

Aide Memoire

Third Review Mission Secondary Education Support Programme (SESP) 1-7 December 2004

1. The Secondary Education Support Programme (SESP) was launched in August 2003, and has accomplished the comprehensive interim project in preparation for full-fledged implementation of the programme. Most preparatory activities have been completed and some aspects of the implementation have been initiated.
2. Representatives from the Ministry of Education and Sports (MoES) of His Majesty's Government of Nepal (HMG/N), Asian Development Bank (ADB) and Denmark carried out the third Joint Review Mission of the SESP in Kathmandu from 1-7 December 2004. The MoES chaired the mission proceedings. The list of participants is attached in Annex A.
3. The third Joint Review Mission preceded the Education for All 2004-09 annual consultations and the mission subscribes to the view that support for secondary education should be seen in the context established by the education for all movement.
4. The programme of the mission included meetings between the partners at MoES and Department of Education (DoE) based on presentations and discussion of a range of documentation, a visit to two secondary schools and consultations with representatives of civil society.
5. This Aide Memoire was drafted and agreed to by the three partners to SESP.

Programme Progress

6. DoE gave a thorough presentation on programme progress supported by documents for the mission. The mission also assessed programme progress through a visit to two secondary schools and a consultation with civil society.
7. The DoE presented a Status Report (DoE, Nov. 2004) which highlights a number of key issues for the implementation of the programme. Although civil work activities are in line with programme specifications, progress is not up to the mark (Status Report, p. 4, DoE, Nov. 2004). The report also stipulates a proposed "significant change in the allocation on the learning environment from institutional capacity building" (Status Report, p. 3, DoE, Nov. 2004). The mission did not endorse the proposed change and referred it for further discussion and consideration. The decision to establish a security printing press facility had been postponed. DoE proposed to utilise the budget allocation for other purposes. The mission endorsed the utilisation of the funds for the purposes proposed and recommended to ensure that the teaching equipments provided reflects, to the extent possible, the actual needs of the beneficiaries.

8. Implementation of the programme was seen as slow. This should, however, be assessed against the considerable restructuring of government institutions required for effective programme implementation. The mission noted that these structural changes are largely in place, thus providing the foundation for effective and efficient implementation as anticipated in the programme.
9. It was observed that the SESP budget for the fiscal year 2004/05 stands at \$16.9 million and that DoE expects to spend 80% of this budget. Based on this and the fact that plans for implementing the programme seems to be in place, the mission found it realistic that the budget for the fiscal year 2005/06 would be increased to \$19.6 million.
10. Concern was expressed with regard to inadequate availability of teachers, the quality of teaching and limitations in access to good quality educational materials, due, among others, to the fact that subject teachers are compelled to teach subjects that they are not qualified for.
11. In order to deal with these issues, the mission urged the HMG/N to make a comprehensive cost estimate for a sector-financing plan presenting the government funding capability for development of good quality education. The plan will be expected to identify the longer-term financing gap, as in the case of the plan for Education for All 2004-09.
12. With reference to the Secondary Education Development Plan of 2002, the projection specifying the need for lower secondary and secondary education teachers would need to be reviewed, updated, costed, and included in the sectorwide financing plan, referred to above. Future discussions on broadly defined sector budget support should be based on those projections.
13. The consultation with representatives of civil society also addressed how partnership between HMG/N and civil society could facilitate implementation of activities and monitoring of progress in the present context of conflict and political instability.
14. The consultation brought together key stakeholders in secondary education, among others representatives of the teacher unions, private and boarding school associations and the federation of disabled. DoE is recommended to take into consideration the issues raised during the consultation. Representatives of civil society were invited to contact MoES/DOE to continue the consultation and collaboration.
15. Finally, the considerable efforts that have gone into preparation of the mission were noted and appreciated. Organisation of the mission could be improved, and plans and documents should be made available to the participants sufficiently in advance. In view of the constraints caused by the conflict, the mission recognised the difficulty of providing accurate data. Also, decreasing the amount of the reporting requirements would need to be considered and decided in the SESP monthly meeting February 2005. DoE will provide a suggestion in this respect.

Compliance with the Core Document

16. The mission acknowledged that the Core Document is fully in line with the HMG/N policy for development of secondary education. HMG/N is promoting a holistic approach to education sector reform. The mission reaffirmed that SESP is designed to support this approach. Discussions were held on the term “programme” as compared with the “sector-wide support”. The

implementation modality of SESP is conceptually aligned with the term “programme”. The future possibility of providing budgetary support will need to be discussed within the broader context more in line with modalities of “sectorwide support”.

