

Preliminary Draft

ANNUAL STRATEGIC IMPLEMENTATION PLAN, 2002/03
Strategic Overview

Let us have commitment to education for all
Let all children go to primary schools
Let all children get quality basic education

Ministry of Education and Sports
Department of Education
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BASIC AND PRIMARY EDUCATION PROGRAM

ANNUAL STRATEGIC IMPLEMENTATION PLAN

2002/03

1. Introduction

The BPEP II began on July 16, 1999 to support and render services to the community, district and central level institutions to provide quality basic education to all the children of the country. Its main aim is to ensure that all children get enrollment in schools, participate fully and complete the primary education cycle within the stipulated period of time. It strives for enhancing learning achievements of acceptable level to all children. In order to meet these objectives, the program intends to build adequate capacity at all levels to manage and deliver services efficiently. It has three main components with seventeen sub-components as follows:

- Access and Retention: (Physical facility improvement, Alternative Schooling; Education of girls; Education of Special Focus Group; Special Needs Education; Early childhood Development; Community Mobilization and Women Literacy)
- Learning Achievement: (Curriculum and Textbooks Reforms; Continuous Assessment; Cluster Based Recurrent Teachers Training; Certificate Teachers Training).
- Capacity Building: (Strengthening Central Level Institutions; District Planning; Local Capacity Building; Core Investment Program and Technical Support Advisory Group);

The diversity and complexity of the poverty situation in Nepal require concerted efforts to achieve a reduction in the levels of both income poverty as well as lack of human capabilities. It goes without saying that education and especially basic and primary education plays a decisive role in reduction of poverty.

Preparation for the draft Tenth Plan and the National Plan of Action for EFA is ongoing simultaneously with the development of this ASIP. All have the common objective of moving the execution of the educational program closer to the beneficiaries through empowering stakeholders, especially focusing on women as well as including disadvantaged groups.

The Education Act and Regulations, the reports of the National Education Commissions, the draft Tenth Plan, the EFA National Plan of Action and the MTR documentation have spelled out the frameworks for the national education policy. The policy guidelines of the plan consider education as most instrumental to the development of social, economic and cultural prosperity of the country. Equipping the future generation with necessary internal as well as external competencies to move ahead for better tomorrow through the implementation of a relevant and meaningful education system could alleviate poverty.

Hopefully, the MTR will open new avenues for better attainment of the BPEP II objectives as well as EFA national goals. The aide memoire of the Joint Mid-Term Review (MTR) 3-14 December 2001 of BPEP II considered the recent 7th. Amendment of the Education Act as positive step forward towards community participation in school management and financing. Development of the Tenth Plan is also taking into account the national commitment on Education For All.

The PIP is the framework for the National EFA plan. Indeed the EFA national plan could be considered “as the real BPEP II”. The MTR will be used to diagnose what worked and what did not with regards to

achievement of the program targets. This will lead to the innovation of new dimensions in the execution of BPEP II, simplifying the present complexities and avoiding the bottlenecks as well as imbedded program constraints.

This ASIP, covering the fiscal year 2002/2003, attempts to put action behind some of the suggestions already known as well as building new initiatives for improved implementation of the program.

2. Overall Trends and Present Context of Primary Education in Nepal

BPEP II is a HMG reform program for basic and primary education. The programme is pursuing to consolidate the achievements of 1st development phase (1993-1998) i.e. provide access to quality primary education in a sustainable manner to all children of Nepal. It is in line with the World Declaration on Education for All (EFA) and government's poverty reduction strategy as stated in the ninth development plan and reiterated in the development of the tenth plan. Beginning the third year of implementation i.e. FY 2001/02, program is covering 75 districts.

Education, especially of girls and disadvantaged groups, is an important element in the reduction of poverty and a fundamental prerequisite for the more active involvement of weaker groups in economic and social development, health care and in the democratic decision-making process. However there is widespread illiteracy among adult population in Nepal with approximately 20 percent literacy among women and 50 percent among men. The regional socio-economic and topographical diversity is immense and posing particular difficulties.

During the past half century, the access to primary education has increased to a substantial extent. The 2 % literacy rate during 1951 has gone up to 58 % in 2000. The number of primary schools increased from 321 to around 26000 (including private schools) and the enrolment in primary education raised from 9000 towithin the last five-decade.

