

**FORMAT 1:  
PROGRAMME AND PROJECT COMPLETION REPORT<sup>1</sup>**

104.Nepal.813  
File Number

**1. BASIC PROGRAMME/PROJECT DATA**

Country:	Nepal			
Name of programme:	Secondary Education Support Programme (SESP)			
Budget account number <sup>2</sup>	06.32.02.12			
UMF account number:	5053			
Purpose code <sup>3</sup> :	11320			
Programme period:	Planned	2003-08	Actual	2003-09
Total Danida contribution (DKK)	Planned	283,9 mill	Actual	
Date of agreement:	14.03.2003			
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			
Date of completing PCR:				

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<sup>1</sup> 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.

<sup>2</sup> Budget account number is 'finanslovskonto' in Danish.

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

## 2. FUNDING DATA

<i>Funding modalities:</i> Basket Funding, Technical Assistance and Direct Funding						
<i>Comp.1.</i> (specify for each sub-component)						
<i>Comp.2.</i>						
<i>Comp.3<sup>4</sup>.</i>						
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 Secondary Education Support Programme is to expand quality secondary education suitable for the need of national development.

In pursuing this objective, the aim is to support the broader priority objective of development in Nepal as stated in the 10th 5-Year Plan: the reduction of poverty by contributing to ensuring the necessary human resources for a long term development and balanced economic growth.

The immediate objectives of the programme, as reflected in the Secondary Education Development Plan, are:

- a) To improve quality and relevance of public secondary education;
- b) To improve access and equity in secondary education, with a particular emphasis on girls, students with disabilities and students from poor and disadvantaged groups and districts;
- c) To develop the institutional capacity and management of central and district education institutions and public secondary schools based upon a decentralised system of planning and management.

## 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

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<sup>4</sup> To include more components please press "enter" and specify component numbers

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 SESP has been designed with three main objectives, namely: (1) improvement in access and equity in secondary education; (2) improvement in the quality and relevance of secondary education; and (3) improvement in the institutional capacity to support a school-focused secondary education system.
<i>Rating<sup>5</sup></i>	a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/>

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<sup>5</sup> 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.

*Assessment*

(1) During a Programme Completion Workshop held on November 19, 2009, a group of senior education sector representatives assessed that the SESP has performed satisfactory in terms of its achievements vis-à-vis the main objectives.

(2) The group pointed to the significant increases in GER (from 60% in 2003 to 80.1% in 2009 for lower secondary level, and from 46.4% in 2003 to 59.5% in 2009 for secondary level). Included with these improvements is a significant increase in the GER for girls which over the same period has increased from 35% to 79% at lower secondary level and to 57.3% for secondary level.

(3) The outreach towards minority groups has also improved over the programme period as revealed by the Dalit enrolment that has improved with 36% in general and with 73% for Dalit girls at lower secondary level and with 52% in general and 65% for Dalit girls at secondary level.

(4) For the Janajati minority, enrolment has increased by 40% in general and with 45% for girls.

(5) The Program Completion Workshop also pointed out that the catching up with the huge back-log of untrained teachers (to achieve that 98.2% of all teachers now are trained) is a significant achievement.

(6) The final report of the Joint Evaluation of the SESP (SESP Evaluation Report) confirms this assessment by stating that GER targets have been achieved and by summarising that the SESP has performed well in terms of creating access to secondary education in general and in particular in terms of reducing the gap between boys and girls (p.24).

(7) The SESP Evaluation Report concludes that following a slow start, the efficiency of the programme improved. The report states that: "The last years of implementation have seen a satisfatroy rates of implementation. Outputs have largely been delivered according to plan, which is a remarkable achievement, considering the conflict and ensuing tensions in Nepal." (p. 65)

(8) Assessing the SESP against the set performance targets, the SESP Evaluation Report finds that the effectiveness of the programme has been satisfactory in terms of improving secondary enrollment and in institutionalising the ASIP planning modality. (p.65)

(9) The SESP Evaluation Report also indicates that in some cases progress has even been impressive, such as in the field of increasing girls enrolment and SLC pass rates. (p.65)

(10) The SESP Evaluation Report points out the increased awareness of the importance of education among parents as a positive impact of the programme

(p.65).

(11) Through the pool funding arrangement, Danida has primarily contributed with funding, followed up by Technical Assistance provisions and a flexible Direct Funding facility aimed at addressing emerging issues and problems that could not be foreseen at the very outset of the annual planning process. The flexibility achieved through the access to Direct Funding (of which half was transferred to the Government Red Book following a Steering Committee decision) has facilitated the testing of new ideas and the facilitation of capacity development activities, including innovations such as the introduction of a 'client satisfaction survey' and "service improvement planning' mechanism, piloted by the NCED.

