

**FORMAT 1:
PROGRAMME AND PROJECT COMPLETION REPORT¹**

104.Nepal.813
File Number

1. BASIC PROGRAMME/PROJECT DATA

Country:	Nepal			
Name of programme:	Education for All			
Budget account number ²	06.32.02.12.51			
UMF account number:	413.1021			
Purpose code ³ :	11220			
Programme period:	Planned	2004-2009	Actual	2004-2009
Total Danida contribution (DKK)	Planned		Actual	
Date of agreement:	24.09.2004			
Date of programme end:	31.12.2009			
Programme manager:	Frank R. Jensen			
All national partner organisations (incl. local government):	Ministry of Education			
Other development partners (donors):	ADB, AusAid, DfID, EU, Finland, Norway, UNICEF & WB			
Date of completing PCR:				

¹ Programme and Project Completion Reports are prepared for sector programme support and other programme and project activities, where the Danida contribution is exceeding DKK 5 million.

² Budget account number is 'finanslovskonto' in Danish.

³ The five-digit purpose code specifies the Development Assistance Committee (DAC) code.

2. FUNDING DATA

<i>Funding modalities:</i> Pool funding through Joint Financing Arrangement and Direct Funding						
<i>Comp.1.</i> (specify for each sub-component)						
<i>Comp.2.</i>						
<i>Comp.3⁴.</i>						
Comp. 4:						
Comp. 5:						
Comp. 6:						
Total	Danida funding (DKK)		Partner funding (DKK)		Other donors (DKK)	
	Planned	Actual	Planned	Actual	Planned	Actual
Total undisbursed	Danida (DKK)		Partner (DKK)		Other donors (DKK)	
Comments on major deviations between programme budgets and disbursements						

3. SUMMARY OF PROGRAMME/PROJECT ACTIVITIES

The overall development objective of the Programme is to contribute to poverty reduction and national development through education as defined within the policy framework of the 10th Plan/PRSP.

Three immediate objectives for primary education are reflecting the EFA and Millennium Development Goals:

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

The Programme has adopted six mutually supportive EFA goals, drawn from the Dakar Framework of Action, which include the primary education objectives:

- 1) Expanding and improving early childhood development
- 2) Ensuring access to education for all children
- 3) Meeting the learning needs of all children including indigenous people and linguistic minorities
- 4) Reducing adult illiteracy
- 5) Elimination of gender disparity
- 6) Improving all aspect of quality education

⁴ To include more components please press “enter” and specify component numbers

4. OBJECTIVES

For each of the objectives listed below, the contribution by the programme/project to achieving the objectives should be assessed. This should be seen in the context of the general situation in the country, but it is the efforts of the Danida-supported activities – not the national partners – which should be assessed.

4.a. Fulfilment of overall development objectives

Assess the extent to which the programme has achieved the general objectives as defined in the programme document, and discuss the contribution by Danida to achieving the objectives

<i>Objectives</i>	The general objectives of the EFA Programme as specified in the 'Core Document' page 12 and 13 are: (a) ensuring access and equity in primary education; (b) enhancing quality and relevance of primary education; and (c) improving efficiency and institutional capacity.
<i>Rating⁵</i>	a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/>

⁵ The assessment system has the following categories:

- a. *Very satisfactory*: No need to adjust plans and strategy.
- b. *Satisfactory*: Minor problems may arise and small adjustments may be necessary.
- c. *Less satisfactory*: Adjustments to plans and/or strategy are necessary.
- d. *Unsatisfactory*: The sustainability of the activities is questionable. Major adjustments/re-organisations will be necessary in a possible new phase or in the follow up by partner organisations.

<i>Assessment</i>	<p>(a) Ensuring access and equity in primary education:</p> <p>(a.1) Objective: The programme was designed with a first objective of raising NER from 81% in 2001 to 96% by 2009.</p> <p>(a.2) Barriers: The key barriers to the achievement of this objective were assessed to be poverty and the costs of education (indirect and opportunity costs, health and nutrition).</p> <p>(a.3) Strategies: In response to the above barriers, the programme identified free primary education and incentives to overcome indirect and opportunity costs as the overall programme strategy.</p> <p>The specific strategies described in the Core Document were:</p> <ol style="list-style-type: none"> 1) Provision of incentives to both students and schools (scholarships, food for education, uniforms, etc.) to help overcome various social and economic obstacles faced by girls, children from Dalit families, poor and indigenous children, children with disabilities, children affected by HIV/AIDS, children affected by the insurgency, and other marginalised children. 2) Improvement of the physical environment, creating child - and in particular girl - friendly schools to improve enrolment and retention, through the construction of classrooms, improvement of the external environment etc. 3) Recruitment and re-deployment of teachers to ensure access and equity in primary schools. 4) Expansion of ECD and pre-primary education to improve learning achievement and retention in particular at grade 1. 5) Adoption of inclusive education methods, addressing the learning needs of socially marginalised groups, children with disabilities, indigenous children and children living in difficult circumstances with special needs. 6) Reducing adult illiteracy through increased access to schooling, including need-based literacy programmes coupled with income generating activities for parents, simultaneously increasing educational awareness among parents. <p>(a.4) Observations:</p> <ol style="list-style-type: none"> (1) The EFA Evaluation Reports described the set of strategies as broad, comprehensive, matching the barriers identified in the context of Nepal, and comparable with strategies implemented through similar education sector programmes in Asia. The Report also points out that direct strategies to address the impact of the conflict, as well as certain social issues, including migration and HIV/AIDS, were less strongly articulated than what could have been expected. (2) The six main strategies have not been applied with equal intensity and pre-programme preparations. (3) ‘Straight-forward’ strategies like the ‘Provision of incentives’ and ‘Improvement of the physical environment’ have been applied heavily with a high degree of documented effectiveness. (4) More complicated strategies like ‘Recruitment and re-deployment of teachers’ and ‘Expansion of ECD and pre-primary education’ have been applied less convincingly and with less documented effect. Although the number of
-------------------	--

teachers has increased considerably as have the number of established ECD centres, the experience indicates that these strategies needed more preparation, including stakeholder consultations and a certain degree of local ownership in order to be effective. It is assessed that the limited success in terms of re-deployment of teachers and ensuring that ECD centres are operating in accordance with agreed minimum standards to some extent can be attributed to poor pre-programme planning and in particular poor stakeholder consultation and ownership.