Table 1: The Trends of Primary Education Development in Nepal

S N	Areas	Indicators	1998	1999	2000	2003
1	ECD	GER for ECD* (1)		8.1*	13	10*/
2		% of new entrance with ECD* (2)		13.5*		21*/
3	Access	GIR in Grade 1* (3)	142.2	161.7		148*/
4		NIR in Grade 1* (4)		53.7*		60*/
5		GER Primary* (5)	123.9	127.7	119.8	106
6		NER Primary* (6)	70.5	72.1	80.4	90
7		Girls GER	106.2		108.4	100
8		Girls NER	61.2	64.4	74.6	90
9		Dalit GER				80
10		Dalit NER				
11	Efficiency	Repetition Rate in Grade 1* (12)	38.7	36.7	43	18
12		Dropout Rate in Grade 1	19.2	21.6	14.5	8
13		Promotion Rate in Grade 1	42.1	41.7	42.6	100
14		Survival Rate to Grade 5* (13)		50		
15		Efficiency of Grade5* (14)	42	40.8	54.6	75
16	Learning Achievement	% of learning achievement at grade 3		46.61		75
17		% of learning achievement at grade 5* (15)		40.29		75
18	Teacher	% teacher with qualification* (9)				
19		% teacher full trained	46.5			
20		% teacher with license* (10)				
21		ADA of teacher			87	90
22	Literacy	% Literacy rate age 6+* (16)		74		
23		% Literacy rate age 15+* (17)		51		
24		Literacy GPI* (18)		0.5		
26	Expenditure	% GNP in primary education* (7)	2.5	1.4*		
27		% Total edu. budget in primary * (8)		52.2		

NB. The stars with number in parenthesis indicate EFA indicators.

2.1 Key Educational Achievement:

The coverage of basic and Primary Education Program (BPEP II) has now been extended to all 75 districts of the kingdom. Tremendous endeavours to strengthen the management capacity of institutions at all levels have been made to secure effective delivery of educational services and realize the intended objectives. Mainstreaming girls, children of disadvantaged communities and the children at educational risk are a high priority.

Decentralization has been the major strategy to achieve the over all goals of basic and primary education. All 75 districts have their own District Education Plans, and five districts are going through an experience of piloting bottom up planning with the application of needs based formula funding in one cluster of each district.

These efforts have produced some tangible results in the process of basic and primary education. The table below depicts the some of the impacts of the DOE efforts over the past.

The thematic presentation, 2000 demonstrates a sharp increase in the net enrollment of children by 9.9 percentage point in the case of total and 13.3 percentage point in the case of girls as compared to the base year 1998. In the same way the over all dropout rate in grade one has declined by 6.9 and the primary education completion rate has increased by 12.6 percentage points during the same time period. This is an indication of maximizing the outputs by minimizing the educational wastage.

Specific program interventions of BPEP II, such as ECD, scholarship programs for girls, dalit scholarship, nutrition, continuous assessment, alternative schooling have contributed to the enhancement of internal efficiency as well as teachers' and students' regularity in primary education (CERID, 2001). On an average the students' regularity at primary level is 70 percent where as the teachers' regularity is 87 % varying from 89 % to 76 %.

However, a lot of efforts are still necessary for increasing learning achievement of the children. The reports of national assessment studies of grades III and V do not show any significant improvement over the performance of children as compared to the assessments carried out in 1997 and 1999 respectively. The average marks secured by children are not more than fifty percent in Nepali, Math and English. The only exception is Social Study in grade III where the children have been able to secure 63.6 percent marks, an increment of 12.23 percent points as compared to the average marks obtained by the children in the national assessment of grade three in 1997.

All in all, the achievements indicate a need of consolidating the achievements over the past and build new strengths to embark on the path of decentralization to enhance the pace of development.

2. 2. Consolidating the policy framework

Developments since the ASIP 2001/02 have established a more consolidated and unified policy framework than presumeably ever seen. Besides the Technical Report and the MTR aide memoire from December 2001, this includes:

- The 7 Amendment for the Education Act
- Enhancing Decentralised Governance and poverty alleviation initiatives (a national framework)
- The Poverty Reduction Strategy Paper
- The Tenth Plan and
- The NDF documentation including the MTEF paper.

The national policies of education can be summarised on the following bullets:

- Alleviating poverty through the relevancy of education
- Providing free and quality basic education to all,
- Special focus to girls and disadvantaged children.
- Devolution of authority and empowering the community to ensure engagement and participation of civil society in the formulation, implementation and monitoring of strategies for education development
- Directing resources to the school/community as an actual place for the learning and development to happen
- Implementing literacy and lifelong learning programs for the illiterate youths and adults.

In general, the civic objectives are to conduct educational programs in ways that promote mutual understanding, peace and tolerance, and help to prevent violence and conflict. Doing this, the need for including life skills and social equity issues is recognised.

