at province and local levels. Although the sample was intentionally selected based on contrasting situations (see Annex 4), to document the diversity of the situations, it is worth noting that: i) the level of essential staff is extremely uneven; ii) the skills are not necessarily where they might be expected (i.e. the PEDD can have a stronger coordination and planning role than the EDCU); iii) the tendency to follow former practices (including the transmission of documents in hard copy) will require sustained capacity development at different levels.

27. Based on the interview, it was unclear whether the structures at different levels who have access to the IEMIS fail to use it due to a technical problem, due to familiarity with the use of this tool for planning or due to basic computer literacy. This point should be further explored by the upcoming Capacity and Institutional Assessment to determine the appropriate way to support the system, either through capacity development or contingency mechanism until all essential staff can be deployed.

1. Limitations and constraints

28. The MTR external evaluation team needed to produce its report within a constrained timeframe and faced certain challenges related to obtaining the relevant, updated data within the short timeframe set for the MTR. This resulted in the following data limitation constraints which affected the exhaustiveness of the MTR report:

- Limited sample for qualitative data collection: Considering the significant number of SSDP PRF components and activities and the diversity of stakeholders involved at all levels on the one hand, and the limited timeframe for data collection and analysis on the other hand, the evaluation team kept a focus on key strategic components of the PRF, and used a sampling strategy to select information-rich cases related to the SSDP agenda under the new realities. This sampling strategy, however, could not ensure a representative data collection covering the whole country or any specific type of educational institution. The sampling strategy was used to identify dynamics between different levels of the education system during the transition to federalism, and to identify whether some key issues were generic or more context-related.
- Institutional knowledge constraints: An ongoing transition to federalism with the redeployment of staff at central, provincial and local level also restricted the quality of the data collected by the team, regarding: i) institutional knowledge of the program's implementation and/or challenges encountered over the past years and lessons learned, and; ii) priority needs for implementation for the coming years. While this limited the exhaustiveness of the information collected by the team, this difficulty also serves to document the challenges that the changed context poses for the SSDP's implementation in the coming years.
- Limited human resources for the desk review, limited available data, and the structure and consistency of the type of documents to be reviewed: Over the first half of the programme, a voluminous number of documents were produced, either to: i) monitor the program (the review's aide mémoires and their annexes, ASIP/AWPB, TWG presentations, flash reports and consolidated reports, national assessment results); ii)

⁷ Annex 4 presents the sampling and itinerary of data collection and Annex 5 the list of stakeholders interviewed.

document some specific aspects or components related to the education sector in Nepal, the transition to federalism or the implementation of a specific reform or policy, or iii) support the overall joint MTR process (background studies).

29. Considering the timeframe, the MTR external evaluation team could not review all of the documents exhaustively and mainly focused on: the project documents (aide mémoires and annexes of the joint and budgetary reviews, the ASIP/AWPB, the PRF and flash reports, etc.), a limited number of specific studies (background studies prepared by the TWGs, additional thematic studies). However, the format and structure of the project documents evolved during the first half of the project lifespan making it difficult to reconstitute and track the progress made on the SSDP components.

30. The transition to federalism has impacted the SSDP's implementation. Several activities initially planned were no longer relevant while others needed to be implemented and adjustments were made accordingly. The implementation of the program in itself has engaged different core activities (i.e. the development of the IEMIS and data to be integrated into the flash and consolidated reports; the implementation of the equity index, etc.) which has led to an evolution of the format of the report. Data are sometimes only available for the first year of implementation, the first two years or only for the last (current) year. This is particularly the case for the ASIP/AWPB which has changed significantly from the initial costed plan

31. With regard to the PRF and indicator updates, the project documents often used different structures and tables (e.g. Key Performance Indicators/KPIs, Program Result Framework, DLI matrix) that were not fully coherent or consistently updated.

32. Furthermore, due to the transition to federalism, the reporting system has been profoundly affected, including IEMIS data collection. To support the transition to a web-based platform, the IEMIS team provided backstopping at the local and school levels, and delays were encountered in the finalization of the consolidated report for year 2017/2018 and Flash II report for year 2017/2018 (whose final version was communicated to the evaluation team on the 8th of May) and Flash I report for year 2018/2019 (the final version which should have been communicated to the evaluation team by the 24th of May was not finalized).

33. In order to stabilize the data for progress monitoring, analysis and recommendations, the MTR team used the latest updated PRF (JRM 2018 annex 4) and proceeded with the following modifications:

- (i). Inclusion of the KPI and related data that were not included in the PRF table from the KPI table 1 in the JRM 2018 aide memoire and updated KPI communicated to the team on May 2019. The added KPI are highlighted in yellow in the PRF table used. Several indicators have not yet been updated and present inconsistencies or duplications.
- (ii). Updating and correction of the DLI related to some indicators based on the DLI matrix appended to the JFA. All corrections made by the MTR team have been indicated in red.
- (iii). Updating, whenever possible, of missing data from other sources (Status reports, Flash report⁸, TWG breakout sessions). In these cases the data and their sources have been indicated in blue.

⁸ Due to the transition to a web based platform for uploading the data, the latest flash I report (2018/2019) draft could only collect 90% of the school data. Although the figures have been rectified based on previous year' data, it can be expected that figures will be stabilized after the second data collection.

34. The evaluation team was expected to receive an updated version of the PRF by May 24th, including the list of proposed revisions which had already been discussed with the MoEST. This was to update the existing PRF accordingly in the final report, including a proposal for additional indicators. However, these documents could not be communicated to the evaluation team. A list of proposed indicators that could be used for the revised PRF have been appended (see annex). This should be reviewed and discussed with the CEHRD IEMIS team to ascertain the feasibility to collect and calculate the necessary data within the existing system.

35. Due to limited human resources and the field of expertise within the team, several areas were not covered. This was the case for DRR and school safety (Objective 6). A dedicated background study was finalized at the beginning of May and communicated to the evaluation team. Its main conclusions and recommendations have been included in the final report.

36. The evaluation team could not carry out to a detailed analysis of the existing curriculum nor existing teacher professional development package but relied whenever possible to existing studies that were communicated.

37. Several comments received by the evaluation team would require a dedicated survey and specific methodology to develop an appropriate analysis which could not be undertaken within the current evaluation. The evaluation team included recommendations and suggestions for undertaking such surveys. A list of these surveys is appended Annex 14: List of complementary surveys to be undertaken, to support further discussions between the MoEST and DPs.

38. Considering the above, all of the activities and outputs of the different components of the SSDP could not be reviewed and analyzed in detail, and all data could not be updated. As such, the analysis and recommendations are not exhaustive.

39. The team focused its analysis on a global picture of the structure of the SSDP and its institutional arrangements in light of:

- I. the transition to federalism and current practices that could be observed
- II. the main factors affecting the SSDP's implementation and progress towards the objectives that need to be addressed.

40. The recommendations include elements that should be further explored, either during one of the activities already planned for the coming months (Education Sector Analysis to be undertaken in 2020, Annual Fiduciary Reviews, Capacity and Institutional Assessment to be undertaken in August 2019 with the development of a subsequent Capacity and Institutional Development Plan), or through a specific study /survey that could support the upcoming Education Sector Analysis.

II. KEY FINDINGS - OVERVIEW

41. The SSDP was designed before the modalities for the transition to federalism could be fully known and the initial assumption was that the transition would be implemented over the first two years of the program. However, by the time of the MTR, the transition was still on going and the program documents (ASIP/AWPB, aide mémoire, etc.) reflected direct and indirect impacts of the transition and measures undertaken to solve issues as they occurred (e.g. evolution of the structure of the documents, specific measures implemented to adapt to the situation).

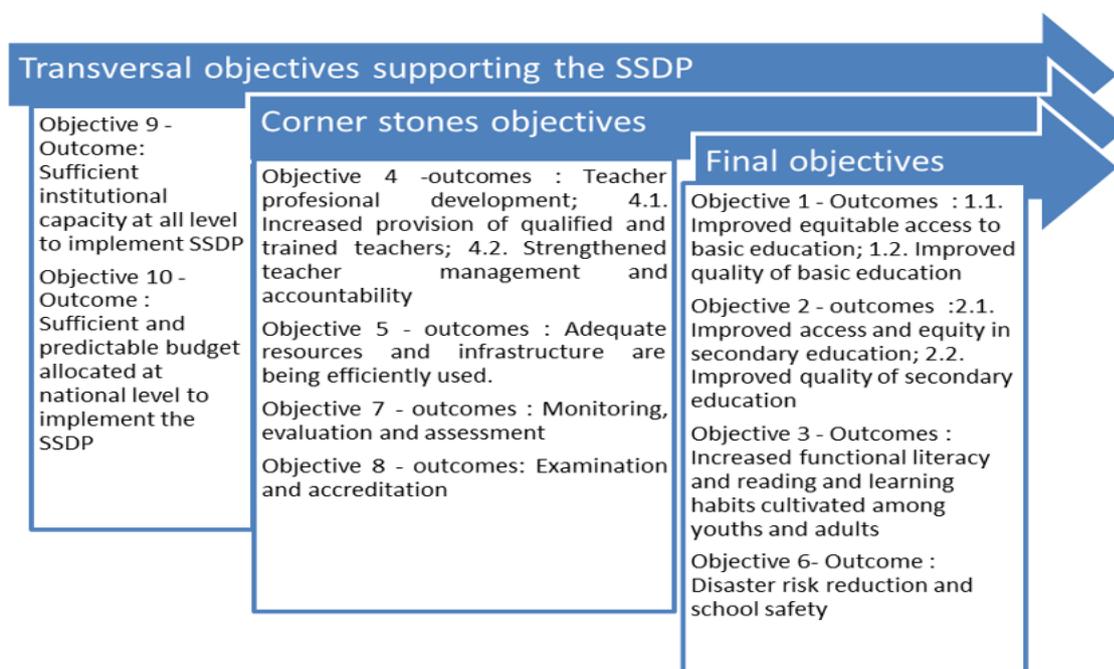
42. While the transition to federalism has impacted SSDP implementation and will require specific actions to be undertaken in the coming years, other factors should be considered while assessing progress against SSDP expected outputs and outcomes and future action.

43. In order to clarify various elements, the key findings and recommendations presented below will separately examine i) the relevance and effectiveness of the program's design, implementation modalities and funding mechanisms, and; ii) the possible impact of the transition to federalism on the SSDP's implementation in the coming years before presenting key recommendations and priorities.

A. Relevance and effectiveness of SSDP Design

44. The PRF is designed around 10 objectives and their respective outcomes. Two of them (Objective 9 & 10) are transversal and support the overall implementation of all of the activities especially in the process of transition to federalism, an additional four of them (objectives 4, 5, 7 and 8) constitute corner stones of the overall design since they are interlinked and their progress constitutes the necessary building blocks paving the way to achieve the other four objectives' outcomes (1, 2, 3 and 6). This has a direct effect on the 5 key dimensions encompassed by the program (Figure 2).

Figure 2: SSDP Objective Scheme



Source: SOFRECO Data 2019

45. Considering this design, the transversal objectives should strongly support the developmental activities envisaged to achieve the cornerstone objectives. One of the key

issues of this interlinkage is that the developmental activities on the cornerstone objectives are essential to ensure progress towards the final objective in a systematic way. Delays in implementation will necessarily affect the expected final outcomes. It is worth noting that the four cornerstone objectives appear all the most important in the changed institutional context. While each of these objectives and their respective indicators will be reviewed in more detail in section “Objective 10: Budget and Finance”, the table 3 below presents an overview of progress made so far.

46. Overall, it can be noted that several indicators set to monitor the different objectives are either not fully adapted to monitor progress (e.g. Objectives 3 and 9), or not regularly/fully updated (which indicates the need to reinforce the IEMIS - Objective 7).

47. It clearly appears that budget allocation to the education sector and capacity development are in high need to support the cornerstone objectives and final objectives. The activities envisaged under objective 4 (teacher management and professional development) are key to improve equitable access to quality education and delays in their implementation have an impact on the possibility to achieve the expected outputs and outcomes in the final objectives.

48. It is also worth noting that although the indicators set for objective 7 (monitoring and evaluation) and 8 (examination and accreditation) are currently on track, there is a need to engage in additional activities, especially due to the transition to federalism.

Table 3: SSDP Progress against targets in the PRF

Program focus	Objective #	Objective	Progress	Comments
Final objective	Objective 1	Basic Education	Mixed progress/ reporting gaps	Out of 28 indicators 17 ongoing or fully achieved; progress in terms of access but lower improvement in terms of participation and learning outcomes; some delay in implementing core activities and reforms.
Final objective	Objective 2	Secondary Education	Mixed progress /reporting gaps	Out of 13 indicators 5 achieved and updated; progress in terms of efficiency; core activities on-going but low achievement in learning outcomes and difficulty to update indicators (need linkage between NEB and IEMIS data base) .
Final objective	Objective 3	Literacy and Lifelong Learning	Not documented / reporting gaps	3 broad indicators based on census survey; no data available on NFE programs; need for additional IEMIS development. NQF and NCE not developed.
Corner stone objective	Objective 4	Teacher professional development and management	Not achieved / reporting gaps	Out of 11 indicators 2 achieved, 4 on-going/pending (Federal Education Act) and 5 not updated. Need to develop IEMIS for further follow-up.
Corner stone objective	Objective 5	Governance and management	Mixed progress	2 indicators out of 9 fully achieved; 5 ongoing; 2 not achieved.
Final objective	Objective 6	Disaster risk reduction and school safety	on-going / reporting gaps	Out of 3 indicators, 1 is fully achieved, 2 on-going. Need to consolidate data from different sources.
Corner stone objective	Objective 7	Monitoring, evaluation and assessment	on track / additional needs	Indicator set achieved but need for additional IEMIS development and capacity reinforcement to ensure proper monitoring evaluation and assessment of all SSDP envisioned activities.
Corner stone objective	Objective 8	Examination and accreditation	on track / additional needs	2 indicators – on track but additional related activities encountering challenges, need for capacity reinforcement to ensure proper implementation of examination and accreditation activities planned in SSDP
Transversal objective	Objective 9	Capacity and Institutional Development	not achieved	One broad indicator. High need for a comprehensive multi-year CID plan at all levels of the education system with detailed targets set and indicators
Transversal objective	Objective 10	Finance	Not achieved	Yearly increase of budget allocation in real terms but concerning trend in % of budget allocated to education sector (12,4% vs 15% targeted). Financing gap within the current MTEF. SSDP Expenditure perimeter not adapted to the federal system.

Source: SOFRECO Data, 2019

49. The SSDP program’s design and implementation modalities (including PRF, JFPs support and coordination mechanisms) were based on two correlated assumptions:

- i) The transition to federalism would be undertaken within the first two years of the program; and

- ii) The existing level of decentralization (through the DEO and SMC mechanism) would serve as a basis to further a more completed decentralization process (from DEO to LGs).

50. However, these initial assumptions have not been verified. First the transition to federalism has faced unexpected difficulties and is still ongoing. Secondly, the federalism model transferred a wide range of competencies to LGs and PGs without establishing a clear reporting line between the different levels.

51. The autonomy constitutionally granted to LGs with regard to basic and secondary education makes it necessary to ensure their adhesion to the SSDP's objectives and activities in order to ensure that they will implement the activities as expected.

52. It is worth noting that at the time of the SSDP's design, the education system and whole country had been deeply affected by the 2015 earthquakes and was mainly focused on resilience and recovery. One of the underlying assumptions of the quality-oriented design of the SSDP was to build a stronger and more resilient education system.

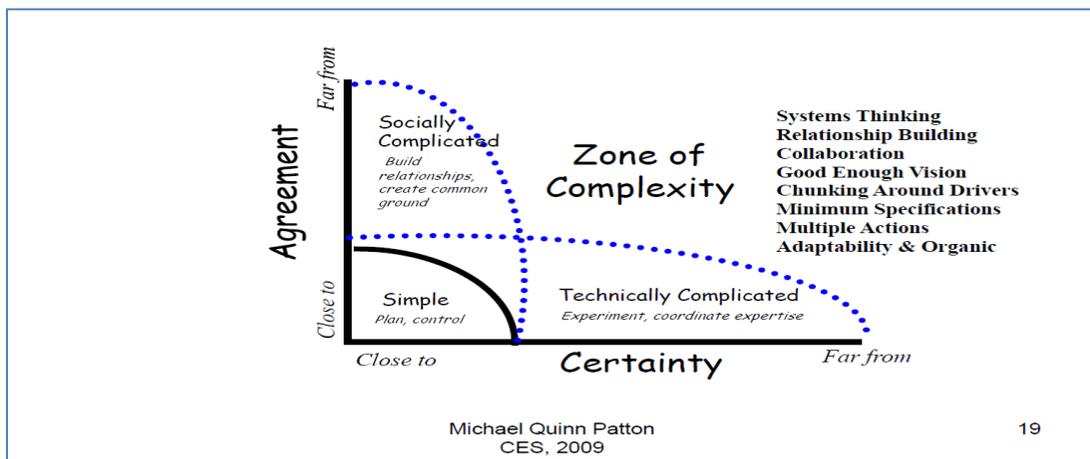
53. Furthermore, the SSDP had quantity-oriented objectives and quality-oriented objectives, which constituted a significant challenge and requires:

- (i). important policy oriented structural reforms; and
- (ii). the development of a different approach and modalities of education service delivery by all stakeholders at all levels of the education system.

54. As such, the targets set may have been overly ambitious regarding the timeframe required to roll out the policy reforms adopted at the central level and involve all stakeholders in favor of the planned activities.

55. The diagram and tables below were developed by Mr. Quinn Patton to assess the areas of complexity in innovative programs and categorize the type of response they require.

Figure 3: Areas of Complexity



Source: Michael Quinn Patton Presentation CES Montreal 2009

56. At the time of its design, the SSDP activities presented two type of complicated situations:

- (i). the development of activities focused on equity and quality was technically complicated (i.e. development of standardized test items, the new paradigm for the design of curriculum, the development and use of the Equity index for targeting support, the development of the IEMIS, etc.);

- (ii). the implementation of socially complicated activities (dissemination of new teaching-learning practices, engagement of communities in the results-based approach, etc.)

57. However, the implementation of these reforms followed clear guidelines, with sound implementation mechanisms and a strong monitoring and control system which acted as a basis for the PRF and DLI matrix. The transition to federalism has further added to the complexity of the tasks at hand. By profoundly modifying education service management and structures, the transition to federalism requires wider number of stakeholder ownership of the SSDP's activities. While the development of this ownership is in line with the program's overall objectives, it requires the implementation of activities that were not integrated in the initial program's design, with a particular focus on encouraging LGs and PGs to invest in education from their equalization grants and own revenue.

B. Impact of the Transition to Federalism

58. In 2015, the Constitution of Nepal promulgated the three-tiered structure of the fiscal federalism model (federal, provincial and local) which addressed the governance system by strengthening local autonomy and through sector-wide decentralization across the country. At the time of the external MTR data collection, the transition to federalism was still ongoing and the analysis and recommendations were made based on the situation on March 15th, 2019.

59. As mentioned in the background section, the transition to federalism had a significant impact on the structure and modalities of education management and service delivery. Several key interventions of the GoN are listed in the table below (Table 4).

Table 4: The Status of Key Interventions of the GoN during the Transition Period

Interventions/Activities	Date of Enactment/ Draft
Nepal's Constitution of 2015 came into effect replacing the Interim Constitution of 2007	Enacted on 20 September 2015
SSDP issued	October 2016
Establishment of SSDP implementation entities	By November 2016
Local government election completed	November – December 2017
Legal framework adjustments	Ongoing
8 th Amendment to the Federal Education Act	Enacted in July 2016
Election Commission Act	Enacted in February 2017
9 th Amendment to the Federal Education Act	Enacted in September 2017
Local Level Election Act	Enacted in February 2017
Electoral Constituency Delimitation Act	Enacted in March 2017
Political Parties Act	Enacted in March 2017
Federal Contingency Fund Act	Enacted in May 2017
Act related to the Election of the House of Representatives	Enacted in September 2017
National Natural Resource and Fiscal Commission Act	Enacted on 13 October 2017
Inter-Government Fiscal Management Act	Enacted on 13 October 2017
Local Government Operation Act	Enacted on 15 October 2017
Civil Servant Adjustment Act	Enacted on 15 October 2017

Act related to the Election of the State Assembly	Enacted on 7 September 2017
National Assembly Election Ordinance	Enacted on 29 December 2017
Federal Education Act	Ongoing
Free and Compulsory Basic Education Act	Enacted in 2018
Institutional Reorganization	In transition
Transitional Plan and Roadmap for the Implementation of the School Sector Development Plan (SSDP) in the Federal Setup	August 2018 (1 st draft)
Revised Contingency Plan for the Education Cluster in Nepal	August 2018 (draft)
Thematic studies	Ongoing

Source: SOFRECO Data, 2019

60. The SSDP framework was developed in the context of a centralized system of education governance. In order to ensure a smooth transition, the SSDP planned several interventions. In the early stages of SSDP design, the GoN implemented safeguarding measures to smoothen the transition's impact. It thus planned to establish, inter alia, a National Education Council, SSDP Program Implementation Committee, and SSDP Technical Support Unit (TSU). In addition, the SSDP Steering Committee (SSDP-SC) had to be set up to coordinate and monitor the SSDP implementation progress. The transition plan and roadmap⁹ developed in August 2018 by the Ministry of Education, Science and Technology (MoEST) verified the commitment of the GoN and the establishment of the SSDP-SC to monitor, coordinate and verify the progress of the SSDP's activities. The GoN also established the SSDP Restructuring Committee with the mandate to finalize the SSDP's restructuring and transitional arrangements in the context of federalism. The GoN also prepared (with support from international organizations) a number of assessment papers and reports to clarify the new role and functionalities of the government.

61. After the promulgation of the Constitution, the institutional arrangements for the SSDP underwent significant changes, and many of the sub-national line agencies of the MoEST (RED, DEO, RC) have become defunct or restructured with no or limited roles in the SSDP's implementation. A decision was made to reduce the number of ministries from 31 to 18. However, the institutional restructuring process ran into delays and was not yet finalized several months after the completion of the first round of LG elections, which took place in November 2017 (Table 5).

Table 5: Structural changes across the three-tier system

Centralized Model	Decentralized Model	Role in SSDP/ Education
Ministry of Education (MoE)	Ministry of Education Science and Technology (MoEST)	Policy & regulations
Department of Education (DoE)		
National Centre for Educational Development (NCED)	Center for Education and Human Resource Development (CEHRD)	SSDP implementation
Non-Formal Education Centre (NFEC)		
Ministry of Federal Affairs and Local Development (MoFALD)	Ministry of Federal Affairs and General Administration (MoFAGA)	Model Laws and direct linkage with LGs
5 Regional Education Directorates (RED)	-	SSDP implementation
-	7 Provincial Ministry of Social Development (PMoSDs)	Provincial level policy
-	7 Provincial Education Development Directorates (PEDDs)	SSDP progress monitoring & facilitation
34 Education Training Centers (ETC A and ETC B)	7 Education Training Centers (ETCs)	Teacher professional development at provincial & municipal levels
75 District Education Offices (DEO)	77 Education Development and Coordination Units (EDCUs)	Technical support in SSDP implementation
3,157 Village Development Committees (VDCs) and 217 municipalities	753 Municipal Level Education Unit /Local Governance (LGs) Bodies	SSDP implementation at LG level
1,053 Resource Centres (RCs) & 75 Lead RCs	-	Education quality

Source: SOFRCO Data, 2019

62. Under the previous structure, the Ministry of Education (MoE) was selected to take the lead in the implementation of the SSDP until the sector was fully restructured, while the Department of Education (DoE) was the main agency responsible for the implementation of the SSDP and the development of annual strategic implementation plans (ASIPs). It cooperated with numerous agencies in school sector education: the National Center for Education Development (NCED), the Non-Formal Education Center (NFEC), the Curriculum Development Center (CDC), the Higher Secondary Education Board (HSEB) and the Office of the Controller of Examinations (OCE). Overall, the DoE gave authorization for activities assigned to other central, regional and district level agencies, such as: five Regional Education Directorates (RED), 75 District Education Offices (DEO), 29 Regional Education Training Centers (ETC) and 1091 Resource Centers (RCs)¹⁰.

63. In the course of restructuration, the DoE merged with the National Center for Educational Development (NCED) and the Non-Formal Education Center (NFEC) and formed the Center for Education and Human Resource Development (CEHRD), which took over the DoE's SSDP implementation functions. In the meantime, the MoE was transformed into the Ministry of Education, Science and Technology (MoEST), which became a policy- and regulatory-oriented agency at federal level.

64. Furthermore, the HSEB and OCE merged under the National Examination Board (NEB), which oversees the organization of national examinations at secondary level and functions as a quality assurance mechanism.

65. The Provincial Ministry of Social Development (PMoSD) became responsible for provincial-level policy related matters whereas the Provincial Education Development Directorate (PEDD) was formed to facilitate and monitor the progress of the SSDP's implementation agenda at provincial level. The GoN also established Education Development and Coordination Units (EDCU) in 77 districts of the country with an agenda to facilitate, coordinate and provide technical support for the implementation of the SSDP. The RCs were dismantled and the number of ETCs fell to 7 and were placed under provincial government authority. There was no restructuring at school level (Table 6). The organigram of structural changes in the Nepali school education sector are presented in Annex 6.

Table 6: School Level Structure

Centralized Model	Decentralized Model	Role in SSDP/ Education Sector
School Management Committee (SMC)	School Management Committee (SMC)	- School level governing body: school management and administration. - Authority to identify, mobilize and allocate resources.
Parent Teacher Association (PTA)	Parent Teacher Association (PTA)	- Regulate and assess the student achievement and attendance.
Staff (head teacher, accountant, teachers)	Staff (head teacher, accountant, teachers)	Service delivery.

Source: SOFRECO Data, 2019

66. A major consequence of the setting up of the new structures was the redeployment of civil servants. The government enacted the Civil Servants Adjustment Act in October 2017,

¹⁰ Resource centers and resource persons had a primary function to provide training and mentorship at school level. However, they also served as a relay between the DEO and schools, conveying messages and collecting administrative school data.

which set out the process for this redeployment by defining allocated quota positions for each layer of government (federal, provincial and local).

67. The Ministry of Federal Affairs and General Administration (MoFAGA) is the only federal level agency that has a direct link with local governments. As such, MoFAGA has been in charge, in coordination with all of the line ministries, of redeploying the staff. All formerly central-level civil servants applied to the different positions opened at the three layers. Based on the applications received, MoFAGA assigned the staff to the different positions. This redeployment process encountered several difficulties and delays, with reluctance from different categories of civil servants (including teachers) to be redeployed at the provincial and local levels, especially in remote areas. In the course of the MTR, all of the staff had not yet been fully deployed to the local and provincial units, the Federal Education was still under discussion, and reporting arrangements for the different levels had not been fully stabilized.

C. Legal provisions

68. The Ministry of Law, Justice and Parliamentary Affairs of Nepal counted over 310 laws and 270 regulations being implemented with the promulgation of the Constitution of Nepal 2015, out of which about 200 were in need of different-level amendments. The majority of the legal acts were enforced in 2017.

69. With regard to the legal framework to accommodate the constitutional provisions of the decentralization agenda for education, the GoN put in place or plans to elaborate the following:

- The Local Government Operation Act (2074/2017) covering, inter alia, the roles and responsibilities of local governance entities related to basic and secondary education. However, some provisions contained in the Act conflicted with the laws and acts subsequently formulated at the federal and provincial levels. Amendments to the Act are therefore expected.
- The Civil Servants' Adjustment Act and Regulation which balances the accountability and flexibility of local level staff.
- The Fiduciary Risk Management Action Plan (FMAP) prepared as a tool to strengthen financial management, including procurement.
- The Inter-Governmental Fiscal Transfer Management Act, which frames financial provisions at local and federal levels.
- The Natural Resource and Fiscal Commission Act, which specifies the functioning of the National Natural Resource and Fiscal Commission (NNRFC). The NNRFC is mandated to design the mechanism for fiscal transfers among public entities.
- The Compulsory and Free Education Act which was enacted in 2018.
- The Federal Education Act currently being finalized by the MoEST before being submitted to parliament;
- The Appropriation Act, which specifies the requirement for LGs to report back on the utilization and implementation status of the conditional grants.

70. PG and LG entities are constitutionally entitled to draft education regulations in accordance with model laws prepared by MoFAGA as guidelines for provincial and local governments. This Ministry developed the education regulation model which framed certain school management processes, such as: the establishment, merger and closure of schools,

education data collection, examination processes, the management of scholarships for disadvantaged students, and local curriculum development.

71. However, neither MoFAGA or provincial government are currently entitled to monitor or follow-up with LG entities on the regulations developed locally, and these regulations are only controlled ex-post when a conflict is brought to the Supreme Court.

72. During field visits at provincial and local levels, the team observed significant differences between the provinces but also within the same province, both in terms of staffing (number and profile) and of coordination and reporting practices in the education sector. The tables appended to Annex 5 present a summary of the profiles and practices of the different structures interviewed in Province 2 and Province 4. Although these tables are not exhaustive or representative of all situations in Nepal, they document some of the diversity of the practices that can be encountered at local level that will need to be harmonized in the coming years (full deployment of staff, capacity building, guidelines, etc.) to strengthen the governance and management of the education sector, and support the recommendations made in these reports regarding program implementation and coordination.

D. Potential Impact on Education System and Risk Factors

73. The transition to federalism has transferred the major competencies regarding school sector development to PGs and LGs. During the data collection phase, the MTR team observed an interest for the school education sector. However, stakeholders' knowledge of the SSDP's objectives, activities and implementation guidelines was uneven and incomplete.

74. The same goes for the ongoing reforms regarding equitable quality improvement: local-level stakeholders (including LGs, pedagogical teams in schools and parents) did not fully understand some of the key reforms being implemented, or how they could support them. The focus remained mainly on hard components (improvement of buildings, teaching material, ICT, etc.) while the soft (pedagogical methods, school management, code of conduct, action research, assessment of learning outcomes, targeted planning, etc.) received less attention. There were some interesting initiatives at the school, local and provincial levels but they would need to be further documented and widely disseminated to engage all stakeholders in the same direction and establish a shared culture for an equitable quality improvement process.

75. Three key factors could jeopardize the implementation of SSDP activities in the second half of the program due to this transition, as they bring some uncertainty regarding the timeframe for a fully-fledged new system, but also as they directly affect education service delivery:

- ***Firstly, the lack of appropriately skilled human resources within the new institutions.***

76. At the end of March 2019, the redeployment of staff was still ongoing. In the small sample visited in Province 2 and Province 4-Gandaki, the MTR team observed both: i) an uneven allocation of human resources, and ii) an uneven level of capacity among the existing staff and institutions to implement their new missions.

77. Based on interviews with stakeholders including MoFAGA, it is likely that some staff who have received their redeployment order would rather resign than accept positions at local or provincial levels. These positions will remain vacant until the public service commission can recruit and deploy staff accordingly. It is likely that some localities will remain understaffed for the next year, while others are already fully staffed and can benefit from appropriate capacity building to assume their new functions and responsibilities.

78. This redeployment of staff and the probable need for massive recruitment of civil servants will also affect the education system in terms of existing expertise at different levels in the coming years.

79. Capacity development should be considered not only based on the existing priority needs but also in light of the transition to a new system, based on the new responsibilities that should be assumed by the different layers of government for the school sector and education system to function efficiently.

80. The upcoming capacity needs assessment will provide more details on the essential capacity development needs at different levels, but it will be important to: i) consider the need for contingency mechanisms where the essential staff have not been fully deployed; ii) undertake capacity building activities where the essential staff is already available; iii) adopt a forward-looking view to consider: the type of expertise that will need to be built up over the coming years; the new career paths that will need to be developed, and; the knowledge management system that should be put in place to strengthen the education system.

81. It is noteworthy that the redeployment of staff and functions at local, district, provincial and central levels had important consequences on the institutional memory of the progress made during the first half of the SSDP. Several stakeholders interviewed, including at central level, were newly assigned and did not have full knowledge of the activities previously undertaken, the challenges encountered, or the lessons learnt.

82. In the short term, activities that had already been implemented during the first half of the program (e.g. orientation and capacity building of stakeholders at different levels) will need to be re-implemented to ensure the proper continuation of the core program activities.

- **Secondly, confusion regarding the new roles and responsibilities of the different institutions in the new system.**

83. Reporting mechanisms between the different layers of government need to be clarified and harmonized. Stakeholders interviewed at different levels (PMSD, PEDD, PETC, EDCU, LGs, schools) indicated their confusion regarding the mechanisms for reporting to the different layers of government, both in terms of the activities they conducted and funds spent. They also highlighted the risk of duplicated investments within the education sector, and further increases in disparities between localities and schools.

84. The adoption of the Federal Education Act is necessary to provide essential clarifications regarding responsibilities across the three-tier structure of government and the deployment of essential staff (especially teachers). At the same time, democratic and participatory parliamentary discussion over the provisions of legal acts cannot be and should not be interrupted. This brings some uncertainty regarding the timeframe for implementing core activities envisaged in the SSDP.

85. The upcoming annual fiduciary review will provide further details, but the preliminary findings of the MTR indicate an urgent need for a country-wide harmonized reporting format from LGs to the MoF. The MoF and JFPs are currently working on establishing this mechanism and developing a plan to roll out a unified software reporting mechanism. However, it is likely that during the coming years, the expenditure reported by the LGs will not be sufficiently detailed for the MoEST to monitor the use of funds for SSDP-intended purposes. Options should be considered to integrate their resources and financial expenditure within the school data reporting mechanism.

86. Strong capacity building and regular support at the local and school levels will be needed to ensure that schools can meet the fiduciary requirements and not suffer delays in the allocation of funds for these reasons.

- **Thirdly, the dissolution of former structures (RCs and RPs) without clear replacement mechanisms to take over their functions within the new education system.**

87. The resource centers and resource persons had mandates to support educational development in the satellite (cluster) schools, to ensure the smooth implementation of the pedagogical reforms and follow up on teachers' professional development at school level. They also served as data collection centers, supporting information flows from and to the DEO, including data collection for the EMIS. Considering the above functions, they also constituted a career step in the teachers' appraisal scheme, offering positions and opportunities for promotion and career paths. Their dissolution, accompanied by the reduction in the number of education training centers, had significant impacts both on regular data collection and the system's capacity to follow-up and provide support on the quality improvement process at school level.

Table 7 below sums up the risks and potential impact of the transition to federalism and proposes mitigation measures.

Table 7 : Impact of the transition, risk factors and proposed mitigation measure

Current state of the transition to federalism	Risks and potential impact	Mitigation measures
Uneven redeployment of essential staff between institutions at PG and LG levels	Disruption in education service delivery	Contingency mechanisms to support basic school operation (mobilization of accountants, former RPs, etc.).
Uneven capacity of staff already deployed	Increased disparities between provinces, localities and schools	Adapt the capacity development and support provided (based on upcoming Capacity and Institutional Assessment).
Delay and uncertainty regarding the pace of redeployment	Unclear vision of the support needed and inability to plan CD accordingly	Contingency mechanism: monitor the deployment and progressive roll-out of CD packages (multi-year plan).
Institutional memory loss /lack of ownership of SSDP at PG and local level	Disruption in SSDP program's and activities' implementation	Contingency mechanisms to support the core program's planned activities (orientation and training).
Lack of clearly defined roles, responsibilities and reporting mechanisms between the three levels	Duplication of investment in the school sector Increased disparities between the provinces, localities and schools Inadequacy between the needs and support provided	Contingency mechanism: development of coordination mechanisms with representatives of PGs and LGs within the SSDP management structure (JRM and BRM, TWG, dedicated committees, etc.): support with the information flow and identification of needs; support to solve issues, progressive knowledge transfer and ownership of the SSDP, development of a bottom-up approach to plan activities (N+2).
Legal framework pending regarding teacher management and professional development	Impossibility to implement all envisaged SSDP activities and to achieve the expected outcomes within the set timeframe	- Revise the targets set and time period for the implementation of SSDP-related activities while developing a comprehensive, time-bound plan to be rolled out when the Federal Act is adopted.

		- Contingency mechanism: additional grants for the local recruitment of teachers for the schools most in need.
Probable massive recruitment of staff instead of their redeployment (possibility of massive resignation)	Systemic shortage of expertise at different levels	Contingency mechanism: identify and retain a pool of ‘experts’ to be mobilized during a transitional phase. Long term: Develop PD packages for education managers and multi-year CD plan.
Dissolution of RCs and reduction of ETCs	Impossibility to implement all envisaged SSDP activities related to Teachers’ Professional Development (TPD) and to reach the expected outcomes within the set timeframe	Contingency mechanisms: mobilize key resources persons (action learning group [ALG] trainers, former RCs, consultants) to support core program activities already implemented (National Early Grade Reading Program [NEGRP], pilot integrated curriculum, MSE); long term: in coordination with LGs and PGs, design a new TPD system (incl. the financial contributions of the 3 levels).
PFM mechanisms reportedly weak for increase in the number of implementing agencies	Weak internal controls, a rise in audit observations, an increase in fiduciary risks, reduced confidence of GoN and JFPs	Contingency mechanisms: draft PFM guidelines for each level of implementing agency; increased oversight and internal audit at school, LG and PG level to mitigate fiduciary risks; development of reporting mechanisms and computerized accounting/reporting in schools; long-term: handholding and capacity building on PFM guidelines.

E. Adequacy of the planning, monitoring and funding instruments

88. This section presents an analysis of the three above-mentioned instruments, which form the overall framework for the planning, monitoring and funding of the SSDP, and of their overall adequacy:

- (i). The Program Results Framework (PRF) is the main instrument to monitor progress against the expected results.
- (ii). The Annual Strategic Implementation Plan and Annual Work Plan and Budget (ASIP/AWPB) is the framework for planning SSDP activities.
- (iii). The DLI matrix is the framework for JFPs' support to the key objectives.

89. The PRF acts as a basis to monitor progress against the targets set. While the SSDP program document encompasses a wide range of activities with detailed costs and targets, it is worth noting that the PRF presents some limitations to effectively monitor progress compared to the targets. The current PRF contains indicators that encompass different dimensions of the SSDP: access, participation, equity, quality, efficiency and resilience. For each of these dimensions, a set of key performance indicators (KPIs) (to monitor the school education system's efficiency, calculated via the IEMIS reporting system) and additional indicators more closely related to SSDP core programs and activities, had been defined (Table 6):

- Some of these indicators and targets partially or totally correspond to key results triggering disbursement by the JFPs (DLI);
- Some indicators measure inputs (e.g. number of schools with access to science, maths and language kits);
- Some indicators relate to the implementation of core activities (e.g. activities requiring significant reform that need to be undertaken before proceeding to other activities, such as the development of the NCF, single subject certification, etc.) that can be associated with indicators measuring the process (e.g. the implementation of an activity in x districts);
- Some indicators measure the results (e.g. GER for access; NASA [national assessment for student achievement] grade 8 for quality, etc.);

90. Several indicators encompass different dimensions and can be considered as proxies (for instance, survival rate is a result in terms of the efficiency of the system and activity of the program, but it is also a proxy for the equity and quality dimensions).

91. The table appended to Annex 7 presents the existing PRF as it stood in November 2018, with indications of DLIs, KPIs, and dimensions related to the indicator and type of indicator associated.

92. Based on this table, the following breakdown of indicators can be estimated.

Table 8: Typology of PRF indicators per dimension

<i>Dimension/ type of indicator</i>	<i>Total</i>	<i>Result</i>	<i>Core activity /process</i>	<i>Inputs</i>	<i>Transversal activity</i>
Quality alone	31				
Quality (including proxy)	47	19	11	15	2
Equity (including proxy)	26	14	6	6	2
Access	22	15	4	1	2
Resilience (including related activity)	8	1	5		2
Efficiency (including proxy)	19	13	1	3	2

Source: SSDP, GoN, 2016

93. The overall balance between indicators measuring different dimensions or types of indicator is quality oriented. However, it is worth noting that:

- The quality-oriented indicators regarding core activity often include 1 or 2 major activities (for instance, the development of integrated curricula for grades 1-3), without detail on the phasing of this core activity making it possible to measure progress in developmental stages, the implementation of the reform and final results (for instance, the development of curricula, approval of curricula, pilot implementation of the integrated curricula, evaluation of the pilot phase and adjustments to the implementation modalities, integrated curricula implemented in X schools/localities, the learning outcomes of grade 3 children in schools where an integrated curriculum has been implemented). Considering the high number of reforms engaged during the first half of the SSDP, this phasing is essential to ensure that the timeframe set to reach the outputs and expected results is adequate.
- The majority of the quality-oriented indicators are lagging behind and some are not updated: out of 47 indicators relating to quality (including proxies), 12 have been achieved, are progressing as planned or better than planned, 6 have encountered delays or need additional support or time to progress as planned, 8 are progressing less than expected or the targets set are unlikely to be met, and 21 are not updated in the PRF. If we only consider the 31 indicators focusing solely on quality (excluding proxies), 7 have been achieved or are progressing as planned, 7 have encountered delays or are progressing less than expected, and 17 are not updated in the PRF.

94. Considering the impact of the transition to federalism, this indicates that the IEMIS needs further development and more staff to perform all the tasks assigned and update the indicators in a timely manner.

95. Furthermore, the PRF presents a number of structural issues:

- Indicators have been defined for each objective of the program. However, some of the indicators under the cornerstone objectives constitute key inputs and processes in relation to the final objectives. For instance, teacher deployment and professional development are related to other inputs and results under objectives 1 and 2, but the

indicators set under objective 4 are not always in line with the activities, processes and results under objectives 1 and 2. The revision of the PRF should take these relationships into consideration and adjust the different indicators accordingly.

- Indicators do not always make it possible to easily link the inputs, processes (or progress of core activity implementation) and results in a consistent manner. While the PRF includes targets regarding the number of students or schools benefitting from certain dedicated grants, the indicators to monitor whether these inputs have been effectively transformed into results (i.e. the number of schools reaching the minimum enabling conditions or % of targeted students enrolled/retained) are not calculated
- It would be advisable to define a set of key activities where progress should be monitored both in terms of input, implementation progress and results: for instance, the number of targeted grants to improve the learning environment (input), the number of schools/localities receiving grants (process), and the number of school/localities meeting the minimum enabling conditions (results).
- The indicator set does not always include the level of disaggregation required to monitor the impact of the targeted interventions for gender equality and social inclusion. If the recent development of the IEMIS makes it possible to calculate several additional indicators (e.g. disaggregation by ethnic/cast group), additional developments are either being currently implemented (disaggregation of data to monitor children with disabilities) or would be needed for some indicators to be calculated (e.g. data regarding non-formal and alternative programs).
- The production of indicators using appropriate disaggregation should be considered. However, it is important to proceed carefully considering that several indicators that might be suitable to measure the progress of the envisaged activities cannot currently be produced through routine data collection. It would be advisable to focus on reinforcing the IEMIS chain (including capacity at local and school level) to support the production of indicators within the regular monitoring system instead of collecting data through ad hoc mechanisms at frequent intervals.
- Some of the indicators require specific monitoring activities outside of the regular reporting system: while the population projections can serve as a basis for the calculation of several indicators, the calculation of some of the targets set (ie. % of out-of-school children) requires specific data collection using census survey tools on a yearly basis. This constitutes an additional burden and inefficient mobilization of human and financial resources. The use of proxy indicators and/or different periodicities for their calculation could be considered (for instance, census survey tools could be used to monitor the % of OoSC for the baseline every 3 to 5 years, while the % of OoSC enrolled and retained within formal and non-formal education could serve to monitor the impact of the targeted activities on a yearly basis).
- Objective 9 is a transversal objective and as such has been defined with only 1 core activity (development of a yearly capacity and institutional development [CID] plan and implementation). However, the CID plan should support all of the cornerstone objectives (and therefore the final ones). The upcoming institutional capacity assessment should result in a comprehensive capacity and institutional development plan with its own target set and indicators (inputs, core activity/process/result). Within the upcoming CID plan, it would be advisable to align

capacity development activities related to the different cornerstone objectives (i.e. teachers’ professional development, examination and assessment, the production and use of IEMIS data, financial management, etc.), setting targets consistent with the other interventions (i.e. the deployment of teachers and training), but also to include in the PRF clear indicators regarding the implementation process and its alignment with the deployment of staff at the different levels (including school level).

- Additionally, and considering the transition to federalism, several indicators need to be included in the PRF to monitor progress in terms of staff deployment and contingency mechanisms (e.g. % of localities where contingency support should be deployed until the fully fledged deployment of the allocated quota).

F. Analysis of the ASIP/AWPB

96. It should be noted that the reporting structures used for budget and ASIP structure vary and do not exactly follow the SSDP program’s structure, leading to difficulties to ensure suitable follow-up (Figure 4).

97. The reporting structure has evolved over the years, shifting from a structure by SSDP program (2016-17) to a structure dominated by national/district management (2017-18), and finally a structure by federal/conditional grants to provinces and LGs in 2018-19, where it becomes difficult to separate SSDP components.

98. These changes result from the adaptation to the new financial management mechanisms introduced by the federalism structure and the changing share of responsibilities between levels of government. The structure used for ASIP 2018-19 is tied to the new organizational system.

99. If these changes were necessary due to changes in the institutional context, they are not without consequences when it comes to the possibility of following-up on the SSDP’s initial costed plan and assessing whether the budget allocations support the envisaged activities which also served as a basis to develop the PRF and DLI matrix.

Figure 4: Evolution of ASIP Structure

ASIP 2016-17	ASIP 2017-18	ASIP 2018-19
Basic Education	Central Level Programme	Federal level
Secondary education		
Technical Vocational	Components	Conditional grants to LGs
Literacy Life long learning		
Teacher Professional Development	District Level Programme	NEGRP
Governance & Management		
Institutional capacity Development	Components	Martyrs Memorial
DRR School safety		
Monitoring & Evaluation	Salaries Primary	Conditional grants to PGs
ICT in Education		
Health & Nutrition	Salaries secondary	
Salaries Primary		
Salaries secondary		

Source: SSDP, GoN, 2016

100. In order to update the projection framework (see finance section below for details), the different activities and grants have been regrouped under 12 categories. It would be advisable to stabilize a format at least for the second half of the SSDP. For the next plan, revision of the ASIP/AWPB could be considered based on the revised projection framework and perimeter.

G. Analysis of the DLI matrix

101. The DLI matrix is a form of incentive to achieve the expected results. It is based on predictable outcomes and a set timeframe that should be regularly monitored within the existing information system.

102. The DLI matrix target sets were designed in line with the PRF and the former centralized implementation system. As such, the different DLIs include complementary core activities either within the same DLI (e.g. development of activity-based kits and training of subject teachers) or between DLIs (teacher rationalization and deployment plan), but also target monitoring progress at different administrative levels/structures which no longer correspond to the new context.

103. Because the phasing of activities in the PRF did not take into account the time that would be needed for the reforms to be implemented and to produce their effects in terms of learning outcomes, several of the targets set in the DLI need to be revised accordingly.

104. While several DLI-related targets and indicators can easily be modified (i.e. measuring the implementation of activities at school/locality level instead of district level), the DLI matrix's overall consistency cannot be fully ensured by such modifications. Firstly, because the pace of the envisaged reforms and targets set in the PRF, including in the DLI matrix, did not allocate adequate time for the reforms engaged to achieve the expected results. Secondly, because the existing monitoring and information system has been and will continue to evolve to collect the necessary data.

105. Based on the first half of the program, it appears that the DLI could have several unintended negative side effects. The high focus on DLI-related activity results in the mobilization of human and financial resources to reach the targets set in the DLI, to the detriment of the other SSDP activities. It is worth noting that in this respect, the objectives and activities which do not have a DLI-related indicator are often overlooked during the JRM and BRM, although they are essential to achieve results. This tendency can be detrimental to the program's overall consistency and the qualitative improvement of the education system.

106. Furthermore, several of the activities could not be monitored and/or still cannot be adequately monitored without additional development of the existing IEMIS. An additional verification protocol has therefore been put in place to collect data that cannot be produced within the existing monitoring and evaluation system. As mentioned above, the negative side effect of this additional verification protocol is that it mobilizes human and financial resources for ad hoc reporting mechanisms to the detriment of core development activities to improve the system in the long run. This highlights that the existing monitoring and evaluation system was not fully adapted to the DLI mechanism.

107. It is also important to note that this focus on DLI-related targets also risks overlooking the important financial, technical and operational support provided by NJFPs and other DPs, including I/NGOs, to achieve the SSDP objectives, and could have a negative impact on coordination between major financing and other development partners.

108. With the need for additional activities and coordination mechanisms due to the transition to federalism, the major risk would be to see some DLIs achieved while others lag behind, losing the overall consistency and synergy of the different efforts made.

109. One of the underlying issues is that the DLI matrix system is based on predictable, sure outcomes whereas the transition to federalism requires adjustment to cope with arising difficulties, as well as the identification of appropriate actions that can only be planned based on information still to be gathered (e.g. capacity and institutional assessment) or stabilized (e.g. reporting mechanisms and information flow, enactment of the Federal Education Act, deployment of essential staff at LG and PG level).

110. Considering the above, the DLI matrix does not appear to be an adequate mechanism to support SSDP implementation during this transitional phase, and more flexible funding mechanisms should be considered.

111. Taking into account the institutional accountability mechanisms of the different JFPs, and the difficulty for some of them to adopt a different mechanism, the DLI matrix could be adjusted to:

- include recommendations and activities that will only be determined in the near future (e.g. capacity building of newly deployed staff, development of PD modules for education managers, knowledge transfer system, etc.); and
- measure progress made in such core activities but also the progress made in coordination and accountability mechanisms (e.g. involvement of LGs and PGs in decision making process, action plan established and implemented, reporting mechanism established, etc.).

112. An option to strengthen the relationship between the improvement of the learning outcomes and accountability mechanisms could be to include the decision-making process and corrective actions implemented as part of the mechanism.

113. The structure of the disbursement could be partial and related to:

- core activities to be implemented (which is the hypothesis for improving the situation);
- results assessed through a joint decision-making process involving lessons learnt;
- the implementation of jointly agreed corrective actions (accountability mechanism).

114. However, it will be important to allow sufficient time for the ongoing reforms to produce results in terms of learning outcomes.

115. Another option, especially for the DLI/indicators related to governance and management, could be linked to the progressive roll-out of the activities (per number of localities): definition of new guidelines and introduction and implementation of capacity development plan (carried out in a progressive roll-out scheme).

116. Furthermore, considering that the various development partners have different constraints in terms of funding instrument, complementarity could be explored based on the different types of activities needed (e.g. coordination and contingency mechanisms necessary to avoid disruption in the education service delivery vs. core developmental activities focused on quality results).