(5) Strategies like 'Adoption of inclusive education methods' and 'Reducing adult illiteracy' appear to have made little contribution towards the objective and there are indications that much still need to be done in these areas. Indications are that pre-programme preparations were inadequate and that it has been difficult to adopt a more strategic approach during implementation.

(6) Significant increases in GER indicate continued problems with substantial under- and over-age enrolment.

(7) Gender Parity Index (GPI) in primary education has improved from 0.83 in 2003 to 0.98 in 2008, indicating significant improvement in girls' access.

(8) GPI for Dalit- and Janajati girls show a similar and comparable trend. However, no clear target was set for this at the outset of the EFA programme.

(9) Enrolment of Dalits and Janajatis has increased substantially over the recent five years.

(10) Based on the current NER of 91.9% it is assessed that more than 8% of children remain out-of-school, and that slightly more of the out-of-school children are girls. In addition, although data is lacking, it is believed that the majority of these children live in hard-to-reach geographical areas and that many of them face additional difficulties in the form of disabilities, extreme poverty, child work, impact of conflict, migration or are affected by other difficult circumstances.

(a.5) Status of progress:

The Report from the Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme (in the following referred to as the EFA Evaluation Report) pointed out that although the NER increased considerably from 83.5% in 2003 to 91.9% in 2008, it remains well below the targeted NER of 96%.

Other indicators of progress against the objective are the traditional EFA indicators 1-6.

(a.6) Conclusion:

During the Programme Completion Workshop held on November 19, senior government officials concluded that the objective of raising NER to 96% has not been achieved. In this light it may be difficult to argue that overall progress against the original objective has been satisfactory. However, the education sector officials found that given that the 96% NER target perhaps was too ambitious (given the available resources and the significant difficulties in first raising the awareness of the need for and value of education among the more 'difficult-to-reach' groups, then reaching these groups with educational services, including the posting of qualified teachers) an argument can be made that

achieving a 96% NER at this stage is indeed satisfactory; although it is less than expected at the very outset of the programme.

This assessment is based on the following facts:

(1) Although the NER has been increased to 91.9% it is still well below the very specific set objective of achieving a 96% NER.

(2) The achievement in terms of a balanced and equitable approach between girls and boys and in terms of increasing enrolment of children from disadvantaged and vulnerable groups has been significant.

(4) The Evaluation Report summarised the component progress in the following way: "Regarding Access and Equity, there has been considerable progress on a number of indicators and substantial growth in the system as a whole. Most notably, Nepal has managed to achieve overall enrolment increases that are accompanied by a reduction of gender and caste/ethnic disparity."

(5) Issues that have affected and still affects access and the achievement of both the access and equity objective include the composition, qualifications, size, and motivation of the current teaching force; the availability and quality of learning facilitation materials, including textbooks; and the availability of a basic enabling physical environment at schools, including access to toilets and safe drinking water. Some adjustments need to be made to the current set of strategies and implementation modalities, focusing on creating an enabling environment for results-oriented planning with targeted quality improvement initiatives as well as improving ways of holding implementers at all levels accountable for effective service delivery.

(b) Enhancing quality and relevance of primary education:

(b.1) Objective:

The second programme objective was to enhance the quality of education in primary education so that by 2009 grade 5 survival rate will have increased to 85%. Adult literacy will have reached 66%, and GPI will have reached 0.9

Other indicators of progress against this objective are the EFA indicators 9-14 and 15-18.

(b.2) Barriers:

The Core Document identified deficiencies in the 'five basics' of 1) Teachers; 2) Textbooks/instructional materials; 3) Learning environment; 4) school improvement; and 5) management and capacity building; as the main cause for poor quality education. The Core Document further substantiated this by mentioning that:

- only 15% of the 97,000 primary teachers are fully trained;
- the distribution of teachers is uneven;
- teacher absenteeism is very prevalent, especially among teachers in the Mountain region;
- schools are characterised by having inadequate basic physical facilities;
- classrooms are overcrowded in particular in the Tarai;
- some schools in the Mountain area have very small number of students at the

primary level;

- school days and instructional hours fall short of the required numbers as set out in the Education Act and Regulations; and
- a number of inputs essential for quality education, such as for example textbooks, teachers; guide, curriculum and supplementary reading materials, do not reach schools. If they do, it is not in time and in the right quantity and quality.

(b.3) Strategies:

In response to the above barriers, the programme designed the following five strategies:

1) Improve teaching learning, addressing the issue of certificate and recurrent teacher training as well as resolving the issue of deployment, teacher motivation, and the recruitment of female teachers to provide more than one female teacher in each school.

2) Improve teaching learning materials, through provision of free textbooks and support materials for teachers as well as various supplementary reader and other resources.

3) Review, revise and continuously develop the curriculum with an emphasis on making them locally relevant and supported.

4) Develop monitoring and evaluation system at all levels to ensure the availability of data for enhancing quality and relevance.

5) Provide funds for district level research and development to ensure that lessons are learned are learned at the local level in accordance with the principles of decentralisation and to ensure that the strengths and weaknesses of in the system are properly identified and addressed.

(b.4) Observations:

(1) With regard to the choice and implementation of strategies to address the identified problems and achieve quality, the EFA Evaluation Report says that they are all vital component and “it would be meaningless to pinpoint some strategies over others”.

(2) The Report points out that the relative lack of progress appears to be more linked with overall insufficient conceptualisation, prioritisation and resourcing for quality.

(3) The Report notes that:

“Regarding quality there is little evidence that the strategies being implemented are yet producing the widespread quality improvement at classroom level or translating into visible and consistent improvements in learning outcomes.”