Enlarging the basis for educational activities, ADB and DANIDA are currently preparing a Secondary Sector Program Support document, aiming at providing assistance for the secondary sector from (tentatively) beginning/mid 2003.

Strong emphasis has been put on a view of education in totality and efforts are being made to establish a coherent and consistent relationship between primary education with secondary education. However, there is still a need for harmonizing objectives and indicators to produce a reinforced effect on the performance.

Although, inconsistencies are still found between these many papers, the direction is pointing towards the same objectives and based on a common philosophy of educational management.

The orientation in this direction can be described as:

2. 2.1. The child and community as focus

One of the most important trends in decentralization is towards the child and community as the central focus of education. In order to transform the schools to be affective and functional it is necessary to empower the schools and communities with adequate skills, resources and authority to gain control over management and be accountable for providing quality education to their own children. This may lead to the development and actualisation of the following visions for the actors of education at different levels to which all our efforts, time, material and human resources need to be channelled.

A Vision for the Future

- **Every school is a self -managing school able to manage its own affairs and provide education of high quality.**
- **Children leave schools with an inquiring mind and are ready to learn more.**
- **Teachers are dedicated, professionally competent and motivated and perform their duties with high professional integrity and morale.**
- **Head teachers are instructionally and managerially competent, are prepared to lead the school and are accountable to the parents, community and the local government.**
- **Parents take interest in and are informed about the children' schools and their progress and are willing to work teachers and schools to promote child learning and development and support the school.**
- **A community that values education of infants, children, youths and adults and is able to identify its own priorities and needs and is prepared to own and manage the schools**
- **Each SMC/VEC is able to identify its own needs and priorities, willing to act and meet its needs by the efficient mobilisation and utilisation of available resources in close co-operation with the local government to support and monitor.**
- **Every Resource Person and School Supervisor is trained, professionally competent and prepared to support the teachers, head teachers, schools and communities for the constant improvement of standards of education.**
- **All central line agencies develop their professional capacities to analyse, plan and facilitate educational reform management**

Grade one is the threshold to the school system for a vast number of children to enter into a world, which is entirely different from their homes. It is necessary to create a homely and welcome environment that is full of love and affection and free from fear. This necessitates the allocation of best resources in terms of

teacher, classroom, size, time, and the learning, teaching and recreational materials. The teacher for grade one should be professionally competent to use the personalized or individualized teaching incorporating the individual interests, and differences to foster each child's capabilities to the fullest extent.

The curricular and co-curricular activities for grade one should be designed and implemented in a way that will provide opportunity to gain truly creative experience for both the teachers and children making them feel happy to learn.

2.2.2. Decentralisation – devolution of authority

The implementation of decentralisation according to the provisions of LSGA and the Education Act intends the community to plan and mobilise resources to address their real needs. Several initiatives will be undertaken to institutionalise and consolidate the on-going bottom up planning process based on School Improvement Plans (SIP's) and Village Education Plans (VEP's). Drawing lessons from the piloting of the bottom up planning in the five districts, guidelines for the DEP's and the SIP's would be revisited to make them more practicable and effective. Financial resources are made available in the form of block grant based on the submission of SIP's

Authority would be transferred from the centre to the local actors of education in order to empower beneficiaries of schooling to plan, prioritise, implement, and monitor educational programs with the authority to allocate resources appropriately to create impact on the learning and development of the children. The Education Act (7th amendment 2001) and the DIMC guidelines supports the devolution process. The devolution (both managerial and financial) of authority required to accomplish the assigned activities effectively will be made.

In order to facilitate genuine and sustained improvement of the teaching learning at the community level an allocation in the form of block grant to VDC is suggested. Directing resources to the implementation level at VDC will give an opportunity to the actual actors of education to allocate the available resources more accurately focusing on the child learning and development. The process of providing block-grant to schools/communities will also open avenues for building synergy among teachers, parents and the students with the provision for parents to share knowledge, skill and experiences in the teaching learning process. Synergy is also built between the school and the community through their participation in the planning process. The schools and teachers can support the community to run non-formal classes to provide a next chance education to the youth, adults and the women by renovating their life skills regarding health, sanitation, and other income generating skills. This will help the community youths to improve their quality of life.

A block grant may be provided to the VDC's in order to carry out activities to mainstream out of school children to the system. Grant to the VDC's can be channelled for carrying out ECD programs, literacy, alternative schooling and the community mobilisation activities. Fund for undertaking activities for fostering enhanced learning and development could be channelled through schools.