117. The development partners should also consider adjusting their funding mechanisms to the new federal system by supporting regular school operations through budget support, and maintain specific programs at federal level supporting systemic development or specific objectives.

H. Impact of the transition to federalism on the SSDP management structure

118. The SSDP has been developed and is implemented using a sector-wide approach (SWAp) as a basis for a flexible funding mechanism (pooled funding and off-budget support). A full SWAp encompasses the following components: i) coherent sector strategy, ii) government management and financing arrangements, and iii) jointly agreed negotiating mechanisms.

119. The SSDP PRF and subsequent DLI matrix were developed according to the existing situation before the transition to federalism was really engaged and its impact on SSDP implementation could be fully assessed.

120. The transition to federalism represents a significant change in terms of government management and financing arrangements, requiring the sector strategy priorities, activities, M&E and funding mechanisms to be revisited accordingly.

121. The SSDP's design and activities are often based on a bottom-up, top-down approach where the DEO is a key player in assessing needs and collecting information for planning at central level and the supervision of the implementation of activities at local/school level.

122. The changed management structure requires the establishment of new coordination mechanisms and a modification to their approach as there are no lines of authority between the different levels of government (central, provincial, local).

123. In view of the above, stronger participation of PGs and LGs in the joint decision-making process should be considered for the second half of the program. Options to be considered could include the participation of PG and LG representatives in JRMs and BRMs to ensure the coordination of planning and implementation, and; the establishment of an ad hoc coordination and support committee at provincial level, liaising with EDCU and LGs to identify issues and coordinate with the TWG. Considering the high number of LGs, the Municipal Association of Nepal (MuAN) and National Association of Rural Municipalities in Nepal (NARMIN) should be considered for LGs representation and two out of seven PGs could be represented for each year. The MoFAGA could also be involved to explore possible linkages between the envisaged development of the LG reporting system and the IEMIS.

124. Several of the existing core strategies and activities envisaged in the SSDP could be a starting point to develop coordination mechanisms (i.e. EGRP, OoSC catch-up programs, model schools, technical and vocational education [TVE]) as they correspond to the share competencies of the different levels of government, and the synergy between the different forms of support provided could have a strong effect on ownership of the program at provincial and local level (i.e. LGs' and PGs' capacity development, dissemination of good practices, etc.).

III. PROGRESS MADE PER OBJECTIVE

125. This section review in more details the progress made under the different SSDP objective. For each objective, the sub section is structured in the following way:

- A short reminder of the expected outcomes and outputs and main strategies and intervention envisioned in the SSDP;
- A table of the SSDP PRF indicators related to the objectives and progress made against targets based on the latest JRM (November 2018) updated PRF;
- An analysis of the progress made based on the information that the team could gather from the programme's documents (JRM and BRM Aide Mémoires and their annexes, ASIP/AWBP, interviews ran at central, provincial and local level during Joint missions, Flash and consolidated reports), Background studies, interview and

field visits undertaken by the evaluation team, and consider if the strategies and activities envisioned are really happening and are still relevant in the new context;

- An analysis of the main factors that have affected the progress (e.g. lack of capacities at different levels, lack of human resources, lack of adequate funding, impact of the transition to federalism, etc.), the related PRF indicators, DLI, and recommendations.

A. Final objectives

1. Objective 1: Improved Access to Quality Basic Education

126. Within the new Constitution, free and compulsory basic education has been expanded to include one year of pre-primary education (PPE) up to grade 8. This constitutional right was enacted through the Free and Compulsory Education Act in September 2018. The strategies underlying the SSDP's interventions can be summarized as follows:

- Development of early childhood education and development (ECED)/PPE in basic education and establishment of community-based ECED services;
- Reduction of schools not meeting minimum enabling conditions through needs and criteria-based construction of school blocks and WASH facilities;
- Development and implementation of targeted packages to address inequity issues related to gender, ability, location or social background through the provision of specific block grants, guidelines and criteria for selecting beneficiary students and the provision of an appropriate learning environment and remedial support;
- Development of specific education provision for remote areas;
- Targeted interventions to reduce the number of OoSC (additional block grant to mainstream OoSC, awareness campaign, scholarships and non-formal education catch-up programs);
- Key interventions to improve early grade learning outcomes (revision of the National Curriculum Framework and development of an integrated grade 1-3 curriculum, development of material for bilingual education, roll-out of the National Early Grade Reading Program [NEGRP] and introduction of community-based early grade reading assessment [CBEGRA] to monitor progress and raise awareness among all stakeholders about the level of learning achievement);
- Key interventions to improve the quality of education in mathematics, science and languages, especially through the development of activity-based kits and teacher training, the introduction of continuous learning assessment and the development of standardized test assessment of learning outcomes in grades 5 and 8 (NASA, see objective 8);
- Key interventions targeting school management and the efficient use of existing resources (performance audit and performance grants scheme, closer supervision of teacher time spent teaching, etc.).

127. The SSDP PRF has set two major outcomes. The first focusses on equitable access to basic education, while the second focusses on the quality of education provision. Each of the expected outcomes encompasses several outputs and activities (Table 9).

Table 9: SSDP Outcomes, Outputs and Activities

<i>Outcome</i>	<i>Outputs and Activity</i>
Outcome 1.1. Improved equitable access to basic education	<ul style="list-style-type: none"> ▪ Needs-based expansion/rationalization of school-based ECED/PPE ▪ Reduced disparities in school readiness ▪ Free textbooks ▪ Revised scholarship schemes (targeting and amount) ▪ Targeted provision of midday meals ▪ Provision of appropriate learning environment for children with disabilities
Outcomes 1.2. Improved quality of basic education	<ul style="list-style-type: none"> ▪ Review and update of norms and operation guidelines for ECED/PPE centers ▪ Development and distribution of appropriate learning materials for ECED/PPE children ▪ Enhanced parental awareness and engagement in ECED/PPE ▪ Provision of minimum enabling conditions in schools ▪ Implementation of EGRP and community-based early grade reading assessment (EGRA) ▪ Increased % of grade 3 students reading grade-level text with fluency and comprehension ▪ Curriculum revision, including reduction of subjects, and covering ICT, language, and soft skills ▪ Development and distribution of science, maths and language kits for basic (grade 6-8) levels ▪ Needs- and criteria-based (based on regular survey of DEO technical personnel) construction of classroom blocks and WASH facilities

Source: SSDP, GoN, 2016

a) Updated SSDP PRF

128. The SSDP PRF has set targets and indicators to monitor progress encompassing both activities and outputs (Table 9).

(1) Access and participation

129. A rapid review of the PRF shows important progress in terms of access. The ECED/PPE sub-sector supports objective 1 (improved access to quality basic education) by: i) supporting the enrolment of children on time (thus reducing the risk of dropping out), ii) offering a preparatory/transition grade supporting the improvement of students' performance in early grades through the development of cognitive skills as well as socio-emotional activities and health-related targeted interventions (health check-ups).

130. The provision of ECED/PPE is covered by three main types of provider: community-based ECED/PPE centers, community school based centers (ECED/PPE integrated within existing community schools) and centers operated by institutional schools.

131. The rapid development of additional ECED/PPE centers has enabled significant progress in terms of gross enrolment (from 81% in 2015/16 to 84.3% in 2017/2018) and a higher proportion of children entering grade 1 with prior ECED/PPE experience.

Table 10: Objective 1 Indicators: Progress Reported

Indicators			Baseline	Year	Year 1	Year 2	Year 2	Year 3	Year 4	Year 5	DLI
			(2015/16)	1 Target	Achievement	Target	Achievement	Target	Target	Target	
			2016/17	2016/17		2017/18		2018/19	2019/20	2020/21	
Basic Education											
GER in ECED/PPE	T		81	82.6	82.9	84.3	84.1	86.0	87.7	89.4	
	B		81.2	82.8	82.7	84.5	84.5	86.2	87.9	89.7	
	G		80.9	82.5	83.1	84.2	83.7	85.9	87.6	89.3	
% of out of school children in basic education	T		10.6	9.6	9.0	8.6*tbv	8.7	7.6*tbv	6.6*tbv	5.0	DLI 8-6
	B		10.8	9.3	8.8	8.0		6.9	5.9	5.1	
	G		10.4	9.0	9.1	7.7		6.7	5.7	4.9	
GIR in grade 1	T		136.7	134.7	133.5	132.7	128.6	130.7	128.8	126.9	
	B		129.8	127.9	127.5	126.0	126.5	124.1	122.3	120.5	
	G		144.3	142.2	140.1	140.1	130.7	138.0	135.9	133.9	
NIR in grade 1	T		93.9	100	95.2	100	95.9	100	100	100	
	B		94	100	95.4	100	96.4	100	100	100	
	G		93.9	100	94.9	100	95.4	100	100	100	
NER in grade 1-5	T		96.6	96.9	96.9	97.3	97.2	97.6	97.9	98.3	
	B		96.9	97.2	97.3	97.6	97.4	97.9	98.2	98.6	
	G		96.3	96.6	96.6	97.0	97.1	97.3	97.6	97.9	
NER in grade 1-8	T		89.4	91.0	91.0	92.5	92.3	94.0	95.5	97.0	
	B		89.2		97.3		93.0				
	G		89.6		96.6		91.7				
GPI in NER (grade 1-8)			1	1.00	1.00	1.00	1.00				
GER in grade 1-5	T		135.4	134.8	133.6	130	132.3	125	120	115	
	B		130.2		129.3		128.6				
	G		140.8		138.0		136				
GER in grade 1-8	T		120.1	120.1	122.4	118.0	120.1	115.0	113.5	112.0	
	B		116.3		119.5		117.9				
	G		124.1		125.4		122.4				
Survival rate to grade 8	T		76.6	79.5	75.9	82.4	77.4	86.0	88.7	92.0	
	B		75.9	78.7	75.2	81.7	77.1	84.7	87.9	91.2	
	G		77.4	80.3	76.2	83.3	77.7	86.4	89.6	93.0	
Basic education cycle completion rate (grade 8)	T		69.6	72.4	68.4	75.4	70.7	78.5	81.7	85.0	
	B		68.8	71.6	67.5	74.5		77.6	80.8	84.1	
	G		70.5	73.4	68.7	76.4		79.5	82.8	86.1	
No. of districts with targeted intervention			5	5	10	15	15	15	15	15	DLI 8-7

s for reducing disparities in learning outcomes											
No. of children who receive at least one year ECED/PPE learning by age four	T	454 757	473 206	464 233	492 404	478 514	512 381	533 169	554 799		
	B	233 417	242 887	236 949	252 741	243 234	262 994	273 664	284 767		
	G	221 340	230 320	227 284	239 664	235 282	249 387	259 505	270 033		
No. of ECED/PPE centres established		30 448	30 448	36 093	30 948	36 568	31 448	32 000	32 000		
No. of disadvantaged group children receiving scholarships and other targeted interventions	T	194 000	204 094		214 712		225 884	237 636	250 000		
	B	96 806	101 843		107 141		112 716	118 580	124 750		
	G	97 194	102 251		107 571		113 168	119 056	125 250		
No. of districts with targeted scholarship scheme			NA	Targeted scholarship scheme developed	Targeted scholarship scheme developed	scheme implemented in 15 districts	scheme implemented in 15 districts	scheme implemented in 50 districts	scheme implemented nationwide	DLI 9-7	
No. of children receiving midday meal	T	648 190	653 115		658 077	652 222	663 077	668 114	673 190		
	B	323 447	325 904		328 381		330 875	333 389	335 922		
	G	324 743	327 210		329 696		332 201	334 725	337 268		
No. of integrated schools with resource classes for CwDs		380	380		380		380	380	380		
% of grade 1 new entrants with ECED/PPE experience	T	62.4	64.4	64.7	66.5	66.3	68.5	70.8	73.0		
	B	62.5	64.5	65.0	66.6	66.6	68.7	70.9	73.2		
	G	62.3	64.3	64.3	66.4	65.9	68.5	70.7	72.9		
% of grade 3 students reading grade level text with fluency and comprehension	-	27.2	29.2	81	31.2	-	33.2	35.2	37.2	-	

Student's reading proficiency (%) in grade 3 (45 correct words per minute-CWPM with 80% comprehension)		T	12.8*					14.1%		15.6%	DLI 1
Student learning achievement scores (%) in grade 5	Maths:	T	48.0	49.0		51.0		52.0	54.0	56.0	
	Nepali:	T	46.0	48.5		50.5		54.0	56.5	59.0	
	English:	T	47.0	50.0		51.5		53.0	54.5	57.0	
Student learning achievement scores (%) in grade 8	Maths:	T	35	39.0			492	48.0	53.5	55.0	
	Nepali:		48	51.0			504	57.0	60.0	62.0	
	Science:		41	43.5			498	49.0	52.5	55.0	
N° of school ECED/PPE meeting minimum standards			-	1500		3200		5100	6500	8000	
No. of schools implementing CB-EGRA			0	2600	2600	3000	3046	3000	3000	3000	DLI 1
No. districts in which NEGRP minimum package is defined and implemented			NA	NA	NA	NA	NA	20	32	60	DLI 1
Integrated curriculum (Grades 1-3) and textbooks			-	-		-		1	-	-	
No. of basic schools with access to science, maths and language kits			-			Science, maths and language learning kits and teacher guides developed for grades	Science, maths and language learning kits and teacher guides developed for grades 6-8	3000	6000	10000	DLI 6.2.1 b, 2.2, 2.4 b

					6-8					
Revision of National Curriculum Framework (NCF)					NCF revision prepared	NCF revision prepared	NCF revision approved		Revised NCF completed	DLI 2

Source : JMR 2018 Aide mémoire Annex 4 updated by the authors¹¹.

132. It is worth noting that by the end of year 2, 36 586 ECED/PPE centers had been created, far above the target set for the 5-year plan (32000).

133. Important progress can be observed in terms of access and participation from grades 1-8. The net enrolment rate in grades 1-5 and 1-8 has been continuously progressing to meet the target set (from 96.6 and 89.4 in 2015/16, to 97.2 and 92.3 in 2017/2018), indicating a better retention of appropriately school-aged children. Although the net intake rate in grade 1 remains under the expected target (100%), indicating that over age students are still enrolling, it is worth noting that the NIR has risen from 93.9% to 95.9% in two years. The gross intake rate and gross enrolment rate tend to decrease faster than expected. Considering the high enrolment of out-of-school children (see below), this indicates a positive trend in reducing the number of over age students.

134. However, the survival rate to grade 8, although slowly progressing (from 76.6 to 77.4%) remains below the target set (82.4%), which indicates that despite the efforts made in enrolment, a proportion of children still drop out before reaching the last grade of basic education. The basic education cycle completion rate has progressed to 70.7% from the 2015/2016 baseline (69.6%), which is below the expected target, indicating that a high proportion of students who reach grade 8 will not successfully complete the year.

135. Several reasons can be put forward to explain this set back:

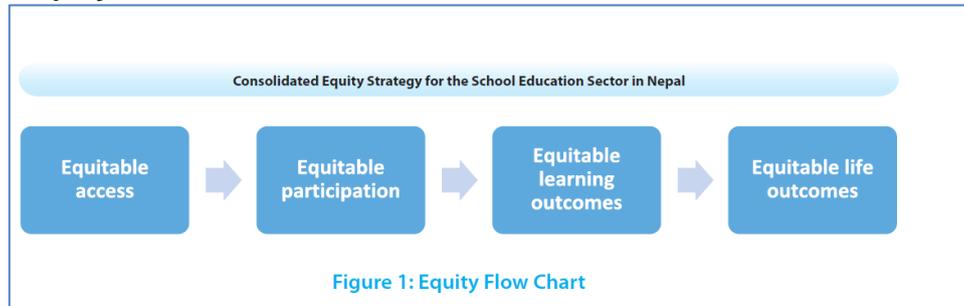
- The education system enrolled a high number of out-of-school children and/or children from vulnerable groups (including a high number of girls), which is very positive. However, it seems that the schools have not yet managed to adjust to the specific needs of these new types of students. Additional efforts will be necessary to ensure that children who enroll can further progress in the cycle (see below the section on out of school children);
- The quality of the teaching learning process has not sufficiently progressed to enable students, firstly to reach grade 8 then, for those reaching grade 8, to pass their exams.

¹¹ Some data presented inconsistencies (e.g. disaggregation by sex inconsistent with the total) or had not been updated. When possible, the MTR team updated data using other documents. In some cases, the team could not find updated data and indicated the figures to be verified (tbv) before submitting this draft; follow-up meetings need to be organized to stabilize the data (see background section regarding color code).

(2) Equity

136. Nepal's National *Equity Strategy*, adopted in 2014, considers equity in terms of access, participation and learning outcomes to offer all children equitable life outcomes (Table 10). The National Equity Strategy framework encompasses eight dimensions: i) gender ii) socio economic status (SES), iii) geographic location, iv) health and nutrition status, v) disabilities, vi) caste and ethnicity, vii) language, and viii) children from vulnerable groups.

Table 11: Equity Flow Chart

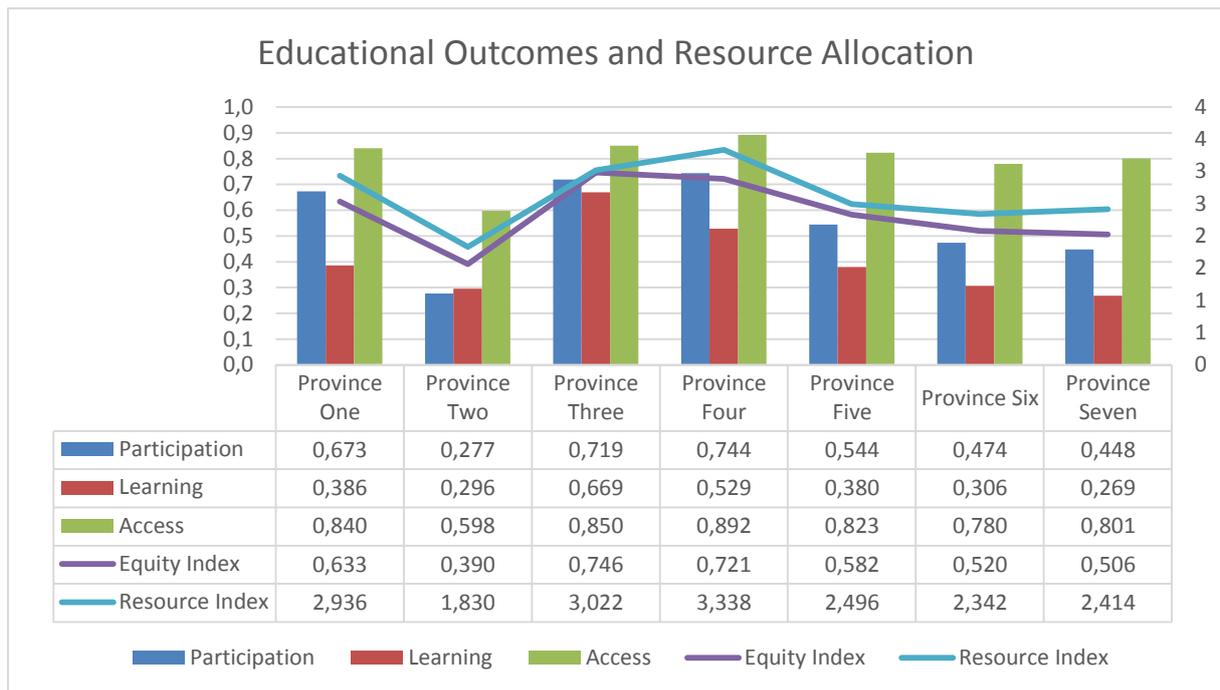


Source: *Consolidated Equity Strategy for the school sector in Nepal, 2014*

137. The Equity Index (EI) has been developed to serve as a core planning and monitoring tool for the full-fledged implementation of the Equity Strategy, and is currently used to target municipalities within the most disadvantaged previous districts for specific interventions. To understand children's learning outcomes, it is important to consider both: i) the socio-demographic factors that are potential drivers of inequity across children, schools or municipalities, and ii) human, material and financial resources allocated to schools and children. The EI makes it possible to identify correlations between resource allocation, access, participation and learning outcomes, and to inform decision-making processes for targeted support.

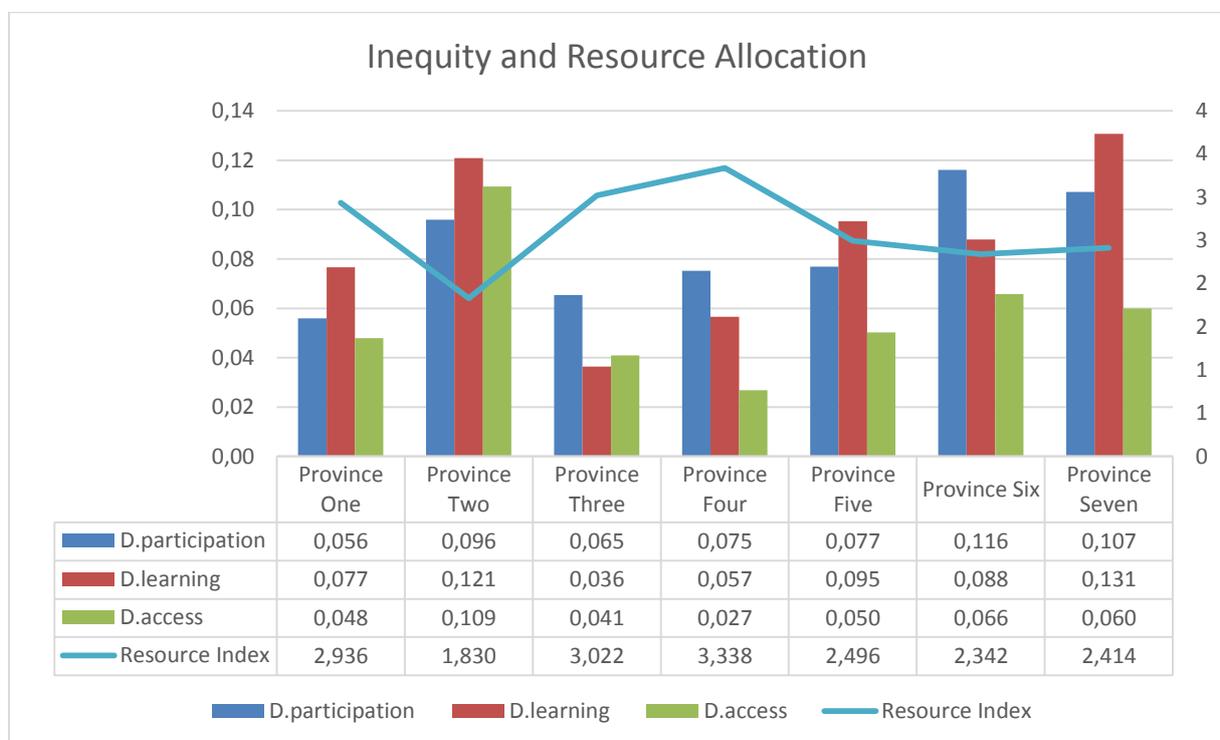
138. The graph below shows significant correlation between the resources available and learning outcomes¹².

¹² Disparity index : value is comprised between 0 and 1; highest value indicates a higher disparity (in terms of access, participation or learning outcomes); Equity index : value is comprised between 0 and 1; highest value indicates a better situation in terms of equity; Resource index: value is comprised between 1 and 5 : highest value indicates higher resources.

Figure 5: Correlation between Educational Outcomes and Resource Allocation

Source: TWG Equity and Inclusive Education, April 2019

139. The graph below correlates the disparities in access, participation and learning outcomes and the resource allocation per province.

Figure 6: Correlation between Disparities and Resource Allocation per Province

Source : TWG Equity and Inclusive Education, April 2019

140. The equity index also makes it possible to identify the weight of different drivers of inequity, in order to develop differentiated strategies.

Table 12: Main Drivers of Inequity per Province

Province	Driver of inequity	% contribution of the dominant driver	Driver of inequity	% contribution of the dominant driver
Province 1	Income	57%	Geography	57%
Province 2	Parent's education	63%	Ethnicity	75%
Province 3	Income	54%	Geography	77%
Province 4-Gandaki	Income	82%	Ethnicity/geo graphy	45%
Province 5	Parent's education	55%	Ethnicity	73%
Province 6	Income/parent's education/ethnicity	33%	Ethnicity	44%
Province 7	Income	56%	Ethnicity	78%

Source : presentation TWG Equity and Inclusive Education, April 2019

141. The EI has been computed at the sub-district level (i.e. rural and urban municipalities) of the targeted districts since 2017/2018 onward. However, some data are not available to compute all dimensions at local level (Perry 2019). With the transition to federalism, technical support to LGs will be necessary to ensure that the EI information is used for the planning and implementation of activities at local level (JRM 2018). The upcoming Capacity and Institutional Assessment (CIA) could shed some light on the type of support necessary for different type of LGs and best modalities to implement such support.

142. Several stakeholders interviewed at provincial level by the MTR team also pointed out the lack of clear reporting and joint planning mechanisms between the FG, PG and LGs and the risk of duplicated support from the PG and FG at local level. Associating the provincial government's education staff and/or PEDD could help foster synergies between the three layers of governments.

143. It also seems that the EI is not communicated to and therefore not used by I/NGOs when planning their interventions (i.e. most disadvantaged districts not necessarily covered) (Perry 2019). Further cooperation between the MoEST and NGOs coordination in that regard could be useful to ensure appropriate targeting of their interventions and synergies between different kinds of support.

144. In basic education, the number of disadvantaged children receiving scholarships and targeted interventions has increased significantly, from 117,953 in 2016/17 to 214,712 in 2017/18 (JRM, Nov. 2018). Targeted interventions based on the EI (grants for midday meals, scholarships, enrolment campaign for out-of-school children, etc.) have had important results in reducing disparities in terms of access to basic education.

(a) Out School Children - OOSC

145. Important results have been obtained in terms of reducing the number of OoSC. The MoEST reports a total 258 000 OoSC enrolled in formal and non-formal streams.¹³

¹³ Status Report 2017/2018.

146. Based on field visits, local stakeholders (schools, LGs, SMCs, etc.) seem highly involved in awareness campaigns and make home visits to identify and enroll OoSC in formal and non-formal schemes. NGOs have been very involved in this respect and have developed holistic community-based approaches to increase children's participation in education programs. At the same time, according to stakeholders interviewed during the data collection, the targeted support (e.g. midday meals, scholarships) supported by the GoN and United States Department of Agriculture (USDA)/WFP has a positive effect in terms of retaining children and their participation.¹⁴ However, concerns have been raised at different levels (central and local governments¹⁵) regarding the nutritional quality of the meals provided to children through the cash-based model.

147. As expected, access to education for the most disadvantaged children remains a challenge. Late entry and specific difficulties faced by these children increase the risk of drop out before completing basic education. It seems that incentives and efforts are focused on children's enrolment whereas resources to give proper attention and follow-up for these students may not be in place to support their participation in the long run.¹⁶

148. Drop out factors are complex, often intricate and require a holistic approach where the school environment can only play a limited role. Several stakeholders interviewed at local level indicated that they did not feel fully equipped to respond to this issue. Coordination mechanisms between different services and stakeholders are needed to provide adequate and continuous support, including the dissemination of best practices.

149. A survey based on the IEMIS student tracking system regarding the participation of children reintegrating schools after transitional/catch up programs, benefitting from specific support and follow-up could also be of help to identify the most effective support mechanism that could be implemented.

150. This issue partially explains the setbacks observed in terms of survival rates and cycle completion rate. The latest flash report (2075, 2018-2019) confirms this negative trend in survival rate at grade 8 for 2018/2019 but also indicates an increase in repetition rate. These trends confirm that stakeholders at school level have not yet been able to adjust their pedagogical practices and support children encountering specific difficulties (see section below on children with disabilities).

151. Interviews with head teachers and teachers during field visits also highlighted that even when appropriately trained, teachers cannot properly undertake child centered pedagogy or provide appropriate support to students encountering difficulties when classes are overcrowded. Teacher rationalization and professional development should be planned accordingly: allocating additional teachers (either national positions or grants for local recruitments) should be considered before delivering child centered pedagogy related training packages.

152. The rationalization of teacher's deployment, including at the lower levels, is crucial to ensure that increased access does not hinder efforts in terms of the quality of education provided (see progress status of objective 4 below). Some LGs seem to be fully aware of this problem and have indicated their intention to merge schools to ensure the proper allocation of teachers within their municipalities. However, while this merger process may be adequate for children in upper basic education and onward, there are significant child protection risks

¹⁴ Stakeholders at local and school level report that children who used to leave school after 'tiffin time' now stay for the whole day.

¹⁵ ASIP 2018-2019 raises this issue: 'The promotion of locally produced fresh foods, and diversifying food baskets at schools, is a crucial concern. The use of readymade food from the market may not fulfil micronutrient requirements. Ensuring the use of locally produced food for midday meals has been difficult.' During data collection in province 2, the team also attended a community mobilization meeting organized in Danushadam municipality with all education stakeholders regarding access and participation in basic education. The question of the nutritional quality of the meals provided within the per capita grant was raised by the municipal health officer and discussed with participants.

¹⁶ 2075 (2018/2019) Flash report highlights an early risk of drop-out between grade 1 and grade 2 in community schools, at 19% compared to 4% risk in institutional schools.

associated with boarding facilities for young children. In remote areas, access for junior grades needs to be preserved as young children cannot walk long distances in mountainous terrain and still learn. In the Terai, in grades 1-3, learning outcomes have been shown to be poorer for young children walking long distances to school. Policies and standards for multi-grade schools, the adequate training of teachers in this scheme, and the orientation of LGs should be considered.

153. It is worth noting, however, that a significant proportion of underage students can also be enrolled, even in schools indicating they are already functioning above their capacity, thus revealing an issue at school management level. Regulations and guidelines supporting head teachers and LG education officers regarding age-appropriate enrolment may be of use to ensure the proper rationalization of resources at school level. This late entry phenomenon particularly affects some specific groups.

154. The table below (table 13) shows that nearly 40% of 5-year old boys from the Dalit and most disadvantaged communities do not attend school. The correlation between late entry and the risk of early drop-out has been largely documented worldwide.

Table 13: Percentage of out of school children aged 5 by ethnic/ vulnerable group

	<i>Baseline (2015/16)</i>	<i>Year 1 (2016/17)</i>	<i>(Year 2 (2017/18)</i>
Total	10.6	9.0	8.7
Girls			8.3
Boys			7.0
Children from Janjati communities (at the age of 5)			20.3
Girls			16
Boys			28.5
Children from Dalit communities (at the age of 5)			30.2
Girls			25
Boys			38.5
Children from most disadvantaged communities (at the age of 5)			26.3
Girls			20.1
Boys			39.6

Source : TWG on Equity and Inclusive Education – April 2019

(b) Gender Parity Index

155. The efforts made also seem to have had a positive impact regarding girls' enrolment. The higher gross intake rate for girls than boys slowly decreasing over the past years, accompanied by a slow but steady increase in the net intake rate, demonstrates positive trends.

156. However, it seems that boys are more frequently sent to institutional schools, indicating that some parents still invest more in boys' education (Flash report 2018 I p.29). The GPI at national level also masks important disparities between provinces, indicating the need for specific and targeted interventions. Considering that there is a higher percentage of 5 years old out of school boys than girls, different dynamics seems to be at work and should be further explored in a dedicated survey.

157. Consideration should be given to programs and policies that privilege Madhesi Dalit and other Madhesi caste groups, who have lower education outcomes and experience a higher prevalence of early marriage and violence against women than other ethnic/caste groups (USAID, 2017).

158. A gender equity manual and guidelines and supervision checklist were developed by CEHRD in 2018. However, their dissemination was not observed during the field visits, especially in province 2, the province whose performance in terms of GPI is by far the worst.

159. Some interesting initiatives have been developed in community schools and could probably be replicated to support girl's participation. During the field visits, the evaluation team observed a government/UNICEF/Educational Pages initiative in some community schools to develop a comprehensive mechanism using a complaint/suggestion box. This latter is reviewed on a weekly basis by a committee involving the HT, teacher and student representatives. This system seems particularly effective with regard to alerts on bullying, harassment and early marriage to ensure appropriate and timely intervention. Compilation of such initiatives and widespread dissemination to LGs and schools could support their implementation on a large-scale level.

160. Initiatives from provincial government such as the 'Educate a girl – save a girl'¹⁷ program, aiming at supporting girls' education and women's status and implemented in province 2, were reported to be very popular by different stakeholders during field data collection.

161. Special attention should also be given to girl's participation when they reach puberty (from upper basic education onward). A recent study (USAID 2017) identified key barriers regarding girl's participation in and completion of secondary school. The taboo of menstruation and difficulty in managing personal hygiene when schools do not provide adequate WASH facilities result in absenteeism and drop-out. Early marriage and gender-based violence also continue to be important barriers.

162. The provision of adequate WASH facilities and awareness-raising of pedagogical teams from upper basic education onward should be strengthened in areas where the GPI index remains low.

(c) Children with disabilities (CwDs)

163. To ensure a common understanding, the CEHRD (previously known as the Department of Education), developed the following definition of inclusive education through a national seminar organized in March 1-2, 2008:

"Inclusive education is a process of developing an educational system that ensures the opportunity for receiving education in a non-discriminatory environment in their own community by respecting multicultural differences. Inclusive education believes in the principle that all children can learn if they are given an appropriate environment and support to address their needs, and recognizes the importance of the ownership of the community in schools. Inclusive education is a strategy to identify those children at national and local level who are in danger of dropping out from school due to the lack of an essential appropriate environment and support and learning to fulfil the social, cultural and educational needs of all children" (Pant, 2008).

164. There are three modalities of educational provision for children with disabilities in Nepal: special schools, integrated schools and inclusive schools (with a resource class to support students).

165. Nepal is a signatory and ratifying country for the Convention on the Rights of Persons with Disabilities (CRPD). The Disability Right Act 2017 has been approved by parliament and enacted, and should be instrumental for the development of inclusive education in Nepal. Under the Equity agenda of the SSDP, it is stated (p. 40 of SSDP) that the development of a long-term plan for inclusive education, through expert and stakeholder consultation, is to be prepared. While the MoEST has developed a draft of an Inclusive Education Development Master Plan, this was not available for review or discussion by the MTR team. Such development of a strategy or master plan should be prioritized in the coming period to address the needs of children with disabilities to realize their rights to inclusive education. The strategy should also

¹⁷ This program includes different arrangements, including targeted grants to raise awareness on girls' education and women's status.

include a plan to transform residential or special schools to resource schools and centers to support children and teachers in mainstream schools. The existing sub technical working group on inclusive education under the equity TWG, which comprises of members of disabled peoples' organizations and key partners, should be utilized to support the development and provide consultation and input into the process and planning as necessary.

166. The CEHRD reported a significant improvement in enrolment due to the various types of support provided for the education of disabled children including scholarships, curricula, textbooks, reference books, screening (functional assessment before enrolment) and so forth. Each disabled student residing in hostels gets a scholarship of NPR 4000 per month. The table below (table 14), shows an increase in enrollment of differently abled children at basic level, confirming these results.

Table 14 :Total numbers of students by major types of disabilities at primary level, 2013-17

School level	School year		Types of disabilities							Total Disabled
			Physical (affecting mobility)	Intellectually impaired	Hearing impaired	Visually impaired	Low Vision	Hearing and Visually impaired	Vocal and speech related	
L basic level	2013	Girls	7,152	6,214	3,558	461	2,169	477	3,045	23,076
		Boys	8,093	6,802	3,805	461	2,198	511	3,629	25,499
		Total	15,245	13,016	7,363	922	4,367	988	6,674	48,575
Upper basic level	2013	Girls	3,212	1,352	1,092	193	1,299	155	688	7,991
		Boys	3,375	1,409	1,250	176	1,185	142	873	8,410
		Total	6,587	2,761	2,342	369	2,484	297	1,561	16,401
Basic level	2013	Girls	10,364	7,566	4,650	654	3,468	632	3,733	31,067
		Boys	11,468	8,211	5,055	637	3,383	653	4,502	33,909
		Total	21,832	15,777	9,705	1,291	6,851	1,285	8,235	64,976
Lower basic level	2014	Girls	7,060	6,134	3,512	455	2,141	471	3,006	22,779
		Boys	7,989	6,684	3,739	453	2,170	502	3,566	25,103
		Total	15,049	12,818	7,251	908	4,311	973	6,572	47,882
Upper basic level	2014	Girls	3,224	1,357	1,096	194	1,304	156	691	8,022
		Boys	3,388	1,414	1,255	177	1,190	143	876	8,443
		Total	6,612	2,771	2,351	371	2,494	299	1,567	16,465
Basic level	2014	Girls	10,284	7,491	4,608	649	3,445	627	3,697	30,801
		Boys	11,377	8,098	4,994	630	3,360	645	4,442	33,546
		Total	21,661	15,589	9,602	1,279	6,805	1,272	8,139	64,347
Lower basic level	2015	Girls	6,892	5,979	3,435	460	2,097	467	2,936	22,266
		Boys	7,764	6,516	3,649	454	2,117	501	3,472	24,473
		Total	14,656	12,495	7,084	914	4,214	968	6,408	46,739
Upper basic level	2015	Girls	3,256	1,379	1,114	196	1,325	156	694	8,120
		Boys	3,427	1,436	1,270	179	1,201	144	884	8,541
		Total	6,683	2,815	2,384	375	2,526	300	1,578	16,661
Basic level	2015	Girls	10,148	7,358	4,549	656	3,422	623	3,630	30,386
		Boys	11,191	7,952	4,919	633	3,318	645	4,356	33,014
		Total	21,339	15,310	9,468	1,289	6,740	1,268	7,986	63,400
Lower basic level	2016	Girls	7,122	6,190	3,550	470	2,166	477	3,032	23,007
		Boys	7,926	6,631	3,724	465	2,150	514	3,555	24,965
		Total	15,048	12,821	7,274	935	4,316	991	6,587	47,972
Upper basic level	2016	Girls	3,270	1,374	1,111	198	1,328	156	691	8,128
		Boys	3,437	1,443	1,271	177	1,195	146	891	8,560
		Total	6,707	2,817	2,382	375	2,523	302	1,582	16,688
Basic level	2016	Girls	10,392	7,564	4,661	668	3,494	633	3,723	31,135
		Boys	11,363	8,074	4,995	642	3,345	660	4,446	33,525
		Total	21,755	15,638	9,656	1,310	6,839	1,293	8,169	64,660
Lower basic level	2017	Girls	7,236	6,302	3,645	418	2,069	406	3,073	23,152
		Boys	8,004	6,775	3,803	429	2,053	453	3,608	25,125
		Total	15,240	13,080	7,448	847	4,122	859	6,681	48,277
Upper basic level	2017	Girls	3,399	1,415	1,168	202	1,389	198	1,183	8,948
		Boys	3,570	1,495	1,324	174	1,257	187	1,667	9,672
		Total	6,969	2,907	2,494	376	2,646	385	2,846	18,620
Basic level	2017	Girls	10,635	7,717	4,813	620	3,458	604	4,256	32,100
		Boys	11,404	8,270	5,127	603	3,310	640	5,275	34,797
		Total	18,641	15,987	9,942	1,223	6,768	1,244	9,527	66,897

Source : Consolidated report 2017-2018, p29.

167. According to CEHRD officers, residential provision to the disabled children had a great impact on students' retention and participation in school and within the classroom although the data is not appropriately documented.

168. Moreover, in the budget speech of 2075/076BS, the Nepalese Government proposed to establish seven new special schools (one in each province). For the current fiscal year, NPR 10 000 000 have been allocated to each province. The expectation is that these seven special schools will be residential model schools and accommodate 200 students with different disabilities such as those with visual impairments, hearing impairments, physical disabilities, or intellectual disabilities. It can be noted that this new measure is not in line with the SSDP's policy approach for inclusive education.

169. The disability-focused inclusive education facilitation book (CEHRD, 2075BS18) mentions 77,705 disabled students studying from early child education development level to secondary level (ECED: 2010; primary level: 45,655; lower secondary level: 18,294; secondary level-11,746). However, the data uploaded in the IEMIS and published in the latest flash report (Flash I 2018/2019) is significantly lower, with 17,322 students identified as presenting one or several disabilities in lower basic education and 10,818 in upper basic education. These figures represent respectively 0,58% and 0,69% of the student population at these levels. As global and regional estimates for the proportion of students with one or several disabilities are between 10 and 15%, this ratio is extremely low. Although these data need to be considered with care, due to the change occurred in the IEMIS data collection, these figures might indicate a difficulty to screen and report children presenting one or several disabilities.

170. The IE section of the CEHRD with support from USAID, HI/WEI and other donors is developing a subsystem for EMIS in order to have better future data on children with disabilities. The EMIS and Inclusive Education sub Technical Working Groups will support this process. The UNICEF OSC-O study, undertaken in 2016, found that about 30% of out of school children presented one or several disabilities. Their participation and achievements within the education system (through formal or non-formal pathways) will have a major impact on meeting the expected targets and objectives of the SSDP.

171. Identification of out of school Children with disabilities and appropriate support for their engagement in school activities still need further effort. If some NGOs' mapping of OOSC has enabled to identify children with disabilities¹⁹, stakeholders interviewed by the MTR team at school, local and provincial levels tended to underestimate the prevalence of children with disabilities in their catchment areas. The SSDP stipulates (p. 40) that it will establish and strengthen diagnostic and referral mechanisms to identify and support children with disabilities (including specialized children with disabilities ECED and PPE facilities and home-based support for children with severe disabilities). This should be prioritized in order to address the needs of children systematically, particularly in light of the federal context. Such a system could be further elaborated in the above mentioned inclusive education strategy.

172. Head teachers and teachers, even when highly committed to school improvement and targeted interventions seemed to lack a proper understanding on the inclusive approach and efforts to be undertaken in that regard.

173. Of the mainstream community schools visited by the MTR team, most said they had no children with disabilities. For example, out of three schools visited in Province Four only one school reported that they have 2 to 3 children with disabilities.

¹⁸ CEHRD (2075BS) Disability focused inclusive education facilitation book. Sanothimi Bhaktapur..

¹⁹ F. Perry, op cit.

174. School visits from the JRM also indicated difficulties for teachers in mainstream schools to identify whether any of the children in the school had multiple disabilities aside from hearing impairments. (JRM 2018).

175. Joint field visit reports reveal²⁰ that although all students receive disability grants in special schools (school-children with hearing impairments), it is not adequate to cover student needs. Specialized schools visited were inadequate, with poor WASH amenities and a lack of textbooks. Besides, teachers had only received the basic level government training and an NGO provided sign language training. Teachers lacked strategies to support these students (JRM, Nov, 2018).

176. Currently, the IE section of CEHRD along with USAID/HI/WEI are revising a disability screening tool to help teachers identify children with disabilities at school and improve the quality of their learning. Its dissemination and use would be essential to support these children within the mainstream schools.

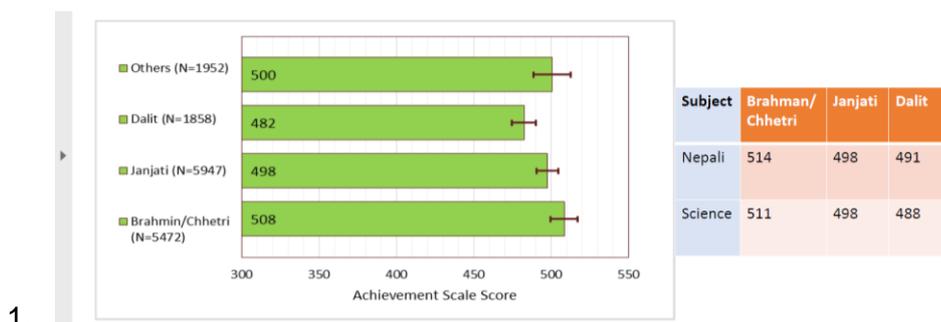
177. The current system of special resource classes/special schools and limited residential scholarships although well intended, is not sufficient to contribute to the inclusive education approach. Addressing special schools and residential schools within the planned Inclusive Education strategy/plan will be essential to supporting the gradual transition from special education to inclusive education and ensuring the role of special schools or resource centers can serve the broader community and mainstream schools, especially in a federal context.

(d) Dalit and other disadvantaged cast/ethnic groups

178. Progress in the enrolment of disadvantaged ethnic/caste groups, although not included in the PRF, is calculated in every flash report. However, the level of disaggregation (by eco belt, education level, gender) varies from one report to another making consolidation difficult. It seems however that the proportion of Dalit in lower and upper basic education has slightly increased.

179. NASA 2017 results raise concerns when it comes to equity in terms of learning outcomes. There are significant differences based on ethnicity when it comes to results in Nepali, Math and Science: Brahman/Chetri students perform significantly better in Math, Science and Nepali while Dalit perform significantly worse than all others.

²⁰ JRM Aide mémoire, Nov 2018

Table 15: performance NASA 2017 by ethnicity in Mathematics

Source : BRM 2018, Annex 8, NASA 2017 grade 8 Results and Analysis

180. Interviews undertaken at local level indicate that Dalit's participation in school is still a major concern. Respondents tend to indicate that guardians (especially fathers) are not supportive of their children's enrolment in school but have difficulties in identifying solutions and strategies they could implement to increase participation. Although an unconscious bias of the respondents toward Dalit communities could also influence their assessment, combined support activities (ie IGA, adult literacy and life skills programs) targeting mothers could support children's active participation in schools. An analysis of NGOs' holistic approaches in this respect could be useful to provide guidance to LGs in how they address this issue.

(3) Quality

181. While positive trends and achievements can be noticed in terms of equitable access and participation, the indicators regarding quality (including the measurement of learning outcomes) are lagging behind.

182. Although efforts have been made to improve the conditions of schools through the adoption of Priority Minimum Enabling Conditions (PMEC) and grants have been allocated to improve school learning environments, the number of targeted schools reaching the minimum standards is not monitored regularly.²¹

183. Important efforts have been made to enhance the quality of the teaching and learning process, with a strong focus on early grades to ensure solid foundations for further learning, and an improvement of subject learning in mathematics, English and science in upper basic education (grades 6-8).

(e) The National Curriculum Framework

184. The National Curriculum Framework (NCF) 2075 was approved and implemented for the first time in Nepal on 2063 BS. In accordance with its guideline, the school education curriculum was developed and modified in 2071 incorporating contemporary changes. In line with the constitution 2015 provision for education as a right and the roles of various tiers of government federal, provincial and local level, the NCF has been revised, restructuring the school education system from pre-primary/and early childhood development to class 12 as per the education law, and to make it focused on skill, public, employment and value.

²¹ The 2017/2018 consolidated flash report finalized in May 2019 includes data on the minimum enabling conditions for basic schools. However, it would be interesting for monitoring the impact of the provision made by the MoEST to support their development to monitor whether the schools benefitting from targeted interventions progress in reaching the minimum enabling conditions.

185. The NCF has been approved by the Curriculum Development and Evaluation Council and most of the curriculum for grades 1 to 12 has been drafted. The framework serves as a basis for developing all revisions to the existing curriculum. The NCF provides guidelines for overall aspects of the curriculum such as national goals of education, educational structure, competencies by level of education and management, curriculum details, teaching areas and learning facilities, student evaluation and certification, and institutional management for the implementation of the curriculum.

186. The NCF was developed taking into account aspects such as localization, decentralization, inclusion and globalization. Today's need is to preserve and consolidate the values of economic and social transformation such as sustainable development, local autonomy, human rights, children's rights, peace, social and gender equality, environmental protection, information and communication technology, practical skills and life skills.

(f) ECED/PPE

187. While progress is on track regarding enrolment and the development of additional centers to meet the needs, the indicators related to teachers' training are lagging behind. Furthermore, the update on targets regarding ECED/PPE schools meeting the minimum standards in planning and review documents (ASIP/JRM and BRM aide mémoire) seems to have been overlooked.

188. The assessment of ECD undertaken in 2017²² showed that: i) the ECED/PPE centers met more standards related to infrastructure than standards related to instructional/play material or health check-ups; ii) the performance of children significantly increased in line with teacher qualification and training received, and; iii) the performance of children was low even in tasks/areas that did not require expensive play/ instructional material to be developed, but which required trained facilitators/ teachers (i.e. gross motor skills, situation in time, identification of a rhythm, etc.).

189. Interviews and informal exchanges during field visits also indicate that the specificity of the sub-sector and importance of its quality to support further learning in early grades is not fully understood by all stakeholders (PGs, LGs²³, and parents but also teachers and head teachers themselves).

190. The benefit of specific activities involving playing and singing to develop pre-reading and pre-writing skills or early numeracy skills (phonologic awareness, fine motor skills, rhythm, etc.), has been vastly documented, and could serve as a basis for the communication and awareness of the different stakeholders. The results of projects related to parental education could also be widely disseminated to raise the awareness of LGs and PGs.

191. The ASIP/AWPB 2018-2019 includes the revision and development of standards, guidelines and learning material for ECD. However, capacity and budget for the training of facilitators does not appear to be planned or available to meet the targets set.

192. Considering that the vast majority (94.5%) of teachers/facilitators at this level are female, the low level of expected qualification/training/specific knowledge and undervalued remuneration contribute to a gender imbalance.

193. The wage increase for ECED teachers/ facilitators envisaged at the beginning of the program has not yet been implemented, but a substantial raise (+50%) should be implemented

²² A report on ECD Assessment in Nepal -2017.

²³ It is worth noting that the mayor of a rural municipality (ex VDC) interviewed by the MTR team was more knowledgeable about early childhood education specificities and needs than other mayors and LG education officers interviewed, and the head teacher and teachers interviewed from the school within his constituency.

from 2019/2020 onward.²⁴ This effort is important to demonstrate the status of teacher but also the importance of early grade learning.

194. However, the status of said teachers and their career development remains largely limited since they are separated from the existing appraisal scheme for basic and secondary teachers (see objective 4 – Teacher management and professional development). While the flexibility of their status enables community-based centers to be opened outside community schools, and thus to adapt to community needs, it also: i) limits their own career development (with a risk of high turnover); and ii) the integration of ECED/PPE within basic education early grades curriculum (see development below regarding integrated curriculum for grades 1-3).

195. The question of ECED/PPE teachers' official status should be included within the overall teacher appraisal scheme currently considered. Common training modules regarding early childhood development and class-based activities could be delivered both to ECED/PPE and grade 1-3 teachers to support a common vision of early learning and support the continuity of the teaching-learning process.

196. It is worth noting that community-based centers and community school-based centers, while representing 84% of the total centers/classes, only enroll 56% of ECED/PPE students.²⁵ When considering the socio-economic status and castes of enrolled students, it clearly appears that community-based/community school-based ECED/PPE centers enroll the majority of Dalit children (75%) enrolled at this level. An investment in the quality of education provision in community-based/community school-based ECED/PPE centers would have a positive impact in terms of equitable access to basic education service delivery.

