BRITISH COUNCIL

NEPAL'S SCHOOL SECTOR DEVELOPMENT PLAN - TA FACILITY

CAPACITY AND INSTITUTIONAL ASSESSMENT (CIA) FOR IMPLEMENTATION OF THE SSDP
Final Report January 2020

Contents

Abbreviations

A

ADB
Asian Development Bank

AFR
Annual Fiduciary Review

ALG
Action Learning Group

ASIP
Annual Strategic Implementation Plan

AWPB
Annual Work plan and Budget

AV
Audio Visual

B

BRM
Budget Review Mission

BS
Bikram Sambat

C

CAS
Continuous Assessment System

CDC
Curriculum Development Centre

CDP
Capacity Development Planning

CEHRD
Centre for Education and Human Resources Development

CERID
Research Centre for Educational Innovation and Development

CIA
Capacity and Institutional Assessment

CID
Capacity and Institutional Development

CIDP
Capacity and Institutional Development Plan

CLA
Central Level Agency

CLPIU
Central Level Project Implementation Unit

COMS
Communication

CPD
Continuous Professional Development

CS
Civil Society

CSS
Comprehensive School Safety

CTEVT
Council for Technical Education and Vocational Training

D

DACS
Development Assistance Co-ordination Section

DEO
District Education Office

DLI
Disbursement Linked Indicator

DOE
Department of Education

DP
Development Partner

DRR
Disaster Risk Reduction

E
EC
European Commission

ECD
Early Childhood Development

ECED
Early Childhood Education and Development

ED
Executive Director

EDCU
Education Development and Co-ordination Unit

EDDR
Environmental Due Diligence Report

EFA
Education for All

EGRP
Early Grade Reading Programme

EMF
Environmental Management Framework

EMIS
Education Management Information System

EMTS
Education Management Training Section

ERO
Education Review Office

ETC
Education Training Centre

EU
European Union

F
FCGO
Financial Comptroller General Office

FFE
Food for Education

FMIS
Financial Management Information System

G
GO
Governmental Organisation

GON
Government of Nepal

H
HSEB
Higher Secondary Education Board

I
ICT
Information and Communication Technology

IEMIS
Integrated Education Management Information System

I/NGO
International/ Non-Governmental Organization

IRT
Item Response Theory

J
JEMC
Janak Education Material Centre

JFA
Joint Financing Arrangement

JFP
Joint Financing Partners

JRM
Joint Review Mission

K
KU
Kathmandu University

L
LEDPG
Local Education Development Partner Group

LEG
Local Education Group

LG
Local Government

LGEU
Local Government's Education Unit

LGOA
Local Government Operation Act

LMBIS
Line Ministry Budgetary Information System

M
MDAC
Ministerial Level Development Action Committee

MEC
Minimum Enabling Condition

MOE
Ministry of Education

MOEST
Ministry of Education, Science and Technology

MOF
Ministry of Finance

MOFAGA
Ministry of Federal Affairs and General Administration

MOU
Memorandum of Understanding

MTEF
Medium Term Expenditure Framework

MTOT
Master Training of Trainers

MTR
Mid-Term Review

N
NASA
National Assessment of Student's Achievement

NAF
National Assessment Framework

NBC
National Building Code

NCED
National Centre for Educational Development

NCF
National Curriculum Framework

NEB
National Examination Board

NEGRP
National Early Grade Reading Programme

NGO
Non-Governmental Organisation

NITC
National Information Technology Centre

NNRFC
National Natural Resources and Fiscal Commission

NPC

National Planning Commission

NQF

National Qualification framework

NRA

National Reconstruction Authority

O

O&M

Organisation and Management

OCE

Office of the Controller of Examination

OPMCM

Office of Prime Minister and Council of Ministers

P

P&M

Planning and Monitoring

PDNA

Post Disaster Needs Assessment

PEDD

Provincial Education Development Directorate

PETC

Provincial Education Training Centre

PFM

Public Financial Management

PG

Provincial Government

PIC

Programme Implementation Committee

PIM

Program Implementation Manual

PMD

Planning and Monitoring Division

PMS

Programme Management System

PMSD

Provincial Ministry of Social Development

PPC

Pre-Primary Class

PPE

Pre-Primary Education

PRF

Program and Results Framework

PTA

Parent Teacher Association

R

RC

Resource Centre

RP

Resource Person

S

SBA

School Based Assessment

SDG

Sustainable Development Goal

SEE

Secondary Education Examination

SIP

School Improvement Plan

SLC

School Leaving Certificate

SMC
School Management Committee

SMF
Social Management Framework

SNIE
Special Needs and Inclusive Education

SSDP
School Sector Development Plan

SSRP
School Sector Reform Programme

STR
Student Teacher Ratio

STRO
School Teacher Record Office

SUTRA
Sub-national Treasury Regulatory Application

SWA$_p$
Sector Wide Approach

SWD
Student with Disability

T
TA
Technical Assistance

TC
Thematic Committee

TCF
Teacher Competency framework

TIMS
Teacher Information Management System

TOR
Terms of Reference

TPD
Teacher Professional Development

TRM
Transitional Roadmap

TSC
Teacher Service Commission

TSU
Technical Support Unit

TTS
Teacher Training Section

TU
Tribhuvan University

TVE
Technical and Vocational Education

TWG
Technical Working Group

U
UNICEF
United Nations Children's Fund

V
VSO
Volunteer Service Overseas

W
WFP
World Food Programme

1. CONTEXT

1.1 THE SSDP

1. The seven-year School Sector Development Plan (SSDP) and its five-year costed programme were developed and initiated in 2016, just before the major legal and institutional changes were to take place. The major organisational restructuring of the Ministry of Education Science and Technology (MOEST), the Centre for Education Human Resource Development (CEHRD) and MOEST's other central level agencies has been initiated, and the new federal structure is emerging. It will take time before they become fully operational.

2. MOEST is the executing agency and CEHRD the implementing agency for the SSDP. The Development Assistance Co-ordination Section (DACS) of the Planning and Monitoring Division of the MOEST is functioning as the programme secretariat for SSDP programme implementation. The responsibility of Technical Support Unit (TSU) is given to DACS to co-ordinate technical assistance (TA) guided by the Government's common framework for technical assistance (TA Framework) and an external support in terms of human resources is provided. Moreover, the SSDP TA is extending supports of various forms to DACS. Yet the sustainability of support of this kind is a moot question after the end of TA support. Therefore, DACS needs to be capacitated by providing it enough budget in hiring external expert(s) and managing necessary events necessary for effective implementation of SSDP so that it can perform its desired role as TSU.

3. The SSDP is supported through a Sector Wide Approach (SWAp) modality. The SWAp is supported by nine Joint Financing Partners[1] (JFPs), who have committed their funding support through a Joint Financing Arrangement (JFA). Disbursement Linked Indicators (DLIs) have been devised in ten thematic results areas like Early Childhood Education and Development (ECED), Model Schools, Equity, Teacher Management and so forth for the smooth functioning of collaboration with the JFPs. CEHRD collates the data on progress against targets with the help of DLIs. In addition to this, the SWAp is supported through several other development partners, including I/NGOs that are members of the Local Education Development Partner's Group (LEDPG). The LEDPG is represented by a focal point, which is a responsibility that is rotated among the JFPs on an annual basis and is currently held by the World Bank.

4. Although the MOEST has experience in implementing education sector programmes through a SWAp modality with pooled and non-pooled support, it will require capacity building support to effectively implement the SSDP in this challenging context of federalism. In addition to support for programme implementation (including Public Financial Management), the MOEST will require technical support and capacity development for effective implementation of the SSDP on a range of other interlinked reform issues related to quality in the classroom and wider governance and accountability areas. As such, a Common Technical Assistance Framework as a tool to execute TA is already devised destined to support SSDP implementation in the three areas like program support, technical areas support, and knowledge management support jointly identified by the then MOE and the LEDPG.

5. The SSDP core document has taken the School Sector Reform Plan (SSRP) (2009 – 2015) as a point of departure. The SSDP was initiated with the aim to improve the quality of education as its central focus while safeguarding the achievements made under SSRP on improving access to education. Though

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[1] The nine joint financing partners are the Asian Development Bank, the European Union, the Global Partnership for Education, Government of Finland, Government of Norway, JICA, World Bank, USAID and UNICEF.

Nepal has achieved good results in access, yet targeted policies and related interventions like the teacher rationalization plan, equity strategy, inclusive education policy, child friendly school framework and so forth should be continued and implemented in letter and spirit to improve the quality of teaching and learning so that sustainable impact on students' learning outcomes can be achieved.

6. A shift has been initiated from access under the SSRP, to an inclusive access that enables children who experience the highest disparities in access and participation (children from disadvantaged groups, remote areas, children with disabilities, etc.) to have improved access, whilst simultaneously supporting schools to cater to these additional students and/or their additional needs. In this context, the dimensions adopted by the SSDP theory of change (i.e. equity, quality, efficiency, governance and management, and resilience) remain relevant and will need proper attention for the plan to meet its goal and objectives, as follows (MTR Aide Memoire 2019):

7. **Equity:** The 2014 Consolidated Equity Strategy has provided a solid strategic framework to guide the equity-based interventions under the SSDP. The Equity Index that has been developed as part of this is used by government to target Local Governments (LGs) based on their disparities in education outcomes and to allocate additional resources for need-based planning. The Index is in the process of being embedded in the Education Management Information System (EMIS) and its use is included in the joint Disbursement Linked Indicator (DLI) framework and a dual approach of Program and Result Framework.   To facilitate the move from access to equitable access, it is crucial that access and quality of EMIS data continues to be strengthened so that it allows analysis and evidence-based interventions (especially at the local level) to target those children who remain unable to access, participate and learn based on barriers and their needs. As provisioned in the SSDP, the development of a multi-year costed action plan to mainstream inclusive education will be a key strategy to further strengthen equitable access to education for children with different capabilities and needs. Furthermore, the establishment of enabling environments will also require building the capacity of school management and local government staff on issues such as social safeguarding, in relation to indigenous people and their languages, culture and livelihoods.

8. **Quality:** It is evident that there is a need to improve the quality of education, efficiency and service delivery and to ensure equitable access and participation. Considering the (understandable) focus on efficiency, and governance and management in the current transition phase, it will be important to retain a strong focus on the quality aspects of the education sector plan and ensure they are strengthened, understood and owned at all levels. Availability of subject teachers and their professional capacity, timely availability and quality of textbooks, availability and implementation of curriculum in schools, use of teaching and learning materials, use of classroom-based assessment and other important areas will play major role whether SSDP quality targets and objectives will be met. Furthermore, integrated curriculum is intended to enhance quality, yet its contribution on quality enhancement is yet to be realised as its implementation is at early stage.

9. **Efficiency:** Besides the Government's efforts of increasing (domestic/external) resourcing of the SSDP costed programme, there is also a need to explore ways in which the utilisation of available resources can be improved. The current transition causes a likely disruption in efficiency as the decentralisation is expected to run concurrently with (temporary) loss of efficiency.

10. **Governance and Management**: This is the area possibly most affected by the ongoing roll out of the federal structure in the country as the mandate for most of the key functions relating to basic and secondary education is now a constitutional right of 753 local governments. While the transition of mandates and functions will be expected to be completed with the approval of the Federal Education Act, the institutional and programmatic transition in the education sector will (based on international

experience) take time. This will likely cause disruption in education policy development, planning and implementation processes at all three government tiers due to lack of management and co-ordination structures. It will be important to ensure that the SSDP, as also mentioned by MTR report 2019, which remains credible in terms of its goal, objectives and strategies, is adapted and owned at the local level and reflected accordingly in local level education sector plans and budgets. For this, significant capacity development at the local level needs to be undertaken, considering the disparity between the newly established local governments in terms of their institutional expertise and memory, staffing, resources and needs.

11. **Resilience**: The SSDP was designed to address two major contemporary challenges: 'Building back better' after the 2015 earthquakes, and nationwide rollout of Comprehensive School Safety (CSS). In the November 2018 Joint Review Mission (JRM) of the SSDP, the Central Level Project Implementation Unit (CLPIU) of the National Reconstruction Authority (NRA) shared that 7,200 of the estimated 7,500 schools destroyed by the earthquakes have been/are in the process of being reconstructed. At the central level, progress has been made against the 2015 Post Disaster Needs Assessment (PDNA) in terms of the government developing minimum standards for CSS. Strengthening institutional capacity within the MOEST and its central level agencies will be important to enable them to take on CSS when the NRA completes its five-year term. The development of the CSS Masterplan (MOEST 2018) and CSS Implementation Guidelines (CEHRD 2019), as well as the upcoming support for retrofitting and disaster risk reduction through the ADB and the support of a nation-wide Structural Integrity Assessment by the World Bank are major opportunities in this context.

1.2 SSDP PRF, DLIs AND CROSS CUTTING THEMES

12. Building on achievements and lessons learned from the SSRP, the SSDP was developed prior to the rollout of the federal structure in the country.

13. The SSDP Programme Results Framework (PRF) is structured around 10 objectives. For each of these objectives, main strategies, components and activities have been developed and serve as a basis for the estimated budget of the five years' implementation programme. A total set of 72 indicators are used to monitor progress.

Table 1: SSDP Objectives

SSDP objectives / outcomes
Objective 1 Basic education
1.1. Improved equitable access to basic education
1.2. Improved quality of basic education
Objective 2. Secondary education
2.1. Improved access and equity in secondary education
2.2. Improved quality of secondary education
Objective 3. Increased functional literacy and reading and learning habits cultivated among youths and adults
Objective 4 Teacher professional development
4.1. Increased provision of qualified and trained teachers
4.2. Strengthened teacher management and accountability
Objective 5 Governance and management
Objective 6 Disaster risk reduction and school safety
Objective 7 Monitoring, evaluation and assessment

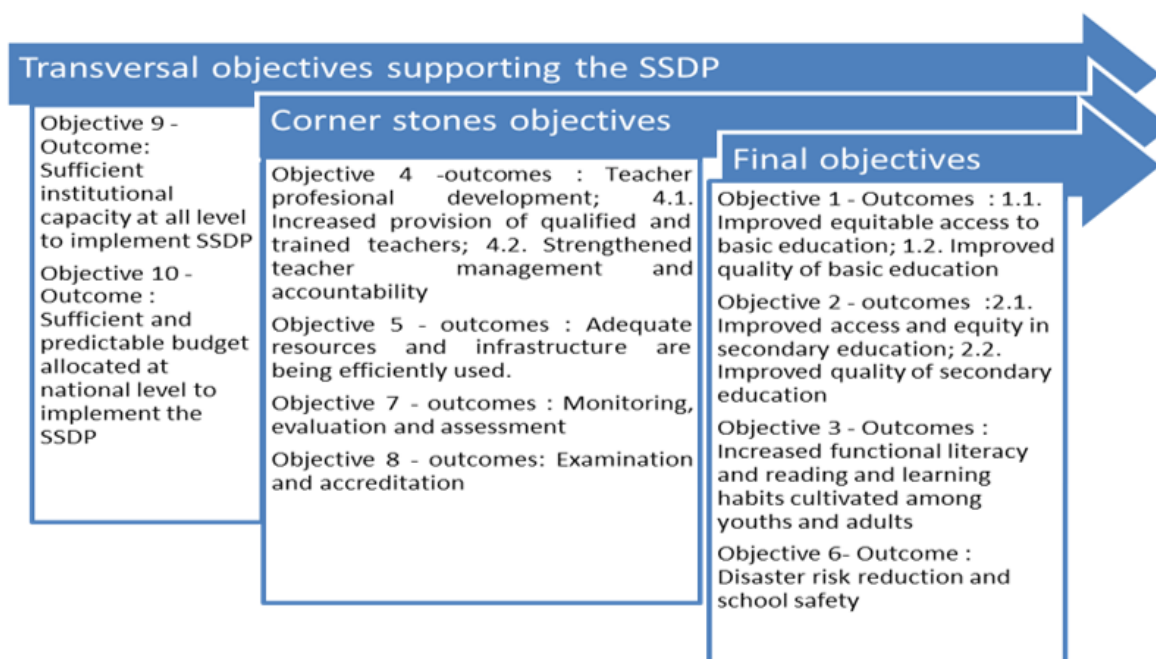| SSDP objectives / outcomes |
| --- |
| Objective 8 Examination and accreditation |
| Objective 9 Institutional capacity development |
| 9.1. Sufficient institutional capacity at all levels to implement the SSDP |
| Objective 10 Finance |
| 10.1. Sufficient and predictable budget allocated at national level to implement the SSDP and priorities of the GON |

Source: GoN SSDP, 2016

14. The PRF and its annual targets serve as a framework for the government and the JFPs to jointly determine the level of progress during the annual JRM. The Government produces both flash reports and status reports to inform the review of this progress. Based on whether satisfactory progress has been confirmed, the JFPs that support the SSDP through a program-based modality are able to disburse their committed support. Based on the indicators and targets in the PRF, a joint DLI matrix was developed. The selected DLIs have been agreed based on protocol that specifies definition of success, verification requirements, timelines and disbursement modalities for various JFPs that support the SSDP through a result-based financing modality. The DLI matrix target sets have been developed as a sub-set of the PRF and the former centralized implementation system. The key SSDP dimensions like equity, quality, efficiency, governance and management and resilience are logically and objectively manifested into PRF and then to ten DLIs. Collectively, they all constitute a coherent whole. As such, different process and outcome indicators have been selected as DLIs based on them having a transformational or catalytic effect for the larger reforms and results envisioned to be achieved through the implementation of the SSDP. Indicators and areas selected as DLIs include, for example, development of activity-based kits and training of subject teachers, as well as teacher rationalization and deployment plan. Due to the federal transition, the MTR recommended the need to restructure several DLIs as they target monitoring progress at different administrative levels/ structures, which no longer correspond to the new context. The following provides an overview of the linking of the SSDP cross cutting themes, the PRF and the DLI frameworks.

1.3 THE MID-TERM REVIEW (MTR)

15. MTR was carried out during a four-month period from February to June 2019. The goal of the MTR was to assess the progress of SSDP against the objectives and program and result framework (PRF). The review has investigated operational aspects (e.g. management structures, monitoring and reporting arrangements), institutional arrangements and capacity of the government to implement and achieve SSDP objectives.

16. The MTR noted that there is an internal hierarchy within the objective framework, with some objectives rightly seen as a prerequisite for the implementation of others. More specifically the cornerstone objectives are the point of entry to the development of institutional capacity.

17. 2 of the 10 PRF objectives (objective 9 and 10) are transversal and support the overall implementation of all activities especially in the decentralization process. 4 of them (objectives 4, 5, 7 and 8) constitute cornerstones of the overall design since they are interlinked and their progress constitutes necessary building blocks paving the way to achieve the other 4 objectives (1, 2, 3 and 6), having a direct effect on the 5 key dimensions encompassed by the programme.