17. The Core Document will be analysed for internal consistency. There was agreement that modalities will need to be reviewed to accelerate implementation, including procedures for procurement, taking into account the HMG/N policy on decentralised implementation and decision-making. Adjustments will have to be agreed by the partners.

18. As was the case in the SESP mission in March 2004 (AM, paragraph 12), the possibility of meeting specific requirements brought about by the conflict situation was also discussed in the present mission. In particular, DoE pointed to the need for providing direct and flexible assistance to schools affected by the conflict.

19. Any adjustment to the programme will require thorough preparation and agreement between the partners before action can be taken. As part of this, it may be considered to make adjustment in the strategy of Programme Intensive Districts, on the condition that the key aspect of acquiring experience in providing poverty focused secondary education be retained.

Administrative issues

20. There has been confusion about the terms “executive” and “implementing” agencies as specified in the SESP documentation. This was clarified during the mission and taken to mean that MoES has overall responsibility while DoE takes the lead and supportive role with regard to actual management and facilitation of implementation. It was noted that the heavy workload, limitations of staff and capacity can create obstacles to implementation.

21. It was confirmed that the vacant DoE director post for the Planning Division has been filled. Concern remains about the issues of understaffing in general.

22. The Core Group, established in July 2004, though seen as a temporary instalment to coordinate implementation internally in DoE and between DoE and other central line agencies, will be continued and strengthened.

23. To facilitate discussion on the partnership for implementation, the SESP monthly meeting, initially intended to be a forum for consultations on outstanding issues, are to be continued and strengthened.

Institutional restructuring

24. DoE presented a revised organogram for the MoES, complete with number of staff positions.

25. All efforts will be made to design a realistically resourced and functional plan of staffing levels for all institutions as well as the concept and a plan for outsourcing of services for DoE. This will be supplemented by a concise, but comprehensive proposal for which activities could be carried out in partnership with civil society. Individual and institutional capacity building will be initiated at all levels.

26. The staffing plan will be done to comply with the ADB loan covenants for staffing, functional descriptions and actual resourcing.
27. A national assessment policy is in the process of being developed. Hence the mission concluded that the CDC should present a resourced and adequately staffed plan after the finalisation of the policy.
28. DoE presented the composition of the National School Inspectorate, and the mission acknowledged that MoES have approved an “Inspectorate Manual 2061” for the Inspectorate. The mission noted that the Inspectorate is in need of support for carrying out its activities, especially with respect to concern for monitoring and evaluation. The Inspectorate is encouraged to seek the necessary support for this purpose.

Functions of the National Centre for Education Development (NCED) structure

29. The merging of several institutions into NCED as an apex body is complete. On this basis, NCED presented a comprehensive status report on recent developments in institutional restructuring.
30. In accordance with its recently approved mandate, NCED is now responsible for all human resource development of MoES and has formally been entrusted as apex institution for teacher education and training. Judicial regulations for head teacher training still need formal approval. Revision of the curriculum and accreditation for teacher in-service training has been completed. Further, NCED provided information on the recent approval of the teacher training policy by the NCED Council and its implications for the reform of teacher education and training for teachers in secondary education.
31. MoES reflected upon the need for supporting a more school-based approach to teacher training and requested support to provide other types of activities for development of good quality of teaching, such as on-site facilitation of teaching, mentoring, dissemination of good practices etc.
32. A long-term plan for strengthening of the institutional capacity is required with a particular reference to NCED educational management and planning as well as the technical capacity to deliver teacher education and training. Where necessary, the delivery of teacher education and training includes partnership with private providers. The plan should take into account all available materials, including the Human Resource Development plan, the Supplementary Human Resource Development plan for secondary education, the new Teacher Education Project and the Teacher Training Policy.
33. The plan will need to address all levels of operation and should be drafted and implemented as quickly as possible.
34. The mission was briefly informed about the issue of ownership of Education Training Centre B (ETC-B) (earlier Secondary Education Development Unit). The intention is to clarify the ownership for five existing ETC-Bs during the fiscal year 2004/05. Formalities relating to ownership will need to be resolved to allow for funding of rehabilitation of the ETC-Bs.