(g) Early Grades (1-3)

(h) Integrated curriculum grade 1-3

197. Based on the revised NFC the integrated curriculum for grade 1-3 has been finalized by the CDC with the support of the Technical Assistance for Soft Skills (TASS) project. The integrated curriculum for grades 1-3 has been finalized by the CDC²⁶, including soft skills and related students and teachers' material (teachers' guide, teaching units for all subjects students' Practice Books) have been developed and being finalized.

198. The integrated curriculum development for grades 1 – 3 has covered the subject areas namely English, Nepali, Mathematics and My Surroundings and one local subjects which will be decided later by the local level.

199. The integrated curriculum will be implemented during a pilot phase in 2019/2020 in 100 schools of 17 districts (2 from each province + Kathmandu, Bhaktapur and Lalitpur from Valley). Identification of the schools is undergoing. A two days orientation should be provided to the teacher and headteachers to handle the material. Additional training should be provided and followed up by the CEHRD.

200. However, stakeholders interviewed at the CDC mentions that delays encountered during the preparation of the curriculum were caused by two main factors: lack of technical capacity to develop a curriculum based on a new paradigm and administrative burden. Considering the ongoing transition to federalism and its impact on the available supervision for close pedagogical supervision and mentorship, it is recommendable to provision specific support from the CEHRD for the pilot phase.

²⁴ Based on consultations with the CEHRD budget and planning division, this hypothesis has been integrated into the updated plan cost.

²⁵ Flash report 2075 (2018-2019), p 22.

²⁶ The integrated curriculum has been formally approved by the Curriculum Development and Evaluation council on April 5, 2019

(i) NEGRP

201. With support from the US Agency for International Development (USAID), a five-year program (2014/15-2019/20) has been implementing the National Early Grade Reading Program (NEGRP) by the Government of Nepal to enhance the reading skills of pupils in grades 1 to 3 in 16 districts of the country. Four additional districts are planned to be covered in 2019/2020 (Taplejung, Dhanusa, Rasuwa and Tanahu).

202. The NEGRP focuses on improving the quality of early grade reading instruction and teaching and learning materials, strengthening education systems and policies, and developing supplemental reading materials for children. In addition, the program aims to create a culture of reading by involving parents and communities in their children's learning, both in schools and their homes.

203. The regular assessment of pupils is one of the core principles of the NEGRP as it provides feedback to the program and helps adjust the pace of teaching, providing additional support and differentiated instruction as and when necessary.

204. The NEGRP has developed mother tongue materials in Rana Tharu for grade 1, and is currently piloting these materials in 27 schools in the Kailali and Kanchanpur districts. In the 2019/2020 FY, NEGRP will develop Rana Tharu materials for grade 2 and Maithili and Awadhi materials for grade 1.

205. The learning outcomes of students are assessed through the community-based EGRA (CB EGRA) undertaken by the ERO (see section on objective 8). This test is administered by teachers and the results are communicated to the parents in order to increase awareness on the importance of early grade reading.

206. The preliminary findings of a recent performance evaluation of EGRP (USAID April 2019) highlight that all persons interviewed associated with the schools where EGRP is implemented - from parents to provincial education office staff, agreed that EGRP is a good program and that there is currently no better alternative for improving learning at primary school level.

207. Several positive outcomes have been identified regarding the program:

- The teaching and learning materials (TLMs) and supplementary reading materials are much appreciated and actively used
- Where TLMs are being used, key informants report they are having an impact on student learning, consistent with the EGRP mid-line evaluation.²⁷
- Similarly, key informants consistently reported that parent engagement²⁸, student attendance and teacher motivation have all increased in schools where EGRP TLMs are being used by trained teachers.
- Reading competitions are demonstrating the value of the EGR model to the broader community. Anecdotes have been reported about students from community schools with two or more years of EGR support (both through EGRP and other NGO-led EGR projects) performing better than boarding/private school students in Nepali reading competitions. This has apparently resulted in some children transferring

²⁷ National Opinion Research Center (NORC). (2018). *Impact Evaluation of the Early Grade Reading Program (EGRP) in Nepal: Mid-line Evaluation Report*, Chicago: National Opinion Research Center. University of Chicago. July. 47.

²⁸ NORC (2018) finds that increased parental engagement is associated with higher levels of student achievement.

back to community schools or boarding schools in proximity to EGRP schools adopting 90 minutes per day of Nepali instruction.

208. Despite improvements in reading outcomes, the expected increase in the SSDP target for the percentage of grade 3 students reading with fluency and comprehension from 12.8 percent (2015/2016) to 14.1 percent in 2018/2019 and 15.6 percent in 2020/2021 is unlikely to be met. The recent mid-line impact evaluation of the EGRP demonstrated that only 26.3% of grade 3 Nepali mother tongue learners and 2.9% of grade 3 non nepali mother tongue learners in 6 cohorts districts were reading at national benchmark levels that indicate fluency and comprehension (45 words per minute and 80% comprehension).

209. The transition to federalism had an significant impact on the program’s implementation:

- Mentoring and supervising staff at the local level and in central agencies have been replaced and institutional knowledge of the program and its activities needs to be rebuilt;
- The ownership of the program and its activities is uneven among all LGs and local education units will need further capacity development;
- The trend to use English as the language of instruction from early grades could have negative effects on learners’ achievements, as existing evidence demonstrates that children struggle to learn to read in a language they do not understand and that the majority of teachers do not speak English well enough to provide quality teaching.

210. Furthermore, experience shows that school-level capacities are very uneven for the implementation of the NEGRP, and would need to be reinforced. Considering the evaluation, the targets for the roll-out of the program should be reviewed and additional activities (orientations and TA for LG capacity building) which were not initially planned should be considered.

(j) Multilingual education

211. The Constitution of 2015 grants the right to education in the children’s mother tongue until the end of secondary. Several provincial and local governments interviewed during the MTR field study indicated that they had drafted local language education acts although it does not seem that they have yet been passed.

212. Stakeholders encountered at the local level seem more supportive of the introduction of local context specificities into the curriculum than on the development of education provision in local languages. Multilingual educational and activity-based material for early grades has been developed by the CDC. The CDC has developed student’s and teacher’s material in 20 languages (language as a subject, Mathematics, Science or Social studies) and several of them have been distributed. It is important to note that parent’s strategies and ambitions often favor the use of English as a medium from early grades up. Community schools tend to align their practices with institutional/private schools in that regard. However, considering the shortage of teachers mastering the English language²⁹, it is likely that the language medium will remain mostly Nepali in the early grades.

213. The 2018 EGRP midline evaluation confirmed the EGRA 2014 results, highlighting the stark and concerning differences in reading outcomes between L1 (Nepali speakers) and L2

²⁹ During field visit some stakeholders indicated that they have introduced English as a medium in early grades but at the same time that due to a shortage of English teachers, they “teach English in Nepali”.

learners (non-Nepali speakers).³⁰ Teachers and head teachers lack a proper understanding of the potential impact of language of instruction on reading skill acquisition and acquiesce to parental demand for English as the MOI.³¹

214. Different stakeholders also report that in some localities, teachers can have pupils with different mother tongues in the same class, and point out the practical difficulty of using the children's mother tongue.

215. Other stakeholders consider that demand for the provision of mother tongue education is the result of a minority of activists, and discard it as such.

216. Considering the diversity of languages spoken in Nepal (mainly vernacular, i.e. absence of a potential lingua franca), the SDDP opted for a multilingual strategy depending on the type of school catchment³², which still seems the most appropriate.

217. The current legislative and curriculum framework enable localities where a consensus exists to develop mother tongue education provision, with the support of CDC to develop relevant teaching-learning material. In addition, the IEMIS collects data on the mother tongues of students and teachers making it possible to plan education provision accordingly.

218. As shown with the results of the CB EGRA on parents' awareness (see section on Examination and Assessment p. 110), parents are sensitive to information and results-based evidence that teachers and head teachers are not currently able to provide. Parents (and other stakeholders, including teachers) need clarification on the difference between learning a language as a subject and a language of instruction.

219. Awareness campaigns targeting parents, LGs and PGs should insist on technical aspects (improving learning outcomes) underlying the necessity for young children to learn to read in a familiar language (Nepali) before switching to another medium of instruction (English).

220. Additional material and training targeting pedagogical teams and LG education officers should further clarify the difference between language as a subject and as a medium of instruction (i.e. English can be a subject in an early grade, not a language of instruction), develop their understanding of the use of languages in the classroom and provide technical guidance for teaching Nepali as a second language.

221. The generalization of ECED/PPE as a transitional year in mother tongue with a progressive introduction of Nepali as a second language (with a focus on oral language development through songs, key words for the classroom, etc.) might also be a suitable strategy to ease the transition between ECED and grade 1, and to support early grade learning where instruction in local languages cannot be developed for different reasons. However, this requires

³⁰ The midline EGR evaluation showed that while 26.3% of grade 3 L1 learners are reading at benchmark level, only 2.9% of L2 learners are reading at benchmark level in the sample of the 6 districts. This is true when controlling for other indicators like household assets/wealth, parental education, etc.

³¹ Some teachers and head teachers interviewed indicate that some local languages (i.e. Maithali) are close enough to Nepali, and that use of the mother tongue is not the main factor explaining the difficulties encountered by the pupils.

³² SDDP 2016-2023: '**Type 1** schools are made up mainly of learners who are homogeneously Nepali speaking on entry to ECED/PPE or grade 1 (estimated as accounting for 60-70% of schools). In these schools, no interventions other than early grade reading (EGR) and effective English language teaching are needed. **Type 2** schools are made up of learners that homogeneously speak a language other than Nepali as their mother tongue on entry to ECED/PPE or grade 1 (estimated as 10-15% of schools). For these schools the mother tongue will play a prominent role in children's learning in ECED/PPE through grade 3. Progressively their mother tongue will be supported and developed as well as used to assist children to transition to Nepali as the medium of instruction. **Type 3** schools are made up of learners from diverse language backgrounds with no common mother tongue on entry to ECED/PPE or grade 1 (estimated as 15-20% of schools). For these schools, all the children's languages will be valued, but Nepali will be used as the medium''.

appropriate training for teachers/facilitators and the development of teaching-learning materials accordingly.

(k) Upper Basic Education (grade 6-8)

222. The focus regarding upper basic education is on the quality improvement of teaching-learning processes in mathematics, science and Nepali, notably through the provision of subject teachers, and the development of activity-based toolkits in mathematics, science and English, including printed and audio-visual material.

223. By 2018, activity-based toolkits in mathematics, science and English had been developed by the CDC, including printed and audio-visual materials and interactive digital materials. The materials include guidelines for teachers to engage in participatory teaching and learning approaches and introduce project work into classrooms. The kit will be made accessible online through the CDC website, while an offline version will be distributed for installation in schools so that the materials can be accessed without an internet connection in local school networks.

224. Mandatory teacher professional development is ongoing to use activity-based material. Centrally designed training modules target teachers of different levels and subjects, and cover the use of the activity-based kit as well as students' continuous assessment. Distribution to 1000 schools is expected to be finalized in the current year (2018/2019). It is worth noting, however, that the dissolution of RCs and RPs will not enable close follow-up and mentorship in the classroom, of the training delivered.

225. The implementation of these activities with adequate support to improve teaching-learning practices appears all the more necessary considering the latest NASA results for grade 8. While some improvement in students' learning outcomes can be noted in Nepali, the results in mathematics and science are poorer in 2017 than in 2013 (Table 16).

Table 16: Comparison of NASA 2013 and NASA 2017³³

Nepali	Raw Score Mean (max = 21)	mean achievement (score/max)*100	Average achievement Scale score (CTT)
NASA 2013	10.28	48.98	495.23
NASA 2017	11.00	52.40	504.75
Science	Raw Score Mean (max = 10)	mean achievement (score/max)*100	Average achievement Scale score (CTT)
NASA 2013	4.0827	40.8	501.7394
NASA 2017	3.9621	39.6	498.7543
Math	Raw Score Mean (max = 14)	mean achievement (score/max)*100	Average achievement Scale score (CTT)
NASA 2013	5.899	42.14	507.96
NASA 2017	4.948	35.35	492.39

Source : BRM 2018, Annex 8, NASA 2017 grade 8 Results and Analysis

Mathematics	NASA 2013	NASA 2018
	507.96	492.39
Nepali	NASA 2013	NASA 2018
	495.23	504.75
Science	NASA 2013	NASA 2017
	501.74	498.75

³³ Raw score, mean achievement and average achievement scale score on the left and Overall mean score using linking items on the right. The comparison uses Classical Test Theory (CTT) but is based on linking item for the overall mean score.

b) Main factors affecting progress or identified risks, analysis of the related PRF indicators, DLI and recommendations

226. Almost all DLI are, to a certain extent, related to the expected outcomes for objective 1. However, some of them more precisely target the equitable access and quality of the learning outcomes:

- DLI 1: Reading proficiency and habits strengthened in early grades;
- DLI 2: Enhanced teaching-learning process through NCF revision and access to activity-based mathematics, science and language;
- DLI 3: Improved teacher management availability and accountability, including improved development of trained subject teachers in mathematics, science and English in basic and secondary;
- DLI 6: Reduction of disparities in access and participation;
- DLI 8: Provision of adequate DRR resilient safe school facilities.

227. Several of these DLI are already encountering difficulties to meet the expected target (and very likely the outcomes). This is the case for DLI 1, where due to the transition to federalism and dissolution of close supervision and pedagogical support and mentorship through the RCs, the expected roll-out to additional districts, would need further activities (beyond the NEGRP minimum package) to be undertaken and budgeted for especially orientation and capacity building of LGs and PGs on NEGRP. However, the difficulties involved in meeting the expected targets for early grades also relate to other factors (common lack of understanding of the pedagogical innovations introduced to improve teaching and learning practices, lack of knowledge and understanding of child development, uninformed decision-making on the selection of English as the MOI etc.) that would require the involvement of a wide spectrum of stakeholders (PGs, LGs, pedagogical team within the schools, parents) through awareness and capacity building related activities that were not initially planned either in the NEGRP or SSDP.

228. The dissolution of the RCs also raises the question of the capacity of the seven provincial ETCs to meet:

- the target set for other related DLIs (2 and 3) and basic education-related activities (i.e. training for ECED/PPE teachers or teacher training on inclusive education/gender sensitiveness, that is greatly needed).
- the expected outcomes in terms of improved teaching-learning processes and learning outcomes.

229. It is worth considering that difficulties have been encountered in implementing the targeting scheme aiming at reducing disparities in access and participation (DLI6) with issues in engaging in systematic approaches. Additional surveys/analysis would be necessary to identify more precisely 'what works and what does not' in terms of not only enrolling but also retaining out-of-school children (including children affected by one or several disabilities) and helping them to succeed. With the transition to federalism, the capacity building of local stakeholders should also be considered to achieve the target set.

230. The transition to federalism had a major negative impact in terms of loss of the institutional memory of the activities already implemented, due to the turnover within institutions at central and local level. There is thus a need for additional capacity development at the central, provincial and local levels in order to:

- Implement activities and the expected roll-out (NEGRP, integrated curriculum for grades 1-3);
- Ensure appropriate use of the existing tools developed for planning and implementing activities at PG and local level (ESIPs), and revise these tools to include focus on the retention and learning outcomes of OoSC. In addition to the general systematic induction on SSDP planning, budgeting, monitoring and implementation in all municipalities through the development of the SSDP toolkits, intensive support to a selected number of municipalities within the previous 15 selected districts through Equity Strategy Implementation Plans (ESIPs), including contingency support mechanisms when the essential staff is absent;
- Develop IEMIS to include OoSC mapping and monitoring;
- Develop a new mechanism to support capacity development at school level (TPD and school management).

231. Additional activities are necessary to raise parents' awareness regarding 'language of instruction' and its importance in early grades, but more broadly on early childhood development mechanisms. Furthermore, an intervention related to information needs is expected to address:

- the availability of disaggregated data to monitor progress, especially in terms of equity-related dimensions (data disaggregated for different specific groups, including children with disabilities), also needs to be explored;
- some key indicators such as the proportion of schools meeting minimum enabling conditions, which should also be included in the PRF to monitor progress in terms of quality learning environment;
- additional surveys and information gathering regarding key issues, such as the activities that improve the retention of OoSC and their learning outcomes, which would also be beneficial to improve the activities of the program and its efficiency.
- Dis-aggregation and dissemination of early grade reading data by L1 and L2 learners to help parents understand the importance of using a LOI.

232. In addition, the current draft of the Inclusive Education Master Plan needs to be finalized and operationalized.

2. Objective 2: Improved access to quality secondary education

233. Two major outcomes have been envisaged by the SSDP regarding secondary education. The first focusses on improving equitable access via the development of secondary education provision through both formal and non-formal streams (development of open school programs) and pro-poor targeted scholarships for students. The second focusses on improving the quality of teaching-learning through a revised curriculum with a strong focus on science subjects and the development of pre-vocational skills (development of technical stream, TVE within general education), improved teaching and learning processes with the provision of activity-based kits in mathematics, science and English, the allocation of appropriately trained subject teachers, and a reform of the examination and assessment system (introduction of single subject certification to increase the transition rate after grade 10 and standardized assessments). The expected activities and outputs for each outcome are listed below.

Table 17: Objective 2: Outcome, output and activities

Outcome	Outputs and Activity
Outcome 2.1 Improved equitable access to secondary education	<ul style="list-style-type: none"> ▪ Increased number of higher value scholarships for poor and marginalized students (residential and non-residential) ▪ Free textbooks (up to grade 12) for targeted students ▪ Upgrading of primary schools to secondary schools based on mapping and needs ▪ Provision of at least one secondary school in each constituency providing science subjects at grade 11 ▪ Needs- and criteria-based (according to regular survey of DEO technical personnel) construction of classroom blocks and WASH facilities
Outcome 2.1 Improved equitable access to secondary education	<ul style="list-style-type: none"> ▪ Increased number of higher value scholarships for poor and marginalized students (residential and non-residential) ▪ Free textbooks (up to grade 12) for targeted students ▪ Upgrading of primary schools to secondary schools based on mapping and needs ▪ Provision of at least one secondary school in each constituency providing science subjects at grade 11 ▪ Needs- and criteria-based (according to regular survey of DEO technical personnel) construction of classroom blocks and WASH facilities
Outcomes 2.2. Improved quality of secondary education	<ul style="list-style-type: none"> ▪ Upgrading of existing community schools to model schools ▪ Reforms in the examination and assessment system ▪ Strengthened TVE subjects in secondary education

Source: SSDP, GoN, 2019

a) Updated SSDP PRF

234. The table below presents the KPIs of Objective 2 (secondary school education).

Table 18: PRF objective 2

Indicators		Baseline (2015/16)	Year 1 Target 2016/17	Year 1 Achievement	Year 2 Target 2017/18	Year 2 Achievement	Year 3 Target 2018/19	Year 4 Target 2019/20	Year 5 Target 2020/21	DLI	KPI
Secondary Education											
GER in grades 9-12	T	56.7	61.5	59.6	66.7	60.6	72.3	78.4	85.0	DLI7	3.1
	B	56.8	61.6	60.0	66.8	61.3	72.4	78.5	85.2		
	G	56.6	61.4	58.9	66.6	60.0	72.2	78.3	84.9		
NER in grades 9-12	T	37.7	40.3	38.9	43.1	43.9	45.1	49.3	53.0		3.2
	B	37.8	40.4	39.3	43.2	44.1	46.2	49.4	52.9		
	G	37.6	40.2	38.6	43.0	43.7	46.0	49.2	52.6		
Survival rate to grade 10	T	37.9	41	60.1	45	57.1	50	57	65		3.3
	B	37	41.2	44.3	45.9	56.5	51.1	57	63.5		
	G	38.9	43.3	46.0	48.3	57.6	53.8	59.9	66.7		
Survival rate to grade 12	T	11.5	13	NA	15	17.2	18	21	25		3.4
GPI in NER (grade 9-12)		0.99	1.00	0.98	1.00	0.99					3.5
% of students enrolled in science subjects in grade 11 in Community schools	T	3.5	4.3		5.3		6.6	8.1	10.0		
	B	5	6.2		7.6		9.4	14.3	14.3		
	G	2.1	2.6		3.2		3.9	4.9	6.0		
% of students enrolled in technical subjects in grade 9	T	0.7	1.1		1.7		2.5	3.9	6.0		
	B	0.9	1.4		2.1		3.3	5.0	7.7		
	G	0.5	0.8		1.2		1.8	2.8	4.3		
N° of students enrolled in technical subjects in grade 9-12	T	9250						72540	102600		
Number of model schools		-	240	223	290	223	340	440	540	DLI 5	
Number of community schools offering science subjects in grade 11-12		240	240		290		340	440	500		

No. of schools with access to science, maths and language kits			-		Science, maths and language learning kits and teacher guides developed for grades 6-8	Science, maths and language learning kits and teacher guides developed for grades 6-8		1000	1000		DLI € 2.1b , 2.2, 2.4b
No. of schools receiving activity-based kits for mathematics, science and English language for grades 6-8			NA				1000	2000	3000		DLI € 2.1b , 2.2, 2.4b
n° of schools establishing internet facilities			NA				1000	1000	1000		

Source: Updated PRF annex 4 and Updated KPI table 1 -JRM 2018 Aide mémoire, JFA annex: DLI Matrix

b) Access and participation

235. The Constitution adopted in 2015 guarantees access to free secondary education. It is worth noting that while community schools enroll almost 75% of students at basic and lower secondary levels (grades 9-10), they only enroll about 55% of students at higher secondary level (grades 11-12). The low proportion of community schools offering upper secondary education can partially explain this trend. The provision of free quality education at upper secondary level remains a challenge. Education in upper secondary level remains a challenge.

Table 19: Students' Enrollment rate

	% of schools offering lower basic education level	% of schools offering upper basic education level	% of school offering lower secondary education	% of schools offering higher secondary education	% of students enrolled lower basic education level	% of students enrolled in upper basic level	% of students enrolled in lower secondary level	% of students enrolled in higher secondary level	% of school units (total)
C	99%	43%	24,3%	7,3%	72,9%	72,8%	77,3%	54,6%	84,9%
I	99%	76%	58,4%	8,2%	27,1%	24,3%	22,7%	45,4%	15,1%
T	99%	48%	29,5%	7,4%	100%	100%	100%	100%	100%

Source : authors calculations based on 2075 (2018/2019) flash report I draft data.

236. The provision of open school programs enabling students who cannot enroll in the formal stream to sit the same exams (SEE), was developed during the first half of the SSDP, and stakeholders interviewed in the non-formal education section of the CEHRD report anecdotal evidence of positive results (i.e. cases where students from open schools obtain better results than students enrolled in formal education). However, data regarding these programs has not yet been included in the IEMIS and the PRF does not currently include indicators related to non-formal education programs. Although the MTR team could not further explore this learning pathway, the upcoming Education Sector Analysis might be able to provide additional insight on existing initiatives and their contribution to the provision.

237. Important progress has been made in the enrolment and retention of students in secondary education. Both the gross enrolment rate (GER) and net enrolment rate (NER) increased in the first two years of the program, by 4 and 4.2 points respectively. The NER progressed above target (41.9% vs. 41%), indicating a positive trend in terms of enrolment at the expected school age at this level. The survival rate up to grades 10 and 12 also progressed above target, which indicates that the students who reach upper secondary are unlikely to drop out.

238. The low progression of the survival rate at basic level explains that the GER at secondary level has been more limited than expected.

(1) Equity

239. GPI is achieved at secondary level. While disparities in terms of GPI can still be noted between provinces, they are far less significant than the disparities observed at basic level. Although positive, this trend is still related to the fact that only a minority of children access secondary education.

240. As mentioned in the Basic Education section, girls still face specific barriers regarding their access to and completion of secondary education when they reach puberty. Early marriage, the management of feminine hygiene and gender-based violence within schools or

when traveling to/from school continue to be serious obstacles affecting their progress and completion of secondary education.

241. It is worth noting that a higher proportion of female teachers in secondary education could support girls' participation by presenting them a role model and a more gender-balanced environment (USAID 2017).

242. The provision of WASH facilities is a minimum enabling condition in secondary education and is critical to support girls' active participation, but more 'software-oriented' activities could also have positive results (e.g. a strong code of conduct against harassment and the intervention of the head teacher, as a figure of authority, to raise families' awareness against early marriage or overwhelming chores).

(2) Quality

243. The JRM 2018 aide mémoire reports a total of 48 029 students enrolled in science subjects in grade 11. The Flash Report 2075 (2018/2019) indicates that 15% of upper secondary education students (grade 11 & 12) are enrolled in a science subject. However, data for secondary education used in the Flash I Report, currently provided by the NEB, is not disaggregated by grade and type of school. It is therefore difficult to assess whether the expected target for community schools has been met.

244. It is worth noting that the NEB collects data at secondary school level in order to organize examinations. While IEMIS school data collection for the Flash Reports is implemented twice a year (at the beginning of the school year starting in March/April for Flash I and towards the end of the school year for Flash II), the NEB collects data in October/November with figures reflecting the number of students enrolled and likely to sit examinations more accurately (eliminating students registered at the beginning of the school year who dropped out during the first trimester, or students who might have enrolled and/or being reported late by the schools). Further developments to incorporate NEB data into the IEMIS using the same level of disaggregation of the data collected would be useful to better follow-up on this point. The triangulation of the NEB data with Flash would provide great insights into efficacy of IEMIS in collecting data and would provide support for verification of EMIS data as well.

245. So far, no indicators regarding the number of secondary schools meeting enabling conditions have been included in the PRF. The ASIP and AWPB include different types of grant aimed at improving these conditions at different levels of education (ECED/PPE, basic, secondary): PCF textbooks and other resource materials, PCF for teachers, libraries and equipment, performance grants. However, the current list of inputs provided does not make it possible to identify whether these measures have been effective in increasing the number of schools meeting the required conditions. It is expected that the next consolidated flash report will include this information to further monitor progress.

246. A teacher rationalization and redeployment plan has been prepared. However, due to the transition to federalism, updates and revisions are currently being undertaken in order to set new standards that should be included in the Federal Education Act.

247. To respond to the shortage of subject teachers, provision has been made for 'teaching-learning support grants', allocated to schools to manage mathematics, science and English teachers in basic schools (grades 6-8) and secondary schools (grades 9-10) and teacher support in basic schools (grades 1-5). The teaching-learning support was provided to manage 1270 teachers in basic education (grades 1-5), 1229 teachers in basic education (grades 6-8) and 1448 teachers in secondary education (grades 9-10) to cover the shortfall

of subject teachers in the neediest schools. Although this effort is noteworthy, the adoption of the Federal Education Act is needed to proceed with the expected teacher rationalization plan and cover the needs using a more systemic approach. Teacher training was carried out based on the TPD modules that cover subjects and level-wise contents. 4500 teachers received TPD.³⁴

248. A recent survey (Acharya, S. and Uprety, T. 2019) noted the positive impact of the teacher training provided to mathematics and science teachers.

(a) Reform in examination and assessment

249. While the introduction of a single subject certification policy³⁵ at secondary level has increased the efficiency of the system, with more than 90% of students sitting the Secondary Education Examination (SEE exam) grade 10 pursuing their education, the overall quality of the education provided remains low.

250. This is evidenced in the low average Grade Point Average (GPA) in the Secondary Education Examination (SEE, grade 10), grade 11 and 12 examinations. Approximately 60% of students received scores of less than 40% in mathematics and science in the SEE exams 2017/2018 (JRM 2018). The allocation of subject teachers and activity-based kits in mathematics, English and science appears all the more crucial to improve these results in the coming years.

(b) Upgrading existing community schools to model schools

251. Model schools constitute a core strategy for secondary education in Nepal. As they must demonstrate high-quality teaching and learning processes, the targeted schools should receive considerable support to improve infrastructure (buildings respecting DRR norms, water and sanitation, hostels for teachers and students when possible) and equipment (ICT and science labs, libraries). They should have adequate subject teachers, appropriately trained to implement improved teaching methods, and a full-time head teacher available to focus on school management, teachers' performance, and the quality of education provision. Strong involvement from school management is expected through the participatory development of an SIP endorsed by the SMC and LGs, supporting the school request. It is expected that these model schools will serve as support centers for other schools in the localities and help disseminate good practices.

252. Selection criteria were adopted before the start of the SSDP and guidelines were drafted during its first year, as planned. By the second half of the program, 22236 schools had been selected based on the set criteria and had submitted their five-year master plan. The CEHRD is providing support and feedback regarding the finalization of the model schools master plan.

253. Of the total 222 model schools, 19 are directly supported by ADB and 203 by the GoN. ADB support is earmarked for important infrastructure development. The master plan of the schools supported by ADB covers educational aspects, management and infrastructure.

³⁴ Status report 2017/2018.

³⁵ To pass the SLC exam, in grade 10, students needed to reach a minimum mark of 32 per 100 in all eight subjects regardless of the stream they intended to follow after graduating. Students with a low level in English due to a shortage of teachers could fail their exam based on a mark below average while they could have entered a stream which did not require English. The single subject has reformed the grading system.

³⁶ While annex 4 of the JRM 2018 aide mémoire indicates that 223 schools have been selected, the DLI review only mentions 222 schools that have submitted their 5-year master plan.

254. However, stakeholders report that the allocation of government funds to support educational development has been lacking over the past years, thus hindering the qualitative development of their master plans.

255. For 2074/75 (2018/2019), all 203 model schools not targeted by ADB support have been provided with NPR 1.5 million for their programs by GoN. All 203 model schools were additionally provided with a grant of NPR 4.5 million in the year 074/75. Based on the joint field mission report and MTR external evaluation field data collection, several key issues partially related to the transition to federalism seem to be appearing in the process:

- The selected model school plans tend to focus on the ‘hardware’ component of quality learning environments (infrastructure, equipment, teaching material, etc.) while the ‘software’ component (teaching process, school management, learning outcomes assessment, action research, accountability and reporting mechanism) although included, is not fully developed. Stakeholders at local level seem to be in need of very concrete ‘how to’ guidelines and regular support to develop and implement quality improvement plans.
- The selection criteria of model schools include criteria on safe infrastructure, the current provision of education (from ECD to grade 12 including science stream, number of students served at different levels) and quality related indicators (e.g. students results in SEE exams, quality of school reporting, existence of an active SMC, etc.). However, the minimum conditions focusing on land/the possibility to build infrastructure, the number of students served and the grading system, favors these criteria more than other qualitative aspects. As the selection process is comparative (i.e. schools with the highest score can be selected), this different weight of ‘hardware-oriented’ and ‘software-oriented’ criteria can result in selecting and supporting schools that are not the most committed and engaged in qualitative improvement, while other schools make significant efforts without receiving substantial support.
- The selection process and support mechanism were established using the DEO as a relay for the assessment of the schools and follow-up of the plan. With the institutional changes and impact of these changes on school supervision and reporting mechanisms, there is an urgent need to revise these mechanisms and provide adequate support.³⁷
- Furthermore, the allocation of funds to the model schools has raised concern regarding the risk of these funds being absorbing a high proportion of the allocated funds for secondary education and negatively impacting resourcing for other community schools (JRM 2018).

256. This is a particular concern since the model schools visited, apart from one exception, did not have a clear plan to support feeder schools and schools in their locality.

³⁷ During a field visit, the MTR evaluation team selected a locality in province 2 based on the fact that school data had not been reported for this locality in the latest Flash Report. A visit of a selected model school in this locality was undertaken with the support of the CEHRD and PEDD, which revealed that although the SIP had been developed through a strong participatory process, with solid support from the SMC and local government, the selected model school was in need of significant support to properly implement its plan and improve service quality. More generally, the transition to federalism has had a negative impact on reporting mechanisms. Although this anecdotal evidence cannot be considered as representative of the situation in all model schools, it raises the question of the support and follow-up mechanism that needs to be established in the changed context.

257. Stronger involvement of LGs and eventually PGs would be necessary to ensure that the ‘model schools’ can effectively contribute to the improvement of quality education in all schools of the locality (e.g. integration of the role of model school in the locality plan).

258. On the positive side, it is worth noting that the concept of model school and attached benefits is a strong incentive for LGs and for other schools.³⁸ During the MTR field data collection, the team observed that one secondary school that had not been audited by the ERO, was using the social audit performance guidelines to develop its School Improvement Plan (SIP), in the hope of becoming a ‘model school’.

259. The SSDP strategy to develop model schools remains particularly relevant in the changed context, considering that:

- it can help foster synergy between the federal, provincial and local levels and develop cooperation mechanisms and joint planning for quality education service delivery;
- it can act as an emulation mechanism fostering an equitable quality-oriented approach in other schools (either feeder schools or other secondary schools);
- it can serve as a close ‘support center’ for a cluster follow-up mechanism to ensure the real transfer of the training received and, as such, provide the mentoring support that was ensured by the former resource centers and resource persons which is now missing.

260. Additional insights from the capacity and institutional assessment soon to be undertaken could help determine precisely how the model schools could best support education service delivery.

261. A diagnosis of the existing model schools and of their master plan could be useful to assess where they stand in the following dimensions:

- specific quality-oriented strength of the school/pedagogical team that could be valued: e.g. equity and inclusive education-related initiatives and good practices, code of conduct and positive gender-based environment, teaching and learning processes in place, use of new teaching and learning material and languages, but also school management, school data and financial reporting, etc.
- opportunities and needs of other schools in the same constituency - feeder schools and other secondary schools, that could benefit either from: i) the activities already planned in the master plan; ii) additional activities corresponding to the strength of the pedagogical team that would need to be included in the revised master plan; iii) activities needed to enhance the capacity of the existing pedagogical team.

262. This diagnosis could be undertaken in close coordination with LGs and PGs to foster synergy and identify the local and provincial support that can be given. The diagnosis could also serve as a basis to revise the existing selection criteria and type of support to be provided to the next ‘model schools’ selected. The school selection criteria could take into account the quality of the existing schools, but also the existing needs in the constituency, and adjust the support based on equity mechanisms (i.e. localities with less resources and

higher inequity drivers could be selected and benefit from a stronger support package on both hardware and software components, than localities with higher levels of resources).

263. Considering the above, it would be recommendable to carry out a pilot phase involving model schools with the existing selection, and assess its effects before proceeding to additional selections. The targets set should be revised to extend the period for choosing additional schools.

(c) Strengthened TVE subjects in secondary education (NQF/NVQF, revision of curriculum and textbooks)

264. During the first half of the SSDP, stakeholders reported that technical and vocational education has been a renewed focus for the MoEST, which pilots the main reforms and policies in this sub-sector.

265. It is worth noting that while the perimeter of the SSDP within the program is limited to the revision of the TVE stream in secondary education (grade 9-12), the SSDP document suggests it should be in line with the development of a National Qualification Framework. In this respect, the development of an NQF constitutes a central activity as it enables the development of provision by a potentially large number of stakeholders in the formal and non-formal education streams. However, it seems that the first draft of the NQF drawn up in 2017 has not been further developed, with the priority being given to the elaboration of the NCF (grades 1-12) and subsequent revision of the TVE stream.

266. It is worth noting that the TVE stream adequately corresponds both to GoN's human capital development strategy and to parents' and students' expectations in terms of education's return on investment.

267. However, efforts need to be made to further develop education provision in this stream. The latest flash report indicates that only 1% of higher education students are engaged in the technical education sector (vs. 39% in education faculties and 38% in management faculties).

268. Interviews conducted at school level during the MTR data collection and JRM field visits also highlighted that the technical and vocational stream is not fully developed, with difficulties encountered by the teachers in implementing activities relevant to their stream and/or a lack of attractiveness of the existing provision.

269. Head teachers do not seem to have developed partnerships with potential employers to support their students' employment after graduation, although they sometimes conduct a follow-up survey to assess their integration into the labor market.

270. Based on interviews held at provincial, local and school level, it also seems that TVE streams are opened without a prior labor market needs assessment.

271. It is worth noting that provincial governments have been entrusted with the responsibility for TVE, which represents an opportunity to develop TVE provision according to their specific labor market needs.

272. Technical assistance and the capacity building of provincial governments in this area could support the development of adequate TVE provision and students' enrolment in order to meet the SSDP targets.

273. The development of the TVE stream also provides an interesting opportunity to support the mainstreaming of a lifelong learning approach into the SSDP and to value non-

formal opportunities through the development of equivalency programs (see objective 3 below).

274. It also provides an opportunity to establish a coordination mechanism between schools, LGs, PGs and central government (CG), and to illustrate the benefits of a synergic working approach between the different layers of government.

c) Main factors affecting progress, analysis of the related DLI and recommendations

275. Six of the DLI are, to a certain extent, related to the expected outcomes for objective 2. However, some of them more precisely target the equitable access and quality of the learning outcomes. The SSDP activities regarding objective 2 are directly related to:

- **DLI 2:** Increased teaching-learning process through NCF revision and access to activity-based mathematics, science and language;
- **DLI 3:** Improved teacher management availability and accountability, including improved development of trained subject teachers in mathematics, science and English in basic and secondary;
- **DLI 5:** Model schools piloted with comprehensive quality inputs and innovative teaching and learning;
- **DLI 7:** Equitable access to education and secondary mathematics and science.

276. Several of the difficulties encountered regarding basic education (lower completion rate than expected, lack of subject teachers, etc.) are also impacting progress towards the expected outcomes in secondary education. It is worth noting that a high proportion of subject teachers should be allocated, trained and mentored to achieve the targets set in DLI 3 and 7, but also for the proper implementation of the revised curriculum for grades 9-12 expected under DLI 2. Furthermore, the targeting scheme to identify girls potentially benefitting from DLI 7 would also require additional IEMIS (integrated educational management information system)-related work.

277. While access to secondary education and the survival rate until grade 12 have progressed, students' learning outcomes have not yet improved.

278. The shortage of subject teachers in English, mathematics and science has been a recurrent difficulty, despite several initiatives to compensate this lack. While the provision of grants directly managed at school level can support the highest priority needs, the recruitment of teachers and incentives to attract graduates with higher subject knowledge from these streams to the teaching profession should be further explored in the long run.

279. The transition to federalism also risks further impacting on the targeted professional development of teachers to be implemented through the provincial ETCs (thus affecting the achievement of DLI 3).

280. The development of close follow-up and mentorship at school level should be explored with the LGs and PGs during the upcoming capacity and institutional assessment. The role of the model schools and elements to be taken into consideration for the finalization and implementation of their master plan and to refine the selection criteria could be explored during the same process.

281. Considering the above, it would be recommendable to reduce the number of schools targeted by year 5 and consider a progressive scale-up once the first 222 selected schools have started implementing their plan. This would make it possible to include activities based

on the recommendations from the upcoming CIA, analyses and lessons learned from the first selection, and to adjust the selection criteria before scaling up. The DLI target for the end of the year could also be modified to include feeder schools.

282. The PRF could include the number of secondary schools meeting the minimum enabling conditions to assess progress made regarding the learning environment, as this has an impact on the retention of girls and quality of learning outcomes.

283. Learning outcomes could be particularly monitored over the years for schools receiving activity-based kits and subject teacher grants, to identify how these inputs contribute to learning outcomes.

284. The data collected by the NEB for secondary education could be usefully linked to the IEMIS to further monitor the proportion of students enrolled in science subjects. Additional information regarding open school programs and their results in the SEE could also be of interest for the upcoming Education Sector Analysis (ESA).

3. Objective 3: Literacy and lifelong learning

285. The PRF does not include specific outputs but strategies including major interventions are detailed:

- Increase access to continuous education and literacy programs;
- Implement tailored program packages for working youth and adolescents;
- Strengthen the transition to formal education through accreditation and the equivalence of lifelong learning programs.
- Increase the quality of literacy and lifelong learning programs
- Professional development training for literacy and lifelong learning facilitators.

a) Updated SSDP PRF

Indicators		Baseline (2015/16)	Year 1 Target 2016/17	Year 1 Achievement	Year 2 Target 2017/18	Year 2 Achievement	Year 3 Target 2018/19	Year 4 Target 2019/20	Year 5 Target 2020/21	Indicator type
Literacy rate 6 years+	T	78d					85		87	KPI
Literacy rate 15- 24 years	T	88.6e					92		95	KPI
Literacy 15+ years	T	57f					70		75	KPI

286. It is worth noting that the PRF for this objective includes only 1 KPI indicator, in line with the SDG 4 target. However, this indicator is updated based on the census (every 10 years) and its achievement compared to the target cannot be measured during the SSDP implementation period.

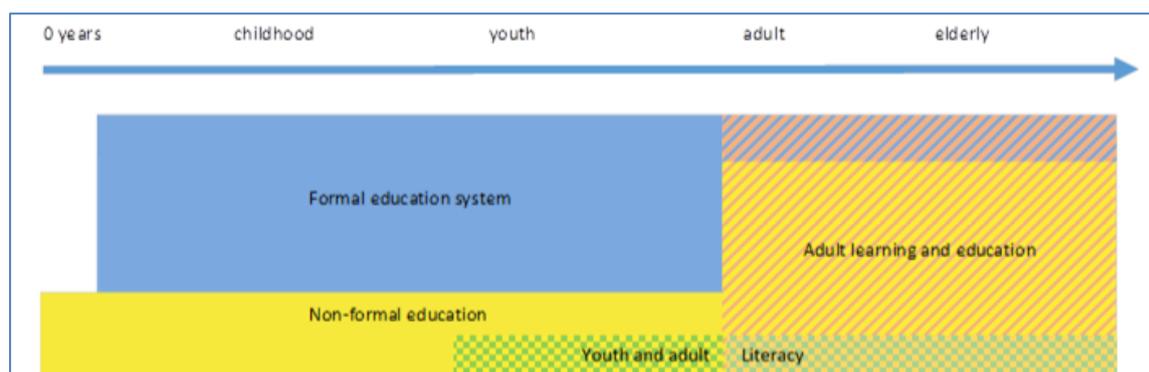
287. The scope of this objective and of the activities varies in the different documents and reports (SSDP program document and PRF, status report, JRM and BRM aide mémoires). This is partially due to the strategy to mainstream non-formal education initiatives under the different levels of education in the SSDP (e.g. catch-up programs for OoSC before reintegrating children into the formal education stream, open schools at secondary level) within the PRF framework.

288. Although important work has been undertaken during the first half of the SSDP, especially regarding the development of curriculum for catch-up programs, no specific outputs have been defined and no indicators have been established to monitor progress. An additional difficulty comes from the relative absence of data related to non-formal education programs in the flash reports (the latest flash report includes data on the proportion of students enrolled in 3 different types of programs undertaken by the MoEST, DPs and NGOs). The information presented in the following section is mainly based on a desk review of the latest CEHRD documents, interviews with stakeholders at CEHRD, and data collection at local level. It would be recommendable to define specific targets and outputs based on the new curriculum adopted, and to modify the PRF to include indicators related to the NFE programs (both catch-up programs and literacy programs).

289. The lifelong learning approach of the education and training system aims to provide educational opportunities for all citizens at all times of their life. The figure below presents the lifelong learning approach encompassing both the formal and non-formal stream for children, youth and adults.

290. Under the SSDP, the scope of objective 3 is focused on a small portion of the system (e.g. literacy and continuous non-formal education for youth and adults).

Figure 7: Lifelong learning approach and other key concepts



Source: C. Robinson, UIL. Training module 'Mainstreaming adult learning and non-formal education into Education Sector Plans: A lifelong learning perspective'

291. The CEHRD's Non-Formal Education Section (previously known as the Non-Formal Education Centre [NFEC]) was established in 1999 as the central agency under the Ministry of Education. It has been playing a leading role as an apex body in policy formulation, curriculum development and the production of reading materials for non-formal education in Nepal. It designs and implements non-formal education (NFE) programs throughout the country. Along with the formulation of non-formal education and lifelong learning policies and

strategies, it also identifies the action areas for the implementation of NFE and lifelong learning programs and activities.

292. The target populations of NFE programs are illiterate and non-literate adults of 15 years and above, out-of-school and school dropout children, adolescents, youth and adult learners.

293. Under the previous system, an NFE section was established in each DEO and RED for the coordination and implementation of NFE programs. This responsibility has been transferred to the LGs and PGs under the new system.

294. Community Learning Centers (CLC) and other community-based organizations, often with the support of development partners and NGOs, implement NFE programs at community level. The definition and criteria for literacy has changed between the 1990 census and 2012. The recent definition is more life-skill oriented than it was previously. Literacy levels are evaluated by schools and CLCs.

295. The year 2076 has been announced as ‘literacy year’. Incentives are provided to rural municipalities, municipalities, districts and provinces (Table 20).

Table 20: Incentive scheme

Sector level	Incentive
Rural municipality	Rs 50 000
Municipality	Rs 60 000
District	Rs 140 000
Province	Rs 175 000

Source: CEHRD, 2075BS-2018

296. Rural municipalities and municipalities can declare their municipality as a literate municipality if at least 95% of their permanent residents of 15-years old or above meet the criteria (CEHRD, 2075BS) 2018.³⁹ It is worth noting that during the MTR team’s data collection, the criteria were not fully understood by some municipalities, which mentioned other criteria (i.e. the percentage of SEE graduates). The curriculum of NFE through open schools is based on the national framework for the formal stream. The equivalency between the two streams is established by students sitting the same exam organized by the NEB. To date, the equivalency for literacy programs is still in process.

297. There are no DLIs related to lifelong learning (LLL) as defined by the SSDP. However, the NFE stream providing alternative pathways for out-of-school children is related to the achievement of DLI 6 - Reduction of disparities in access and participation. NFE initiatives, whether targeting children, youth or adults, are crucial to achieve objectives 1 and 2, but also, more broadly, the targets of SDG4 and DLI 1. A clearer presentation of the objectives and activities to be covered and the inclusion of NFE-MIS data in the IEMIS would be useful to monitor progress, as well as the complementarity between formal and non-formal initiatives to achieve the SSDP’s final objectives.

298. The development of the IEMIS already makes it possible to track students reintegrating formal education after a catch-up program, and could be used for a dedicated survey. Further coordination should nonetheless be organized between the CEHRD and DPs regarding the features of their respective programs, since 80% of students in NFE pathways

³⁹ CEHRD (2075BS) Non-formal education and literacy program implementation facilitation resource book, Sanothimi, Bhaktapur.

are enrolled in programs developed by DPs and NGOs. The necessary skills to be acquired by individuals for their progress and inclusion in the labor market, as well as for their active participation in society, are evolving rapidly.

299. The development of an NQF and of equivalencies is crucial to structure a lifelong learning approach within the education system, and to structure adult education and pathways between formal and NFE. The development and implementation of these frameworks is a long-term process, but constitutes the necessary foundation for the coherent development of the provision of quality formal and NFE for all citizens, adapted to the evolving skills required to enhance their economic and social wellbeing. A further exploration of the lifelong learning approach during the upcoming education sector analysis could support a more comprehensive strategy for future plans.

4. Objective 6: DRR and school safety

300. The development of the SSDP was initiated months before the April 2015 earthquake and was re-activated three months after it. The post-disaster context has received significant commitment from the government and development partners in terms of comprehensive school safety (CSS). There has been close collaboration between the humanitarian response and the longer-term recovery and reconstruction as set out by the Post Disaster Needs Assessment (PDNA). This can also be seen through the establishment of a joint technical working group on CSS and a dedicated slot in each joint sector review to provide an update compared to the identified needs. Contributions made by JFPs, DPs and CSOs, both under the SSDP and through separate projects, have contributed significantly to both the recovery of the school sector in line with the ‘build back better’ principle, and ensuring school safety in non-earthquake affected areas.

301. In terms of progress made since the beginning of the SSDP, 6 646 of the 7 553 schools within the 31 most earthquake-affected districts that were in schools is expected to start within fiscal year 2019/20 and to be completed within the short-term (<5 years) timeline of the Post-Disaster Needs Assessment (PDNA) and Post-Disaster Recovery Framework (PDRF) before the end of the School Sector Development Plan (SSDP) programme period in July 2021. The implementation rate has been slower in the 17 less-affected districts.

302. This was mainly achieved through a decentralized mechanism, with 75% of the reconstructed schools being built by school management committees (SMCs) and another 15% by NGOs. This reiterates the importance of adequate institutional capacity at the municipality and school levels to monitor and ensure the quality of construction. The approved Comprehensive School Safety Implementation Guidelines (CEHRD, 2018) are an important tool to support SMCs in undertaking this task.

303. Although significant progress has been made in rebuilding schools, the government needs to ensure equal focus on implementing the other elements of the CSS Minimum Package (MoEST, 2017), in terms of allocating sufficient budget for maintenance and upkeep. A recent mapping undertaken by CEHRD showed that the majority of non-state actors supporting the reconstruction are to include all 16 indicators that have been confirmed as being part of the CSS Minimum Package (see paragraph 302).

304. Regarding the policy and planning framework, most of the PDNA recommendations have been addressed in the sense that an overarching policy framework has been established through the Safe School Policy (MoEST, 2017) and the Comprehensive Master Plan (MoEST, 2017) developed and put in place. These documents affirm that school safety is to be understood as including safe learning facilities, disaster risk management and risk

reduction and resilience education in line with the global definition of comprehensive school safety.

305. The approved Comprehensive School Safety Minimum Package is a key tool to align and harmonize government and external resources mobilized for nationwide school safety. This is even more relevant under the new decentralized federal governance set-up where local governments are responsible for the construction, opening and management of schools. The commitment from the World Bank to reflect all 16 comprehensive school safety minimum package indicators in their upcoming Structural Integrity Assessment (SIA), testifies to this. This assessment is going to be carried out in all (27 000+) public schools in the remaining 46 districts.

306. The thematic study that was undertaken on CSS progress against the PDNA to inform the MTR of the SSDP PRF, concluded that while the establishment of minimum standards and a common understanding on school safety - including infrastructure, disaster risk management and community resilience achievements for the school sector's recovery in the disaster-affected districts has been significant, the commitment in terms of the number of schools being retrofitted in the non-affected areas (currently 500-700 blocks of more than 50,000 blocks) will require a significant increase in resources and capacity at local level to ensure structural integrity and sound management.

B. Cornerstone objectives

1. Objective 4: Teacher rationalization and professional development

307. Teacher management and rationalization has been a longstanding issue, as already observed during the SSRP's implementation.⁴⁰ With a stronger focus on quality development in the SSDP, the crucial role of teaching staff and their performance called for the implementation of major reforms.