Figure 1: SSDP Objective Scheme

Transversal objectives supporting the SSDP

Objective 9 - Outcome: Sufficient institutional capacity at all level to implement SSDP **Objective 10 -** Outcome : Sufficient and predictable budget allocated at national level to implement the SSDP	**Corner stones objectives** Objective 4 -outcomes : Teacher profesional development; 4.1. Increased provision of qualified and trained teachers; 4.2. Strengthened teacher management and accountability Objective 5 - outcomes : Adequate resources and infrastructure are being efficiently used. Objective 7 - outcomes : Monitoring, evaluation and assessment Objective 8 - outcomes: Examination and accreditation	**Final objectives** Objective 1 - Outcomes : 1.1. Improved equitable access to basic education; 1.2. Improved quality of basic education Objective 2 - outcomes :2.1. Improved access and equity in secondary education; 2.2. Improved quality of secondary education Objective 3 - Outcomes : Increased functional literacy and reading and learning habits cultivated among youths and adults Objective 6- Outcome : Disaster risk reduction and school safety

Source: SSDP MTR, 2019

18. **The final objectives** - include the objectives that most directly are focusing on supporting teaching and learning in the classroom. This includes objective 1 and 2 - improved equitable access and quality of basic and secondary education. It is obvious that objective 3, having youths and adults as the direct target is included here. Although different in nature, objective 6 on disaster risks reduction and school safety also targets the students (along with teachers, head teachers and others working in Schools).

1.4 THE THEMATIC AND INSTITUTIONAL PRIORITIES OF CIA

19. Based on the outcomes of the MTR, it was agreed to complete the 5-year SSDP program implementation as planned by July 2021. Rather than to seek an extension of the SSDP for the remaining 2 years (2021-2023), it was agreed to support the development of a long-term new education sector plan and costed program to succeed the SSDP program in 2021.

20. The TA has been assigned to develop and support the implementation of the institutional capacity development plan. The findings of the MTR came out recommending that the institutional capacity development should be focused on the cornerstone objectives in the SSDP transitional phase.

21. It is thus no longer relevant to develop a long-term plan for an institutional capacity development for the SSDP. Although a long-term plan is very much needed, it must be aligned with the development of the next generation school sector plan. It will be shaped to meet the need of school education in the federal context. This will in turn define the need for institutional capacity and it is evident that there will be a need to develop and implement an institutional capacity development plan matching the need of the sector strategy.

22. This structuring makes, as indicated above, a lot of sense from an institutional capacity perspective. The transversal objectives as depicted in MTR contribute to achieving the corner stone objectives, and ultimately achieving the final objectives. In this regard the MTR team made a pertinent observation regarding objective 9:

23. "It would be advisable to align, within the upcoming Capacity and Institutional Development Plan (CIDP), capacity development activities related to the different Corner stone objectives (i.e. Teacher professional development, Examination and Assessment, Production and use of Integrated Education Management Information System (IEMIS) data, Financial management etc) setting targets consistent with the other interventions (i.e. deployment of teachers and training), but also to include in the PRF clear indicators regarding the implementation process and its alignment with the deployment of staff at the different levels (including school level)". (MTR report pp33 -34)

24. The CIDP has envisioned support to the new education sector program linking this with the on-going sector analysis commissioned by United Nations Children's Fund (UNICEF). The CIDP should be reviewed/revised in parallel at the time of new sector programme development and readjust accordingly to address the emerging needs.

25. With the decision to initiate the development of a new long-term education sector plan to succeed the SSDP program upon its completion in July 2021 reducing the transitional phase, the time left for implementation of the Capacity and Institutional Development Plan (CIDP) is up until July 2021. The CIA study covers the institutional assessment under six dimensions mentioned in the subsequent chapter and therefore, most of those needs will be addressed by the end of the SSDP period.

26. **Thematic priorities -** The MTR proposed a grouping of the SSDP PRF objectives providing some very useful insight on priorities to be made regarding institutional capacity development. They did identify the cornerstone objectives to be recommended as the point of entry for institutional capacity assessment for the remaining period of SSDP. The recommendations of MTR were discussed and found feasible. As such, both institutional and thematic priorities are based on cornerstone objectives. Other CLAs are being incorporated through thematic capacity assessment. This report is intended to guide SSDP Technical Assistance (TA) facility and other actors. After initial assessment and discussion with government officials, following thematic priorities were identified[2].

- **IEMIS** – IEMIS is crosscutting and is required to support implementation of all SSDP PRF objectives. However, it is particularly related to monitoring, evaluation and assessment which is one of the outputs under objective 7 of the cornerstone objectives. This makes it obvious to include it as a priority theme. Similarly, IEMIS has its own output in the SSDP TA TOR.
- **Communication** – Communication is also crosscutting and relevant for most of the PRF objectives, including the cornerstone objectives. It holds the potential to contribute to the cornerstone objectives. This makes it obvious to include communication as a priority theme.
- **Continuous Professional Development (CPD) / Teacher Professional Development (TPD)** – Continuous professional development and Teachers' professional development are linked to objective 4 in the PRF. This is one of the corner stone objectives and therefore an obvious choice to include in the assessment. From consultations with various stakeholders, the possible choice of this theme has been widely endorsed. It appears that our concern with the challenges faced for in-service training and support to teachers and school managers are shared by most. There is without any doubt a need to find new ways to reach out to schools to facilitate and support professional development.
- **Curriculum implementation** – Curriculum development is linked to the immediate objectives. It may not be the most obvious choice to make it a thematic focus, however from the consultations made it was clear that the implementation of the curriculum could well be a priority, as there are close links between teachers' professional development, curriculum , and examination and

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[2] *The CIA process is explained in the methodology section.*

student assessment. Thus, it was found to add value to our proposed support to teachers' professional development. Beyond that, it is particularly relevant to focus on local curriculum adaptation as this may provide major challenges in schools and LG education sections.

- **Assessment and examination –** This is also related to one of the cornerstone objectives; objective 8 on examination and accreditation. Beyond that, the consultations showed major concern with the transformation of the examination system to meet the need in the federal context.

27. **Institutional priorities -** Further to this, the institutional coverage of the capacity assessment and plan were discussed with government officials. Keeping in view of remaining period of SSDP implementation (July 2021), the SSDP TA focused on the following institutions which are responsible for direct SSDP execution and/or implementation:

- **MOEST** – One of the outputs of the SSDP TA is dedicated to supporting and strengthening the capacity for SSDP management and governance. The planning and monitoring division and its sections are the key recipients of support in this regard. As such the selection of the MOEST and this division were mandatory.

- **CEHRD –** As the CEHRD has the overall responsibility for the implementation of the SSDP, it should also be included in the capacity assessment, although, it is beyond the scope of work of the CIA to make a detailed assessment of divisions and sections of the CEHRD.

- **Local governments / municipalities** – In the federal context, support to schools is to be provided from the Local Government (LG) / municipality, hence there is a need to develop a model by which LGs will be able to take this responsibility. This can be done by enabling the LGs to provide facilitative support to school development in line with the exclusive and concurrent powers bestowed upon them and against the observed institutional capacity constraints at these levels. The experiences gained in the old set up with RCs / RPs may be relevant to draw upon in the federal context. The interactions with the school community of provinces 2,3 and 5 clearly revealed that the technical support to them is absolutely lacking with the abolition of RCs/RPs model. During the SSDP TA inception phase, it was also agreed that there was a need to provide support to selected LG offices.

- **Schools -** During the inception phase, it was decided that the SSDP TA should engage itself in the development of a model for school-based capacity development. A decision was taken to hire a National Short-Term Advisor (NSTA) to take the lead on the development of a relevant concept and pilot a holistic approach to school development in which school governance, management and teaching is strengthened by use of a facilitative approach to capacity development in selected schools.

28. In addition to above, some other relevant federal institutions have been reviewed while conducting assessment of thematic priorities – for example, CDC for curriculum implementation and NEB for assessment and examination. Relevant provincial government stakeholders will also be targeted in various intervention areas.

2. APPROACH AND METHODOLOGY

2.1 CAPACITY ASSESSMENT AND CAPACITY AND INSTITUTIONAL DEVELOPMENT PLANNING

29. The assignment has a strong focus on capacity development within the context of ensuring the continued implementation of the SSDP to minimise the disruptions to service delivery and ongoing reform efforts during the transformation towards the federal structure. With the above brief highlight, the CIDP will support SSDP to remain a solid platform for education sector reform given the changed context with the introduction of federalism.

2.2 THE ANALYTICAL FRAMEWORK

30. The approach for capacity assessment finds its inspiration in the so-called open systems approach, according to which, the capacity of organisations must be understood in the context within which they operate: "Any organisation (or a unit within an organisation, or a network of organisations) is viewed as a system consisting of interacting and interdependent elements embedded in a context from which the organisation obtains inputs or resources, uses the input to organise production processes, and produces outputs" (Reference: EC Reference Document 6, Toolkit for Capacity Development, 2010). Consequently, the point of departure for the assessment will be all major outputs (or services) required for successful development of school education. The figure below provides a brief introduction to the analytical framework.

Fig 2: The analytical framework – Organisations as an open system
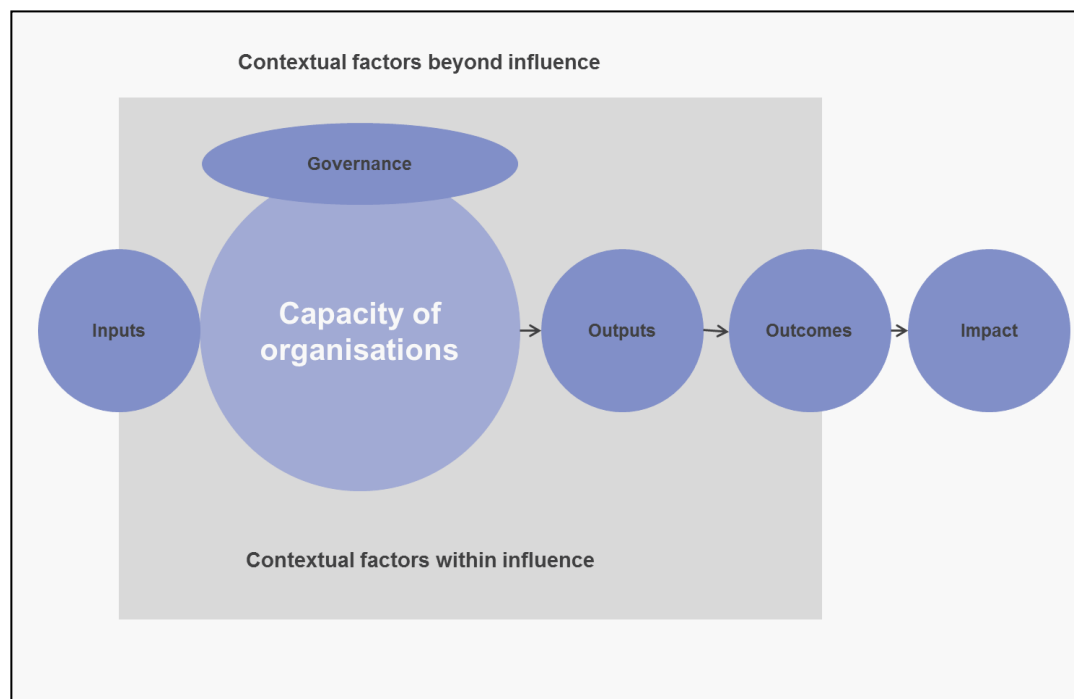
Source: EC Reference Document 6, Toolkit for Capacity Development, 2010

The framework underscores the following key points about organisations and capacity:

31. **Organisations operate in a context** - Hence, the capacity development in an organisation depends on the context within which they are embedded. One example is in-service training of teachers which is

and can be delivered by different actors, each having different responsibilities. The Curriculum Development Centre (CDC) has traditionally been responsible for curriculum orientation. The National Centre for Educational Development (NCED) and the Regional Training Centres have also played a major role in this in the past, as have Teacher Resource Centres (TRC) established under the District Offices. Beyond this, higher education institutions have also been important actors. It is obvious that any change made to roles and responsibilities of any of these is likely to have an impact on the other actors. Hence, it is most likely that all institutions within the sector will be significantly influenced by contextual factors. An obvious example is the establishment of seventy-seven Education Development Coordination Units (EDCUs) to act as a linchpin between Federal Government and the LGs under CEHRD. The very future of EDCUs primarily depends upon the provisions made in new Federal Education Act. However, EDCUs are the extended hands of the central Government while District Assembly and District Coordination Centres are more of political and quasi-political in nature which do not have any line of communication with the Federal Government.

32. **Output leads to outcomes and impact –** By providing an in-service training course to teachers or education sector managers, a public or private training provider has produced an output (or service). If the course is relevant to the recipient and he/she can make use and apply of what he/she learns, this may produce an outcome. When a teacher has completed an in-service training course it is anticipated that this together with a wide range of other factors has an impact on the students' possibilities in the job market.

33. The output is the immediate step in this chain, which provides the best possible proxy indicator for capacity. Hence, it is the realistic point of entry for institutional assessment and capacity building.

34. It is very important to move towards an output focused approach to capacity assessment and to follow up with an output focused approach to capacity development planning.

35. **Output is produced by performance –** The focus on outputs makes the mapping of outputs crucial to the capacity assessment. This applies for the sector level as well as for the institutional level. Major desired outputs will have to be identified and measurable specifications will have to be made.

36. The actual performance will have to be identified and compared to the desired performance and output specification to identify the performance gap. This calls for a strong focus on performance monitoring. To address this there is a need to develop an IEMIS system responsive to a set of relevant performance indicators.

37. **Capacity resides and develops internally –** Change and capacity development are mostly internal processes; hence it is important that capacity change processes are driven by commitment within the organisation or unit. However, these processes are most often affected by external factors which may have a strong impact on both focus and strategic priorities. "Political" factors (e.g. power to push changes through; stakeholder pressure) are often more important than "functional-rational" factors (e.g. legal mandates, organisational structure). Hence, both "political" and "functional" factors will have to be considered in the CIA.

38. Since Nepal is in the middle of a major reform process, it is more relevant than ever to work within the contextual realities and strive to deliver professional and sustainable services to address needs.

2.3 THE INSTITUTIONAL CAPACITY ASSESSMENT FRAMEWORK

39. Building on this model, a planning process will be based on experiences and lessons learned from the core specialists and experts deployed through the TA team. Crucial in this regard is to recognise that

organisations and their capacity constraints and needs are across different dimensions and as such require a multi-dimensional approach. As such, a six-dimensional model is proposed to be used for capacity development.

40. **The Six Box model for the CIA** - The figure below includes the six dimensions tied together by leadership. This is meant to indicate that above the six dimensions is the leadership who will decide on priorities within the organisation and ensure a functional balance between them.

Fig 3: The six-box model for institutional capacity assessment and planning

Source: Adapted from the "Six Box Model presented in the EC Reference Document 1. Institutional assessment and capacity development, 2005

The lead questions listed below provide a basic understanding of the focus of each of the six dimensions.

41. **Policy, strategy and plan –** To what extent are policy strategies and plans in place? To what extent are they followed? Are there systems in place to monitor implementation?

42. **Management, organisation and staffing –** Does the unit have the required management capacity? To what extent has the required mandate been delegated? Has an appropriate structure been developed? Is there a need for structural changes? Are regular performance reviews carried out?

43. **System and tools –** Have relevant procedures and tools been developed? Are they used? Is there a need to revise or develop new procedures and tools? Are there gaps between these procedures and tools and the roles and responsibilities of units, and is there therefore a need to revise these or develop additional procedures and tools? Is information available and orientation taking place on the use of these procedures and tools?

44. **Knowledge and skills -** Do job descriptions form the base for professional development? Are there any job descriptions as such in writing? if yes, is it generic or specific capturing the very nature of the job specific to a location? Do all staff have the qualifications required for the posts they have been assigned to? Are regular staff performance reviews conducted for all staff? Are performance reviews used to

identify training needs for professional development? Have any attempts been made to develop professional development plans?

45. **Internal and external relations –** To what extent is the internal/external environment conducive for achieving this output? Could a better result be achieved by strengthening the co-operation with internal and or external actors? To what extent should the unit mandate be expanded to include related functions/tasks? To what extent would it be relevant to delegate related responsibilities to related internal and/or external actors?

46. **Motivation and incentives and values –** To what extent is performance affected by motivation? In which way could a higher level of performance through increased motivation be achieved? To what extent are performance reviews used as an instrument for staff motivation? The approach to Capacity and Institutional Assessment (CIA) and Capacity and Institutional Development (CIDP) planning adopted by the TA team is based on these 6 dimensions. In chapter 3, some of the key recommendations for systemic, organizational and institutional level for short and medium term are presented.

The following will provide a more detailed outline of the methodology used.

2.4 THE CAPACITY AND INSTITUTIONAL ASSESSMENT (CIA) PROCESS

47. Inspired by the above analytical framework, a plan to guide the CIA and CIDP process was developed including the following steps:

48. **Preparation for the CIA** - Along with the final revision of the inception report, preparation for the CIA was initiated. A draft assessment tool was developed and shared among team members to be involved in the CIA process late in March and tested and developed further in April and May.

    a. Tools and procedures developed for capacity assessment process

49. **SSDP capacity needs identification –** The mapping of outputs took its point of departure from the SSDP PRF framework and by that the DLIs as indicated in the table above.

50. Our participation in the MTR process provided important insight based upon which a tentative list of capacity needs was developed. This list has been shared, reviewed and revised throughout the CIA process. This work has informed the institutional and thematic prioritisation made.

    b. SSDP PRF / DLI frameworks reviewed to identify key outputs
    c. Identify MTR findings relevant for CIDP process

51. **Institution focused capacity assessment –** Following the identification of priority themes and institutions, the detailed CIA was carried out by use of the capacity review framework introduced above as follows

    d. Priority institution focused CIAs
    e. Priority theme focused CIAs

52. **CIA report preparation and submission –** During June and July a substantial amount of formal and informal consultations were made with stakeholders at federal level. Similarly, a series of workshops were carried out in province 2, 3 and 5. Province 3 was selected as it is the province with education hub. Province 2 was selected as it traditionally has poor education outcomes and represents challenging Terai environment. Province 5 was selected as it represents diversified geography - plain, inner valley and mountain. After the completion of the workshop, the team also met

Mayors/Chairperson, Deputy Mayors/Vice Chairperson and the heads of education sections of LGs and got information/inputs on various issues. These meetings also served as a source of information in verifying the information that were derived from the workshops.

53. The findings from this provided the inputs required to prepare a first draft of the CIA report. The main chapters of this report were presented for review by government stakeholders early in August.

54. **The CIDP process** – Preparatory works on CIDP in terms of identified needs and translating them in a plan format have been initiated recognizing the fact that CIDP fundamentally needs to be devised after CIA process gets completed. Consultation with stakeholders on the plan will take place after CIA is completed. The CIDP will focus on those recommendations from the CIA that will receive technical assistance from the TA.

3. KEY FINDINGS AND RECOMMENDATIONS

3.1 INTRODUCTION

55. The ongoing federal reform process has resulted in major changes to almost all aspects of education sector development. Since the mandate for implementation of school education has now been granted to the local governments, they will have to play a major role in SSDP implementation. Defining exactly what it entails is a major and ongoing challenge. This requires a shift of focus to institutional capacity development of local governments. There are also unclarity and potentials for conflict arising due to new roles and mandates of different institutions. For example, most of well-resourced schools in Terai have felt threat from LGs on managing the resources owned and operated by schools.