(4) The strategy to improve the teaching-learning process has been implemented and according to the latest data from NCED more than 98% of primary teachers now have been fully trained. However, evidence of the application of active and child-centred learning approaches in the field is not encouraging. Observations made by the EFA Joint Evaluation Team as well as the Mid-Term Evaluation Team indicate that progress have been uneven and incomplete. A CERID report (FRP 17) from 2007 on ‘Classroom Reformation for Better Conditions of Pedagogical Processes and Student-Centred Learning’

concludes that traditional teaching with rote learning is not fading although some new practices can be found. The EFA Evaluation Report suggests that the causes for the uneven progress is due to factors like over-sized classrooms, strengths and weaknesses of the teacher training system, variations in the frequency and perceived effectiveness of RP support visits to teachers and schools and the quality of school leadership. The Report also points out that teacher motivation and issues affecting teacher motivation, such as their professional status, development opportunities, terms and conditions are deeper explanatory causes. In addition there is growing recognition of the need to strengthen teachers' performance accountability towards school management and parents, and link their performance evaluation process with students' performance.

(5) In many documents and meetings the efforts to improve teaching-learning materials have been strongly associated with the approval and introduction of the new national curriculum framework. Although the curriculum framework has been long underway and only was ready for implementation in 2008, it has been praised by its efforts to consolidate integration of life skills and bilingual education. Much will now depend on how it will be interpreted and implemented in practice. Feedback from field visits carried out during the EFA evaluation indicates that the new curriculum framework has been well received and assessed as better related to the real context and more practical. Teachers and students referred to the new textbooks as more colourful and attractive and with interesting exercises. Implementing the new curriculum and book strategy is, however, emerging as a major challenge as many teachers have not seen the curriculum framework and others only have received a half-day orientation. Feedback from the field indicates that more training is required in order for field-level implementers to fully understand and be able to practice it. In terms of textbooks, the MTR noted that timely delivery has been a challenge. The EFA Evaluation Report concludes that this remains a serious issue and that the observation that in many schools the SIP funds barely cover the cost of basic textbooks.

(6) The strategy aimed at strengthening the monitoring and evaluation system at all levels has been applied with growing intensity since 2004; driven in particular by the need to produce the Flash report based on data directly from schools. Whereas central level stakeholders and Development Partners hold the Flash Reports in high regard (and rightly so when comparing it to other countries in the region) teachers at school level were reported in the EFA Evaluation Report as seeing little value of data collection and Flash Reports. This indicates possible problems from the central level in reporting back information based on the data collected, and partly inadequate facilitation of and technical backstopping for evidence-based school-level planning exercises.

(7) The strategy concerning the provision of funds for district-level research and development has not been applied in a systematic manner and there is little evidence of this strategy's contribution towards the objective.

(b.5) Progress:

(1) The EFA Evaluation Report states that direct statistical evidence of improved quality is less clear than for access. The selected key indicator of quality, namely student learning, is fine; but unfortunately there has been no longitudinal measurement of student learning outcomes in a form that can provide a basis for a scientific judgement.

(2) Progress in improving literacy in the 15-24 age range suggests that primary education has had some impact in terms of improving basic literacy levels.

(3) The slight improvement in repetition and drop-out rates may also be taken as an indication of improved quality; but the fact that they remain high means a lot more needs to be done.

(4) It has been noted that there has been a gradual shift towards a more focus on 'whole school' development, using the SIP as a vehicle for a more holistic development process, with an aim to ensure that teachers are teaching and students are learning and to develop a more child-friendly and inclusive environment.

(5) According to the latest figures from NCED 98% of all primary level teachers are now fully trained, which is close to the set target of 99%.

(6) Although there has been progress in recruiting and posting new teachers, the EFA Evaluation Report assess that close to 20,000 additional teachers are required in order to meet desired Student Teacher Ratios (STR). The population pyramid combined with increased enrolment rates means that in spite of an increasing number of teachers, the STR has gone up from 39.7:1 in the beginning to 43.8:1 in 2008.

(7) The national average figures on STR may divert attention away from a significant problem with huge variations between districts and between schools within districts. For example the EFA Evaluation Report points out that the STR is 23:1 in Rasuwa as compared to 73:1 in Mahottari; and that between schools in a district like Dhading the STR may vary as much as from 50:1 to 10:1.

(8) According to the Status Report 2007/08 the ratio of female teachers to school has improved from 1.2 per school in 2003/04 to 1.8 in 2008.

(9) A significant gap still exists between the qualification and skill levels of teachers across districts and between urban and rural areas.

(10) There has been considerable improvement in the curriculum and textbooks, as well as the availability of books and materials in schools. Although textbook delivery has improved over recent years, problems still remain and there are significant variations between districts.

(11) Based on information from DOE, progress has been good in terms of improving the physical environment as demonstrated by the construction of almost 20,000 new classrooms, the rehabilitation of about 15,000 old classrooms, and the improvement of the physical environment in about 8,000 schools.

(12) Over recent years a number of creative pilot initiatives in inclusive and bi-lingual education have been initiated, but it appears that many expected changes still remain at the very early or 'pilot' stage and that real transformation of the

teaching-learning process still has not picked up in most schools.

(b.6) Conclusion:

The objective of raising Gr.5 survival rate to 85% has not been achieved. In conclusion, although many good initiatives have been made, the overall progress when compared to the original objective has been less than satisfactory.

This assessment is based on the following facts:

(1) Grade 5 survival rate currently stands at 58%, whereas the objective was to increase it to 85% by 2009.

(2) Adult literacy rates (15+) currently stands at 56%, whereas the target was to raise it 66%.

(3) GPI currently stands at 0.97 in primary and 0.95 in basic, above the programme target of 0.9.

In conclusion, only one of the major targets has been met.

(c) Improving efficiency and institutional capacity.

(c.1) Objective:

The third programme objective was to improve efficiency and institutional capacity. The indicators for this objective are the overall fund utilisation rate as well as the EFA indicators 7 (% of GNP channelled to the primary education sub-sector); 8 (% of total education budget channelled to primary sub-sector); and 14 (Co-efficient of Efficiency).

(c.2) Barriers:

The Core Document does not identify barriers to the achievement of this objective, but points out that the management capacity at all levels will have a direct bearing on the success of the programme. It is also stressed that the education framework needs to embed mechanisms for building capacity at all levels to plan, implement, monitor and devise necessary adjustments for producing intended results from the education programmes. The Core Document states that; "Reforming the existing educational management structure and changing the culture at the work place in order to make it efficient, performance driven, and more accountable is a challenge that any programme in the education sector must address. (CD p. 17).