308. In summary, several key issues can be identified regarding teachers' management and deployment that are affecting the quality of the teaching-learning process in community schools and hindering the quality improvement envisaged in the SSDP:

- An uneven and unequal allocation of teachers across provinces, districts and schools, as shown by the student-teacher ratio. In Province Two, there is one teacher for 47 children in grades 1-5, one teacher for 88 children in grades 6-8 and one teacher for 64 children in grades 9-10 when all permanent, temporary and Rahat teachers are taken into account; this ratio is 1:10 for grades 1-5, 1:24 for grades 6-8, and 1:24 in Ghandaki Province. This results in overcrowded classes where teachers, even when trained, cannot properly implement child-centered pedagogy.
- An uneven distribution of positions at different levels of education (i.e. surplus of teachers at lower level (grades 1-5) and shortage of subject teachers (grades 6 upward).
- Low qualification of teachers and insufficient pre-service teacher preparation.
- An extreme diversity of status and funding sources of existing teaching positions (Rahat, temporary or permanent positions, funded by central government, locally-

⁴⁰ Several studies have been dedicated to this question over the past decade. A desk review of the major studies undertaken has been performed for the SSDP MTR, 'A review of the studies carried out during SSRP and SSDP regarding teacher management in Nepal', March 2019. It is worth noting that some of their recommendations have been implemented during the first half of SSDP.

and privately-funded positions), resulting in unequal and uneven remuneration and benefits, but also access to training and promotion possibilities. It is worth noting that this diversity of status has a negative impact on the quality of the teaching process in the classroom (especially correlated to the possibility to access appropriate TPD), but also on teachers' motivation and commitment. It is also worth noting that while female teachers represent 41% of teaching staff at lower basic level and 21% at upper basic level, they only represent 24% of permanent teachers at lower basic level and 17% at upper basic level.⁴¹ The difference in status and benefits results in the lowest remuneration and benefits for female teachers.

- Insufficiently detailed regulations and standards on teachers' selection and appointment at local/school level results in a high risk of politicization, nepotism and the appointment of unqualified teachers.
- As can be seen in the PRF, teachers' qualifications, professional development and deployment are key components to achieve the final objectives, at all levels of the education system.

Table 21: Student teacher ratios at lower and upper basic levels

Province		Community					Institutional			Religious		
		Students	Teachers		STR		Students	Teachers	STR	Students	Teachers	STR
			Approved	All	App.	All						
P1	L	333731	17244	19311	19.4	17.3	126517	5092	24.8	19625	568	34.6
	B	205336	4854	5690	42.3	36.1	57249	2865	20.0	1139	80	14.2
P2	L	505338	9632	10742	52.5	47.0	29581	748	39.5	10522	215	48.9
	B	210475	2026	2456	103.9	85.7	11118	337	33.0	107	2	53.5
P3	L	307830	16315	18905	18.9	16.3	236166	9275	25.5	1012	33	30.7
	B	191793	4863	5969	39.4	32.1	128244	6409	20.0	79	31	2.5
Gandaki	L	161418	12666	15453	12.7	10.4	82039	3385	24.2	672	77	8.7
	B	113468	3643	4682	31.1	24.2	39392	1843	21.4	23	56	0.4
P5	L	415614	13577	17428	30.6	23.8	140866	5222	27.0	26109	622	42.0
	B	230539	3544	5222	65.1	44.1	58765	2538	23.2	353	15	23.5
Karnali	L	229810	5984	7508	38.4	30.6	18732	467	40.1	204	7	29.1
	B	117059	1462	2393	80.1	48.9	6995	279	25.1	-	3	0.0
Sudurpaschim	L	292150	14534	14864	20.1	19.7	68019	2511	27.1	303	16	18.9
	B	166011	3980	4122	41.7	40.3	26637	1334	20.0	-	2	-
Nepal	L	2245891	89952	104211	25.0	21.6	701920	26700	26.3	58447	1538	38.0
	B	1234681	24372	30534	50.7	40.4	328400	15605	21.0	1701	189	9.0

Source: Nepal, J. (2019) based on Flash Report I 2018/2019 draft

⁴¹ Data source: Flash Report 2075 (2018/2018), p 43.

Table 22: Student teacher ratios at secondary level

Province	Community					Institutional		
	Students	Teachers		STR		Students	Teachers	STR
		Approved	All	App.	All			
P1	130969	3560	3862	36.8	33.9	30306	2493	12.2
P2	123152	1745	1937	70.6	63.6	5399	297	18.2
P3	118501	3973	4620	29.8	25.6	78472	7904	9.9
Gandaki	76254	3049	3565	25.0	21.4	21618	2000	10.8
P5	129195	2832	3429	45.6	37.7	31398	2179	14.4
Karnali	67309	1057	1315	63.7	51.2	3068	263	11.7
Sudurpaschim	95894	2768	2826	34.6	33.9	12664	879	14.4
Nepal	741274	18984	21554	39.0	34.4	182925	16015	11.4

Source: Nepal, J. (2019) based on Flash Report I 2018/2019 draft

309. It is worth noting that the approach considered in the SSDP is twofold:

- Input on teachers' qualification and professional development to increase the quality of the teaching-learning process; and
- A stronger accountability mechanism, including the rationalization of the teacher position and performance scheme.

310. No outputs are set out in the PRF but strategies, including major interventions, are detailed (Table 23: Objective 4: Outcomes, outputs and activities).

Table 23: Objective 4: Outcomes, outputs and activities

Outcomes	Outputs and activities
Outcome 4.1: Increased provision of qualified and trained teachers	<ul style="list-style-type: none"> ▪ Develop new frameworks for teacher preparation ▪ National teacher competency framework and national framework for teacher education: all teacher recruitments to be performed using these frameworks ▪ Direct entry for outstanding graduates from non-education streams ▪ Development of professional development packages and qualifications for teachers ▪ One-month certification/induction training for all newly recruited/redeployed teachers ▪ Revised and additional teachers' professional development (TPD) packages for basic school teachers (EGR, Nepali as a second language medium of instruction [MOI], Mother-Tongue Based/Multilingual Education [MTB-MLE], interactive English, ICT, soft skills, mathematics and science kits, continuous student assessment [CSA] and remediation) ▪ Revised TPD for secondary school teachers implemented in various ways (induction, science, mathematics, English, head teacher leadership and management, ICT) ▪ At least two rounds of training for all mathematics, science and English

	<p>teachers</p> <ul style="list-style-type: none"> ▪ Strengthen capacity for the continuous professional development of teachers ▪ Needs- and criteria-based (through regular survey of DEO technical personnel) construction of classroom blocks and WASH facilities
<p>Outcomes 4.2: Strengthened teacher management and accountability</p>	<ul style="list-style-type: none"> ▪ Revised norms for teacher deployment ▪ Development of new norms for teacher allocation by level and subject, and teacher deployment and redeployment to be based on revised norms ▪ Conversion of excess primary teacher positions into lower secondary positions ▪ Creation of new teacher positions at secondary level ▪ Phased deployment of subject teachers in mathematics, science and English subjects ▪ Improved teacher attendance and performance ▪ Beneficiary/student monitoring of teacher attendance and time-on-task ▪ Biannual performance appraisals of all teachers by head teacher against annual contractual agreement

a) Updated SSDP PRF

Table 24: Updated SSDP PRF

Indicators		Baseline (2015/16)	Year 1 Target 2016/17	Year 1 Achievement	Year 2 Target 2017/18	Year 2 Achievement	Year 3 Target 2018/19	Year 4 Target 2019/20	Year 5 Target 2020/21	DLI	KPI	
Teacher Management and professional development												
% of trained ECED/PPE teachers	T	NA				10			88.4			
% of ECED/PPE teachers with required qualification	T	93.7		93.8		94.4	95.5		97		1.2	
	M	92.3				92.9						
	F	95.1				95.8						
% of ECED/PPE teachers with one-month training	T	0	N.A			4.7	30				1.3	
	M											
	F											
No of trained subject teachers for maths, science, and English	T	NA					4500	9000	13500	DLI 3		
No. of Schools with complete set of subject teachers	Basic (gr. 6-8)	T	NA				1000	2000	3000	DLI 3		
	Secondary	T	NA				500	1000	1500	DLI 3		
Certification training for Basic Teachers	Basic (gr. 6-8)	T	NA		Revised certification training modules for subject teachers in grades 6-8 & 9-12 developed	9500	10700	10700	7400			
		M	NA			6,116	6,888	6,888	4,764			
		F	NA			3,384	2,454	2,454	1,697			
	Secondary	T	NA				1500	3000	1500	1500		
		M	NA				1,293	2,586	1,293	1,293		
		F	NA				178	357	178	178		
No. of teachers trained in ICT and e-	T	NA	0		0		1000	1000	1000			

resources		M	NA	0		0		770	770	770		
		F	NA	0		0		230	230	230		
% female teachers	Basic		38.8	40	40.7	41	52.6	42	43.5	45		
	Secondary		15.1	16	17.7	17	18.7	18	19	20		
No. of schools with separate fulltime headteacher positions			-	6165		6165		6165	6165	6165		
Teacher rationalization				rationalization plan for each district & district incentive scheme approved		rationalization plan for each district & district incentive scheme approved		Teacher rationalization implementation plan completed		all operationally feasible schools have full set of teachers at basic level		D L I 3
Number of districts in which teacher performance incentive scheme is rolled out				Teacher incentive scheme is approved		20		40	75			

Source: JRM 2018 Annex 4

311. During the first half of the SSDP, several key reforms and activities were implemented that form a solid basis for the second half of the plan. As per the education regulations, the Teacher Service Commission (TSC) is a self-governing body with a threefold mandate:

- Teachers' licensing system (public and private schools for all types of teaching position);
- Selection of permanent teachers for community schools based on open positions;
- Overseeing the promotion process (the TSC at central level acts as an arbitrator if a promotion decision made at local/regional level is contested).

312. During the first half of the SSDP, the NECD merged within the CEHRD and has the mandate to set the standards for the curriculum and development of training packages for teachers' and head teachers' professional development provided in education training centers and, until recently, resources centers.

313. The teacher competency framework was adopted in 2015 at the end of the SSRP, and served as a basis during the first half of the SSDP to improve pre-service training (provided by universities and private operators) and the teacher licensing system.

314. The teachers' preparation curriculum has been revised to include the lower secondary and upper secondary curriculum. The revision of primary curriculum corresponding to the transition from primary (grades 1-5) to basic education (up to grade 8) is ongoing.

315. The new curriculum for the licensing system for lower and upper secondary education was implemented in 2018, and the first call for applications of student teachers following this curriculum is scheduled for April 2019.

316. The new licensing system proposes to evaluate teachers' competencies in the following way:

- 40% subject knowledge (multiple-choice questionnaire): teachers' knowledge of their respective subjects based on pre-service training;
- 25% pedagogical content knowledge (the teacher has to demonstrate how s/he will apply subject knowledge in class, e.g. how to prepare a lesson to teach a specific element in relation with his/her subject area, which is the most important part of the licensing process to improve quality teaching);
- 35% general pedagogical knowledge (common to all subject teachers): general knowledge of teachers' roles, obligations and education regulations.

317. In order to solve the longstanding issue of the temporary teacher situation⁴², the TSC also conducted a teacher selection process with a limited competition for 22 075 open permanent positions. The selection process is in its final stage (about 15 000 interviews have been undertaken) and the results will be published shortly. The TSC estimates that about 14 000 candidates will get a permanent position.

318. Although arguments have been raised regarding the quality of teaching since the competition was limited, the necessity to tenure teachers who have been reconducted for many years cannot be disputed, especially in the perspective of increasing teachers' commitment and involvement in schools.

319. Considering the relatively high proportion of female teachers employed as temporary teachers (48% at the lower basic level), this limited selection could also represent an opportunity to support gender equality.

320. The TSC has also revised the licensing application mechanism (from this year onward, an online application system will be in place) in order to reduce delays in the selection cycle.

321. The government formed a High Level Task Force (HLTF) through a cabinet decision to redistribute teacher positions in the country. This task force highlighted stakeholders' views regarding the establishment of teacher positions and recommended teacher redistribution criteria in six different scenarios, based on a detailed mapping of the existing situation and taking into account the diversity and specificities of the different contexts.

322. Projections based on these scenarios have been made for the next 5 years to identify the needs for basic level (grades 1-8). It is worth noting that based on these projections, although there is currently an excess of teachers at lower basic level, they will be needed in the coming years if the SSDP targets for objective 1 are to be met.

323. The GoN needs to select one or several scenarios (to be combined).⁴³ It is worth noting that considering the share of teaching staff salaries within the education budget, a substantial increase in teaching positions should rapidly translate into adequate progress towards objective 10 targets and indicators.

⁴² Although the education regulations consider temporary positions as an option for a renewable six-month period, a significant proportion of temporary teachers have been employed de facto for more than 10 years. The limited selection competition was opened for 3 clusters: temporary teachers having i) 3 to 12 years of employment, ii) between 12 and 19 years of employment and iii) over 20 years of employment.

⁴³ Based on the scenarios considered by the GoN, the external MTR evaluation team will adjust the SSDP simulation model

324. Clarifications and regulations on teachers' allocation and management at the different levels of the system should also be adopted rapidly in order to support the rationalization of teachers. Based on dedicated surveys' recommendations 44, 'the responsibilities of the three levels of government in teacher management should be the following: LGs responsible within the municipality, PGs responsible within the province, FG responsible between provinces'.

325. However, federal and provincial governments' involvement in teacher redeployment should be exceptional, while the norm should remain at municipal level. Teachers interviewed during the MTR data collection also indicated the need to have a strong national grievance mechanism to ensure that teachers were allocated and deployed according to national standards and to avoid nepotism. In order to develop constructive dialogue with teachers' unions, their representatives could be associated with such mechanisms as well as mechanisms supporting quality-oriented reforms (e.g. technical working groups).

326. A first step has been achieved during the first half of the SSDP's implementation, as the IEMIS has integrated a teacher database with a unique registration number for permanent teachers and information sets gathered on teachers' profiles (including languages), regardless of their status. Further development might be of use to finalize a fully functional TMIS including all teaching positions and integrating records of the training received at different levels.

327. As mentioned above, the CEHRD intends to use teachers' ID numbers (soon to be implemented by MoFAGA) to serve as their unique number when their status is not permanent. Vital information could also be used to identify teachers about to retire (2-5 years ahead) and accordingly anticipate pre-service provision, recruitment and redeployment plans a several years in advance.

328. The possibility of linking information from different levels (i.e.: universities, ETC, school level, continuous professional development (CPD) mentorship/seminars, completion of online modules prepared by the CEHRD training section, training courses provided by I/NGOs and DPs) in the IEMIS with the existing teacher profiles, should be considered.

329. While these achievements constitute a solid basis for further development, several issues still need to be tackled taking into consideration the impact of the institutional changes and new functions devolved to the PGs and LGs.

330. Within their new responsibilities, LGs are in charge of the delivery of basic and secondary education, which should include the possibility to merge schools, to reallocate teaching position between schools as need be, and to appoint locally-funded teachers. In this context and considering the SSDP objective to provide equitable access to quality education, it is essential that national criteria and standards can apply regarding the teacher qualification and selection system, but also their access to professional development and appraisal, whatever their status may be.

331. Until now, the TSC's mandate regarding teacher selection does not cover all teaching positions. Rahat positions, ECED/PPE teaching staff, and locally-funded positions are not currently under its mandate. The adoption of a regulation extending the TSC's mandate and obliging LGs to locally appoint teachers selected through the new licensing system (e.g. roster/pool constituted through a waiting list) would form a framework.

332. Furthermore, the existing staffing level of the TSC is insufficient to cover the extent of its mission in a satisfactory manner. It would also be consistent with the SSDP's objectives to consider organizing teacher selection at the provincial level to ensure the recruitment of

⁴⁴ See Pant B. B. et alii 'A Study on Identifying Ways for Managing School Level Teachers in the Federal System', 2018.

teachers familiar with the local languages and cultural context. In this regard, the creation of provincial branches of the TSC in each province should be considered. A minimum score, and specific support where necessary to reinforce the quality of pre-service training institutes, might also be considered to guarantee the level of qualification of the teachers selected nationwide.

333. In the same manner, teachers' professional development plays an important role in their promotion, which might explain (along with the existing training capacity) the difficulty for locally appointed or temporary teachers to benefit from TPD packages. Considering that privately-funded teachers already constitute more than 30% of the teaching workforce and will continue to constitute a significant proportion of the teaching workforce for the coming years, their adequate qualification and training is crucial to achieve the SSDP's final objectives.

334. Since 2015-2016, the CEHRD has been collecting data on teachers' professional development as part of regular school reporting. Over the past years, teachers' professional development modules have been open to permanent and Rahat teachers. Based on the data collected in the community schools, 77.6% of teachers at basic level, 76.6% of teachers at primary level, and 73.5% of teachers at lower secondary level have benefitted from teachers' professional development (Table 25).

Table 25: Status of TPD program at all types of community schools at basic level

Training status	Primary			Lower secondary			Basic		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Total teachers	45,734	54,951	100,685	5,768	19,919	25,687	51,502	74,870	126,372
Trained with TPD	35,160	42,724	77,884	4,306	14,572	18,878	39,466	57,296	96,762
% of trained with TPD	76.9	77.7	77.4	74.7	73.2	73.5	76.6	76.5	76.6

Source: Consolidated report 2017-2018

335. During the first half of the SSDP, significant progress has been made regarding the development and revision of the training curricula. Additional modules have been created to cover new subjects or teaching practices. For example: two new courses at basic level (health and physical education and computing) and two new courses at secondary level (disaster management and optional mathematics) have been developed and approved by the Education Human Resource Development Council chaired by the Education and Science and Technology Minister.

336. The curriculum for secondary school teachers has been revised and the new packages are being implemented. Similarly, five teachers' professional development training curricula have been revised and approved by the same council, including ICT in education - basic training; learning based on project work; hearing impairment related disability; creative and expressive teaching; and grade teaching.

337. Specific training for head teachers (leadership and management) has also been introduced. Two 15-day (one month) certification TPD packages have been developed in science, mathematics, English, head teacher leadership and management, and ICT, and are being implemented. In addition to the above, in five streams, new teacher training curricula related to the TVE program have been developed and approved by the Council

headed by the Minister: electrical engineering, computer engineering, civil engineering, plant science and animal science.

338. A recent survey (Acharya, S. and Uprety, T. 2019) has been undertaken to evaluate the design and impact of the training developed for secondary teachers under the SSDP. The 30-day training was implemented both in ETCs and at school level, before the dissolution of the RCs, where the teachers had to apply the newly acquired skills and were video-recorded doing so. The video recording was used to jointly analyze the teachers' practices and showed positive results within the pedagogical team. Non-permanent teachers could participate in the training and the study observed these teachers' high motivation to benefit from professional development opportunities. The findings of the study show that the training provided and modalities adopted (engaging the active participation of trainees, for instance in group discussions on subject matter, the development of material in groups, video presentations or action research; accompanying the production of a lesson from preparation to analysis of the video) were globally relevant and positive to engage teachers in reflecting on their teaching practices and improving them.

339. However, the study raises the question of the adequacy of the supply-driven teachers' professional development system, and points out several difficulties:

- The difficulty to ensure that the trainers on the ETC roster keep themselves up-to-date on teachers' professional development when there is no specific training-of-trainers provided by the government;
- The difficulty within a supply-driven system to engage teachers in their continuous professional development;
- The need to assess teachers prior to the training in order to adjust to their specific needs;
- The difficulty for teachers to transfer their skills into the classroom due to other factors (duration of teaching sessions, quality of learning environments, class size, etc.).

340. Furthermore, based on interviews held at central, provincial and school level⁴⁵, it clearly appears that the existing training capacity in the seven ETCs is currently insufficient to meet the target set in the SSDP PRF, but also to respond to the existing demand.

341. While the ETCs function with a roster/pool of training experts that can be mobilized as necessary, offering flexibility, the provision of teacher training packages does not meet the needs. The dissolution of the DEO as a pivotal management and planning center for education programs also had an impact on the identification and planning of TPD packages. Due to the changed context, the bottom-up approach used by the CEHRD for planning interventions, including the identification of training needs, is no longer applicable. Targets are currently⁴⁶ set for each training package by the CEHRD for each province, based solely on the information available at central level. In coordination with the EDCU, the ETCs then inform the LGs of the existing training packages and number of places available, collect their needs and, if the demand exceeds provision, proceed with the selection of teachers to benefit from TPD packages.

342. This process is highly unsatisfactory in terms of both transparency and adequate planning, and a new coordination mechanism should be put in place between the different

⁴⁵ ETCs as well as the teacher training section in the CEHRD indicate that the ETCs have difficulty in adequately planning and implementing all of the expected training sessions and in meeting the targets set at federal level. The head teacher and teachers interviewed indicate that they have difficulties in being included in TPD plans.

⁴⁶ As observed during the MTR data collection.

level of governments to ensure an appropriate identification of needs and the participation of teachers and head teachers.

343. Furthermore, several stakeholders mentioned that the new modalities used in terms of training packages, although quite complete, do not enable follow-up at school level to support the teachers in transferring the newly acquired skills into their teaching practices.

344. The former resource centers and cluster system had different missions: formulating strategic plans and their implementation in school supervision, data collection and record management, class observation and model teaching, operation of extra-curricular activities, enhancement of educational quality, functions related to non-formal education, and conducting meetings with cluster school (CS) teachers on project issues once a month. However, a Study on the role of resource centers in improving the quality of education in schools⁴⁷ found that only one fourth of the RCs in the study were using local human and physical resources for the educational development of satellite (cluster) schools. In some cases, the centers were not functioning as resource centers but only as data collection centers due to the overload in the number of cluster schools.

345. During interviews, several stakeholders also mentioned this issue to the evaluation team, adding that the former resource persons were not always selected based on their pedagogical and mentoring skills, but also for their administrative and management skills, as a step in their career path.

346. More recently, during the SSRP and SSDP, the TASS project assisted in the formation and coordination of a teachers' platform supporting TPD, the Action Learning Group (ALG), through an annual block grant. ALG meetings were held once a month in each of the schools targeted by the project, coordinated by an ALG facilitator or focal teacher, to discuss their teaching practices, planning for the next month and implementation of the plan. However, the grant, under the sole responsibility of the schools, was not always used as intended (see Appraisal consulting, RV KY, 2019), indicating the need for additional supervision.

347. Based on previous experience, the development of a new scheme should take into consideration the need for pedagogical mentors/coaches to focus on educational aspects independently of other administrative support. The number of schools included in a cluster should be limited to ensure appropriate follow-up.

348. The use of ICT could support the scheme (peer exchanges, exchanges between teachers and mentors, online mentoring sessions, additional training material, monitoring and evaluation of teachers, TPD activities, etc.). Several projects using different ICT systems (tablets, cell phones, learning platforms, etc.) for teacher training have been documented and shown that the best results are obtained when: i) the use of ICT is embedded in a hybrid training approach (face-to-face and remote) ii) the teachers have been trained to use the ICT equipment appropriately, and iii) there is an incentive for the teachers (ICT terminal, recognition of the training within the appraisal scheme, etc.).

349. The development of model schools as 'support centers' could help introduce a cluster follow-up mechanism to ensure the real transfer of the training received and close support. In addition, to equip new teachers with teaching techniques, all newly recruited teachers should be given induction training while attached to the school for which they have been recruited. The duration and modalities of the induction training would have to be decided. Under various international practices it is offered over a one-year period or more, and broken down

⁴⁷ Santwona Memorial Academy Pvt. Ltd. (2011).

into phases and modules. The induction training could be provided by the NCED through ETCs and in coordination with experienced teachers at school level.

350. Finally, the transition to federalism has affected reporting mechanisms on teacher training. The CEHRD does not receive reports from the ETCs which are now under the provincial governments. The CEHRD has to contact the ETCs to consolidate and triangulate the data collected at school level.

351. Although the IEMIS collects data on all types of teacher regardless of their status and can collect data on the training they receive, it would need to be developed further to ensure systematic monitoring for all types of teachers, including locally funded positions.

352. Until now, only permanent teachers have a unique identification number which is necessary to gather information on their professional development over the years. The CEHRD is considering the use of the national ID number - soon to be introduced by MoFAGA, for other categories of teachers in order to develop a complete teacher information management system.

353. A systematic reporting mechanism should be put in place between the ETCs and the CEHRD until the IEMIS can collect data on teachers' professional development more systematically.

354. The performance scheme envisaged in the SSDP can only make sense in schools where an adequate number of teaching staff is available. It also requires a sufficient number of full-time head teacher positions to efficiently reinforce school management and the monitoring of teacher performance. So far, it seems the education budget is unable to meet the targets set in the SSDP PRF. Further advocacy of this issue is necessary to ensure that the education sector budget can cover this need before rolling out the performance-related schemes.

355. The teacher appraisal scheme could also be improved to include, beyond grade progression and the revalorization of remuneration, a development in the missions entrusted to the most dedicated and experienced teachers. This could include the position of mentor to provide regular support to newly appointed teachers, participation in action-research, the creation of a pool of 'expert teachers' to be consulted for the development of curricula and related material, etc.

b) Main factors affecting progress, analysis of the PRF, related DLI and recommendations

356. Several factors are affecting progress in the current transition to federalism:

- The Federal Education Act, settling the question of the transfer of teachers and their selection at local level, is currently in process, precluding any redeployment.
- The budget constraint within the current mid-term expenditure framework, based on a fixed number of teachers' positions, where an estimated 3% attrition rate constitutes the basis for opening permanent positions.
- The limited capacity of the seven provincial ETCs to provide training and follow-up at school level, to ensure that the training provided is integrated into teaching practices.

357. DLI 3 directly concerns the rationalization of teachers and their professional development. The targeted 15% of community schools implementing the time-spent-teaching (TST) monitoring system was not fully achieved in the expected timeframe and without the

deployment of additional staff, it might be difficult to reach the expected target by the end of the year.

358. Schools and teachers have already been identified for the implementation of activities in years 3 and 4, and training has already been provided to the intended target in year 3. However, considering the pending adoption of the Federal Education Act, uncertainties remain regarding the possibility to fully meet the expected targets by the end of the year. Flexibility in terms of partial disbursement and the possibility of postponing achievement to the following year would be recommendable.

359. After the adoption of the Federal Education Act, it is also uncertain how LGs will proceed regarding the appropriate deployment of teachers. An incentive scheme should be considered to engage them in a rationalization plan reallocating surplus teachers across LGs.

360. Several indicators of the PRF should be adapted to be made more accurate (e.g. the number of trained subject teachers for mathematics, science and English [MSE]) or to the transition to federalism (switch districts to schools). It would also be recommendable to include an indicator related to teacher competencies or the TST, which captures the quality of the learning process.

361. It would also be advisable to monitor progress in terms of learning outcomes in the first selection of schools benefitting from newly trained subject teachers and teaching material, to identify the potential impact of the activity during the program's final evaluation.

2. Objective 5: Governance and management

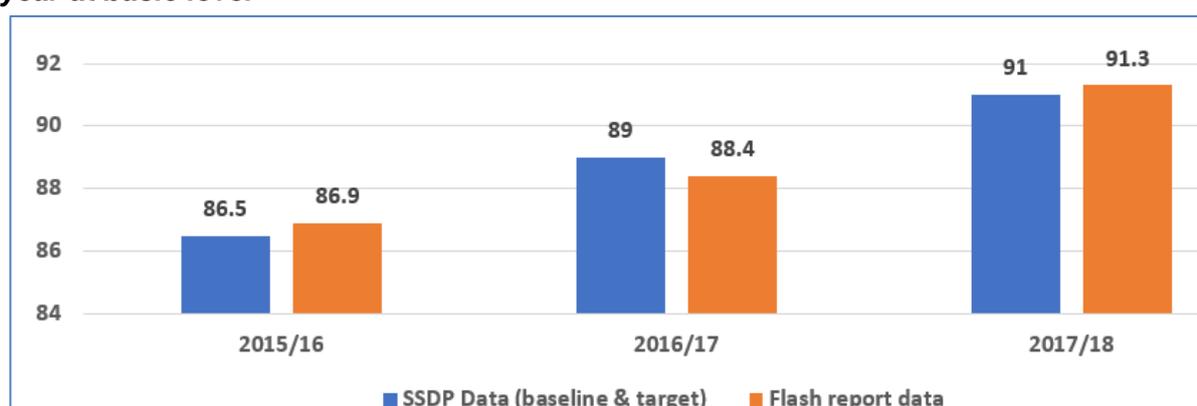
362. Seven of the nine indicators of objective 5 (governance and management) have been either partially or fully achieved. Two of the nine indicators were never achieved, indicating the reporting gap with regard to implementation progress (table 26). The MTR team found no data reporting on these two indicators. For 'partially achieved' and 'ongoing' indicators, the reported data was fragmented.

Table 26: Progress in achieving the indicators of objective 5

Indicators	Status	Challenge
% of students receiving text books within first two weeks of academic year at basic level	Partially	Slightly behind the target in 2016/17 : 88.4% (actual) against 89% (target); 90% (actual) in 2018/19 against 94% (target)
Strengthened financial management information systems in line with FCGO system	Partially	- SUTRA needs to be rolled out in all LGs - CGAS not relevant for provincial & local levels
Number of days from trimester end within that trimester FMR is submitted	Achieved	
No. months OAG Annual Audit Report for previous fiscal year submitted is submitted	Achieved	
Reduction of % of audit observations		Indicator reporting gap
Implementation of performance based school grant system	Ongoing	Fragmented reporting
% community schools with school financing linked to SIP		Indicator reporting gap
% head teachers and SMCs that receive capacity development	Partially	Focus on: procurement, school account management, school grants management, EMF and SMF
No. districts with performance based incentive scheme for head teachers and SMCs	Ongoing	Fragmented reporting

Source: SOFRECO data, 2019

363. In terms of progress made with regard to the first indicator, the flash reports produced by the MoEST demonstrate that the percentage of children receiving a full set of textbooks within the first two-week period increased by 1.5% points for the school year 2016/17, and by 2.9% in 2017/18 (figure 8). It is worth noting that in 2017/18, the federal government transferred the budget to LGs to address this indicator.

Figure 8: % of students receiving textbooks within the first two weeks of the academic year at basic level

Source: SSDP data and flash reports

364. When designing the SSDP program, the JFPs agreed on a Fiduciary Management Action Plan (FMAP). The overall thrust of implementing the FMAP is to reduce fiduciary risks and improve overall financial accountability in the education sector from the central to the school level. During the implementation of the School Sector Reform Program (SSRP, the earlier sector-wide education program that was implemented between 2009 and 2016), several reforms to strengthen the financial management system were implemented to keep

fiduciary risks at a minimum. Efforts were made in terms of planning and budgeting, implementation of the EMIS system, teachers' salary management and student data management. However, the reports of the Office of the Auditor General of Nepal (OAGN, GoN) and various other independent evaluation/review reports recommended further strengthening of the public financial management system for the education sector to reduce the fiduciary risks.

365. The FMAP developed at the start of the SSDP (2016-2023) decided on the following areas or aspects to improve public financial management and thus reduce fiduciary risks:

- Ensuring transparency in budget allocation and spending;
- Timely release of budget authorizations to the spending units;
- Keeping financial records intact with the timely reconciliation of accounts to raise the reliability of the financial statements;
- Preparation and timely submission of periodic and annual financial reports and consolidated reports by all cost centers;
- Tracking of funds from central to school levels to monitor if budget allocations are used for the intended purpose;
- Enhancing the internal control system through a risk-based approach to reduce the volume of irregularities as reported on in OAG reports; and
- Strengthening the use of ICT in financial management across levels.

366. However, it is pertinent to mention that the above-mentioned FMAP was designed when the unitary system of governance was prevalent in Nepal. With the adoption of the Nepal Constitution in 2015, the entire framework for financial management changed, challenging the FMAP framework due to the alteration of the governance structure. Recognizing the importance of good, robust public financial management to successfully implement the SSDP, GoN introduced various reviews and studies to identify weak areas and gaps due to the changes in the governance structure, and developed new planning, budgeting and reporting mechanisms.

367. In 2017, the government introduced the Sub-National Treasury Regulatory Application (SUTRA). This planning, budgeting and accounting software developed by the Public Expenditure and Financial Accountability (PEFA) body provides financial information from sub-national levels to the National Natural Resource and Fiscal Commission, the Ministry of Finance, and the Financial Controller's General Office. Some provincial municipalities reported that they used this software as it is available at local and provincial levels. SUTRA has been widely acknowledged by local governments.

368. It is noteworthy that one of the SSDP's strategies to fulfil objective 5 (governance and management) was to address the implementation of unified accounting software (computerized government accounting software, CGAS) in the centralized MoE system. Following the restructuring, CGAS lost its relevance for provincial and local state entities but remained relevant at federal level. The MoEST reports having rolled out SUTRA in approximately 300 LGs, and that additional features of this software are in high demand. At the same time, it admits that SSDP financial monitoring requirements can only be met if SUTRA is set up in all 7 provinces and all 753 LGs. PEFA plans to advance the software with new features in offline mode for the municipalities located in remote areas. No financial reporting scheme has been developed between the LGs and the Ministry of Finance (MoF).

369. It is worth noting that USAID Public Financial Management Strengthening Projects (PFMSP) have been mobilized to develop and pilot a school accounting system to address

long-term financial reporting and monitoring. SUTRA roll-out data has been produced by the USAID PFMSP and makes it possible to track which LGs of the 753 municipalities are using at least one module of this software and those that are using it fully. It can also present an analysis of the characteristics of the municipalities using the software.

370. ADB PFM TA has been mobilized to support the development of a short-term solution for the interim period in order to develop forms to be used by LGs and schools to report on grants. In order to streamline financial reporting mechanisms in community schools, the MoE developed the School Accounting Manual in 2015. This manual covers the school fund and budget preparation, financial reporting and internal audit aspects. Community schools are requested to send their monthly income and expenditure report to the school management committees (SMCs) and audit report to LGs. In pursuance with this manual, school head teachers are responsible for preparing the budget for the upcoming academic year and submit it to the SMC for ratification. The head teacher and/or accountant is also in charge of preparing and submitting the monthly, quarterly and annual reports on the financial activities to the SMC.

371. The SSDP Joint Review Meeting Aide Memoire issued in November 2018 verified that the finance management report had been submitted within 45 days of the trimester's end-date, thus achieving the SSDP target.

372. In 2016/17, within the framework of the indicators on the 'implementation of the performance-based school grant scheme' and 'no. of districts with performance-based incentive scheme for head teachers and SMCs', the MoEST introduced a large number of grant schemes (Table 28). The achievement rates of these grants varied from 98.2% (block grants to basic schools for social audits, student report cards, financial audits, school mapping management, bulletin publication, etc.) to 103% (school personnel management grants, grade 1-10 schools). In 2017/18, the MoEST reported to have fully achieved the aforementioned indicator (100% achievement rate) having implemented 1893 grant schemes in total.

Table 27: Grant schemes of the GoN (2016/17 data)

Grants	Physical target	Physical progress	Achievement rate
Operation and management grant, grade 1-5 schools	17 528	17 238	98.3%
Operation and management grant, grade 6-8 schools	5 136	5 075	98.8%
School personnel management grant, grade 1-8 schools	22 027	21 492	97.6%
Block grant to basic schools for SIP, interaction for the capacity development of communities and SMCs, guardians' education and extra-curricular activities	21 887	21 054	96.2%
Block grant to basic schools for social audits, student report cards, financial audits, school mapping management, bulletin publication, etc.	22 347	21 937	98.2%
School personnel management grant, grade 1-10 schools	3 765	3 878	103%
Grant to secondary schools for SIP, interaction program for the capacity development of community and SMC, guardians' education and extra-curricular activities	6 202	6 070	97.9%
Operation and management grant, grade 9-10 schools	3 745	3 713	99.1%
Operation and management grant, grade 11-12 schools	2 621	2 624	100.1%

Source: Progress Report 2016/17, MoEST

373. With regard to the indicator ' % head teachers and SMCs that receive capacity development', the capacity building activities mainly focused on delivering training sessions on the procurement process, school account management, school grant management, the environmental management framework (EMF) and social management framework (SMF). No progress was reported for 2016/17. However, in 2017/18, the program reports having reached out to 17 370, a 99% achievement rate compared to the target set.

374. It is noteworthy that the Flash Report for 2017-2018 produced by the CEHRD indicated that 86.3% of community schools throughout the country developed their School Improvement Plans (SIPs). In addition, 88.3% of community schools responded that they had received all types of government grant for the same reporting period (table 29). However, this statistical data says little about the content of the SIPs. Due to time limitations, the MTR team did not go into the details of the contextual analysis of the SIPs. For the same reason, the team did not assess the extent to which the school grant scheme was based on the SIPs. However, according to a study developed by external experts⁴⁸, the existing financial policies were less applied in public schools, and in most cases⁴⁹ there were no correlation between the budget allocated to the schools and their SIPs.

⁴⁸ A Study on Public Financial Management Practices at School Level, Counsel & Counsel Pvt, June 2018.

⁴⁹ A sample of 100 schools in 6 districts.

Table 28: Status of SIPs and school grants

Province	Total number of community schools	Schools responded for SIP	% of schools with SIP	Schools responding that they had received all types of government funds	% of schools having received all types of government funds
Province 1	5498	5258	95.6	5473	99.5
Province 2	3320	1720	51.8	1847	55.6
Province 3	5243	5146	98.1	5190	99.0
Province 4	3772	3466	91.9	3494	92.6
Province 5	4629	4006	86.5	4210	90.9
Province 6	3013	2211	73.4	2156	71.6
Province 7	3560	3258	91.5	3165	88.9
Total	29035	25065	86.3	25625	88.3

Source: Flash II, 2017-018, MoEST, 2018

375. The summary of key findings about the different pillars of public financial management during the MTR review and the broad recommendations are listed below in **Table 30**. As part of the MTR-TA, there should be a detailed assessment of public financial management from July-September 2019 under the first Annual Fiduciary Review (AFR) and from July-September 2020 under the second AFR.

Table 29: Key PFM findings of the SSDP at MTR

PFM Pillars	Key Findings
1 Legislative Framework	<ul style="list-style-type: none"> a) Entry No. 2 of Schedule 9 of the Constitution of Nepal (2015) defines 'education' as a concurrent function at all levels of government (LGs, PGs, and FG). This allows overlapping functional jurisdictions across the entire education sector, even when Schedules 5, 6 and 8 provided specific powers to FG, PGs, and LGs regarding different levels of education; b) Federal Education Act and Legislation on Basic and Secondary Education required under Sec 11 of the LGO Act 2074, pending; c) Model Education Rules (developed by MoFAGA) have been stayed in the Courts of Law.
2 Planning & Budgeting	<ul style="list-style-type: none"> a) Centralized planning and budgeting – absence of decentralized planning required under a federal structure; b) Lack of participation of schools, LGs and PGs in budget preparation for the SSDP; c) Budget analyzed and fixed at central FG level and lack of

	participation of PGs, LGs and schools;
3 Budget Execution	<ul style="list-style-type: none"> a) Absence of decentralized budget monitoring in schools and LGs; lack of coordination between schools, b) Lack of coordination between LGs and PGs when executing budgets; c) PEDD not involved in the preparation of the PG level education budget.
4 Accounting	<ul style="list-style-type: none"> a) Schools not following NPSAS/Education Rules 2002 for accounting; b) Schools not using any software for the accounting of receipts and expenditure – most are reported to be using manual accounts; no formal, uniform accounting application in schools (mostly manual accounting); c) All LGs are not using SUTRA.
5 Cash and Fund Flow Management	<ul style="list-style-type: none"> a) Untimely fund flows to LGs and schools (non-submission of reports/utilization certificates); b) Funds are inadequate for the payment of full teachers' salaries and for other infrastructure; c) Positive finding: all cash flows are through banking channels.
6 Procurement	<ul style="list-style-type: none"> a) Schools are mostly not adhering to Public Procurement Act 2063 (2007) and the rules set out thereunder; b) Awareness of the Public Procurement Act 2063 (2007) and of the rules set out thereunder was low in the schools visited.
7 Internal Control	<ul style="list-style-type: none"> a) Internal controls are weak – there are no mechanisms for the regular evaluation of internal controls in schools. b) Audit reports of the OAGN for SSDP 2016-17 and 2017-18 highlighted many instances of weak internal control.
8 Internal Audit and other Audits	<ul style="list-style-type: none"> a) Schools are not subject to internal audits; b) Performance and social audits are not performed at regular intervals for all schools and the effectiveness of performance and social audits is low.
9 Asset-Liability Management	<ul style="list-style-type: none"> a) The management and safeguarding of school assets and infrastructure and complete use of school assets needs improvement.

10 Reporting & MIS	<ul style="list-style-type: none"> a) Schools are mostly reporting on the disbursement of salaries with no other reports; b) LGs are not aware of reporting to PG – no structured mechanism for reporting between various levels of government.
11 External Audit and Oversight	<ul style="list-style-type: none"> a) Delayed appointment of external auditors for schools by LG/EDCU; b) OAGN audit of the SSDP (2017-18) commented on the non-availability of audited expenditures in schools.
12 Staffing, Capacity Building, and Awareness	<ul style="list-style-type: none"> a) Government appointed teachers are short in number considering the teacher-student ratio benchmark. Schools need to deploy own-source teachers using internal funds, which are not always adequate; b) Teachers take up the role of accountants in schools (in one school visited, the English teacher is acting as the accountant); c) PTAs and SMCs are not operating in some of the schools visited; d) In some cases, the SMC is chaired by a ward coordinator, leading to the possibility of conflicts of interest in school operations.

Source: SOFRECO data, 2019

a) Main factors affecting progress: risks and challenges (legal, reporting and local capacity aspects)

376. The Constitution of Nepal 2015 distributed the executive powers of decision-making across a three-tier system through Schedules 5, 6, 7, 8 and 9. It granted provincial and local entities autonomy to manage the school education sector and develop relevant education regulations. Furthermore, the Constitution of Nepal 2015 stipulated that federal legal acts should supersede similar legal acts at provincial and local levels, and provincial acts should supersede similar acts at local levels. This means that federal regulations need to be enforced in the first place to ensure consistency among legal acts at federal, provincial and local levels. In order to institutionalize local governments' operations, the government issued the Local Government Operation Act in 2017. It outlines 23 functions for local governments related to school education. These functions are similar to those previously performed by the District Education Offices (DEOs) and District Education Committees (DECs). School education remains a concurrent responsibility with other levels (federal and provincial) of government, which causes overlapping and confusion. However, the Act did not regulate the recruitment, deployment or management of teachers, and did not cover curriculum and textbook issues and aspects associated with the administering of secondary education examinations.

377. In addition to the Local Government Operation Act, the GoN issued a number of legal acts aimed at creating a proper legal framework for LGs (Box 1). The vast majority of legal acts were enforced within a one-year (2017) period, which caused certain inconsistencies and shortfalls. For example, pursuant to Schedule 9 of the Constitution, the collection of royalties from natural resources should be exercised by all three layers of government, but the Inter-Governmental Fiscal Management Act confines this right to the federal government. Another example is the Civil Servants' Adjustment Act and Regulation which was authorized

by the Organization and Management Survey Committee to design a new federal structure, was not mandated to consult or cooperate with the provincial and local governments.

Box 1: Legal framework for local governance

- Election Commission Act
- Local Government Operation Act
- Local Level Election Act
- Electoral Constituency Delimitation Act
- Political Parties Act
- Federal Contingency Fund Act
- Act related to the Election of the House of Representatives
- Act related to the Election of State Assembly
- National Resource and Fiscal Commission Act
- Inter-Government Fiscal Transfer Management Act
- Local Government Operation Act
- Civil Servants' Adjustment Act and Regulation
- National Assembly Election Ordinance
- Inter-Governmental Fiscal Transfer Management Act

Source: SOFRECO Data, 2019

378. At present, the Education Act 2028 (1971)⁵⁰ remains the main regulatory text for the school education sector. It outlines, inter alia, the provisions for obtaining teaching licenses, overall school management, and the authority of SMCs. The Federal Education Act notes that the teacher transfer process is to be managed by District Education Offices (DEOs), which were functioning before the introduction of the new federalism model. Pursuant to the Education Act, SMCs have rights to 'appoint those candidates to the post of the teacher who have obtained a license from the Commission and who are eligible for the post as per the prevailing law to the post of a teacher'.⁵¹ However, teachers' appointments and transfers are still managed at federal level. Furthermore, the current Education Act does not clarify the roles and responsibilities of each federal, provincial and local level. The same was also noted by the stakeholders interviewed in the course of the MTR. In order to address the contradictions and explain responsibilities, the MoEST elaborated new bills on the Federal Education Act, which had not yet been enforced by the end of May 2019.

379. LG entities were given the authority to draft local education regulations in accordance with model laws prepared by the Ministry of Federal Affairs and General Administration (MoFAGA) as guidelines for provincial and local governments. It developed the education regulation model which framed certain school management processes such as: the establishment, merger and closure of schools, education data collection, the examination process, the management of scholarships for disadvantaged students, and local curriculum development. It was noted that many LG entities elaborated their own regulations and procedures; however no federal level agencies (e.g. MoFAGA, MoEST) or provincial governments were requested to assess whether the regulations were in line with federal law (or in line with the model law), although LGs are obliged to publish drafted rules and regulations online. There are cases of regulations (elaborated by LGs) being contested in court since they contradicted the federal Education Act 1971.

⁵⁰ Having 11 amendments.

⁵¹ Paragraph (f), page 32.

380. There are no direct communication channels between the federal and local levels with respect to the delivery of functions related to basic and secondary education. MoFAGA is the only federal level agency with a direct link to local governments, although this link is limited to the aforementioned aspect of model laws developed and the functions of deploying staff from federal level to district and local state agencies.

381. In terms of accountability, all schools are requested to provide self-reported information about students enrolled, teachers, physical infrastructure, examination results and other data, to be uploaded in the Education Management Information System (EMIS). Under the previous federal model, the schools sent their statistical data for EMIS, either electronically or in hard copy, through the resources centers (RCs) and lead RCs, which were mainly functioning as data collection centers. Following the restructuring, both entities were abolished, their staff withdrawn, and their functions taken over by LGs. Some provincial and local level stakeholders reported understaffing challenges within their entities, e.g. no staff assigned to specifically manage educational agenda or collect relevant data for EMIS reporting.

382. The table below (Table 31) outlines key risk factors and their implications on the SSDP agenda.

Table 30: Key risk factors and implications

Risk Factors	Impact
Inconsistent legal framework	Contradicting legal acts and ongoing confusion about roles and responsibilities across the three-tier system has a direct negative impact on the potentially modified SSDP agenda.
Absence of Federal Education Act	Unclear functionalities across the three-tier system (including teachers' deployment) directly impedes the implementation of the potentially modified SSDP agenda.
No legal monitoring across the three-tier system	Contradiction between federal and local regulations, potentially pursued in court, shatters confidence in the new federalism model.
No direct communication between federal and local levels	No accountability and low guidance affects the quality of the service delivered and impedes the implementation of the potentially modified SSDP agenda.
No direct financial accountability to the federal level	Affects PFM and school budgeting and impedes the implementation of the potentially modified SSDP agenda.
Limited capacity at local level (LGs and schools)	Directly affects the implementation of the potentially modified SSDP agenda across all five dimensions of the SSDP.

Source: SOFRECO Data, 2019

b) Analysis of the related DLI and recommendations

383. Objective 5 is related to DLI 9, 'improved governance and strengthened fiduciary management of the school sector'. The expected progress and targets under this DLI have been met so far. However, due to the transition to federalism, several activities need to be revised (i.e. development of a new FMAP adapted to the changed context) or undertaken.

384. As LGs are autonomous, the federal government cannot compel them to establish a control mechanism to ensure that the funds are utilized for SSDP-intended purposes or that they meet the DLI requirements. One option could be to include the required basic control mechanism as a 'condition' associated with the conditional grants allocated, through the Operating Guidelines issued by the MoF Budget Division and by CEHRD respectively. However, this option goes against the constitutional mandate of LGs whose assemblies can decide on budget adoption and execution. Another option could be to collect financial expenditure from schools within the IEMIS as a complement to the reporting mechanism from LGs. However, this data collection would require training school management to report accordingly.

385. Consultations with LG representatives would be necessary to define the reporting mechanisms and control. Although the responsibility of schools remains unchanged, LGs' responsibility needs to be reviewed and changed as necessary to operationalize the performance-based school grant system.

386. The development of reporting mechanisms and formats in coordination with the FCGO/MoF for a uniform country system is crucial and should be accompanied by LGs' capacity building.

387. In addition to periodic training, a continuous capacity building mechanism should be developed, e.g. support to LGs through DTCOs for handholding in fiduciary strengthening, and a contingency mechanism put in place in LGs where essential staff are absent.

388. Broad recommendations against the key findings are summarized in the table (Table 32) below:

Table 31: Broad PFM recommendations on the SSDP at MTR

PFM Pillars	Broad Recommendations
1 Legislative Framework	<ul style="list-style-type: none"> a) Immediate enactment of all legislation. b) Creation of Core Committee for Decentralization with officials drawn from FGs, PGs, LGs and schools to understand overlapping provisions and implement legislation across governments and schools for basic and secondary education.
2 Planning & Budgeting	<ul style="list-style-type: none"> a) Adoption of decentralized planning and decentralized budgeting within the overall SSDP Vision. b) Consolidation of plans and budgets made at school level, then at LG, PG, and FG levels.
3 Budget Execution	<ul style="list-style-type: none"> a) Core Committee for Decentralization to oversee the execution of the budget at all levels and for continuous handholding. b) Development of PFM Guidelines by the Committee; creation of a Budget Preparation and Monitoring Office at each LG level.

4 Accounting	<ul style="list-style-type: none"> a) Immediate adoption of NPSAS/Education Rules 2002 in schools. b) Development of a simple accounting application for receipt and expenditure accounting in schools and generation of online reports for consolidation at LG level. c) Appointment of professional/registered accounting firms to assist schools and LGs (on a cluster basis).
5 Cash and Fund Flow Management	<ul style="list-style-type: none"> d) Development of a mechanism and tools for timely financial reporting in schools and LGs (could be linked to the release of conditional grants and other assistance).
6 Procurement	<ul style="list-style-type: none"> a) Development of a mechanism for procurement audits (under the Internal Audit). b) Capacity building program for schools/LGs including sessions on the Public Procurement Act 2063 (2007) and Rules.
7 Internal Control	<ul style="list-style-type: none"> a) Development of internal control guidelines/manual with which all schools should comply. b) Development of a mechanism for the regular review of internal control and checks, either through the OAGN or through registered/professional accounting firms.
8 Internal Audit and other Audits	<ul style="list-style-type: none"> a) Implementation of an internal audit regime through the Office of DTCO/PTCO/LG, and if required through registered/professional accounting firms.
9 Asset-Liability Management	<ul style="list-style-type: none"> a) Introduction of regular inspection by the EDCU on the proper management of school assets. b) Inclusion of the management of assets (tangible, inventory and cash) under internal audit.
10 Reporting & MIS	<ul style="list-style-type: none"> a) Development by the Core Committee for Decentralization of the reporting formalities for all levels, as part of the PFM Guidelines.
11 External Audit and Oversight	<ul style="list-style-type: none"> a) Mandatory timely external audit of all schools. b) Linking the release of funds to LGs and schools to the timely completion of audits in schools.
12 Staffing, Capacity Building, and Awareness	<ul style="list-style-type: none"> a) Regular accountants with knowledge of accounting may be deployed in schools (considering the workload, if the rules so permit, the LGs could appoint accountants for a cluster of schools). b) Organization of awareness programs, LG wise for schools on PFM.