56. Within the Municipalities there is a need to establish a whole new setup for education sector management. During the Unitary System, local bodies were involved only in managing ECED/Pre-primary centres, while now all of school education is the responsibility of LGs. Hence, there is an immediate need to provide support to the development of the institutional capacity for education service delivery. The mid-term review provides very relevant clarification on what this means by emphasising that the cornerstone objectives be prioritised in the transitional phase. The CIA takes its guidance from this and gives priority to assessing the need for institutional capacity required for successful implementation of the cornerstone objectives. Priority has therefore been given to themes and institutions with major responsibilities towards the implementation of these:

Priority Institutions[3]	Thematic priorities
1. MOEST 2. CEHRD 3. Local Governments 4. Schools	1. Integrated Education Management Information System (IEMIS) 2. Communication 3. Continuous professional development / Teachers' professional development 4. Assessment and examination 5. Curriculum implementation

The section below provides summary of findings and key recommendations from the institutional capacity assessment. Detailed institutional capacity assessments can be found in Annexes 2-10.

3.2 INSTITUTIONAL REVIEWS

3.2.1 MOEST

57. **Introduction –** The MOEST finds itself in an entirely new situation in the federal context. From being the overall provider of policy development in the sector, with direct links through line managed institutions to service delivery in schools, it is now overseeing a sector where the responsibility to implement has been granted to local governments. The direct link has now been dismantled, and communication to local government must now go through Ministry of Federal Affairs and General Administration (MOFAGA).

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[3] Assessment were conducted for relevant divisions and sections of institutions having direct SSDP execution and implementation role. Assessment of other relevant federal line agencies have been conducted under assessment of thematic priorities.

58. The MOEST is now primarily mandated to devise school sector policies, plans, programmes, national frameworks and development partner coordination. The MOEST prepared itself for the change in roles and responsibilities with a restructuring that took place in 2017. From being the top level of a line ministerial setup, structures were changed leaving it with no direct line of command to schools and institutions in the provinces.

59. This restructuring addressed some immediate needs of the sector, but the current set up does not meet all the needs within the federal context. The Planning and Monitoring Division of the Ministry, and within that the Development Assistance Coordination Section (DACS), face challenges due to reduced human resources and additional requirement to continue sector plan development and implementation as well as adapting the SWAp, so that it remains appropriate approach. The following provides an overview of the institutional challenges and findings. The detailed institutional capacity assessment of MOEST is included in Annex 2.

Findings –

D1 Policies, strategies and plans

60. The **Education Act –** The Ministry, in particular its planning and monitoring division, provides overall guidance to implement the existing Education Act. It is anticipated that the new Federal Education Act will be endorsed by parliament soon, the roll out of which will affect the work of the Ministry in various ways, as the Ministry will have a major responsibility towards the rolling out of the Act.

61. **The transitional roadmap (TRM) –** The roadmap is designed to mitigate potential disruptions to ongoing reforms and service delivery in the school education sector caused by the ongoing transition to federal system. It will ensure the continuous flow of service specific to school education by clarifying accountability mechanisms in the changed structure, whereby 753 Local Governments (LGs) are at the heart of school education owing to changes in the institutional set ups at all levels of governance. The roadmap is to manage: 1) the legislative transition, 2) the institutional transition, and 3) the programmatic transition. The transitional road map is a key instrument required to guide the sector's transition towards the federal set up. It details actions, timelines and responsible units for effective implementation. However, major changes have been made since the first TRM was developed in August 2018. Most importantly is the shortening of the transitional phase, hence there is a need to review and revise the TRM and update it to meet current need specially to address needs and provisions of upcoming federal education policy and act. TA team is involved in revising and updating the TRM that is destined to address the challenges coming out of federal transition.

62. **SWAp adaptation -** The SWAp modality remains the Government's preferred approach for sector support as the International Development Assistance Mobilization Policy, 2019 (2076) has taken it as one of the preferred modes for development cooperation mobilization. A smooth functioning SWAp is a pre-requisite for ensuring that the government will be able to undertake the planning and implementation of the next education sector plan and program in an adequate manner.

63. Furthermore, communication and coordination mechanisms facilitating the SWAp across the three tiers of Government will need to be established to ensure the program is understood and owned at all levels. To what extend the SWAp modality will be able to survive in the federal context is difficult to tell. However, since SWAp is a governance and management tool to mobilize resources, CIDP plans to review the modality of SWAp in federal context and come up with suggestions to this end.

Strong mandate given to the Local Government provides some immediate challenges, including the complex and in different ways incomplete lines of management, administration, reporting, financing and program monitoring of SSDP implementation. There is also a genuine need of involving LGs/PGs in BRM

and JRM to develop a minimum understanding of SSDP and ensuring their crucial role in implementing SSDP. Involvement of the representatives of LGs and PGs in BRM and JRM could be one optimal way of addressing the above challenge.

64. **Sector (SSDP) implementation plan** – The Annual Strategic Implementation Plan and Annual Work Plan and Budget (ASIP/AWPB) along with Program Implementation Manual (PIM) are the major instruments for the implementation of SSDP. Given the reality that all governments are autonomous, the bottom-up planning approach has little relevance while devising ASIP/AWPB at a federal level.

65. This sector plan is being implemented in a context where major changes are taking place at all levels of the federal system of government. This calls for solid, well-coordinated and relevant TA support to management and coordination. Currently, support is being provided to DACS/MOEST by Education Sector Wide Approach Liaison Officer, UNICEF (as grant agent of the Global Partnership for Education (GPE) Education Sector Plan Development Grant (ESPDG) and the SSDP TA facility. Moreover, there is a need to have a better coordination in between the supports presently available in the system.

66. **Sector (Strategy) plan development –** The current SSDP program ends in July 2021, which means the Government and the development partners needs to initiate the education sector analysis to inform the development of a 10-year education sector plan to succeed the SSDP, in line with the Government's vision of transforming community schools into quality learning centres. Based on this, a costed program for its first five years, including federal implementation arrangements and funding mechanisms will have to be developed. The new plan and program need to be firmly rooted in the context and priorities observed by/at the local level, while incorporating the unfinished agenda of the SSDP, aligning the Sustainable Development Goals (SDG) and Nepal's periodic development plan goal.

67. **Communication strategy development and implementation** – The transformation into the federal dispensation has made major changes to lines of governance. This has a wide range of consequences. One is that the federal level no longer has a mandate to direct but will have to find other means to reach out to all levels in the sector. Although executive power has been reduced for MOEST and other federal institutions, they have responsibilities including to monitor and audit the implementation standards set-forth by the federal government, which require capacity to reach out to all levels in the sector. In this regard, the development and implementation of SSDP focused strong and well-resourced communication strategy is needed.

68. There is a need to develop internal capacity for SSDP focused communication that is relevant to the responsibility of the Ministry towards the development and implementation of the sector plan. In this regard, there is a need to work with the DACS to develop policy and a SWAp-focused communication strategy (which also involves line of communication with other relevant federal Ministries, provincial and local level institutions), and to support the development of internal capacity to implement the communication strategy.

Key Recommendations for intervention support[4]

D1 Policies, strategies and plans	Systemic	Organisational
Medium Term	Support MOEST in developing a 10 year next education sector plan with costed 5 years programme succeeding present on going SSDP, including federal implementation arrangements and funding mechanisms.	
Short Term	Support MOEST on SWAp adaptation for both current and next phase of SSDP.	
Short Term	Support to update the TRM	Support the development of a Communication Strategy for MOEST. This should include inter alia internal capacity for SSDP focused communication; working with the DACS to develop policy and a SWAp-focused communication strategy; the development of internal capacity to implement the Communication Strategy and consideration of knowledge retention issues at all levels of government.

D2 Structures, staff and management

69. **The planning and monitoring division –** It is understood that the workload put on the Planning and Monitoring Division, as compared to the other divisions, may not be balanced with respect to distribution of responsibilities and staffing. It is beyond the scope of this assignment to verify this issue but, from observations made, it is understood that there is a need to explore this further. An Organization and Management (O&M) survey was conducted before the restructuring of the ministry to meet immediate needs at that time, but it is understood that a new O&M survey is currently being carried out by the government. The TA team will seek to support the O&M of MOEST and its Central Level Agencies (CLAs) as well as support in implementation of its recommendations. The O&M survey is expected to guide the refinement of structures, mandates and staffing. The TA team has already supported this process in organizing O and M workshop together with providing professional inputs during the process.

70. **Strengthen foreign aid coordination and communication** – DACS is playing a leading role in strengthening the coordination and cooperation between Development Partners (DPs). In this regard, some very fundamental challenges have been identified. While it is bit early to suggest how to shape the future role of DACS, it is evident that DACS should be involved in more than coordination amongst federal stakeholders. Hence, the role of DACS needs to be redefined to meet the need for coordination and governance of donor funding and support in the federal context. However, since the

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[4] *Some specific recommendations for key institutions and thematic priorities are presented in Annexes.*

implementation of SSDP is the primary responsibility of LGs and partly of PGs, including coordination arrangements in the bilateral agreement could be one desirable end.

71. The DACS should also be mandated to oversee the communication portfolio of the sector at the federal level by developing a communication strategy which should be guides for the CEHRD and provincial and municipal communication work.

72. The language barrier has always been an issue but has become stronger because of close DP cooperation. Federalisation is also adding to this challenge as officials from provincial and local institutions cannot be expected to master English fluently.

73. There is a need to establish in-house capacity for simultaneous interpretation/translation in major meetings. There is also a need to take a proactive approach to translation of documents relevant to all national and international stakeholders. This will require in-house translation capacity.

74. **TSU –** The TSU's role is to support the Government to provide timely, good quality and coordinated TA support on capacity and institutional development priorities to design, assess, implement and monitor SSDP's various policies and strategies.

75. The TSU has not yet been established in the real sense, although DACS has been assigned to perform the TSU role, but there is a strong urge from both the CEHRD and DACS to complete establishment of TSU as soon as possible primarily to extend managerial and technical supports. There is an urgent need to have this facility established.

Key Recommendations

D2 Structures, staff and management	Systemic	Organisational
Short Term	Planning and Monitoring Division would benefit from further O&M work to guide the refinement of structures, mandates and staffing. The TA can coordinate with the ongoing government O&M to ensure these. Support to O & M survey can be extended in the form of technical inputs and workshop organization support from TA. Support to DACS for it to be able to oversee communication of the sector at the federal level. Additional support to develop a communication strategy, including guides for the CEHRD and provincial and municipal communication work.	MOEST (DACS) and CEHRD to be supported to develop an interpretation/translation system to support its DP coordination role. DACS supported to assume its full role of effectively functioning TSU

D3 Systems and tools

76. **IEMIS -** Timely availability of data is a major problem. This may in part depend on the Ministry's own capacity and that of EDCUs and LGs. There is a need to assign staff, clarify mandates and provide support / training to ensure they will be able to carry out the responsibility towards data collection and processing.

77. It is nevertheless a major challenge to the Ministry's responsibility towards development and monitoring education plans. Also, in the absence of performance reports from the LGs and Provincial Governments (PGs), reporting on the overall performance of SSDP is a problem both for GON and DPs. Hence, there is a need to strengthen the IEMIS and create a robust reporting system that automates

DLI computation, planning tool calculations and production of different required reports so that reliable data is made available for use at policy level such as by the MOEST Planning and Monitoring Division.

Recommendations

D3 Systems and tools	Systemic	Individual
Medium Term	Provide comprehensive support to EDCUs, PGs and LGs to clarify mandates and data requirements, develop staffing plans and provide capacity building support to enable accurate and timely IEMIS data collection, collation and analysis. Develop reporting mechanism on physical progress from LGs.	Provide training at all levels, once mandates and communication and data requirements are clarified.

D4 Skills and awareness

78. **Continuous professional development -** As of now, it is very difficult to predict training needs of individual staff and it is beyond the scope of CIA. The timing of this is also not right as the need for restructuring has been expressed by senior MOEST officials and it is likely to happen once the new Federal Education Act is endorsed. Given this, initial support could focus on the development of organograms and role profiles.

79. Once changes have been made to mandates and the positions have been filled, a training needs assessment will be more straightforward. With that in place it is strongly recommended to prioritise this element of the work.

80. Following the restructuring, it is recommended to carry out a training needs assessment in the Planning & Monitoring Division and DACS. Based on that professional development plans should be developed, and training be provided according to the identified needs.

81. **CPD planning -** There is a need for a stronger, need-based and planned approach to professional development.

82. **Ad hoc training –** while consulting with senior officers of Ministry's planning and monitoring division, some immediate needs for training support were expressed. These include: 1) foreign aid negotiation, 2) proposal writing, and 3) project appraisal. Beyond that there may also be an immediate training need to improve communication skills.

Recommendations

D4 Skills and awareness	Systemic	Organisational
Medium Term	Capacity building in support of CPD strategy and planning.	Conduct a training needs assessment in relevant sections including PGs/ LGs and develop and begin delivery of a detailed CPD plan once the sector plan is finalised.

Short Term	Provide support to the development of organograms and staff role profiles, in lieu of detailed continuous professional development planning which can only be fully completed once the new sector plan is in place. Strengthening knowledge management.	Provide support for 1) foreign aid negotiation, 2) planning skills 3) project appraisal. Beyond that there may also be an immediate need to provide ad hoc training to improve communication skills, as an adjunct to wider training recommended in D5 below.

D5 Internal and external relations

83. Internal relations – Given the major restructuring undergone by MOEST already and the need for further changes, once the new Education Act is approved, there will be significant impact on internal communications, which needs to be strengthened. Moreover, such communication must be devised in close coordination with LGs and PGs as they are fundamentally responsible for the implementation of school education according to the constitutional provision. Considering that the structural changes have not been completed, the timing for this is not ideal. However, it may be relevant to consider the need for this when developing the SSDP focused communication strategy.

84. **External relations –** The overarching challenge on external relations is the changes to lines of commands under the federal dispensation. Under the old constitution, the Ministry had access to all governmental actors through either the horizontal or the vertical structure. Now the direct lines down through a vertical structure no longer exist. MOFAGA has become the point of entry to all institutions and schools at the LG level and Office of Prime Minister and Council of Ministers (OPMCM) for Provinces. Hence, there is not only a need to build a strong relationship with MOFAGA but also agree on ways in which direct communication related to agreed mandates can be made without going through bureaucratic procedures.

Recommendations

D5 Internal and external relations	Systemic	Organisational
Medium Term		As part of the communication training recommended in D1 above, ensure that this includes support for internal and external relations communications, given the changes in lines of command, including emphasis on relations with MOFAGA.
Short Term	Support the development of a communications strategy, covering the education sector at all levels and including internal and external stakeholders	

3.2.2 CEHRD

85. **Introduction –** Given its mandate to oversee the overall implementation of the school education sector plan, it is probably fair to say CEHRD is the federal institution facing the largest and most complex set of challenges with regard to re-defining its role in the federal context whereby implementation of school sector plan and program is the shared responsibility of all tiers of government, although most falls in the jurisdiction of LGs. Its ability to implement and monitor the sector plan is challenged by not having direct lines of commands to the LG offices. As of now, its mandate to communicate and share information is restricted and will have to go through, or be approved by, MOFAGA and / or the provincial offices.

86. CEHRD is responsible for implementing, monitoring and coordinating the SSDP PRF.

87. CEHRD is the central coordinating institution in preparing ASIP/AWPB based on the performance of the previous year's budget and emerging demands from the LGs and PGs. This ASIP/AWPB includes federal grants (Conditional) to PGs and largely to LGs. One of the primary responsibilities of CEHRD is to prepare reports on the performance of ASIP/AWPB to agree upon DLIs and results so that timely disbursement could be facilitated.

88. For some objectives it is not the main actor but is required to guide field level implementation - for curriculum development, assessment and teacher recruitment. For others, CEHRD is the key actor at federal level, with responsibility - for development and implementation of IEMIS, and for training of trainers (more of higher-level training like preparing master trainers) and management staff in school education. It is the main hub for implementation of the cornerstone objectives and, consequently it is also the institution drawing most attention in the institutional capacity development.

89. While conducting the CIA, attention has not only been given to the overall mandate of the Planning and Monitoring Section of CEHRD, but also the five sections closely related to IEMIS, communication and professional development.

90. **Findings–** The detailed institutional capacity assessment of CEHRD is included in Annex 3. The following provides an overview of findings.

D1 Policies, strategy and plans

91. **Sector plan implementation** – The implementation of the sector plan in the transitional phase provides its own set of challenges for all actors involved. However, as the direct responsibility for implementation lies with CEHRD, it is in a particularly challenging situation. It is not an easy task to be responsible for implementation without direct lines of commands and communication to the Local Government. The EDCU has been established also with the intention to address this. Although EDCU was more of a transitional arrangement, it is taking a permanent shape. But its future is much dependent on the upcoming new Federal Education Act and the outcome of O and M study of MOEST and its subsidiary agencies. With limited staffing, lack of clarity on mandates and no direct line of governance to local government, EDCUs are not able to carry out their mandate which leaves CEHRD with all major federal level responsibilities for implementation.

Recommendations

D1 Policies, strategies and plans	Systemic	Organisational
Medium Term	Support for the preparation of budget/reports, PIM and overall planning/linkage with DLI/results. Support in developing education plan formulation skills extended at least to the LGs selected for piloting and later mainstreamed for each LG depending upon the need.	Provide organisational development support to CEHRD to support it with all major federal level responsibilities for implementation and CEHRD's articulation with EDCU and MOFAGA.

D2 Structures, staff and management

92. CEHRD is responsible for undertaking plans and programs that are approved by MOEST and is led by the Director General followed by three Deputy Director Generals that are responsible to manage three main divisions within the organization: Education Planning and Development Division, Educational Technology and Non-Formal Education Division, and Human Resources Development Division.

93. The Education Planning and Development Division has six sections, Educational Technology and Non-Formal Education Division has five sections and Human Resources Development Division has six sections. Altogether there are 17 sections in CEHRD with each section being led by an Under Secretary. Below are the major mandates and given responsibilities of CEHRD.

94. The cornerstone objectives identified in the MTR provide guidance for priorities made in this review. Based on these, the following divisions and sections have been identified as being important in this regard, they are:

- The Education Planning and Development Division – The division is mandated to provide overall management, coordination and guidance to the development and implementation of the education sector plan.
- The Planning and Monitoring Section –The section plays a key role in the successful implementation of PRF objective 7 on monitoring, evaluation and assessment.
- The Educational Management Information Section – The section is key for collection and processing of data for use by the Planning and Monitoring Section.
- The Human Resource Development Division – is, as the name indicates, mandated to oversee the development and implementation of plans for human resource development.
- The Teacher Training Section – The section has a leading role in the development and implementation of the teachers' in-service professional development (TPD) in Nepal. With the institutional structures and capacity been largely dismantled, there is a need to work with the section to start rebuilding TPD to meet the new needs in the federal context.
- The Education Management Training Section – The needs and challenges for this section to provide its services are in most ways identical to those of the Teacher Training Section. Hence, the section is also included in the review.
- The Educational Technology and Non-formal Education Division - The Education Technology and Non-formal Education Division is subdivided into the five sections and the following two have been identified to play a crucial role towards implementation of the SSDP in the transitional phase

- The Audio-Visual Section – One of the findings of this CIA is that there is a need to develop a much stronger capacity to communicate between and within the three levels of federalised government. The current capacity has been found to be confined to model teaching through platforms like television and radio. So far, no section has been formed with an explicit mandate to inform and create awareness on SSDP. Also, the Section Chief is assigned as the Information Officer of CEHRD. The most obvious point of entry for the development of required institutional capacity, thus, is to build on the experiences gained within the Audio-Visual Section.
- The Inclusive Education Section – The section is responsible for the development and implementation of inclusive education policy and strategy along with integrating IE approaches into curriculum, teacher training, IEMIS etc. It has an important role to play towards special needs and towards the implementation of the equity strategy.