Hence, implicitly the Core Document recognises that there are weaknesses in the existing system that represents barriers to improved efficiency.

(c.3) Strategies:

In response to the above barriers, the Core Document lists four strategies:

1) Transfer school management to communities as a way of shifting from centralised management to community controlled and school-based planning and management.

2) Use School Improvement Plans as a tool and process to strengthen bottom-up planning.

3) Implement relevant activities from the Ministry's HRD plan to improve efficiency and institutional capacity at all levels.

4) Build partnerships with local bodies, I/NGOs, CBOs and the private sector

to ensure their active involvement in educational development with defined responsibilities.

Efforts towards this objective also included the finalisation and implementation of an HRD plan to help teachers and education personnel develop their competencies, involving stakeholders and the civil society for greater participation at all levels of planning and implementing educational reform activities, and improving administration with a focus on transparency, accountability and equity.

(c.4) Progress:

(1) The strategy on transferring school management to communities has been applied with increasing momentum over recent years, and the EFA Evaluation Report summarises progress towards the target of “handing over” 8,000 schools as excellent..

(2) The Mid-Term Evaluation report noted a slow down in the process in many districts due to teacher opposition.

(3) The EFA Evaluation Report documents that the transfer process gained speed after 2006, with a total of 3,261 schools handed over by 2007, and that the Tenth Plan target of transferring 8,000 schools is within range as a total of 7,444 schools had been handed over by end of 2008.

(4) However, a regional imbalance has been observed with slower progress in transferring schools to communities in the Mid-Western- and Far-Western regions.

(c.5) Observations:

(1) The strategy on transferring school management to communities is in keeping with Nepal’s wider policy of decentralisation as well as the logic that parents have their children’s best interest at heart and therefore are concerned with and inclined to work for improving schooling conditions and school performance when offered opportunities.

(2) The strategy of using School Improvement Plans (SIP) as a tool to strengthen bottom-up planning has been implemented heavily and re-enforced by making the release of funds conditional on the existence of the SIP. There are, however, serious issues regarding the process through which SIPs are prepared, the extent to which they are implemented by schools, and issues concerned with the monitoring and reporting on plan implementation and the results of the SIP.

(3) The strategy concerning the implementation of relevant activities from the Ministry’s HRD plan was supported by the Core Document’s assessment that the capacity to implement the EFA programme at the very outset was hampered by insufficient number of teachers, with only a minority of them being fully trained; weak technical units at central level; and low capacity at district level to support the SIP process. The BPEP II Evaluation (p. 52) supports this assessment to a large extent.

(4) The EFA Evaluation assess that the strategy aimed at building partnerships with local bodies is appropriate as many (I)NGOs , on their own initiative, have provided training to stakeholders at district and sub-district levels, particular in

relation to gender and child-friendly teaching/learning. The EFA Evaluation also recognises that NGOs have made contributions in areas such as adult literacy and ECD. The report, however, concludes that these contributions made by local bodies and (I)NGOs “does not begin to fill the gap between what the Districts can provide and the demand.”

(5) A CERID report (FRP 14 School Autonomy: A Study of Enabling Conditions for School Effectiveness, 2007) concluded that an unequal power distribution exists between the grassroots-level on the one hand and the centre on the other. The report points out that contrary to the spirit of the decentralisation policy, central level bureaucrats have retained power and people’s representative bodies, like the SMC and PTA only take on a support function with little freedom to make decisions.

(6) The EFA Evaluation Report refers to another CERID study from 2007, pointing out that decentralisation was practiced in some districts following various different approaches, but that this often happened in isolation and often was hampered by DEO staff having no clearly defined responsibilities, affecting the preparation of planning documents like the SIP and DEP.

(7) The district case studies carried out during the EFA Evaluation suggests that the composition and leadership of the SMC is an all important factor to its effectiveness.

(8) At the outset of the programme, key capacity gaps included: a) insufficient number of teachers, with only a minority of them fully trained; b) central level technical units require strengthening (BPEP II evaluation); and c) district level capacity to provide input to and technical backstopping for the SIP process is too weak.

(9) The EFA Evaluation Report’s states (p. 54) that the Core Document’s importance placed on the need to develop management and professional capacity at all levels, has not been adhered to as in practice capacity development has been in terms of long- and short term training, seminars and workshops, leaving out the need for taking a more comprehensive view involving institutional and systemic change. The exception is the development of the ASIP as a cross-cutting tool embracing both institutional capacity development as well as the enhancement of management efficiency.

(10) Based on discussions with school-level stakeholders, the EFA Evaluation Report summarises (p. 56) that capacity development at school level and in particular addressing key players like SMCs, HTs, PTAs and VDCs, has been low. The Report points out that there is a strong demand for training in the fields of school management in general, but also requests for training in specific topics like SIP preparation and financial management. This demand is further supported by the Performance Audit conducted by the Office of the Auditor General that recognises that there is a clear need for school record keeping training, possibly coupled with the development of a simple record keeping system.

(11) Although much of the capacity development efforts has been characterised as suffering from a lack of systematic focus, the EFA Evaluation

reports recognises that the strengthening of the NCED system and the clearance of the backlog of un-trained teachers is a most significant achievement (p. 57).

(c.6) Conclusion:

(1) The EFA Evaluation Reports (p.61) states that the progress towards handing over 8,000 schools to the communities is excellent; but also points out that it is likely that many schools will remain under DEO management as the resource base and local leadership is not adequate for self-management. Hence, unless SMCs are made more functional, there is a very real risk that the 'handing-over' process will grind to a halt. The Report stress that it is necessary to ensure the adequate capacity of the SMCs and that it has adequate resources corresponding with their responsibilities. It also points out that it is necessary to explore ways of ensuring that the composition of the SMC is representative and that members serve the best interest of the students.

(2) In spite of certain short comings, the EFA Evaluation Report states that: "The success of capacity development efforts at central level is obvious to observers who report the vastly increased confidence of officials at central level."(p. 61) The Report, however, also points out that at lower levels capacity building activities have not been as intensive and the strictures of the MTR report still apply. In brief the EFA Evaluation Report concludes that: "The success of capacity building lie in the new management systems and tools, the increased numbers of teachers and the clearance of the backlog of untrained teachers." (p. 61)

(3) The EFA Evaluation Report points out that some important challenges remain, including developing monitoring tools which capture the intended changes in teachers' teaching and students' learning as well as the tracking of the impact of interventions on students' literacy levels.