3. Objective 7: Monitoring, Evaluation and Assessment

389. The Education Management and Information System (EMIS) has been further developed to enable the compilation of different databases from different sources. Education school data is now part of an Integrated Education Management and Information System (IEMIS), with different stakeholders updating and accessing data, and in the future should provide updated information in real time.

390. The strategic role of the IEMIS is clearly indicated in the SSDP PRF. The EMIS should be strengthened to:

- monitor program inputs, processes and outputs, and evaluate the impact of programs.
- inform policy making bodies about the status of the education system in general and learning achievements in particular.
- provide regular feedback to implementing agencies about the status of programs and activities.
- ensure that data is accessible for duty bearers and stakeholders to inform planning at local level.

391. The main strategies planned to develop automated regional, district and school profiles using IEMIS data and tools to support analysis and school profile cards.

392. Table 32: Updated SSDP PRF, presents the indicators to be achieved for SSDP objective 7.

Table 32: Updated SSDP PRF

Indicators		Baseline (2015/16)	Year 1 Target 2016/17	Year 1 Achievement	Year 2 Target 2017/18	Year 2 Achievement	Year 3 Target 2018/19	Year 4 Target 2019/20	Year 5 Target 2020/21	D LI	K PI
IEMIS											
Independent verification of EMIS data		-	First round of sample-based independent verification of EMIS completed	First round of sample-based independent verification of EMIS completed	Verification of data through corrective actions		Second round of sample-based independent verification of EMIS completed	Annual sector performance report prepared with EMIS data and analysis		D LI 10	
Introduction of school profile cards					District and school profile cards piloted and used in social audits in 25% schools		District & school profile card implemented in all schools by linking with school performance	District and school profile cards used in social audits in all schools by linking		D LI 10	

							nce grants	with school performance grants			
Implementation of individual student & teacher ID in EMIS		56	65	77	75	77	75	75	75		

Source: SSDP, DoN, 2016

393. The intended strategy is to strengthen monitoring and evaluation at all levels, including teachers' time-on tasks. In order to secure the reliability of the data, the SSDP's strategy includes the independent verification of EMIS data and implements corrective measures. It is worth noting that the IEMIS should also serve to carry out studies/assessments such as impact evaluations and client satisfaction surveys.

394. The IEMIS plays a pivotal role in the SSDP's annual planning process and constitutes a key tool to ensure the adequate monitoring and evaluation of activities implemented during the transition to federalism. By the end of the first half of the SSDP, the EMIS had been developed as scheduled. Considering the issue of understaffed local governments in the transitional phase, and in order to ensure the timely production of flash reports, the IEMIS database was further transferred last year to a web-portal that enables schools to directly upload their data.

395. In the latest flash report (2075; 2018/2019), about 90% of the schools registered in the previous year had uploaded their data and the remaining schools were expected to provide updated data for the second flash report. This in itself constitutes a success considering the challenge of the task at hand in the transition period. However, during field data collection, the MTR external evaluation team observed some ad hoc practices (see Annex 5), indicating the need for specific support and capacity building in order to ensure that the reporting mechanisms remain sound and robust.

396. IEMIS data should be accessible to PGs, PEDD, EDCUs and LGs, to serve as a basis for education-related planning. However, some stakeholders reported that access was troublesome and/or that they did not have the appropriate staff or capacity to efficiently use this data for planning purposes.

397. Several schools visited, even though they have an internet connection in the school, still send their data both to the LGs and the EDCU either in hard copy, pen drive or by email. At the same time, the EDCUs can be understaffed and unable to appropriately enter or upload the schools' data as the DEO used to do, thus partially explaining the issues encountered in getting updated data.⁵² The CEHRD estimates that 80% of schools at basic level and lower secondary and 20% of schools at secondary level do not have the capacity (either due to a lack of material or human resources to use them correctly) to upload their data themselves. The CEHRD has established a cluster system where resource schools

⁵² Due to logistical and time constraints, only a short sample of easily accessible schools was visited during the data collection, which are not representative of the diversity of the geographical context, or of the situation that can be encountered in remote areas of the same districts. It is likely that other situations will require specific attention.

support feeder schools in uploading their data. If this can help in the transitional period, it has an impact on the administrative tasks falling on resource schools and their ability to mobilize their staff for other activities.

398. Some LGs indicated that they use the data collected to effectively plan activities within their municipality but do not report school data to the central level, which does not allow a proper allocation of funds from the central level, or planning of activities. Furthermore, the same LGs sometimes mentioned their intention to merge schools in order to rationalize the allocation of teachers. However, so far no clear reporting mechanism exists for such interventions. It is key to establish a clear reporting mechanism, respectful of each level of government's prerogative and applicable nationwide, to enable the proper implementation of the SSDP and monitoring of its progress.

399. The SMC members met, although for the most part very supportive of the school project and involved in SIP development, do not always really verify the school data as they theoretically should. Additional training on accountability mechanisms at school level is needed.

400. As mentioned above, the computer literacy of all stakeholders, and at the school and LG levels in particular, seems to be very uneven. Substantial training and support should be considered so that all stakeholders, especially schools, can upload their data in a timely manner.

401. Considering the important role that the IEMIS already plays in allocating funds to LGs for schools and in monitoring progress, and the role that it is intended to play in monitoring expenditure, a transition period with strong capacity building should be considered for a progressive switch from hard copy to electronic reporting, and a contingency mechanism put in place, especially in LGs/ schools where essential staff have not yet been deployed.

402. The IEMIS is related to DLI 10: enhanced reliability and transparency of EMIS data, including school level data. This DLI includes independent verification of school data including teachers' and students' profile accuracy and the corrective measures to be implemented, and specific targets regarding the web-based portal transfer process and the linkage of school performance grants to social audit results (in relation with DLI 4 linked to ERO mandates).

403. At the end of the first half of the program, all expected DLI targets are on track. The possibility of reaching the end year target (linkage with school performance grant based on social audit) should be further discussed and might need to be revised.

404. Considering the SSDP's activities and objectives, further development of the IEMIS should be considered in the following areas:

- Linkage with other existing information systems (i.e. existing NFE-MIS in relation to the newly established equivalency framework, NEB database, etc.);
- Integration of the development of the TIMS, including ETC and teachers' management committee record keeping system, but also teacher performance and monitoring system;
- Integration of school expenditure data as a complement to the LGs' reporting system.

405. EMIS connectivity should be established to:

- Vital registration data;

- Financial and expenditure data;
- Infrastructure data;
- Comprehensive school safety data; and
- A teacher information management system, including teacher attendance and time spent teaching.

406. With the transition to federalism, several developments are already planned (e.g. availability of an equity index disaggregated at PG and LG levels to be used for planning and monitoring activities), which will require technical development but also capacity building at the different levels to ensure appropriate ownership of these tools.

407. The upcoming capacity and institutional assessment should take into consideration this specific need. Additionally, several technical working groups expressed the need to obtain disaggregated data to monitor progress in different areas and or/develop the IEMIS for specific objectives: e.g. information regarding students with disabilities, possibility to identify students for targeted scholarship using their profiles, etc. ensure use of ICT to improve teaching-learning processes (pedagogy) and to improve governance and management functions (e.g. student records, attendance, grades, teacher information, accounting, inventory, will need the development of specific guideline, etc.).

408. It is worth noting that this evaluation report also includes several recommendations to use IEMIS data for additional regular monitoring, dedicated surveys, the upcoming Education Sector Analysis or the Capacity and Institutional Assessment, to better inform decision-making and monitor progress.

409. However, while the existing IEMIS allows the compilation and analysis of an important set of data, it is worth noting that this work requires:

- Human resources with adequate technical skills as well as institutional knowledge of the existing system, type of data available, and possible exploitation of such data;
- The human and financial resources necessary to ensure technical support and maintenance at federal level but also at local and school level (i.e. servers, IT equipment, etc.);
- Sufficient human resources to carry out all of the expected tasks (development, capacity building and remote technical support, compilation of data, analysis and production of flash and consolidated reports, regular production of ad hoc analyses and data sets for planning and monitoring specific activities and other reporting). The IEMIS team within CEHRD currently only has three staff which is insufficient to cover the needs

410. While dedicated TA has already been provided through the common TA framework, it is nonetheless essential to update the IEMIS work plan (a template is proposed in Annex 13), taking into account the staff that would be necessary to perform all of the expected tasks. Based on the current discussions regarding the PRF and the activities to be undertaken during the second half of the program, it would be recommendable to establish a comprehensive review of:

- the tasks related to the envisaged technical development;
- the tasks related to the capacity building and technical backstopping to be undertaken due to the transition to federalism (including liaising with the PFM team and development of guidelines for schools and LGs);

- the tasks related to regular reports to be produced and indicators to be included in each of them including the SDG target framework; and
- additional tasks related to information needs for specific surveys /technical working groups

411. This review could serve to: i) stabilize the information to be included in the different program reports (some indicators will have different periodicities) and the structure and complementarity of such reports to facilitate monitoring of the activities; ii) anticipate the human resources (and eventually additional consultancy support) necessary to implement all of the planned activities and avoid delays or inconsistencies between the different documents produced. A technical committee should be formed to further explore possible management systems that could be used in schools.

412. It is worth noting that in the long run, the stability of the IEMIS core team within the CEHRD is essential to ensure, beyond the smooth implementation of the SSDP, appropriate support to the education sector and policy decision-makers. Like other technical institutions established under the MoEST (i.e. ERO, NEB), the availability of permanent technical staff will be essential to ensure the sustainability of the system and its performance. The provisions for these technical expert positions within the overall structure of the administration and appraisal scheme, needs to be considered.

4. Objective 8: Examination and accreditation

413. In order to improve the quality of education service provision, one of the core SSDP strategies is to develop a strong, harmonized accreditation and examination system nationwide. Table 34 presents the SSDP indicators set for this objective to assess progress.

414. Furthermore, large-scale standardized learning outcome assessments have been introduced, alongside school performance audits, in order to inform policy decisions at different levels, but also to raise the awareness of different stakeholders (head teachers, teachers and parents) on the low quality of education provision, actions to be undertaken to improve it, and methods to monitor progress.

415. As planned, a letter grading system has been adopted alongside single subject certification introduced for grade 10. Policies have been adopted regarding the reform of secondary school exams and are being implemented. The National Education Board is now planning to organize SEE as a standardized test item by 2020.

Table 33: SSDP Indicator for Objective 8

Indicators	Baseline	Year 1	Year 1	Year 2	Year 2	Year 3	Year 4	Year 5	Indicator type
	(2015/16)	Target(2016/17)	Achievement	Target	Achievement	(2018/19)	(2019/20)	(2020/2)	
Implementation of single subject certification in grade 10 exams		Letter grading & single subject certification introduced for grade 10	implementation of single subject certification in grade 10 exams	implementation of single subject certification in grade 10 exams	Single subject certification policy approved for secondary school exams	Single subject certification policy approved for secondary school exams			DLI
Institutionalization of NASA	Education review office (ERO) to become fully independent	NASA institutionalized at ERO with ERO granted autonomy		Implementation of agreed corrective actions based on 2014 grade 5 NASA results		Examinations for grade 8 administered with standardized test items	NASA survey carried out for grades 8 and analysis of results for NASA Grade 5 (carried out in 2018) disseminated	Examinations for grade 8, 10 and 12 implemented with standardized test item	DLI

Source: SSDP data, GoN, 2016

416. While the NEB has been established, the legal provisions and institutional arrangements regarding its autonomy are still unclear. Interviews at sub-national level showed that there is renewed attention to the importance of examination and students' certification. Within the changed context, PGs and LGs have been very engaged in improving the reliability of exams and have taken various initiatives in this respect.⁵³ Furthermore, during MTR data collection, several schools visited indicated that, although they had not been audited, they used the school performance audit manual to develop their SIP⁵⁴, which shows ownership of a quality improvement process.

417. The CB-EGRA 2017 report also highlights that parents' awareness was raised when they received the results of tests, resulting in higher commitment to their children's education.

418. The results and achievements of objective 8 are directly linked to DLI 4: assessment and examination system reforms undertaken to improve teaching and learning. It is worth noting that only two indicators have been set corresponding to the DLI matrix targets. While the impact of the transition to federalism has added difficulties to the implementation of the envisaged reforms, the pace for implementing such reforms is in itself quite rapid and requires the readiness of institutional capacity (both in terms of human and financial resources), which was not really established at the beginning of the SSDP.

419. While important progress can be noted, several issues remain which hinder the development of a continuous quality assessment culture within the education system at different levels.

420. A first issue relates to the existing technical capacity at different levels of the system to implement assessments based on standardized test items. Several stakeholders at central level clearly indicated their difficulties regarding the technical aspects of the process and confusion between standardized tests (i.e. similar/harmonized tests implemented nationwide) and standardized test items (i.e. item response theory as a statistical model and its use for measuring learning outcomes). It is worth noting that turnover at different education levels constitutes an additional difficulty in terms of establishing a solid institutional common understanding of complex technical issues. A stronger coordination mechanism between

⁵³ It is worth noting that in Province 2, reported for cheating in national exams, a dedicated committee was put in place which oversaw the preparation and remedial actions (i.e. remedial courses for students taking the exam), and also developed a sanction procedure.

⁵⁴ As mentioned above, one head teacher clearly stated he was doing so in the hope of becoming a 'model school'.

university experts and education agencies under MoEST (CLA and autonomous bodies) could be established to support staff capacity development in this area as necessary. DPs' support could be channeled through academic and inter-university cooperation to ensure that appropriate expertise is available locally. In the long run, as for the IEMIS core team, provision for permanent, in-house, technical expert positions (i.e. psychometricians) in ERO and NEB needs to be considered by the MoEST to ensure the sustainability of the reform and quality assurance mechanisms for the education sector.

421. A second issue relates to the transition to federalism, as the responsibility for organizing standardized tests for grades 8 and 10 has been transferred respectively to the LG and PG levels. However, the capacity to develop test items at LG and PG levels has proven difficult. Specific support is needed in that area as well as clarification on the reporting arrangements. DLI 4.3b could be restructured to: i) reflect the proportion of LGs and PGs that have received technical support in the organization of the standardized examination; ii) include progressive disbursement based on the proportion of LGs and PGs that have organized standardized tests in grades 8 and 10; iii) include the possibility to progressively achieve targets in years 3, 4 and 5.

422. The existing coordination between ERO, NEB, other CLAs and MoEST could also be reinforced. The analysis of NASA and standardized exams has been integrated into action plans. However, ownership of the plans and of the related actions to be implemented is not fully secured. The action plan could be more formally reviewed and adopted under the aegis of the MoEST, with clear responsibilities identified to implement the plan in a coordinated manner.

423. Teachers and head teachers can be reluctant to admit low results or progress when it comes to their students' learning outcomes. This attitude reveals that evaluation is still perceived as a normative 'audit-type' process (e.g. potentially followed by sanctions).

424. This confusion might be further sustained as the SSDP encompasses two different evaluation approaches at the same time:

- A performance-related approach which is traditionally linked to an increase in control, top-down supervision (i.e., teachers TST, financial auditing, etc.) and focus on results; and
- The development of a continuous quality improvement-oriented process which requires the enablement of innovation, experimentation and autonomy, and focuses on processes and accountability mechanisms more than results.

425. It is worth noting that the same ambivalence is reflected in the DPs' support itself: the DLI matrix is based on the program result framework which strongly focuses on results, often quantitatively oriented, with very little focus on qualitative processes, which might further heighten the existing confusion. Different options could be considered to further develop innovation and experimentation at local level, but also to document existing initiatives and disseminate good practices.

426. In line with the different issues identified by the TWG (e.g. retention of out-of-school children, use of language to improve pedagogical practices, development of science projects to support learning outcomes, identification and adaptation of pedagogical practices), a call for proposals for research actions and experimentation at school/LG level could be organized. The selected schools/LGs as project bearers could receive support in the form of:

- Technical support for the development of an evaluation protocol, analysis of the results and corrective action to be implemented;

- Limited incentives to cover some logistical costs (related to the trial and participatory analysis of the results and their dissemination).

427. These experiments, whether positive or negative, would be documented and the results disseminated to encourage other schools/LGs to adopt the same approach and share lessons learnt.

C. Transversal objectives

1. Objective 9: Capacity and institutional development

428. The capacity development objective of the SSDP (objective 9) is built around the outcome of having sufficient institutional capacity at all levels to implement the SSDP. As a broad indicator, the SSDP proposed the 'development and implementation of the Capacity and Institutional Development (CID) Plan'. This indicator was not specific or time-bound and difficult to measure.

429. It is also noteworthy that there was no target set to assess progress towards meeting the capacity and institutional development aspect of the SSDP. The PRF framework includes a long list of strategies and expected outputs under this objective, but no detailed targets or indicators have been established. The strategies incorporate the following key interventions:

- Developing a CID plan for central level agencies;
- Developing a common framework for Technical Assistance (TA) in priority areas identified in the CID;
- Developing a transitional plan for a smooth shift to the new federalism mode;
- Strengthening capacity at school level by delivering training to school heads and education managers, establishing Community of Practice (CoP) schemes, developing guidelines and improving standards across areas at school level (teacher management, teacher training in science and mathematics, training for the improved school-based assessment of students);
- Developing training for the staff of the National Examination Board (NEB) and training on including education at all levels;
- Carrying out geographical information system (GIS) based school mapping and developing a plan to integrating information and communication technologies (ICT) into school education in Nepal.

430. One of the major outputs of this component is the development of the CID plan for the MoE, DoE, central level agencies and district bodies. Taking into account the decentralized modalities of the school education sector (changing structure, functionalities and fund allocation), there is no evidence of needs assessments conducted, at the early stage of decentralization process, on the arrangements needed for achieving SSDP results in rtz area of developing CID plan and relevant TA framework. Overall, the indicator lost its relevance and was never achieved since it focused on central- (e.g. DoE, MoE) and district-level public entities which were abolished under the new federalism model, and apparently no CID had been developed for the agencies which have ceased to exist (Table 35).

Table 34: Objective 9 - Key performance indicator and its modalities

Indicator	Status	Challenge
Development and implementation of a capacity and institutional development (CID) plan	Not achieved	<ul style="list-style-type: none"> - Vague and broad indicator: not specific, measurable, attainable or time-bound. - Indicator not relevant: no CID plans for the agencies which have ceased to exist. - Reporting gaps and no target set
Strategy samples		Reporting Sample
<ul style="list-style-type: none"> - Developing a CID plan for the central level agencies; - Developing a common framework for TA in priority areas identified in CID; - Carrying out geographical information system (GIS) based school mapping. 		<ul style="list-style-type: none"> - Operational costs for the meetings of different working committees; - Staff salaries (e.g. salaries for DoE drivers); - Publication of progress reports.

Source: SSDP, GoN, 2016

431. It is noteworthy that a Capacity and Institutional Assessment (CIA) will be undertaken in the coming months by the British Council within the framework of the TA agenda and will result in a Capacity and Institutional Development Plan developed to support the transition to federalism

432. The expenditure framework (36) of the SSDP considered allocating 1.1% (69 million dollars) of the total program budget to the capacity development (CD) component of the plan (Table 35: SSDP Expenditure Framework).

433. One of the major outputs of this component was the development of the CID plan for the MoE, DoE, central level agencies and district bodies. Taking into account the decentralized modalities of the school education sector (changing structure, functionalities and fund allocation) there is no evidence of a needs assessment having been conducted in the early stage of the decentralization process on the arrangements needed to achieve SSDP results in the area of developing a CID plan and relevant TA framework.

434. Apparently no CID had been drawn up for the agencies which have ceased to exist. In 2016/17, the actual expenditure for this sub-component consisted of operational costs for the meetings of the different working committees, staff salaries (e.g. salaries for DoE drivers), financial and social audits and fund flow tracking by REDs, the publication of progress reports, instruments and furniture for offices and training, machinery maintenance and talent hunt programs.⁵⁵ The MoEST also reported constructing district education office (DEO) buildings, the procurement of computers and printers, conducting resource center activities, preparing status and monitoring reports, covering program management costs, etc.⁵⁶

⁵⁵ Table 42, page 82, Status Report, 2016/17, MoEST.

⁵⁶ Table 21, page 52; Annexes 1, 2, 3 and 4, pages 97- 118; Status Report, 2017/18, MoEST.

Table 35: SSDP Expenditure Framework

#	Component	Amount (NRs million)	Amount (\$ million)	Share of Total (%)
	ECED/pre-primary education	25,800	246	3.8
	Basic education (grades 1–8)	371,289	3,536	54.7
	Secondary education (grades 9–12)	172,314	1,641	25.4
	Technical education under DOE	9,071	86	1.3
	NFE and lifelong learning	8,011	76	1.2
	Teacher management and professional development	13,219	126	1.9
	Disaster risk reduction	31,364	299	4.6
	Governance and management (district)	5,216	50	0.8
	Monitoring and evaluation	3,508	33	0.5
	Capacity development	7,249	69	1.1
	Organization and management	31,321	298	4.6
	Total	678,362	6,461	100

Source: Program Implementation Document, ADB, 2016

435. The SSDP CD intervention strategies also considered developing a plan for a smooth transition from the existing national educational management system to the new federalism model introduced by the Constitution. This part of the SSDP initiative was partially achieved. The draft plan entitled ‘Transitional Plan and Roadmap for the Implementation of the School Sector Development Plan (SSDP) in the Federal Setup’ of August 2018, was in the process of further elaboration during the fieldwork phase of the mid-term review.

436. This plan also addressed CID issues and proposed to establish the Technical Support Unit (TSU) to be governed by the SSDP Steering Committee. The TSU should be, inter alia, in charge of supporting the GoN to provide TA on CID priorities. However, no indicators had been set to assess the progress and achievements of such support.

437. According to the aide mémoire⁵⁷, within the framework of the CD component, the government reported revising and implementing the National Curriculum Framework 2075 (NCF) in 2016. The NCF provides uniform guidelines to the local levels for developing local curricula taking into account local needs and perspectives.

438. The MoEST confirmed the capacity development aspect to be a cross-cutting issue requiring further inter-ministerial collaboration. In 2017/18, the MoEST reported conducting orientation sessions for 28 690 beneficiaries (compared to the 28 699 planned) on new policy and directives. No detailed data is available on the type of training conducted and budget allocated per training type.

439. The standards improvement agenda on teacher management, availability and accountability (DLI 3) was reported to be achieved in the course of the first year of the SSDP’s implementation.⁵⁸ The teacher redeployment plan was expected to be revised as soon as the decision was made on the level of government having jurisdiction over managing teacher positions. The teacher management agenda as well as the roles and responsibilities of each level of government were expected to be addressed in the Education Act submitted to Parliament in November 2018. Further achievement of DLI 3 depends on the one hand, on the budget disbursed by LGs for hiring new teachers, and on the other hand, on funds coming from central level. The MoEST thus requested additional funds to implement a

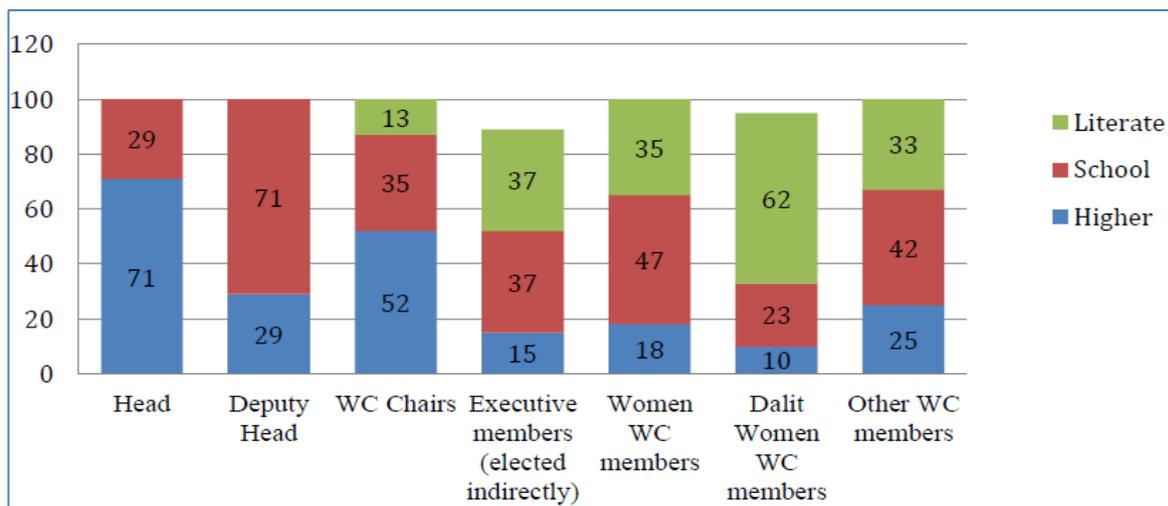
⁵⁷ Nepal School Sector Development Plan Joint Review Meeting, November 22– 25, 2016 Aide Memoire.

⁵⁸ Nepal School Sector Development Plan, Budget Review Meeting, May 14-18, 2018 Aide Memoire.

teacher redeployment plan. Budgetary provisions were made to train 4 500 subject teachers for mathematics, science and English for the financial year 2018/19.

440. With regard to local-level capacity to take over education sector management functions, a study⁵⁹ conducted in 2017 found that newly elected officials from different structures needed to learn new skills to operate effectively in their new capacities. The assessment conducted in seven municipalities⁶⁰ of Nepal within the framework of this study revealed a certain degree of asymmetry in the education levels of the selected LG officials (table 37), which affects their capacity to be effectively engaged in their functional areas of governance.

Table 36: Level of education of elected ward chair (WC) leaders (figures in %)



Source: *Diagnostic Study of Local Governance in Federal Nepal, the Asia Foundation, 2017*

441. In 2013, before introducing the new federalism model, the GoN launched its ICT in Education Master Plan 2013-2017. This Master Plan incorporated four components: developing ICT infrastructure, developing ICT competences, developing digital learning materials, and improving education management systems. According to the review conducted in 2018 by the United Nations Educational, Scientific and Cultural Organization (UNESCO), there were certain shortcomings in the monitoring of the implementation of this master plan, which was never performed as planned, and implementation progress was not reported in a consolidated manner in one document. However, progress in some components has been reflected in other reports such as review meeting and annual status reports. No data is available on GIS-based school mapping having been conducted and or on a new ICT in Education Master Plan being developed.

442. Capacity development terminology was not properly defined which potentially caused confusion with regard to KPIs and progress measured. For example, salaries for DoE drivers are not relevant when addressing the program's capacity development aspect. Another example is the indicator for Objective 5 (capacity and institutional development). The generic indicator 'Development and implementation of capacity and institutional development (CID) plan' was accompanied by a list of strategic initiatives making this indicator difficult to

⁵⁹ The Diagnostic Study of Local Governance in Federal Nepal, the Asia Foundation, 2017.

⁶⁰ Khalsa Chintang Sahidbhumi rural municipality, Janakpur sub-metropolitan city, Bhaktapur municipality, Pokhara Lekhnath metropolitan city, Rolpa municipality, Chandannath municipality, Joshipur rural municipality.

measure. Furthermore, the lack of clear terminology results in seeing CID as a type of gap-filling activity rather than a comprehensive system for the transformation of skills into a more quality-oriented approach.

443. The SSDP program adopted a relatively generic approach to develop the program's KPIs. As a result, they were interpreted differently in the course of the project's implementation (which was reflected in program status reports) causing inconsistencies in the reporting.

444. The teacher management, availability and redeployment scheme is not fully structured, and primarily depends on the provisions of the new Education Act, which has not been put into force so far. However, the Act's adoption cannot be expedited without breaching the democratic principle of parliamentary decision-making. The educational asymmetry and different backgrounds of the selected LG officials requires investment to develop their skills to effectively operate in the new working context.

445. The SSDP PRF did not include any cost allocation efficiency indicators. Irrelevant operational costs were reported under the expenditure schema of the capacity development component of the SSDP.

446. No DLI is related to this objective. However, it is worth noting that all other DLIs are impacted by the Capacity and Institutional Development Plan, especially in the changed context.

447. It is recommended to clearly define a three-level model for the capacity development agenda (legal and policy, institutional and individual levels) but also to adopt some common principles and consensus around these. KPIs could be developed across each level. For ease of reference, Annex 6 presents capacity development definitions used by different agencies.

448. On this basis, separate budgets for implementing the capacity building plan and for routine/basic administration functions should be clearly established.

449. Instead of generic implementation strategies, the program should develop detailed KPIs. The indicator/outcome framework needs to be revised to ensure that the new KPIs are SMART (specific, measurable, attainable, relevant and time-bound).

450. More precisely, instead of using the generic indicator: 'strengthened financial management information systems in line with the FCGO system (CLAs, RED, ETCs, DEOs)', the program should consider several sub-indicators, with each of them addressing different aspects of the financial management system. For example, one indicator could measure the progress of the SUTRA system's development and use at different levels (which could also consider several sub components: one related to the system's roll-out, another related to the % of system users trained at each level, etc.); another indicator could address the implementation of the unified accounting software; another could focus on progress made in improving head teachers' and accountants' budget preparation skills, etc.

451. A countrywide training needs assessment scheme should be developed and conducted in stages at LG level and among community schools.

452. With regard to the SSDP capacity development agenda, it is recommended to introduce a cost allocation efficiency indicator that will be a percentage of operational costs as a part of the total budget allocated to implementing the specific CD activity. The annual reporting could reflect the cost allocation efficiency indicator through the prism of interventions carried out in the course of that reporting period. The same indicator should be

applied across the SSDP to assess the cost allocation efficiency of other components of the plan.

2. Objective 10: Budget and Finance

a) Updated SSDP PRF

Objective 10: Finance								
<ul style="list-style-type: none"> • Generate adequate financial resources for education development. • Provide adequate resources to support educational policy directions • To manage available resources effectively • To improve the efficiency and effectiveness of aid available for SSDP implementation 								
Outcome:	Indicators	Baseline (2015/16)	Year 1 (2016/17)	Year 2 (2017/18)	Year 3 (2018/19)	Year 4 (2019/20)	Year 5 (2020/21)	Indicator type
10.1. Sufficient and predictable budget allocated at national level to implement the SSDP	Education sector budget as % of national budget	12.04%			15%		17%	
	% of growth in real terms of budget allocation for education sector compared to previous year		Increase from previous year	DI				

453. The SSDP Results Framework contains two indicators attached to objective 10 on education finance. The first indicator is defined as the percentage of the education sector budget within the national budget. The second is the growth rate of the education sector budget in real terms.

454. One clarification to be made is the exact coverage of national budget expenditure. Some budget tables and the SSDP scenario refer to total budget expenditure as the sum of recurrent, capital and financing expenditures. To align with international and Global Partnership for Education (GPE) practice, total expenditure should be considered as recurrent and capital. The financing of budget deficit should not be considered; the GPE definition also deducts debt interest from recurrent expenditures.

455. As equalization grants are part of the national budget expenditure, the share of equalization grants used for the education sector should be considered as part of the education sector budget.

456. It is recommended to use the following numerators and denominators:

- Education sector budget = federal + conditional grants + share of education from equalization grants;
- National budget = recurrent expenditure – debt interests + capital expenditures.

457. With this definition, the indicator stands at 12.4% for financial year 2018-19. Values for the previous years are under-estimated in the table below as education expenditures from local sources are not recorded. This under-estimation could represent 1 percentage point of total government expenditure. The expected increase of the indicator did not concretize; the indicator is far below the GPE benchmark of 20% of government expenditure allocated to education, and is on a declining trend.

458. The second indicator considers the increase in real terms of the education sector's budget allocation. This indicator is calculated in the table below and shows that the education sector budget has increased every year in real terms.

Table 37 : Indicator: Education sector budget as % of the national budget

	Sources	2015-16	2016-17	2017-18	2018-19
Education sector budget					
Federal budget education sector	Budget	98 640	116 361	126 642	43 573
PG conditional grants	ASIP				267
LG conditional grants	ASIP				85 112
PG equalization grants	ASIP				6 086
LG equalization grants	Estimate 6%				4 950
Total education sector budget		98 640	116 361	126 642	139 989
Total government expenditure					
Recurrent expenditure	Budget	484 266	617 164	803 531	845 448
of which interest		21 443	22 689	30 800	26 461
Capital expenditure		208 877	311 946	335 176	313 998
Total national budget		671 701	906 421	1 107 907	1 132 985
Education expenditure as % of the national budget		14.7%	12.8%	11.4%	12.4%
GDP deflator	MOF website	5.0%	8.1%	6.8%	4.9%
Education sector's previous year prices		98 640	107 692	118 634	133 450
Annual increase at constant prices			9.2%	2.0%	5.4%

c) The perimeter of SSDP expenditure

459. The domains covered by the SSDP correspond to activities for school education, from early childhood education up to upper secondary and non-formal education. However, the cost of the SSDP does not include all public funding for these levels and is limited to expenditure identified within the government budget and funded by GoN or JFPs:

- The cost of the SSDP does not include all public funding; community schools may receive additional funding from local governments' own resources, such as for the remuneration of teachers hired in addition to the permanent and temporary teaching staff paid from the GoN budget.
- External support to government does not include off-budget projects, or on-budget non-JFP support.

460. The decentralization process, starting with budget year 2017-18 and becoming more effective in 2018-19, has changed funding mechanisms, with consequences on reporting processes and the availability of financial data. The majority of SSDP funding is now channeled to local governments under a set of conditional grants provided from the federal budget. In addition, provincial and local governments get non-earmarked resources from

revenue-sharing mechanisms and equalization grants and could spend part of this on education activities. CEHRD considers that expenditure for school education from PGs' and LGs' own resources represents 12% of provincial equalization grants and 6% of local equalization grants. Only conditional grants are identified as education within the GoN budget.

461. Off-budget support is accounted for as a potential resource for SSDP activities, however it is not included in the GoN budget perimeter. The amounts in the table below result from the processing of the annual statements of technical and other assistance (see annex 7).

462. In addition to this public funding, international and national NGOs are providing resources for about NPR 3.9 billion per year (estimates from MoEST/UNESCO National Education Account).

463. The perimeter used for the analysis is formed by the upper part of the table for expenditure identified within the GoN budget, with some references to off-budget support.

Table 38: Funding of school education, NPR millions

		2016-17	2017-18	2018-19
		<i>Budget</i>	<i>Revised budget</i>	<i>Budget</i>
<i>SSDP perimeter</i>		85 980	93 133	92,935
Federal budget		85 980 ¹	23 110 ²	7 556 ³
Conditional grants to PGs			70 023 ²	267 ³
Conditional grants to LGs				85 112 ³
of which JFPs		7 700 ¹	7 837 ⁴	9 184 ⁴
<i>Other public funding for school education</i>		3 205	3 659	13 914
PGs from equalization grant	12%	n/a	n/a	6 093 ⁵
LGs from equalization grant	6%	n/a	n/a	4 950 ⁶
On-budget non-JFPs		826 ⁷	928 ⁸	201 ⁹
Off-budget external funding		2 379 ¹⁰	2 731 ¹⁰	2 670 ¹⁰
Total public resources for school education		89 288	105 578	106 641

1 ASIP 2016-17, table 5 Total SSDP-JFA budget

2 Source Budget Status Report 2017-18, table n°1

3 ASIP 2018-19, tables 5-3

ASIP 2018-19, tables 5-4

ASIP 2018-19, tables 5-6, Budget allocation to school sector from province level equalization grant

Estimates from equalization grant in redbook and % for school education

ASIP 2016-17, table 8 non-JFP fund and programs

ASIP 2017-18, tables 1-11 non-JFP fund and programs

ASIP 2018-19, tables 5-6 non-JFP fund and programs

Estimates from technical assistance book, see annex

d) Analysis of progress made

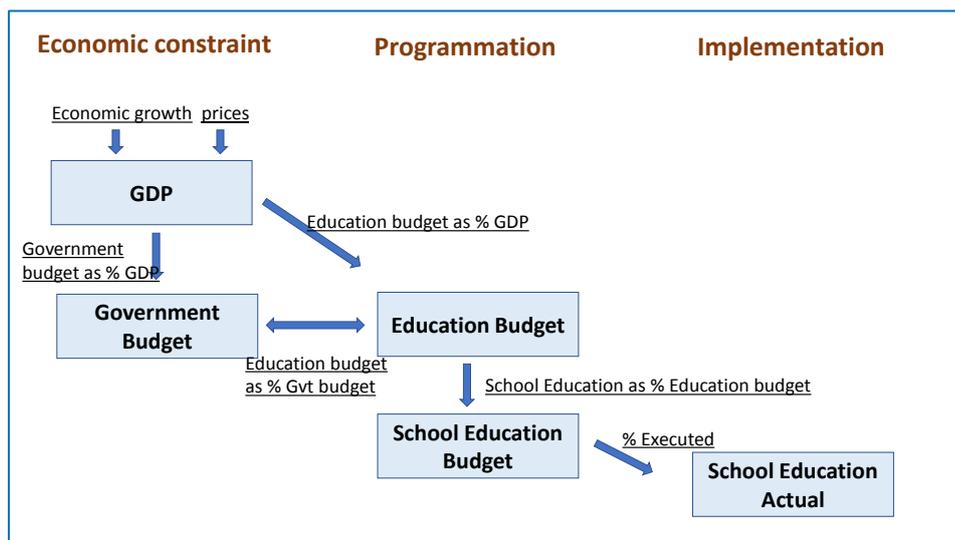
(1) The resources actually allocated to school education

464. The SSDP quantitative scenario and costing was built on a set of objectives and hypotheses fixed in 2016, mainly on the basis of the school and budget situation in 2015-16.

465. The cost of the SSDP is mainly based on a projection of enrolment, the number of teacher positions paid from the government budget, and the activities planned for each program. It should be noted that all costs are inflated by an assumption of an annual 8% increase in prices.

466. The financing scenario is based on assumptions on economic growth and education budget levels. The following figure shows the linkages between variables and the successive steps for projecting the budget framework. However, in the SSDP scenario, the education sector budget results directly from a GDP projection using the ratio of education budget over GDP. The potential school education budget was then projected as a percentage of the education budget.

Figure 9: SSDP macroeconomic and budget framework



467. The actual economic situation and government budget in the first two years of implementation (2016-17 and 2017-18) differ from the assumptions of the initial SSDP scenario:

- Economic growth during the last two years was better than anticipated, with 7.4% in 2016-17 and 5.9% in 2017-18, compared to 3% and 4% in the SSDP scenario. This has a positive consequence on the government's capacity to raise revenues.
- Inflation was lower than anticipated; the consequence is a general over-estimate of the SSDP's cost as the annual inflation rate of 8% applied to all SSDP costs. The last row in the upper part of the table below displays the revised cost for SSDP activities with the actual inflation level. However, it should be noted that the SSDP's cost is more influenced by decisions on increasing salaries than on general inflation.
- Government expenditure (recurrent, capital and financing) did not reach the anticipated level of 41.3% of GDP. However, due to the lower anticipation of

GDP, the anticipated total government expenditure is not far from the real budget figures.

468. Financial resources are allocated to education through the government budget. In 2016-17, the budgeted amount corresponded to the level anticipated in the SSDP scenario. In 2017-18, the budgeted amount of NRP 126.6 billion is lower than the expected NRP 148 billion. The assumption made for inflation cannot fully explain this difference.

- The education sector budget was anticipated with an increase from 4.4% to 5.2% of GDP. However, this ratio declined and stood at 3.8% in 2017-18. The SSDP assumption was somewhat optimistic as such a rapid improvement in the share of GDP would be difficult to reach. However, it should be mentioned that the context of a higher level of economic growth had a negative effect on the ratio.
- The education sector has been receiving a lower allocation within the government budget. This is continuing in 2018-19 as the education sector budget stands at NRP 134 billion compared to an expected NRP 166 billion in the initial scenario. The rapid increase in government budget has not resulted in an equivalent increase for the education sector. The stable number of teachers' positions paid by government is a major driver for the education budget.

469. This issue of the share of education within the government budget was discussed before in more detail, as the % of education within the government budget is an indicator of the SSDP results framework. It has to be considered within the decentralization framework with part of the education expenditure borne by local governments.

470. School education is the main component of the education sector and receives the main share of the education budget. This share was expected to remain stable at 81.2% in the SSDP scenario. The share in budget allocations was lower in 2016-17 and 2017-18, and appears to be on a decreasing trend.

471. Finally, the budget has not been fully executed and actual expenditure is lower than that programmed in the budget.

(2) Comparison of SSDP financing scenario and actual situations

472. Actual budget allocations to the SSDP did not follow the increasing pattern set out in the initial scenario. This should continue in the coming years as the 2018-19 budget and MTEF perspectives appear to follow a similar trend as that observed for the first two years of SSDP implementation.

473. The declining trend in the share of education budget within the GDP or within total government expenditure could hinder efforts to ensure fee-free education and improvements in schooling conditions and learning achievements. These indicators are now at a low level compared to most countries and below the benchmarks set by the Global Partnership for Education.

Table 39: SSDP initial plan and actual allocation and expenditure for school education

	Source	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
SSDP									
Real GDP growth	SSDP simulation	0.8%	3.0%	4.0%	4.2%	4.5%	4.8%	5.0%	5.4%
Inflation growth		10%	10%	8%	8%	8%	8%	8%	8%
GDP billion Rs		2,248.7	2,541.0	2,845.9	3,194.3	3,593.4	4,052.1	4,580.8	5,192.5
Gvt expenditure % GDP		31.2%	41.3%	41.3%	41.3%	41.3%	41.3%	41.3%	41.3%
Gvt expenditure billion Rs		701.2	1,048.9	1,174.8	1,318.6	1,483.3	1,672.7	1,891.0	2,143.4
Education budget % GDP		4.4%	4.6%	5.2%	5.2%	5.2%	5.5%	5.5%	5.5%
Education % gvt expend.		14.1%	11.1%	12.6%	12.6%	12.6%	13.3%	13.3%	13.3%
Education budget billion R		98.6	116.4	148.0	166.1	186.9	222.9	251.9	285.6
School ed % education		71.7%	81.2%	81.2%	81.2%	81.2%	81.2%	81.2%	81.2%
School ed budget billion R		70.7	94.5	120.2	134.9	151.7	181.0	204.6	231.9
School ed budget adjusted for inflation	Estimates	70.7	92.8	118.8	131.0	149.6	178.0	200.2	226.5
Actual and revised perspectives									
Economic growth	IMF after 2018	0.2%	7.4%	5.9%	6.5%	6.3%	4.5%	4.5%	5.0%
GDP deflator	IMF after 2018	5.0%	8.1%	6.8%	4.9%	6.5%	6.2%	5.7%	5.5%
Consumer Price Index	CBS	9.9%	4.5%	4.2%					
GDP billion NPR	IMF after 2018	2,253.2	2,642.6	3,007.2	3,361.0	3,803.0	4,222.0	4,662.0	5,165.0
	MTEF		2,645.0	3,007.2	3,488.5	4,087.3	4,818.1		
Gvt expenditure % GDP	MTEF	26.7%	31.7%	35.8%	33.2%	34.1%	34.4%		
Gvt expend. billion NPR	Budget & MTEF	819.5	1,048.9	1,279.0	1,315.2	1,577.7	1,864.6		
	Actual	601.0	837.2	1,077.8					
Education budget % GDP	MTEF + estimates LGs	4.4%	4.1%	3.8%	3.8%	3.7%	3.6%		
Education % in Gvt budget	including financing	16.4%	13.1%	10.7%	9.8%	8.9%	8.2%		
Education budget billion R	MTEF + estimates LGs	0.0	116.4	126.6	129.0	140.5	152.3		
	Actual	98.6	109.4	115.7					
School ed % educ Budget	MTEF + estimates LGs		74.3%	75.1%	72.1%	70.8%	70.1%		
School Ed Budget billion Rs	MTEF + estimates LGs		86.0	93.1	92.9	99.5	106.7		
	Actual		81.3	87.0					

453. Actual expenditures are available by budget heads (table 40). Overall, the SSDP budgets were implemented at a 95% rate in 2016-17 and 93% in 2017-18. Actual expenditures reflect the allocations made for the budgeted expenditures.

Table 40: Table: Government expenditure for school education: budget and actual expenditure

SSDP by budget head in millions	2016-2017			2017-2018					2018-2019
	Budget	Actual	%	Budget	Budget		Actual	%	Budget
	ASIP	Redbook	impleme ntation	ASIP	Federal	Transfers to LGs	Status report	impleme ntation	ASIP
SSDP by budget head in millions									
3500163 Primary Education	47 197	43 755,1	93%	47 001	749	46 251	46 251	98%	0
3500173 Lower Sec and Secondary	12 399	11 588,0	93%	12 899	341	12 565	12 565	97%	0
3500233 Special Education	130	140,9	108%	138	138		123	89%	0
3500234 Special Education	0	8,0		0	9				0
3501083 National Examination Board				40	40		40	100%	
3501403 SSDP Center	645	452,4	70%	584	584		382	65%	7 540,6
3501404 SSDP Center	12	63,0	536%	38	38		35	93%	15,0
3508063 SSDP Districts	25 476	25 118,7	99%	32 141	20 995	11 208	27 410	85%	0
3508064 SSDP Districts	120	134,7	112%	224	224		145	65%	0
Grants to LGs									85 112
<i>of which salaries Prim+Sec Teachers</i>									59 910
Grants to Provinces									375
Total	85 980	81 260,8	95%	93 064	23 119	70 023	86 951	93%	93 043

474. Reporting on expenditure is a crucial issue to address. Expenditure for school education is mainly borne by local governments and reporting by PGs and LGs is not yet fully organized. The Ministry of Federal Affairs and General Administration intends to organize it. It is crucial for the follow-up of SSDP activities that the structure of the financial reports includes sufficient information and details.

(3) Allocation of resources per component

475. As seen previously, the overall budget allocated to school education stands below the initial SSDP scenario. Details by SSDP component are provided in the table below. They are based on the financial allocations set in the annual work plan and budget. The actual expenditures presented before by budget head are not available by SSDP component.

476. The two major components of basic education and secondary education correspond to the payment of salaries for permanent and temporary teachers. The number of positions remained unchanged during the period. This was also the assumption set for the SSDP scenario. The difference between SSDP scenario and real allocations are more linked to the general assumption of 8% inflation also applied to salaries.

Table 41: Number of budget positions for teachers

Level	Permanent	Temporary	Total
Primary	80,176	21,889	102,065
Lower secondary	16,224	9,612	25,836
Secondary	12,718	6,919	19,637
Higher secondary	2,000	4,000	6,000
Grand total	111,118	42,420	153,538

Source: CEHRD

477. While the teachers' salary bill appears to be coherent with the initial scenario, other activities received less funding than foreseen initially. For early childhood education, the increase in wages paid to ECD facilitators did not materialize.

Table 42: Budget allocation by SSDP component, NPR million

	2016-2017		2017-2018		2018-2019	
	SSDP scenario	ASIP allocation	SSDP scenario	ASIP allocation	SSDP scenario	ASIP allocation
SSDP component	111,837	85,980	134,920	82,796	152,658	92,935
ECED/PPE	2,644	2,711	4,550		4,911	
Basic education	55,427	51,151	66,909	49,772	72,763	
Secondary education	20,332	17,793	29,857	17,918	34,850	
TV subjects in school education	519		1,623		2,257	
NFE and life-long learning	1,222	542	1,402	282	1,663	
Teacher management and professional development	386	190	777	93.0	1,417	
School physical facilities		6,332				
School governance and management	1,548	4,492	1,661	418	1,793	
Institutional capacity development	674	435	1,281	942	1,430	
DRR and school safety	23,953	366	21,116	9,425	25,369	
Monitoring, evaluation and assessment	443	80	680	68	736	
Examination and accreditation		86		179		
Application of ICT in education		792		1,043		
Health and nutrition in school		994		2,517		
Others	4,689	14	5,064	138	5,469	

Source: SSDP simulation model and ASIP 2016-17, 2017-18 and 2018-19

478. As mentioned in other sections of the present report, the reporting structures used for budget and the ASIP structure vary and do not exactly follow the SSDP program's structure, leading to difficulties to ensure suitable follow-up.

479. The reporting structure has evolved over the years, shifting from a structure by SSDP program (2016-17) to a structure dominated by national/district management (2017-18), and finally a structure by federal/conditional grant to provinces and LGs in 2018-19, where it becomes difficult to separate SSDP components.

480. These changes result from the adaptation to the new financial management mechanisms introduced by the federal structure and the changing share of responsibilities

between levels of government. The structure used for ASIP 2018-19 is tied to the new organizational system.

481. These changes make it difficult to ensure detailed follow-up of activities planned and actually implemented. This is visible from the lists of activities planned initially and the list in the annual programming (ASIP document).

482. Tracking is even more difficult in 2018-19, where tracking by component would involve disaggregating conditional grants by education level.