Recommendations

D2 Structures staff and management	Systemic	Organisational
Medium Term	Work with the Teacher Training and the Education Management Training sections to start rebuilding TPD and school leadership training to meet the new needs in the federal context.	The Educational Technology and Non-formal Education Division - The Education Technology and The Audio-Visual Section of the non-formal Education Division should be supported to develop stronger capacity to communicate between and within the three levels of federalised government.
Short Term	Carry out an O&M survey in CEHRD to refine structures, mandates and staff requirements, including for communications.	

D3 Systems and tools

95. **IEMIS –** The Education Planning and Development Division (EPDD) of CEHRD has a leading role in development and implementation of IEMIS in Nepal. IEMIS is reviewed in detail in the IEMIS section later in this chapter and in Annex 6.

96. **PIM –** The PIM is key to implementation of the SSDP. Its development, dissemination and use are a major responsibility for the EPDD. The PIM has always been an important instrument, but even more so in the federal context, when the CEHRD will no longer line manage field level implementation. This means that the provision of clear guidelines is of great importance. The PIM is and should be a reflection on the lines of governance and communication and could potentially make more use of the EDCU as it is close to the LG offices.

97. **SSDP consolidated report, JFA, ASIP/AWPB and DLI achievement reports –** These reports and governance arrangements serve as a powerful instrument in the planning, implementation and refining of SSDP.

98. **SSDP Toolkit** – The PIM focuses on requirements for the effective implementation of the SSDP. However, as additional aspects are needed for developing the education sector, an initiative has been taken to establish the web-based SSDP resource library, in which a wide range of guidelines and tools are made available to support LGs in the implementation of activities included in the PIM.

Recommendations

D3 Systems and tools	Systemic
Medium Term	Support to build capacity for development of the PIM. Support CEHRD to finalise the SSDP resource library and ensure all relevant tools and guidelines are made available through the SSDP resource library (http://ssdptoolkit.org/). Also, the documentation of reports with findings and solutions/recommendations will serve as a means of knowledge management. Easy access to these reports and documents will be made to officials at all level of governments for the optimum utilization of the resources.

D4 Skills and awareness

99. Continuous professional development – Consultations with the EPDD has revealed that the training provided to staff has been very limited and not part of well-defined professional development plans. The Section is currently relying on learning-by-doing and sharing amongst staff. Although this can provide an important contribution, it is not enough for a body that is a key player in implementing the sector plan.

100. **Immediate training needs –** Some immediate training needs were identified while interacting with key informants. As in MOEST, there is a need for skills such as foreign aid negotiation, facilitation, proposal development and appraisal plan development, and cost benefit analysis. Immediate needs could be addressed through tailor-made training that goes beyond staff development plans.

101. **CPD planning** - There is a need for a stronger, needs based and planned approach to professional development. Addressing this need is very difficult before mandates and responsibilities are clarified. Beyond that, the EPDD has a need for highly qualified staff with solid experience within their specialised fields. Therefore, there is a limit to what can be achieved before the officers with the relevant profiles have been identified and have taken up duty.

102. When mandates have been clarified and staff with the right background have been deployed, it will be necessary to carry out a training needs assessment. Based on this, professional development plans for the EPDD should be developed. A central level O and M Survey is going on by MOFAGA with the support of MOEST technical committee, headed by Section Chief of Administration Section, and steering committee, led by Joint Secretary of Administration Division.

Recommendations

D4 Skills and awareness	Systemic	Organisational	Individual
Short Term			Ad hoc training, including foreign aid negotiation, appraisal plan development, , cost benefit analysis, budgeting, monitoring and evaluation.

D5 Internal and external relations

103. **DP relations –**Improved communication across language barriers is a felt need in CEHRD. From the consultations made it appears that there is a strong desire to find lasting solutions to this. The EPDD needs to have a meeting room fitted to and equipped with the required electronic equipment for interpretation. The TA team has followed up on possible solutions to the need for interpretation, building on the assumption that a lasting solution should include interpreters/translators identified amongst government officials. This has led to suggestions that specific English Language Officers in CEHRD and CDC can be used for this purpose with some orientation.

104. **Local Government** – With the responsibility for implementation mandated to LGs, major challenges have been experienced with reporting. This is partly because the LGs have a multi sectoral responsibilities and they need to comply with reporting requirements set by MOFAGA in particular. Beyond that, reporting is an issue given the limited institutional capacity within LG offices.

Recommendations

D5 Internal and external relations	Systemic	Organisational
Medium Term	CEHRD requires capacity to provide reporting support to Local government, to help them with their multi-sectoral compliance responsibilities set by MOFAGA.	Equip CEHRD with a meeting room fitted to and equipped with the required electronic equipment for translation.

3.2.3 Local government

105. **Introduction -** The local government offices were established as a first step in the restructuring required for successful transition towards federalism. The local governments have been granted substantial mandates towards policy development, implementation, financial management and monitoring. They have responsibilities towards development in several sectors. Amongst these the school education is the largest.

106. There are 293 urban municipalities (6 metropolitan, 11 sub - metro and 276 municipalities) and 460 rural municipalities. Among 293 municipalities,4 metropolitan cities,10 Sub-metropolitan cities and 212 municipalities and among 460 Rural municipalities, 110 RM are fulfilled with at least one education officer. Education officers needs to be fulfilled in 67 Urban Municipalities (2 metro, 1 Sub-metro and 64 municipalities) and 350 rural municipalities. It is reported some deputed officers are not in place yet due to technical issues. In this situation, the vacancy list may be more than the recorded.

Table 2: Province wise distribution of education officers in municipalities

Provinces	Urban municipalities				Rural Municipality		Sub- Metro	Metro	LGs having no Education officer
	1 officer	2 officers	3 officers	4 officers	1 officer	2 officers			
Province No.1	25	11	4	-	12		Itahari-6 Dharan 2	Biratnagar- 4	82
Province No.2	31	10			5		Janak-3 Kalaiya-1 Birjung-2		87
Province No.3	9	23	8		33	1	Lalit-7 Hetauda -4	Kath=-5 Bharatpur-7	41
Province No.4	13	7	2		13			Pokhara- 7	49
Province No.5	19	16	1		25	3	Butawal – 4 Tulsipur- 4 Ghorahi- 6		42
Province No.6	11	2	3		9	2			52
Province No.7	7	9	1		7				64
Total Palika	115	78	19		104	6	10	4	417
Total staff	115	156	57		104	12	39	23	

Source: Samayojan (Personnel adjustment) list, MoEST, 2019

107. The LGs cover a smaller area with fewer schools on average of around 40 schools compared to DEOs who used to cater to the needs of around 500 schools. However, the mandate of LGs is much wider as they have responsibilities to formulate their own act and regulations. The number of education staffs at LGs depends on whether the LG is rural municipality, urban municipality, sub-metropolitan city or metropolitan city. Above table shows most of the urban municipalities are fulfilled with at least 1

officer, though some of the deputed officers have not assumed office yet. The number of staffs who are section officers or above from education cadre is 1 for rural municipality. However, such number is higher in case of urban municipalities.

108. The number of staffs in each municipality should be based on volume of work eg. 23 mandatory works (specified by Local Government Operation Act) and number of schools to be served. Based on the field consultation with LGs, it was identified that to deliver 23 mandatory work, at least 4 education officers are needed to undertake the following responsibilities: 1) local policy formulation, setting of standards, plan formulation, 2) pedagogical facilitation, local curriculum design and development, and student assessment and examination, 3) data management, monitoring and evaluation, and 4) school education management, administration and finance management.

109. The advantage of the new set up with LG offices is that it ensures local ownership of resources and development in the area. In the long run, it is most likely that this may lead to better utilization of resources. In the short term it gives rise to challenges to school education. As it is a long-term investment, this may or may not be of interest to politicians elected for a shorter period.

110. Another advantage is that LGs are covering a lesser number of schools than what District Education Offices used to cover. It should thus be easier to reach out to all the schools and eventually build networks for sharing within and amongst schools. This leads to some very interesting possibilities for development of local capacity for facilitation of inter- and intra-school sharing and professional development.

111. **Findings –**The detailed institutional capacity assessment of Local Government is included in Annex 4. The following provides an overview of findings.

D1 Policies, strategy and plans

112. **The new constitution** - Basic and secondary education are the responsibility of LGs as per Provision 8 of Schedule 8 of the Constitution. Before federalism, some resourced local bodies used to fund Early Childhood Development (ECD), which was not managed as a component of school education. Currently, ECD is also a part of the school structure. Laws and by-laws are the legislative instruments that are used to translate constitutional provisions into operational realities. Several legal instruments are in operation such as: Local Government Operation Act, 2074; Education Act, 2074 and Free and Compulsory Education Act, 2075 to implement constitutional provisions.

113. There are 23 different roles and responsibilities of LGs spelt out by local government operation act, 2074. LGs are also responsible for implementing the constitutional provision of free and compulsory education to basic level and free education to secondary school education along with free and compulsory scholarship to Dalits.

114. However, institutional capacity to manage the task of basic and secondary education is clearly lacking due to insufficient or no staffing in LGs which used to manage only ECD before federalism. This is further complicated by the fact that relevant local acts and rules to guide their work are not in place.

115. **The Education Act, 2017 (2074)** - The existing Education Act, 2074 is a product of the ninth amendment. The tenth amendment is already completed but is yet to be tabled in parliament. The new act is supposed to define and delineate the roles and responsibilities of all tiers of government and of EDCUs and LGs. It is also expected that it will clearly define the roles and responsibilities of LGs, including compliance with the Federal and the Provincial Level Funds.

116. LGs are not mandated to devise their acts and rules, at least until the federal act is promulgated. Also, in the absence of the new Education Act, conflict and overlapping of roles and responsibilities between LG and EDCU are becoming evident.

117. **According to the Constitution article 57(4)** - the powers of the local level shall be vested in the matters enumerated in Schedule-8, and such powers shall be exercised pursuant to this Constitution and the law made by the Village Assembly or Municipal Assembly.

118. **Bill on Managing Inter-relationship between Federal, Provincial and Local levels, 2018 (2075)** - The bill has been tabled to Parliament in 2075 (2018). It is under parliamentary consideration. The bill is intended to establish a clear communication and coordination mechanism between all tiers of government. The bill is tabled to Parliament because there is a reporting and communication challenge between all three levels of Government. Experience reveals that the communication mechanism through the Office of Prime Minister and Council of Ministers (OPMCM) and MOFAGA is very lengthy. Some LGs are communicating directly with federal institutions to get things done.

119. **The** major challenge with the bill is that it still does not clearly spell out the communication and reporting mechanisms. Also, immediately after the promulgation of this act, rules must be in place with clear mechanisms of lines of communication and reporting.

120. Devising communication and reporting mechanisms is needed in LGs. The required support for devising communication and reporting systems should be extended to them. The possible sorting and simplification of communication should be brought up with MOFAGA, PMSDs and local governments and streamlined to meet current need.

121. **Plans -** The executive branch of LG allocates the resources. The resources are from Federal Government through National Natural Resources and Fiscal Commission (NNRFC), Provincial Government and from their own sources.

122. Capacity to devise yearly and long-term plans is a challenge in general and particularly in education. Most LGs realise the need of long-term planning, but do not necessarily have the capability to do this successfully.

Recommendations

D1 Policies, strategies and plans	Systemic
Medium Term	Support to LGs to build their capacity to devise yearly and long-term strategic plans based on SWOT analysis.
Medium Term	Comprehensive institutional capacity support is required for LGs to manage most aspects of their basic and secondary education mandate.
	Support is required to clarify planning and reporting mechanisms at all three levels, once the Education Act has been enacted.
	Support to draft the local level Education Act, and Rules with model act and rules.

D2 Structures, staff and management

123. **Structures** - There are 753 LGs comprising 460 Rural Municipalities and 293 Urban Municipalities (six Metropolitans, 11 Sub-Metropolitans, 276 Municipalities) in the current federal structure. The

education function of all Metropolitans, Sub-Metropolitans and Municipalities are headed by an Under Secretary, and by an Officer in Rural Municipalities.

124. The naming of the education section varies. For example, Department of Education is the name used for the Kathmandu Metropolitan area, while an Education Section under the Social Development Division exists in the Lalitpur Metropolitan area. Education Division is the name given for education in the Pokhara-Lekhnath Metropolitan area. This etymological variation may lead to confusion to the stakeholders. It is also advised to provide uniform names to the education sector of each municipality. What is most important is however to clarify structures, mandates and staffing is in place.

125. **Management** - School education is managed by the Education Department/Division/Section of LGs with close coordination with the Planning and Budgeting Section of LGs. All the managerial tasks of education are being executed by these offices.

126. A generic problem in LGs is where the senior officers of education group are under the supervision of junior officer of administration group. The morale of the education officers is understandably low.

127. **Staff** - The present staffing structure is the product of a rapid O & M Survey conducted by LGs under the instruction of MOFAGA and endorsed later by MOFAGA. This has mitigated some of the immediate needs at that time to manage the transition. All education staff belong to local services. All Urban Municipalities including Metropolitan and Sub-Metropolitan have an Under-Secretary heading education, while all Rural Municipalities have Section Officers heading education.

128. Although LGs are mandated by constitution to plan for their own staff as per their needs, there are issues of disparity of planned and allocated resources. The allocation of staff (kind and number), and resources in LGs are more based on the type of Municipality than the work volume that the LG must shoulder. For instance, Banepa Municipality looks after 35 schools while Tinpatan Rural Municipality of Sindhuli District manages 98 schools. There can be similar disparities with Metropolitans, for example Kathmandu has 548 schools, Lalitpur 459 schools, etc. This has been further complicated by the fact that some of these schools are community owned and some privately owned.

129. There is also a problem of staff deployment. Staff are not deployed as per the formally approved structure of LGs. In many offices there is still only the one undersecretary or officer assigned to oversee education in the LGs.

Recommendations

D2 Structures staff and management	Systemic
Medium Term	Provide technical support to clarify structures, mandates and staffing. Further O&M work is required to address generic problems within LGs, for example, where the senior officers of education group are under the supervision of junior officer of administration section. Support is required for fairer allocation of resources in LGs based on the number of schools each LG must cater to rather than type of municipality. Support is required for staff deployment. Staff are not deployed as per the formally approved structure of LGs. In many LG offices there is still only one undersecretary or

	officer assigned to oversee education. SSDP implementation manual, handbook, and tools are needed so that they can check and guide the schools as per need.

D3 Systems and tools

130. The implementation of the SSDP by Local Governments with very limited staff provides several challenges. With responsibility given to the LGs, the federal level has less power to manage and coordinate. Nonetheless the federal level is influential in developing tools and procedures suitable for use in LGs and schools. The major tools and guidelines as of today are: the LG education toolkit, early childhood development, early grade reading, soft skills, equitable access to basic education, parental engagement in schools, secondary education, governance and management, DRR, monitoring, evaluation and accreditation, finance for grant management, gender mainstreaming and others.

131. Manuals supporting at least some of these areas exist, but pertinent questions exist: Are the intended users of these manuals using them? Are these manuals even available to these users? Do they have common understanding of the manuals? For instance, only 1000 copies of ECD manuals were published whilst there are 30,097 ECD in public schools.

132. **Financial management -** The use of different and incompatible systems provides major challenges and a substantial amount of extra work. LMBIS is used for budgeting by federal government. SUTRA is used by PGs and LGs for budgeting and accounting. There is a need to address this at the earliest.

Recommendation

D3 Systems and tools	Systemic
Medium Term	Assess how well the major tools and guidelines at LG level are being used and design a programme of support on this basis.

D4 Skills and awareness

133. Staff used to be trained by former NCED and its subsidiary organisations on various education administration-specific areas. Also, Nepal Administrative Staff College has delivered various management and administration specific training programs to staff of the education sector. After the implementation of federalism, there are seven PETCs (previously 29 ETCs) that are mandated to train both teachers and education personnel, for which they do not have the capacity in terms of geographical coverage, and availability of human resources.

134. Staff often lack basic budgeting skills and the capacity to formulate a cost-benefit analysis that is required for educational planning. The most glaring issue, however, is that the political leaders in LGs have limited awareness of SSDP and the various types of compliance associated with the federal budget.

135. Staff at the LGs report that they have less skills in ICT and IEMIS and are involved more in administrative work than providing technical support to the schools. As a result, schools feel that they do not have the required assistance and support.

136. An additional major challenge is for LGs to perform all 23 roles and responsibilities when they are understaffed, particularly in areas like financial management, CPD/TPD, monitoring and reporting,

school education management, administration, IEMIS, curriculum and pedagogical facilitation, and assessment and examination.

137. **The** major challenge to professional development at the LG is the non-availability of staff, with the exception, in most cases, of the section head. When the required staff are deployed, training should be provided according to needs identified. SSDP orientation should be provided for political leaders and other relevant staff (before ASIP/AWPB preparation) so that everyone is aware of the compliance requirements that are associated with the federal funds. There is also a need to provide skills support to personnel in areas like need assessment followed by prioritizing issues and problems that should serve as a base for planning/budgeting.

Recommendations

D4 Skills and awareness	Systemic	Organisational	Individual
Medium Term	Recruit/Deploy additional staff as required at LG level to look after school education, management, school finance, IEMIS monitoring and evaluation, and quality education facilitation so that they can fulfil the 23 roles and responsibilities including pedagogical support for improving teacher learning process.	Provide awareness raising support to political leaders in the LGs on SSDP and compliance issues associated with the federal budget. Devise capacity building programmes for the P-ETCs.	Provide staff with basic budgeting skills, cost-benefit analysis and prioritization of issues required for educational planning. Provide LG staff with IEMIS and ICT support to better equip them to provide technical support to schools

D5 Internal and external relations

138. LGs are autonomous and the communication and coordination between LGs and Federal institutions are not mandatory. Both EDCUs and LGs are involved in managing teachers. There is also a plan in place to share budget and program information to PGs and LGs, as the Federal Government has already revised the PIM based on current federal structure.

139. MOEST cannot formally communicate directly with LGs, rather communication is through MOFAGA. There is a need to establish technical and functional relation between education units at centre to local.

140. As for educational planning, there is a lack of coordination mechanism that links School Improvement Plan (SIP) with the LG education plan.

Recommendations

D5 Internal and external relations	Systemic
Medium Term	Build a coordination mechanism that supports LGs to link SIP with the LG education plan.

D6 Motivation, incentives and values

141. It is observed that civil servants deployed at LGs do not see clear career development paths and are therefore less motivated. There is no provision of transfer of personnel from one LG to another.

Personnel have strong feelings when incentive and motivation packages are not result-based, rather they are based on political and personal linkages.