(12) During the Programme Completion Workshop, senior education sector officials however pointed out that some minor adjustments are needed to improve performance, including:

- improved communication and organisation;
- strategies to better overcome remoteness; and
- more results-oriented systems-level capacity development activities.

#### **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>	The SESP has no objectives particularly related to poverty reduction.
<i>Rating</i>	a <input type="checkbox"/> b <input checked="" type="checkbox"/> c <input type="checkbox"/> d <input type="checkbox"/>
<i>Assessment</i>	<p>Since there was no particular objective regarding poverty reduction, only two points related to the general policy and the linkages between education and poverty reduction shall be mentioned here.</p> <p>(1) In accordance with the Poverty Reduction Strategy Paper and the general policy of the Government of Nepal, the provision of making secondary education available to all who complete primary education is seen as a way of enhancing the human capability of poor groups in particular in so far as they are able to access it; and is assessed to contribute significantly to the awareness of poor people with respect to health (preventive health care) and not least HIV/AIDS awareness and reduced fertility rates.</p> <p>(2) The addition of a vocational stream to secondary education has been assessed to contribute to improve income and consumption levels by providing poorer households opportunity to be better educated, more skilled and to become part of a more productive labour force.</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?*

<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) With the significant increase in GPI to 0.92 combined with the achievements mentioned in section 4.a above, the Programme Completion Workshop assessed that SESP has performed satisfactorily in terms of its gender equality targets. This is supported by the SESP Evaluation Report (p. 26) where it is mentioned that GPI has increased consistently over the period from 2003 to 2008; but also that the target of equal participation still has not been achieved.</p> <p>(2) The SESP's concerns for equal access to education and the application of a gender balanced approach to the provision of physical facilities and a gender balanced school environment reflects that efforts to promote gender equality and equal rights has been integrated with the programme;</p> <p>(3) The Programme Completion Workshop assessed that although the performance warranted a rating of satisfactory, some improvements were needed, in particular in the following areas:</p> <ul style="list-style-type: none"> <li>- increasing the number of female teachers;</li> <li>- improving female representation in SMCs; and</li> <li>- initiating capacity development activities targeted at female managers, so as to increase female representation during and influence on decisions.</li> </ul>

**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?*

Rating	a <input type="checkbox"/> b <input type="checkbox"/> c <input checked="" type="checkbox"/> d <input type="checkbox"/>
Assessment	<p>(1) The SESP had no particular strategies and/or activities aimed at supporting the mainstreaming of environmental sustainability.</p> <p>(2) During the Programme Completion Workshop, senior education sector officials assessed that the SESP was in keeping with the overall national policy framework, sector policies, strategies, procedures and plans with regard to environmental sustainability.</p> <p>(3) However, it was agreed that more could and should be expected from the education sector in terms of preparing future generations to engage in a proactive dialogue and take action to resolve some of the key environmental problems faced by Nepal</p> <p>(4) The group of senior officials rated the SESP's performance in relation to supporting the mainstreaming of environmental sustainability as less than satisfactory, based on the following considerations:</p> <ul style="list-style-type: none"> <li>- there is a need for the Ministry of Education to develop more conceptual clarity in this field, including reviewing the Ministry's role, responsibilities, and long-term goals in terms of contributing to developing the necessary environmental understanding and awareness of environmental issues among the population; and, thereafter, to re-assess what strategies could be applied to achieve these goals;</li> <li>- more could (and must) be done to develop a better understanding and appreciation of environmental issues through school-level activities in order to facilitate behaviour modification among the future generations. This should include efforts to create logical and illustrative links between theory and practice through active locally based field activities, such as water quality testing and analysis of disease patterns, in subjects like chemistry, biology and health, with a view to improve the understanding of how local/global actions have an impact on the local/global environment; and</li> <li>- more should be done to improve coordination between different agencies working with environmental awareness raising, prevention and conservation.</li> </ul>

**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>During the Programme Completion Workshop a group of senior education sector officials assessed that the SESP has performed satisfactorily in terms of its support to the mainstreaming of human rights, democratisation, peoples' participation and good governance. The points below were raised in support of this rating.</p> <p>(1) In as far as the SESP has been designed in accordance with the Government of Nepal's good governance policies and principles in general and in keeping with the decentralisation policy in particular, the SESP has contributed towards mainstreaming efforts of human rights, democratisation, people's participation and good governance.</p> <p>(2) Examples include the efforts to increase school level planning and management capacities in general, but also the efforts to promote community participation in the running of the school and the institutionalisation of good governance values such as transparency and accountability through improved SIP processes and the conduction of financial and social audits.</p> <p>(3) The Education Act already supports inclusion, ensuring equal access through the equal participation of disabled, girls and children from marginalised groups, such as Janajatis etc., and there are plans that during the SSRP period secondary education will be provided free of cost to certain disadvantaged groups such as children from the Karnali zone.</p> <p>(4) In addition, the supporting policy environment means that the upcoming constitution will describe school education as a fundamental right.</p> <p>(5) Human rights, democracy and good governacne has also entered the school curriculum, and is expected to contribute to a positive development.</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.*