483. By way of example, the table below shows the ways in which scholarships are planned and reported:

Table 43: Initial SSDP planning

Activities	16/17	17/18	18/19	19/20	20/21	21/22	22/23
i. Girls including Karnali (1-8)	1,036.1	1,005.1	1,008.4	1,087.0	1,464.3	1,554.9	1,647.3
ii. Dalits (1-8)	240.0	340.6	341.8	368.6	496.8	527.7	559.1
iii. 22 janjati scholarships	60.1	58.2	58.4	63.0	67.9	72.1	76.4
iv. Disabled students 1-8	378.4	733.2	735.7	793.5	855.6	908.7	962.9
Residential scholarships - children of martyrs, mukta kamlari, girls' hostel, marginalized communities, large model school support, intelligent students to better performing schools (5 model PPP)	475.0	475.0	475.0	505.9	537.2	567.9	599.1
Residential scholarships: mountain and remote students	150.0	150.0	150.0	159.8	169.7	179.3	189.2
Non-residential secondary scholarships including Dalits and marginalized, poverty-based disadvantaged (DAG) girls	340.7	505.0	545.0	587.4	622.8	683.0	739.8
Non-residential secondary science scholarships, living expenses included	7.5	7.5	7.5	8.0	8.5	9.0	9.5
Disability - residential	150.0	150.0	150.0	159.8	169.7	179.3	189.2
Disability - non-residential	40.0	45.0	50.0	53.3	56.6	59.8	63.1
Scholarships for disabled in residential schools supported from special education council	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Residential scholarship for disabled (grades 1 to 10)	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Table 44: ASIP 2016-17

ASIP 2016-17	Target	unit cost	Amount
Dalit scholarship (grades 1-8)	1	-	0
Girls scholarships grades 1-8 (non-residential)	1,676,387	0.42	703849
Scholarship for Dalit (grades 1-8 non-residential)	812,432	-	325335
Dalit scholarship (grades 1-8)	32,484	-	12994
Scholarships for target group students at basic level	117,953	0.50	58988
Scholarships for all girls at basic level (including Karnali package)	12,500	-	5000
Scholarships for disabled, grades 1-8 (non-residential)	35,303	5.00	174215
Scholarships for disabled, grades 1-8 (residential)	5,763	35.00	200660
Dalit scholarships (grades 1-8)	235	3.00	775
Scholarships for children of martyrs	1.0	20,100.0	20,100.0
Ramnarayan Mishra special scholarship	2,000.0	3.0	6,000.0
Scholarships for students of mountain residential hostels	90.0	40.0	3,600.0
Residential scholarships for Mukta Kamhalari, mountain hostels, model schools, mountain residential, and marginalized students	390.0	40.0	15,600.0
Scholarship for Mukta Kamhalari	875.0	4.0	3,063.0
Scholarship for disabled, grades 9-10 (residential)	40.0	40.0	1,600.0
Secondary education scholarships, grades 9-10 (non-residential)	1,784.0	2.0	3,033.0
Dalit scholarships (grades 9-10)	2,726.0	1.0	1,363.0
Scholarships for conflict victim (non-residential)	240.0	14.0	3,360.0
Non-residential scholarships for children of martyrs	2.0	30.0	60.0
Non-residential scholarships for disabled student, grades 9-10	50.0	5.0	250.0
Scholarships for children of martyrs	4.0	30.0	120.0
Residential scholarship for Mukta Kamhalari, mountain hostel, model school, mountain residential, and marginalized	1,159.0	40.0	46,360.0

Table 45: ASIP 2017-18

	<i>Unit cost</i>	<i>Target</i>	<i>Total budget</i>
Scholarships for disable students, grades 9-10 (residential)	38	956	36,287
Scholarships for disabled students, grades 9-10 (non-residential)	5	6,120	28,090
Scholarships for disable students, grades 1-8 (residential)	40	6,029	239,436
Scholarships for disabled students, grades 1-8 (non-residential)	4	31,247	118,406
Scholarships for targeted 22 janajati, marginalized groups, mukta kamaiya, badi, haliya, charuwa students	1	128,826	110,575
Incentive scholarship for dalit students taking SLC exam for the preparation of bridge course and short skill development training	4	2,050	8,200
Scholarships for conflict affected (non-residential)	13	5,894	77,185
Secondary education scholarships, grades 9-10 (non-residential)	2	89,511	152,607
Residential scholarships for Mukta Kamhalari, Himali feeder hostel students and model schools, etc.	43	2,104	91,360
Scholarships for Mukta Kamhalari	4	3,226	14,297
Scholarships for Martey s children	62	471	29,088
Scholarship for mountain residential school	40	20	800

Table 46: ASIP 2018-19

484. Scholarships for girls and Dalit students are transferred to LGs through conditional transfers, while other scholarships are allocated from the federal level.

Conditional grants to LGs	<i>NPR 000</i>
Non-residential scholarships for basic and secondary level students at community school	1,429,634
Residential scholarships for basic and secondary level students at community school	375,320

Conditional grants to LGs	<i>NPR 000</i>
Non-residential scholarships for conflict affected children	70,728
Pro-poor targeted scholarships for non-science students from grades 9 to 12	900,936
Pro-poor targeted science scholarships from grades 9 to 12	84,168
Scholarships for children of martyrs	8,468

(4) Use of the resources

485. The perimeter of SSDP activities and funding is not appropriate to assess the level of public resources devoted to school education.

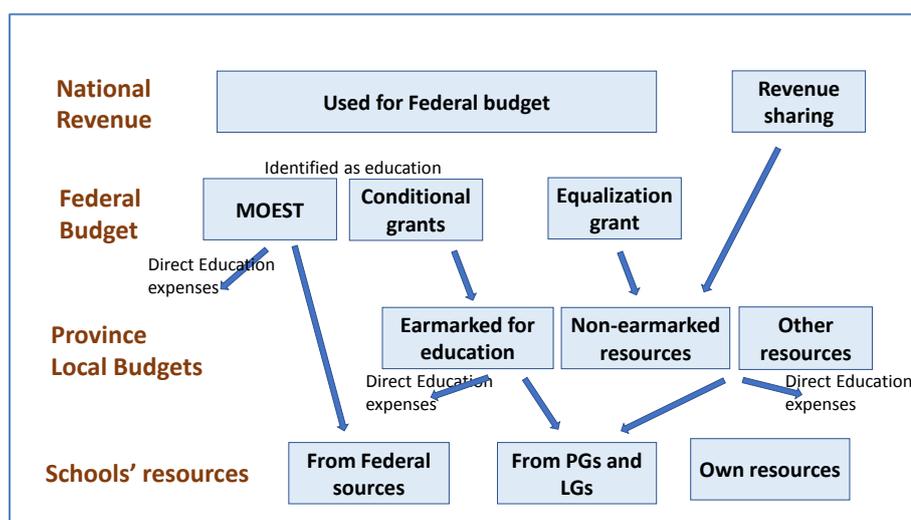
486. Excluding the funding of teachers from LGs’ own resources or equalization grants does not make it possible to assess if the numbers of teachers are sufficient to address the needs of students. In 2017-18, 33.9% of teachers in basic education in community schools were not paid from conditional grants. Their salaries are not included in the SSDP’s costs.

Table 47: Number of teachers in community schools, 2017-18

	Lower basic (1-5)	Upper basic (6-8)	Basic(1-8)
Total teachers	150,870	42,494	193,364
Approved and Rahat teachers	101,950	25,772	127,722
Others paid by LGs or schools	48,920	16,722	65,642
% other teachers	32.4%	39.4%	33.9%

Source: CEHRD, Flash Report 2017-18

487. The financing mechanisms under the current decentralization process are rather complex and not yet stabilized. With the complexity of the financial flows, it is even more important to ensure appropriate reporting at all levels.



488. At federal level, expenditures identified as education expenditures are recorded within the MoEST budget or with the conditional grants to PGs and LGs. However, the federal budget is indirectly funding education activities through non-earmarked grants to local levels.

489. Until now, conditional grants for education are determined at central level and not based on the expression of local needs. Previously, district offices were requested to express their needs. CEHRD is considering reintroducing a more bottom-up approach.

490. The scope of education expenditure could be identified more easily at province and local levels, as PGs and LGs know how their various resources are used for education, whether ear-marked, non-earmarked, received from federal level or raised locally.

491. Reporting by provincial and local governments would have to be channeled through MoFAGA. The formats are still under discussion. The limited information available on local budgets raises concern as to the difficulty of establishing a detailed vision of education expenditure. It is unlikely that the reporting format would be limited to a functional classification with education as one global head.

492. Tracking the utilization of conditional grants is another issue. Regulations imposed to send back non-utilized grants for teachers' salaries, while additional subsidy could be obtained if the grant is not sufficient to cover salaries under permanent and temporary positions.

e) Revised SSDP projection framework

493. This section proposes a revised projection framework for the second part of the SSDP, based on the more recent information available: school enrolment up to school year 2017-2018⁶¹, actual budget figures up to fiscal year 2017-2018, and budget figures and medium-term expenditure framework for years 2018-2019 to 2020-2021.

494. However, the different perimeter of expenditures (see above) has not been modified.

(1) School demography

495. The numbers of students enrolled in 2016-17 and 2017-18 were actually lower than those anticipated by the initial SSDP scenario. The revised projections for the coming 5 years have been made using similar conservative assumptions on promotion and repetition.

496. However, this revision has a limited impact on the costing of SSDP activities as the number of teachers' positions paid from the SSDP budget is fixed. It mainly influenced the cost of textbooks required and scholarships or allowances for girls or Dalit students.

Table 48: Revised enrolment projections (community and institutional schools)

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Initial SSDP projection								
ECD								
Primary	4,264,952	4,262,632	4,269,677	4,269,416	4,260,338	4,220,058	4,205,762	4,208,225
Upper primary	1,862,877	1,918,252	1,987,102	2,057,985	2,083,720	2,152,261	2,198,805	2,229,434
Secondary	938,899	1,048,083	1,081,475	1,074,023	1,145,271	1,209,640	1,230,099	1,264,792
Higher secondary	450,744	562,901	574,874	606,958	628,257	640,180	682,271	724,601
% girls	51%	51%	51%	51%	51%	51%	51%	51%
% Dalit students	17%	16%	16%	16%	16%	16%	16%	17%
Community schools	6,250,944	6,463,181	6,562,315	6,638,291	6,724,805	6,808,570	6,881,890	6,967,718
Actual (up to 2017-18) and revised perspectives								
ECD	977,365	973,413	958,127	979,431	999,172	1,013,101	1,021,033	1,026,802
Primary	4,264,942	4,135,253	3,970,016	3,970,660	4,003,201	4,028,768	4,058,608	4,064,334

⁶¹ Schools statistics are available for 2018-19. As not all schools have yet responded, the draft flash report is providing estimates; However, enrolment for basic education seems to be low, and for this reason, it is preferable to base the projections on 2017-18

Upper primary	1,862,873	1,859,359	1,866,716	1,885,411	1,926,502	1,990,674	1,990,274	2,010,325
Secondary	938,897	958,502	970,720	1,071,642	1,110,637	1,067,207	1,106,272	1,158,178
Higher secondary	450,753	492,984	584,072	607,606	590,435	628,482	653,055	649,568
% girls	51%	51%	51%	51%	51%	51%	51%	51%
% Dalit students	17%	17%	17%	17%	17%	17%	17%	17%
Community schools	6,250,937	6,106,357	6,062,806	6,143,893	6,220,895	6,292,369	6,368,977	6,429,373

(2) SSDP resource envelope

497. The SSDP quantitative scenario and costing was built on a set of objectives and hypotheses fixed in 2016, mainly on the basis of the school and budget situation in 2015-16.

498. The financing scenario is based on assumptions on economic growth and education budget levels. In the SSDP scenario, the education sector budget results directly from GDP projections using the ratio of the education budget over GDP. The potential school education budget was then projected as a percentage of the education budget.

Table 49: Economic and budgetary assumptions

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Initial SSDP								
Real GDP growth %	0.8	3.0	4.0	4.2	4.5	4.8	5.0	5.4
GDP (prices) %	10.0	10.0	8.0	8.0	8.0	8.0	8.0	8.0
GDP growth %	10.8	13.0	12.0	12.2	12.5	12.8	13.0	13.4
Gvt expend % GDP	31.2	41.3	41.3	41.3	41.3	41.3	41.3	41.3
Education % GDP	4.4	4.6	5.2	5.2	5.2	5.5	5.5	5.5
SSDP % ed. budget	71.7	81.2	81.2	81.2	81.2	81.2	81.2	81.2
US\$1=Rs	105.0	105.0	105.0	105.0	105.0	105.0	105.0	105.0
MTR updated costing								
	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
MTR updated costing								
Real GDP growth %	0.2	7.4	5.9	6.5	6.3	4.5	4.5	5.0
GDP (prices) %	5.0	8.1	6.8	4.9	6.5	6.2	5.7	5.5
GDP growth %	5.2	15.4	12.6	11.4	12.8	10.7	10.2	10.5
Gvt expend % GDP	26.7	31.7	35.8	39.1	41.5	44.2	44.2	44.2
Education % GDP	4.4	4.1	3.8	3.8	3.7	3.6	3.6	3.6
SSDP % ed. budget	71.7	74.3	75.1	72.1	70.8	70.1	70.1	70.1

499. The assumptions were revised based on the actual economic situation and government budget in the first two years of implementation (2016-17 and 2017-18) and on the perspectives set by government for 2019-20 and 2020-21 within the MTEF. The assumptions were stabilized after 2021 (see table 50).

500. Based on these assumptions, the potential SSDP budget envelope has been estimated for the coming years. The estimates stand at a lower level than for the initial scenario. Partly it does not correspond to a real difference as the assumption for the increase in prices has been revised at a lower level.

501. GDP and total government expenditure seem to appear at a similar level during the projection period. In fact, differences exist with a different combination of higher economic growth and lower inflation in the revised scenario. Global economic perspectives are better than what was expected 2 years ago.

502. However, education budgets are not benefiting from the economic growth, or from the increase in government budget planned for the MTEF 2018-2021. The allocation to this sector is anticipated to decline from 10.7% in 2017-18 to the low level of 8.2% in 2020-21.

503. In the 2018-19 budget, the SSDP received a budget allocation of NPR 92.9 billion, including conditional grants to PGs and LGs, and JFPs' funding. In 2020-2, the budget allocation is estimated at NPR 106.7 billion within the MTEF.

Table 50: Revised budget envelope for SSDP activities NPR million

	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23
Initial SSDP								
GDP	2,248.7	2,541.0	2,845.9	3,194.3	3,593.4	4,052.1	4,580.8	5,192.5
GoN total expenditure	701.2	1,048.9	1,174.8	1,318.6	1,483.3	1,672.7	1,891.0	2,143.4
Education Sector exp.	98.6	116.4	148.0	166.1	186.9	222.9	251.9	285.6
as % of GDP	4.4%	4.6%	5.2%	5.2%	5.2%	5.5%	5.5%	5.5%
as % of Gvt budget	14.1%	11.1%	12.6%	12.6%	12.6%	13.3%	13.3%	13.3%
SSDP budget envelope	70.7	94.5	120.2	134.9	151.7	181.0	204.6	231.9
as % education budget	71.7%	81.2%	81.2%	81.2%	81.2%	81.2%	81.2%	81.2%
Updated MTR costing	Actual	Actual	Actual	Budget	MTEF	MTEF	Projection	Projection
GDP	2,253.2	2,645.0	3,007.2	3,361.0	3,803.0	4,222.0	4,662.0	5,165.0
GoN total expenditure	601.0	837.2	1,077.8	1,315.2	1,577.7	1,864.6	2,058.9	2,281.1
Education sector exp.	98.6	109.4	115.7	129.0	140.5	152.3	168.2	186.3
as % of GDP	4.4%	4.1%	3.8%	3.8%	3.7%	3.6%	3.6%	3.6%
as % of gvt budget	16.4%	13.1%	10.7%	9.8%	8.9%	8.2%	8.2%	8.2%
SSDP budget envelope	70.7	81.3	87.0	92.9	99.5	106.7	117.9	130.6
as % education budget	71.7%	74.3%	75.1%	72.1%	70.8%	70.1%	70.1%	70.1%

(3) SSDP projected expenditures

504. The costs of planned SSDP activities were updated in this draft scenario based on the activities and expenditures planned for the 2018-19 budget. This choice is driven by the changes to the financing mechanisms in order to make projections aligned with the more recent budget structure. Actual expenditures for 2017-18 are available in a different format and do not provide a suitable baseline for the new structure. However, it should be recalled that the implementation rate is high and that the main part of the school education budget is transferred to PGs and LGs as conditional grants. The issue of assessing actual spending also involves ascertaining actual expenditure by provincial and local governments.

505. The costing takes account of the consequences of the revised school demography and economic context.

506. For activities funded through the MoEST budget at federal level, the costing is aligned with the projections made for the MTEF:

- The activities planned for 2018-19 were grouped into 12 categories. The detailed classification of activities is provided in Annex 10

<i>Activities</i>	<i>ASIP 18/19</i>
School facilities	3,275,500
<i>o/w constructions transferred as conditional grant</i>	<i>2,400,056</i>
School level activities	2,352,420
Scholarships	1,064,300
Education delivery	466,880
Curriculum & guidelines	9,000
Learning materials	60,985
Capacity development	53,835
Means of services	26,700
Program management	57,845
Coordination with local	3,500
Research and studies	100,150
Schools' & students' performance	84,485
Total on federal budget	7,555,600

- The costs for a group of activities were projected with the same 15% increase used for the preparation of the MTEF.
- The school construction activity (NPR 2.4 billion in 2018-19) was transferred to LGs as a conditional grant. This amount was deducted from the MTEF figures and added to the conditional grant to LGs.

507. The activities funded through conditional grants to LGs are projected based on the level of grants in the 2018-19 budget. Detailed projections for each grant are provided in annex 10.

- The cost estimates take the revised enrolment into account when it is used for the costing, such as for textbooks or scholarships for Dalit students;
- The remuneration of ECED facilitators was maintained at the current value of NPR 6 000 per month in 2018-19, increasing to NPR 9 000 starting in 2019-20.

An alternative of NPR 13 500 per month, 13 months per year, would lead to an increase of NPR 1.78 billion of the total SSDP cost, and of the financing gap.⁶²

- The unit costs in the NPRs are updated for every year using price increase after 2019. All costs in the NPRs include an inflation rate, as per table 3.

508. The revised projected expenditures are displayed in table 4 below. The projected costs of the SSDP are revised at a lower level than for the initial scenario. This is mainly due to the difference in the assumptions for inflation, and to some initial objectives to increase the remuneration of ECED facilitators or the level of some unit costs.

Table 51: Projected cost of SSDP activities, NPR million

Components	16/17	17/18	18/19	19/20	20/21	21/22	22/23
Initial SSDP							
1. ECED	2,644	4,550	4,911	5,323	8,372	9,431	10,630
2. Basic education (grades 1-8)	55,427	66,909	72,763	84,005	92,186	99,864	106,749
3. Secondary education (gr 9-12)	20,332	29,857	34,850	41,474	45,800	60,686	75,267
4. Technical education under DOE	519	1,623	2,257	2,099	2,573	2,999	3,358
5. NFE and life-long learning	1,222	1,402	1,663	1,790	1,933	1,941	2,096
6. Teacher management, prof. dev.	386	777	1,417	2,689	7,951	13,625	18,542
7. Disaster risk management	23,953	21,116	25,369	12,283	23,741	1,396	1,508
8. Governance and management (district)	898	959	1,034	1,117	1,207	1,303	1,407
9. Monitoring and evaluation	443	680	736	793	856	924	998
10. Capacity development	674	1,281	1,430	1,544	2,320	2,505	2,706
11. Organization and Management	650	702	758	819	884	955	1,031
MOE organizational cost	4,689	5,064	5,469	5,907	6,379	6,889	7,441
SSDP projected cost	111,837	134,920	152,658	159,843	194,201	202,520	231,734
Capital	24,757	23,511	28,291	16,399	28,309	6,307	8,288
Recurrent	82,391	106,345	118,899	137,537	159,513	189,323	216,005
MOE organizational cost	4,689	5,064	5,469	5,907	6,379	6,889	7,441
MTR updated costing	ASIP actual	ASIP actual	ASIP budget	Projections			
Federal budget			7,556	5,928	6,816	7,838	9,014
Conditional grants to provinces			267	399	424	448	472
Conditional grant to LGs			85,112	99,346	109,071	117,540	127,200
SSDP revised cost	81,261	86,951	92,935	105,673	116,310	125,826	136,687

⁶² Other assumptions can be made by entering the annual remuneration in the simulation model, worksheet 'Costing update MTR'; row 33 'conditional grant to LGs, salary ECD facilitator'; column D: 'unit cost NPR'. Columns F, G, H and I correspond to the number of ECD teachers and can also be modified to estimate related costs, if need be.

(4) Financing gap

509. The projected costs for SSDP activities can be compared with the potential resource envelope anticipated within the GoN budget.

510. The costs in USD are estimated based on an exchange rate of NPR 105 for USD 1. However, this was calculated using costs in NPR at 2018-19 prices. The assumption is that inflation in NPR would be compensated by a decline of the rupee's value against the US dollar.

511. The estimated financing gap stands between an annual USD 46 million and USD 81 million in 2020/2021.

512. This financing gap is the result of the low level anticipated for the education sector budget within the current MTEF. JFPs' financing is already included in the estimated SSDP envelope.

513. The SSDP's activities cannot be funded in a reasonable manner without an increase in the conditional grants allocated to PGs and LGs, or alternatively through considerable efforts from local governments through an allocation of the resources from the revenue-sharing mechanism, the equalization grant received from the federal budget or their local resources.

514. PGs and LGs are already spending on education from their own resources. It is estimated that they could devote about NPR 11 billion from the equalization grant received in 2018-19. However, they are mainly funding additional teachers or expenditure for schools that are not included in the current perimeter of the SSDP envelope.

Table 52: SSDP financing gap, USD million

	16/17	17/18	18/19	19/20	20/21	21/22	22/23
Initial SSDP							
SSDP projected costs	900	1,144	1,285	1,440	1,691	1,919	2,197
Government's likely contribution	814	1,016	1,141	1,279	1,488	1,689	1,933
DPs' likely contribution (JFP)	86	86	86	86	86	86	86
DPs' likely contribution (non-JFP)	3	3	3	3	3	3	3
Total likely contribution	903	1,105	1,229	1,368	1,577	1,778	2,022
Potential financial gap (in USD million)	3	-40	-55	-73	-114	-142	-175
Potential financial gap (in million 2016 NRs)	315	-4,163	-6,101	-8,543	-14,258	-18,676	-24,329
MTR updated costing							
SSDP projected costs	774	828	885	945	979	1,002	1,032
SSDP envelope	774	828	885	890	899	939	986
GoN	701	754	798	816	824	863	909
JFP	73	74	87	74	75	76	77
Financing gap	0	0	0	-55	-81	-63	-46
Non JFP on-budget	8	9	2	8	8	8	8
Off-budget contributions	23	26	25	23	23	23	23

f) Recommendations

5. With the current decentralization patterns, MoEST could consider including all provincial and local education expenditures within the perimeter of the SSDP. This would imply:

- adjusting the current SSDP costing framework, and
- ensuring, in coordination with MoFAGA, proper reporting from PGs and LGs. CEHRD could also consider collecting financial information from the schools.

515. Central ministries could consider determining a reporting format including the three key dimensions:

- origin of funding (various conditional grants + local resources);
- benefiting/spending unit (various types of schools, education institutions, PGs and LG offices);
- Purpose and object of expenditure (salaries by category of staff, transfers to schools, textbooks, capital expenditure).

516. A supplementary option could be to integrate schools' income and expenditure information within the EMIS system. This was the case in the previous system and CEHRD is considering developing it within the recent IEMIS.

517. It is not clear whether schools would be able to identify the initial source of funding when receiving money from local governments. For this reason, the integration of financial reports within the IEMIS has to be seen as a complement to the reporting by LGs.

518. Once the reporting patterns are in place, MoEST should consider consolidating the various reports to provide a consolidated vision of the public financing of the school education sub-sector. During the transition period, CEHRD could consider making use of sample surveys in LGs and schools and make estimates.

519. With the large number of local governments in charge of financing the day-to-day operations of schools, including the payment of scholarships or purchase of textbooks, it seems more recommendable that the direct support to school activities go through budget support mechanisms.

520. More systemic programs would remain at federal government level, and DPs could contribute to them.

521. It could also be imagined that the federal government maintain or develop specific federal programs aimed at improving quality education or targeting specific objectives.

522. Further advocacy to the MoF and NPC would be necessary to ensure appropriate budget allocation.

(1) Conclusions

a) Progress made and key factors affecting progress

523. The SSDP envisages a major shift in the school education sector towards a quality-oriented approach, while at the same time reducing existing disparities in access, participation and learning outcomes.

524. In order to achieve this, major reforms and developmental activities have been implemented over the past years aimed at:

- Improving the policy framework and standard settings (CSS master plan, Equity Strategy, Comprehensive, Inclusive Education master plan, adoption of minimum enabling conditions, revision of teachers' licensing system, etc.);
- Improving planning and targeting support (use of the equity index, IEMIS development, revision of the grant system, strengthening fiduciary mechanisms, etc.);
- Improving the teaching learning process (revision of the curriculum framework, introduction of new material and TPD packages, etc.);
- Improving learning outcomes and their modalities of assessment (broadening ERO mandate and setting up NEB, examination reforms, etc.).
- Improving the monitoring and evaluation system as well as reporting mechanisms (IEMIS development, transfer to a web-portal platform, development of financial guidelines, etc.).

525. Important progress has been made during the first half of the program in terms of developmental activities, which should constitute a solid basis for further development of the program.

526. However, it is important to note that several factors have affected progress and are likely to affect progress in the coming years.

527. The implementation of several core activities and reforms have proven more difficult than anticipated due to:

- the high number of core reforms implemented at the same time.
- the high level of technical expertise necessary to implement them.
- the time needed to implement systemic reform in order to solve long pending issues before moving forward.
- the time needed to develop a common understanding of the different reforms and activities implemented at all levels of the education system, including the different levels of education management, but also communities, pedagogical teams and parents.
- the time needed to disseminate new tools and practices through the education management system at all levels.
- limited human and financial resources.

528. Considering the overall structure of the PRF, it appears that the timeframe for engaging the different reforms and operationalizing them at different levels of the education system was not fully adequate. The target set for adopting new policies, implementing them and achieving the expected results in terms of learning outcomes, did not include an appropriate timeframe and the period to reach the expected results should be revised.

529. The limitations in terms of human and financial resources, necessary to ensure the operationalization of the reforms within the education system, including at school level, also hinders the possibility to achieve the expected outcomes within the set timeframe.
530. If the overall objectives of SSDP are fully relevant to the Nepalese context and in line with the SDG goals, the system was not fully ready to implement all of the envisaged activities as planned.
531. Additional efforts are needed when it comes to the cornerstone objectives, but also to ensure that the ongoing reforms are fully understood and supported by a wider range of stakeholders at provincial, local and school level, especially within the changed institutional context.
532. In order to achieve the final objectives, but also to support the sustainability of the program, several core activities should be undertaken to attain the intended impacts and effects of the program.
533. The transition to federalism requires the development of the ownership of the SSDP's objectives, but also adequate capacity at the different levels.
534. In this respect, the Capacity and Institutional Assessment could set the basis for the development of a comprehensive vision of the required capacity within the new system, the transformation required for the existing structures, and the capacity building needs to evolve towards a sustainable quality-oriented system.
535. Considering the impact of the transition already underway and the urgency of certain capacity needs, it is unlikely that the subsequent capacity development plan will be able to cover all of them by the end of the SSDP.
536. During the second half of the SSDP, it would nonetheless be advisable to experiment with capacity building mechanisms supporting quality-oriented processes at local and school level, that could progressively become fully fledged.
537. The stabilization of reporting mechanisms, development of guidelines and capacity building should accompany the emergence of the new structures and secure the proper management of education service delivery.
538. Setting up contingency mechanisms will also be necessary to support schools and LGs that are not ready to perform their new functions as expected, either due to limited access to ICT or the lack of essential staff/appropriate skills.
539. Within the changed context, communication and awareness campaigns should also be developed to engage stakeholders at local and provincial levels in favor of quality-oriented education provision.
540. Experimentations, documentation of successful experiences, dissemination of good practices and assistance in their replication should be supported to engage a sustainable dynamic.
541. The stronger participation of LGs and PGs in the SSDP decision-making process could also support better ownership of the program and foster synergy between the different levels of government, including in terms of budget support.
542. A stronger focus on the cornerstone objectives (teacher management and professional development, integrated EMIS, assessment and accreditation, governance and

management) and their related activities is necessary to achieve the intended impact and effects of the program.

543. In the long run, it would be recommendable for the MoEST and its development partners to start considering an evolution in the perimeter of the next education plan based on the upcoming Education Sector Analysis.

b) The existing PRF, DLI mechanisms and SSDP management structure

544. While the SSDP program document encompasses a wide range of activities with detailed costs and targets, it is worth noting that the Program Results Framework presents some limitations to effectively monitor progress compared to the targets.

545. Several issues can be highlighted:

- A limited or incomplete set of indicators;
- The need for additional development of the IEMIS to calculate an additional set of indicators;
- The need for specific monitoring activities outside of the regular reporting system.

546. The transition to federalism, including the progressive deployment of essential staff, also requires the development of an additional set of indicators to monitor: i) the need for contingency mechanisms and support; ii) the capacity development activities implemented.

547. Considering the above, additional development and staff reinforcement for the IEMIS during the second half of the program appears crucial, in order to support reporting mechanisms (school data and financing) in the short term but also within the new system.

548. The DLI matrix, aligned with the PRF, should serve as an incentive to achieve core activities. However, the DLI mechanisms over the first half of the SSDP have also produced some negative side effects. The DLI matrix now also presents additional challenges and a more flexible mechanism should be put in place.

549. The SSDP implementation and management structure was designed based on the previous system, where the DEO, RCs and RPs constituted a key relay both for implementing activities but also to support information flows (top-down and bottom-up approach).

550. Within the new system, these key relays have been restructured or dissolved without being replaced.

551. In the short term, ad hoc coordination mechanisms should be put in place to enable consultations with the LGs and PGs, in order to monitor SSDP implementation and solve upcoming issues.

552. In the long run, the new federal system requires the reintroduction of a bottom-up approach to adequately plan the support to be provided, based on the priority needs identified locally. This approach requires all stakeholders at different levels to use compatible planning tools and to schedule the development of plans in a coordinated and timely manner (i.e. preparation of local plans one or two years before the adoption of the annual work plan at national level).

553. Considering the ongoing development in terms of staff redeployment, ad hoc coordination mechanisms should be put in place as soon as possible to associate

representatives of LGs and PGs with the SSDP management structure and joint review, but also to monitor SSDP implementation and provide support as need be.

554. Additionally, the current SSDP perimeter does not enable a proper analysis of the resources devoted to school education, either by the different layers of government or by the different DPs, thus increasing the risk of duplicating investments and enhancing disparities between municipalities and schools.

555. An extension of the existing SSDP perimeter (full public spending or full education sector) should be considered for the next plan.

556. At the same time, the impact of the transition to federalism and its ongoing development makes it necessary to: ii) revise activities already implemented (i.e. the production of guidelines and FMAP), and; iii) to implement additional activities that were not planned initially.

557. In this respect, the SSDP is affected by a conflict of temporalities.

558. Some activities need to be undertaken urgently and contingency mechanisms should be put in place in order to:

559. i) avoid disruption to the provision of education services, which would most likely affect localities and areas that are already the most disadvantaged (short-term);

560. ii) ensure that the achievements and investments made during the first half of the program are sustained in the coming years (short term and mid-term).

561. At the same time, efforts should be engaged as soon as possible in long-term processes to plan activities in line with the new system, once fully unfolded within a couple of years (mid-term, long term).

562. Considering the above, the second half of the SSDP should serve as a transitional phase in order to:

- accompany the emerging structures to support them in their new roles and responsibilities, determining new mechanisms for core functions that are currently missing but necessary in order to achieve the SSDP's objectives;
- stabilize the legal framework and reporting mechanisms within the new system;
- based on the new system, undertake an Education Sector Analysis and design a subsequent Education Sector Plan (based on a more comprehensive vision of the public funding devoted to education at different levels of the system).

563. In order to do so, it would be advisable to:

- revise the pace and targets set as initially envisaged in the program, maintaining only a limited number of core activities already being implemented and supporting their implementation through contingency mechanisms;
- associate PG and LG representative in the program's management and implementation mechanisms to ensure: i) contingency mechanisms and support for regular school operation and reporting activities; ii) develop accountability mechanisms within the new system, and ; iii) ensure coordination between the three layers of the system and ownership of the reform and mechanism (bottom-up approach in planning).

564. The following recommendations have therefore been organized by cluster but also proposing a broad timeframe for their implementation.

(2) Recommendations

565. The table below regroups by cluster the different recommendations with a broad timeframe for their implementation.

Cluster 1: Accompany emerging structures to assume their new role and responsibilities (central, provincial, local and school level)

	Recommendations	Timeline
Legal and policy framework	<ul style="list-style-type: none"> Harmonize the legal and policy framework (specific TA to be considered). The same unit/team could be responsible for developing and implementing a legal framework harmonization action plan (and ensuring an accountability and reporting scheme across all three levels, reflected in legal acts). 	2019-2022
	<ul style="list-style-type: none"> Enactment of the Federal Education Act setting up an accountability scheme and reporting lines between LGs, PGs and FG. 	As soon as possible (ideally 2019)
Strengthening accountability and reporting lines (374-378)	<ul style="list-style-type: none"> Provide legal monitoring/advisory services to LGs and PGs at federal level. 	2019-2021
	<ul style="list-style-type: none"> Set up a proactive legal monitoring/advisory scheme, reflected in legal acts and regulations. 	As soon as possible
	<ul style="list-style-type: none"> Establish a contingency mechanism (broad financial expenditure reporting from LGs). 	Immediate
	<ul style="list-style-type: none"> Integrate school financial data within the IEMIS. 	As soon as technically possible
	<ul style="list-style-type: none"> Prioritize the continued roll-out and support for the implementation of SUTRA. 	2019-2021
	<ul style="list-style-type: none"> Train staff at LG and school level on financial reporting. 	As soon as possible, progressive roll-out
	<ul style="list-style-type: none"> Develop new FMAP. 	2019/2020
	<ul style="list-style-type: none"> Include all provincial and local education expenditure within the SSDP perimeter (adjust the current SSDP costing framework, and in coordination with MoFAGA, ensure proper reporting from PGs and LGs). 	Mid-term (2020/21)
Monitor staff deployment in new structures	<ul style="list-style-type: none"> Cooperation with MoFAGA (quarterly update on staff deployment) and progressive roll-out of capacity development plan. Integrate indicators for monitoring progress in the PRF. 	2019-2021
Analysis of intra- and inter-institutional	<ul style="list-style-type: none"> Carry out an analysis of intra- and inter-institutional business processes. 	Mid-term

business processes	<ul style="list-style-type: none"> ▪ Develop countrywide and several-stage training needs assessment scheme for LGs and PGs. ▪ Formalize intra- and inter-institutional knowledge transfer system. 	
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Cluster 2: Ensure implementation of SSDP core activities

	Recommendation	Timeline
Contingency mechanism for close supervision of core program activities	Develop contingency mechanism for close supervision and mentorship to ensure appropriate follow-up in the classroom of activities already engaged (NEGRP, pilot integrated curriculum, MSE): consultancy/specific mobilization of former RPs, action learning group trainers, etc., with specific orientation and follow-up plan.	2019-2021
	Develop contingency mechanism regarding TPD implementation and reporting: <ul style="list-style-type: none"> ▪ Develop and disseminate guidelines for TPD needs assessment; ▪ Assess existing training capacity (ETC) and adjust priorities and targets accordingly; ▪ Develop a simple reporting format to be shared with PETC, PEDD, PMSD and EDCU. 	2019-2021
Capacity building: planning, implementation, monitoring	<ul style="list-style-type: none"> ▪ Provide technical backstopping on IEMIS access and use (PG-, LG-, and school level) ▪ Induction/orientation sessions for stakeholders regarding the implementation of core program and activities (legal framework, PIM, DLI-related priorities (early grade reading, TST, assessment, model schools, etc.), ad hoc and routine reporting). 	2019-2021 (progressive roll-out based on staff deployment)
	<ul style="list-style-type: none"> ▪ Develop the capacity of LGs and PGs to use equity tools for planning, implementing and monitoring activities (progressive roll-out of capacity development plan) 	2019-2021 (progressive roll-out based on staff deployment)
Ensure continuity of existing programs (NEGRP, pilot integrated curriculum, MSE, etc.)	Revise target and timeframe for the planned activities: <ul style="list-style-type: none"> ▪ Robust evaluation of the integrated curriculum pilot phase will be needed before scaling up; ▪ Revise target set for model schools (delay further selection until selected schools plan has been implemented and assessed, balance support provided to the different schools based on needs); ▪ Revise target set for MSE teacher training and schedule, taking into account the capacity of the 7 ETCs and need for a follow-up mechanism at school level ▪ Engage additional activities before the roll-out of the NEGRP to new districts (orientation of new pedagogical supervisors and LGs). Develop or reinstitute a new mechanism for supportive supervision coaching and mentoring to replace the RPs. ▪ Develop communication awareness and activities regarding 	2019-2020

	<p>early childhood development and the learning process: parental education, community mobilization;</p> <ul style="list-style-type: none"> ▪ Provide tools for the pedagogical teams to identify the best language of instruction to be used (including Nepali as a second language) based on the needs of the children and availability of teaching staff; ▪ Document and disseminate good practices and guidelines to ensure active participation and learning in schools for girls and vulnerable children (including screening mechanism for children with disabilities); ▪ Develop mechanism (kick-starting activities) to support the identification and dissemination of good practices and a culture of quality-oriented innovation (rewarding of good performance and good practices); ▪ Upgrade ECED teacher status (salary, but also non-salary recognition); ▪ Develop common TPD targeting both ECED and grade 1-3 teachers on early child learning and development to ensure continuity of the learning process; support peer exchanges and valorization of ECED teachers. ▪ Alleviate the administrative tasks related to the regular assessment of students in order to improve the dissemination of the practice, especially in basic education, for feedback and improvement; ▪ Develop indicators to monitor the impact of learning outcomes in schools where newly trained teachers and learning material have been allocated: i.e. SEE and NASA results within 2/3 years. 	
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Cluster 3: Adjust SSDP monitoring, funding and coordination mechanisms

	Recommendation	Timeline
Revise PRF and develop new set of indicators	<ul style="list-style-type: none"> ▪ Adjust indicators related to existing activities (PMEC, ECED minimum standards, monitoring progress in learning outcomes where MSE activities are implemented, etc.). 	2019
	<ul style="list-style-type: none"> ▪ Develop indicators related to CID plan and reporting scheme across three-tier system (pilot project). 	2019
Stabilize ASIP/AWPB structure based on the federal grant system	<ul style="list-style-type: none"> ▪ Define groups of activities based on the federal grant system. 	2019
	<ul style="list-style-type: none"> ▪ Adjust Status Report and PRF according to the modifications implemented on the ASIP/AWPB to ensure consistency between the different tools and instruments. 	2019
Introduce flexibility within the funding mechanism	<ul style="list-style-type: none"> ▪ Adjust DLI targets and timeframe as much as possible (cumulative target set, possibility to report on next year, consider other target needed in terms of capacity development to achieve the existing targets). ▪ Consider interventions with off-budget support (flexible mechanism). 	2019
Adjust	Develop consultations/participatory approach with LG and PG	2019

management structure	representatives within SSDP joint management structure: <ul style="list-style-type: none"> ▪ Participation in JRM, BRM, and TWG; ▪ Set up ad hoc committee to follow-up on activities at different levels and liaise with the management structure at central level. 	
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Cluster 4: Support cornerstones objectives to enhance system capacity and efficiency

	Recommendation	Timeline
Strengthening IEMIS	<ul style="list-style-type: none"> ▪ Establish a clear work plan between regular activities (data collection, analysis and reporting) and developmental activities (additional linkage, backstopping), and anticipate the need for additional staff/TA support. Based on this work plan, reinforce staffing at central level. 	2019/2020
	<ul style="list-style-type: none"> ▪ Establish linkage with other databases (NEB, TSC, NFE-MIS). 	2019-2021
	<ul style="list-style-type: none"> ▪ Proceed with additional development to improve the data to be collected: vital registration data, financial and expenditure data, infrastructure data, comprehensive school safety data, teacher management information system, including teacher attendance and time spent teaching. 	Mid and long term
	<ul style="list-style-type: none"> ▪ In the long run, consider developing a specific career path for technical experts within the civil servant appraisal scheme. 	Long term
Examination and accreditation	<ul style="list-style-type: none"> ▪ Contingency mechanism: provide technical support through specific TA from psychometricians (design and implementation of PG/LG examinations, design and implementation of standardized tests items). 	2019/2020
	<ul style="list-style-type: none"> ▪ Develop national capacity in standardized test items (ERO/NEB): coordination with universities to develop national capacities, creation of a dedicated course accessible for ERO and NEB staff, memorandum of understanding between MoEST and universities for the provision of specialized staff. ▪ In the long run, explore the possibility of creating a specific appraisal scheme for technical experts within core institutions to ensure the stability of the necessary expertise within the system. 	Mid and long term
Standard setting and clarifications regarding teachers' management	<ul style="list-style-type: none"> ▪ Reinforce links and consistency between pre-service curriculum and teacher licensing. ▪ Upon adoption of the Federal Education Act and based on dedicated surveys' recommendations, the responsibilities of the three levels of government in teacher management could be the following: LGs responsible within the municipality; PGs responsible within the province; CG responsible between provinces. ▪ Incentives could be used to encourage LGs to participate in redeployment across the municipalities. ▪ A strong national grievance mechanism could ensure that teachers' allocation and deployment are performed according 	Progressive implementation (short-term, mid-term and long-term)

	<p>to national standards.</p> <ul style="list-style-type: none"> ▪ Extending TSC mandate and obliging LGs to locally appoint teachers selected through a waiting list. ▪ Teacher selection could be done at provincial level through a branch of the TSC (possibility to reinforce mother tongue). ▪ Teacher appraisal scheme could be improved to include - beyond grade progression and remuneration appraisal, advances in the missions entrusted to the most dedicated and experienced teachers: position of mentor for regular support to newly appointed teachers, or for participation in action research. ▪ Constitution of a pool of 'expert teachers' consulted for curriculum and related material development, etc. ▪ Associate and engage teachers' unions in the quality improvement process and TPD. 	
Standard setting and clarifications regarding teachers' professional development (TPD)	<ul style="list-style-type: none"> ▪ Develop mechanism for close supervision and mentorship at school level. ▪ Explore the role of model schools (support to feeder schools and other schools within the constituency) and engage LGs and PGs in the process (incl. contribution from their own revenue). ▪ Make clear distinction between pedagogical support and performance monitoring or other administrative functions (role of the HT in different schools). ▪ Adjust the modalities to the different contexts: meetings and visits within a reasonable distance and number of schools. Use of ICT for individual support and mentorship, peer exchanges and resource sharing, within a mixed TPD package (face-to-face and remote). ▪ Adopt national standards (mandatory and optional TPD) to serve as a basis for the calculation of SDG4 targets. ▪ Develop a comprehensive Teacher Information and Management System (TIMS) within the existing IEMIS (pre-service and in-service training, career path, recruitment and training needs). 	(short-term, mid-term)

Cluster 5: Undertake Capacity and Institutional Assessment and Capacity and Institutional Development Plan

	Recommendation	Timeline
Approach	<ul style="list-style-type: none"> ▪ Build a consensus around the definition and principles supporting a systemic vision of capacity in its innovative and transformational dimensions. 	2019-2020
	<ul style="list-style-type: none"> ▪ Assess the need for knowledge transfer at different levels of the system and provide recommendations, including possible module for professional development that could be implemented. 	2019- 2020
	<ul style="list-style-type: none"> ▪ Explore the implementation of new approaches such as problem-driven iterative adaptation (PDIA), action learning 	2020

	and the extension of the concept of continuous professional development (CPD), (already accepted as fundamental to build teachers' competencies) to other key education leaders and managers.	
	<ul style="list-style-type: none"> ▪ Include the progressive roll-out of CD packages based on staff deployment monitoring (multi-year plan). 	2019-2021
	<ul style="list-style-type: none"> ▪ Develop modules taking into consideration the different capacities of the staff already deployed and adapt support provided accordingly. 	2019-2021
	<ul style="list-style-type: none"> ▪ Develop CID indicators and monitoring system to be included in the SSDP PRF. 	2019-2021
Include elements supporting core SSDP activities	<p>Take into account the priority needs related to SSDP core activities to be implemented:</p> <ul style="list-style-type: none"> ▪ Teacher management and professional development, with a focus on establishing mechanisms supporting the transfer of the training and teaching material received into classroom quality-oriented pedagogical practices, and the development of 'soft' component practices conducive to quality- and equity-oriented learning environments. ▪ Integrated Education and Management Information System (both in terms of reporting mechanisms and use of the information for planning/ implementing activities at different levels). ▪ Examination and accreditation, particularly focusing on evaluation at different levels (federal, provincial and local but also school/class level). ▪ Governance and management, with a specific focus on ensuring appropriate reporting and funding flows for education service delivery but also mechanisms to support school management practices oriented towards the quality of learning outcomes. 	2019-2021

Cluster 6: Adapt the next education plan to the federal system

	Recommendation	Timeline
Undertake a comprehensive education sector analysis based on the new system, including sector financing	<ul style="list-style-type: none"> ▪ Undertake specific tracking surveys, using the IEMIS data to identify the results of the activities implemented regarding the enrolment and retention of OoSC, girls and other vulnerable groups, including children with disabilities benefitting from targeted interventions, associating PGs and LGs to share lessons learned and set standards accordingly. 	2019-2020
	<ul style="list-style-type: none"> ▪ Jointly define all key issues to be documented for the ESA, including ad hoc surveys as need be. 	2019-2020
	<ul style="list-style-type: none"> ▪ Extend the sector financing perimeter and develop simulation and planning tools adapted to the federal system (bottom-up approach for planning and budgeting, reporting mechanisms). 	2020
	<ul style="list-style-type: none"> ▪ Undertake extensive consultations with PGs and LGs regarding the implementation mechanisms and management structure to be considered. 	2019-2020

	▪ Develop full education sector plan.	2021
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IV. ANNEXES:

Annex 1	ToR of the SSDP MTR
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Annex 1: ToR of the SSDP MTR

**SCHOOL SECTOR DEVELOPMENT PLAN
MID-TERM REVIEW
TERMS OF REFERENCE**

A. Background

1. The School Sector Development Plan (SSDP; FY2016/17–FY2022/23) is a 7-year strategic plan of the Government of Nepal aimed at increasing the participation of all children to quality school education by focusing on strategic interventions and new reform initiatives to improve equitable access, quality, efficiency, governance, management and resilience of the education system. The Ministry of Education, Science and Technology (MOEST) is the Executing Agency and the Center for Education and Human Resource Development (CEHRD, previously the Department of Education) is the implementing agency of the SSDP under the Sector Wide Approach (SWAp). The SWAp is supported by nine Joint Financing Partners (JFPs)⁶³, which have committed their funding support through a Joint Financing Arrangement (JFA). The JFPs are financing the SSDP through results-based and program-based financing. A set of mutually agreed Disbursement-Linked Indicators (DLIs) and the SSDP program results framework are the basis for triggering JFPs' disbursements to the government in support of the SSDP. In addition, the SSDP is supported by numerous other Development Partners, including I/NGOs that are members of the Local Education Development Partner Group (LEDPG).
2. The institutional arrangements for SSDP have undergone significant change after the promulgation of the federal constitution in 2015. With the new system of Federal Government, the authority over most functions associated to basic and secondary education service delivery has been devolved to the local government. As a result, all aspects of SSDP implementation have been fundamentally affected, including those of physical and financial monitoring and reporting arrangements. The nature of overall system risks to the plan has also changed subsequently. Whilst the SSDP design was cognizant of such forthcoming changes, federalism was not incorporated in the program implementation arrangements since the details of such institutional restructuring were not yet known at the time of design and approval of the plan.
3. It is in this context that the joint mid-term review (MTR) of the SSDP is being conducted. The MTR is being conducted for the first 5 years of the 7-year plan period as per the provisions set forth in the JFA and as agreed in the Joint Review Meeting held in November 2018. This Terms of References (TOR) provide the objectives, scope of work and expected outputs and outcomes of the MTR process. It also outlines the overall process of the review, including the preparation of thematic studies, composition of the external MTR Evaluation Team, methodology, management arrangements for the MOEST-LEDPG joint review, timeline, and reporting mechanisms.

B. Objectives

4. The MTR represents an important opportunity for the MOEST/CEHRD and its LEDPG to objectively assess the progress of SSDP against the objectives and program results framework. It also provides an opportunity to look into operational aspects, such as the implementation arrangements and progress of activities, management structures, monitoring and reporting arrangements, as well as to ascertain the

⁶³ The nine JFPs are Asian Development Bank, European Union, Finland, Global Partnership for Education, JICA, Norway, UNICEF, USAID and the World Bank.

capacity of provinces and local governments to perform their new responsibilities. The MTR will guide the JFPs to review and restructure their program support, bilateral agreements and the JFA.

5. The overall objective of the MTR is to enhance the prospects of the SSDP in achieving its stated goals and objectives in the changed context of federalism. This will be achieved through a comprehensive review of progress in the key program areas and implementation arrangements that need to be restructured, and identification and agreement on concrete recommendations related to increasing the efficiency and effectiveness of current strategies related to improving equity, quality, institutional strengthening and capacity development and program governance, including financial management.
6. The MTR will assess the SSDP progress in: (i) meeting the plan outcomes and results in the areas of equitable access and quality of education as specified in the program results framework; (ii) Program budget, expenditure and financing (including updating the fiscal envelope based on current levels of funding commitments, recalculating the plan costs in light of the structural reforms and recent policy changes, and making projections for the remaining years); (iii) use of program funds; (iv) capacity development measures and how they relate to changed implementation structures; and (v) program governance. An important focus will be on identification of program areas, including the policy actions and DLI areas that need to be revisited and restructured in the changed context of federalism.