Overall Rating:

Taking the above into considerations into account, senior education officials found that an overall rating of satisfactory with minor problems and need for making adjustments is warranted. One of the lessons learned and areas that need further attention during the SSRP is the urgent need to develop successful ways of reaching 'hard-to-reach' groups that include poor, vulnerable, disadvantaged and disabled children as well as their parents.

4.b. Fulfilment of the objectives concerning poverty reduction

Assess the extent to which the programme has achieved the objectives concerning poverty reduction as defined in the programme document, and discuss the contribution by Danida to achieving the objectives

<i>Objectives</i>	<p>According to the Core Document, the Education for All 2004 to 2009 programme was to have a pro-poor focus for activities and approaches. The programme as such did not have specific objectives related to poverty reduction, but was designed to contribute to the reduction of poverty through improved education-, literacy-, and numeracy levels.</p> <p>In the following, the assessment focuses on how the system during the implementation of the programme has responded to its pro-poor policy.</p>
<i>Rating</i>	<p>a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/></p>
<i>Assessment</i>	<p>(1) The guiding principle for the programme's pro-poor activities has been to ensure that the basic prerequisites for schools to function in the disadvantaged areas are fulfilled and assistance through incentives for children and income generation packages for disadvantaged families have been provided as a means of addressing opportunity cost for children's schooling. For example special incentives and scholarships have been provided to children from disadvantaged communities such as Janajatis, Dalits and girls, children with disabilities and children living in difficult circumstances due to conflict.</p> <p>(2) Special programmes focusing on the poor and marginalized children were designed and implemented with the objective of making basic and primary education accessible to these and other disadvantaged groups.</p> <p>(3) Geographical areas populated by poor and marginalized people were the targets of special focus programmes and the poorest districts were targeted with the establishment of ECD programmes..</p> <p>(4) Gender mainstreaming and social inclusion were the primary approaches in the revision of curricular and teacher training materials, teacher training programmes, and capacity building activities in general for the purpose of improving gender and social parity.</p> <p>(5) In general, the EFA programme's pro-poor focus has been maintained and even strengthened during programme implementation, leading to impressive increases in the enrollment rates of children from disadvantaged backgrounds.</p> <p>(6) The share of funds allocated for scholarships for children from disadvantaged groups and communities has increased over time and the criteria used for the allocation of new and renovation of old classrooms has included a pro-poor bias.</p> <p>(7) Even though the pro-poor policy has been implemented, the EFA Evaluation Report (p.19) points out that the NER suggests that 8.1% of primary age children still remain out-of-school.</p> <p>(8) The Evaluation Report suggests that disabled children, or children facing special difficult circumstances (eg. extreme poverty, child work, impact of conflict, migration, trafficking or HIV/AIDS) represent the vast majority of these children.</p> <p>(9) During a programme completion workshop held in November 2009, senior officers working within the education sector agreed that there is a need to focus more on these vulnerable groups.</p> <p>(10) Conclusion: It is assessed that the programme has been true to and actively pursued the pro-poor policy during implementation. Examples include</p>

	<p>the increased focus on the provision of pro-poor incentive mechanisms and scholarships, particularly targeting children from vulnerable and disadvantaged backgrounds. However, the shortcomings in terms of providing access for all and ensuring that all children are in school means that a rating of very satisfactory cannot be considered. There is growing recognition that some adjustments are necessary in order to better reach the poorest of the poor and the otherwise disadvantaged and vulnerable children that currently are outside school or are likely to repeat and/or drop-out of school due to their unfortunate situation. A rating of satisfactory seems appropriate as the pro-poor policy has been implemented and even strengthened as compared to the intentions at the very outset of the plan.</p>
--	---

4.c. Fulfilment of gender equality objectives

To what extent has the programme supported mainstreaming of gender equality in terms of i) Promotion of equal rights, (ii) Equal access to resources, and (iii) Promotion of equal influence?

Rating	a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/>
Assessment	<p>(1) The Core Document confirmed Nepal's dedication to the EFA goal of eliminating gender disparity in primary and secondary education by 2005 and ensuring equality by 2015. The strategies adopted throughout the programme were:</p> <ul style="list-style-type: none"> - training of teachers to inspire girls' participation; - provision of female teachers in all schools; - gender sensitive curriculum and learning materials; - favourable physical facilities; and - the provision of scholarships for girls. <p>(2) During implementation the programme also followed a gender equality approach in the mainstreaming of religious institutions; the use of mother tongue as the medium of instruction; the development of the 'Welcome to School Campaign' in 17 lanugauges; and the design of special gender awareness programmes.</p> <p>(3) Additional initiatives aimed at further enhancing girls access and ensuring gender equity and equality include: provision of female teachers in Non-Formal Education, Alternative School Programme, and as female ECD facilitators; the development of a gender policy, strategy and Code of Conduct;</p> <p>(4) In terms of progress, the Gender Parity Index (GPI) for all types of primary schooling (reflecting girls' level of access to education as compared to boys) has risen from 0.83 in 2003 to 0.98 in 2008. The GPI for primary NER shows a steady improvement from 0.87 in 2003 to 0.97 in 2008.</p> <p>(5) The EFA Evaluation Report (p.18) mentions that the data for the sample eight field visit districts shows that those districts that formerly had the worst GPIs have made the most dramatic improvements, although still lagging behind.</p> <p>(6) The EFA Evaluation Report summarises its assessment of progress in relation to GPI by saying: "Ironically had such a [GPI] target been set, it seems very likely that it would have been achieved."</p> <p>(7) During the Programme Completion Workshop senior education officials pointed out that although progress has been satisfactory, a lot still remains to be done. In particular it was recommended that efforts over the coming years should be directed towards:</p> <ul style="list-style-type: none"> - increasing the female representation in SMCs; - increasing the number of female teachers; and - promoting equal influence through development of the capacity of female managers at all levels.