The net enrolment of children will be considered as a unit for calculating the block grant. In Terai and valley the block grant will be calculated on the basis of Rs 150 per child, Rs 170 in hills and Rs 200 in the mountains. This constitutes a new system of distribution, but will not increase the budget.

This will simplify the complexities of the bureaucratic procedures to allow timely disbursement of funds and will ensure flexibility to the concerned officials to implement activities within the time frame.

2.2.3 A change in roles:

The decentralized national and district level institutions need to support the schools and the communities to develop and adopt their own educational plans and policies and make decisions to create appropriate learning atmosphere in classrooms in terms of quality of teaching and implementation of curriculum to achieve educational standards.

The learning process can be seen in a triangular form where the students, teachers and the parents/community have active roles to play. The coordinated efforts of these three can make a synergy at the classroom and the school level by the creation of joyful learning atmosphere. The national as well as the district level institutions can support these actors of education at the school and community levels with skills and knowledge to perform their roles more effectively. The parents would feel motivated if they are given the opportunity to share their knowledge and experiences in related curricular areas improving the quality of teaching and contributing to the process of school development. Similarly synergy can also be achieved through educational planning which allows active participation of the community in identifying educational needs of their area, design programs and support implementing them. The opportunity given to the community to be involved in the monitoring process to look at the actual progress of their efforts will make them motivated for further cooperation in the educational process of the school.

The school and teachers can support the community to carry out non-formal education classes for the youths, adults and women in order to help the community improve their quality of life with some elements on income generation, health, sanitation and social awareness.

In order to ensure the intended results of the program, the focus of supervision, monitoring and support services should be both on the process and outputs. This will allow adopting timely measures for improvement in the program by correcting shortcomings both at the planning and the implementation levels. The visible learning outcomes as traced by monitoring would lead to improve the programs that have impacts on the learning and development of children.

In spite of a large increase in the number of schools and teachers the education system at primary and secondary level is still weak. Improvements in schools and teachers are needed and - in particular - the quality of teaching must be upgraded to cater for the persistent rise in the population under the age of 15 as they constitute 40 per cent of Nepal's population. Consequently, increased priority is being attached to primary and secondary education in Nepal's development strategy to support strengthening of education in Nepal both the qualitative as well as quantitative with institutional capacity development as the cornerstone.

3. Key Strategies

The strategic shift in the program orientation that arises from the MTR and subsequent HMG policy papers means that anew focus has to be put to implementing the program activities. Improved execution of program components as well as more targeted organisational management must be said to be crucial in this aspect.

However, three years of implementing the BPEP II and a wide range of knowledge bases, as the formative research, the Gender Audit, Formula Funding, Continuous Assessment, the SIP process, Communication Strategy, HIV/AIDS, EMIS and School Mapping would constantly support to achieve the overall goals and objectives of BPEP have enriched and are going to enrich the experiences and expertise of DOE/ MOES and Central Level Agencies (CLA's) as well as district level personnel

Adding to this the 7th Amendment for the Education Act is a powerful means of empowering the community and stakeholders.

The development of the comprehensive HRD plan will be a vehicle for the further capacity building at all levels.

Both development partners and HMG have shown their support and commitment in the form of allocation of resources for ensuring access to quality primary education (EFA and BPEP III, MTEF, and the Tenth Plan). Directing basket resources to VDC's in order to improve school management is a strong indication of the seriousness in terms of decentralisation, empowerment and development of commitment and accountability at grass roots level.

To facilitate this development in all its aspect, the provision of technical assistance is adequate along with experienced international technical advisors.

The major strategies to be followed are as follows:

3. 1. Devolution of authority

One of the principal aims of Nepal's Education (Seventh Amendment) Act 2001 is to promote a more genuine form of decentralization in the education sector, directing resources to the school and empowering local stakeholders. Amongst the changes contained in the legislation are a number of institutional changes designed to secure greater participation and engagement on the part of local communities in school policy and operation. It is envisaged that the work of District Development Committees (DDC's) and Village Development Committees (VDC's) will be more closely integrated with that of the District Education Committees (DEC's), Village Education Committees (VEC's) and School Management Committees (SMC's).

These changes represent a strategic shift from the centralized education system to the community and a school-based educational planning and management system. They render it imperative to clarify lines of responsibility, authority and the relationships between the different administrative levels and their institutions: the DDC's and DEC's, the VDC's and VEC's, schools and their SMC's. Furthermore the role of other partners including NGOs and Community Based Organizations (CBO's) needs to be considered and discussed. This harmonisation of functions must reach across educational barriers between basic, primary and secondary education as well as institutional ones.