C. Methodology

7. The SSDP MTR process will have three interlinked parts, consisting of (i) thematic studies, (ii) External MTR evaluation report, and (iii) the government-LEDPG joint mission.
8. Carrying out thematic studies. These will include studies related to various thematic areas of the SSDP that are currently being/will be carried out/supported by the LEDPGs as identified by and in coordination with the SSDP thematic working groups (TWGs). The leads and co-leads of TWGs will take leadership in coordinating the studies. It is expected that such studies findings should be available by mid-March 2019.
9. External MTR evaluation report. On the basis of the information from the thematic studies, comprehensive and critical review of the key SSDP and other relevant documents, interactions with all key stakeholders, and field visits to selected sites, the externally hired MTR evaluation team will prepare an SSDP mid-term evaluation report that assesses implementation progress, identifies critical issues that need to be addressed in the changed context, and proposes strategies and time-bound actions to enhance and strengthen SSDP implementation arrangements and performance, including readjustments to the plan as required. In the whole process, the MTR evaluation team will conduct the evaluation in accordance with the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability.
10. The MTR evaluation report will be a critical document for the Government–LEDPG Joint Review tentatively scheduled for May 2019. The evaluation report will be based upon:
 - Critical review of SSDP documents including the School Sector Reform Plan 2016-2023, annual plans and programs (ASIP/AWPB) and their status reports, Flash and consolidated reports, financial monitoring reports and audit reports,

- SSDP Transitional Plan and Roadmap, DLI verification reports, aide memoires of SSDP joint review missions, and other relevant documents;
- Flash reports and implementation progress reports;
 - Review of relevant and recent studies on school education in Nepal;
 - Review of the thematic studies carried out by the TWGs;
 - Field visits to selected provinces, municipalities and schools, representative of the regional diversity of the country and to focus on the strategic issues jointly identified by the JFPs and MOEST/CEHRD at the time of inception of the MTR Evaluation team;
 - Consultations and interviews with government officials at federal, provincial and local levels, development partners and teachers' associations, I/NGOs involved in the school education and other stakeholders;
 - Mapping of current and emerging structures at the municipal, provincial and federal level and analysis of staffing levels, including challenges faced by the different levels in the emerging structure;
 - Analysis of a sample of municipal education budget execution and EMIS data collection and reporting methodologies/approaches;
 - Current programmatic and financial progress reporting practice of schools and LGs to various provincial and federal level entities;
 - Consultations and workshops on the preliminary findings, including with local level representatives and beneficiaries.
11. The main output of the MTR evaluation team will be a report that documents key observations made and substantiates the conclusions and recommendations for improving program efficiency, effectiveness, relevance, and sustainability in each of the focus areas specified in the SSDP program results framework and the DLI. The report will also include concrete recommendations for program restructuring, accountability measures, implementation roles and responsibilities, and reporting requirement in the changed context of federalism. In addition to the main report, the MTR evaluation team will prepare an executive summary and PowerPoint presentation that includes the key summary of the evaluation report (including MTR objective, the methods used, the observations made, the conclusions drawn, and the recommendations for improving the efficiency and effectiveness of the SSDP, program restructuring, implementation roles and responsibilities, and accountability measures).
12. The external MTR Evaluation Report will be conducted by Sofreco - mobilized from 13 January 2019.⁶⁴ The MTR core team composition is (i) Team Leader /Program Evaluation Specialist- International; (ii) Governance Specialist -International; (iii) Education Economist-International); (iv) Fiduciary Management Specialist - International; (v) Education Evaluation Specialist (quality)- National , (vi) Education Evaluation Specialist (equity)- National, and (vii) financial management specialist-National. The specific methodology for the evaluation based on the MTR TOR will be developed by the Firm and agreed during their inception phase (February 2019).
13. Government–LEDPG Review. On the basis of the MTR Evaluation Report prepared by the MTR evaluation team and other relevant information, MOEST/CEHRD and LEDPG will conduct a Joint Review of the SSDP implementation progress, with the

⁶⁴ This firm has been hired by ADB through TA 9215, which is jointly funded by EU /ADB financing, to conduct external monitoring, review and evaluation of the SSDP.

aim to sustain progress towards meeting its strategic priorities and results related to outcome and outputs, ensuring plan efficiency and effectiveness and achieving the plan goals. During the review process, the report prepared by the evaluation team will be reviewed, priority areas of concern discussed, including those related to plan restructuring, and actions that will ensure continued progress and achievement toward SSDP strategic priorities and programs agreed with time-bound corrective measures as required. These adjustments will be summarized in an Aide-memoire with the consequent incorporation of these changes in the preparation of upcoming annual plans as well as revised program document as applicable.

14. The Joint Government–LEDPG review will take place in the second week of May 2019. It will comprise:
 - Inception meeting in which all stakeholders including other sectoral ministries, various national commissions, representatives of provincial and local governments, I/NGOs and the press will be invited and during which key issues that the review will focus on will be agreed;
 - Field visits during which special attention will be paid to the agreed issues of focus
 - Preparation of field visit reports;
 - Thematic meetings on focus issues with MOEST/CEHRD officials, LEDPG representatives, and other stakeholders;
 - Preparation of a draft aide-memoire;
 - Presentation of final aide memoire during a wrap-up meeting.
15. The joint field visits will take place during the first week of the review, the field visit reports are expected to be available by the beginning of the second week. The thematic discussions and aide-memoire drafting will then take place in the second week. The detailed TOR of the midterm joint review will be developed separately by February- March 2019 which will be annexed in the MTR at a later stage.

D. Management of the SSDP MTR Process

16. At the overall level, the SSDP MTR process will be managed by a MTR Joint Review Coordination Committee. The Coordination Committee will be entrusted with the overall responsibility for ensuring a smooth process that will produce relevant and implementable recommendations for the SSDP implementation in the remaining years of the plan. The Coordination Committee consists of representatives from MOEST/CEHRD (including CLAs) and JFPs. The Coordination Committee comprises of 9 representatives nominated by the JFPs and the MOEST. Its primary role is to provide quality assurance for the MTR process and ensure the achievement as outlined in the TOR is met.

E. Timeline

17. The Mid-Term Review process is divided into several interlinked phases (see Table below). The phases have been designed with a view to ensure that key MTR findings are clearly substantiated, explained and fully understood by all stakeholders; and that the same stakeholders are fully involved in the identification of appropriate strategies to address key issues and increase SSDP efficiency and effectiveness. The aim of this participatory process is to maximize the chances of MTR recommendations being owned and implemented.

Annex 2: SDG 4 and associated target indicators

Goal 4: Quality Education (targets)

- 4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes.
- 4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education.
- 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university.
- 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.
- 4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.
- 4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy.
- 4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.
- 4A Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, nonviolent, inclusive and effective learning environments for all.
- 4B By 2020, substantially expand globally the number of scholarships available to developing countries, in particular least developed countries, small island developing States and African countries, for enrolment in higher education, including vocational training and information and communication technology, technical, engineering and scientific programs, in developed countries and other developing countries.
- 4C By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing states.

Source: <http://www.undp.org/content/undp/en/home/sustainable-development-goals/goal-4-quality-education.html>

Annex 3: Relations between the SSDP's Key Dimensions, PRF and DLI

SSDP Key Dimensions	Main strategies, components and results (PRF)	DLI
Equity	<ul style="list-style-type: none"> ▪ Targeted interventions in the most disadvantaged districts based on the equity index. ▪ Targeted support to the most disadvantaged children. ▪ Inclusive approach mainstreamed through different objectives of the program (physical infrastructures, resources, capacity development at all levels, targeted interventions). 	<ul style="list-style-type: none"> ▪ DLI 6: Reduction in disparities in access and participation. ▪ DLI 7: Integrated pro-poor scholarship scheme implemented. ▪ DLI 7: Increased access and participation of boys and girls in secondary education.
Quality	<ul style="list-style-type: none"> ▪ Development of ECED/PPE. ▪ Progressive implementation of the National Early Grade Reading Program package (incl. regular EGRA). ▪ Revision of the National Curriculum Framework: subject relevance and progression over grades, integration of soft skills and inclusive perspective. ▪ Development of integrated curriculum in early grades. ▪ Development of diversified curriculum in secondary grades. ▪ Development of textbooks, guidelines for teachers and teacher training ▪ Teacher rationalization and development plan. ▪ Performance based incentive scheme. ▪ Development of professional development packages and qualifications for teachers. ▪ Capacity building for teacher management. ▪ Capacity development of the NEB for the development and progressive implementation of standardized item tests at grades 3, 5, 8, 10 and 12. ▪ Introduction of letter grading system and single subject certification (grade 10). 	<ul style="list-style-type: none"> ▪ DLI 1: Reading proficiency and habits strengthened in early grades. ▪ DLI 2: Increased teaching and learning process through NCF revision and access to activity-based mathematics, science and English language. ▪ DLI 3: Improved teacher management, availability and accountability including deployment of trained subject teachers for mathematics, science and English in basic and secondary. ▪ DLI 4: Assessment and examination system reforms undertaken to improve teaching and learning. ▪ DLI5: Model schools piloted with comprehensive quality inputs and innovative teaching and learning.

- Continuous assessment.
 - Progressive development of model schools (secondary education).
 - Independent verification of EMIS data, introduction of school profile cards and implementation of individual student and teacher ID in the EMIS.
 - Implementation of a school performance-based system (revision and implementation of performance-based school grant system; % community schools with school financing linked to SIP; % of HT and SMCs that have received CD; no. of districts with performance-based incentive scheme for head teachers and SMCs).
- Efficiency**
- Development and implementation of a CID plan encompassing the capacity development supporting the achievement of other SSDP objectives: i) Develop an annual plan for institutional capacity development, ii) Strengthen capacity at school level (develop guidelines, training, professional development opportunities and support material on: management, planning and technical functions in various areas such as SIP, curriculum development, teacher training and management, standard setting, school-based assessment of student).
 - CID: Develop a transition plan for the new management system envisaged by the 2015 Constitution.
 - Improve the grant management system.
 - Strengthening of financial management system (alignment of the existing FMIS with the FCGO; delays in FMR transmission, timely OAG annual audit and % of audit observation).
 - Sufficient and predictable budget allocated at national level to implement the SSDP (annual growth and % of national budget).
- Governance and Management**
- DLI 10: Enhanced reliability and transparency of EMIS data, including school level data.
 - DLI9: Improved governance and strengthened fiduciary management of the school sector.
 - Global covenants.
 - Quarterly FMR.
 - Annual OAG audit report.
 - Budget allocation for education sector compliant with SSDP budget codes and budget allocation consistently increased in real terms compared to previous year.
- Resilience**
- Construction and retrofitting of classroom and schools in line with revised technical standards.
 - Development and implementation of DRR plans and guidelines at national and school levels.
 - DLI 8: Provision of adequate DRR resilient safe school facilities at all levels.

Annex 4: Sampling for MTR evaluation field data collection

Selection of provinces: The provinces were selected to offer a contrasting situation in terms of HDI, population size, density literacy rate, mother tongue of the population and significant differences in terms of education service delivery.

Criteria / indicator	Province 2	Province 4
Geographic location	Terai Valley	Mountain, Hill and Terai/valley
HDI	400<449	>550
Demographics	20% of the overall population (2 nd most populated province)	9% of the overall population
Ethnic castes	118	93
ECED/PPC		
ECED/PPC to children ratio in government-funded classes/centers (national average 1:22)⁶⁵	Above national average, 1:36	Below national average, 1:16
Proportion of Dalit and Janajati communities in Community ECED/PPC (75% of Dalit children and 55% of Janajati children enrolled in community ECED/PPC)	More than 90% of Dalit children and 80% of Janajati children enrolled in community ECED/PPC	About 2/3 of Dalit children and 54% of Janajati children enrolled in community ECED/PPC
% of new entrants in grade 1 with ECED/PPC experience (national average: 51.8% in community schools, 63.8% in institutional schools)	41.2% in community schools and 63.6% in institutional schools	69.4% in community schools and 69.3% in institutional schools
Basic level		
Ratio of community lower basic schools/upper basic schools (national average 2:29)	2:43 Lowest percentage of community basic education schools that offer up to grade 8 (41%)	2:30
Probability for students to progress from grade 1 to grade 2 in community school (national average: 81%)	83.8%	84.5%
% of enrolled students in community school lower basic level (national: 73%)	Above national average 94.5%	Below national average 66%

Secondary level Proportion of community schools that offer upper secondary level of education (29%)	30%	36%
Student/community school ratio Lower secondary (national average: 85.7; 134.9 in the Terai/ Valley)	180.7 (all schools in the Terai /Valley area)	46.2; (72.3 in the Terai/ Valley)
Student/community school ratio upper secondary (national average: 108.2; 146.4 in the Terai/valley)	183.5 (all schools in the Terai/ Valley area)	74.9 (99.9 in the Terai/ Valley)
Main languages	Nepali Matihili Bojpurhi	Nepali Gurung Magar
Literacy rate (census 2011)	61 or less	65.6 or more

District and LG samples

Danusha and Kaski Districts were selected for convenience, in order to allow structured interviews and FDG with a large number of stakeholders within the same localities during a limited timeframe. They also present the main characteristics of their respective provinces.

Indicators	Danusha	Kaski
HDI	400<449	>550 (third highest)
Literacy rate		
Languages	Maithili: 85%, Nepali 4.4%	
Education/SSDP related criteria	Late entry or high repetition in grade 1 Important drop in enrolment between primary and lower secondary	Consistent enrolment rate in primary, lower secondary and higher secondary

For Danusha, 3 LGs were selected based on the following criteria

Criteria	Janakpur	Dhanushadham	Bateshwar
Type of LG	Sub-metropolitan	Municipality	Rural municipal (ex VDC)
Population	153,614 (most populated in the district)	45,665	19,679 (less populated in the district)
Number of wards	24	9	5
Education/SSDP related criteria	Late entry or high repetition in grade 1 Significant drop in enrolment between primary and lower secondary	Late entry or high repetition in grade 1 Important drop in enrolment between primary and lower secondary	KPI could not be calculated during flash I report indicating some reporting issues

For Kaski, the LGs were selected based on the following criteria:

criteria	Pokhara	Machhapuchhre	Rupa
Type of LG	Sub-metropolitan	Rural (ex VDC)	Rural (ex VDC)
Population	414,141 (most populated of the district)	21,868	14,519 (least populated of the district)
Number of wards	33	9	7
Education/SSDP related criteria	Enrolment rate relatively consistent between primary and lower secondary. Enrolment drop in higher secondary	Lower enrolment rates than Rupa (both ex. VDC)	Enrolment rate similar to that of Pokhara

Schools have been identified with the CEHRD.

Annex 5: List of person met

#	Name	Position	Organization	Level
1	Mrs. Smita Gyawali	Senior Project Officer (Education)	ADB, Nepal Resident Mission	Central
2	Mr. Jayakrishna Upadhyaya	Education Consultant	ADB, Nepal Resident Mission	Central
3	Mr. Pramod Bhatta	Education Consultant	ADB, Nepal Resident Mission	Central
4	Mr. Prem Aryal	Head of Education-Plan International Office Nepal	AIN-Plan International	Central
5	Mr. Deergha Narayan Shrestha	TA Coordinator	British Council	Central
6	Mr. Bishnu Prasad Adhikari	Director	CDC	Central
7	Mr. Purusottam Ghimire	Section Officer	CDC	Central
8	Mr. Bodhnath Niraula	Training Section Chief	CEHRD	Central
9	Mr. Janardan Neupane	Section Officer	CEHRD	Central
10	Mr. Padam Singh Bista	Director	CEHRD	Central
11	Mr. Shankar Thapa	Deputy Director	CEHRD, IEMIS	Central
12	Mr. Deepak Sharma	Deputy Director General	CEHRD	Central
13	Mr. Prahlad Aryal	Director	CEHRD	Central
14	Dr. Lekhnath Paudel	Director General	CDC	Central
15	Mr. Tek Narayan Pandey	Executive Director (Joint Secretary)	Education Office Review	Central
16	Mrs. Mina Regmi Poudel	Section Officer	MOEST	Central
17	Mr. Jaya Prasad Acharya	Under Secretary	MOEST-Planning and Budgeting Section	Central
18	Mr. Yugjatan Humagain	Under Secretary	MOF	Central
19	Mr. Laxmi Prasad Nirula	Chief of Finance Section	MoFAGA	Central
20	Dr. Ram Chandra Pandey	Director	National Examination Board	Central
21	Mr. Geha Nath Gautam	Under Secretary	Non-Formal Education and Education Distance Section, CEHRD	Central
22	Ms. Bimala Mishra	Education Officer	Non-Formal Education and Education Distance Section, CEHRD	Central
23	Mr. Narad Dhamala	Administration Officer	Special Education Section, CEHRD	Central
24	Dr. Bhuban Bajracharya	Team Leader	TASS	Central
25	Mr. Nabin Khadka	Training Officer	Teacher Training Section, CEHRD	Central
26	Dr. Tulsi Prasad Thapaliya	Joint Secretary	Teachers Commission Service	Central
27	Mr. Yagya Shrestha	British Council	Team Member	Central

28	Mr. Jimmy Oostrum	Education Specialist	United Nations Children's Fund (UNICEF)/Nepal	Central
29	Mr. Guneraj Pakhrey	Head of District Education Office	Department of Education (OECEHRD)	Inception Phase
30	Mr. Parlt Paryel	Senior Education Officer	Department of Education (OECEHRD)	Inception Phase
31	Mr. Gunaraj Pokhrel	Unit Chief	Education Development and Coordination Office	Inception Phase
32	Mr. Binala Pandel	Administration Officer	Education Development and Coordination Office of Lalitpur	Inception Phase
33	Mr. Karna Bahadair	Section Officer	Education Development and Coordination Office of Lalitpur	Inception Phase
34	Mr. Krishna Prasad Chimire	Section Officer	Education Development and Coordination Office of Lalitpur	Inception Phase
35	Mr. Shantiram Pandel	Section Officer	Education Development and Coordination Office of Lalitpur	Inception Phase
36	Mr. Gobinda Prasad Sharma	Director	EMIS team, Center for Education and Human Resource Development	Inception Phase
37	Mr. Ram Chandra Sharma	Section Officer	EMIS team, Department of Education	Inception Phase
38	Mr. Juan-Jose Casanova	Program Manager, Development Cooperation Sector	European Union Delegation in Nepal	Inception Phase
39	Mr. Sita Ram Koirala	Education Officer	Kathmandu Metropolitan City	Inception Phase
40	Mr. Narendra Bhattarai	Chartered Accountant & Team Leader Public Financial Management TA	N. Bhattarai & Co., Chartered Accountants	Inception Phase
41	Mrs. Kamla Bisht	Advisor	Norwegian Embassy	Inception Phase
42	Mrs. Edle Hamre	Minister Counsellor/ Deputy Head of Mission	Norwegian Embassy	Inception Phase
43	Prof. Subarna Man Amatya	Chairman	School Management Council, Tri-Padma Vidyashram Secondary School, Lalitpur	Inception Phase
44	Ms. Timila Shrestha	Financial Management Specialist	South Asia Financial Management Unit, The World Bank, Nepal Country Office	Inception Phase
45	Mr. Tika Ram Timsina	Head Teacher	Tri-Padma Vidyashram Secondary School,	Inception Phase

			Lalitpur	
46	Dr. Marilyn Hoar	Chief of Education	United Nations Children's Fund (UNICEF)/Nepal	Inception Phase
47	Ms. Freya Perry	Education Research Policy Advisor	Voluntary Social Organization (VSO) Nepal/ Ministry of Education	Inception Phase
48	Mr. Dambar Bahadur Raut	Mayor	Bateshwore RM Dhanusha	Province 2
49	Mr. Rajendra Sah	Head Teacher	Dhanusha Janata HSS, Dhanushadham PN-2	Province 2
50	Mr. Ramchhabi Ray Yadav	Chemistry Teacher	Dhanusha Janata HSS, Dhanushadham PN-2	Province 2
51	Mr. Udgari Yadav	Electrical subject teacher	Dhanusha Janata HSS, Dhanushadham PN-2	Province 2
52	Mr. Niraj Sirbastab	Acting Executive Officer	Dhanushadham Municipality PN-2	Province 2
53	Mr. Purusottam K. Mandal	Accountant	Dhanushadham Municipality PN-2	Province 2
54	Mr. Uddhav Acharya	Education officer (Working) previous RP	Dhanushadham Municipality PN-2	Province 2
55	Mr. Ramkriksha Yadav	Section Officer	EDCU Dhanusha PN-2	Province 2
56	Mrs. Anju Pande	Officer/School Supervisor	Janakpur Submetropolitan Office	Province 2
57	Mr. Dinesh Chaudhary	Accountant	Janakpur Submetropolitan Office	Province 2
58	Mr. Mehilal Yadav	Education Officer	Janakpur Submetropolitan Office	Province 2
59	Mrs. Rita Kumari Mishra	Deputy Mayor	Janakpur Submetropolitan Office	Province 2
60	Mr. Barun K Chaudhary	Section Officer-Education	Ministry of Education and Social Development PN 2	Province 2
61	Mr. Dani Kant Jha	Undersecretary-PN 2, Higher Education	Ministry of Education and Social Development PN 2	Province 2
62	Mr. Narayan Prasad Wagle	Under Secretary-Youth and Sports	Ministry of Education and Social Development PN 2	Province 2
63	Mr. ThuloBabu Dahal	Under Secretary-Overall	Ministry of Education and Social Development PN 2	Province 2
64	Mr. Ramakanta Sharma	Joint Secretary/Director	PEDD Province No 2	Province 2
65	Mr. Yuba Raj Laudari	Project Manager	Samunnat Nepal	Province 2
66	Mr. Bajaranga Prasad Sah	President, SMC	Sankat Mochan School Janakpur PN-2	Province 2
67	Mr. Baliram Shah	Head Teacher	Sankat Mochan School Janakpur PN-2	Province 2

68	Mr. Mithilesh Kumar Mahato	Social Study Teacher	Sankat Mochan School Janakpur PN-2	Province 2
69	Mr. Sushil Kumar Shah	Accountant and English Teacher (6-8)	Sankat Mochan School Janakpur PN-2	Province 2
70	Mr. Dhyani Mahato	Accountant	Shiva Shakti Model HSS Bateshwore RM, Dhanusha PN-2	Province 2
71	Mr. GangaPrasad Sah	SMC Chairman	Shiva Shakti Model HSS Bateshwore RM, Dhanusha PN-2	Province 2
72	Mr. Laxmeshwore Mandal	Head Teacher	Shiva Shakti Model HSS Bateshwore RM, Dhanusha PN-2	Province 2
73	Mr. Ramesh Ghimire	Section Officer	CDC	Province 3
74	Mr. Ghanashyam Aryal	Deputy Director	CEHRD, Sanothimi, Bhaktapur	Province 3
75	Mr. Tek Nath Pande	Director General	Education Review Office	Province 3
76	Mr. Eigil Rasmussen	British Council	Team Leader	Province 3
77	Mr. Surya Prasad Baral	PTA Chairperson	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
78	Mr. Baman Prasad Dewan	SMC Member	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
79	Mr. Ghanashyam Rijal	Head Teacher	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
80	Mr. Lok Bahadur Karki	SMC Member	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
81	Mr. Rajendra Bhandari	Teacher	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
82	Mrs. Jamuna Shrestha	SMC Member	Bhadrakali Secondary School, Pokhara MC, Kaski	Province 4
83	Mr. Kalyan Kumar Dhebiju	Former Accountant	Bhadrakali Secondary School, Pokhara, Kaski	Province 4
84	Mr. Basanta Pahari	Head Teacher	Biswa Secondary School, Rupa, Rural Municipality, Kaski	Province 4
85	Mr. Damodar Ghimire	SMC Chairperson	Biswa Secondary School, Rupa, Rural Municipality, Kaski	Province 4
86	Mr. Hari Raj Ghimire	Accountant	Biswa Secondary School, Rupa, Rural Municipality, Kaski	Province 4
87	Mrs. Kalpana Ghimire	SMC Member	Biswa Secondary School, Shanti School,	Province 4

			Rupa, Rural Municipality, Kaski	
88	Mr. Lelin Ghimire	Teacher	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
89	Mrs. Megha Devi Basaula	PTA Member	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
90	Mr. Ram Lal Shrestha	SMC Member	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
91	Mr. Rup Narayan Shrestha	PTA Member	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
92	Mr. Shyam Lal Shrestha	PTA Member	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
93	Mrs. Sita Ghimire	PTA Member	Biswa Secondary School, Rupa, Municipality, Kaski	Province 4
94	Mr. Tek Nath Ghimire	PTA Chairman	Biswa Secondary School, Rupa, Village Municipality, Kaski	Province 4
95	Mr. Tirtha Gurung	SMC Member	Biswa Secondary School, Rupa, Village Municipality, Kaski	Province 4
96	Mr. Indra Bd. Thapa	Education Officer	EDCU, Kaski, Pokhara	Province 4
97	Mr. Narayan Pd. Subedi	Chief-Joint Secretary	EDCU, Kaski, Pokhara	Province 4
98	Mr. Rishi Raj Bastola	Education Officer	EDCU, Kaski, Pokhara	Province 4
99	Mr. Pradip Acharya	SMC Member	Machhapuchhre Secondary School, VM, Kaski	Province 4
100	Mr. Santosh Acharya	Head Teacher	Machhapuchhre Secondary School, VM, Kaski	Province 4
101	Mr. Bhim Lal Acharya	SMC Chairperson	Machhapuchhre Secondary School, Rupa, Rural Municipality, Kaski	Province 4
102	Mrs. Damayanti Acharya	SMC Member	Machhapuchhre Secondary School, Rupa, Rural Municipality, Kaski	Province 4
103	Mr. Matrika Acharya	SMC Member	Machhapuchhre Secondary School, Rupa, Rural Municipality, Kaski	Province 4

104	Mrs. Shanta Nepali	PTA Member	Machhapuchhre Secondary School, Rupa Rural Municipality, Kaski	Province 4
105	Mr. Suman Shrestha	SMC Member	Machhapuchhre Secondary School, Rupa VM, Kaski	Province 4
106	Mr. Tara Atreya	SMC Member	Machhapuchhre Secondary School, Rupa VM, Kaski	Province 4
107	Mr. Umanath Gautam	Teacher/Accountant	Machhapuchhre Secondary School, Rupa VM, Kaski	Province 4
108	Mr. Badri Nath Subedi	Education Officer	Ministry of Social Development, Kaski Pokhara	Province 4
109	Mr. Damodar Subedi	Under Secretary	Ministry of Social Development, Planning Division, Kaski, Pokhara	Province 4
110	Mr. Bishwa Raj Acharya	Education Officer/School supervisor	Pokhara Metropolitan City, Kaski	Province 4
111	Dr. Baburam Dhungana	Director	Provincial Directorate, Ministry of Social Development, Kaski, Pokhara	Province 4
112	Mr. Shiva Kumar Sapkota	Training Chief-Under Secretary	Provincial-ETC, Gandaki Province, Tanahu	Province 4
113	Mr. Bhoj Raj Neupane	Education Officer	Rupa Rural Municipality, Kaski	Province 4
114	Mr. Tika Ram Timilsina	Head Teacher	Tri-Padma Vidhyashram Secondary School, Lalitpur	Province 4

Annex 6: Profiles of the structures interviewed

Profiles of the structures interviewed in Province 4 - Gandaki

PMSD

Staffing: framework made; positions not fulfilled; 3 components under the under Education Division: general, special, TVET.

Internet connection and equipment: fair and good.

Access to/use of IEMIS: not used.

Policy and legislative framework: 5-year plan being prepared; clear linkages between federal and LG level not established; initial stage of developing provincial-level curriculum; law and rules framing in progress.

Relations with other stakeholders and reporting: Reporting linkages are not clear; no legal reporting mechanism.

Financial reporting and audit: schools are given support based on proposal from school; Rs. 400 million for schools; 150 million for higher education, classroom management and teachers' capacity development

Problem: Policy and legislative gaps and a lack of clear reporting linkages poses a threat to SSDP implementation as the release of the second and third tranches may be difficult due to insufficient reporting.

PEDD

Staffing: 35 per quota.

Internet connection and equipment: good internet access and office equipment and space.

Policy and legislative framework: current law is not appropriate; coordination unit is under CEHRD not under PEDD; PEDD is disconnected. Policy and planning is done by the Social Development Ministry: 5 year plan-two times consultation, well exercised, large discussion (policy drafted, first five year plan). Use of IEMIS data for planning activities.

Relations with other stakeholders and reporting: To FG and province.

Financial reporting and audit: audit done by DTCO. Financial reporting to the PG not to the FG.

Issues: PEDD budget, HR, coordination linkages.

PETC

Staffing: 6 regular trainers (resource persons 25-30).

Internet connection and equipment: good facilities.

Identification of training needs: In coordination with districts and province, only 1000-1500 can be trained in FY, not 3000, due to HR problem.

Out of Rs.60 million budget, only 50% may be spent.

Relations with other stakeholders and reporting: relations with EDCU, LG, PG and FG are good.

Unclear dual reporting mechanism to FG and province.

EDCU

Staffing: 11 (quota 8)

*Internet connection and equipment: connection of internet is good.

Access to/use of IEMIS: running well. EDCU uploads the data of schools.

Policy and legislative framework: Not all policies are fully developed, specific ToR not yet provided; provides concurrence for teacher transfer to another district, teachers' resignation, pension document; coordinates examinations of class 8 and also SEE; Support to LG for policy preparation when requested.

Relations with other stakeholders: relations with PEDD, FG and PG are good but overall coordination not so satisfactory due to a lack of clarity about roles.

Financial reporting and audit by EDCU. Budget order just arrived; now only staff will get salary.

LG 1 Machhapuchhre Rural Municipality

Staffing: 1 Education Officer, 1 Nasu, 1 Kharidar (unfulfilled); 50 schools under jurisdiction, 5 merged from 55.

Internet connection and equipment: manageable.

Access to/use of IEMIS: LG has own accounting system; EMIS functional in all schools.

Policy and legislative framework: local level rural municipality law has been framed in keeping with the Education Act 2028, 8th Amendment. Rules are being drafted. WP being drafted.

Relations with other stakeholders: good under the circumstances;

Financial reporting and auditing: LG has own system; education budget is Rs. 140 million and donations represent Rs.115 million;

Problem: salary for ECD facilitator too low; lack of sufficient HR.

LG 2 Rupa Rural Municipality

Staffing: 1 officer in charge of education with 1 Nasu & 1 Kharidar (unfulfilled); 32 schools (10 primary, 12 lower secondary, 10 secondary); no out of school children declared.

Internet connection and equipment: manageable

Access to/use of IEMIS: indicate access to IEMIS but mainly through EDCU, as not all schools are computerized.

Policy and legislative framework: not sufficient, no new Education Act

Relations with other stakeholders: OK but no clear reporting mechanism unless requested.

Financial reporting and audit: LG is using its traditional mode of reporting; total educational budget is Rs. 300 million.

Problem: salary for ECD facilitator too low; lack of sufficient HR.

LG 3 (Pokhara Metropolitan City – PMC)

Staffing: 3 Education Officials in Pokhara Metropolitan City: 1 at undersecretary level & 2 at officer level; 3 Nasu level and 3 field staff need to look after 80% of schools in district.

Internet connection and equipment: manageable; just shifted to new rented office building floor.

Access to/use of IEMIS: functional in coordination with EDCU.

Policy and legislative framework: PMC has ratified its own education rules within federal law; so SMC is modified; empowered to transfer teachers.

Relations with other stakeholders: good relations with EDCU, all schools; ambivalence in coordination with respect to entities under MoEST, MoGafa and other education; reporting to PEDD and MSD not mandatory but done upon request; no clear transitional ToR; problem due to insufficient HR.

Financial reporting and audit LMBIS. Not aware of supplementary and special grant; PIM is followed.

School 1: Machhapuchhre Secondary School, LG1, Machhapuchhre RM, Kaski

Staffing: 32 teachers (16 GoN + 16 own source); 632 students; totally English medium; +2 teaching ongoing

Internet connection and equipment: good facilities in office, but not so good for 30+ IT students; application made to Nepal telecom for better internet connection

Access to/use of IEMIS: access to IEMIS; school data is sent to EDCU and LG

SMC/PTA: SMC (9 members in both) active and involved

Relations with other stakeholders: good coordination with all stakeholders

Financial reporting and audit: 1 teacher working as accountant; regular reporting; double entry bookkeeping.

Others: has hostel facility; receives support from LG, British Council, Annapurna Conservation Area; planning to raise Rs. 150 million for Golden Jubilee Celebration; among top 70% schools in district

School 2 Biswa Shanti Secondary School – Rupa RM; LG2, Kaski

Staffing: 28 teachers (GoN 15+, own source 13); +2 and civil engineering CTEVT course ongoing; 308 students

Internet connection and equipment: not ideal but connection exists and 28 computers in lab

Access to/use of IEMIS: indicates access to IEMIS; school data sent to EDCU and LG

SMC/PTA: SMC/PTA as per GoN Act; SMC (9 members) very active, PTA meets every 3 months or for fund raising when needed

Relations with other stakeholders: good with EDCU, LG and others

Financial reporting and audit of monthly expenditure & income reporting to SMC; financial reporting provided to fund provider; ongoing construction for earthquake strengthening as well as per GoN rules; social auditing conducted regularly.

Others: Hostel facility for class 10 & engineering students; planning to run own school canteen; student results among top 70-80% in the district

School 3 Bhandrakali Secondary School, Pokhara Metropolitan City

Staffing: 110 teachers (40% GoN+ 60% own source); 2,147 students

Internet connection and equipment: excellent; 2 computer labs with 40 running computers; plan to make quality ICT hub for teachers' and others' training

Access to/use of IEMIS: EMIS reporting to EDCU fully functional
SMC/PTA: SMC (9 members) active and formed as per LG rules; 11 member PTA fully active

Relations with other stakeholders: Excellent coordination

Financial reporting and audit: SUTRA in use; school has own financial by-rules in keeping with GoN's norms; income expenditure details presented to SMC every 3 months; audit report sent to LG

Others: Grades 9-12 civil engineering syllabus sent for approval; +2 ongoing; both English and Nepali medium teaching; 120 fully facilitated ECD children; ECD facilitator paid Rs.23,0000 from own source; all teachers paid GoN equivalent salary; all teachers under tax net; high student pressure necessitating construction of more classrooms.

Profiles of the structures interviewed in Province 2

PMSD

Staffing: 3 (Quota 6)

Internet connection and equipment: fair and good but equipment is not sufficient.

Access to/use of IEMIS: Access to EMIS exists but is not used, it is used by different entities.

Policy and legislative framework: focused on basis rules, regulation and policies. Many acts and rules still to be announced or still in drafting process

Relations with other stakeholders and reporting: Reporting to 6 FG ministries but reporting relation with LG is not good

Financial reporting and audit: does not use SUTRA software but LMBIS. Internal auditing by PTCO, external audit by OAG. Budget disbursement in coordination with DTCO and external audit by OAG

PEDD

Staffing: 9 (35 per quota)

Internet connection and equipment: good internet access but limited IT and office equipment and space

Access to/use of IEMIS: access and use of IEMIS data for planning activities

Relations with other stakeholders and reporting: frequent contact and coordination with all stakeholders at all levels to organize and plan activities.

Financial reporting and audit: audit done by DTCO. Financial reporting to the PG not to the FG

ETC

Staffing: 8 (quota 17)

Internet connection and equipment: good and available (computer, projector and board)

Identification of training needs: in coordination with EDCU, looking 8 districts, focused on English, maths and science, quota of training received from FG and reporting to CEHRD.

Relations with other stakeholders and reporting: relations with EDCU, LG, PG and FG are good

EDCU

Staffing: 8 (quota 8)

Internet connection and equipment: internet connection is good but infrastructure is not sufficient.

Access to/use of IEMIS: Running well. EDCU uploads the data for most of the school

Policy and legislative framework: not all policies are fully developed, coordination with PG for teacher transfer, recruitment and physical infrastructure. Supporting LG for policy preparation when requested.

Relations with other stakeholders: relations with PEDD, FG and PG are good. Good support for conducting SEE examinations from all stakeholders

Financial reporting and audit verification system of the number of teachers and their salary disbursement to control duplication by the school inspector as appointed by EDCU. No accountant in the EDCU.

LG 1: Janakpur Submetro

Staffing: 2 (Quota 9), indicates that most of the municipalities of Dhanusha District do not have any education staff despite their quota

Internet connection and equipment: good but not used intensively. Equipment exists but some is not in working condition

Access to/use of IEMIS: No use of IEMIS

Policy and legislative framework: many policies still to be developed. Old rules exist but not new ones like the Education Act

Relations with other stakeholders: relations with EDCU and coordination with PEDD, relations with 18 municipalities.

Financial reporting and audit: trimester salary disbursement system to the schools based on the previous quarterly report (salary only). Quarterly report to the FG but this year no schools have reported to the FG. No use of SuTRA but reporting through LMBIS. Internal audit done by DTCO and external audit by OAG. Not aware of supplementary or special grant

LG 2: Bateshwore Rural Municipality

Staffing: 1 officer in charge of education and 3 other sectors, no RP, 6 educational committees within the locality

Internet connection and equipment: good connection + 2 computers and facilities recently built, equipped and well maintained

Access to/use of IEMIS: indicate access to IEMIS but no reporting to FG and data from the LG not included in the 2018/2019 flash report I

Policy and legislative framework: not sufficient, RM to prepare 26 rules and regulations, no new Education Act

Relations with other stakeholders: no contact with FG and relation with PG not good

Financial reporting and audit: LG using SuTRA but other reporting to PG and FG is made on hard copy. Not aware of supplementary or special grants

LG 3: Dhanushadham Municipality

Staffing: 1 officer in charge of education (ex RP on contract), no full time education officer

Internet connection and equipment: good and computers exist

Access to/use of IEMIS: no use of IEMIS. Data sent to EDCU for upload

Policy and legislative framework: no new policies and working on old, model law prepared but not implemented

Relations with other stakeholders: good relations with EDCU, 18 schools

Financial reporting and audit: no use of SUTRA but LG uses LMBIS. Not aware of supplementary or special grants.

School 1: Sankatmochan School Janakpur

Staffing: Subject-wise teachers are not sufficient

Internet connection and equipment: Good, 15 computers but need 60 computers to run 2 computer labs

Access to/use of IEMIS: access to IEMIS and regular upload of data directly on the platform (school profile complete and up to date)

SMC/PTA: SMC (9 members) active and involved but no PTA

Relations with other stakeholders: despite conflict with LG regarding head of SMC, good coordination with EDCU, LG and ward coordinator. No support from LG. Good coordination with PEDD

Financial reporting and audit: quarterly reporting to LG limited to salary disbursement. Quarterly financial reporting to the SMC. Financial reporting to EDCU. 1 English teacher also serving as school accountant. No system for internal auditing.

Others: strong code of conduct and weekly review of suggestion box by a committee involving school management, teachers, parents and students to engage actions.

School 2: Shivashakti secondary – model school – LG2

Staffing: no full-time head teacher (also English teacher), 23 (quota 32)

Internet connection and equipment: connection exists and 25 computers in lab, does not appear to have been in recent use

Access to/use of IEMIS: indicated access to IEMIS but school data is sent to EDCU and LG on hard copy. School profile not up-to-date

SMC/PTA: SMC (9 members) very active, no PTA

Relations with other stakeholders: Good with EDCU and LG but indicated that salaries are not received on time. All reporting made on hard copy.

Financial reporting and audit: financial audit not completed (no auditor communicated by LG). Social audit in 2016/17 but report not communicated to the school. 3 accountants

Others: SIP and 5-year school master plan developed with SMC members and endorsed by LG with a strong focus on hardware component. Biometric system for monitoring staff attendance and CCTV installed but not clear on the monitoring process

School 3: Dhanusha Janata HS – Secondary school

Staffing: 18 (including relief quota) + 10 paid from school resources

Internet connection and equipment: 12 computers but no internet connection

Access to/use of IEMIS: no access. School data is sent to EDCU on pen drive for upload and collected by the LG education officer (contract, ex RP)

SMC/PTA: SMC (9 members) active. SMC chair visits the school several times a week. Ward chairperson is a member

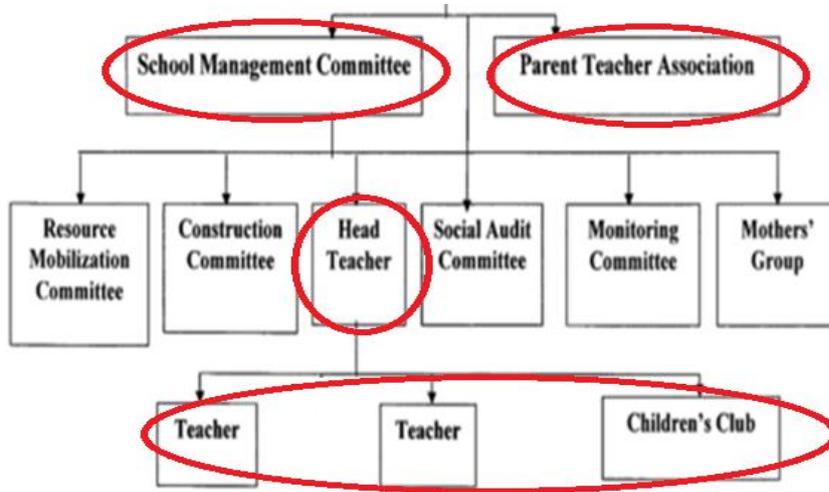
Relations with other stakeholders: relations with LG limited. No relations with PG.

Financial reporting and audit: quarterly disbursement of salary received by the LG. External audit of FY 2017-18 has not been performed. No internal auditing system. Although not audited by ERO, use of the social audit handbook to work on the SIP

Others: SIP developed with SMC members + 2 teachers + 2 parents and communicated to LG. Biometric system installed but not clear on the monitoring process

Annex 7: Organigram of Structural Changes of the Nepali School Education Sector

School Level Unchanged



Annex 8: Program Result Framework (Nov. 2018)

Indicators		Baseline (2015/16)	Year 1 Target 2016/17	Year 1 Achievem ent	Year 2 Target 2017/18	Year 2 Achievem ent	Year 3 Target 2018/19	Year 4 Target 2019/20	Year 5 Target 2020/21	DLI	KPI
Basic Education											
GER in ECED/PPE	T	81	82.6	82.9	84.3	84.1	86.0	87.7	89.4		1.1
	B	81.2	82.8	82.7	84.5	84.5	86.2	87.9	89.7		
	G	80.9	82.5	83.1	84.2	83.7	85.9	87.6	89.3		
% of out-of-school children in basic education	T	10.6	9.6	9.0	8.6*tbv	8.7	7.6*tbv	6.6*tbv	5.0	DLI 8-6	2.1
	B	10.8	9.3	8.8	8.0		6.9	5.9	5.1		
	G	10.4	9.0	9.1	7.7		6.7	5.7	4.9		
GIR in grade 1	T	136.7	134.7	133.5	132.7	128.6	130.7	128.8	126.9		2.1
	B	129.8	127.9	127.5	126.0	126.5	124.1	122.3	120.5		
	G	144.3	142.2	140.1	140.1	130.7	138.0	135.9	133.9		
NIR in grade 1	T	93.9	100	95.2	100	95.9	100	100	100		2.2
	B	94	100	95.4	100	96.4	100	100	100		
	G	93.9	100	94.9	100	95.4	100	100	100		
NER in grades 1-5	T	96.6	96.9	96.9	97.3	97.2	97.6	97.9	98.3		2.4
	B	96.9	97.2	97.3	97.6	97.4	97.9	98.2	98.6		
	G	96.3	96.6	96.6	97.0	97.1	97.3	97.6	97.9		
NER in grades 1-8	T	89.4	91.0	91.0	92.5	92.3	94.0	95.5	97.0		2.6
	B	89.2		97.3		93.0					
	G	89.6		96.6		91.7					
GPI in NER (grades 1-8)			1	1.00	1.00	1.00	1.00				2.7
GER in grades 1-5	T	135.4	134.8	133.6	130	132.3	125	120	115		2.3
	B	130.2		129.3		128.6					
	G	140.8		138.0		136					

GER in grades 1-8	T	120.1	120.1	122.4	118.0	120.1	115.0	113.5	112.0		2.5
	B	116.3		119.5		117.9					
	G	124.1		125.4		122.4					
Survival rate to grade 8	T	76.6	79.5	75.9	82.4	77.4	86.0	88.7	92.0		2.8
	B	75.9	78.7	75.2	81.7	77.1	84.7	87.9	91.2		
	G	77.4	80.3	76.2	83.3	77.7	86.4	89.6	93.0		
Basic education cycle completion rate (grade 8)	T	69.6	72.4	68.4	75.4	70.7	78.5	81.7	85.0		2.9
	B	68.8	71.6	67.5	74.5		77.6	80.8	84.1		
	G	70.5	73.4	68.7	76.4		79.5	82.8	86.1		
No. of districts with targeted interventions for reducing disparities in learning outcomes			5	5	10	15	15	15	15	DLI 8-7	
No. of children who receive at least one year of ECED/PPE learning by age four	T	454 757	473 206	464 233	492 404	478 514	512 381	533 169	554 799		
	B	233 417	242 887	236 949	252 741	243 234	262 994	273 664	284 767		
	G	221 340	230 320	227 284	239 664	235 282	249 387	259 505	270 033		
No. of ECED/PPE centers established		30 448	30 448	36 093	30 948	36 568	31 448	32 000	32 000		
No. of disadvantaged group children receiving scholarships and other targeted interventions	T	194 000	204 094		214 712		225 884	237 636	250 000		
	B	96 806	101 843		107 141		112 716	118 580	124 750		
	G	97 194	102 251		107 571		113 168	119 056	125 250		

No. of districts with targeted scholarship scheme			NA	Targeted scholarship scheme developed	Targeted scholarship scheme developed	scheme implemented in 15 districts	scheme implemented in 15 districts	scheme implemented in 50 districts	scheme implemented nationwide	DLI 9-7	
No. of children receiving midday meal	T	648 190	653 115		658 077	652 222	663 077	668 114	673 190		
	B	323 447	325 904		328 381		330 875	333 389	335 922		
	G	324 743	327 210		329 696		332 201	334 725	337 268		
No. of integrated schools with resource classes for CwDs		380	380		380		380	380	380		
% of grade 1 new entrants with ECED/PPE experience	T	62.4	64.4	64.7	66.5	66.3	68.5	70.8	73.0		
	B	62.5	64.5	65.0	66.6	66.6	68.7	70.9	73.2		
	G	62.3	64.3	64.3	66.4	65.9	68.5	70.7	72.9		
% of grade 3 students reading grade level text with fluency and comprehension.	-	27.2	29.2	31.2	31.2	-	33.2	35.2	37.2	-	-
Students' reading proficiency (%) in grade 3 (45 correct words per minute- CWPM with 80% comprehension)	T	12.8*					14.1%		15.6%	DLI 1	2.11 .1
Student learning achievement scores (%) in grade 5	Maths:	T	48.0	49.0		51.0		52.0	54.0	56.0	
	Nepali:	T	46.0	48.5		50.5		54.0	56.5	59.0	
	English:	T	47.0	50.0		51.5		53.0	54.5	57.0	
Student learning achievement scores (%) in grade 8	Maths:	T	35	39.0			492	48.0	53.5	55.0	

	Nepali:	48	51.0			504	57.0	60.0	62.0		
	Science :	41	43.5			498	49.0	52.5	55.0		
No. of school ECED/PPE meeting minimum standards		-	1500		3200		5100	6500	8000		
No. of schools implementing CB-EGRA		0	2600	2600	3000	3046	3000	3000	3000	DLI 1	
No. of districts in which NEGRP minimum package is defined and implemented		NA	NA	NA	NA	NA	20	32	60	DLI 1	
Integrated curriculum (grades 1-3) and textbooks		-	-		-		1	-	-		
No. of basic schools with access to science, maths and language kits		-			Science, maths and language learning kits and teacher guides developed for grades 6-8	Science, maths and language learning kits and teacher guides developed for grades 6-8	3000	6000	10000	DLI 6 2.1 b, 2.2, 2.4 b	
Revision of National Curriculum Framework (NCF)					NCF revision prepared	NCF revision prepared	NCF revision approved		Revised NCF completed	DLI 2	
Secondary Education											
GER in grades 9-12	T	56.7	61.5	59.6	66.7	60.6	72.3	78.4	85.0	DLI 7	3.1
	B	56.8	61.6	60.0	66.8	61.3	72.4	78.5	85.2		
	G	56.6	61.4	58.9	66.6	60.0	72.2	78.3	84.9		

NER in grades 9-12	T	37.7	40.3	38.9	43.1	43.9	45.1	49.3	53.0		3.2
	B	37.8	40.4	39.3	43.2	44.1	46.2	49.4	52.9		
	G	37.6	40.2	38.6	43.0	43.7	46.0	49.2	52.6		
Survival rate to grade 10	T	37.9	41	60.1	45	57.1	50	57	65		3.3
	B	37	41.2	44.3	45.9	56.5	51.1	57	63.5		
	G	38.9	43.3	46.0	48.3	57.6	53.8	59.9	66.7		
Survival rate to grade 12	T	11.5	13	NA	15	17.2	18	21	25		3.4
GPI in NER (grades 9-12)		0.99	1.00	0.98	1.00	0.99					3.5
% of students enrolled in science subjects in grade 11 in community schools	T	3.5	4.3		5.3		6.6	8.1	10.0		
	B	5	6.2		7.6		9.4	14.3	14.3		
	G	2.1	2.6		3.2		3.9	4.9	6.0		
% of students enrolled in technical subjects in grade 9	T	0.7	1.1		1.7		2.5	3.9	6.0		
	B	0.9	1.4		2.1		3.3	5.0	7.7		
	G	0.5	0.8		1.2		1.8	2.8	4.3		
N° of students enrolled in technical subjects in grades 9-12	T	9250						72540	102600		
Number of model schools		-	240	223	290	223	340	440	540	DLI 5	
Number of community schools offering science subjects in grade 11-12		240	240		290		340	440	500		

No. of schools with access to science, maths and language kits			-			Science, maths and language learning kits and teacher guides developed for grades 6-8	Science, maths and language learning kits and teacher guides developed for grades 6-8	1000	1000	DLI 6 2.1 b, 2.2, 2.4 b	
No. of schools receiving activity-based kits for mathematics, science and English language for grades 6–8			NA					1000	2000	3000	DLI 6 2.1 b, 2.2, 2.4 b
No. of schools establishing internet facilities			NA					1000	1000	1000	
Literacy and lifelong learning											
Literacy rate 6 years+		T	78d					85		87	KPI
Literacy rate 15-24 years		T	88.6e					92		95	KPI
Literacy 15+ years		T	57f					70		75	KPI
Teacher management and professional development											
% of trained ECED/PPE teachers		T	NA				10			88.4	
% of ECED/PPE teachers with required qualifications		T	93.7		93.8		94.4	95.5		97	1.2

		M	92.3				92.9					
		F	95.1				95.8					
% of ECED/PPE teachers with one-month training		T	0	N.A			4.7	30				1.3
		M										
		F										
No of trained subject teachers for maths, science and English		T	NA					4500	9000	13500	DLI 3	
No. of schools with complete set of subject teachers	Basic (gr. 6-8)	T	NA					1000	2000	3000	DLI 3	
	Secondary	T	NA					500	1000	1500	DLI 3	
Certification training for Basic teachers	Basic (gr. 6-8)	T	NA		Revised certification training modules for subject teachers in grades 6-8 & 9-12 developed	9500		10700	10700	7400		
		M	NA			6,116		6,888	6,888	4,764		
		F	NA			3,384		2,454	2,454	1,697		
	Secondary	T	NA			1500		3000	1500	1500		
		M	NA			1,293		2,586	1,293	1,293		
		F	NA			178		357	178	178		
No. of teachers trained in ICT and e-resources		T	NA	0		0		1000	1000	1000		
		M	NA	0		0		770	770	770		