4.d. Fulfilment of objectives concerning environmental considerations

To what extent has the programme supported mainstreaming of environmental sustainability in terms of (i) National policies and strategies, (ii) Cross-sectoral procedures and plans, and (iii) Sector-specific procedures and plans?

<i>Rating</i>	a <input type="checkbox"/> b <input type="checkbox"/> c <input checked="" type="checkbox"/> d <input type="checkbox"/>
<i>Assessment</i>	<p>(1) The EFA programme did not identify any environmental concerns to be addressed and no objectives concerning environmental considerations was specified in the Core Document.</p> <p>(2) A group of senior education officials assessed during the Programme Completion workshop that the programme in general has been in keeping with the national policies and strategies for achieving environmental sustainability.</p> <p>(3) At the cross sectoral-level, the EFA programme has facilitated increased cross-sectoral cooperation and empowerment of local communities and stakeholders through the support for community participation in the preparation of Village Education Plans (VEP) and School Improvement Plans (SIP). Although these plans not necessarily are concerned with environmental issues, the efforts are important in terms of empowering communities to take control of their own situation and demonstrating practical ways of planning for actions and mobilising internal as well as external support.</p> <p>(4) The preparation of SIPs and VEPs represent sector-specific efforts to empower and mobilise local communities to take more responsibility and control over their own development efforts. Although focus is on education sector activities, there is little doubt that other sectors will benefit from the empowered communities with their improved capacity to take control of their own situation.</p> <p>(5) Environment and social science has successfully been incorporated into the curriculum, but the link between global climate change problems and local action could be strengthened.</p> <p>(6) Towards the end of the EFA programme, a growing interest in the construction of environmental- and climate friendly schools has been noticed.</p> <p>(7) With the support from MS Nepal a pilot climate responsive school building was constructed in Bardiya with good results.</p> <p>(8) A prototype classroom building, based on the same principles of climate responsiveness and environmental appropriateness, is under construction at the engineering campus in Pulchowk, Kathmandu, in cooperation with the Institute of Engineering and MS Nepal.</p> <p>(9) During the Programme Completion Workshop senior education officials rated the programme's support to the mainstreaming of environmental sustainability as less satisfactory, even though the programme was not designed with an aim to raise and address environmental issues.</p> <p>(10) Reasons for this rating was primarily the consideration that schools play an important role in molding the future generation's attitude towards and appreciation of the environment and that the programme could have responded better to the global call for putting climate change and environmental sustainability on the agenda. It was assessed that much more is needed in particular with respect to:</p> <ul style="list-style-type: none"> - improving the conceptual clarity with regard to the sector's position and policy with regard to environmental sustainability; - increasing students understanding of environmental issues, instilling positive

	attitudes and values towards the environment, and modifying behaviour to reflect a valuation of nature and the environment; and - improving the cooperation between agencies within the education set-up as well as external agencies and partners.
--	--

4.e. Fulfilment of objectives concerning human rights, democracy, and good governance

To what extent has the programme supported mainstreaming of human rights, democratisation, people's participation and good governance in terms of (i) Legislation, (ii) Policies and strategies, and (iii) Sector specific procedures and plans?

<i>Rating</i>	a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/>
<i>Assessment</i>	<p>(1) The EFA programme was not designed with a specific view to support the mainstreaming of human rights, democratisation, peoples participation and good governance.</p> <p>(2) During its design and implementation a key guiding principle for the EFA programme was the view that education is a fundamental right. This understanding is supported by provisions in the Interim Constitution as well as the Government of Nepal's subscription to international conventions, such as the Convention on the Rights of the Child and the Dakar Framework for Action.</p> <p>(3) The Education Act states that primary education (grade 1-5) should be free and inclusive. The Act calls for measures to ensure equal access to and equal participation of disabled, girls, and children from marginalised groups, like Janajatis etc.</p> <p>(4) Examples of positive discrimination strategies favouring disadvantaged groups have been implemented and include the Karnali Package, free education for girls, feder hostels in remote areas, and scholarships to vulnerable and disadvantaged groups.</p> <p>(5) The implementation of adult non-formal and alternative schooling programmes are in keeping with the Government's drive to enhance literacy and the policy that everyone has a right to education.</p> <p>(6) While there is evidence of strong political commitment, the legislation for free school education still needs to be developed.</p> <p>(7) Although with the aim of providing better educational services considerable support has been provided for the strengthening of local democratic institutions, such as SMCs, PTAs, and VDCs. This means that the EFA programme actively has contributed to national goals like democratisation, people's participation and the principles of good governance.</p> <p>(8) During the Programme Completion Workshop senior officials working in the education sector rated the EFA programme's performance as satisfactory. However, the following points for improvement were raised:</p> <ul style="list-style-type: none"> - the current legislation, policies and strategies, require small adjustments such as the the incorporation of the 'fundamental rights to education' into the education act in order to become effective in practice; - policy dissemination needs to be improved in particular at local stakeholder levels; - critical capacity gaps at local levels need addressing; <p>It was found that more work is needed to achieve a more balanced representation in SMCs and VDCs, and that more needs to be done to strengthen SMCs capacities in the fields of SIP preparation, financial management, the conduction of social audits, and the application of good governance principles in general.</p>

4.f. Assessment of contribution to national HIV/AIDS response

To what extent has the programme supported (i) preparatory analyses if the national framework and institutions are not yet established, (ii) development/implementation of sector-specific AIDS initiatives, or (iii) national preventive work and mitigating effects on the programme.

