

Ministry of Foreign Affairs

Danida

**APPRAISAL REPORT
SECTOR PROGRAMME SUPPORT DOCUMENT (SUMMARY)**

**BASIC AND PRIMARY EDUCATION PROGRAMME
PHASE II (BPEP II) 1998 - 2002**

Nepal

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information and is for official
use only**

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**Danida
Ministry of Foreign Affairs
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CONTENTS

Map of Nepal	Page
INTRODUCTION	1
1. BACKGROUND	3
2. MAIN RESULTS OF THE DANIDA APPRAISAL	3
3. FUNDING PROCEDURES	6
4. ASSUMPTIONS AND RISKS	8
5. THE NEXT STEPS	10
 ANNEX :	
Sector Programme Support Document (Summary: Basic and Primary Education Sub-Sector Development Programme (BPEP II), 1998-2002	

ABBREVIATIONS

BPEDU	Basic and Primary Education Development Unit
BPEP	Basic and Primary Education Programme
DKK	Danish Kroner
EU	European Union
HMG	His Majesty's Government of Nepal
ILP	Institutional Linkage Programme
JICA	Japan International Cooperation Agency
MOE	Ministry of Education
MOF	Ministry of Finance
MTR	Mid-Term Review
NORAD	Norwegian Agency for Development
NRs	Nepalese Rupees
PAT	Programme Advisory Team
RC	Resource Centre
SPSD	Sector Programme Support Document
SSDP	Sub-Sector Development Programme
UNICEF	United Nation's International Children's Fund
WB	World Bank

Introduction

Danida undertook an appraisal in Nepal from 5 to 12 September 1997 of the Basic and Primary Education Sub-Sector Development Programme, referred to as BPEP II. The appraisal team comprised Mr Knud Mortensen, team leader (education adviser, Danida, Copenhagen) and Mr Olav Rex Christensen (economist, Danish Embassy New Delhi). Mr. Tony Read (textbook consultant) summed up the findings of a textbook survey in reports and other papers, and overlapped with the appraisal mission during the two first days.

The appraisal involved meetings with the Minister of Education, and high-level officials of Ministry of Education (MOE), National Planning Commission and MOF. A number of meetings and consultations were also carried out with representatives of WB, EU, the Finnish Development Cooperation, NORAD, JICA and UNICEF.

The text of the present report is largely identical with the text prepared and discussed during the course of the appraisal mission, and in the final meeting. This meeting was attended by MOE/BPEP leadership officials and representatives of all present and potential donors. The discussion was very thorough and comprehensive. The text was accepted by the MOE/BPEP officials. The donor representatives also indicated general consensus to the text of the paper presented at the meeting, and added their own requirements and concerns. This procedure is in line with the previous agreement that His Majesty's Government (HMG) of Nepal would submit one comprehensive programme support document to all donors for their appraisal. The individual donor agencies would then add their supplementary documentation to the basic HMG document.

The full text of the Danida Sector Programme Support Document thus comprises the following documents:

- A Summary Sector Programme Support Document (SPSD), which includes the specific Danida requirements and modalities for support to BPEP II, and
- Volumes I & II of the Basic and Primary Education Sub-Sector Development Programme (submitted in August 1997 by HMG).

The above mentioned SPSP is annexed to this appraisal report. Volumes I and II are very large and comprehensive documents and are therefore not supplied together with the report.

The Danida team wishes to express its thanks to all officials, advisers and colleagues representing these ministries, offices and donor agencies for the collaboration during the mission.

It needs to be noted that the text of the Appraisal Report does not commit the governments of Nepal and Denmark, and that all proposals and recommendations contained in it are subject to approval of the authorities involved.

1. Background

- 1.1 Since the joint HMG/donor Mid-Term Review (MTR) of BPEP I in January 1996, intensive and very comprehensive preparations for BPEP II, including development of a Master Plan, have taken place in Nepal. The Master Plan, in its final and fully approved version, forms the basis for all subsequent documents, including those submitted to the donors.
- 1.2 During the course of BPEP II the programme components, developed and tested during BPEP I, will be integrated into, or merged with, the regular government system. this will result in a significant change in the implementation strategy of BPEP from a project mode t a sector support programme aiming for achievement of nationwide coverage.
- 1.3 BPEP II coincides largely with the 9th Five-Year National Plan of which it is an integrated part and a declared top priority. BPEP II will thus be expected to result in reform of the education system with marked improvements in the quality of, and access to, basic and primary education, and in institutional and technical capacity building.
- 1.4 Nearly all preparatory missions since the MTR in January 1996 have been undertaken jointly by the donors. However, for various reasons, mostly of a procedural nature, it was not possible for the donors to carry out the appraisal as a joint undertaking. The implications of this situation were discussed in the previous mission in May-June 1997 with the result that Danida would undertake a separate appraisal in early September with the participation of other donors as observers. The same procedure will apply to subsequent pre-appraisal and appraisal missions of other donors. It is believed that this procedure will greatly help to ensure full understanding between HMG authorities and the donors, and full coordination and effective ulitisation of their various inputs and support mechanisms.
- 1.5 During the May-June 1997 mission, it was made a condition for appraisal that Danida would, by mid-August, receive the detailed programme document, endorsed by the HMG authorities involved. This condition was met, thus enabling Danida to undertake a desk appraisal prior to the field appraisal carried out in Nepal, 5-12 September.

2. Main results of the Danida appraisal

- 2.1 The Danida desk appraisal resulted in the acceptance of the document, entitled Basic and Primary Education Sub-Sector Development Programme, 1998-2002 (volumes I and II, with volume II containing 14

component plans. (In the following the document title is abbreviated to SSDP).

- 2.2 The SSDP meets the basic Danida requirements for special focus on social aspects, particularly in regard to poverty reduction through educational provision, and equal access to educational for girls and women.
- 2.3 The acceptance of the SSDP implies that it will constitute the basic conceptual framework and operational guideline for Danida support during the five-year programme period, January 1998- December 2002.
- 2.4 Danida inputs and requirements are indicated in the present Appraisal Report. In line with the process oriented development strategy applied by Danida, further specifications will be worked out and agreed as the needs may arise in future. The government to government agreement will be signed after the formal approval by the Danish authorities of the SPSP.
- 2.5 Both HMG and the donors emphasise the need to give highest priority to quality improvement in BPEP II. Within this context, more specific priority will be given to components related to textbook/educational materials development and distribution, teacher education and upgrading, technical and institutional capacity building, and local empowerment and involvement. These key priorities will therefore also be reflected in the Danida provisions for funding and technical support.
- 2.6 It has become increasingly clear that quality improvement depends to a large degree on availability of pedagogically sound textbooks and other educational materials. Danida wishes to stress, therefore, that there is a particular need to develop activities under Component One (SSDP, Volume I). A survey carried out in preparation for the Appraisal on textbook availability further stressed this need, and led to the proposal for a slightly revised component plan, with an estimated budget increase from US\$ 17 million to approximately US\$ 20.
- 2.7 The total cost of BPEP II is estimated at the equivalent in Nepalese Rupees (NRs) of US\$ 478.4 million with indicative donor grant and loan funding amounting to US\$ 143.6 million (see the SSDP, vol. I, p.41). Danida support for BPEP II is planned on the basis of a total expected funding provision of DKK 300 million, September 1997). (See also cover page of the summary SPSP, included as Annex 1).
- 2.8 Budgeting for the use of Danida funding will need to be divided according to the three categories into which the 14 BPEP II components are divided. These component categories also reflect the main

programme objectives for quality, access and sector institution improvement and development. In accordance with the proposal as formulated in the SSDP, Danida funding will be utilised for investment and development purposes.

- 2.9 The indicative distribution of Danida funding for the three component categories is as follows:

Quality components : 40% (30.3%)

Access components : 40% (64.4%)

Sector institutions : 20% (5.2%)

- 2.10 Figures in brackets, as shown above, indicate the percentage divisions given in the SSDP Programme Cost Summary (vol. I, P.41). the 20% suggested for sector institution development is significantly higher than the SSDP budget allocation. The reason for this is that Danida places a major emphasis on the development of institutional and technical capacity building, and wishes, therefore, to allocate a relatively larger proportion of its funding provision, than is indicated in the SSDP, for this purpose.

- 2.11 Danida support for institutional and technical capacity building includes (I) an Institutional Linkage Programme (ILP), and (ii) funding of the Programme Advisory Team (PAT). These two support areas are explained below:

- There are currently four Danida funded long-term advisers posted to BPEP and one national Programme Officer. They work in four areas: (I) general coordination, (ii) education, (iii) special needs education and (iv) physical planning, construction, rehabilitation and maintenance. The advisers relate to the programme as a whole and do not confine their work to Danida funded components alone. With the expansion of programme activities and coverage in BPEP II it will be necessary to consider how best to expand the capacity of the advisory coordination office, referred to as the PAT office. It is expected that Danida will continue to fund the operation of the PAT office, an dto post long-term advisers to BPEP II¹).
- The ILP is defined as a network of external an national professional institutions working together to build up the necessary technical capacities in Nepal. On a limited scale, the ILP has gradually begun to operate with Danida funding during the last two years of BPEP I. In the expanded future ILP, the national institutions would include the MOE itself and the

¹ It should be noted that the cost of posting of long-term advisers is separate from, or additional to, the general funding provision for BPEP II.

decentralised educational bodies, as well as the technical support institutions (National Centre for Educational Development, Curriculum Development Centre, Distance Education Unit, Faculty of Education and possibly others). It still needs to be decided how many of these institutions will be directly involved in the ILP funded by Danida. Royal Danish School of Educational Studies (RDSSES) has been identified as a key external institutional to provide overall coordination between external institutions and specific professional inputs in its selected areas of specialisation.

- 2.12 Danida funding will be provided with the view of supporting BPEP II in its totality, and in a flexible manner. There will, however, need to be a degree of earmarking in the use of Danida funds to reflect the relative prioritisation of the three main component categories as indicated in paragraph 2.9 above.
- 2.13 It will also be necessary to allocate more precisely budgeted funding for three specific purposes:
- (i) financing of the ILP programme (of which part of the funds will be used outside of Nepal),
 - (ii) establishment of a professional publishing unit, and
 - (iii) the operation of the PAT office
- 2.14 It will also be necessary to allocate more precisely budgeted funding for three specific purpose:
- (i) The publishing unit, mentioned above, would have to be made operational, and the staff trained, at an early stage in 1998 to ensure the best possible basis for larger-scale production and distribution of good quality textbooks (both in terms of pedagogical content and physical durability).
 - (ii) Testing of different textbook distribution systems which can replace the current exceedingly complicated reimbursement system. In this regard steps have already been taken in the autumn of 1997 (with Danida funding) to work out the distribution models to be tested, and to undertake the actual testing as early as possible in 1998.