However, international experiences indicate that nothing is achieved by decentralisation in itself. It has to be supported by a number of other initiatives.

The expected outputs are:

- implementation of an action plan for the devolution, aligned with the recommendations of the DIMC
- preparation and submission of the bi-monthly report for DIMC
- categorisation and programming of local bodies
- institutional capacity building and networking at district and local levels
- consolidation of the delivery of educational services in the long term
- qualified district education planning, based on SIP's, eventually improving the educational delivery in 2003/2004.

The outputs will be facilitated through increased and direct managerial communication between DOE officials and regional and district education officers. The norms and rules for management of the educational system will have to be re-defined. The capacity requirement of every individual manager at all levels will be increased by the initiation of decentralisation as well as part of the coming secondary sector support program. This will be part of the human resource development plan as well as the SPSD. International technical assistance has been engaged for the last 12 months to accomplish this task.

3. 2 Empowering stakeholders

One of the supplementary activities to decentralisation of administration is the empowering of stakeholders.

Partnerships between SMC's, VDC's, NGOs, INGO's, other civil society institutions and the educational agencies of HMG will be reinforced and the process of universalising primary education will be promoted. The initiatives of partnership will foster the operation of ECD programs, non-formal education and the endeavours for mainstreaming deprived and excluded groups. Aiming at universal primary education, DOE will also support programs linking with other poverty alleviation carried out by other sectors and NGO's to bring synergetic effect in the promotion of the basic education.

However, central officers have to be sensitised and a number of facilitatory approaches have to be developed and initiated before any results can be expected.

The expected outputs are

- training packages and materials are developed and conducted for training of members of local bodies
- information campaigns are undertaken from the district levels to advocate the changes and the participation in educational management by stakeholders
- elections for SMC's and VEC's are facilitated
- partnership concept are initiated for involvement of civil society
- linkage is established to activities undertaken by the Social Welfare Council
- the concept of SIP's are aligned with the CSIP of secondary education and guidelines developed and disseminated
- the working methodologies at central and district levels are scrutinised and adjusted to the implications of the strategic change.

The changes will be facilitated by strong managerial vision and commitment. Norms and rules for work procedures in educational will have to be re-defined. The capacity requirement of every individual manager and section officer at all levels will be increased by the initiation of decentralisation as well as part of the coming secondary sector support program. This will be part of the human resource development plan as well as the SPSD institutional capacity building component.

International technical assistance will be necessary to accomplish the task of empowering stakeholders.

3. 3. Good Governance

Good governance is a key to empowerment of stakeholders and a means of reduction of poverty. Poor and disadvantaged groups will always be the first to suffer from bad governance.

The national resources will be mobilized ensuring that equity and justice is made to every beneficiary.

Good governance in the education sector will advocate:

- Its values of administration
- The rights and responsibilities of beneficiaries
- Nomination by merit
- Financial stability
- Decisions made against all available information
- Closely coordinate and share knowledge on educational matters with all stakeholders

Measures will be taken to disseminate information on and equitable distribution of resources. Local as well as national media will be used to disseminate responsibilities and accountabilities to show that the resources are properly utilized by the appropriately at every level of operation. The distribution of resources would be based on the needs, capacity and performance of the user. It will also be taken into account the resource made available is appropriately and efficiently utilized by the appropriate level of operation. To ensure transparency and good governance centrally, the DOE will be pro-active to complete the procurement plan supplemented by a specified cyclic tracking mechanism and obtaining required 'no-objections' before the onset of the Fiscal Year 2001/2. Management measures will be taken to ensure that all employee's have a job description and as well as performance indicators. Strong measures are taken against absenteeism.

Good governance means that the educational delivery must be predictable.

The expected outputs are:

- cycles of fiscal and activity planning and the academic year will be aligned in all sections and agencies, improving educational delivery from 2003/04
- values for good governance in the educational administration will be developed, disseminated and pursued at both central and district levels
- a set of values for good governance in schools and SMC's will be developed and disseminated
- information campaigns disseminating requirements for good governance will be undertaken
- all districts will report complaints over lack of governance and irregularities in BPEP II annually to DOE, for submission to the mission.

The capacity of every individual manager and section officer at all levels is key to adjustment of principles for good governance. Presumably, this will necessitate revisions in bylaws and directives. This will be part of the human resource development plan as well as the SPSD institutional capacity building component.

International technical assistance will be necessary defining values for good governance.

3. 4. Human resource management and development:

Efficiency of the program implementation and optimisation of output depend highly on the effective utilization of the available expertise and the human resources. Key to enhancing the efficiency is organisational management as well as shared values for service delivery at all levels.