Recommendations

D6 Motivation, incentives and values	Systemic
Medium Term	Develop clear career path and other support mechanisms that will stimulate the engagement of civil servants

3.2.4 Schools

142. The detailed institutional capacity assessment of Schools is included in Annex 5. The following provides an overview of the major findings.

D1 Policies, strategies and plans

143. The Constitution has delegated rights to develop educational policies and plans to the LGs. The eighth amendment of education regulation has made the provision of merging schools. It has also made a provision of school classification as A, B, C and D based on certain parameters like physical facilities, teacher competencies, accountabilities and transparency, school operation process, learning achievement and other achievements. SSDP has adopted a policy of further decentralization of the education system. It has focused on decentralised planning and has stressed on the importance of building capacity at the school level. SMCs and PTAs have been mainstreamed in managing schools.

144. The provision of development of a five-year School Improvement Plan (SIP) in schools is an important aspect for the schools to implement reform programs. Many schools have been developing SIP as a ritual just to comply with the requirements. There is thus a need to develop capacity at school level on conducting SWOT analysis and strategic planning to contribute to effective SIP development.

145. The eighth amendment of the Education Act (2016/2073 BS) has realigned the school structure into basic (grades 1-8) and secondary (grades 9-12) levels of education. It has reformed the composition of SMCs and provision has been made to appoint the roles and position within the SMC by its members.

Recommendations

D1 Policies Strategies and plans	Systemic
Medium Term	There is a need to develop capacity and instrument for linking different levels of education plans - School Improvement Plan, Municipal Education Plan, Provincial level Social Development Ministry's plan etc.

D2 Structures, management and staff

146. **There** are three main streams in community schools - General, Religious (Gurukul, Madrasa, Gumba etc.), and Technical and vocational. At the school level, SMC is the governing body that provides overall supervision to the management of the school. The school head teacher is responsible for day to day management of the school. He/she is responsible to supervise the teaching staff to ensure quality teaching and learning and oversee the administration of the school. In smaller schools, where there are limited number of students and teachers, the administrative function is solely the responsibility of the head teacher. In bigger schools, he/she is supported by one or more administrative staff. Currently, there are several categories or types of teacher positions in community schools. They are known as permanent, temporary, Rahat (relief quota teachers) and privately funded through local governments, communities, INGOs, NGOs and/or schools' own sources of income.

147. The Education Act 1971 (2028 BS), ninth amendment of Education Act 2017 (2074 BS) and eight amendment of Education Regulation 2016 (2071 BS) provides guidance on qualification, training and licence needed to be a teacher. Similarly, it provides guidance on classification of teachers, ratio of female teacher, minimum required number of teachers for different level of schools including subject teachers in upper grades. Many schools are running without the required number of teachers, which is a major hurdle in improving the quality of education. Similarly, many teachers do not have necessary pedagogical skills. There is a provision for annual performance appraisal of permanent teachers and head teachers. The appraisal is used to add value in the internal promotion purpose/process. The establishment of model schools seems to be a positive move towards improving the school management and quality of education of the model schools as well as the other neighbouring schools.

148. However, the pace of establishing or turning the general schools to model schools have been relatively slow and its anticipated contribution to other schools remained unclear and not achieved till date.

Recommendations

D2 Structures, management and staff	Systemic
Medium Term	Support schools with the recruitment of the requisite number of qualified teachers with basic pedagogical training/skills. Provide pedagogical support to teachers and head teachers by establishing mentoring /networking systems. Provide technical support to school improvement planning team on developing SIP based on SWOT analysis.

D3 Systems and tools

149. IEMIS is built on inputs (data and information) provided by schools. There is no systematic mechanism for verification of data entered by the schools. Several manuals, guidelines and other tools have been developed for effective management and operation of the schools and support in facilitating the implementation of the reform programs. However, there is lack of information regarding the use of those documents and their contributions in the operation and management of the schools. An initiative has been taken to establish an online SSDP resource library so that all the relevant manuals, guidelines and tools will be easily available to the schools and any other interested individuals and organizations. In this regard, it would be necessary to establish a verification system to ensure that schools reporting on IEMIS is consistent and reliable. The Local Government Education Unit (LGEU) will need to take lead on this as line managers. Likewise, there is a need to strengthen the capacity of the schools to provide consistent and reliable reporting on IEMIS.

Recommendations

D3 Systems and tools	Systemic	Organisational	Individual
Medium Term	System for verification of school entered data need to be established.	LGs need to develop the capacity to provide guidance and support on IEMIS data capture and verification.	School leaders / administrators/teachers require support on IEMIS data capture / recording and reporting including to help ensure that it is consistent and reliable. Schools need to submit collected data to concerned LG on due time.

D4 Skills and awareness

150. In order to develop the capacity of the school teachers, the CEHRD/TTS (former NCED) has developed 23 different customized training packages for the teachers. According to the MTR report, 71 % of teachers have received modular training. Although the training packages were considered as need-based, there is no evidence to relate them to individual teacher training needs of diverse categories. The trainings provided remained supply rather than demand driven. Trainings provided to the teachers are also guided by the Teacher Competency Framework 2072 and school curricula. Recent reports on the students' achievements showed some downward trend cautioning on the need for improving the teaching learning process. The National Assessment of Students' Achievement (NASA) reports on grade 8 (2011, 2013, 2015 and 2017) showed that achievement level of students of grade 8 in 2013, 2015 and 2017 has gone down compared to baseline in 2011.

151. The lack of institutional set up and provision of demand-based training programs have been the two major shortcomings regarding capacity development to teachers. The reduction of ETCs from 29 to 7 has made it even difficult to ensure capacity development of teachers as envisioned. In this situation, Self- reflective approach and Peer support mechanism will be effective and useful to address classroom problems.

152. At the school level, head teachers and SMC members are responsible for effective management of the schools. The head teachers are provided job induction training, educational management training and opportunities for continuous professional development. Schools are facing new challenges day by day. To cope with those challenges "Adaptive School Leaders Training" to both HTs and SMC Chairs is needed.

153. There is also a provision of short-term training for SMC members. However, there is lack of detailed information on how many head teachers and how many members of SMCs have received training and the impact of those training.

154. It is recommended to develop a model program of school-based professional development for teachers. In this regard, the lessons learned from soft skills project instigated Action Learning Groups (ALGs) in Nepal need to be reviewed and assessed for its further use. There is also a need to develop capacity development programs for the head teachers and SMC members and aggressively implement them in order to promote effective school management for better quality outcomes. The experiences gained in the past, especially from the implementation of RC/RP, need to be used in developing capacity development programs at the school and community levels.

Recommendations

D4 Skills and awareness	Systemic
Medium Term	Provide support for the development of an appropriate, child centred, needs based CPD training programme for teachers, school leaders and SMCs. This programme should be based on the learnings from previous projects' support to school-based training.

D5 Internal and external relations

155. The regular teacher-staff meetings held in the schools chaired by the head teachers were found to be fruitful to create conducive internal relations between the teachers and school management. Academic teachers' meeting should be promoted and institutionalized (some ALGs are practicing these) where teachers can reflect / discuss classrooms and pedagogical problems and solution and develop the culture of 'peer support system' among themselves.

156. The SMCs play an important role in management of the schools. The contributions and involvement of the SMCs in the management of the schools varies from one school to the other due to some compelling reasons such as vested interests of its members and their level of awareness towards their roles and responsibilities.

157. The anticipated support of the model schools to their neighbouring schools remained far behind the expected level. Based on the federal system of governance, the municipalities have started to play a big role in the management of the schools at the local level. There is also a need to engage model schools in supporting their respective neighbouring schools in the catchment area.

158. The municipalities do not have adequate human resources to supervise, monitor and support schools. There is also confusion regarding the authorities and functions of local government regarding school governance and teacher deployment. The downsizing of the ETCs have had adverse effect on the relationship between the schools and ETCs. Their relationship has become almost non-existent. Therefore, there is a need to strengthen the links between PETCs and schools.

Recommendations

D5 Internal and external relations	Systemic
Medium Term	Develop a system where model schools support other schools in their locality. This will be done by including model schools in mentoring system which will be piloted by CEHRD with the support of SSDP TA. Provide support to strengthen the link between the provincial ETCs and schools.

D6 Motivation, incentives and values

159. The provision of decentralized management of the schools at the local level is a good motivating factor for the schools to implement reform programs. However, some of the reform programs related to school development as mentioned in the SSDP have not been implemented. In order to keep the school authorities motivated to be involved in school affairs and initiate reform program activities at the school level, it is important to seriously implement some of the activities as specified in the policies, such as maintaining teacher student ratios, availability of subject teachers etc.

Recommendations

D6 Motivation, incentives and values	Systemic
Medium Term	Provide support to implement activities specified in SSDP policies, including maintaining teacher student ratios, availability of subject teachers etc.

3.3 THEMATIC REVIEWS

3.3.1 IEMIS CIA Summary

160. The detailed institutional capacity assessment of IEMIS is included in Annex 6. The following provides an overview of findings

D1 Policies, strategies and plans

161. Collection and management of data is one of the 23 education related activities LGs are mandated with. The Provincial MOSD is entitled to collect and manage educational data from its respective LGs. EDCUs are also authorized to collect and manage the educational data. The CEHRD collects data from all 753 LGs for designing different plans and programs. However, there are many other CLAs that are using their own information system to collect and manage the educational data.

Recommendations

D1 Policies, Strategies and plans	Systemic
Medium Term	Develop and disseminate IEMIS Policy with privacy data policy for use of individual data.

D2 Structures, staff and management

162. The LGs have approved positions of 3 to 4 staff responsible for overall activities including planning, budgeting and monitoring of educational activities. MOSD has 20 to 30 staff while the EDCUs have 3 to 4 staff members present at the district level. The IEMIS section in CEHRD has 4 staff while the IEMIS section in MOEST has 2 to 3 staff members.

Table: SWOT analysis of the existing IEMIS in Nepal

Strengths	Weaknesses	Opportunities	Threats
• A good and functional system suitable for the environment and context • Stores and reports individual student and teacher data • Reports generated satisfy many planning and monitoring functions at LG and national level • Can replace paper-based	• Weak processes of data verification • Use of data presently low at LGA level • Feedback loops to schools are low • Some data areas of the IEMIS are weak such as HR functions and Financial management. • Link between the HR system and the Teacher Service HR module • There are disparate data sources in some areas such	• Cooperative environment with good communication at within the Ministry of Education and between development partners • Funds for development are available through programs such as SSDP. • Government has institutionalised a central ministry for hosting applications.	• Weak infrastructure at the schools. There is yet to be a formalized off-line and off-grid modality for schools to report into IEMIS. • Newly devolved functions and responsibilities to LGs. Capacity to use IEMIS effectively is not uniform in all LGs and how to use IEMIS for education planning, monitoring and administration is not well understood.

record keeping at schools

as examination results Y10, 12.

- No student tracking between schools/dropout (lack of national ID)

- Whilst strong in general education, IEMIS is weak in Non-formal and TVET. Uncertain in HE. Interoperability is low.

- Policy and legislative environment to support IEMIS not clear

- Underutilising individual child data

- No dedicated service supplier for development

- Systems are fragmented.

- Underutilized HR data and no links to payroll and teacher planning.

- Good technical capacity to give support centrally.

- Strong innovative environment (eg: spreadsheet application for schools).

- Individual child data opens opportunities to use IEMIS to positively influence pedagogical outcomes at the school level.

- LG use to using systems (uploading year 8 exams, calculating grant allocations to schools based on student data)

- Strengthening use of IEMIS data in school planning and communication.

- Uncertain capacity in other sectors for an "integrated" approach to LGA systems.

- No unique national ID applicable to children inhibits many functions related to child and individual tracking.

- Disparate government systems in each sub-sector and there has been a history of funding disparate systems in different offices/departments of education.

- Development Partner contracting modalities result in possible multiple development partners developing into IEMIS. Can result in poor quality and future development issues.

Recommendations

D2 Structures, staff and management	Systemic
Medium Term	Support is required to assign officers with relevant experience in offices involved in data processing. Most important is the LG level capacity given the regularity and the need for quality in data collection. MOSD should work as IEMIS trainers or fund EDCU to conduct training at local levels. To support efficient data management, the MOEST/CEHRD should engage staff or short-term consultants to create master trainers at the provincial level.

D3 Systems and tools

163. The current IEMIS is a web-based application with login credentials provided to schools, local level, provincial level and the federal government. The procedural guidelines are available in YouTube and Facebook pages but not at official websites. The FAQs have been produced and have been provided to the LGs, but they are not published at official website yet. The system is placed in the NITC server. The current IEMIS has limited report generation functionality. Upgrading of the system is needed so that the required types of report can be generated.

164. The lack of LG level capacity to reach out to school is a challenge in different ways including triangulation of IEMIS data reported by the schools. The LG must be provided with the capacity to reach out to schools with regular support and monitoring including review of IEMIS data provided in the check list to be followed during regular visits.

Recommendations

D3 Systems and tools	Systemic
Medium Term	The web based IEMIS system on the NITC server has limited report generation functionality. Upgrading of the system is needed to generate the required types of report.

D4 Skills and awareness

165. The procedural guidelines, that have limited availability, are used by all types of government official who know the functionality of the system. In addition, except Province 4, all provinces provide training to their respective LGs. Even with the use of the system, it is felt that IEMIS information has only been used for resource allocation, but not to inform quality aspects of education. Provisions must be made to ensure easy access to numerous self-learning materials, guidelines, video clips and other relevant information. And IEMIS data must be reliable to be used and analysed to inform and aware stakeholders on different aspects of education, through research and study reports.

Recommendations

D4 Skills and awareness	Systemic
Medium Term	Build capacity at provincial level to train LGs in aspects of IEMIS supervision and reporting that will support quality improvement.

D5 Internal and external relations

166. The Chief Administrator Office within LGs is responsible to manage and coordinate activities between and amongst different Departments at the local level, while such responsibility lies with the Secretary at the provincial level. With the downsizing of staff at all levels, it is expected that this will impact on the functional relationship between and amongst different staff. As for external relationships, the functional and cooperative/collaborative relationships that existed earlier, still exist between and amongst different Ministries, Development Partners and other organizations. Likewise, benefits of data integration need to be displayed with cross-system data analysis and evidences so that internal and external relationship can be further strengthened.

D6 Motivation, incentives and values

No specific issues have been identified for this thematic area.

3.3.2 Communication

167. **Introduction -** Communication across the board needs to be targeted as priority for optimum achievement of results of the SSDP, including through service delivery institutions across all tiers of government and through schools. Ambiguity on communication channels and processes due to limitations of autonomy, gives rise to delays and confusion which in turn obstructs program delivery and reporting. Uplifting media engagement, in a comprehensive SSDP communication strategy, will support in meeting the education objectives outlined in the SSDP.

168. **Findings–**The detailed institutional capacity assessment is included in Annex 7. The following provides an overview of findings.

D1 Policies, strategy and plans

169. There is no specific policy or strategy to promote/prioritize communication as a crucial component to guide the delivery of SSDP program, at the three tiers of government and their service delivery institutions. There is a communication strategy for school safety and DRR and the CEHRD's Audio Visual section have an annual plan for distant teaching learning programs.

170. Communication must be prioritized as a guiding principle at the three levels of government, with a communications policy push that will support strategy and plans to facilitate SSDP implementation.

Recommendations

D1 Policies, strategy and plans	Systemic
Short Term	A communication strategy will need to be developed to guide and inform communication at all levels of the federal system.

D2 Structures, staff and management

171. There is no communication related work (unit/department) in the MOEST structure or staff that specifically oversees communication activities. MOEST has assigned an information officer (Under Secretary level) but currently the role is not responsible for core communication activities but rather to provide information as per Right to Information Act. The CEHRD as the implementing agency does have an Audio-Visual Section in its structure supported by 9 staff members. There are no structures for communication work in the provinces and Municipalities other than tasked Information Officer to respond to queries within the scope of Right to Information Act.

Recommendations

D2 Structures, Staff and management	Organizational
	There is a need to have a proactive communication on SSDP with all the relevant stakeholders. The M and E Section, thus, should also be given the responsibility of SSDP Communication, and make the Chief of M & E Section the main responsible person to implement communication related activities. This must be followed with the upgrading of the CEHRD's Audio Visual Section to undertake comprehensive communication work for SSDP implementation along with the required staff.
Medium Term	Provincial offices should be encouraged to establish communication units. LGs should also assign somebody to take responsibility for communication along with other responsibilities.

D3 Systems and tools

172. There are no systems or procedures that allow direct communication between the Ministry / CEHRD and provincial offices and Municipalities. There is awareness and acceptance that existing communication platforms are not meeting the information and communication needs of institutions, teachers and students. There must be understanding to promote the principle of open development communication procedure under the leadership of government, advocated by the Ministry of Education that establishes a conducive environment for information exchanges between the tiers of government.

D4 Skills and awareness

173. Federal level institutions including the Ministry and CEHRD, Provincial and Municipalities, are all aware of the present gap in awareness and communication skills/practices. There is also awareness on communication needs but there is no institutional capacity for structured communication work. Provincial level staff have the skills and awareness on education objectives as well as necessary technical knowledge on subject matters. At all levels, communication in charge should be assigned and trained to be able to undertake this mandate.

D5 Internal and external relations

174. At federal level, external and international relations in and between institutions including the Ministry and CEHRD were good. At Provincial level, internal relationships were present but top-bottom external relationships with federal agencies and local government were limited. Coordination and cooperation between tiers of government to share concurrent responsibilities as well as internal and external relations, need to be encouraged at institutional levels for purposes of networking, support, promoting visibility and profile.

D6 Motivation, incentives and values

175. Lack of clear information and limited communication on mandates, terms of references of staff, information on coordination mechanism is affecting motivation of people at province and municipal level. Institutionally, lack of guidance, support and communication from line agencies and their leadership is also affecting staff morale.

Recommendations

D6 Motivation, incentives and values	Systemic
Medium Term	Institutional mandates must be communicated periodically. Staff should be well informed on their TOR and coordination mechanisms between service deliveries. Mechanisms should be promoted that enable institutional leadership to engage with staff across the board, to motivate and influence teams and address grievances. Communication as SSDP's guiding principle should be seen as a management tool to guide SSDP's implementation, facilitate coordination between delivery institutions and bring unified action by/between all levels of government.

3.3.3 Continuous professional development (CPD / TPD)

176. **Introduction -** Since the implementation of the SSRP in 2009, CPD/TPD program is being launched with an aim to improve the quality of education in the country. Under CPD/TPD, the emphasis of the teacher training program has shifted from mere one-off training to more holistic professional enhancement of the teachers and headteachers to bring about desired quality improvement in school education. The CPD/TPD program includes various capacity development activities of the teachers and headteachers to help them to be more updated, creative, critical and responsible in their profession.

177. **Findings and recommendations –** The detailed institutional capacity assessment is included in Annex 8. The following provides an overview of findings and recommendations

D1 Policies, strategies and plans

178. The SSDP has given impetus to CPD for improving the quality of education. Implementation of CPD is guided by the Ninth Amendment of Education Act (2074 BS), Local Government Operation Act (2017), SSRP (2009-2015) and SSDP (2016-2023). The major policies, strategies and plans on CPD include implementation of various models of CPD that may include virtual contacts, self-learning resources, short modular courses, formation of networks and school-based professional development for secondary teachers. There is a policy to introduce specific training for headteachers (leadership and management).