Rating	a <input type="checkbox"/> b <input type="checkbox"/> c <input checked="" type="checkbox"/> d <input type="checkbox"/>
Assessment	<p>(1) The EFA programme was not designed to support HIV/AIDS initiatives and there is neither a national framework nor an institution or agency within the Ministry dealing with HIV/AIDS; and no preparatory analyses have been carried out during the EFA programme.</p> <p>(2) HIV/AIDS issues have been included with the school-level curriculum as well as in non-formal education and teacher training programmes.</p> <p>(3) There has been no national preventive work or mitigating effects on the programme.</p> <p>(4) The Ministry recognises that the inclusion of HIV/AIDS issues in the curriculum is far from enough. The school education sector has an important role and responsibility to play in molding the future generations' knowledge of HIV/AIDS issues in general and prevention in particular, as well as the attitude towards people infected with or affected by HIV/AIDS.</p> <p>(5) Whereas the Ministry of Health is crucial in addressing issues when infection has occurred, the Ministry of Education will need to play a more active role in addressing issues concerning the 'before' and 'after' situations.</p> <p>(6) Inter-agency and inter-ministerial cooperation will be crucial in designing and implementing cost-effective interventions in the future and there will be a need for assigning specific tasks and responsibilities in this regard to a special organisational entity (section or unit) within the Ministry that will be staffed with people who have the appropriate technical qualifications.</p> <p>(7) During the Programme Completion Workshop a group of senior education sector officials rated the EFA programmes support and initiatives as less than satisfactory given the above considerations as well as the observations that:</p> <ul style="list-style-type: none"> - the awareness raising activities under the EFA programme could have been better and more comprehensive; - there is no separate section established within the Ministry, dealing specifically with HIV/AIDS issues; - there is insufficient human resources trained in how to deal with, communicate and and teach HIV/AIDS issues.

5. PROGRAMME/PROJECT RESULTS

<i>One key output for each component⁶</i>	<i>Targets defined in programme document</i>	<i>Results achieved</i>	<i>Budget⁷</i>	<i>Expenditure</i>
Output/ Comp.1	ECD GER 51%. Gr. 1 enrollment with ECD experienced 60%	ECD GER 66.2% and Gr. 1 enrollment with ECD experience 49.9%	1,485,785,000	1,383,526,000
Output/ Comp.2	NER at primary 96%; NIR at Gr. 1 95%; Teacher training 100%; Female teachers 30%	NER at primary 93.7%; NIR at Gr.1 86.4%; Teacher training 96%; Female teachers 40%	602,436,000	645,582,000
Output/ Comp.3	Development and implementation of mother tongue text materials, advocacy and partnership w. NGOs	Increase in Dalit and Janajati enrollment in primary education	131,379,000	99,966,000
Output/ Comp.4	Literacy rate of age 15 and above 66%; Age 6 and above 76%	Literacy rate of age 15 and above 56%; Age 6 and above 63%	554,273,000	494,026,000
Output/ Comp.5	Scholarships to all Dalit students; 50% girls student; and disabled students; Gender Parity Index of 1	GPI in enrollment 0.99; improvement in enrollment of Dalit and Janajati	2,828,610,000	2,531,075,000

⁶ If the programme includes more than 7 components, please notify the number of components to the AMG-hotline (amg@um.dk) in order to receive an expanded format.

⁷ All programmes prepared after 1 September 2003 are expected to have output-based budgets. For programmes prepared before this date, it may not be possible to indicate the budget and expenditure for one key output per component.

Output/ Comp.6	Free textbooks to all students in primary level; management cost to community schools	Survival rate 84.3%; improvement in student flow rates; improvement in students' achievement; improvement in student teacher ratio	9,847,777,000	9,343,910,000
Output/ Comp.7	Management support costs to DEOs, RCs, and DOE	Improved service delivery	2,114,358,000	1,874,294,000
Output/ Comp.8	11,000 new classrooms constructed; 10,000 schools/classrooms renovated	Almost 20,000 new classrooms constructed; 15,000 schools/classrooms renovated; improved school environment	4,857,932,000	4,459,785,000
Output/ Comp.9				
Output/ Comp.10				
Output/ Comp.11				
Output/ Comp.12				
Technical assistance				

Effectiveness: Major deviations between the achieved results and the original targets are in relation to literacy rates, ECD, and primary-level net enrollment. In these more complex cases where the intended target groups is expected to access and benefit from the services offered, it has been more difficult to produce the intended results than in areas where the service delivery system has more control.

Efficiency: As illustrated in the table above, there are no major differences between the original budgets and the incurred expenditures. The only results-area where the budget was exceeded (7%) was for NER at primary level, NIR at Gr. 1, teacher training and female teachers.

6. CAPACITY DEVELOPMENT⁸

(1) The EFA Evaluation Report concluded that the success of capacity development efforts at central level is obvious to observers who report the vastly increased confidence of officials at central level.

(2) During the EFA programme there has been a gradual but notable change in the way education sector staff look upon and refer to themselves and their roles and responsibilities. Examples include the increased focus on participation and demand-responsiveness as well as the frequent reference to education service delivery agencies in more recent documents, including the SSRP.

(3) The change in attitude has also entered the highest management levels as evidenced by the observation that the NCED has initiated the conduction of an independent Client Satisfaction Survey (CSS) that will be used as the baseline against which to measure progress in NCED's continuous service improvement efforts. The NCED service standards that also will be developed based on the CSS will facilitate the development of a demand-responsive and results-oriented capacity development plan.

(4) There has, however, been a growing awareness of the tremendous need for improving capacities at school-level in general, and the competencies of teachers to successfully facilitate childrens' learning, applying more child-friendly methods. This growing focus has led to a new policy stating that first priority in terms of capacity development measures will be given to address needs at school level and that during the SSRP 3.5% of the total development budget will be ear-marked for capacity development of schools with a view to gradually improve the conditions at school level so that all schools will meet Minimum Enabling Conditions (MEC) by July 2015.

(5) Second priority and a maximum of 1.5% of the total development budget will be given to the development of capacities of education service delivery agencies, like RCs, DEOs, REDs, and central level agencies.

(6) There is little doubt that the close cooperation with Development Partners has contributed towards the increasing service mindedness of central level officials in general and at middle management level in particular. Frequent interactions with Development Partners, participation in review and evaluation missions, training programmes and study visits abroad, has facilitated a growing understanding and appreciation of more modern management principles as well as concepts like results-orientation, demand-responsiveness, and client satisfaction.

(7) The improved capacity among top and middle-level managers has also been noted through the Ministry's improved planning for, organisation and conduction of annual review and joint consultation missions.

(8) Another example of increased capacity among middle- and senior-level managers is the Ministry's ability to prepare the SSRP on its own without external assistance.