Effective mechanism of motivation will be devised and implemented in order to encourage the actors of education to contribute to the process of child learning and development with high morale, pride and enthusiasm. The HRD plan will be implemented to develop capacity at all levels. Networking with institutions of high reputation will be emphasized in order to gain synergy in the capacity building of

human as well as the institution both at national and international levels. Appropriate training and orientation workshops would be organised by DOE to ensure required efficiency among its staff. The transfers, training and career development of the staff will strictly follow the civil code and the appropriate regulations.

Skills development is important. In general, the working environment is based on teamwork, a high degree of internal communication and internal learning processes. All officers are responsible for more than one assignment and two or more officers are covering each assignment. Emphasis should be given to teamwork, problem analysis and solving, facilitation techniques and skills training in negotiation. The ultimate objective of this skills development is that the human base of engaging in program activities is enlarged. Program activities and implementation of the same are far too complicated to be dealt with only one or at best two officers.

DOE envisages two types of capacity building program for the short term and the long term.

In the short-term program, the training activities will be linked to relevant research activities, piloting, innovative programmes and pressing needs of the MOES/DOE and CLA's as a means to create motivation among its staff. The staff development plan will be embedded with the DOE so that the real needs of the BPEP II could be addressed.

The long term plan capacity building program will be focused on equipping educational officers with adequate academic degree's.

Finally, at the institutional level change management is required. This means that the organisational structure of DOE, other CLA's and regional/district offices must change according to implications of the strategic shifts. This change must be based on a thorough analysis of roles and functions to be taken up in the future.

The expected outputs are

- The HRD plan will be implemented, resulting in improved educational; delivery at all levels.
- All assignments are described for all divisions/sections
- Immediate training/refresher training and assignment specific job-descriptions support all changes.
- All sections and work areas have been assigned key indicator and benchmarks. The sections chiefs have individual performance benchmarks.

The above bullets apply for both central, regional and district levels. A plan of implementation will have to be made shortly.

Further, it will be necessary to establish benchmarks and evaluations of activities conducted under the human resource development plan. International assistance will still be necessary to accomplish the skills development.

3. 5 Promote literacy

Non-formal Education Centre has been offering 12 months basic and functional literacy education to women reduce disparity between male and female. Women Education Programme (WEP) has a vision to consolidate literacy to make a holistic impact on women's lives. But how to translate the vision into action? How to involve different stakeholders in this action? How to develop link with ECD programme? How do we involve civil society in this programme? These are the basic questions require answer in the

course of implementation of literacy programme. Ingredients to reply such questions are scattered in the EFA framework, poverty reduction programme etc. NFEC is conducting Basic and functional literacy programme, Income generation activities and community learning centre for continuing education.

Similarly, Out of schoolchildren programme, Flexible schooling programme and School out reach programme are covering the children those who have never been to school for different reasons. Because of the present context of decentralisation, need based, demand driven and integrated literacy programme will be developed and piloted in some areas. Basically in availability of materials on time and dropouts are the major problems of this programme

The expected outputs are:

- Strong-monitoring system at central, regional and local level will be established.
- Pilots of new program delivery
- Awareness campaign, baseline survey, and training manuals and new implementation guidelines for newly design programme developed and implemented.
- Guidelines for the involvement of VDC's, NGOS/CBOS in programme implementation will be developed and implemented.
- Supervisors will be trained for programme monitoring at local level.
- Orientation programme for stake holders will be developed and implemented
- Internal management of Non-formal education programme at all levels has to be improved in terms of service delivery at all levels.

3. 6. Promote equity

Around 20 % of the school going age population is still outside the ambit of primary education. This group comprises mainly of the girls and the children of the disadvantaged community. In order to mainstream them all into the system special measures need to be implemented. The on-going gender auditing report will be analysed and its recommendations would be prioritised. Desegregated data to track the disadvantaged children of the disadvantaged community will be established and appropriate measures for positive discrimination will be carried out. This will include partnership with VDC's and other NGO's/INGO's.

The expected out puts are:

- The recommendations of the gender audit report will be analysed and an action plan prepared.
- Incentive mechanisms will be more focussed at girls and disadvantaged groups, including children with special needs.
- Initiatives will be taken to implement HMG policies on recruitment of female teachers
- Initiatives will be taken to recruit female RP's

Further, international technical assistance may be needed, especially to develop and implement the action plan for the gender issue.