179. There is a need to develop policies and detailed plans on CPD for its effective implementation at all three tiers of government. The plans developed should be supported by allocation of necessary budgetary provisions. Likewise, there is a need to develop necessary policies and detail plans on TPD/CPD to shift the major focus from random training to planed CPD.

Recommendations

D1 Policies, strategies and plans	Systemic
Medium Term	Develop policies and plans on CPD for its effective implementation at federal, provincial and local levels. The plans developed should be supported by appropriate budgetary provisions. The CPD program needs to use means of mass communication, social media, virtual online consultations and formation of professional networks to raise awareness and promote CPD, with appropriate dissemination activities. There is a need to develop comprehensive models of CPD that include innovative strategies and post-training activities addressing immediate and local contextual needs of the school headteachers and teachers. The strategy of CPD should reverse the existing system of supply-driven CPD to demand-driven modality and expand the opportunity to participate in CPD to all the on-the- job teachers. Likewise, it is recommended to expand the opportunity to all the on-the- job teachers irrespective of their appointment types and status. Explore appropriate incentives to attract teachers onto the CPD programmes, including certification and clear career paths.

	Review and revise existing leadership and management training packages for headteachers. Introduce 'Adaptive School Leaders' training for more comprehensive/holistic and contextual leadership development.

D2 Structures staff and management

180. The existing structure, management procedures and staffing available to implement a CPD program include Teacher Training Section at CEHRD, teachers' licensing and selection system with the TSC, organization of in-service teacher training programs for the school teachers under the Provincial ETCs. They are playing a major role in implementing CPD programs. Moreover, the Education Development and Coordination Unit (EDCU) established in each district, Local Government /Municipalities, and the Model schools established as "support centre" have mandate to play important role in implementing CPD programs.

Recommendations

D2 Structures staff and management	Systemic
Medium Term	The roles and responsibilities of all the relevant bodies at TTS/CEHRD and CDC at the federal level, PETC at provinces, LGEU at local level and model school and school community need to be clearly defined, with their staff involved in design, implementation and evaluation of the CPD program. Mentoring and networking system need to be formed at the school and community level to implement CPD programs Clearly define the roles and responsibilities of the relevant units/organizations at the federal, provincial and local level. Involve model schools in CPD activities in surrounding schools

D3 Systems and tools

181. The PETCs have been implementing CPD in a module structure, which comprises of three parts - training workshop, self-study exercise and instructional counselling. The existing system of a 30-days long training as a part of CPD to every teacher once in every 5 years may not meet the actual needs required for professional development of teachers and headteachers and does not address the main spirit of CPD concept and procedures. The existing system and procedures of CPD seem to be inadequate and slow in terms of expanding the opportunity to all the on-the- job teachers.

182. There is a need to develop a comprehensive model(s) of CPD that includes innovative strategies and various post-training activities that address the immediate and local contextual needs of the school headteachers and teachers. The post training activities may include virtual contacts, self-learning resources, short modular courses, provision of formation of networks and mentoring system. The strategy of CPD should reverse the existing system of supply-driven CPD to demand-driven modality and expand the opportunity to participate in CPD to all the on-the-job teachers.

Recommendations

D3 Systems and Tools	Systemic
Medium Term	Develop a mentoring model of CPD/TPD for teachers. Expand opportunity to participate in CPD/TPD to all the on-the-job teachers irrespective of their appointment types and status.
Long Term	Develop a comprehensive CPD model in consultation with stakeholders.

D4 Skills and awareness

183. Importance of CPD has been well articulated in SSRP (2009-2015) and SSDP (2016-2023) plans. Many officials at the federal, provincial and local levels lack the conceptual clarity and required capacity to implement the CPD as envisioned in SSDP. Development of a comprehensive model of CPD at the national level that includes post-training activities and support system for both headteachers and teachers at the local level will require technical expertise and concerted efforts and skills.

184. The CPD program needs to use means of mass communication, social media, virtual online consultations and formation of professional networks as academic forum of teachers in schools and institutionalize them as a 'centre of pedagogical excellence'.

Recommendations

D4 Skills and Awareness	Organizational
Medium Term	Organize awareness programs on CPD for all the stakeholders.
Long Term	Disseminate new comprehensive CPD model to all the stakeholders including local government, school authorities and teachers.

D5 Internal and external relations

185. The ultimate aim of CPD is to bring about improvement in teaching learning practices in the classrooms for better learning outcomes. Therefore, CPD program should focus on local contextual needs of the schoolteachers and headteachers. However, the program cannot be effectively implemented without necessary support from all the relevant institutions and government bodies at the local, provincial and federal level.

186. For the effective implementation of CPD at the local school and community, it is important to make it a priority area of the three tiers of government and relevant institutions/bodies in each level of government. There should be a defined role of each responsible body and provision of ensuring their involvement and support.

Recommendations

D5 Internal and external relations	Systemic
Medium Term	Although the implementation of CDP/TPD has been entrusted to local governments, federal and provincial government (PETCs) should play a major role in implementing revised CDP / TPD model.

D6 Motivation, incentives and values

187. An opportunity to have a 30-days long in-service certification training based on the TPD modules and linking it to promotion system or career path seems to be the most important motivating factor for the teachers to join the program.

188. Continue linking CPD to teachers' promotion system and career-path. It is important to make the teachers and headteachers feel and experience the benefits of CPD in facilitating the delivery of their daily teaching learning activities that reflects on the improvement in students learning outcomes. Once they develop such a feeling and experience the benefits of CPD program, their motivation level will be high, and the program will be sustainable. Include provision of classroom observations and support system to improve the teaching learning process in the revised TPD curriculum and implementation strategies.

Recommendations

D6 Motivation , incentives and values	Systemic
Medium Term	Continue linking CPD/TPD to teachers (as well as headteachers) career-path and promotion system.
	Review and assess the effects of CPD in teachers' and headteachers' performance.
	Publicize the best practices and significant achievements.

3.3.4 Assessment and Examination

189. **Introduction -** The SSDP has stressed the importance of both formative and summative assessments. It has aimed to increase students' learning through reform in assessment and examination system. It has envisioned to use standardized tests in grades 8, 10 and 12. There is a policy to decentralize the examination system. The process of standardization of test items/examination in Grade 10 and 12, and implementation of single subject certification is underway. There is a provision of School Based Assessment and implementation of Continuous Assessment System employed up to grade 7 by the schools for improving students' learning.

190. **Findings and recommendations –** The detailed institutional capacity assessment is included in Annex 9. The following provides an overview of findings and recommendations

D1 Policies, strategies and plans

191. The SSDP has stressed both formative and summative assessments to be more skills and learner focused rather than content focused targeting to improve learning outcomes of the students. The Continuous Assessment System has been employed up to grade 7 by the schools. The examination system has been decentralized. According to this decentralized policy, Grade 8-end examination will be conducted at the local level, and Grade 10-end (SEE) examination will be conducted at the provincial level and nation-wide examination at the end of Grade 12 will be conducted by NEB at the federal level.

Recommendations

D1 Policies, strategies and plans	Systemic
Medium Term	There is a need to develop policies and plans for provincial and local level organizations/governments to conduct Grade 10-end (SEE) and Grade 8-end examinations respectively. Establish a functional linkage between NEB and provincial and local government bodies/institutions. Develop necessary plans to implement SBA and CAS at the local level.

D2 Structures staff and management

192. NEB is provided with the status of an independent institution and it has branch offices in the provinces. The NEB is staffed with most of the former personnel from Higher Secondary Education Board (HSEB) and Office of the Controller of the Examination from MOEST. Under the federal system, there is a plan/provision to conduct Grade 8-end examination at local level and Grade 10-end at the provincial level. However, necessary structure and staffing have not yet been managed.

Recommendations

D2 Structures staff and management	Systemic
Medium Term	There is a need to develop a clear and well-defined structure of NEB and its provincial and local level offices and deploy necessary human resources to manage public examinations at the provincial and local level examinations.

	Provincial and local level offices of NEB need to be involved in providing technical support to local schools in appropriate use of SBA including CAS for quality improvement of school education.

D3 Systems and tools

193. Under the federal system, SEE examinations are intended to be conducted at the provincial level. But due to the lack of clear structure and necessary support system, this has not yet materialized. The former Office of Controller of Examination (although has already been merged with NEB) is still involved in managing SEE. The SSDP has envisioned to conduct standardized tests at grades 8, 10 and 12. Standardization of grades 10 and 12 has already been started by NEB, but standardization of grade 8 test is still unclear. It has also stressed on the need for both formative and summative assessment to improve learning outcomes of the students and implement SBA and CAS. However, the necessary systems and procedures have not been developed to link formative assessment to students' learning and effective implementation of SBA and CAS.

Recommendations

D3 Systems and tools	Systemic
Medium Term	There is a need to develop an Item banking system under the National Examinations Board (NEB). This relates to systemic reform and can serve for G8, 10, 11 and 12 examinations. There is also a need to develop a National Qualification Framework (NQF) and associated National Assessment Framework mandated to NEB, with provinces and local levels to follow them. The existing CAS manual needs to be revised with thrust on analysing existing learning level of the students and making further instructional inputs on individual, group or whole class basis.

D4 Skills and awareness

194. SBA and CAS are introduced to support and enhance student's learning and large-scale assessment such as NASA by ERO to improve educational policy, and nation-wide Examination and Year-end Examinations for accreditation. NEB's recent work in the standardization of SEE has been delayed due to inadequate expertise of item developers to develop application and higher ability items. Lack of adequate skills and awareness among most of the teachers is considered as the major responsible factor in the low quality of assessment/examination and its weak role in improvement of teaching learning process.

Recommendations

D4 Skills and awareness	Systemic
Medium Term	Support is required to help develop higher level human resources to develop application and higher ability items. It is important to organize orientation and training programs on CAS and SBA for school headteachers and teachers. There is also a need to publicize the system of standardized board exams in grades 8, 10, 11, 12, letter grading system and single subject certification specially targeted to local authorities, school management, teachers, parents and students.

D5 Internal and external relations

195. The Education Act has provided the NEB a central role to develop a system for the administration, management and upliftment of school level examination. The NEB is associated with all the assessments and examinations at the national level (grade 12), provincial level (grade 10), and local level (grade 8) as well as school level (grades 3, 5 and others). More specifically, it is responsible for the examination of grade 11 and 12 and is expected to support the provinces in administering grade 10 examination, and local level in administering grade 8 examination. However, there is no clear structural linkage and functional relationship between NEB and other relevant agencies like CDC, ERO/NASA, NEB's line agencies in the provinces and local level including schools.

Recommendations

D5 Internal and external relations	Systemic
Medium Term	It is recommended to establish clear structural linkage and functional relationship between NEB and other relevant agencies like CDC, ERO/NASA, NEB's line agencies in the provinces and local level including schools. The NEB should extend its support to local level including schools to use SBA and CAS for improving the teaching learning process.

D6 Motivation, incentives and values

There are no specific and visible incentive programs in place.

Recommendations

D6 Motivation, incentives and values	Systemic
Medium Term	To strengthen NEB, it is important to ensure that it has necessary human resources to undertake its diverse activities and fulfil its given roles and responsibilities. In this regard, establishing a provision of career path for experts in the area of assessment and examination within NEB structure is recommended so that relevant expertise is retained at NEB.

	A provision of incentives that may include (but not limited to) recognition for the extra-ordinary contributions and successful completion of the assigned tasks, monetary benefits, provision of certain priority in the promotion system etc., needs to be made for the institutions and individuals at all levels including local schools for their active and meaningful involvement in the reform programs related to assessment and examination system.

3.3.5 Curriculum Implementation Review

196. **Introduction -** The CDC (along with the National Curriculum and Evaluation Council) is the sole responsible Government organization to develop and revise curricula for all levels and grades of school education. It is mandatory for all schools at all levels of education, including one-year Early Childhood Education and Development /Pre-primary Education (ECED/PPE), to follow the national curriculum framework. However, there is a provision for adaptation and development of local curriculum at the local level, in schools and local municipalities, for making the school education more relevant to local context and the needs of the people. CDC has not been able to take responsibility in implementing the developed curriculum.

197. **Findings and recommendations –** The detailed institutional capacity assessment is included in Annex 10. The following provides an overview of findings and recommendations

D1 Policies, strategy and plans

198. The CDC has developed an integrated curriculum for grade 1 to 3. It is in the process of revising the curriculum at all levels and grades based on the NCF. So far, in the academic year 2019/20 the integrated curriculum is being piloted in grade 1 in 103 schools covering all 7 provinces. The curricula of grade 1 and 11 are in the process of being revised and there is a plan to revise the curriculum of all grades within the next five-years in a phase-wise manner. In order to link the school education to local contexts and local needs, the government has devised a policy to adapt the national curriculum to the local contexts and develop and implement local curriculum by the local authorities. There is a need to successfully implement grade 1 to 3 integrated curriculum, strengthen the capacity of local authorities to adapt national curriculum to local contexts, and implement curriculum appropriately and effectively for improving the teaching learning process in school education.

Recommendations

D1 Policies, strategy and plans	Systemic
Medium Term	It is important to make it mandatory for all the municipalities to develop and implement local curriculum as envisaged in the National Curriculum Framework within a given time frame. The new education regulation, which will be developed after the promulgation of Federal Education Act, should clearly spell it out. In this regard, the federal and provincial governments should also formulate necessary policies and provision of technical and financial support.

D2 Structures staff and management

199. The National Curriculum Development and Evaluation Council is an apex body responsible for school education curriculum development, revision and implementation. The council is mandated to formulate policies, form subject committees to develop curriculum and textbooks and submit the curriculum and textbooks to the government for necessary approval (GoN, 2018). The secretariat of the council is housed in CDC. There are a number of technical experts for development of curriculum for various levels, grades and subjects in CDC. The local government bodies/municipalities have not yet formed "Local Curriculum Development Committee" to develop and implement local curriculum as envisioned in the policy. The local government authorities lack expertise to adapt national curriculum to the local contexts and develop local curriculum.

Recommendations

D2 Structures staff and management	Systemic
Medium Term	The implementation of the revised curriculum and preparing schools and teachers to implement the curriculum requires a good working coordination between CEHRC and CDC at the federal level, and mobilize PETCs and LG EUs at the local level. CDC needs to be reoriented to be more client centred and support LGs in developing local curriculum and adaption of the current curriculum including integrated curriculum by making a provision of its outreach support to LGs. In this regard, there is a need to establish a separate unit at CDC.

D3 Systems and tools

200. The CDC has developed curriculum framework and guidelines for development and Implementation of local curriculum and Integrated curriculum for Grade 1 – 3. It is in the process of introducing new integrated curriculum at grades 1 to 3 and revising the curriculum of all grades.

Recommendations

D3 Systems and tools	Systemic
Short Term	There is a need to conduct an evaluation on the effectiveness of the implementation of local curriculum and its impact on students and local communities. There is an immediate need to evaluate the piloting process of the integrated curriculum and revise it based on the experiences.

D4 Skills and awareness

201. The expertise to develop curriculum is available only at the central level/CDC. The local authorities/schoolteachers lack adequate knowledge and skills to develop local curriculum and adapt curriculum to the local context and needs.

Recommendations

D4 Skills and awareness	Systemic
Medium Term	It is important to develop the capacity of local level authorities and teachers on development of local curriculum and its effective use for making school education relevant to local context and improve teaching-learning process. An evaluative study on the number of schools/LGs implementing local curriculum and their impact on children, school and communities needs to be conducted.

D5 Internal and external relations

202. The Curriculum Development Centre at the federal level is responsible for developing school curriculum for all levels and grades. The curriculum is developed based on national norms, values and needs and implemented with the aim of achieving the national goals and objectives. However, to link the school education to the local context and needs of the local communities, a provision has been

made to adapt the national curriculum to the local context and develop local curriculum (with 20% of the total weightage) at the local level.

Recommendations

D5 Internal and external relations	Systemic
Medium Term	For effective implementation of the national curriculum by linking it to the local context, it will require close cooperation between actors at different levels. So, a transparent and defined working modality among all the relevant institutions need to be developed at the federal, provincial and local government as well as school and community level.

D6 Motivation, incentives and values

203.   The motivation and incentives on the part of the curriculum developers and implementers including schoolteachers are considered low. As a result, existing provision of dissemination, orientation and organization of training programs on use of curriculum remained inadequate and ineffective. The link between CDC, CEHRD, PETCs needs to be stronger so that when curricula is rolled out it focuses on the effective implementation.

Recommendations

D6 Motivation, incentives and values	Systemic
Medium Term	It is important to develop different motivational and incentive packages for effective implementation of curriculum and visibly link them to career path development criteria of teachers and headteachers.

ANNEXES

Annex 1: SSDP Sector CIA assessment summary

1.1 Introduction

204. With the promulgation of the Constitution in September 2015, school education, comprising both basic and secondary levels, has become the responsibility of local governments. Also, as per the constitution, education is the concurrent function of all tiers of governments. As such, there are seven provincial governments and 753 local governments. Among 753 LGs, 460 are Rural Municipalities while 293 are Urban Municipalities (6 Metropolitan cities, 11 Sub-Metropolitan cities, 276 Municipalities) in the current Federal Structure. Since service delivery pertaining to schools is the fundamental responsibility of the local governments, the education specific institutions at all government levels have undergone massive change.

205. This dramatic change has been felt in all the important dimensions like policy and plan; structure and human resources management; system, procedures and tools; knowledge and skills required to perform the given functions; internal and external relations with the new governance environment; and motivation and incentives and values on the part of important actors like civil servants, school head teachers, teachers, mayors and deputy mayors and so forth who are directly and/or indirectly responsible for the delivery of school level education services.

1.2 Sector focused CIA

D1 Policies, strategy and plans

206. **Education policy** – The first umbrella education policy which was under the consideration of the cabinet is now approved by the cabinet. The policy was discussed in Social Development Policy Committee of the cabinet. After the discussion held in this policy committee, it was presented to cabinet for its approval.

207. **The Education Act** - The education sector is to be regulated by the Federal Education Act and Rule at Federal level. At present the ninth amendment of the Education Act is in operation from 23rd October 2017. Also, Right to Free and Compulsory Education Act, 2018 intended to facilitate the implementation of fundamental rights on education is in operation. The source of the Education Act and Rules are the provisions made in constitution along with Nepal's commitment to international conventions and agreements like SDG 4 which enunciates "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."

208. The draft of the tenth amendment of Federal Education Act is under Governmental discussion. This act is expected to delineate and define the roles and responsibilities of all three tiers of Governments including education as the concurrent responsibility of all levels. Following this, the LGs and PGs are to devise their respective education acts and rules to perform their roles as provisioned in Annex 8 and Article 31 (Fundamental right on education) of the constitution.

209. However, the process required for the promulgation of the upcoming Education Act is taking longer time than expected. There is an urgent need for it to clarify and delineate the roles and responsibilities of all tiers of government. Also, in the absence of the new Federal Education Act, LGs and PGs are not enabled to devise their respective acts and rules.

Another important step is to devise the Education Rules to ensure the smooth implementation of the Act once the Act gets promulgated. Following could be the desirable steps to be taken for addressing these challenges:

- Revisiting the proposed Education Act in line with the new Education Policy.
- Lobbying with the key actors of political parties and the bureaucracy to get Education Act approved at the earliest by the Parliament
- Support to devise Education Rules immediately after the promulgation of the Act.