Preparation of ASIP 05/06

35. DOE presented an overview of the process to develop the ASIP and AWP&B 2005/2006.
36. The mission noted the importance of developing the ASIP as a sectoral document to enhance coordination, consistency and coherency with EFA 2004-09. Further, it was stressed that the chart of accounts is adjusted to accommodate the support plan and programme. It was also pointed out that the partners would like to see all contributions for the education sector reflected in the Red Book.
37. Where relevant, verifiable indicators of progress will be included in the ASIP. These indicators, focusing on performance, should be aligned with the financial reporting.

Impact on secondary education of conflict and political instability

38. It was reported to the mission that the MoES approved the arrangement for the partnership between Government and civil society on 30 November 2004. This is seen as an important step for mitigate impact of the conflict. It also makes close coordination and collaboration between civil society partners and the SESP donors a necessity.
39. The impact of the armed conflict and political instability on the provisions for secondary education will require adjustment in strategies for implementation. In this context, it will be necessary to make a distinction between the need for adjustment and emergency support. Detailed and justified proposals will be a requirement (refer also to paragraph 19) for the partners to consider such support.
40. The MoES commitment as stated in March 2004 review to continuously report to the partners on the impact of the conflict situation was acknowledged. Hence the mission agreed that monitoring and reporting on the impact of conflict and political instability on secondary education needs to be systematised, and a resourced plan for this would be presented to the first-coming monthly meeting.
41. The mission responded positively to the request by the Secretary of MoES to support the design and implementation of a strategy to deal with the effects on secondary education of the present conflict. In particular, the mission expressed the need to improve school level monitoring as well as developing communication with and within districts, affected by the conflict.
42. MoES is encouraged to develop a strategic action plan aiming to minimise the impact of the conflict on school education and seek the assistance as may be necessary. Possibilities should be explored for developing a longer-term strategy which would have a focus on post-conflict educational provision.

Monitoring and reporting

43. An overview of monitoring and reporting of programme activities was presented. The deliberations focused on roles and responsibilities of Regional Education Directions, Resource Centres and School Management Committees in terms of monitoring and reporting. The need for

interagency coordination, say between the Monitoring Section of DoE and the National School Inspectorate of MoES, was noted.

44. In the further development towards a plan for a more comprehensive approach to monitoring and reporting, verifiable indicators will be included as noted in paragraph 37. Outsourcing of monitoring and reporting activities may be considered if deemed necessary. The plan will be made available to the partners by March 2005.

Financing plan

45. The SESP financing plan will be analysed with a particular reference to fiscal decentralisation and be presented to the SESP monthly meeting by March 2005.

Next Steps

46. Immediate action should be taken to address the above mentioned key issues in an organised manner in preparation for the Mid-Term-Review in early 2006. Preparations will be presented to and discussed in the SESP monthly meeting in agreement in the May 2005 review.

47. The MoES suggested that the need for internal and external consultancies should be continuously reviewed, keeping in mind that other support programmes also provide technical assistance. The MoES emphasised that provision of technical assistance be centred on institutional linkages, limited utilisation of consultancies, focused research and studies, and the effect of conflict. The technical assistance needs to be carefully coordinated in order to ensure that all provisions are mutually supportive and that scarce resources are utilised in an effective and efficient manner. The ultimate goal of these provisions is to contribute to the institutional capacity building.

48. The DoE will forward a specified budget for the AWP&B 2005/2006 to partners no later than April 2005. The DoE will assure that partners are consulted and concur to ex post changes. To support this, DoE will report in detail to the monthly meeting on budget developments.

49. The next SESP mission is scheduled to take place in Kathmandu from 2-11 May 2005, including a field visit. The mission will be connected with the EFA review.

50. The mission Terms of Reference and review programme will be forwarded to partners no later than one month before the mission. Drafts of supporting documents for mission deliberations will be presented to the SESP monthly meeting in March 2005 and final versions forwarded to partners 10 days before the mission start.