Which changes in output (policies, services, etc.) have been experienced by partner organisations? Discuss the contribution by the programme/project to achieving the possible

⁸ See Danida: [A Results-Oriented Approach to Capacity Change, April 2005. The paper mentions as an example that capacity support to an accounts department \(partner organisation\) should lead to better and timely monthly accounts statements \(outputs\) \(www.evaluation.dk\).](#)

changes.

7. OUTSTANDING ISSUES

During the Programme Completion Workshop senior education officials assessed that the following outstanding issues need to be addressed during the SSRP:

- (1) GER (Gr. 1) is increasing, suggesting that the problem of over- and under-age enrollment is getting worse;
- (2) Repetition rates remain too high;
- (3) Village Education Committees (VECs) are not formed and Village Education Plans not developed and implemented;
- (4) There still is no clear definition of what is meant by 'quality education' and associated indicators;
- (5) A full-fledged decentralised system needs to be established;
- (6) There is a need to develop professional capacity at local levels;
- (7) Access to education for the hard core group of children that are difficult to reach needs to be improved;
- (8) Monitoring and evaluation is insufficient and follow-up on information provided through M&E needs to be improved;
- (9) There is uncertainty as to how many children are 'out-of-school' and how serious a problem child labor is;
- (10) the lessons learned from the EFA programme needs to be reflected upon and used actively for improving activities and results during the SSRP.

8. RISK AND ASSUMPTIONS

(1) The EFA programme was from the very outset (see Core Document p. 49) considered a 'high-risk' programme with particular risks emanating from:

- inadequate capacity on the part of the local government;
- a weak fiscal base; and
- unstable political situation.

(2) Whereas both inadequate capacity and the continued political instability has affected progress, the weak fiscal base has not affected the allocation of funds to the education sector.

(3) The EFA Evaluation Report (p.86) points out that with an allocation to primary education that is more than the average proportion of GDP when making international comparisons, the level of financing in Nepal has been good.

(4) The assessment that well-functioning teams need to be established at all levels of the system in order for the EFA programme to be successful has been a valid assumption. The EFA Evaluation report points out that in particular the limited capacity at school and district level has affected the quality of educational services, which in turn has affected the education

sector performance in terms of cycle completion rates as well as the ability to reach hard-to-reach children and reduce drop-out and repetition rates.

(5) Related to the problem of limited capacity has been the Core Document's mentioning of the risk of poor retention of staff in their post for a reasonable number of years. Staff turnover continues to be high and as more technical career paths are not considered as prestigious as administrative/management posts, it continues to be difficult to retain technical proficient staff in positions where full advantage can be taken of their specialised, technical skills and knowledge.

(6) In spite of being labeled a 'high-risk' programme, EFA has been able to deliver significant results working with communities and schools as well as development partners and political parties at central and local levels.

9. LESSONS LEARNED

During the Programme Completion Workshop a group of senior education sector officials pointed out the following lessons learned:

(1) There needs to be consistency between the policy (free education) and the resources provided to implement the policy;

(2) The diversity of Nepal means that blanket approaches tend to be less effective. There is a need for a more decentralised approach, firmly grounded in the local context and taking local circumstances into consideration;

(3) Policy goals need to be defined, clearly communicated and translated into clear and unambiguous implementation plans;

(4) Related to the above, the policy goal of 'quality education for all' is an example of an area needing much more attention to achieve a common understanding and to facilitate effective planning and implementation. In order for the political commitment to quality to be implemented in practice, there is an urgent need to define what we mean by quality education in specific operational and measurable terms, so that we can monitor our progress and get reassurance that we are on the right track towards our objective;

(5) Much more can be done by the Government in taking a more holistic approach, mobilising I/NGOs and facilitating a coordinated approach that will align efforts and yield better results.

(6) The Ministry has demonstrated a growing confidence among senior managers which has been reflected in improved organisation and management of development partners relationships, including the conduction of Joint Evaluations, Joint Annual Reviews, and Joint Annual Consultations.

Important lessons of general interest to Danida with particular emphasis on (i) alignment, (ii) harmonisation, (iii) programme management (incl. monitoring).

10. DOCUMENTATION

List all relevant documents⁹ prepared during the lifespan of the programme (details in annex).

Title	Date	Where to be found
<i>1. Evaluation, Nepal, Joint Government_donor Evaluation of Basic and Primary Education Programme II. Ministry of Foreign Affairs Danida, Copenbegen</i>	<i>2004</i>	<i>All these documents are available in ESAT Website : www.esat.org.np</i>
<i>2. Joint Government -Donor Evaluation of Basic and Primary Education Programme II in Nepal Volume 2 District Reports. Ministry of Foreign Affairs. Danida Copenbegen</i>	<i>2004</i>	
<i>3. Programme Implementation Plan (1999-2004), Ministry of Education, Kathmandu 1999</i>	<i>1999</i>	
<i>4. BPEP Completion Report</i>	<i>August 2004</i>	
<i>5. Joint Evaluation of Nepal's Education for All 2004-2009 Sector programme EFA</i>	<i>Jan 2009</i>	
<i>6. EFA Core Document (2004-2009)</i>	<i>Nov 2003</i>	
<i>7. SEAP Core Document</i>	<i>July 2002</i>	
<i>8. Study on Student Performance in SLC</i>	<i>2006</i>	
<i>9. Study on Status of Teacher Management Practices. Foundation for Human Development Kathmandu</i>	<i>2004</i>	
<i>10. Technical assistance to Develop Support System for Teacher, METCON Kathmandu</i>	<i>2004</i>	
<i>11. Evaluation Report - Joint</i>	<i>Jan 2009</i>	

⁹ Documents covering all components must be listed.

<p><i>Evaluation of Nepal's EFA 2004-2009 Sector Programme, CEC and METCON</i></p> <p><i>12. Evaluation Report- Joint Evaluation Report of the SESP, COWI and IDA Nepal</i></p>	<p><i>June 2009</i></p>	
---	-------------------------	--

ENDORSEMENT¹⁰

Chairman of the Steering Committee
Or other relevant partner representative (name)

(date)

Ambassador/Head of Department (name)

(date)

¹⁰ A paper version with signatures is filed in the Representation, while an electronic version (including names and dates of signatories) is uploaded in the Programme and Project Data Base (PDB).