3. Funding procedures

- 3.1 The flexibility in the use of Danida funding, mentioned in paragraph 2.12, applies mainly to the planning stages. Once the annual plans of

action are finally budgeted and mutually agreed they will be used as monitoring, reporting and review instruments, and changes would only be possible where there are very compelling reasons for them. This is an already established procedure in BPEP which has functioned efficiently and effectively for a long time, and should be continued as long as the present BPEP set-up exists, and presumably also during the transition period of the merging of BPEP with the MOE, and the establishment, in connection with the merger, of the Basic and Primary Education Development Unit (BPEDU). (For further information on the BPEDU, see the organizational charts, annexed to the summary SSDP, and Volume I of the SSDP).

- 3.2 The system of developing and implementing budgeted action plans is expected to increasingly involve a two-way mechanism to ensure both local, district and central participation. The effectiveness of this process will need to be carefully assessed during the course of the first years of BPEP II. The same applies to the usefulness of the budgeted action plans as review and monitoring instruments.
- 3.3 There is a need for a comparatively high degree of flexibility in the use of Danida funding during the first half of 1998 until the full amount of donor contributions is known and a detailed budget, combining HMG and donor financial inputs, for the fiscal year 1998/99 can be worked out. It is expected that this can take place during the spring of 1998. The use of Danida funds during this period will be combined with the WB/IDA funding under the current loan for BPEP I which is continuing until mid-1998.
- 3.4 Direct funding, defined as BPEP's capability of quick and flexible access to financing, will need to be retained for some time. With regard to direct Danida funding, it is proposed that the present procedure be continued into fiscal year 1998/99 to ensure that the BPEP management can respond quickly and flexibly to the needs for hiring of national consultants and undertaking of surveys and studies and other activities of a similar nature.
- 3.5 There is a need to clarify the term, 'direct funding', and to reach agreement between all partners to BPEP II on how to apply this mechanism in practical terms. In developing guidelines and procedures in this respect, it must be ensured that the BPEP management, and the future BPEDU can retain the present facility for flexible and quick access to financing.
- 3.6 Danida fully supports the proposal in the SSDP that donors will need to adopt a uniform approach to budgeting, accountancy, channelling and auditing of funds based on, and compatible with, established HMG

procedures. This applies both to funding for central activities and to operations at district and local levels.

- 3.7 Procedural requirements specifically relating to Danida funding will be worked out in detail in the nearest possible future, applying the mechanism mentioned in paragraph 3.6 above.

4. Assumptions and risks

- 4.1 Both the Danida SPSD summary and, in particular, the full volumes of the SSDP address in detail a number of issues of critical importance to development and implementation of BPEP II. These were further discussed during the appraisal mission and placed in the context of programme assumptions and risks. The key issues in this respect are briefly indicated below.

- 4.2 Sustainability: It will be necessary to make a distinction between (i) technical sustainability, (ii) structural sustainability, and (iii) financial sustainability:

- As mentioned earlier, Danida will give particularly high priority to technical capacity building as this is seen as the most critical prerequisite for achievement of programme sustainability both in the medium and long term.
- There are many complex and critically important issues, and potential risks, associated with achievement of structural sustainability, especially as these relate to the ongoing decentralization process and devolution of decision-making and implementation capabilities. Also the future effective functioning of the restructured MOE, defined as a technical support ministry, is a vitally important prerequisite for ensuring decentralised development and adaptation of the national education system to local circumstances.
- Financial sustainability is likely to take a very long time to achieve. It needs to be carefully analysed which components may be fully HMG funded after the end of BPEP II, and thus have achieved financial sustainability, and which of them will continue to require donor funding, possibly in a full five-year follow-on phase after 2002.

- 4.3 Availability of Financing for BPEP II: There is a risk that donor funding may not be available on the budgeted scale (US\$ 143.6 million). In the

event donor funding will be considerably less than planned for, it will be necessary to revisit the component plans with the view to identify those elements which will need to be given the absolute highest priority. The SSDP points (in Volume I, P.47) to the risk connected with the macro economic development and its implications for the financing of BPEP II. The assumption is that the national economy will grow at the rate of 6.5% per annum with 15% of the total HMG expenditures allocated to education, out of which 55% will be used for primary and basic education. Much can be gained with the anticipated improvements in internal efficiency and other improvements; but it is still too early to more precisely assess to which degree these savings are achievable on the scale envisaged.

- 4.4 Merging of BPEP and restructuring of MOE: The appraisal mission was informed that the restructuring of the MOE has been decided, and the first steps in this regard have been taken. This process would therefore be expected to be completed soon. BPEP will then gradually begin to be merged with the MOE structure, and be redefined as the BPEDU. The implementation plan of the SSDP indicates that BPEDU should cease to exist by 2001. This assumption would need to be reassessed for at least two reasons: (i) there will continue to be a need for a flexible capacity in MOE to develop new educational materials and test them, and to carry out other innovative activities before they are applied nationwide; and (ii) the donors are likely to need to continue to use the BPEDU as their common entry point to the education system also beyond 2001. It is proposed, therefore, that the discontinuation of BPEDU should be less determined, and that it should be assessed in relation to the two needs pointed out above, with the view to continuing the Unit, possibly as a permanent feature of the MOE, or, alternatively, as an integral facility, or function, within the new Primary Education Department itself.
- 4.5 Staff stability: The policy of staff rotation involves a serious risk to the achievement of sustainability. It is strongly recommended that this policy be carefully assessed with the view to making professional staffing in key positions much more permanent. The Resource Persons, posted to the local Resource Centres (RCs), are an example of this: the criteria for their recruitment would need to be revised, and their posting to a RC should not be less than two years. Similar issues apply to several other professional and administrative staff categories.
- 4.6 The RC structure: The SSDP assumes that this structure will be expanded to cover all 75 districts at the end of BPEP II. It needs to be borne in mind, however, that the RC structure must necessarily be adapted to the very different demographic and topographic circumstances in the districts. This issue is mentioned in the relevant

Component Plan, but needs to be more strongly emphasised and specified.

5. The next steps

- 5.1 Planning and implementation of BPEP II is a continuous developmental process. This is especially true of donor involvement in the process. Developments since August 1996, when the first mission in preparation for BPEP II took place, have clearly evidenced the interest of new donors to support the programme in future. It must be realised, however, that since some donors have joined the preparation missions only recently, it will take some time for them to finalise all the procedural requirements before a decision can be taken to invest in the programme. Plans for supporting BPEP II will therefore, as indicated earlier, need to be flexible enough to accommodate new donors at different stages of the implementation process.
- 5.2 It is the plan that Danida will participate as observer in the major forthcoming pre-appraisal and appraisal missions undertaken by other donors. This provides an effective opportunity to gradually develop more detailed planning for coordination of donor support and combined utilisation of available funding.
- 5.3 Provided most major donors have decided their respective inputs for support to BPEP II during the first months of 1998, it is expected that a detailed, budgeted action plan can be worked out and agreed to by all partners to BPEP II in time for inclusion in the national budget for fiscal year 1998/99. This may require the arrangement of a joint planning workshop at an early stage in 1998 with the participation of HMG and donor representatives, if possibly and feasible in connection with an already agreed appraisal mission.
- 5.4 As the availability of financing begins to be more clear, the percentage distribution of Danida funds will need to be more precisely specified. It is expected that the overall 40-40-20 percentage distribution can be retained. Further detailing within each component category will, however, be necessary, in regard to use of Danida funds for specific components (for example, for teacher training; curriculum and textbook development; and physical planning, construction, rehabilitation and maintenance). The first concrete action in this respect would be expected to be taken during joint mission, or workshops, as implied in the preceding paragraphs.
- 5.5 In Denmark, the approval, first, by the Board of Danida and then the Parliamentary Appropriation Committee must be obtained before the

support for BPEP II an become effective. It is the plan to ensure that this procedure is finalised in time for the Danida support to begin in January 1998 to coincide with the start of BPEP II.

ANNEX

Ministry of Foreign Affairs

Danida

**SECTOR PROGRAMME SUPPORT DOCUMENT
(SUMMARY)**

**BASIC AND PRIMARY EDUCATION SUB-SECTOR
DEVELOPMENT PROGRAMME (BPEP II)
1998 - 2002**

Nepal

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Danida Ref. No. 104. Nepal. 23

**Danida
Ministry of Foreign Affairs
Asiatisk Plads 2
DK- 1448 Copenhagen K
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September 1997

COVER PAGE

Country	: Nepal	Sector: Education
Title	: Basic and Primary Education Sub-Sector Development Programme (BPEP II)	
National Agency	: Ministry of Education	
Duration	: Dive years, 1998 -2002	
Starting Date	: January 1998	
Budget Frame	: <u>National and foreign:</u> NRs 27, 412.9 million (US\$ 478.4 million) <u>Foreign:</u> NRs 8, 230.4 million (US\$ 143.6 million) <u>Danish contribution:</u> DKK 300 million (US\$ 44.1 million at exchange rate 1:6.8, September 1997)	

Description :

BPEP II is a comprehensive, national programme designed to reform education at basic and primary levels through implementation of 14 key component plans, addressing both formal and nonformal education for school age children, youth and adults. The programme draws on the experiences of the first phase, 1992-97, referred to as BPEP I.

BPEP II aims to (i) improve the quality of education through such components as textbook provision, teacher education and local Resource Centre development, (ii) ensure equity in access to education irrespective of sex and origin, and (iii) strengthen institutional and technical capacities at central and decentralised levels with participatory involvement of local bodies in planning and decision-making processes.

BPEP II is a key priority in Nepal's 9th Five-year National Development Plan and will, when fully implemented, constitute the national, reformed basic and primary education system. As an integral part of the national development strategy, the reformed basic and primary education system will be expected to help alleviate poverty and ensure the human resources necessary for development and economic growth.

The planned expenditure for education in the national budget during the course of the 9th Five-year plan is 15%, of which 55% will be allocated to basic and

primary education. The full amount of donor commitments is expected to be known by mid-1998, allowing for development of agreed, budgeted action plans for implementation.