Annex A: SESP Consultative Meeting Participants

Annex B: SESP Consultative Meeting Program

Annex C: DoE Presentations

Annex A: SESP Consultative Meeting Participants

List of participants – SESP Review Mission 1-7 December 2004

S.N.	Name of the participants	Designation	Office
1	Mr. Vidyadhar Mallik	Secretary	MOES
2	Mr. RamSarober Dubey	Joint Secretary	MOES
3	Mr. Chuman Singh Basnyat	Director General	DOE
4	Mr. Jagannath Awa	Director General	CDC
5	Mr. Birendra Kumar Singh	Controller	OCE
6	Mr. Kamal Prasad Lal Karna	Member Secretary	HSEB
7	Ms. Rita Tisdall	Advisor	ESAT
8	Mr. Hari Bol Khanal	Director	NFEC
9	Mr. Gajendra Man Shrestha	Consultant	ADB/TA
10	Ms. Fredi Munger	Consultant	ADB/TA
11	Mr. Ambika Pd. Poudel	Account Officer	DOE
12	Mr. Rajendra Pd. Nepal	Deputy Financial Controller	DOE
13	Mr. Ratna Kumar Shrestha	Deputy Director	DOE
14	Mr. Ram Balak Singh	Deputy Director	DOE
15	Ms. Marianne Berner	Advisor	ESAT
16	Ms. Mette Jensen	Advisor	ESAT
17	Ms. Lazima Onta-Bhatta	Sr. Program Officer	ESAT
18	Mr. Diwakar Dhungel	Under Secretary	MOES
19	Mr. Mukunda Mani Khanal	Section Officer	DOE
20	Mr. Sushil Pandey	Deputy Director	DOE
21	Mr. Lok Bilas Pant	Under Secretary	MOES
22	Ms. Devina Pradhanang	Deputy Director	DOE
23	Mr. Hari Shankar Manandhar	Under Secretary	MOES
24	Ms. Usha Dixit	Under Secretary	MOES
25	Mr. Tekendra Bdr Karki	S.P.O	ESAT
26	Mr. Suman Adhikari	Finance Officer	ESAT
27	Mr. Jeet Bdr Thapa	SPO	ESAT
28	Mr. Shambhu Prasad Uprety	Deputy Director	DOE
29	Mr. Shailendra Sigdel	Section Officer	MOES
30	Mr. Harihar Adhikari	Account Officer	DOE
31	Mr. Bishnu Nath Sharma	Deputy Director	DOE

S.N.	Name of the participants	Designation	Office
32	Ms. Ram Pyari Shrestha	Deputy Director	DOE
33	Ms. Neera Shakya	Deputy Director	DOE
34	Mr. Mahashram Sharma	Deputy Director	DOE
35	Mr. Ulf Bartholomae	CTA	NCED
36	Mr. Diwakar Awasthi	Deputy Director	DOE
37	Mr. Arjun B Bhandari	Executive Director	NCED
38	Mr. Ramswarup Sinha	Director	NCED
39	Mr. Lava Deo Awasthi	Under Secretary	MOES
40	Mr. Karsten Jensen	CTA	ESAT
41	Mr. Kishore Chhetri	SPO	Embassy of Denmark
42	Mr. Krishna R Pandey	SPIO	ADB/NRM
43	Ms. Ayaku Inagaki	Education Specialist	ADB/Manila
44	Mr. Knud Mortensen	Senior Education Advisor	Danida
45	Ms. Else Nielsen Moller	Counsellor	Embassy of Denmark
46	Mr. Janardan Nepal	Director	DOE
47	Mr. Hari Prasad Lamsal	Section Officer	DOE
48	Mr. Laxman Khanal	Deputy Director	DOE
49	Mr. Ram Prasad Sharma	Director	DOE
50	Mr. Dhan Singh Dhami	Section Officer	MOES

Annex B: SESP Consultative Meeting Program

Secondary Education Support Program (SESP) Joint Review Mission December 1-7, 2004

Program

Date/day	Time	Venue	Activity
November 30, 2004 (Tuesday)	3:30pm-5:30pm		Discussion between ADB and Danida delegates for internal preparation for the mission
December 1, 2004 (Wednesday)	9am-1:00pm	NCED (SEDEC Hall)	<ul style="list-style-type: none">• Opening• Presentation of status report on SESP by DOE• DOE Presentation on impact of conflict on education • Plenary discussion
	1:00-2:00pm	TTTI	Lunch
	2:00-4pm	DOE	Thematic discussion on the following themes: <ul style="list-style-type: none">▪ Lines of communication and command for execution and implementation of the program.▪ Compliance with the core document policies A time-bound benchmarked action plan on the above issues will be prepared.
December 2, 2004 (Thursday)	9am-12:00noon	DOE	Thematic discussions on: <ul style="list-style-type: none">▪ Organizational structure, functional mandates, staffing requirements and organ grams▪ Preparation of ASIP 2005/006 and fund flow to schools A time-bound benchmarked action plan on the above issues will be prepared.
	12:00-1:00pm	TTTI	Lunch