3. 7. Monitoring and Supervision

In consonance with the shifts implied by the changed context, the role of DOE and other CLA's down to the district level will be redefined. The central as well as more focussed on supporting and facilitating the actual beneficiaries at the community level with skills, knowledge and resources enabling them to plan implement and monitoring the outputs of the programs

The monitoring indicators of PIP will be reconciled with those of EFA so that the progress of the program is tracked effectively. This will reinforce and redirect efforts made by every unit contributing the educational development of the nation creating a synergetic effect on the enhancement of efficient and effective attainment of the plan objectives. Simple and tangible monitoring indicators would also be developed with an intention of involving the community level stakeholders so that they can track the progress of their own efforts and thereby get encouragement for further contributions. The reconciled indicators are annexed.

However, it is necessary that monitoring as an administrative, strategic and policy planning tool is defined. This goes for the relation between DOE and other CLA's, regions, districts and the local levels. What are the objectives? What are the constraints? And who should be carrying out the monitoring for whom? As part of the human resource development, officers from central levels needs more exposure to district and local level activities.

A number of resources are already allocated for the purpose of monitoring and supervision. However, it is generally recognised that these resources are mostly being idle or not performing to the original intention. In the context of the strategic shift, the objective and working methodologies these resources needs be redefined so they will have a definite impact on program implementation in the future.

The expected outputs are

- Monitoring needs to be defined and organised
- Plans for physical monitoring by DOE officials are drafted and implemented
- The role of RP's and supervisors will be analysed and adjusted to the implications of the strategic shift.
- A survey of the block grant system will be carried out
- Measures will be taken to deflate enrollment figures
- District benchmarks for community involvement are developed and implemented

International technical assistance will be needed for the successful development of these assignments.

3. 8. Principle of subsidiarity

A growing body of research on the performance of organisations suggests that the most effective governance of any organisation occurs when authority for decision-making is transferred as close as possible to the site where actions are taken. The logic of the principle is concerned with the challenge with regards to the mobilisation and utilisation of resources sufficient to respond to the needs, interests and ambitions of the local beneficiaries. The MOES/DOE will adhere to the guiding principle of subsidiarity by locating the authority for decision-making on funds as close as to the schools where most actions take place.

This would ensure more local community involvement in deciding schools' objectives and policies regarding the teaching and learning of their children. To allow this to operate, there has to be devolution of funding to the schools for school-based decision- making.

The expected outputs are:

- A transparent and predictable system regarding what resources the schools are going to have, when, and how much to support for their educational plans.
- More local spending should be undertaken by beneficiaries

- Spending should be made centrally only when if it can't be made locally.

The conditions for a well functioning system of subsidiarity are that adequate guidelines, rules and norms are developed at the appropriate time as well as beneficiaries – for every fiscal year – know exactly, how much they are supposed to receive, when and from whom. Also, new systems of monitoring and how to deal with irregularities have to be built.

International technical assistance may be needed to develop the system.

4. Budget 2002/03

4.1. Financial status:

The financial progress made during FY 1999/00 and 2000/01 corresponding to the respective Annual Strategic Implementation Plan (ASIP) and Annual Work Plan and Budget (AWPB) along with the approved budget for the FY 2001/02 is shown in the table below:

Table 3
Financial Status (FY. 1999/00 to 2001/02)
NRS. in 000

FY	Total Central Budget	Total Actual Expenditure	%	Total District Budget	Total Actual Expenditure	%	Total Budget	Total expenditure	%	Expenditure in US \$
1999/00	556000	225203	40.5	436800	278025	63.5	992800	503228	50.6	7400
2000/01	411436	191814	46.6	853364	519047	60.8	1264800	710861	56.2	
2000/01 (revised)	387307	191814	49.5	721422	519047	71.9	1108729	710861	64.1	10454
% against plan budget							7242000	1214089	16.8	17854
2001/002	227811	31257	14	1026997			1254808	1245346		

* \$ calculated @ of NRS 68

The table shows that the actual expenditure was 50.6 and 64.1 percent in the financial year 1999/00 and 2000/01 respectively. It also indicates that the percentage of expenditure in the districts was relatively much higher than the expenditure at the central level in both years.

The expenditure on the current year budget by the end of January 2002 is % at the central level and % at the district levels. It is expected that the status of expenditure would improve as the payment to the construction materials procured under the ICB process is made. The payment to other NCB procurements is also at the verge of payment.

The status of reimbursement as of is given in the table 3 below.

5. Risks and Constraints

A number of the risks and constraints for the continued implementation of the BPEP II in the educational system is related to the weak human and institutional capacity at all levels.