The degree to which sustainability can be achieved, and hence the need for continued assistance in a follow-on phase after 2002, will be carefully assessed during BPEP II, using the indicators of progress specified in the programme documents.

Contents

Map of Nepal
Basic Data

Page

I

1. INTRODUCTION	1
2. EXECUTIVE SUMMARY	3
INTRODUCTION.....	3
KEY ISSUES TO BE ADDRESSED IN BPEP II	4
SUB-SECTOR GOALS [DEVELOPMENT OBJECTIVE]	4
IMMEDIATE OBJECTIVES	5
THE FOURTEEN COMPONENTS	5
QUALITY RELATED COMPONENTS (US\$ 58.4 MILLION Rs.334.8 CRORES)	6
ACCESS AND PARTICIPATION RELATED COMPONENTS (US\$ 124.1, Rs.711.3 CRORES).....	7
COMPONENTS FOR STRENGTHENING SECTOR INSTITUTIONS (US\$ 10.1 MILLION; Rs. 57.8).....	8
FINANCING OF THE BPE PROGRAMME.....	9
ANTICIPATED BENEFITS AND RISKS	10
MANAGEMENT AND ORGANIZATION	10
STAKEHOLDER PARTICIPATION.....	11
DONOR CO-ORDINATION.....	12
PHASING.....	12
3. OBJECTIVES	13
SUB-SECTOR GOALS	13
IMMEDIATE OBJECTIVES	13
BPEP II COMPONENT.....	14
4. PROGRAMME COSTS	16
COST SUMMARY.....	16
5. DANIDA PRIORITIES AND FUNDING	18
PRIORITIES AND FUNDING DISTRIBUTION.....	18
FUNDING PROCEDURES	20
ACCOUNTING AND AUDITING.....	21
6. TECHNICAL SUPPORT	23
7. AREAS OF UNCERTAINTIES AND RISKS	25
8. MONITORING, REVIEWS AND EVALUATION	28
9. APPROXIMATE IMPLEMENTATION SCHEDULE	30
10. SCHEDULE OF DANIDA SUPPORT	32
Annex 1 : Programme Cost Summary (1998 - 2002)	
Annex 2 : Organizational Charts (a) (b) (c)	
Annex 3 : Phasing Of BPE Activities	

ABBREVIATIONS

BPE	Basic and Primary Education
BPEP I	Basic and Primary Education Project, Phase I
BPEP II	Basic and Primary Education Project, Phase II
BPEDU	Basic and Primary Education Development Unit
CDC	Curriculum Development Centre
Danida	Danish International Development Assistance
DKK	Danish Kroner
ECD	Early Childhood Development
EU	European Union
FOE	Faculty of Education
GER	Gross Enrolment Ratio
HMG	His Majesty's Government
IDA	International Development Association
JICA	Japanese International Cooperation Agency
MOE	Ministry of Education
MOF	Ministry of Finance
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NORAD	Norwegian Agency for Development
NRs	Nepalese Rupees
PMIS	Project Management Information System
SSDP	Sub-Sector Development Programme
SPS	Sector Programme Support (Document)
SMC	School Management Committee
Unicef	United Nations Children's Fund
VDC	Village Development Committee

NEPAL
BASIC AND PRIMARY EDUCATION PROGRAMME
BASIC DATA

Population and literacy rate: 1/

Official Estimate (1996)	21.1 million
Of which age group 6-10	2.9 million
Average annual rate of pop. Growth (1991-96)	2.7
Literacy rate, 1991 (6 years and above)	40
Male	55
Female	25
Adult literacy rate, 1991 (15 years and above)	
Male	48
Female	17
GNP per capita (US\$), 1997 /2	200

Enrolment, Number of Institutions and Teachers (1995): 3/

Primary and Secondary Programmes

			Enrolment (in Thousand)			
			Total	Male	Female	%Female
Number of Schools						
Primary (1-5)	21,473	Primary	3,263.10	1,961.50	1,301.60	39.9
Lower Secondary (6-8)	5,041	Lower Sec	726.3	461.3	265	36.5
Secondary (9-10)	2,654	Secondary	290.1	189.9	100.2	34.5
Total (1-10)*	21,692	Total	4,279.50	2,612.70	1,666.80	38.9

Teachers:	Total Teachers			Total Trained Teachers		
	Total	Female	%Female	Total	Female	%Female
Primary (1-5)	82,645	15,885	19.2	35,057	5,787	16.5
Lower Sec. (6-8)	16,821	2,285	13.6	5,438	779	14.3
Secondary (9-10)	14,585	1,248	8.6	6,491	624	9.6
Total (1-10)	114,051	19,418	17	46,986	7,190	15.3

	Gross Enrolment Ratio		
	Total	Boys	Girls
Primary (1-5)	114.1	132.7	94.2
Lower Sec. (6-8)	47.9	58.9	36.2
Secondary (9-10)	31.6	40.2	22.4

Promotion, Repetition and Dropout Rates in % (1994)

	Total			Girls		
	Promotion	Repetition	Dropout	Promotion	Repetition	Dropout
Grade 1	37.6	41.9	20.5	37	40.5	22.5
Grade 2	70.1	18.9	11	71.1	19.1	9.8
Grade 3	77.3	17	5.7	77.8	15.8	6.6
Grade 4	73.2	16.9	9.9	75.4	16.9	7.7
Grade 5	67	17.4	15.9	66.8	16.8	16.4

Selected ratios (primary)

Student/Teacher ratio :39	Student/School ratio:	152
Teacher/School ratio: 4	Average Class Size:	35
Internal Efficiency %: 43	Cycle completion Rate%	39

Private Education

	Primary	Low Sec.	Secondary	Total
Number of Schools	3,077	2,417	1,370	5,185
Enrolment	250,681	144,123	103,396	498,200
Teachers	10,464	4,444	4,701	19,609

Higher Secondary Education, 1995/96

Number of schools	231
Number of students	15611

Higher and University Level Education

Colleges and University, 1995/96

Number of total universities	6
TU and affiliated campuses	196
Number of students	99115

Literacy**

	1992/93	1993/94	1994/95	1995/96	Total
No. of participant (000)	2001	220	385	550	1330
No. of Graduates (000)	107	145	269	413	934

Sectorswise distribution of education budget allocation (in current price): 3/

(Nrs. in million)

Categories \Fiscal Year ***	1992/93	1993/94	1994/95	1995/96	1996/97
Basic and primary education	2001	2384	2842	3740	4275
Secondary and Technical education	784	966	1143	1470	1886
Higher Education	1245	969	1235	1240	1439
Others	398	353	444	630	160
Total	4428	4672	5664	7080	7760

Revised estimate

Sector shares (in current prices) : 4

(Nrs. in million)

Sectories\Fiscal Year	1992/93	1993/94	1994/95	1995/96	1996/97 #
Actual govt. expenditure	30,898.00	35,597.00	39,060.00	46,542.40	51,168.00
Actual Education expenditure	4,150.20	4,564.00	5,065.40	6,013.10	7,121.00
Nominal GDP at producers price	165,262.00	191,540.00	210,138.00	239,443.00	270,331.00
Proportion spent on education of					
Total Budget	13.4	13.6	13	12.9	13.9
GDP	2.5	2.4	2.4	2.5	2.6

Revised estimate

1/ Population Census, 1991, CBS

2/ World Development Report, 1996

3/ Educational Statistics of Nepal, MOE: Various publications

4/ Economic Survey, 1996-1997, Ministry fo Finance

* Many school comprise several levels so that number of units is not a simple aggregate

**National Council for Non Formal Education, Kathmandu, Nepal

*** BPEP Master Plan (1997-2002) page 229

Source: otherwise mentioned data are based on Statistics and Computer Section, MOE.

1. INTRODUCTION

- 1.1 In August 1997 His Majesty's Government (HMG) of Nepal submitted to Danida (and other present and potential donors) a comprehensive document entitled, Basic and Primary Education Sub-Sector Development Programme, 1998-2002, (Volumes I and II), with Volume II containing 14 component plans. (In the following the document title is abbreviated to SSDP). The SSDP provides the basic guidelines for national basic and primary education (BPE) development, referred to as BPEP II, during Nepal's 9th five-year Development Plan, 1997-2002.
- 1.2 Danida undertook an appraisal of BPEP II in September 1997 on basis of the SSDP, as well as other documents, particularly the Basic and Primary Education Master Plan, 1997-2002 (MOE/HMG, May 15, 1997), Social Assessment of Educationally Disadvantaged Groups (July 1997) and National Achievement Level of Grade 3 Students (July 1997).
- 1.3 Prior to the appraisal, starting with the Mid-Term Review in January 1996, a considerable number of joint donor missions had been carried out in Nepal to closely follow and monitor progress of preparations for BPEP II.
- 1.4 These preparatory mission and, in particular, the availability of the above mentioned comprehensive documentation provided a solid foundations for the appraisal, and for the subsequent decision by Danida to support BPEP II.
- 1.5 The SSDP meets the basic Danida requirements in development assistance for a strong focus on social aspects with special attention to poverty reduction through educational provision, and equity in access to education for girls and women and disadvantaged groups.
- 1.6 The SSDP is thus also accepted as the core of the Danida sector programme support (SPS) Document.
- 1.7 The present summary version of the Danida SPS document has been prepared for the purpose of providing a quick overview of the basic for BPEP II and the key strategies for its development and implemented. It

includes four sections directly quoted from the SSDP: Executive summary, objectives, programme costs, and Approximate Implementation Schedule, and three Annexes. The summary Danida SPS Document also includes specially prepared sections which mainly address issues, inputs and requirements relating to Danida support. Different type characters have been used in the text of the document to make it easier to distinguish between these sections.

1.8 The complete Danida SPS Document for support to BPEP II, January 1998 - December 2002, is therefore a set of documents which includes the following:

1. The summary Danida SPS Document,
2. The Basic and Primary Education Sub-Sector Development Programme, Volume I, and
3. Volume II: Component Plans

1.9 Danida inputs and requirements relating to technical and funding provisions are specified in relatively broad and flexible terms in the summary SPS Document. The reason for this is that the overall donor funding frame for BPEP II was not known at the time of Danida appraisal. It was decided, therefore, that once the other donors had finalised their appraisals and specified their respective funding inputs to BPEP II, more precise budgeted action plans will be prepared. This process will need to be finalised in time for the donor funding to be reflected in the HMG financing for BPEP II in fiscal year July 1998 - June 1999.