	1:00pm-4pm	DOE	Thematic discussions on: <ul style="list-style-type: none"> ▪ Monitoring of progress ▪ Teacher education ▪ Impact of conflict on education A time-bound benchmarked action plan on the above issues will be prepared.
December 3, 2004 (Friday)	9am-1:00pm	DOE	DOE presents a comprehensive time-bound and bench marked action plan Observations and comments on the plan and finalization with incorporation of inputs.
	1.00-2.00	TTTI	Lunch
	2.00-4.00	DOE	First draft of AM
Date/day	Time	Venue	Activity
December 4, 2004 (Saturday/Sunday)	Departure 9.55 AM Saturday	Arrival 3.30 PM Saturday	Field trip
December 5, 2004			Consultative meeting with stakeholedrs
December 6, 2004 (Monday)	9am-12noon	DOE	Discussion on Field visit and consultative meeting Presentation on the field trip –DOE Observations and comments
	12-1pm	TTTI	Lunch
	1-4pm	DOE	Second draft of AM
December 7, 2004 (Tuesday)	9am-1pm	NCED	<ul style="list-style-type: none"> • Presentation of draft AM • Discussion • Finalization
	1pm-2pm	NCED	Closing
	2pm	TTTI	Lunch

Annex C: DoE Presentations

**His Majesty's Government
Ministry of Education and Sports
Department of Education
Secondary Education Support Program (SESP)
1 December 2004**

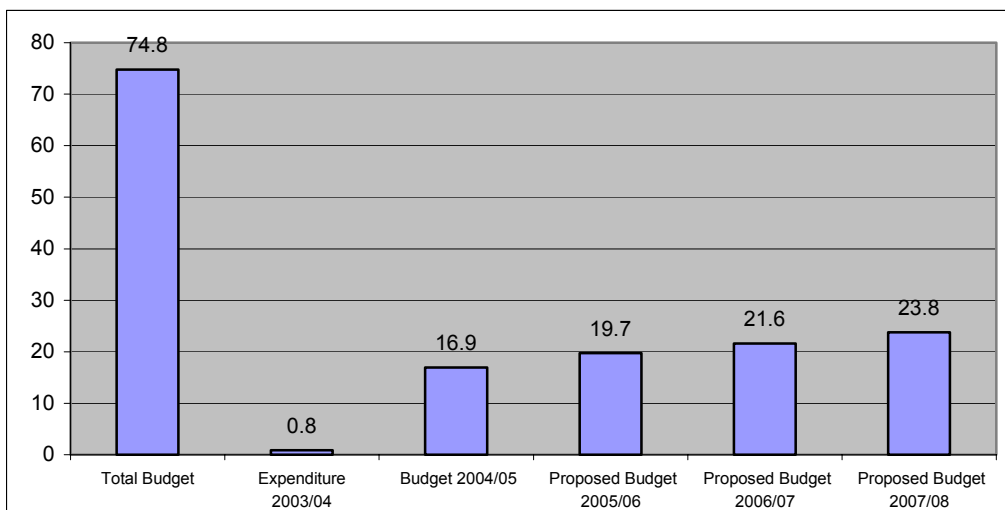
Major objectives of SESP

- Improvement in access and equity in secondary education
- Improvement in the quality and relevance of secondary education
- Improvement in the institutional capacity to support a school-focused secondary education system

Expected Outcomes of SESP by 2007

- To raise the Gross Enrolment Rate (GER)
- Lower secondary from 55% to 65%, and
- Secondary from 35% to 55%
- To raise the participation of girls
- Lower secondary and secondary education from 40% to 50%
- increase similarly the percentage of disadvantaged groups
- raise and sustain measurable improvements in educational outcomes, especially by girls and disadvantaged students
- Grade 8 and SLC examinations

Total budget and plan for expenditure



Program components

Program Components of SESP

Learning Environment

Curriculum & Assessment

Institutional Management

Teacher Development

Operational modalities

-Decentralization

-Transparency

-Partnership

-Clear cut roles and responsibilities

-School grants implementation guidelines

-Procurement plan

-Action plan

-Implementation manual

Institutional arrangements

-Ministry of Education and Sports – Policy formulation and donor coordination

-Department of Education – Execution and facilitation of implementation

-CLAs – Technical support and program implementation

-REDs – Monitoring

-DEOs – Implementation and facilitation

-TTCs – Training providers

-RCs – Professional support to schools/teachers

-SMCs – Management of schools

-Schools – Quality instruction

Major highlights of physical progress, FY 2003/04

-Scholarship to 4178 students

-Training on SIP to 1993 persons (HTs, SMC chairs, RPs and SSs)