		F	NA	0		0		230	230	230		
% female teachers	Basic		38.8	40	40.7	41	52.6	42	43.5	45		
	Secondary		15.1	16	17.7	17	18.7	18	19	20		
No. of schools with separate fulltime head teacher positions			-	6165		6165		6165	6165	6165		
Teacher rationalization				rationalization plan of each district & district incentive scheme approved	rationalization plan of each district & district incentive scheme approved			Teacher rationalization implementation plan completed		All operationally feasible schools have full set of teachers at basic level	DLI 3	
Number of districts in which teacher performance incentive scheme is rolled out				Teacher incentive scheme is approved		20		40	75			
Governance and management												
% of students receiving text books within first two weeks of academic year at basic level			86.5	89.0	88.4	91.0	91.3	94.0	98.0	100		
Strengthened financial management information systems in line with FCGO system (CLAs, RED, ETCs, DEOs)			-	13		30		30	20	29	DLI GC	
Number of days from trimester end within which trimester FMR is submitted				45	45	45	45	45	45	45	DLI GC	

No. months OAG Annual Audit Report for previous fiscal year submitted is submitted			9	9	9	9	9	9	9	DLI GC	
Reduction of % of audit observations		5.8%	5.7		5.5		5.3	5.1	5	DLI	
Implementation of performance based school grant system		Earmarked grant system	Review of existing grant system		Implemented in 25 DEOs		Implemented in all 75 DEOs			DLI 9	
% community schools with school financing linked to SIP							50	100			
% head teachers and SMCs that receive capacity development		NA			30		100				
DRR and school safety											

No. districts with performance-based incentive scheme for head teachers and SMCs					10		40	75		
Number of new classrooms constructed in disaster-affected areas in line with revised technical standards		Need for 4,400 safe schools to be reconstructed in affected areas (PDRF) & 36,540 classrooms to be retrofitted in non-affected areas	17000	7717	21000	8500	18000	12000	8000	DLI 10
Number of schools retrofitted in non-affected areas in line with revised technical standards			80	0	80	44	80	80	80	DLI 10

Number of schools currently meeting DRR criteria for safe learning environment			I) SDM guidelines approved, (ii) DRR year-wise implementation plan approved, (iii) Comprehensive school safety master plan finalized	I) SDM guidelines approved, (ii) DRR year-wise implementation plan approved, (iii) Comprehensive school safety master plan finalized			Thematic study on DRR commissioned as part of SSDP midterm review	Review of SDM guidelines		DLI 10
IEMIS										
Independent verification of EMIS data		-	First round of sample-based independent verification of EMIS completed	First round of sample-based independent verification of EMIS completed	Verification of data through corrective actions		Second round of sample-based independent verification of EMIS completed	Annual sector performance report prepared with EMIS data and analysis		DLI 10
Introduction of school profile cards					District and school profile cards piloted and used in social audits in 25% schools		District & school profile card implemented in all schools by linking with school performance grants	District and school profile cards used in social audits in all schools by linking with school performance grants		DLI 10
Implementation of individual student & teacher ID in EMIS		56	65	77	75	77	75	75	75	

Implementation of single subject certification in grade 10 exams			Letter grading & single subject certification introduced for grade 10	Implementation of single subject certification in grade 10 exams	Implementation of single subject certification in grade 10 exams	Single subject certification policy approved for secondary school exams	Single subject certification policy approved for secondary school exams			DLI 4
Institutionalization of NASA		Education review office (ERO) to become fully independent	NASA institutionalized at ERO with ERO granted autonomy		Implementation of agreed corrective actions based on 2014 grade 5 NASA results		Examinations for grade 8 administered with standardized test items	NASA survey carried out for grade 8 and analysis of results for NASA Grade 5 (carried out in 2018) disseminated	Examinations for grades 8, 10 and 12 implemented with standardized test item	DLI 4
Development & implementation of capacity and institutional development (CID) plan			CID plan developed	CID plan developed	CID plan implemented	CID plan implemented	CID plan implemented	CID plan implemented	CID plan implemented	
Education sector budget as % of national budget		12.04%		11.09		9.91	15,0%		17,0%	
% of growth in real terms of budget allocation for education sector compared to previous year			Increase from previous year	Increase from previous year	Increase from previous year	Increase from previous year	Increase from previous year	Increase from previous year	Increase from previous year	DLI GC

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Annex 10: Projection of SSDP expenditures

Activities on federal budget

Thousands NPR

Activities	Basis: ASIP 18/19	Unit	Unit cost	Quantity					MTEF			Projection	
				18/19	19/20	20/21	21/22	22/23	18/19	19/20	20/21	21/22	22/23
School facilities	3,275,500		15%						3,275,500	1,006,577	1,157,386	1,330,994	1,530,643
o/w Constructions transferred as Conditional grant	2,400,056								2,400,056				
School level activities	2,352,420		15%						2,352,420	2,704,789	3,110,030	3,576,535	4,113,015
Scholarships	1,064,300		15%						1,064,300	1,223,722	1,407,064	1,618,123	1,860,842
Education delivery	466,880		15%						466,880	536,814	617,241	709,828	816,302
Curriculum & guidelines	9,000		15%						9,000	10,348	11,899	13,683	15,736
Learning materials	60,985		15%						60,985	70,120	80,626	92,719	106,627
Capacity development	53,835		15%						53,835	61,899	71,173	81,849	94,126
Means of services	26,700		15%						26,700	30,699	35,299	40,594	46,683
Program management	57,845		15%						57,845	66,510	76,474	87,945	101,137
Coordination with Local	3,500		15%						3,500	4,024	4,627	5,321	6,119
Research & studies	100,150		15%						100,150	115,151	132,404	152,264	175,104
Schools' & students' performance	84,485		15%						84,485	97,140	111,694	128,448	147,715
Total on Federal Budget	7,555,600								7,555,600	5,927,794	6,815,916	7,838,303	9,014,049

Activities on conditional grants to local governments													thousand NPR	
Conditional grants	Basis: ASIP 18/19	Unit	Unit cost	Quantity					Projected cost					
				18/19	19/20	20/21	21/22	22/23	18/19	19/20	20/21	21/22	22/23	
Teacher salary for basic and secondary level teachers	59,910,255	Teacher	various	153,538	153,538	153,538	153,538	153,538	59,910,255	65,000,000	70,583,175	76,285,060	82,492,757	
Salary for ECD facilitator	2,374,944	Facilitator	=13x9,000	30,448	30,448	30,448	30,448	30,448	2,374,944	3,562,416	3,562,416	3,562,416	3,562,416	
PCF grant (ECD-grade 12) for teaching-learning materials, management of book corner and continuous student assessment	1,405,105	Students 1-5	150	3,180,234	3,206,297	3,226,775	3,250,675	3,255,260	611,519	648,703	684,122	718,762	751,647	
		Students 6-10	200	2,437,057	2,502,878	2,520,900	2,552,310	2,611,143	624,821	675,181	712,622	752,460	803,892	
		Students 11-12	250	526,602	511,720	544,694	565,992	562,970	168,765	172,553	192,472	208,579	216,652	
Grant for textbook (grades 1-10)	2,075,181	Students Basic	various	4,746,538	4,806,737	4,880,525	4,904,094	4,925,336	2,075,181	2,465,798	2,887,920	3,065,292	3,256,366	
		Students Secondary	various	870,753	902,438	867,149	898,891	941,067		1,290,987	1,433,183	1,074,624	1,186,922	
Text grant for target group students in grades 11-12	136,250	Students High Secondary	various	526,602	511,720	544,694	565,992	562,970	136,250	141,005	159,397	175,071	183,713	
Non-residential scholarship for basic and secondary level student in community schools	1,429,634		various						1,429,634	2,113,901	2,660,217	2,846,646	3,032,044	
Residential scholarship for basic and secondary level	375,320		various						375,320	665,625	706,894	747,187	788,282	

students in community schools													
School operation management grant	1,418,214	School	15%						1,418,214	1,736,958	2,121,346	2,578,603	3,128,489
School personnel management grant (basic and secondary level)	3,016,065	School	15%						3,016,065	3,693,926	4,511,391	5,483,822	6,653,247
Grants for schools with special education	72,166								72,166	76,857	81,622	86,274	91,019
Religious and alternative school operation grants	612,134								612,134	651,923	692,342	731,805	772,055
Grants for operation of MGML classes	13,500								13,500	14,378	15,269	16,139	17,027
Grants for day meals	3,047,694	benefiting students	15 per meal ; 20 for 30% students	1,090,000	1,250,000	1,400,000	1,400,000	1,400,000	3,047,694	3,953,813	4,702,823	4,970,884	5,244,282
Operation grant for community learning centers	429,200								429,200	457,098	485,438	513,108	541,329
Grant for lab and PCF for TVET schools	389,176	Student		37,800	46,800	55,800	64,800	64,800	389,176	513,156	649,774	797,588	841,455
School building construction (continuation of last year 4 room building)	1,746,000								1,746,000	4,415,550	4,689,314	4,956,605	5,229,218
Toilet with WASH facilities	1,087,800								1,087,800	1,158,507	1,230,334	1,300,463	1,371,989
Residential building for	25,110								25,110	26,742	28,400	30,019	31,670

special education school (continuous)													
Physical construction grant for model school	3,045,000								3,045,000	3,242,925	3,443,986	3,640,294	3,840,510
Grant for grade 8 examination management	105,073								105,073	111,903	118,841	125,615	132,523
Performance-based grants for best performing schools to enhance learning	318,550								318,550	339,256	360,290	380,826	401,772
Implementation of teachers' time-on-task plan	6,694								6,694	7,129	7,571	8,003	8,443
Establishment and management of library in secondary schools (fixing, books and e-library)	650,650								650,650	692,942	735,905	777,851	820,633
ICT lab for the use of ICT in teaching-learning (computer, internet connectivity, equipment and kits)	657,800								657,800	700,557	743,992	786,399	829,651
Residential education management for child labor and street children	9,600								9,600	10,224	10,858	11,477	12,108
Science lab grant for secondary	653,900								653,900	696,404	739,581	781,737	824,732

school													
Minimum package for early reading skills development	51,267	Students 1-3		2,023,527	2,055,785	2,071,174	2,077,524	2,066,293	51,267	55,470	59,350	62,925	66,027
Activity-based kit grant for mathematics, science and English	50,050	Students 6-8		1,566,304	1,600,440	1,653,751	1,653,419	1,670,076	50,050	54,465	59,768	63,163	67,308
Total activities on conditional grants to LGs	85,112,332								85,112,332	99,346,350	109,070,613	117,539,694	127,200,177

Activities on conditional grants to provinces*Thousand NPR*

Conditional grants	Basis: ASIP 18/19	Unit	Unit cost	Quantity					Projected cost				
				18/19	19/20	20/21	21/22	22/23	18/19	19/20	20/21	21/22	22/23
Teacher training supporting EGRP minimum package	107,456	Lump sum							107,456	114,441	121,536	128,464	135,529
Program management cost for program implementation	1,400	Lump sum							1,400	1,491	1,583	1,674	1,766
Formulation and reporting of provincial education, science and technology plan	3,500	Lump sum							3,500	3,728	3,959	4,184	4,414
Educational research, province/local curriculum development and information management	3,500	Lump sum							3,500	3,728	3,959	4,184	4,414
Program management, monitoring and evaluation	15,283	Lump sum							15,283	16,276	17,286	18,271	19,276
Teachers' professional development (training)	215,594	Lump sum							215,594	229,608	243,843	257,742	271,918
Standardization of grade 8 examination	8,400	Lump sum							8,400	8,946	9,501	10,042	10,595
Scholarship for students with disabilities studying in higher education	6,000	Lump sum							6,000	6,390	6,786	7,173	7,568
Development of educational standards,	3,500	Lump sum							3,500	3,728	3,959	4,184	4,414

materials, framework, guidelines and procedure													
Orientation on educational policy, program and guidelines	9,273	Lump sum							9,273	9,876	10,488	11,086	11,696
Preparation of annual and quarterly reports and development of status report and other documents	700	Lump sum							700	746	792	837	883
Total activities on conditional grants to PGs	374,606								374,606	398,955	423,691	447,841	472,472

Annex 11: Grouping of Federal activities in 2018-19

Activities	Thousand NPR
1 School facilities	3,275,500
Construction of Telecentre building	15,000
Expert consultative service for school retrofitting (drawing/design and estimation) for the schools which are out of 14 earthquake affected districts.	34,000
Extension of hostel facilities in community schools of mountainous districts	24,000
Feasibility study for the establishment of residential school for sport, art and music	400
Feasibility study, preparation of design, drawing and construction of residential school for disabled in 7 provinces	70,000
Grant for schools for disaster management	70,000
Hostel management cost for schools of mountainous districts	7,500
Identification of physical facilities available in schools (physical facilities such as library, ICT, lab, etc.)	500
Lab grant for technical schools (grade 9)	300,044
New classroom (2 rooms) with furniture	2,400,056
School earthquake safety program (including continued)	354,000
2 School level activities	2,352,420
Block grant for schools which do not have any kind of teacher positions.	100,000
Grant for labs to technical schools upgraded to grade 11	181,090
Grant for utilization of internet facility	1,000
Incentive grant to head teacher of model school	11,100

Teachers' salary grant for basic and secondary level	900,000
Teaching-learning support grant to new technical schools	23,850
Teaching-learning support grant to schools to manage the teachers (focusing on maths, science and English teachers)	1,000,000
Teaching support grant for technical schools upgraded to grade 11	135,380
3 Scholarships	1,064,300
Non-residential scholarship for conflict affected children	70,728
Pro-poor targeted scholarship for non-science students in grades 9 to 12	900,936
Pro-poor targeted science scholarship in grades 9 to 12	84,168
Scholarship for children of martyrs	8,468
4 Education delivery	466,880
Broadcast of educational program on television	18,500
Educational program in coordination with local levels and educational institute for enrolment and retention of students	68,000
Facilitation for student enrolment campaign	500
Facilitation for TEACHER DARBANDI MILAN	400
Grant for financial transfer educational program at local level	300,000
Grant to local governments for programs on enrolment and retention targeted for out-of-school children	30,000
Improvement of library and extension of e-library at federal level	900
Management costs for training, virtual class	600
OJT management cost for TVET students	35,640
Preparation of CRC of Bidhlaya Shiksha Gatibidhl from Gorkhapatra	240

Procurement and distribution of stylus	600	Development and update on educational standard, materials, framework and procedures	700
Production of audio visual lessons for secondary level compulsory subjects	2,400	Development of additional resource material for teaching students with different disabilities	400
Talent Hunt program	1,700	Development of audio material based on grade 2 curriculum for blind students	500
Virtual teaching program in class 10 compulsory subjects for secondary schools located at remote with insufficient subject teachers	1,800	Development of audio materials of textbooks for grades 4-8 in English medium for students with disabilities	500
Virtual teaching program in class 9 compulsory subjects for secondary schools located at remote with insufficient subject teachers	5,600	Development of learning material kit in English, science and mathematics for grades 9 and 10	1,500
5 Curriculum & Guidelines	9,000	Development of learning material for grades 9 and 10 (mathematics and science) for blind students	600
Curriculum development of grade 11 and 12 for Sanskrit and Gurukul education (including specification grid and model questions)	1,200	Development of learning materials for TVET secondary level	4,200
Development and update of standard and guideline for ECD	500	Development of level 1 audio visual material for students with autism and intellectual disabilities	500
Development of curriculum of 4 optional vocational subjects for grade 9 and 10	1,200	Development of Maithili subject textbook for grade 10	600
Development of curriculum of optional Nepali, Bhojpuri and Awadi language for grade 9 and 10	900	Development of model learning materials for ECD	400
Development of curriculum structure of grade 6-12 and curriculum of grade 6-8 of Madarsha education	600	Development of practical material for compulsory Nepali for grades 9 and 10	300
Development of curriculum, specification grid and model question for secondary level grade 11 and 12 (general stream)	2,000	Development of practical materials for TVET secondary level	1,200
Preparation and publishing of guidelines and procedure	600	Development of self-learning materials for open school grade 10 students	600
Update and revision of curriculum and textbook of grade 4 to 10	2,000	Development of teachers' guide for compulsory subjects of grade 11	2,500
6 Learning materials	60,985	Development of textbook in 4 mother tongues	1,400
Development and distribution of materials of MGML and Multilingual education	800	Development of textbook in English medium for grades 9 and 10	1,200
		Development of textbook for 8 vocational subjects for grade 10	2,400

Development of textbook on compulsory subjects for grade 12	3,000	Development of customized training curriculum and job induction training course for institutional schools, ECD teachers, EGRP, basic and secondary level teachers	350
Development of textbook on history, geography, civic education and sociology for grade 10	2,400	Development of teacher course on TPD model (basic 2 and secondary 2)	400
Development of textbook on optional subjects for grade 10	9,000	Development of training package for head teacher of model schools and technical schools	15,435
Development of visual material with symbolic language for blind students in grade 7	1,200	Improvement of physical facilities of training centers at federal level after administrative restructuring	800
Grant for printing and distribution of brail textbook for blind students	8,000	One month in-service training for gazetted II and III class officers	8,475
Orientation on development and implementation of textbook and learning material at province level	1,680	Material development and preparation of trainers for one-year professional training degree (online) in coordination with open university for secondary level teachers	600
Piloting and feedback collection of learning materials based on integrated curriculum for grades 1-3	4,000	One-month job induction training for gazetted third class officers	1,125
Printing and distribution of training materials	4,000	Revision of TPD training curriculum	250
Printing of developed materials	2,000	ToT for capacity development of education officers at local level on education policy and program	600
Publishing and transportation of different materials	700	ToT for trainers of model and technical schools	2,100
Resource materials for special education	2,005	8 Means of services	26,700
Textbook development on health, population and environment for grade 10	600	Computer operator	2,328
Textbook development of Kirat Mundhum education for grade 3 and 4	1,600	Driver	833
Textbook development of music for grade 6	500	Driver (heavy vehicle)	225
7 Capacity Development	53,835	Driver (small vehicle)	1,214
10 days condensed training on TPD model for instructors/trainers of model and technical schools	22,000	Electrician	282
Certification of TPD training, grid preparation, meeting of evaluation committee and record management	1,200	Hired vehicle (micro-bus)	1,900
Curriculum development for optional TPD subject as core subject on B.Ed and M.Ed	500	Maintenance of machinery instruments	1,500
		Management cost for e-mail, internet, antivirus, databank update/management of FTP, intranet/web-based software, update of website	800

Na.Su. (for financial irregularities)	564	Meeting cost for committees provisioned on Act, rules and guidelines	1,400
Office assistance	691	Meeting of education review and other committees	250
Office assistants	1,266	Preparation of annual status report	350
Officer (III)	2,080	Preparation of ASIP/AWPB	300
Plumber	282	Preparation of IPR (3 times)	450
Post-retirement facility for permanent teachers under special education council	12,000	Preparation of program implementation manual	300
Publishing of federal teacher development journal and newsletter	400	Preparation of status report monitoring report and program monitoring	1,500
Salary for sub-engineers (service contract personnel)	282	Program and compliance monitoring	6,000
Uniform for contract personnel	53	Program management cost	1,740
9 Program management	57,845	Program management cost for implementation of program	3,000
Annual and quarterly review of annual program with CLAs and sections of DoE	240	Program monitoring	1,015
Development and publishing of education day memo	500	Progress report tracking and software upgrade of central, provincial and local level	300
Development and publishing of Gurukul Sandesh, Gonpa/Bihar Sandesh, Madarsha Sandesh	900	Publishing of Bidhyalaya Shiksha Gatinidhi from Gorkhapatra	3,600
Donor missions (JRM, BRM, etc.)	1,000	Regular press meeting	300
Educational program in coordination with media	7,000	10 Coordination with local level	3,500
Expert consultative service for preparation of Flash I and II and consolidated reports	500	Orientation and interaction with officials of provinces and local levels on educational policies and program prepared at federal level	3,500
Expert consultative services for preparation of FMR and Project Account	600	11 Research & studies	100,150
Expert services for preparation of technical proposal, ToR, other documents including FMR preparation, update of GIS, IPR and status report	500	Expert consultative service for the preparation of master plan of newly selected model schools	50,000
Formulation, orientation and progress review of annual plan and program	900	Facilitation on development of model school	500
Grant for DLI verification	12,500	Feasibility study, preparation of standards and material development for open school (grades 11 and 12) in all 7 provinces	1,000
Grant for EMIS verification	12,500	Interaction and collection of feedback at province level on curriculum, learning material and student assessment	800
Implementation of NASA Action Plan	200	Orientation of policy and program, document	40,300

development and publishing, school record management, program management and monitoring and preparation of annual/trimester report	
Research and development on contemporary educational issues	1,500
Selection of secondary schools for development as model school	3,000
Study on current status of curriculum implementation	500
Subject-wise research and reporting	2,550
12 Schools' and students' performance	84,485
Development of specification grid and model questions for secondary level 9-12 (additional subject) of TVET school	2,400
Development of specification grid, model question and answer key for compulsory subjects of grade 9 and 10	1,000
Dissemination of results and reports of student achievement tests and performance tests	2,800
Orientation of local level bodies on the performance test of new school 2075-76	1,995
Pre-test for achievement test and update of question bank of grade 3	2,100
Preparation of detailed report, short report and publishing of achievement test of grade 5	1,200
Preparation, printing and publishing of integrated report of performance test (FY 2074/75)	990
Revision and printing of performance test framework and tools	600
School-wise performance test (quality test)	40,000
Student achievement national test of grade 10 (quality test)	31,000
Update of website, reporting system and	400

database management of performance test	
Total	7,555,600

Annex 12: Updated SSDP Simulation Model

- The SSDP simulation model is updated in the following file (double click on the icon to open it).
- Three worksheets have been added.
- **The ‘Grade nrol rev MTR’ and ‘PRD rev MTR’** are worksheets used for projecting enrolment. They were part of a separate Excel file. They have been included in the model and their links re-established, in order to avoid external links.
- The **‘Costing update MTR’** has been added to project costs according to the new structure of activities and conditional grants. The tables included in this report are calculated in this worksheet.



Updated SSDP
model for MTR 22 Af

Annex 13: Proposed template for IEMIS work plan

The following template could serve to estimate the IEMIS team workload and allocate support as necessary. The list of tasks can of course be adapted and modified. Based on the work plan, indicators regarding IEMIS can be included in the SSDP PRF

Tasks	Permanent Staff			2019		2020				2021			
	Director	Officer 1	Officer 2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1. Regular Flash data collection				0	0	0	0	0	0	0	0	0	0
1.1. Stabilization of data collection form and guidelines													
1.2. Supervision of school level data collection and distant backstopping													
1.3. Data verification													
1.4. Compilation, analysis and production of Flash Report													
2. Supporting decision-making process				0	0	0	0	0	0	0	0	0	0
2.1. SSDP JRM and BRM: Preparing meetings (providing data: i.e. updated PRF, list of schools/ students for targeted support, etc.) preparing presentations, attending meetings and follow-up													
2.2. Ad hoc data compilation and analysis for MoEST meetings													
2.3. Regular inter-ministerial work (SDG target follow-up, inter-ministerial statistical working groups, etc.)													

2.4. Others (specify)													
3. Developmental work				0	0	0	0	0	0	0	0	0	0
3.1. CwDs													
3.1.1. Working group meetings													
3.1.2. Database development, data collection form and guidelines													
3.1.3. Test and adjustment													
3.2. NFE													
3.2.1. Working group meetings													
3.2.2. Database development, data collection form and guidelines													
3.2.3. Test and adjustment													
3.3. TIMS													
3.3.1. Working group meetings													
3.3.2. Database development, data collection form and guidelines													
3.3.3. Test and adjustment													
3.4. Others (specify)													
4. Capacity building and technical backstopping				0	0	0	0	0	0	0	0	0	0
4.1. Capacity building at provincial level, regular flash data collection													
4.2. Capacity building specific development													
4.2.1.CwDs													
4.2.2.NFE													
4.2.3.TIMS													

4.2.4.Others (specify)													
5. Supporting specific requests and surveys				0	0	0	0	0	0	0	0	0	0
5.1. Meetings and definition of data to be compiled													
5.2. Extracting data and follow-up													
6. IT maintenance				0	0	0	0	0	0	0	0	0	0
6.1. Server maintenance													
6.2. Backups													
6.3. IT management and support													

Annex 14: List of complementary surveys to be undertaken

Survey on successful catch-up programs for out-of-school children:

The overall objective of the survey would be to:

- Document the different features of catch-up/alternative programs;
- Identify the most effective mechanisms to support children's participation, either when reintegrating formal schooling or completing their education through non-formal education programs.

This survey could target:

- 1/ Out-of-school children enrolled in catch-up/transitional programs reintegrating formal schools at basic or secondary level;
- 2/ Out-of-school children enrolled in NFE equivalency programs (including open schools).

Based on the IEMIS student tracking system, results of the different type of programs could be calculated and analysis completed based on qualitative interviews and focus group discussions (FGD) with program managers, CLC facilitators, students, their families/guardians, and the pedagogical team of the school they have reintegrated (teachers and head teacher).

The interview should serve to identify the specific features of the program and type of support provided (during the program and after reintegration in formal school) by different key stakeholders (non-formal program operators, family, pedagogical team within the school), as well as key factors affecting success that need to be taken into account.

The interviews should target both students who obtain good results (achievement of the catch-up program and successful reintegration in formal schooling) and those who do not (drop-out from catch-up program or after reintegrating formal schooling).

Adequacy and effects of the targeted grants for different categories of children (children with disabilities, girls, disadvantaged cast/ ethnic group/ communities)

The SSDP provides grants supporting gender equality and social inclusion. This grant system includes individual grants and per child grants for the institution accommodating these children.

A dedicated survey analyzing the adequacy and effects of this grant system should be undertaken including:

- An economic perspective;
- Qualitative interviews with program managers, beneficiary and non-beneficiary students, their parents/guardians and pedagogical team on the selection process and perception of the added value of this support compared to other forms of support.

The overall objective of this survey would be to identify if: i) the targeted grants reach the intended beneficiaries; ii) the targeted grants have the intended effects and iii) other forms of support are necessary or more efficient.

Teachers' management, professional development and appraisal scheme – international experiences and possible application to the Nepalese context

Nepal has engaged in important reforms regarding teachers' management and professional development. The transition to federalism, new responsibilities of the three layers of government and dissolution of the RC network requires the setting of national standards and reconsidering how teachers with different statuses can be integrated within a national appraisal scheme.

A review of different international experiences and systems in decentralized contexts could be considered and their potential application to the Nepalese context prepared in order to support the upcoming Education Sector Analysis.

Annex 15: Note on international experiences on schooling strategies for nomadic/seasonal migrations affecting school aged children

Several countries have a population whose traditional lifestyle and economic activities require regular migration of the whole family, including school-aged children who cannot attend formal schooling.

In order to support access to basic education for these children, different strategies have been implemented over the past decades. These strategies follow two main directions: either supporting families to settle in the proximity of a formal school, or supporting alternative learning programs, adapting to the families' mobility.

The present note sums up some lessons learnt from such experiences.

Chad

The nomadic population in Chad is estimated between 6 and 8.5% of the national population. It is important to note that the agro-pastoral activities of these populations contribute to X% of the national GDP. In 2010, about 2% of the school-aged children of these nomadic populations were actually enrolled in formal schooling, despite several initiatives to develop specific provisions. Based on a survey undertaken in 2010, it appears that:

- Residential provision (boarding schools) initiatives have not been well accepted by nomadic populations as it severed the link between the children and their community.
- Initiatives proposing schooling on different points of the transhumance pathways (*écoles relais*) opened only a couple of months per year constitute an interesting strategy for large groups who only move a couple of times per year and settle for a relatively long duration in the same encampment. The size of the group enables the creation of a class.
- When it comes to groups that are moving more often, mobile schooling is a more appropriate strategy. In that case, better results are obtained when the teacher is hired and trained within the community and accompanies the group as s/he can adjust the teaching methodology and learning hours to the children's lifestyle, chores related to the family trade but also socio-cultural activities that mark their identity within the group.
- Community adhesion to schooling is reinforced when the curriculum includes subjects in line with the family and group's lifestyle (i.e. veterinary care for cattle, koranic education, etc.).
- The above strategies fail to reach small isolated groups, mostly due to the limited number of children within the group and difficulty to identify potential teachers within the group.

Sources:

- Jeremy Swift Youssouf Abdelkerim Mandah Rahamat Saleh Hindou Oumarou Ibrahim Fatimath Al Zarha Icham, '*Education en milieu pastoral*' - *Rapport d'étude*, June – September 2010.
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Mongolia

Mongolia has a large nomadic population and historically most of its population lived a herding, nomadic lifestyle. Of a little over 3 million inhabitants, 68 percent live in urban areas and 32 percent live in rural areas. While the number of rural population is slightly decreasing

(from 35% in 2012 to 32% in 2015), the percentage of herders in the total population has been constant at 20%.

The most important policy in Mongolia for herder children's education is boarding schools. Historically, Mongolia had a well-functioning boarding school system during the Soviet era, which transformed education enrollment. However, after the Soviet era, the education situation changed radically due to a lack of financing. In the 2008/2009 school year, the entrance age was lowered to 6 years old, which had two significant negative impacts: the situation of 6-year-old children in dormitories and threat to the lifestyle of young herder families.

In the 2016/2017 school year, 513 dormitories accommodated 34,598 children (92% of children who applied for dormitory stay), of which 25,063 (13,035 girls) were herders' children (MECSS, 2017). A 2014 study by the NAC (currently Agency for Family, Children, and Youth Development) revealed that children in dormitories are exposed to various forms of abuse and corporal punishment including intimidation (16.9%), bullying (12.5%), mocking (22.9%), teasing (14.3%), discrimination (17.9%), and group discrimination (18.6%) (Save the Children Japan, 2015). A 2017 study by NLM shows that a quarter of 6 to 8 year-old children in dormitories are on their own. The poor facilities and socio-emotional needs of younger children in dormitories require attention.

According to the 2015/16 Ministry of Education, Culture, and Science statistics, approximately 10 000 6-year-old children from herder families entered Grade 1, out of which only 2 000 stayed in dormitories. The rest mostly stay with their mothers in the Soum center, separate from the rest of the family and their father for the whole duration of the school year between September and June. In the long run, this has a negative impact either on family life or the possibility to maintain the same economic activity.

Several initiatives have been implemented to improve education provision to herders. The three main forms of services include Ger kindergartens, mobile teachers and parent education for school readiness. Mobile teachers travel to herder families to provide ECE services to the child and the family members, spending 1-2 hours each time. Home-based early childhood education programs, such as an intervention implemented by Save the Children Japan in Mongolia between 2012 and 2016, have been noted to be effective in increasing family engagement and the capacity building of parents and teachers in school readiness. The children that participated in such services showed higher outcomes compared to those enrolled in other alternative services.

To improve boarding school quality, with the adoption of 'Normative requirements for WASH in school, kindergarten and dormitory facilities' in 2015, the conditions of dormitories are to be improved. Between 2017 and 2019, 26 new dormitories are budgeted to be constructed adding access to 2,890 children in dormitories. A position of care-taker for 6 year-old children staying in dormitories was created by the initiative of the President of Mongolia upon the recommendations from the Young Herders' National Consultation in 2014. Currently 63 care-takers are funded from local sources to take care of 6-year-olds.

Sources:

- Batjargal Batkhuyag and Tungalag Dondogdulam, Mongolia case study – The evolving education needs and realities of nomads and pastoralists, Background paper prepared for the 2019 Global Education Monitoring Report, 'Migration, displacement and education: Building bridges, not walls', 2018.
- Pecha Kucha Study on the quality of alternative programs of early childhood education for nomadic children in Mongolia, Javzandulam Batsaikhan Mongolian State University of Education, 2017
- Mongolia, Reaching Out to the Unreached for Early Childhood Development, UNICEF

Cameroon

The Bororo are a nomadic agro-pastoral group present in the north-west and north-east of Cameroon characterized by a strong ethnic identity. Several barriers have been identified regarding bororos' schooling:

- Lack of flexibility of the schooling program incompatible with herding activities (transhumance);
- Strict gender role,
- Ethnic discrimination of children in formal schools.

Initiatives have been implemented in recent years to support schooling for this ethnic minority, with a specific focus on girl's education.

Support has been provided (school fees and learning material) with the creation of schools in their areas of main settlement. While part of the community leave for several months for the transhumance, some of the mothers remain in the main villages with the youngest children so they can attend school. This strategy has produced some results for the first years of basic education, notably because of the community structure, where children are used to being taken care of by extended family or other member of the community. However, when children reach the upper levels of basic education, they tend to participate more in the nomadic activities and drop out.

Sources:

- UNICEF Etude sur les enfants et adolescents en dehors de l'école au Cameroun, 2016.
- Cadre de planification des peuples autochtones (CPPA), January 2017, Appui à la préparation du PAREC. Coopération Cameroun – World Bank.

Ethiopia

Ethiopia has engaged in a strategy of alternative basic education provision for marginalized populations including herders and nomadic populations.

The Alternative Basic Education program is characterized by several key features:

- A specific curriculum covering 4 subjects (mother tongue, English, maths and environment sciences) on three levels
- Adapting the curriculum to local context, including agro-pastoral activities
- Local recruitment of teachers and facilitators
- Priority given to women for teaching positions and school management
- Initial and in-service teacher training
- Communities' involvement in teachers' selection
- Provision of local and mobile schools.

In 2017, an impact evaluation of the ABE Centers (ABEC) showed the following results:

ABECs have helped increase enrollment rates in villages where no other primary school alternative was available. Overall in this remote setting, the enrollment rate was found to be low and far from reaching the goal of universal enrollment. The average net enrollment rate for children between the ages of 7 and 11 was 71% in villages with ABEC in comparison to an enrollment rate of 74% in villages with primary schools and 50% in villages without any primary schooling facilities.

Multivariate regression models controlling for heterogeneous student backgrounds showed an average increase of 16 percentage points for enrollment rates in villages with an ABEC in comparison to having no primary facility. Given that in villages without any school only half of all children are attending primary school, this result highlights the importance of ABECs in

bringing basic education to remote communities. Despite this positive enrollment effect, the transition from ABECs to the second cycle of primary education in formal primary schools remains low and gender-biased: only 21% of boys and 14% of girls living in ABEC villages continue primary education after going to an ABEC, while in comparison, 38% of boys and 19% in villages with a formal primary school reach the second cycle of primary education.

In terms of cognitive development, the multivariate model showed that going to an ABEC significantly increased cognitive performance. Going to an ABEC increased children's mathematic skills by about half a category in comparison to children that do not attend any primary school. Going to an ABEC also improved the ability to recognize words (+ 3 words from an average of 11 words recognized) and decreased the probability of being illiterate by about 7 percentage points. Yet the impact remained larger for primary schools (+0.8 categories in mathematics, + 4 words in vocabulary and reduction of 10 points in illiteracy rate), suggesting that primary schools still performed better in terms of cognitive development.

At the local level, beneficiaries and local officers' interviews revealed that ABE's main achievements in terms of sustainability could be found in the domain of community mobilization and increased social demand for quality education.

Sources:

- P.Varly (art) <https://varlyproject.wordpress.com/2014/08/12/la-scolarisation-des-populations-nomades/>
An Impact Evaluation of Alternative Basic Education in Ethiopia - The case of the regions Afar, Oromia and Somali - Final Evaluation Report -October 2017

Overall

Based on these different experiences it is important to develop census tools making it possible to:

- i) measure the weight of the different populations migrating for seasonal activities;
- ii) characterize the type of migration that can be encountered (size of the group, socialization factors, duration of the stay, etc.).

Additionally, qualitative surveys might also be necessary to assess the need for specific features (adaptation of the curriculum, profile of the teachers, specific support, etc.).

Possible strategy for seasonal work migration in Kathmandu Valley

One of the identified causes for school drop-out is the need for families to move from neighboring districts to Kathmandu for seasonal work.

The unique student number in the IEMIS makes it possible to identify the number and grade of children dropping out for several months in neighboring districts.

Hypothesis:

The families are moving to Kathmandu for at least a trimester and stay at the same location in KTM.

Steps:

1 Confirm hypothesis and estimate the number of children affected by seasonal migration

Track attendance using the IEMIS student number: children missing school over 30 or 45 consecutive days in the affected districts could serve as a proxy to estimate the number and grade of children affected.

Several options can be considered to further follow up on these children:

Option 1:

A rapid survey can be organized in schools presenting this pattern to gather information on the specific modalities of seasonal migration (work duration, area of temporary family resettlement, etc.) in order to assess whether the education provision in the area of temporary settlement is sufficient to accommodate migrating children and provide additional support if need be.

Option 2

The IEMIS number can be communicated to parents with instructions to enroll their children in the area of temporary resettlement and instructions given to schools in KTM to enroll these children. The IEMIS number can then be tracked between the different schools.

Option 1 is more costly (rapid survey) but makes it possible to anticipate the needs and plan adequately. Option two relies on parents' and schools' compliance. However, if schools are already at full capacity, they cannot enroll children.

2 Identify schools and organize twinning between the two LGs and schools to ensure education provision continuity

Identification of schools in the temporary areas of migration and liaising with the school of origin could ensure adequate preparation for the continuity of education service delivery. Part-time teacher allocation could support this scheme between the two schools.

Twinning LGs could serve as a coordination mechanism.

Different situations should be considered:

Situation A: All children enrolled in the school of origin are moving with their parents during the seasonal work period and the parents resettle in the same area. The school of origin should be closed and resources affected to the area of resettlement to reinforce local resources. The same teachers could accompany the cohort of children during seasonal migration. The main support needed regards classrooms and teachers' homes.

Situation B: A portion of the children enrolled in the school of origin are moving with their parents.

The school of origin should continue working with a reduced number of pupils while a school of temporary resettlement needs to accommodate the additional children. Part-time teachers could be allocated to the school of origin for a certain period of the year and to the school of temporary resettlement during seasonal migration. Pedagogical coordination is needed between the two schools to facilitate education continuity (curriculum, level and difficulties of the children, etc.).

Annex 16: Proposed modification of the SSDP PRF

Indicators			Year 5 Target 2020/21	DLI	KPI	progress	proposed modification
Basic Education							
GER in ECED/PPE		T	89.4		1.1	As planned	
		B	89.7				
		G	89.3				
% of out of school children in basic education		T	5.0	DLI 8-6	2.1	As planned	modify data collection modalities and tools
		B	5.1				
		G	4.9				
GIR in grade 1		T	126.9		2.1	decrease faster than planned	
		B	120.5				
		G	133.9				
NIR in grade 1		T	100		2.2	lower than planned	revised target based on upcoming census data
		B	100				
		G	100				
NER in grade 1-5		T	98.3		2.4	As planned	
		B	98.6				
		G	97.9				
NER in grade 1-8		T	97.0		2.6	As planned	
		B					
		G					
GPI in NER (grade 1-8)					2.7	As planned	

GER in grade 1-5	T	115		2.3	Decrease faster than planned	
	B					
	G					
GER in grade 1-8	T	112.0		2.5	decrease faster than planned	revise target set for year 5
	B					
	G					
Survival rate to grade 8	T	92.0		2.8	slower progress than planned	revise target set for year 5 and extend time frame to reach previous target set
	B	91.2				
	G	93.0				
Basic education cycle completion rate (grade 8)	T	85.0		2.9	slower progress than planned	revise target set for year 5 and extend time frame to reach previous target set
	B	84.1				
	G	86.1				
No. of districts with targeted interventions for reducing disparities in learning outcomes		15	DLI 8-7		As planned	Consider revision of the DLI (districts/LG)
No. of children who receive at least one year ECED/PPE learning by age four	T	554 799			Slightly lower than planned	Modify indicator to measure % of the school aged population
	B	284 767				
	G	270 033				

No. of ECED/PPE centers established			32 000			Higher than planned	
No. of disadvantaged group children receiving scholarships and other targeted interventions		T	250 000			Not updated	revise indicators to monitor effect of the scholarship and targeted interventions : disaggregated indicators regarding NER grade 1-8, completion rate of Basic cycle per children receiving scholarship and other targeted intervention
		B	124 750				
		G	125 250				
No. of districts with targeted scholarship scheme			schem implemented nationwide	DLI 9 -7		As planned	Consider revising indicator and DLI to be revised (district/ LG)
No. of children receiving midday meal		T	673 190			As planned	add indicator regarding results : NER, drop out rate, survival rate and completion rate
		B	335 922				
		G	337 268				
No. of integrated schools with resource classes for CwDs			380			not documented	upon IEMIS development, add indicators : % of CwD registered in specialized schools, integrated

							schools and mainstream schools
% of grade 1 new entrants with ECED/PPE experience		T	73.0			As planned	
		B	73.2				
		G	72.9				
% of grade 3 students reading grade level text with fluency and comprehension.	-	±	37.2	-	-	-	-
Student's reading proficiency (%) in grade 3 (45 correct words per minute- CWPM with 80% comprehension)		T	15.6%	DLI 1	2.11.1	unlikely to be met	revise target for year 5 and extend timeframe for reaching the current target
Student learning achievement scores (%) in grade 5	Maths:	T	56.0			not updated in the PRF	
	Nepali:	T	59.0				
	English:	T	57.0				
Student learning achievement scores (%) in grade 8	Maths:	T	55.0			not correctly updated n the PRF - no progress in learning outcomes	revise target for year 5 and extend timeframe for reaching the current target. Disaggregated indicator to monitor progress in schools where MSE activity based kits and subject teachers have been allocated in year 3

	Nepali:		62.0				
	Science:		55.0				
N° of school ECED/PPE meeting minimum standards			8000			not updated (data should be available in the next flash report)	% of ECED meeting minimum enabling conditions; % of basic school meeting minimum P MEC
No. of schools implementing CB-EGRA			3000	DLI1		as planned	
No. districts in which NEGRP minimum package is defined and implemented			60	DLI 1		need additional support to be attained	extend timeframe.
Integrated curriculum (Grades 1-3) and textbooks			-			delays to be expected (pilot phase in 2019/2020) need of support for supervision and mentorship	Extend timeframe. Include progress indicators: pilot implemented and progressive roll-out
No. of basic schools with access to science, maths and language kits			10000	DLI-6 2.1b, 2.2, 2.4b		As planned DLI linked to allocation and training of subject teachers	
Revision of National Curriculum Framework (NCF)			Revised NCF completed	DLI 2		As planned	
Secondary Education							
GER in grades 9-12		T	85.0	DLI7	3.1	lower than expected	revised target for year 5 and extend timeframe to

							reach current target
		B	85.2				
		G	84.9				
NER in grades 9-12		T	53.0		3.2	higher than expected	revise target
		B	52.9				
		G	52.6				
Survival rate to grade 10		T	65		3.3	lower than expected	revised target for year 5 and extend timeframe to reach current target. Disaggregate indicator per gender, location and targeted category of targeted support
		B	63.5			higher than expected	
		G	66.7				
Survival rate to grade 12		T	25		3.4	higher than expected	revised target for year 5 and extend timeframe to reach current target. Disaggregate indicator per gender, location and targeted category of targeted support
GPI in NER (grade 9-12)					3.5	slightly lower than expected	
% of students enrolled in science subjects in grade 11 in Community schools		T	10.0			not documented	revise indicators and target based on
		B	14.3				
		G	6.0				
% of students enrolled in technical subjects in grade 9		T	6.0			not documented	
		B	7.7				

		G	4.3				
N° of students enrolled in technical subjects in grade 9-12		T	102600				below target revise target by year 5 and extend timeframe to reach the current target
Number of model schools			1000	DLI 5	3.6	below target	revise the number of model school by year 5 (240)to revisit the concept and activities to be implemented and extend timeframe to reach a total number of 753 model schools (1 per Locality) in year 7
Number of model schools			1000	DLI 6	3.7	below target	revise the number of model school by year 5 (240)to revisit the concept and activities to be implemented and extend timeframe to reach a total number of 753 model schools (1 per Locality) in year 8

No. of schools with access to science, maths and language kits			1000	DLI-6 2.1b, 2.2, 2.4b		as planned but related to subject teachers training and deployment	Consider reconfiguring the different indicators and targets regarding number of schools receiving activity-based kits for Math, Science and English : 1 indicator disaggregated by the type of school (basic / secondary) and targeted grade, i.e.: n° of school in basic grade 6-8, secondary grade 6-8, eventually secondary grade 9-12. Consider adding an indicator for DLI2.3 and 2.4a regarding revision of curriculum grade 9-12 and implementation of revised curriculum in grade 9
No. of schools receiving activity-based kits for mathematics, science and English language for grades 6–8			3000	DLI-6 2.1b, 2.2, 2.4b		as planned but related to subject teachers training and deployment	
n° of schools establishing internet facilities			1000			not updated	
Literacy and lifelong learning							
Literacy rate 6 years+		T	87	KPI		not updated	Add indicators related to % of school aged population enrolled in
Literacy rate 15-24 years		T	95	KPI		not updated	

Literacy 15+ years		T	75	KPI		not updated	NFE program per level of basic education equivalency (L1, L2 and L3, open schools) : % of students enrolled, % of achievers, % of achievers reenrolled in formal education stream, % of achievers presenting exams, % of achievers passing the exams
Teacher management and professional development							
% of trained ECED/PPE teachers		T	88.4			not updated	specify indicator per type of training
% of ECED/PPE teachers with required qualification		T	97		1.2	on track	
		M					
		F					
% of ECED/PPE teachers with one-month training		T	65		1.3	below target set	Consider revising the target set for year 5 based on ETC training capacity
		M					
		F					
No of trained subject teachers for maths, science, and English		T	13500	DLI 3		As planned.	Consider revising period for implementation based on training capacity and teacher deployment plan

No. of Schools with complete set of subject teachers	Basic (gr. 6-8)	T	3000	DLI 3		not updated	Consider revising period for implementation based on training capacity and teacher deployment plan	
	Secondary	T	1500	DLI 3			Consider revising period for implementation based on training capacity and teacher deployment plan	
Certification training for Basic Teachers	Basic (gr. 6-8)	T	7400			not updated		
		M	4,764					
		F	1,697					
	Secondary	T	1500					
		M	1,293					
		F	178					
No. of teachers trained in ICT and e-resources		T	1000			not updated		
		M	770					
		F	230					
% female teachers	Basic		45					
	Secondary		20			As planned		
No. of schools with separate fulltime head teacher positions			6165			not updated	express indicator as a % of schools instead of a number	

Teacher rationalization			all operationally feasible schools have full set of teachers at basic level	DLI 3		pending	Consider revising period for implementation based on updated teachers' deployment plan. Include data from the plan to monitor progress: number of teachers to be redeployed per year, number of teacher to be recruited per year (per level and subject) % of school with full set of teachers per level (basic and secondary)
Number of districts in which teacher performance incentive scheme is rolled out						not updated	Consider revising according to teacher deployment plan and change unit (District / LG)

Objective 5: Governance and management

- Effective and efficient delivery of public education services within the decentralized governance and management
- structure Budget allocation for education sector compliant with SSDP budget codes and consistent increase in
- budget allocation

Outcome	Output	Target	Year 3 (2018/19)	Year 4 (2019/20)	Year 5 (2020/21)
5.1 Efficient decentralized governance and financial management practices	Number of regulations and guidelines adopted at federal level that clarifies roles, responsibilities and reporting channels (related to school education sector across) for each level of government (federal, provincial and local).	One consolidated and comprehensive legal act/ regulation at the federal level.	One consolidated and comprehensive legal act/ regulation at the federal level.	One consolidated and comprehensive legal act/ regulation at the federal level.	One consolidated and comprehensive legal act/ regulation at the federal level.
	Number of orientation / induction sessions conducted for the staff of the federal, provincial and local governance on roles, responsibilities and reporting channels for each level of government (federal, provincial and local).	TBD			
	A direct communication / advisory/ legal monitoring channel established between federal and local levels set and articulated in the relevant regulatory framework.	One consolidated and comprehensive legal act/ regulation at the federal level.			
	A legal framework harmonization (LFH) action plan developed.	One LFH action plan covering 2018-2021.			
	Number of regulations harmonized in accordance with the LFH actions plan.				
	% of LGs fully staffed	100%			
	% of PG fully staffed	100%			
	% of EDCU fully staffed	100%			
	% of provincial and local government representatives reported receiving advisory with regard to developing provincial and local regulations .	100%			
	% of the total staff across three-tier system attending orientation / induction sessions on roles, responsibilities and reporting channels for each level of government.	100%			
% of the total staff across three-tier system confirming their understating of roles, responsibilities and reporting channels for each level of government (federal, provincial and local).	100%				
% of community schools confirming their understating of roles,	100 %				

	responsibilities of each level of government (federal, provincial and local).				
5.2 Financial management information systems utilized across three-tiers system (federal, provincial and local levels) and is in line with FCGO system (CLAs, RED, ETCs, DEOs)	% increase of schools reported hiring a certified accountant.	100 %			
	% of school accountants holding a professional certificate in accounting.	100 %			
	% increase of school accountants obtaining a professional certificate in accounting after being hired.	100 %			
	% of head teachers trained in accounting and financial reporting.	100 %			
	% of head teachers (of community schools) holding the professional certificate in accounting.	100 %			
	% of head teachers (of community schools) obtaining professional certificate in accounting after the trainings they attended in accounting and financial management.	100 %			
	% of total provincial and local municipalities reported using SUTRA software in online mode.	100 %			
	% of total provincial and local municipalities reported using SUTRA software in offline mode.	100 %			
	% of community schools (per province) using any accounting software.	100 %			
	% of community schools reported being aware of and following Public Procurement Act 2063 (2007) and Rules.	100 %			
	% of community schools reported following NPSAS/Education Rules 2002.	100 %			

	<p>% of community schools (per province) developing their SIP.</p> <p>% community schools (per province) with school financing linked to SIP.</p> <p>% of community schools (per province) reporting through IEMIS.</p> <p>% of community schools (per province) reporting financial data through IEMIS.</p>				
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Objective 9: Capacity and Institutional Development

Outcome	Output	Target	Year 3 (2018/19)	Year 4 (2019/20)	Year 5 (2020/21)
9.1 Strengthen institutional capacity across three-tier level.	<p>Capacity and Institutional Needs Assessment (CINA) conducted across three-tier level (federal, provincial and local) related to school sector governance.</p> <p>Capacity and Institutional Development (CID) plan prepared based on the findings of CINA along with the action plan and monitoring and evaluation plan (including S.M.A.R.T. indicators and timeline).</p> <p>Number at type of training sessions conducted for federal, provincial and local government</p> <p>Training Needs Assessment (TNA) conducted at school level and training plan developed.</p> <p>Number at type of training sessions conducted for community school governance entities (PTA, SMCs, head teachers).</p> <p>Training Monitoring and Evaluation (M&E) Plan developed along with S.M.A.R.T. indicators.</p>	<p>One CINA report produced which would incorporate inter and intra institutional business process analysis.</p> <p>One CID plan produced which would incorporate countrywide and several-stage training needs assessment scheme for federal, provincial and local governance.</p> <p>To be in line with the CID plan.</p> <p>TNA report and training plan produced.</p> <p>To be in line with the training plan.</p> <p>To be in line with the training plan.</p>	<p>One CINA report produced.</p> <p>One CINA report produced.</p>		