2. EXECUTIVE SUMMARY

Introduction

- 2.1 The Basic and Primary Education Project, which has been implemented since 1992 with multi-donor funds, will complete its first phase by the end of 1997. In the next five-year phase (1998-2002), it is conceived as a sub-sector context. This sub-sector Development Programme document addresses the full set of sub-sector issues and reflects the needs, objectives and priorities of the Government of Nepal within the basic and primary Education sub-sector.
- 2.2 The implementation of Phase II of the Basic and Primary Education Programme (BPEP II) will coincide with the Ninth Plan period (1997-2002). The Ninth Plan emphasizes the gradual introduction of Compulsory Primary Education and the launching of National Literacy Campaigns with the involvement of national and international agencies, local bodies and communities, as a strategy for achieving the Education for All goals. It stresses the need to improve the quality of education as well as enhance internal and external efficiency by reducing educational wastage.
- 2.3 The Government has launched a number of educational interventions since 1971 to expand basic education in the country. Building on the experiences of the Seti Education for Rural Development Project and the Primary Education Project initiated in the early 1980s, BPEP I was launched in 1992. It presently [1997] covers 40 districts of the country. As a result of these efforts, significant gains have been made in expanding access to basic and primary education in the country. In 1995, the total enrollment in primary schools was 3.3 million, as against 2.9 million in 1991. The Gross Enrollment Ratio (GER) and Net Enrollment Ratio (NER) are estimated to be 114% and 68% respectively. However, according to 1995 statistics, less than 56% of school-going age girls attended primary schools. Of the total primary enrollment 39.9% were girls.

Key Issues to be Addressed in BPEP II

- 2.4 BPEP II is designed to address the following key issues in sub-sector efficiency and effectiveness: (a) low participation of girls and children from disadvantaged/special focus groups, (b) low internal efficiency and low cycle completion rates, (c) low levels of learning achievement, (d) inequities in terms of gender, ethnicity and remoteness, and (e) institutional constraints, as displayed by inadequate financing and limited management capacity at the national, district and school levels.
- 2.5 A number of lessons learned from the experiences of BPEP I and other educational projects during the last decade have been incorporated into the plans for Phase II. First, that integrated education development programme with a coherent strategy has to be launched to address inter-related constraints on the availability and quality of basic education. Second, to attain financial and institutional sustainability, a decentralized management structure giving greater autonomy to schools should be adopted. Third, the nationwide implementation of BPE activities can be achieved through institutionalization of successful activities, with provision for testing and trial of educational innovations. Fourth, NGOs local communities and local bodies must be involved for successful delivery of educational services. Finally, for effective implementation of programme activities, a strong management system with annual programming, periodic monitoring, annual reviews and an in-built educational information system is needed.

Sub-Sector Goals [development objective]

- 2.6 The overall goal of the sub-sector programme is to contribute to alleviate poverty by increasing economic productivity, health and sanitation practices and community awareness on development issues. The major thrust of BPEP II is to improve the quality of primary education, increase access to basic and primary education and strengthen management efficiency. The goals for basic and primary education, in order of priority, are to : (a) improve learning achievements of students, (b) increase completion rates through the primary cycle, (c) increase

participation of girls and children from disadvantaged groups, and (d) improve adult literacy rates.

- 2.7 BPEP II intends to: (a) raise the learning achievement of students from the present level of average test scores of below 50% to 70% for Grade III and V students, (b) increase primary cycle completion rates from 39% to 62% , (c) raise the participation of girls and disadvantaged children as reflected in a GER of 100 for girls, and (d) increase the literacy rate to 70% (that is, 80% for males and 60% for females). A coherent strategy will be pursued to achieve these goals.

Immediate Objectives

- 2.8 The immediate objectives of BPEP II are to: (a) improve classroom teaching practices, (b) improve student assessment and provide increased learning support, (c) improve the accountability of headmasters, teachers and Resource Persons to the community and government, (d) promote effective community-based early childhood development, (e) increase access for, and demand from, girls and disadvantaged children to participate in primary education, (f) increase access for, and demand from adults and especially women, to participate in adult/women's education programmes (g) improve physical learning atmosphere of schools, and (h) achieve comprehensive and consistent policy and operational efficiency in the management of basic and primary education. As envisaged by the Ninth Plan, the programme will adopt compulsory primary education and national literacy campaign as major strategies to achieve the above goals.

The Fourteen Components

- 2.9 BPEP II will implement 14 components to achieve these sub-sector goals and objectives. These components are grouped into three categories namely: (a) quality related components, (b) access and participation related components, and (c) components for strengthening sector institutions. A brief summary of these components follows:

Quality Related components (US\$ 58.4 million Rs.334.8 crores)

- 2.10 Curriculum and Textbook Development and Distribution (US\$ 17.0 million; Rs.97.6 crores). Programme activities under this component will result in the: (a) renewal of the primary curriculum and textbooks, (b) local adaptation of curriculum materials by the teachers, and (c) a more efficient and equitable system of textbook distribution. By 2002, the revised textbooks and other materials will be introduced in all primary grades nationwide.
- 2.11 Student Assessment (US\$ 2.6 million; Rs.14.9 crores). Programme activities under this component will result in the : (a) evolution of a continuous assessment system to monitor learning progress of students (b) local adaptation of curriculum materials by the teachers, and (c) a more efficient and equitable system of textbook distribution. By 2002, the revised textbooks and other materials will be introduced in all primary grades nationwide.
- 2.12 Teacher Training (US\$ 18.1 million; Rs.103.6 crores) Activities under this component will result in: (a) the provision of Resource Centre-based annual recurrent training for all primary teachers, (b) training focused on improved classroom practices utilizing child-centred and active learning based instruction, (c) the first module of 2.5 month training being provided to 35,000 untrained primary school teachers, (d) mandatory pre-service teacher training to become a primary school teacher, and (e) establishment of an accreditation system through the introduction of a teacher examination system.
- 2.13 Resource Centre Development (US\$ 11.3 million; Rs.64.5 crores). Programme activities under this component will result in: (a) expansion of the primary school cluster and Resource Centre system throughout the country, (b) increased provision of recurrent training, on-site professional support and supervision services to teachers, (c) increased co-ordination of BPEP activities through initiation of planning, programming and implementation at the cluster level, (d) integration of the Resource Centre system into the overall structure of educational management. The RPs will be enlisted from among secondary school teachers with adequate exposure in primary teaching. The government will create an additional teacher post of secondary level in each cluster

so that appointment of the RP from the teaching cadre will not disrupt teaching in schools. By 2002, clustering programme will be extended nationwide by establishing and staffing additional 662 Resource Centres and developing 75 lead Resource Centres. As a quality improvement strategy a school improvement grants scheme will be introduced in selected clusters and schools.

- 2.14 Early Childhood Developments (US\$ 9.4 million; Rs.54.1 crores) Programme activities under this component will result in: (a) establishment of a clear policy on ECD to promote total child development, (b) increased provision of ECD classes for 3-5 years old children. ECD activities will be implemented nationwide with community support. The government will provide technical support to selected ECD classes. In addition, initial establishment support will be provided to 10,000 community based ECD classes in 25 districts.

Access and Participation Related Components (US\$ 124.1, Rs.711.3 Crores)

- 2.15 Quality-Focused Civil Works (US\$ 39.6 million; Rs.227.0 Crores) Programme activities under this component will result in: (a) expansion of access to primary education with an improved physical learning environment in classrooms, (b) increased responsibilities and capabilities of local communities and teachers in school maintenance and the regular upkeep of schools.
- 2.16 Non-formal Education (US\$31.5 million; Rs.180.6 crores) Programme activities under this component will result in: (a) provision of basic education to illiterate adults, especially women and disadvantaged community groups, to achieve a literacy rate of 70% (80% male and 60% female) (b) outreach to primary -school-age children, especially girls and children from special focus groups (c) provision of post-literacy activities materials to strengthen the literacy skills of the newly literate.
- 2.17 Education of Girls (US\$ 32.0 million; Rs.183.3 crores) Programme activities under this component will result in: (a) the recruitment and

presence of at least one female teacher in each primary school, (b) increased participation, retention and achievement levels of girls.

- 2.18 Education of Special Focus Groups/Disadvantaged Children (US\$7.6 million; Rs. 43.6 crores) Programme activities under this component will result in : (a) the recruitment and presence of teachers belonging to disadvantaged communities, (b) increased participation, retention and achievement levels of children from disadvantaged groups.
- 2.19 Special Education (US\$ 8.7 million; Rs. 49.9 crores) Programme activities under this component will result in : (a) increased provision of inclusive education for children with disabilities (b) increased awareness about the developmental needs of children with disabilities among teachers, parents, students and community members, and (c) provision of education to children with special needs who cannot attend normal classrooms.
- 2.20 Community Mobilization (US\$ 4.7 million; Rs. 26.9 crores) Programme activities under this component will result in : (a) more effective information provision and feedback to communities on opportunities for BPE and on school management issues, (b) increased preparedness of communities to support BPE programmes, (c) increased participation of communities, local bodies and NGOs in BPE related activities.

Components for Strengthening Sector Institutions (US\$ 10. 1 million; Rs. 57.8)

- 2.21 Technical Capacity Building (US\$ 5.7 million, Rs.32.8). Programme activities under this component will result in: (a) building national institutional capacity to plan, manage, implement, monitor and evaluate BPEP activities, (b) building district and cluster level institutional capacity to plan, manage, implement and monitor BPE activities at the decentralized level, (c) strengthening of schools/community organization to enable them to plan and manage primary school and Non-formal education centres as well as generate and manage resources/funds.

- 2.22 Educational Management Information System [EMIS] (US\$ 2.4 million; Rs.13.5 crores). Programme activities under this component will result in: (a) timely supply of reliable and relevant education data, (b) increased use of educational data at all levels of decision-making.
- 2.23 Programme Management and Reform (US\$ 2.0; Rs.11.6 crores). Activities under this component will result in: (a) institutionalization of BPE components into the MOE and its decentralized structure, (b) devolution of most BPE activities to district and cluster levels, (c) increased civil works management capability of districts, (d) increased availability of accurate and up-to-date information on progress in physical implementation compared to plans, expenditures and disbursements.