-SIP grants to 548 schools

-One-month teacher training to 1977 secondary teachers

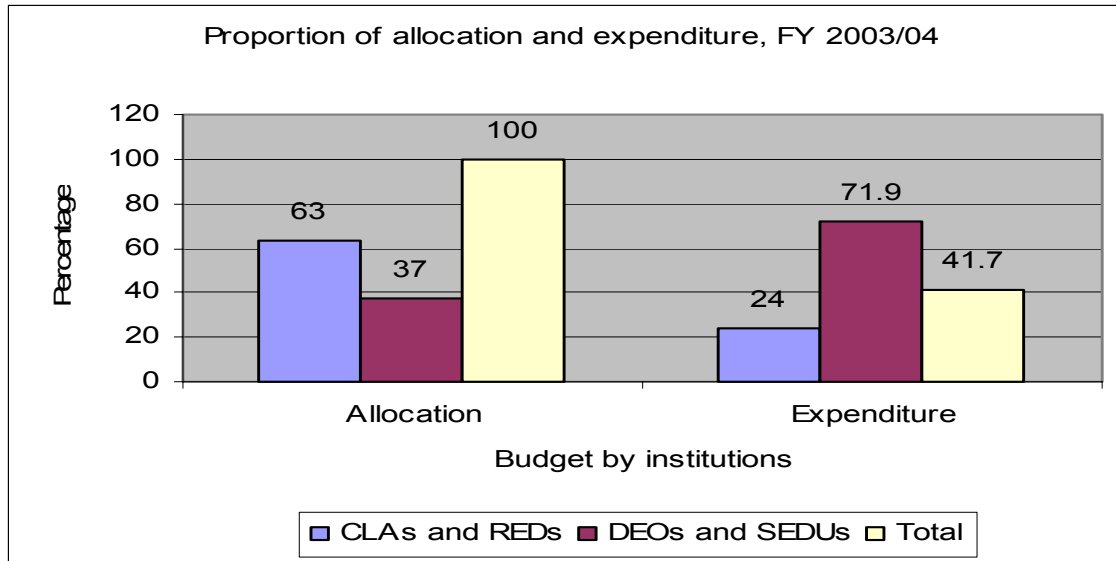
-Development of draft national curriculum framework for Grades 1-12

-Development of subject specification grids

Physical progress of FY 2003/04

- Training on SLC examination reform
- Development of competency-based curriculum for teacher training
- Demand driven teacher training in Humla and Doti

Financial progress, FY 2003/04



Causes of slow progress

- Late start of implementation
- Agreement with DENMARK 14 march 2003
- Agreement with ADB 17 January 2003
- Loan effectiveness 5 August 2003
- Trimester breakdown 060/06/12 BS (September 2003)
- Lack of implementation manual, procurement plan and guidelines
- Bidding failure on procuring steel structures
- Effect of insurgency

Financial progress of secondary education in first trimester, FY 2004/05

Budget, FY 2004/05, NRs in million		
Yearly allocation	First trimester	
	Allocation	Expenditure
4146	1267	1138
%	39	38

Financial progress of first trimester, FY 2004/05

Program	Total allocation	First trimester		%
		Allocation	Expenditure	
Salary for lower secondary and secondary teachers	2893	1113	1092	98.1
Secondary Education Support Program	1253	154	46	29.8
Recurrent expenditure (District)	702	140	37	26
Recurrent expenditure (Center)	305	13	9	71.6
Total	4146	1267	1138	89.8

Causes of slow progress in the first trimester

- Delay in finalization of financial norms
- Time taken in the finalization of procurement plan, implementation manual and guidelines
- Delay in resolving consultancy issues
- Delay in resolving program finalization under miscellaneous budget

Recent initiatives for improvement

- Procurement plan/Action Plan/ Implementation Manual prepared
- School Grants Implementation Guideline finalized
- District level budget in function
- Capacity enhanced at local level in respect to SIP process
- Release of budget on time
- Restructuring of MOES and its constituent agencies
- Improved monitoring system through flash reporting
- Synchronization between EFA and SESP

Outcomes: Lower secondary education

Indicators	2001	2002	2003	2004
GER	63.2	57.4	60.0	80.3
NER	39.4	40.9	42.0	43.9
PTR	39.7	40.4	40.5	55.7

Outcomes: Secondary education

Indicators	2001	2002	2003	2004
GER	43.8	44.8	46.4	50.4
NER	20.8	20.0	29.5	32.0
PTR	23.8	21.1	21.9	29.0

Expectations from the Mission

Identification of implementation bottlenecks
Exploring avenues of improvement