<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) During the Programme Completion Workshop a group of senior education sector officials pointed out that:</p> <ul style="list-style-type: none"> <li>- there is no national framework and institution under MoE, dealing with HIV/AIDS issues;</li> <li>- HIV/ADIS has been included in the school level curriculum as well as in non-formal education and teacher training programmes;</li> <li>- there are no other education sector specific initiatives planned or implemented;</li> <li>- Coordination between agencies working for the prevention/mitigation of HIV/AIDS is not good enough.</li> </ul> <p>(2) Based on the above considerations, the group of senior officials rated SESP's performance in this field as being less than satisfactory, and pointed out that improvements are needed in regard to:</p> <ul style="list-style-type: none"> <li>- improved awareness raising activiteis;</li> <li>- establishment of a separate section under MoE to be responsible for addresssing HIV/AIDS concerns and for networking with other concerned agencies and organisations; and</li> <li>- there is a need to train/educate more people within the education sector about HIV/AIDS issues and to provide technical backstopping for and assistance with the dissemination of messages.</li> </ul>

## 5. PROGRAMME/PROJECT RESULTS

<i>One key output for each component<sup>6</sup></i>	<i>Targets defined in programme document</i>	<i>Results achieved</i>	<i>Budget<sup>7</sup></i>	<i>Expenditure</i>
Output/Comp.1				
Output/Comp.2				
Output/Comp.3				
Output/Comp.4				
Output/Comp.5				
Output/Comp.6				
Output/Comp.7				
Output/Comp.8				
Output/Comp.9				
Output/Comp.10				
Output/Comp.11				
Output/Comp.12				
Total (NRS)			9,187,489,000	7,310,999,000

*Effectiveness:* Discuss results compared to targets (focus on major deviations)

*Efficiency:* Discuss results compared to expenditure

<sup>6</sup> If the programme includes more than 7 components, please notify the number of components to the AMG-hotline ([amg@um.dk](mailto:amg@um.dk)) in order to receive an expanded format.

<sup>7</sup> 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.

## 6. CAPACITY DEVELOPMENT<sup>8</sup>

(1) One of the significant achievements over the duration of the EFA and SESP programme period has been the clearance of the huge baglog of untrained teachers. With more than 98% of all teachers now fully trained a necessary, but not sufficient, foundation for improved learning has been laid.

(2) However, as pointed out during the SESP Evaluation, a serious problem is that there is no longitudinal data available to assess the changes in capacity of teachers over the time and to assess the effectiveness of the teacher education interventions. (p.45)

(3) The SESP Evaluation Report concludes that: "The programme has not had an adequate vision and strategy for building the capacity of the implementing partners, but different entities have still received relevant and much appreciated inputs. The overall impression remains, however, that progress on capacity development is limited, and that many of the interventions are either too limited in scope or the effectiveness is diluted by high staff turnover, especially at the district level. Hence, a key lesson learned is that a programme with the scope and ambition of SESP needs to be supported by a strong capacity development plan." (p.66 )

(4) The SESP Evaluation Report further states that: "At the school level. SMCs are an interesting platform on which increased participation and accountability can be built. Current capacity development efforts need to be enhanced to enable SMCs to fulfil its envisaged role." (p.66)

(5) Interviews conducted during the SESP Evaluation showed that the main performance target of the Institutional Capacity development component of SESP, namely developing and institutionalising the capacity to prepare annual strategic plans (ASIP) and annual work plan and budgets (AWPB) has been achieved. (p.52)

(6) Whether other capacity development targets, such as the improvement of daily management and operation of public secondary schools, have been achieved is difficult to assess because no targets and baseline indicators were agreed to from the beginning, and no indicators have been used to track progress over time.