Financing of the BPE Programme

- 2.24 It is calculated that Rs. 2741 crores or US\$ 478.4 million will be required over the five years of the programme (development and regular). Total development cost (including contingencies) required to implement 14 BPE components is estimated to be Rs.159 crore or US\$ 202 million which constitutes 42.2% of the programme cost. About 22 per cent will be for investment costs, with the balance constituting recurrent expenditures. It is anticipated that 30 per cent of this total - US \$ 143.6 million over five years - will be financed through grant aid and concessional loans with the balance borne by Government. Thus, foreign financing will cover nearly 71 per cent of funding primarily for investment costs. It is intended to utilise foreign funding primarily for investment costs and, in particular, for those items which include the highest foreign exchange component.
- 2.25 The availability of financing for the programme is estimated on the basis of four assumptions: (I) real GDP growth will average 6.5% per year; II) government revenue growth will average 6.5% in constant prices; III) the sector share allocated to education will be increased to 15 per cent of total expenditure; and iv) 55 per cent of the education sector budget will be allocated to basic and primary education. The potential donors identified for Phase II are Danida, IDA, EU, Finnish Development

cooperation, NORAD, UNICEF and JICA. [A table of total costing estimates is included as Annex 1]

Anticipated Benefits and Risks

- 2.26 The programme will create a more efficient delivery system and improve the instructional process at primary level. It will, thus, contribute to increasing the quality of instruction and learning achievement for 3.3 million children attending government aided primary schools in the country, of which 43% will be girls.
- 2.27 The availability of budget for the basic and primary education sub-sector is estimated on the assumption that the economy will grow at the rate 6.5% per annum and allocations to education will be 15% of the total government expenditure, Should the performance of the economy fall short of anticipated growth, under-financing of basic and primary education is likely to occur. Under these circumstances, the government may not be able to meet the counterpart funding. Similarly, the plan assumes that there will be savings as a result of improvements in dropouts and repetition rates. Failure to achieve the targeted efficiency rate will not yield savings and there will be shortage of funds to finance additional enrollment anticipated by the programme.

Management and Organization

- 2.28 In order to provide an effective organisational structure for the management of the basic and primary education sub-sector, the overall structure of the Ministry of Education will be reorganized. At the central level, there will be three categories of institutions within the MOE, namely Divisions (Planning, Educational Administration, and General Administration), Departments/Centres (Primary, Secondary Education and Non-formal Education) and technical institutions (Curriculum Development Centre, National Centre for Educational Development, Distance Education Centre and Office of the Controller of Examinations). Each of these institutions will be headed by Joint Secretary level (Gazetted Class I) officers. The Secretary of Education will provide overall co-ordination among these institutions. The

Divisions will be mainly responsible for policy-making, whereas the technical institutions will carry out technical functions such as teacher training and curriculum and textbook development. The Department of Primary Education and the Non-formal Education Development Centre will be responsible for implementation in their respective areas. An integrated system of programme monitoring and evaluation will be designed and used to obtain information on progress towards the overall objectives of the programme. The PMIS and EMIS will be made operational to these ends. [The future organizational structures referred to above are shown in Annex 2].

- 2.29 BPEP II is planned to be implemented within the organizational framework of MOE with a decentralized strategy. To this end, new institutions will have to be created, staffed and strengthened along with some restructuring of the MOE institutions. The programme will suffer seriously if timely measures are not taken to enable the institutions from the central to the local level to plan, manage, implement and monitor the basic and primary education components and activities. In addition the programme faces the risks of slackness and inefficiency due to staff turnover, delays in filling of posts and loss of trained persons resulting mainly from frequent policy changes and instability in government. BPEP II envisages mitigating these risk by empowering local communities and schools with greater authority and responsibility.

Stakeholder Participation

- 2.30 With a view to ensure effective participation of all stakeholders, BPEP II will implement a number of measures. First, a separate cadre of headmasters will be created and their greater involvement ensured in the formulation and implementation of cluster level programmes by delegating planning and programming roles of Resource Centre Management Committees formed by headmasters of the respective satellite schools. Second, the composition of the School Management Committee [SMC] will be restructured and its roles and responsibilities defined. Third, the programme envisages a higher level of involvement of local bodies, communities and Non-Governmental Organizations (NGOS) in the planning and implementation of different BPE components and elements. Fourth, VDCs, NGOs', parents' groups,

mother's groups and communities will be mobilized to work as watch-dogs of BPE implementation. Finally in launching programmes in deprived communities, role models will be identified and utilized to a greater extent.

Donor Co-ordination

2.31 BPEP II will build on the experiences of Phase I with regard to co-ordination of donors and utilization of their services. In particular, it will seek donor inputs in matters of effective implementation of programmes by organizing joint supervision missions on an annual or six-monthly basis. Following the sector approach to the implementation of the programme, steps will be taken to ensure that a set of unified procedures is adopted for funds disbursement and accounting.

Phasing

2.32 BPEP II will be extended to the remaining 35 districts by 2002. Since the Resource Centre is the vehicle for many BPE components and activities, clustering arrangements are planned for nationwide implementation within the first three years of Phase II. Non-formal education and recurrent training activities will be implemented along with the initiation of clustering arrangements in the new districts. All activities relating to civil works will be extended to the new districts following the inclusion of the district in the programme coverage. The inclusive education programme for children with mild disabilities will be extended gradually to all programme districts with adequate preparation. Components and activities proposed for Phase II which have to be developed, tested and implemented gradually are: workbooks for the first three grades, continuous assessment linked with automatic promotion, concept of Lead Resource Centre, community-based early childhood development classes, and resource classes for children with disabilities. [The indicative implementation schedule is found in Annex 3].

3. OBJECTIVES

Sub-Sector Goals

3.1 The overall goal of the sub-sector programme is to contribute to alleviate poverty by increasing economic productivity, health and sanitation practices and community awareness on development issues. The major thrust of the Basic and Primary Education Sub-sector programme is to improve the quality of primary education, increase access to basic and primary education and improve management efficiency. The goals for basic and primary education, in order of priority, are: (a) improved learning achievement of students, (b) increased completion rates through the primary cycle, (c) increased participation of girls and children from disadvantaged groups and (d) improved adult literacy rates.

3.2 By the end of 2002, the programme will have:

- raised the learning achievement of students which will be reflected in the average score in core subjects increasing from the present level (below 50%) to 70% for Grade III and V students,
- increased primary cycle completion rates from 39% to 62%,
- raised the participation of girls and disadvantaged children as reflected in a GER of 100 for girls, and
- increased male and female adult literacy rates to 70% (that is 80% for males and 60% for females).

3.3 The Logical Framework Matrix [Annex A of SSDP Volume I] shows the relationships between the goals, immediate objectives and outputs of the programme and the assumptions on which they are based.

Immediate Objectives

3.4 [BPEP II has eight immediate objectives]:

1. to improve classroom teaching practices,

2. to improve student assessment and provide increased learning support,
3. to improve the accountability of headmasters, teachers and Resource Persons to the community and the government,
4. to promote effective community-based early childhood development,
5. to increase access for, and demand from, girls and disadvantaged children to participate in primary education,
6. to increase access for, and demand from, adults and especially women, to participate in adult/women's education programmes,
7. to improve physical learning atmosphere of schools, and
8. to achieve comprehensive and consistent policy and operational efficiency in the management of basic and primary education.

3.5 Improved classroom teaching practices, improved student assessment and learning support and effective early childhood development will contribute substantially to raising learning achievement and cycle completion rates. Increased access to, and demand from, girls and disadvantaged children will contribute to their increased participation in primary education, while increased access to, and demand from adult men and women will lead to increased adult literacy rates. Improved physical learning atmosphere of schools will contribute to increase participation, retention and student achievement. The achievement of these objectives will depend upon creating the right environment within the educational system by achieving comprehensive and consistent policy and operational efficiency, and by increasing the accountability of headmasters, teachers and Resource Persons to the community and the government. The achievement to these two immediate objectives will thus create the institutional and management framework for the overall success of the programme. The programme will adopt compulsory primary education and national literacy campaign as major strategies for achieving the above objectives.

BPEP II Component

3.6 Fourteen components plans have been developed which describe in detail the inputs, activities and outputs required in order to contribute towards achieving the immediate objectives of the programme. The components fall into three broad groups on the basis of their main focus:

Components which will Improve the Learning Achievement of Students and Increase completion Rates through the Primary Cycle

1. Curriculum and Textbook Development and Distribution
2. Continuous Assessment
3. Teacher Training
4. Resource Centre Development
5. Early Childhood Development

Components which is Increase the Participation of Girls and Children from Disadvantaged Groups and Improve Adult Literacy Rates

6. Quality- Focused Civil Works
7. Non-formal Education
8. Education of Girls
9. Education of adults and Children from Special Focus Groups/Disadvantaged Groups.
10. Special Education
11. Community Mobilization

Components which will Develop Sector Institutions to Achieve Sub-Sector Goals

12. Technical Capacity Building
13. Education Management Information System
14. Programme Management and Reform

- 3.7 Many of the components, such as curriculum development, teacher training Resource Centre Development and community mobilisation will contribute to several of the immediate objectives. The components for technical capacity building, EMIS and programme management and reform are relevant to all the immediate objectives. Section 4 [for the SSDP, Volume I] presents more information on each component and Volume 2 [of the SSDP] contains detailed description of the component plans.

4. PPROGRAMME COSTS

Cost Summary

- 4.1 It is calculated that Rs. 2741 crore or US\$ 478.4 million will be require over the five years of the programme. Details of expenditures by components and cost items are given in Volume II, Annex D.
- 4.2 [The Table in Annex 1 to the present document] shows the anticipated financial requirements for each of the fourteen components which comprise the development expenditures under the programme. Out of planned development expenditures of Rs.1159 crore (US\$ 202 million), approximately 30 per cent is directed towards the quality-focused components described in section 4.1. Amongst these, teacher training and early childhood development have received substantially greater emphasis by comparison with BPEP I, reflecting their particular significance in meeting the programme's immediate objectives.
- 4.3 Greater weight has also been given to components which will raise participation fo girls and children from disadvantaged groups, building upon the experiences in implementation gained during Phase I. These, together with the adult literacy programme and the civil works component make up the set of activities directed at issues of access and participation, which comprise 64 per cent of planned development expenditures. As well as supporting continued maintenance training and improved school mapping, the civil works component will finance school rehabilitation in existing areas of coverage and new construction in the 35 districts not covered under BPEP I. The progress made in extending and improving school infrastructure under PEDP, BPEP I and other projects as well as through community efforts has permitted relative scaling down of this component which constitutes 21 per cent of planned development expenditures.
- 4.4 Of the total sub-sector programme cost, development expenditure constitutes 42.2% . Some 22 per cent will be for investment costs, with the balance constituting recurrent expenditures. It is anticipated that 30 per cent of this total - US\$ 143.6 million over five years - will be

financed through grant aid and concessional loans with the balance borne by Government. Thus, foreign financing will cover nearly 78 per cent of investment costs and 71% of development costs.