210. **Managing Inter-relationship of Federal, Provincial and Local levels Act, 2075 (2018) –** Managing Inter-relationship of Federal, Provincial and Local levels Act, 2075 is destined to provide clarity on delineating and defining the roles and responsibilities of all levels of government and establishing clear communication and reporting mechanisms. The act which is under parliamentary consideration was tabled by the Prime Minister in the year 2075. The text is available in the website of the Parliament (http://na.parliament.gov.np/np/bills/aydpMJQK).

211. The challenge with this act is that it does not clearly spell out the coordination and reporting mechanisms which is a major problem associated with all levels of government.

212. Obviously, once it gets endorsed by the Parliament, Rule is urgently needed to devise a clear coordination and reporting mechanism.

213. **The Local Government Operation Act, 2074 -** Chapter 3 of the Act specifies 23 functions of local government related to basic and secondary education. The functions and tasks range from formulating, implementing, monitoring, evaluating and regulating policies, laws, standards and plans related to ECED, basic and secondary education, parental education, non-formal education, open and alternative continuous learning, and community learning and special education. It even goes as far as giving names to schools.

214. However, LGs have not been able to discharge all these duties and responsibilities because of a host of challenges such as low staff level, lack of capacity in designing local curriculum, lack of a system of grade 8 examination, role conflict between EDCUs and LGs in managing teachers, delay of the new Federal Education Act and so forth. In response to these challenges, the following is recommended:

- Support to refine the proposed grade 8 examination framework can be extended, if needed
- Promulgation of the new Education Act is essential to clarify the roles between EDCUs and LGs especially in teacher management. MOEST is advised to initiate informal and formal lobbying with the critical mass of Parliamentarians, civil servants and civil society organizations to get the job done.
- Support to LGs in capacitating them to design local curriculum.
- Top priority should be given by MOFAGA for deployment of staff.

215. **Civil Service Adjustment Act and Rules, 2074** (2017)- This act and related rules are a preliminary set up for the federal transition. As such it has been an important instrument for the restructuring providing the structures and postings in the current setup. However, the deployment required for full implementation has not been completed. There is a substantial number of posts that has not yet been filled. Also, number of issues have been identified relating to human resources management as:

216. The education section of Urban Municipalities with few numbers of schools (12 – 45 on an average) is headed by Under Secretary while Rural Municipalities that take care of more schools (More than 45 on an average) is headed by an Officer.

217. Most of the education sections of LGs are headed by only one Officer and some LGs do not have any education officer.

218. Senior education officers are supervised by junior officers of administrative group.

219. The vertical career development path and horizontal movement opportunity do not exist.

220. The level of morale and motivation is very low among the education officers owing to above mentioned issues and problems.

221. **Intergovernmental Fiscal Arrangement Act (IFAA), 2074** (2017)- - IFAA has made the provision that the LGs get 15 percent of the income generated from value added tax (VAT), and excise duty imposed on domestic products. Of the remaining 85 percent, 15 percent will go to provinces and 70 percent to the federal government. The central government also needs to distribute 25 percent of the royalties generated from the use of natural resources to the LGs and another 25 percent to PGs. IFAA has envisaged four types of grants for PGs and LGs —fiscal equalization, conditional, matching and special. Federal Government will transfer these grants on an annual basis.

222. Many LGs are facing major challenges with the use of web-based solutions like SUTRA because of very weak internet access. Also, SUTRA and LMBIS do not speak to each other. Likewise, reports generated from SUTRA are not acceptable to FCGO, and MOFAGA needs to report in its own format. The reason for this is that LG offices are not yet fully staffed and have not fully understood what is expected of them or have not been properly trained. Possible solutions to these challenges could be:

- Making SUTRA and LMBIS compatible so that the reports out of SUTRA are acceptable to MOFAGA and FCGO.
- Raising the individual capacity of the staff.

223. **The transitional roadmap** – The roadmap is designed to ensure the continuous flow of services specific to school education, by clarifying accountability mechanisms in the changed structure, whereby 753 LGs are at the heart of school education coupled by far reaching changes in the institutional set ups at all levels of governance. The roadmap is destined to manage:

   1. The legislative transition
   2. The institutional transition
   3. The programmatic transition

224. The transitional roadmap is a key instrument required to guide the sector's development with detailing of actions, timelines and responsible units for the effective implementation of it.

225. However, the roadmap needs to be updated, refined and validated with regard to changes that have occurred at institutional (EDCUs and ETCs) and policy/legislation (New Education Act, Managing Inter-relationship between Federal, Provincial and Local Levels Act, 2075) levels. Therefore, updating, refining and validating transitional roadmap with the latest development and data, and especially with the promulgation of the new Education Policy

and Act is needed. Moreover, with the promulgation of new Education Act, it is expected that the roles and responsibilities of major institutions and governments will be clarified. Therefore, transition as such is not expected to persist.

226. **The Education Sector Development Plan (SSDP) -** The SSDP has been guiding the school sector development in Nepal since 2016. It was supposed to continue until June 2023. However, guided by the observations made during the Mid-term review it was agreed to cut the running time short by two years. The reason is to reengineer the school sector plan to ensure it addresses the fundamentals of federalism enunciated in the constitution and SDG goal, covering a period of ten years (2020-30). This will fundamentally address and implant the implementation arrangements of SSDP by capacitating and empowering LGs while ensuring the facilitating role of FG and PGs.

227. **Preparation** for the development of the next generation sector plan has to begin soon. In this regard, the need for TA will have to be identified and responsibilities will have to be divided between various stakeholders.

228. **SWAp -** The smooth implementation of SSDP is largely contingent on SWAp management as SWAp is a key instrument for SSDP implementation. The SWAp has proved to be a useful instrument for SSDP implementation with one governing mechanism. The International Development Cooperation Policy, 2019 of Nepal Government has taken SWAp as a second most preferred modality of managing foreign aid in Nepal.

229. With the changed governance scenario, where new actors like LGs and PGs are in the forefront as key implementers, the need is there on reshaping and refining the SWAp modality in the broader context of federalism and decentralization. MOEST has to lead on this but will need TA support to take it forward.

230. **Consolidated Equity Strategy, 2014 -** The Consolidated Equity Strategy 2014, developed by the Ministry of Education of Nepal aimed to reduce the disparities which resulted in leaving certain groups of children behind in terms of access, participation, and learning outcomes. The need for the strategy was identified by the Ministry of Education and Development Partners during the School Sector Reform Plan/Program (SSRP) Mid-term Review of 2012. The strategy encompasses the following:

- Achieving equity in access, identifying the most marginalized groups of learners that have so far remained unable to access education, through utilizing desegregated data, and monitoring and initiatives for ensuring they are supported on a need basis and thereby able to overcome their barriers in accessing education.
- Strengthening of equity in participation, retention and inclusion, identifying learners that are currently dropping out of education, or at risk of doing so and addressing their specific barriers, both school and non-school based, by addressing the knowledge gaps with regard to these barriers and an alignment of efforts and initiatives to strengthen their educational survival rate.
- Strengthening of equity in learning outcomes, reducing inequitable learning outcomes and addressing root causes of these discrepancies, through targeted interventions focused on removal of barriers for learners and catering specific needs, as well as with regards to the relevance of education to skills that translate into quality life outcomes, in the context of the learner and labor market.

231. This strategy was devised during SSRP period in 2014 before the new constitution and SDG 4 were in place. The strategy does not include an implementation plan with the clear allocation of responsibility to important actors and agencies.

- Support to revise and update the strategy with clear cut objectives and action planning with allocation of responsibilities and resources is necessary.

232. **The Social Management Framework –** The Social Management Framework (SMF) has been prepared by the CEHRD as a safeguard document to ensure that SSDP is implemented with sufficient attention to issues related to access, equity, quality and sustainability of education services for indigenous and vulnerable groups and that these groups are in no way affected adversely due to program interventions.

233. The main objective of this framework is to facilitate and reinforce the use and application of SSDP strategies and interventions aiming to (i) increase inclusion of the vulnerable groups in education, (ii) avoid land acquisition and involuntary resettlement; and (iii) minimize it where it is unavoidable exploring possible alternatives, and ensure that land owners receive appropriate payment, so that they would be at least as well off as they would have been in the absence of the project. In addition, the SMF provides policies and procedures to screen SSDP impacts on indigenous and vulnerable communities at community level and preparation and implementation of SIP, DEP and ASIP.

234. The implementation of SMF provision needs the orientation of primary actors including officers of the Provincial Social Development Ministry and the LGs.

- Support to design and deliver the SMF should be extended with the help of a subject specialist. It is advisable to conduct SMF orientation as a part and parcel of PIM orientation.

235. **The Environmental Management Framework** - The Environmental Management Framework (EMF) has been prepared by CEHRD for addressing environmental and safeguarding issues in SSDP. EMF sets out the principle, rules, guidance, steps, responsibilities and procedures for assessing and addressing environmental risks and impacts, as parts of the process of preparation and approach of the sub-project to be implemented under the SSDP through the support of the Joint Financing Partners (JFPs). Likewise, the EMF reaffirms the environmental provisions of the Government of Nepal (GON) and constitutes common environmental safeguard provisions to be followed while implementing the plan.

236. The framework describes the steps involved in identifying and mitigating the potential adverse environmental impact from infrastructure construction and implementation. EMF ensures protection of health and hygiene of students, environmental sustainability, and welfare of affected stakeholders, and considers measures to minimize disaster risks. The EMF gives guidance for strengthened institutional mechanism for safeguarding implementation and monitoring and suggests templates to prepare environmental screening, Initial Environmental Examination (IEE), Environmental Due Diligence Report (EDDR), Environment Management Plan (EMP), compliance monitoring checklist and reports.

237. The implementation of EMF requires orientation to primary actors like personnel of Provincial Social Development Ministry, the LGs and the schools.

- Support to design and deliver the EMF should be extended making appropriate resource person available. It is also advised that EMF orientation should be conducted at the time of PIM orientation.

238. **The legal framework** - The above provides a review of what was found to be key policies, strategies and plans. However, within the scope of work of this assignment it has only been possible to review the surface of the legal framework guiding education sector development. The federal reform process is ongoing providing a scope for adjustments to be made on all three levels of government simulations. The challenges related to that is obvious and there is an urgent need for endorsement of the Federal Education act to provide an overall legal framework for the sector.

239. Although this may provide a legal framework relevant to the federal context, the complexity of the regulation of the sector will still be huge. The MTR review has taken note of it and did propose a comprehensive analysis of all legal documents enacted or drafted at federal, provincial and local levels. This is aimed at ensuring the consistency and comparability of the legal framework across the three-tier system. Guided by this, they have proposed a detailed work plan (action plan) to address legal framework adjustment agenda with properly set priority areas either for education sector or across other sectors. The observation made by the CIA confirms that the need for this persists. As such, following is recommended:

- Carry out a comprehensive analysis of all legal documents enacted and drafted on all three levels of government
- Develop and implement a detailed work plan addressing legal framework adjustments

D2 Structures, staff and management

240. The Constitution of Nepal explicitly mentions that the relation between all levels of Government is based on coordination, co-existence and cooperation as Nepal has adopted Cooperative Federalism. However, this constitution provision has not been translated into operational realities. There is an urgent need to segregate state affairs and development affairs. Development affairs like education need to be implemented without any delay and hassle with direct communication between the relevant institutions.

241. With the abolishment of District Education Offices, ETCs, RCs and with the establishment of EDCUs as the de-concentrated agencies of MOEST at 77 districts, along with the establishment of Provincial Ministry of Social Development and 753 LGs, SSDP implementation and follow up have become genuinely challenging, as there is overlap and confusion in roles and responsibilities.

242. **Ministry of Education Science and Technology (MOEST)** - MOEST is an apex institution to steer and execute SSDP through Center for Education and Human Resource Development (CEHRD) and other sub-national level institutions as Provincial institutions, EDCU and LG level institutions. As such, MOEST is responsible for developing SSDP related policy and plan, overseeing and ensuring SSDP execution including financial management, procurement, safeguards, monitoring, evaluation and reporting arrangements.
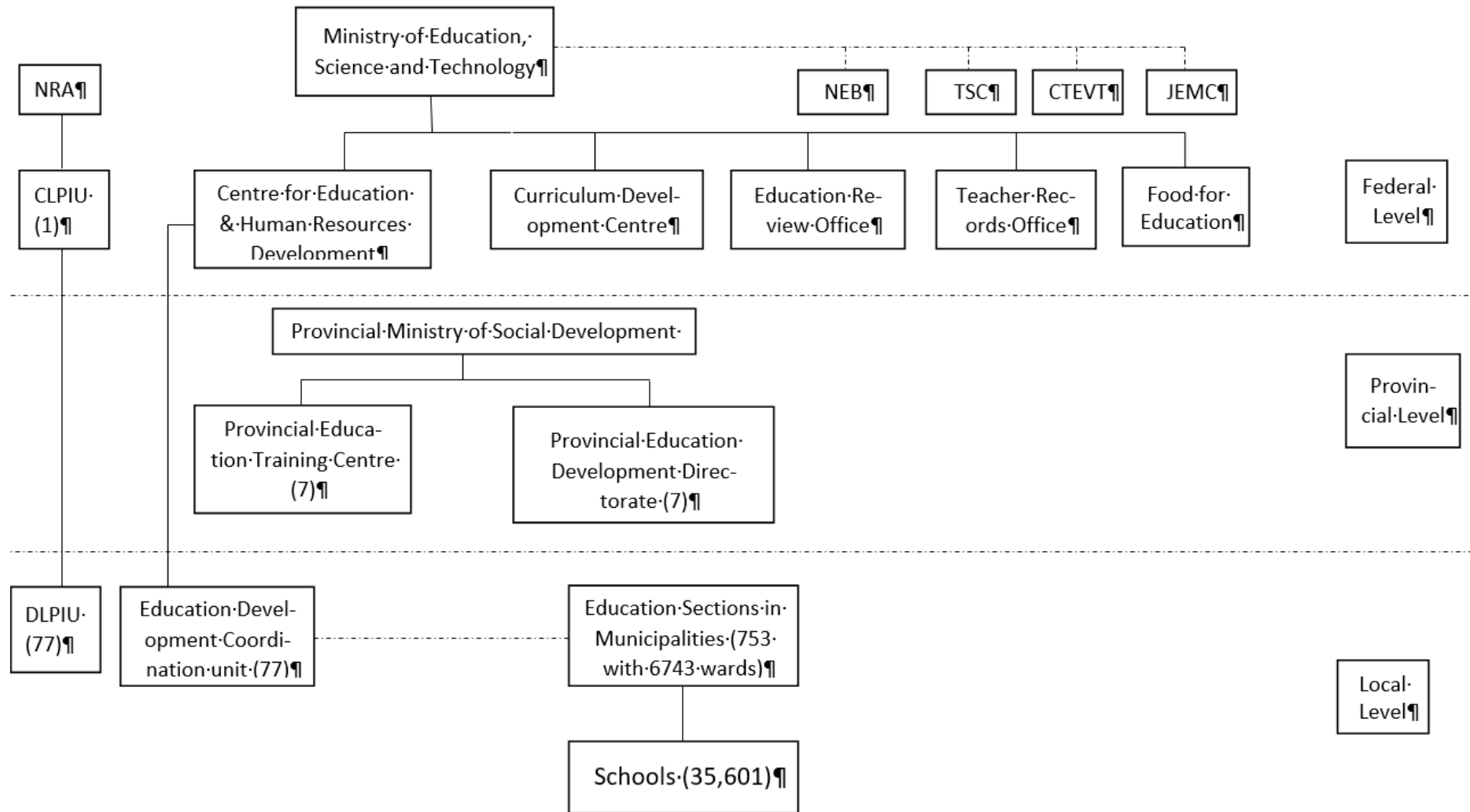
243. **The Center for Education and Human Resource Development (CEHRD)** - CEHRD came into existence with the merger of the former Department of Education (DoE), National Centre for Educational Development (NCED) and the Non-Formal Education Centre (NFEC). CEHRD

is mandated to implement SSDP. Its mandate is to monitor the implementation, coordination and progress of plans and programs of the SSDP in line with education specific national and international commitment and agreement.

244. **Provincial Ministry of Social Development (PMoSD)** – It has been established in all seven provinces. PMoSD is headed by a Minister. The executive head is the Secretary, who is equivalent to the Federal Government's Joint Secretary. The PMoSD is responsible for education, health, sanitation, women, children, youth, senior citizens and sports, social security, language, culture, labor and transport. PMoSD has two education specific divisions headed by two Under-Secretaries, one relating to higher education and the other to Education Planning and Research Division. The Education Planning and Research Division has two sections namely Education Planning, Statistics and Research Section, and a Technical and Vocational Education Section.

245. PMoSD is responsible for provincial level policy development, within the PMoSD the Provincial Education Development Directorate (PEDD) acts as a main implementing agency for the school education sector at the provincial level. One of the key responsibilities of PEDD is the implementation of SSDP at provincial level and creating an enabling environment and facilitating the same at LG level.

246. **Provincial Education Training Centers (PETC) –** The provinces are also mandated to provide professional development services to school education. In the old set up, there were 34 Education Training Centers throughout the country supervised by the NCED. The later has now been merged into the CEHRD. In the transitional setup all but seven of these centers have been closed down. In the new setup, there is one of these in each of the provinces named as Provincial Education Training Centers

247. Within the PMoSDs, there are seven Provincial Education Training Centers (PETC) headed by an Under Secretary of education cadre. PETC is mandated to organize various professional development courses for schoolteachers.

248. **The Education Development and Coordination Unit (EDCU)** - With the abolishment of District Education Offices (DEOs), 77 Education Development and Coordination Units (EDCUs) have been established as one of the major transitional arrangements. EDCUs are to facilitate, coordinate and extend necessary technical support to LGs for the smooth implementation of the SSDP in particular. EDCUs are also to support PEDDs to deliver education services. As such, they have been tasked with a number of supporting activities for effective education service delivery, particularly for the technical and administrative assistance regarding reporting required under SSDP program and teacher management.

249. **The Local Government level** - All (753) metropolitan and sub-metropolitan cities and municipalities, both urban and rural, have an education section headed by a civil servant of education group. In metropolitan and sub-metropolitan cities, the education section is headed by an Under-Secretary while education section of municipalities and rural municipalities is led by an officer of education group.

250. It is evident that federal reform has come a long way. Major changes have been made and new structures have been developed over a very short period of time. It is however well known that there is lack of clarity, including overlaps and gaps, with the current setup. This is understandable considering the magnitude of the restructuring. The consultations till date confirm that these are among the major challenges in this regard.

- An updated O and M survey is required to refine the organizational setup within the sector, recommending adjustments to structures, mandates and staffing. In particular, the limited human resources available at local level is a major concern which call on serious consideration of the need for change.

251. **Management** - All three tiers of government are in place with a significant level of autonomy. A number of changes have taken place in terms of mandates, structures and lines of coordination and communication. However, one most striking challenge is the absence of vertical and horizontal linkages to facilitate communication, reporting and coordination except between CEHRD and EDCUs. This, together with the incompatibility of systems, is also the reason why the federal Government is not getting the timely reporting of physical and financial progress coupled by very lengthy and cumbersome coordination mechanism. Equally important is the significant role of LGs in managing school education.