## 7. OUTSTANDING ISSUES

During the Programme Completion Workshop, a group of senior education sector officials found that the following issues are still outstanding:

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<sup>8</sup> 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 \(outputs\) \(www.evaluation.dk\).](#)

(1) The development of a model and system for regular maintenance of the buildings and school-infrastructures established during the SESP (so as to increase the life and value over time of these huge investments) still needs to be developed;

(2) SLC pass rates are still low and repetition rates remain too high, indicating that there is a need to develop and implement better, more systematic and coordinated strategies to address the underlying causes for these weaknesses in system performance;

(3) Strategies, such as performance incentives schemes, aimed at helping/encouraging teachers to use the knowledge and skills acquired during teacher training programmes and professional development courses, still need to be developed;

(3) The move towards value-based education needs to be accelerated and ensured;

(4) The inclusion of aspects of functional and practical life skills in secondary education is still an outstanding issue;

(5) There still is a tremendous capacity gap to be closed in terms of local stakeholders' capacities, including, but not necessarily limited to SMCs, PTAs, RCs, VECs, and DEOs.

In addition to the above outstanding issues, the Programme Completion Workshop pointed out a number of other issues that should be taken into account during the SSRP, including:

- keeping a focus on improving all aspects of quality education, including development of a definition, indicators and ways of tracking developments in the various aspects of quality education;

- designing strategies to eliminate drop-outs and measures to get earlier drop-outs back to school;

- give priority to improve access for the core group of 'hard-to-reach' children;

- further improve the GPI in relation to aspects of access and quality;

- design and carry out suitable school mapping exercises to generate information for effective resource allocation and local school planning;

- increase the number and quality of subject teachers;

- improve coordination and communication between MoE and FOE on teacher training issues;

- review and update the legislation to incorporate and reflect basic education as being grades 1-8 and secondary as being 9-12;

- improve the coherence between government and I/NGOs in general and with regard to programme implementation in particular;

- improve the communication and coordination between line ministries (MoE, MoH, MoSE).

## 8. RISK AND ASSUMPTIONS

(1) The Core Document (p. 123 to 127) describes the SESP as a high risk programme, referring to the general circumstances as well as the poor political and security environment and the weak economy, overall public finances and institutional capacity.

(2) Although it is true that the general circumstances have been less than favourable, the system's ability and desire to implement annual plans has been remarkable with physical and financial progress rates consistently exceeding the ninety percentage mark.

(3) The Core Document mentions that the BPEP programme already has put strong demands on the MoE system as well as MoF and the FCGO system in terms of financial planning and accounting and in terms of building capacity. The limited capacity was seen as a high risk to the successful implementation of planned activities, and perhaps also to the timely and complete reporting on the use of funds made available.

(4) Whereas the system's capacity to implement the agreed annual plans and budgets has been impressive, capacity gaps, frequent staff turnover and organisational bottlenecks have affected the timely delivery of planned results in some of the more technical fields, such as a national curriculum framework, development of new subject curricula and textbooks, development of new teacher training materials, the improvement the quality and efficiency of student assessments and examinations, the establishment of School Assessment Unit in CDC, reorganised DoE, restructured NCED, etc.

(5) Factors contributing to delays in terms of improving the capacity at local levels in general and VDCs, DDCs, and DEC in particular have, as foreseen in the Core Document, included the poor security situation, the limited capacity of the MoE/DoE, the available financial resources, as well as the many competing views on decentralisation, the overall political instability, and issues related to the recruitment, training and retention of staff at lower administrative levels, including VDC secretary posts.

## 9. LESSONS LEARNED

(1) During the Programme Completion Workshop, senior education sector officials pointed out that the following lessons have been learned and need to be reacted to during the

implementation of the SSRP:

- stakeholder involvement in the planning and implementation of activities needs to be improved;
- Co-operation and coordination between implementing agencies need to be improved;
- short-term training should be designed and conducted to address basic needs;
- Continued teacher support is needed, in particular while working on-site;
- Positive discrimination has improved access;
- re-structuring of curriculum support is needed to improve achievements;
- Community contribution has been very significant in relation to school construction in PIDs, indicating that there is ownership and capacity to contribute to improved school infrastructure if cooperation arrangements are in place;
- SLC support materials have been instrumental in increasing SLC pass rates.

## 10. DOCUMENTATION

<i>List all relevant documents<sup>9</sup> prepared during the lifespan of the programme (details in annex).</i>		
<b>Title</b>	<b>Date</b>	<b>Where to be found</b>
<i>1. SESP Core Document</i>	<i>July 2002</i>	<i>All these documents are available in ESAT Website : <a href="http://www.esat.org.np">www.esat.org.np</a></i>
<i>2. Curriculum and Assessment of Secondary Education, Faculty of Education, TU Krtipur</i>	<i>2003</i>	
<i>3. Institution Management and Capacity Building of Secondary Education, Faculty of Education, TU. Krtipur</i>	<i>2003</i>	
<i>4. Supplementary HRD Plan for Secondary Education In NEpal, Danida, Kathmandu</i>	<i>2003</i>	
<i>5. Technical Assistance in</i>	<i>2003</i>	

<sup>9</sup> Documents covering all components must be listed.