- There is a need for motivating the personnel to be more devoted to the qualitative improvement of the program implementation.
- There is a need to increase accountability and commitment among stakeholders.
- The present component driven approach needs to be revisited in order to make the program more coherent and synergetic.
- Inconsistencies of BPEP II documents with the Tenth Plan, the EFA National Plan of Action, and the Poverty Reduction Strategic paper need to be reconciled.
- Capacity needs to be developed, especially at the community, VDC and the district levels to enable them to allocate resources realistically and implement and monitor programs effectively.
- Strategies, specific to the topographical and regional diversities as well as the socio-ethnic, socio-economic and gender gaps need to be spelled out.
- Strategies to encourage NGO's, CBO's and other private agencies to build partnership for utilising their extended resources, expertise and long experiences need to be clarified and brought into practice.

A majority of these risks and constraints will be addressed in the Human Resource Development Plan as part of the BPEP II annual work plan. Some constraints – as lack of motivation, delegation and commitment – cannot effectively be addressed in a plan. They are part of a work culture and the change in these cultures has to come from above – from the top management at all levels.

An institutional constraint hampering the implementation of the program several is the late disbursement of funds and programs for the fiscal year. Improvements were suggested in the Aide Memoire of the Joint Donor Mission in December 2001, but they still have to be accepted by all stakeholders and implemented.

Lack of capacity and devolution of authority to design and conduct these kinds of improvements are not compatible to the program approach.

Finally, the most unpredictable risk and constraint is the effect of the Maoist insurgency and the HMG declared state of emergency. It is not possible to assess the impact of the state of emergency in general. The picture of the impact on primary education is very blurred and changing from district to district, from day to day. However, it must be acknowledged that a definite impact is found. Teachers are staying in headquarters, under arrest and/or part of the Maoist insurgency. District headquarters are disfunctioning many places, communication lines are broken down or have been destroyed etc.

In this context, measures should be taken at a number of levels:

- Conflict sensitisation should be undertaken of all central activities

- Officers in management positions at central, regional and district level should be trained to cope with the situation and the impact of the insurgency
- Information campaigns should be devised
- A post-insurgency (post-emergency) strategy should be designed.

Training focused on better equipping officers to cope with the effects of the insurgency and the emergency situation should be built into the HRD plan. This could include treatments for officers suffering from post-traumatic stress symptoms and alike. International assistance should be considered for this purpose.

Further, activity planning has to be very realistic and target what can be done instead of what could have been done. However, a balance must also hit. Despite insurgency and state of emergency, life and schooling must go on. The window of opportunity is to clear primary schools and programs from all political influence.

6. Visions and Future Directions:

The context of institutional planning has improved greatly in the later months. As reflected upon elsewhere in this document, the policy framework – though still imperfect – is more consolidated than ever. This facilitates a reduction of the confusion stemming from earlier fully inconsistent and not thorough analysed implications of policy proposals. The importance of this should not be underestimated as it is expected that external assistance will be needed for primary and secondary education as such for the next 10-15 years.

MOES and DANIDA have recently agreed on an extension of the program support to 2004. This means that all development partners will terminate their support for BPEP II mid 2004. Consequently, remembering the time and effort necessary to built new programs, it is considered relevant that the Mid Term Review indicates possible preparations for a BPEP III. These preparations will basically have to take place in 2003. The mission in November 2002 could analyse the topic more thoroughly, if considered relevant by the development partners.

Synergy has up to now primarily been discussed as an internal program feature. However, it should be acknowledged that synergy has to be struck with the coming assistance for secondary education and Tenth Plan at one level as well as to other HMG policies. The latter refers to new provisions within the Ministry of Finance (Local Bodies Fiscal Administration) and Ministry of Local Development (National Framework for Decentralisation). Basic and primary education can not be seen as an entity in itself, but also has to be viewed in the context of general political developments.

7. Conclusion

This year's ASIP attempts to address the lack of implementation of the BPEP II, which has been highlighted so often. Consequently, focus has been given to develop specific forms of interventions and not merely reiterating the policies of HMG/N and/or resuming already known program components.

The document does not go into details. That is being left to annual work plan at section and district levels. However, consolidation of the ASIP in terms of internal debate is still desired and necessary.

On the other hand, each and every central line agencies will have to prepare their own institutional plan of action for materialising the improvements in the implementation. No question, more emphasis will be put

on the quality of organisational management. No question, more will depend on significant improvements in the leadership of the institutions, administrating the basic and primary education provisions.

The Joint Mission in November 2002 should assess and recommend the progress of these plans of action for a better implementation of the BPEP II.

Annexes