5. DANIDA PRIORITIES AND FUNDING

Priorities and funding distribution

- 5.1 Both HMG and the donors strongly emphasize the need for quality improvement in BPEP II, and, within this context, to give special attention to components relating to textbook/educational materials development and distribution, teacher education and upgrading, technical and institutional capacity building, and local empowerment and involvement. These key priorities will therefore also be reflected in the Danida provision for funding and technical support.
- 5.2 As indicated earlier, the total cost of BPEP II is estimated at the equivalent in Nepalese Rupees (NRs) of US\$ 478.4 million with indicative donor grant and loan funding amounting to US\$ 143.6 million (Annex 1).
- 5.3 Danida support for BPEP II is planned on the basis of a total funding provision of DKK 300 million, equivalent to UD\$ 44.1 million (at exchange rate 1:6.8, September 1997).
- 5.4 Budgeting for the use of Danida funding will need to be divided according to the three categories into which the 14 BPEP II components are divided (see paragraph 3.6). This distribution of funding will also reflect the BPEP II main objectives.
- 5.5 The indicative distribution for the use of Danida funding for the three component categories is as follows:

Quality components :	40% (30.3%)
Access components :	40% (64.4%)
Sector institutions :	20% (5.2 %)

- 5.6 Figures in brackets in the above indicative distribution show the percentage divisions given in the SSDP programme cost summary (Annex 1). The 20% suggested for sector institution development is significantly higher than the SSDP budget allocation. The reason for

this is that Danida places a major emphasis on the development of institutional and technical capacity building, and wishes, therefore, to allocate a relatively larger proportion of its funding provision, than is indicated in the SSDP for this purpose.

- 5.7 Danida funding will be provided with the view to supporting BPEP II in its totality, and in a flexible manner. There will, however, need to be a degree of earmarking in the use of Danida funds to reflect the relative prioritisation between the three main component categories as indicated in paragraph 5.5 above.
- 5.8 It will also be necessary to allocate more precisely budgeted funding for the following three specific purposes:
- (i) financing of the ILP programme (of which part of the funds will be used outside Nepal),
 - (ii) establishment of professional publishing unit, and
 - (iii) the operation of the office of the programme advisory Team (PAT) (see paragraph 6.1).
- 5.9 Danida will be prepared to fund and provide technical assistance to meet two urgent requirements connected with textbook provision:
- (i) The publishing unit, mentioned above, would have to be made operational, and the staff trained, at an early stage in 1998 to ensure the best possible basis for larger-scale production and distribution of good quality textbooks (both in terms of pedagogical content and physical durability).
 - (ii) Testing of different textbook distribution system which can replace the current exceedingly complicated reimbursement system. The testing will need to be carried out as early as possible in 1998.

The costing of the above activities will be worked out once it is decided to use (direct) Danida funding for these purposes.

Funding procedures

- 5.10 The flexibility in the use of Danida funding, mentioned in paragraph 5.7, applies mainly to the planning stages. Once the annual plans of action are finally budgeted and agreed they will be used as monitoring and reporting instruments, and changes would only be possible where there are very compelling reasons for them. This is an already established procedure in BPEP which has functioned efficiently and effectively for a long time, and should be continued as long as the present BPEP set-up exists, and presumably also during the transition period of the merging of BPEP with the MOE, and the establishment of the BPE Development Unit (BPEDU). (see the organizational chart, Annex 2).
- 5.11 There is a need for a comparatively high degree of flexibility in the use of Danida funding during the first half of 1998 until the full amount of donor contributions is known and detailed budget, combining, HMG and donor financial inputs, for the fiscal year 1998/99 can be worked out. It is expected that this can take place during the spring of 1998. The use of Danida funds during this period will be combined with the WE/IDA funding under the current loan for BPEP I which is continuing until mid-1998.
- 5.12 Direct funding, defined as BPEP's capability of quick and flexible access to financing will need to be retained for some time. With regard to direct Danida funding, the present procedure will be continued into fiscal year 1998/99 to ensure that the BPEP management can respond quickly and flexibly to the needs for hiring of national consultants and undertaking of surveys and studies and other activities of a similar nature.
- 5.13 There is a need to clarify the term, 'direct funding', and to reach agreement between all partners to BPEP II on how to apply this mechanism in practical terms. In developing guidelines and procedures in this respect, it must be ensured that the BPEP management, and the future BPEDU can retain the present facility for flexible and quick access to financing.

- 5.14 Danida fully supports the proposal in the SSDP that donors will need to adopt a uniform approach to budgeting, accountancy, channeling and auditing of funds based on, and compatible with, established HMG procedures. This applies both to funding for central activities and to operations at district and local levels. At present (1997) the BPEP financial system is centralised; but structures are beginning to be in place to allow for a bottom-up budgetary process, access to funds and local accountability. There is, however, still need for administrative and managerial training and capacity building at district and local levels before decentralised systems can be fully implemented. Introduction of these processes will, moreover, need to be coordinated with the new policy, and forthcoming legislation, on restructuring and decentralisation of public administration in Nepal.

Accounting and auditing

- 5.15 The provision of Danida funding will, during the first stages of support for BPEP II, follow the procedures for funding applied during BPEP I. These procedures are specified below.
- 5.16 Funds for the majority of component activities will, as in BPEP I, be transferred to HMG using the proper budgeting, reporting and, accounting and auditing systems of government (defined by Danida as indirect funding).
- 5.17 Funding for the total development budget for BPEP II, including HMG's own contribution, will need to be monitored closely by BPEP management, and later by the BPEDU.
- 5.18 Monitoring systems relating to use of funds will, as indicated earlier, be further developed in early 1998 as details of donor funding begin to be available. In this regard uniform, concrete modalities for monitoring will need to be agreed between all partners involved, including MOF, and other HMG authorities as required, and the donors.
- 5.19 Direct funding using the established Danida system ('decentralised project accounting') will for certain items be continued in BPEP II. This mechanism will only be retained as long as there is a need for it. Once

an agreed procedure which will guarantee BPEP/BPEDU's flexible and quick access to funding for such activities as hiring of consultants, and undertaking of surveys, innovative and testing activities, has been established, the direct funding relating specifically to Danida funding will be discontinued with the exception of contracts with external institutions and consultants as explained in the following paragraph.

- 5.20 Direct funding will continue to apply to payment for contracts with external institutions and individual consultancies. In these regards, Danida in Copenhagen will, at the request and approval of BPEP/MOE, establish the contract directly with the identified institution (s) and consultants. Funds for payment of these external institutions will therefore not be transferred to Nepal. Contracts with institutions and individual consultants in countries in the Southeast Asian Region, as well as in Nepal itself, will, however, be handled by BPEP/BPEDU.

6. TECHNICAL SUPPORT

6.1 Danida support for institutional and technical capacity building includes (I) an Institutional Linkage Programme (ILP), (ii) individual specialist consultancies, and (iii) funding of the Programme Advisory Team (PAT). These two support provisions are explained below:

- (i) The ILP is defined as network of external and national professional institutions working together to build up the necessary technical capacities in Nepal. On a limited scale, the ILP has gradually begun to operate with Danida funding during the last two years of BPEP I. In the expended future ILP, the national institutions would include the MOE itself and the decentralised educational bodies, as well as the technical support institutions (NCED, CDC, Distance Education Unit, FOE and possibly others). It still needs to be decided how many of these institutions will be directly involved in the ILP funded by Danida. Royal Danish School of Educational Studies (RDSES) has been identified as a key external institution to provide overall coordination between external institutions and specific professional inputs in its selected areas of specialisation.
- (ii) Individual specialist consultancies will only be used in such cases where the required specialisations are not obtainable through the ILP provision. All inputs by individual consultants will, whenever relevant, need to be coordinated with other technical inputs, especially the ILP.
- (iii) At the beginning of BPEP II there are four Danida funded long-term advisers posted to BPEP and one national programme officer. They work in four main areas: (I) general programme coordination, (ii) education, (iii) special needs educational and (iv) physical planning, construction, rehabilitation and maintenance. The advisers relate to the programme as a whole and do not confine their work to Danida funded components along. With the expansion of programme activities and coverage in BPEP II it will be necessary to consider how best to expend the capacity of the advisory coordination office, referred to as the Pat

office. Danida will continue to fund the operation of the PAT office, and to post long-term advisers to BPEP II, as long as there is a need for these inputs, and there is a need for these inputs, and there is an explicit request from HMG to continue the posting of advisers to BPEP II¹).

¹ It should be noted that the cost of posting of long-term advisers is separate from, or additional to, the general funding provision of BPEP II.

7. AREAS OF UNCERTAINTIES AND RISKS

- 7.1 The SSDP addressed a number of issues of critical importance to development and implementation of BPEP II. The overall risk implications are found in SSDP, Volume I (p.47), and addresses financing and structural issues. More detailed analyses of problems and obstacles are included in Volume II in the context of each Component Plan under the heading of Major Issues. The paragraphs that follow address key areas of uncertainties and risks only, particularly in regard to achievement of sustainability.
- 7.2 Sustainability: It is necessary to make a distinction between (i) technical sustainability, (ii) structural sustainability, and (iii) financial sustainability.
- 7.3 As mentioned earlier, Danida will give particularly high priority to technical capacity building as this I seen as the most critical prerequisite for achievement of programme sustainability both in the medium and long term. The retention of qualified staff in key positions both at central and decentralised levels, at least for some years, is a basic requirement for sustainable programme development and implementation which will need to be carefully analysed in all monitoring and review missions.
- 7.4 There is a number complex and critically important issues, and potential risks, associated with achievement of structural sustainability, especially in regard to the ongoing decentralisation process and devolution of decision-making power to locally elected bodies, and accountability of schools and local administration to the communities. It is, however, equally important that the MOE itself, and the technical support institutions located at central levels, are capable of providing the necessary support to development and operations is the local communities. The different levels in the education and administration system will therefore need to be developed simultaneously to ensure the required two-way support and communication.
- 7.5 Financial Sustainability is likely to take a very long time to achieve. It needs to be carefully analysed which components may be fully HMG

funded after the end of BPEP II in 2002, and thus have achieved financial sustainability, and which of them will continue to require donor funding, possibly in a full five-year follow-on phase.

- 7.6 There is a risk that donor funding may not be available on the budgeted scale (UD\$ 143.6 million). In the event donor funding will be considerably less than planned for, it will be necessary to revisit the component plans with the view to identify those elements which will need to be given the absolute highest priority. The SSDP points (in Volume I, p.47) to the risk connected with the macro-economic development and its implications for the financing of BPEP II. The assumption is that the national economy will grow at the rate of 6.5% per annum with 15% of the total HMG expenditures allocated to education, out of which 55% will be used for primary and basic education. Much can be gained with the anticipated savings from improvements in internal efficiency and other related measures. The degree to which these savings are achievable will need to be assessed during the course of BPEP II in connection with monitoring, review and evaluation activities.
- 7.7 At the time of Danida appraisal (September 1997) the merging of BPEP and restructuring of MOE had been decided by government. This process will therefore be expected to be completed in the early stages of BPEP II. Activities previously under BPEP will then gradually begin to be merged with the MOE structure. The implementation plan of the SSDP indicates that BPEDU should cease to exist by 2001. This assumption may need to be reassessed for at least two reasons: (i) there will continue to be a need for a flexible capacity in MOE to develop new educational materials and test them, and to carry out other innovative activities before they are applied nationwide; and (ii) the donors are likely to need the common entry point to the education system and the coordination of their technical and funding inputs, which BPEDU is designed to ensure, also beyond 2001. It is recommended, therefore, that the discontinuation of BPEDU should be less determined, and that it should be assessed in relation to the two identified needs pointed out above, with the view to continuing the unit, or to create a similar facility within the new Primary Education Department itself.

- 7.8 The policy of staff rotation involves, as pointed out in paragraph 7.3, a serious risk to sustainable programme development. It is strongly recommended that this policy be carefully assessed with the view to retain professional staff in key positions on a much longer basis than has previously been the case. The Resource Persons are an example of this. The criteria for their recruitment will need to be revised as indicated in the SSDP, and their posting to the Resource Centres should, as in the case of other professional staff categories, no be less than two years. The issue of local recruitment of teachers and headmasters is connected with the requirement for staff stability, and is critically important for the assurance of accountability and relation to the local communities.
- 7.9 The SSDP assumes that the Resource Centre structure and the clustering of school swill be expanded to cover all 75 districts by the end of BPEP II. It needs to be borne in mind, however, that the Resource Centre structure must necessarily be adapted to the very different demographic and topographic circumstances in the districts. This issue is mentioned in the relevant component plan (SSDP, Volume II), but needs to be more strongly emphasised and specified.

8. MONITORING, REVIEWS AND EVALUATION

- 8.1 The basic requirement for monitoring, supervision, reviews and evaluations is that they be carried out as joint undertakings. Normally, these activities will involve both HMG and donor representatives. Where this is not applicable, for-example in the case of independent evaluation studies, the partners to BPEP II should agree on timing and purpose of such activities.
- 8.2 During the initial planning stages of BPEP II, in particular the first six months of 1998, donors, MOE and, as required, other HMG authorities will need to work out the budgeted plan of action for 1998/99.
- 8.3 The monitoring and review instruments will essentially be the plan of action and, in regard to overall implementation, the budgeted component plans (see SSDP Volume II).
- 8.4 As is implied by the requirement for joint undertakings, the timing of monitoring and review missions will also need to be agreed between all partners involved. In the case of Danida, the results of these missions will be used in the bilateral annual negotiations in which the continuation and necessary adjustments of the support scheme will be agreed between the representative of the Danish Government and HMG.
- 8.5 Danida (as well as other donors to BPEP II) will also need to be able to undertake individual visits to the programme and its areas of implementation. Such visits will be carried out mainly for the purpose of gathering information and to discuss issues which do not require the presence of other donors. Reports and papers resulting from these visits should be shared with other donors where relevant.
- 8.6 A joint mid-term review will be carried out involving all partners to BPEP II. This will be expected to provide detailed information and insights into the implementation process, and to issue guidelines and requirements for the continuation of BPEP II during the remaining part of the 5- year phase. The mid-term review will also address issues relating to continuation of BPEP II component activities after 2002 in a possible follow-on phase III.

- 8.7 Evaluation are in the SSDP defined as evaluative studies. The purpose of such studies, and the use of their findings in relation to programme adjustment and continuation, will need to be discussed during the early stages of BPEP II.
- 8.8 For further details on the above procedures and requirements, reference is made to SSDP, Volume I, section 7.

9. APPROXIMATE IMPLEMENTATION SCHEDULE

- 9.1 [...] The details of the implementation schedule for each component/activity are given in the Component Plans (Volume II). Dates for completion of major events of the programme are as follows:
- 9.2 By July 1999, the Department of Primary Education and of Non-formal Education Development Centre will be established, staffed, equipped and made functional. All the components of BPEP except school construction will be merged with relevant sections of the department/centre by December, 1999. BPEDU will cease to exist by July 2001, with the merging of its activities with relevant sections of the MOE and its Department/Centre.
- 9.3 [The joint mid-term review of BPEP II] will be organized at a date jointly agreed between the donors and the MOE.
- 9.4 The first year of programme implementation will be primarily focused on preparatory and developmental works for the launching of BPEP II. Evaluation of many of the activities under Phase I will be carried out for their revision, replication and consolidation.
- 9.5 Details on phasing of BPE activities by districts is given in the table in Annex 3. BPEP II aims at extending all quality-focused components related to primary education into the remaining 35 districts by 2002. Since the Resource Centre is the vehicle for delivering many BPE components and activities, it is intended, following the Master Plan recommendations, to complete clustering arrangements in the remaining 35 districts within the first three years of [BPEP II] (10 districts each in Year I and II and 15 districts in Year III). While selecting the districts for programme coverage, districts will be prioritised according to: (a) educational disadvantage, (b) limited educational interventions under implementation, and (c) large size of special focus groups. Districts in the Kathmandu valley will be included only in the third year of Phase II. Schools located in municipality areas of these districts will receive lower priority in matters related to all BPE activities.

- 9.6 Non-formal Education and recurrent training activities will be implemented along with the initiation of clustering arrangements in the new districts. All activities relating to civil works will be extended to the new districts following the inclusion of the district in the programme coverage. However, in the first 25 districts covered by BPEP I civil works activities will be limited to rehabilitation and maintenance training. The inclusive education programme for children with mild disabilities will be extended gradually to all programme districts with adequate preparation, especially by training of teachers.
- 9.7 Components and activities proposed for Phase II which have to be developed, tested and implemented gradually are: workbooks for first three grades, continuous assessment linked with automatic promotion up to Grade III, concept of Lead Resource Centre, community-based ECD classes, resource classes for providing inclusive education to children with moderate disabilities, community mobilisation activities, education of special focus groups.
- 9.8 Based on physical survey of schools, construction of new classrooms will be phased out from the first 25 BPEP districts including 6 PEP and SERDP districts.

10. SCHEDULE OF DANIDA SUPPORT

- 10.1 In line with the basic principle of supporting BPEP II in its totality, Danida will follow the general implementation schedule as indicated in the table in Annex 3.
- 10.2 The specific timing of Danida support relates mainly to the initial period of BPEP II implementation, that is, during the first six months of 1998 until the total financing frame is known and detailed budgeted action plans can be developed. The indicative schedule for this period is as follows:.

January 1998: Beginning of Danida support for BPEP II

January- April 1998: Specific support to: (i) experimentation with textbok distribution models; (ii) establishment of a professional publishing unit; and (iii) planning and launched of the ILP scheme.

Early spring 1998: Participation in WB and EU appraisal with particular attention to use of donor funding for implementation of an agreed budgeted action plan for fiscal year July 1998- July 1999

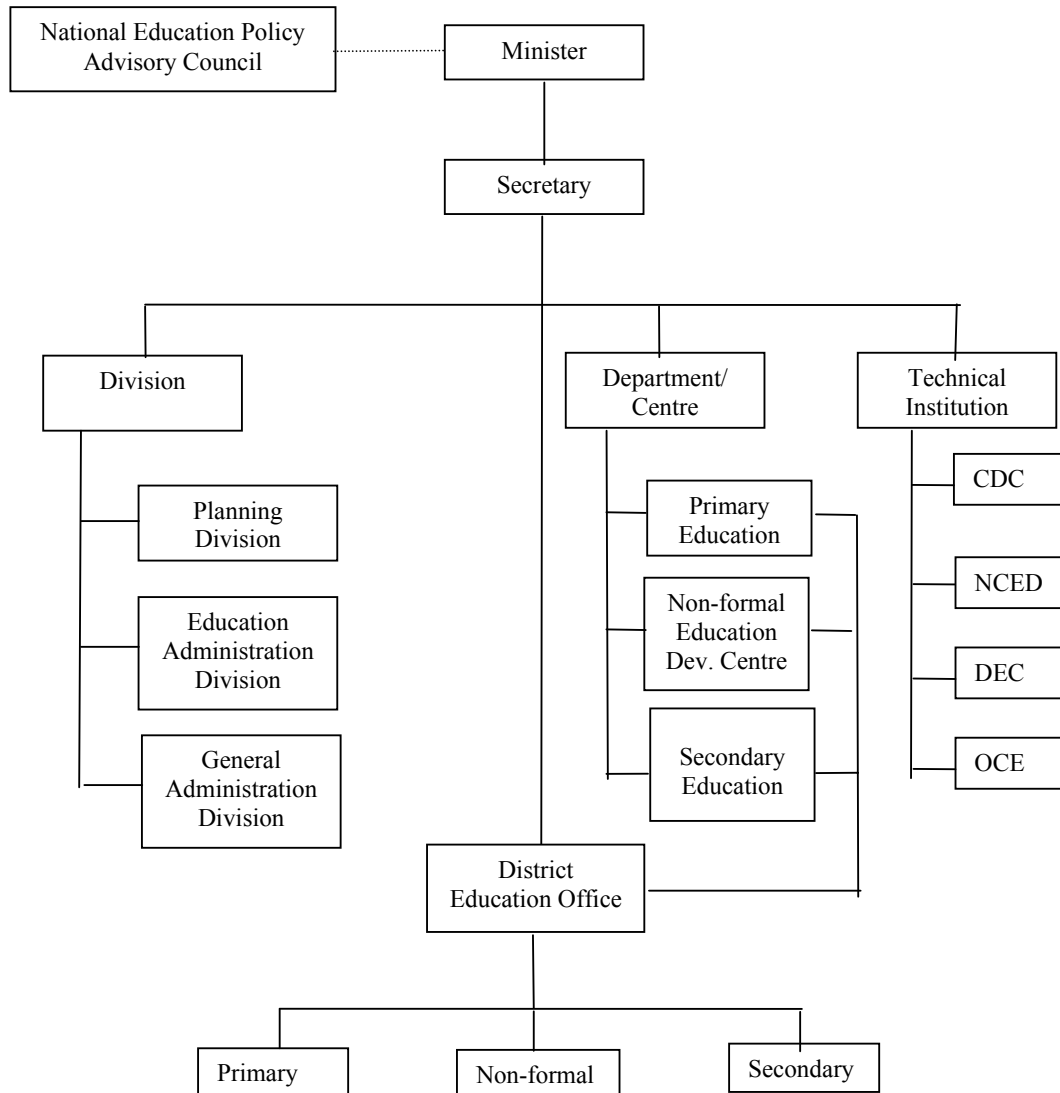
July 1998 and onwards: Launch of detailed, budgeted action plan for 1998-99 in co-ordination with all partners involved.

ANNEX 1

Programme Cost Summary (1998-2002) (In 1996/97 prices)

SN	Component	NRs. Million			US\$ million			Foreign as % of Total	% of Dev. Cost
		Total	Local	Foreign	Total	Local	Foreign		
A	Quality Related Components								
1	Curriculum and Textbook Development and Distribution	976.50	480.60	495.90	17.00	8.40	8.70	51.00	8.80
2	Continuous Assessment	149.40	30.30	119.10	2.60	0.50	2.10	80.00	1.40
3	Teacher Training	1036.10	225.30	810.80	18.10	3.90	14.20	78.00	9.40
4	Resource Centre Development	645.50	171.80	473.60	11.30	3.00	8.30	73.00	5.80
5	Early childhood Development	541.00	128.30	412.60	9.40	2.20	7.20	76.00	4.90
	Sub-total	3348.50	1036.30	2312.00	58.40	18.00	40.50	69.00	30.30
B	Access Related Component								
6	Quality Focused Civil works	2270.00	512.30	1757.70	39.60	8.90	30.70	77.00	20.60
7	Non-formal education	1805.90	556.80	1249.20	31.50	9.70	21.80	69.00	16.40
8	Education of Girls	1833.50	712.20	1121.30	32.00	12.40	19.60	61.00	16.60
9	Education of Special Focus Groups	436.00	130.60	305.40	7.60	2.30	5.30	70.00	3.90
10	Special Education	498.70	125.90	372.70	8.70	2.20	6.50	75.00	4.50
11	Community Mobilization	269.10	78.20	190.90	4.70	1.40	3.30	71.00	2.40
	Sub-total	7113.20	2116.00	4997.20	124.10	36.90	87.20	70.00	64.40
C	Strengthening Sector Institutions								
12	Teacher Capacity Building	327.80	34.30	293.50	5.70	0.60	5.10	90.00	3.00
13	Education Management Information System	134.90	16.40	118.50	2.40	0.30	2.10	88.00	1.20
14	Programme Management and Reform	115.90	13.70	102.20	2.00	0.20	1.80	88.00	1.00
	Sub-total	578.60	64.40	514.20	10.10	1.10	9.00	89.00	5.20
	Total Base Cost	11040.00	3216.60	7823.50	192.70	56.10	136.50	71.00	100.00
	Contengencies 5%	552.00	160.80	391.20	9.60	2.80	6.80	71.00	
	Total Developmental Cost	11592.00	3377.40	8214.60	202.30	58.90	143.40	71.00	
D	Regular Recurrent Cost								
15	GIA for Teacher Salary & other Expenses	15023.00	15023.00	0.00	262.20	262.20	0.00	0.00	
16	Salaries & Allowances (Education Administration)	587.70	587.70	0.00	10.30	10.30	0.00	0.00	
17	Operation and maintenance	183.10	170.30	12.80	3.20	3.00	0.20	7.00	
18	Consumable Materials	27.20	24.20	3.00	0.50	0.40	0.10	11.00	
	Sub-total	15821.00	15805.20	15.80	276.20	275.90	0.30	0.00	
	Total Programme Cost	27412.90	19182.5	8230.4	478.4	334.8	143.6	30	

ORGANIZATIONAL CHART OF THE MINISTRY OF EDUCATION



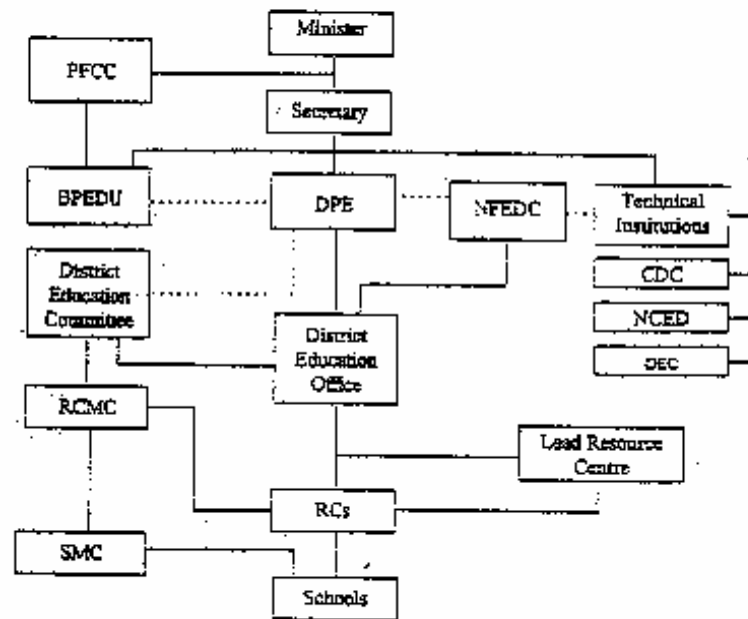
Key:

- CDC Curriculum Development Centre
- DEC District Education Committee
- NCED National Centre for Education Development
- OCE Office of the controller of Examinations

ORGANIZATION STRUCTURE FOR THE MANAGEMENT OF BPE

ANNEX 2 (b)

Organization Structure for the Management of BPE



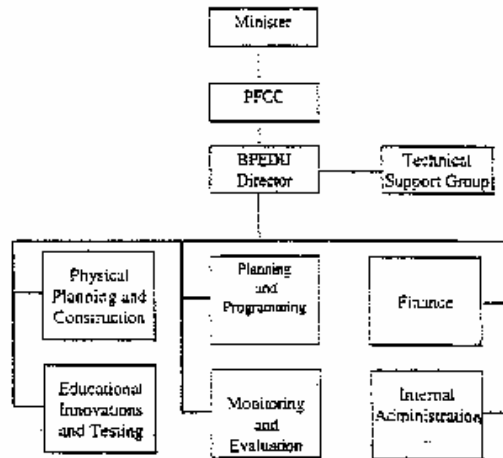
Key:

BPEDU	Basic and Primary Education Development Unit
CDC	Curriculum Development Centre
DEC	Distance Education Centre
DPE	Department of Primary Education
NCED	National Centre for Educational Development
NFEDC	Non-Formal Education Development Centre
PFCC	Policy Formulation and Co-ordination Committee
RC	Resource Centre
RCMC	Resource Centre Management Committee
SMC	School Management Committee

ORGANIZATIONAL STRUCTURE OF BPEDU

ANNEX 2 (c)

Organizational Structure of BPEDU



Key:

BPEDU Basic and Primary Development Unit
PFCC Policy Formulation and Co-ordination Committee

ANNEX 3

Phasing of BPE Activities (No. of Districts Covered)

No.	Component/sub-comp.	1997	1998	1999	2000	2001	2002
1.	Curriculum and Textbook Dev. And Dissemination	75	75	75	75	75	75
2.	Continuous Assessment-development and Trail	-	5	10	25	25	25
2.1	Grade V examinations	40	50	60	75	75	75
3.	Training of Teachers						
3.1	Recurrent Training	40	50	60	75	75	75
4.	Resource Centre Development	40	50	60	75	75	75
4.1	Resource Centre (Numbers)	669	768	881	1011	1160	1331
4.2	Load Resource Centres	-	5	20	40	60	75
5.	Early Childhood Development						
5.1	Technical Support	40	50	60	75	75	75
6.	Civil Works						
6.1	New classroom cost.						
	- BPEP I districts	40	15	20	35		
	- BPEP II districts		5	10	15	20	35
6.2	Rehabilitation						
	- BPEP I districts	40	34	24	14		
	- BPEP II districts	-	5	10	15	20	35
7.	Non-formal Education						
7.1	Adult/Women's literacy	75	75	75	75	75	75
7.2	Literacy campaign	-	2	10	10	10	10
7.3	Out-of-school classes	40	50	60	75	75	75
7.4	Area-focused OSP	-	2	10	10	10	10
8.	Education of Girls						
8.1	Incentive Prgoramme	75	75	75	75	75	75
8.2	Recruitment of Female teachers	75	75	75	75	75	75
9.	Special Focus Groups						
9.1	Incentive Programme	75	75	75	75	75	75
9.2	Intensive programmes	-	2	10	10	10	10
10.	Special Education						
10.1	Inclusive Schooling (mild disabilities)	23	30	40	50	75	75
10.2	Resource classes	18	18	23	30	35	40
11.	Community Mobilisation						
11.1	National Programme	23	30	40	50	75	75
11.2	Area-focused community mobilization	-	2	10	10	10	10
12.	Technical Capacity Building	75	75	75	75	75	75
12.1	School Management Training	40	50	60	75	75	75
13.	EMIS	0	2	10	40	75	75
14.	Programme Management and Reform						
14.1	Technical support to decentralized planning	0	25	40	60	75	75
14.2	Piloting of compulsory primary education	0	2				