252. The up-coming bill on Managing Inter-relation between Federal, Provincial and Local Levels is expected to be promulgated at the earliest. This particular act is destined to solve the existing problem of coordination and communication. The rules on it should be devised once the act is approved by the Parliament.

- Rules of the Bill on Interrelations to be devised at the earliest possible when enacted

253. **Staff retention** - Retention of competent human resources in the federal institution including MOEST and very thin presence of personnel in LGs and PGs, is posing a great problem for SSDP implementation.

254. Personnel retention policy is needed to cope with the challenge of competent human resources leaving MOEST and in its subsidiary institutions. The retention policy could incorporate the following elements highlighted by the critical respondents of MOEST and CEHRD:

- Placement of personnel based on her/his expertise, interest and experience.
- Exposure opportunities based on responsibility and expertise.
- Involvement of staff in decision making and consultation on critical issues.
- Public recognition of the good work of the staff intended to raise their morale to a higher level.
- Financial incentives based on results achieved, as institutionalized in Public Service Commission, Commission of Abuse of Authority, Office of the Prime Minister and Council of Ministers and so forth.
- Functional autonomy to staff backed by guardianship to them by their respective supervisors based on the merit of the job they perform.
- Clarification of career path linked with professional development requirements and access to required professional development programs
- Training and other international exposure opportunities for the best performers.

255. Most of the civil servants of federal service of MOEST and federal level institutions are retiring soon, with the associated risk of institutional memory loss.

- A hand over and take over as per the Civil Service Act should be strictly adhered to.

FEDERAL, PROVINCIAL AND LOCAL GOVERNMENT ORGANIZATIONS DEALING WITH EDUCATION

Box	Connections
Ministry of Education, Science and Technology¶	
NRA¶	
NEB¶	TSC¶	CTEVT¶	JEMC¶
CLPIU (1)¶	
Centre for Education & Human Resources Development¶	
Curriculum Development Centre¶	
Education Review Office¶	
Teacher Records Office¶	
Food for Education¶	
Federal Level¶	
Provincial Ministry of Social Development	
Provincial Education Training Centre (7)¶	
Provincial Education Development Directorate (7)¶	
Provincial Level¶	
DLPIU (77)¶	
Education Development Coordination unit (77)¶	
Education Sections in Municipalities (753 with 6743 wards)¶	
Schools (35,601)¶	
Local Level¶	

D3 Systems and tools

256. **IEMIS** – The current IEMIS is built on web-based platforms and is hosted in NTC server and can be accessed through iemis.doe.gov.np. There are six layers of users defined in the web based IEMIS, with administration having the overall control of the system. The national level users have access to data from 753 LGs while the provincial and district level users have access to data from their respective LGs. LGs have access to data from their respective schools while schools have the access to their own information. In all this process, all users except schools have the access to view the data only, while schools have access to add, edit and view their data. No or slow access to the internet is an issue in many schools especially in remote areas. Limited capacity to verify IEMIS data is a major challenge.

257. Timely access to data is important for monitoring of progress on implementation and to ensure sound decision making. The existing IEMIS provides, to a large extent, the data required, but will have to be developed further to adhere to the need of federalization. As there are many new actors contributing to IEMIS data collection and processing, there is a clear need to provide training to many of those.

   - Provide training to official contributing to IEMIS data collection and processing is needed.

258. The **PIM** - PIM is developed by the CEHRD each year to provide the detailed information from national to the local level about the allocated annual budget and activities for SSDP implementation. The document is printed and distributed and is also accessible on the website. It provides the general guideline for program implementation. It also provides detailed implementation procedures to the local and provincial government for the program under the conditional grant. In addition, it mentions the detailed implementation procedures for the program under EDCU.

259. Various forms and templates have been added as annexes for requesting teachers' salary, school selection criteria for physical facilities improvement, various norms and standards, progress report etc.

D4 Skills and awareness

260. Continued **professional development** – TPD has for many years been limited to ensuring basic qualifications, licensing and training programs. It was only during the implementation of SSRP (2009-2016) that the CPD concept was introduced. Many officials at the federal, provinces and local levels lack the conceptual clarity and required capacity to implement the CPD as envisioned in SSRP and SSDP.

261. The development of a sound model of comprehensive CPD program at the national level, that includes post-training activities and support systems for both headteachers and teachers at the local level, will require technical expertise and concerted efforts and skills. In this regard, PETCs at the provincial level should organize capacity development programs for the relevant officials in LGs and work closely in implementing TPD/CPD programs.

262. At the local level, the local municipalities should provide necessary support in implementing CPDs for school headteachers and teachers of all the schools within their respective jurisdictions. The support may include development of necessary policy, plans and programs with budgetary provisions. In order to create awareness on importance and different ways of participating in CPD program, the teachers and headteachers need to be informed through the use of different communication means. The CPD program should include use of social media, access to virtual online consultations and formation of networks and ALGs.

263. For the successful implementation of CPD, the relevant officials and stakeholders at all three levels of Government, and education officers at MOEST, CEHRD, PETC, LGEUs should have a clear and common understanding on CPD model and its implementation procedures. Necessary guidelines should be developed by MOEST/CEHRD on implementation of CPD, together with monitoring of the program

through its line agencies. PETC is to ensure its effective implementation. It will be required to develop CPD monitoring tools and train the officials who will be involved in monitoring.

- Create a common understanding of CPD at all levels
- Support MOEST/CEHRD to develop guidelines in implementation of CPD

264. **Provision of modular training** - Many training modules have been developed and are ready for use. The structures/institutional capacity required to provide the training has not been established within the federal setup. ETCs provided the institutional cornerstone to delivery of modular training. During the federal reform, it was decided to reduce the number of ETC to one in each province.

265. The one PETC that is now left in each province does not have a well-defined mandate and resources on how to provide training in the federal context. Consequently, the training provided is ad hoc and not part of a systematic professional development. Also, in this regard it is important to mention that even if the PETC were providing training according to needs identified, they do not have the capacity to address the need for professional development in the sector.

- Develop the adequate capacity for need based modular training in each of the provinces.

266. **Palika level CPD/TPD** – Earlier the Resource Centers (RC) staffed with resource persons (RP) were supposed to serve as the backbone, with regard to support to and facilitation of in-service training of teacher and development in schools under the old constitution. The actual use of this capacity was often for administrative purposes. Hence, the arrangement was often criticized. There is nevertheless a need to make resources available enabling LGs to develop capacity to facilitate and support development of schools and in-service training of teachers.

- There is a need to establish LG level capacity to facilitate and support school development and professional development.

D5 Internal and external relations

267. The federal reform has and will have a huge impact on internal and external relations. In the old structures, line ministries were in control of all institutions in a well-defined hierarchy. That is no longer the case which provides some challenges to horizontal and vertical cooperation.

268. **Inter-ministerial relations** – Any communication from federal level to local governments, both Palika level (Municipalities) and provincial level has to be made through Ministry of Federal Affairs and General Administration and Office of the Prime Minister and Council of Ministers respectively causing lot of delays and hassles.

269. **Federal education institution** – The communication between the education institutions at federal level is mostly unchanged. But many changes to roles and responsibilities has created uncertainty on who is doing what and how. It is evident that the change in the vertical lines of command has created uncertainty about what is possible and what is not.

270. **Federal to local** – The communication between the three tiers are very much affected by the federal reform. The fact that all communication has to go through MOFAGA has an obvious and strong impact on this. The CEHRD does have an advantage by being able to reach out to the districts through the EDCUs. However, the consultation made shows that this does not provide reliable lines of communication to the local governments. The fact that there is no direct line of command is recognized and appears to have a strong impact on both cooperation and communication

271. **SSDP reporting** – The complexity of the new structure has an impact on the linkages between the three tiers in general. More specifically, it has proven to have strong impact on SSDP related coordination and communication. It turns out to have created a serious challenge to MOEST/CEHRD on meeting the

agreed upon results, vis-a-vis reporting to DPs on results along with problems in reporting progress on SDG. This is also evidenced by the fact that education heads of Palika reported that they have not been getting any letters from either MOEST or, CEHRD for months.

272. The up-coming bill on Managing Inter-relations between Federal, Provincial and Local Levels is expected to be promulgated at the earliest. This particular act is designed to solve the existing problem of coordination and communication. However, this will depend on steps that will be taken to facilitate the full implementation of the act at the earliest possible opportunity.

- When enacted, the bill on interrelations should be implemented immediately with necessary rules.

D6 Motivation and incentives

273. **Motivation policies –** The education sector is rich on policies relevant to most aspects of SSDP implementation. From observations made, it appears that there is a need to strengthen the motivation of staff and managers. Many employees are left with uncertainty because they are not clear of what they are assigned to do or what will happen next.

274. **Appreciation** – The feeling of not being appreciated is widespread. This may not necessarily be the fault of their managers. When mandates are not clear for either management or staff, performance-based appreciation becomes difficult or maybe even impossible.

275. **Performance based incentives -** Civil service act and rules of the respective governments are the ones which spell out the service conditions and facilities of all civil servants. Also, these policy instruments guide and regulate the behavior of civil servants.

276. The level of motivation and morale of civil servants especially at LGs and PGs are low. The reason for this can be attributed to a number of challenges, such as the absence of career advancement opportunities, non-transferability and less cordial relations with LGs leaders. One way of addressing this can be incentivizing the performers with the help of performance-based incentive schemes.

- Support to devise performance-based and other nonfinancial incentives is needed at all levels of governments.
- Transferability of LG personnel in various LGs should be an option through devising an umbrella policy of local services.

277. **Deployment policy** – The deployment of large number of Under Secretaries and Officers to serve in local government has provided some major challenges regarding motivation. 226 Urban Municipalities and 110 Rural Municipalities have at least one officer in the education section, while 67 Urban Municipalities and 350 Rural Municipalities are running without education officers

278. **Professional development** – Access to relevant training and support is known to be a useful motivation factor. Especially, if provided as part of a professional development program. The status of professional development is not clear. Provision of modular training has almost come to a complete halt. At national level, the former NCED is not providing any training for the time being. Also, the training provided by the seven remaining ETCs in the provinces is limited and not provided in accordance with needs identified.

Annex 2: MOEST CAPACITY ASSESSMENT

2.1 INTRODUCTION

279. At federal level, major changes have taken place with the implementation of the new constitution. To date, the central-level civil service institutions under the direct control and supervision of MOEST are CEHRD, Education Review Office (ERO), Teacher Record Office (TRO), Curriculum Development Center (CDC) and Food for Education Office. The autonomous/semi-autonomous central institutions such as Teacher Service Commission (TSC), National Examination Board (NEB), Council for Technical Education and Vocational Training (CTEVT), Janak Education Material Center (JEMC) are represented by the MOEST executives, Secretary and/or Minister, in their respective boards. The main objective of MOEST is to provide policy direction to these boards.

280. The organogram below includes all education-specific institutions at federal, provincial and local levels. Although the apex organisation is the Ministry of Education, Science and Technology, the organogram only includes the education segment. However, the Planning and Monitoring Division of MOEST headed by a Joint Secretary is mandated to take care of both education and science and technology-specific plans and programmes.

281. MOEST is an executive agency while CEHRD is an implementation agency mandated to monitor the implementation, coordination and progress of plans and programmes of the SSDP, in accordance with national and international commitments and agreements relating to education.

282. The major school specific and SSDP-related responsibilities comprise:

- Setting and regulating the National Curriculum Framework, model text books and major subject specific text books.
- Policy and standards related to service conditions, qualification and equivalency of school teachers.
- Policy and standardisation of teacher training policy, curriculum framework, standardisation and implementation of skills test provision, national framework for school education and coordination with training centres.
- National standards for school-level examination, management of secondary level examination and setting of equivalencies.
- Overall coordination with provincial and local levels, with regard to education.
- Setting, measuring and regulating the quality of education.
- Affairs related to NEB and CTEVT.
- Developing SSDP-related policy, overseeing the SSDP implementation, including financial management, procurement, safeguarding, monitoring, evaluation and reporting arrangements.

283. The current Ministry of Education, Science and Technology was established from the merger of Science and Technology function of the former Ministry of Environment, Science and Technology with MOE at the federal level. MOEST is the executing agency of SSDP, but with the implementation of the constitution, the whole school education is partly the responsibility of Local Governments (LGs) and partly of Provincial Governments.

284. The Ministry is going through a critical time, during which the mandates and responsibilities of the ministry towards school education is changing. Under the new ordering, policy development and implementation are taking place in a very complex context. It is necessary to develop working relationships with decision-makers in other ministries and institutions at federal, provincial and local levels.

285. Decision-making will to a much higher degree depend on the development and use of well-functioning working relationships. Hence, priority should be given to develop these. It is also important to create awareness and promote the importance of school education as the school education sector development is only one of several sectors taken care of by MOEST and the LG. There is a need to create awareness of and advocate for the importance of school education at the highest level of policy development and implementation.

2.2 Planning and Monitoring Division of MOEST

286. The Planning and Monitoring Division of MOEST is headed by a Joint Secretary and has five sections that are headed by Under-Secretaries. These sections are: Planning and Budgeting Section, Development Assistance Coordination Section (DACS), Monitoring and Evaluation Section, Human Resources Planning and Coordination Section, and Statistics, Policy and Research Section. The Development Assistance Coordination Section has overall responsibility for SSDP coordination.

Capacity framework review

D1 Policy, strategy and plans

287. **The Education Act –** The Division provides overall guidance to implement the existing Education Act. It is anticipated that the new Federal Education Act will be endorsed by parliament soon, the roll out of which will affect the work of the Division in various ways, as the Division will have a major responsibility towards the rolling out of the Act:

- Refining and revising the proposed bill on education in line with recently approved education policy.
- Receiving inputs from Ministry of Law and Justice.
- Receiving inputs from the Ministry of Finance.
- Getting approval from the Cabinet on the proposed bill.
- Getting approval from the Parliament.
- Authenticating the bill by the President.
- Drafting of Education Rules by MOEST.
- Drafting of Education Acts by LGs and PGs.
- Drafting of Education Rules by LGs and PGs.
- Installing system/s to implement new acts and rules in all Governments institutions.

288. **The transitional roadmap –** Another instrument guiding the sector through the transitional phase is the transitional roadmap. The Division has played a leading role in the development of the current transitional roadmap, which provides guidance to the reform process in the transitional phase and to the Division's own work.

289. As the transitional road map was developed at an early stage of state restructuring, there has long been a desire for it to be updated and revised. The decision to shorten the transitional phase by two year as prescribed by SSDP MTR has made that even more relevant.

290. **SWAp –** The Division provides overall leadership and coordination to the development in the sector. The financial support to develop the sector is predominantly provided through a Sector Wide Approach modality. The SWAp was developed for use under the old constitution where it was relevant for joint funding of the sector's development. However, in the federal context numerous questions have emerged. One of them is if the central SWAp modality and joint finance arrangement remain the most appropriate modality in the emerging decentralised governance and funding structure.

291. A smooth functioning SWAp is a pre-requisite for ensuring that the Government can undertake the planning and implementation of the next education sector plan and programme in an adequate

manner. The Division has a leading role to ensure a smooth implementation of the SWAp. It is also evident that it will have to take the lead to ensure that a suitable model for use in the federal context is developed and used.

292. **The SSDP implementation plan –** The Annual Strategic Implementation Plan and Annual Work Plan and Budget (ASIP/AWPB) are the two major instruments for the implementation of SSDP. Given the reality that all governments are autonomous, the bottom-up planning approach has little relevance while devising ASIP/AWPB at a federal level. There are additional challenges of linking the SIP with the LG level plan on the one hand while on the other hand receiving timely reports from LGs on SSDP performance. Support to enable the Division to maintain a strong leadership on SSDP implementation in the transitional phase is necessary.

293. **Sector strategy and plan development** – The current SSDP program ends in July 2021, which means the Government and development partners will start initiating the education sector analysis to inform the development of a 10-year education sector plan in line with the Government's vision of transforming community schools into quality learning centres to succeed the SSDP. Based on this, a costed program for its first five years, including federal implementation arrangements, funding mechanisms and disbursement modality will be developed. The new plan and program need to be firmly rooted in the context, and priorities observed by/at the local level need to be considered, while simultaneously incorporating the unfinished agenda of the SSDP. The Division therefore needs support to enable it to play a leading role in the sector plan and strategy development process.

294. **Communication strategy development and implementation** – The new federal organisation means that there are major changes to lines of governance, which has wide-ranging consequences. One is that the federal level no longer has a mandate to direct. Although the executive power of MOEST and other federal institutions has been reduced, they have responsibilities which require capacity to reach out to all levels in the sector. In this regard, the development and implementation of an SSDP-focused, strong and well-resourced communication strategy is needed.

295. The development and implementation of the communication strategy could be done well by external resources. However, there is a need to develop internal capacity for SSDP focused communication that is relevant to the responsibility of the Ministry towards the development and implementation of the sector plan. In this regard, there is a need to work with the DACS to develop policy and a SWAp-focused communication strategy, and to support the development of internal capacity to implement the communication strategy.

D2 Structures staff and management

296. **Mandate and responsibilities -** The Division is mandated to develop plans and programmes, and to provide budgetary provision for education sector development as follows:

- Formulating and receiving plans, programmes and budgetary provisions of the Ministry and its subsidiary agencies, providing necessary directions and updating of plans - and programme-related records.
- Updating and keeping records of all DP funded programmes and projects, both loan and grant, and coordinating these.
- Extending necessary support along with providing expert advice to work on policy decisions to be taken by the Cabinet, the Parliament and the Minister.
- Conducting research studies on MOEST plans, projecting and producing the human resources and participating in plan- and programme-related meetings.
- Deciding and sending budgetary ceilings for various MOEST institutions, based on ceilings and guidelines obtained from the National Planning Commission.

- Preparing periodic plans and the Medium-Term Expenditure Review of MOEST, getting these approved by the Ministry of Finance and sending them to the National Planning Commission.
- Sending the annual programmes of MOEST and its subsidiary agencies to the National Planning Commission after them being approved by the Secretary of MOEST.
- Finalising the MOEST budget after discussion with the Ministry of Finance.
- Discussing and consulting with DPs to secure their support on the plans and programmes of MOEST.
- Regularly reviewing the plans for support by foreign aid.
- Performing necessary jobs for conducting MDAC, chaired by the Minister of MOEST.
- Preparing and disseminating monitoring plans and the annual progress report.
- Preparing the annual procurement plan in close consultation with the Internal Management Section for the budget endorsed for the sections under this Division.

297. A few people in this Division have a large responsibility. To what extend there is a need to reinforce the staffing of the Division is difficult so far to tell. Staffing reinforcement may be needed, but it may also be possible to revise the scope of work to meet the needs in the federal context.

298. **Structure -** The division is subdivided into four sections. They have important responsibilities towards the sector plan development.

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              │  Planning and           │
              │  Monitoring Division    │
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│Development│ │Planning and│ │Monitoring │ │HR Development,│
│Aid        │ │Budget      │ │and        │ │Planning and   │
│Coordiation│ │Section     │ │Evaluation │ │Coordination   │
│Section    │ │            │ │Section    │ │Section        │
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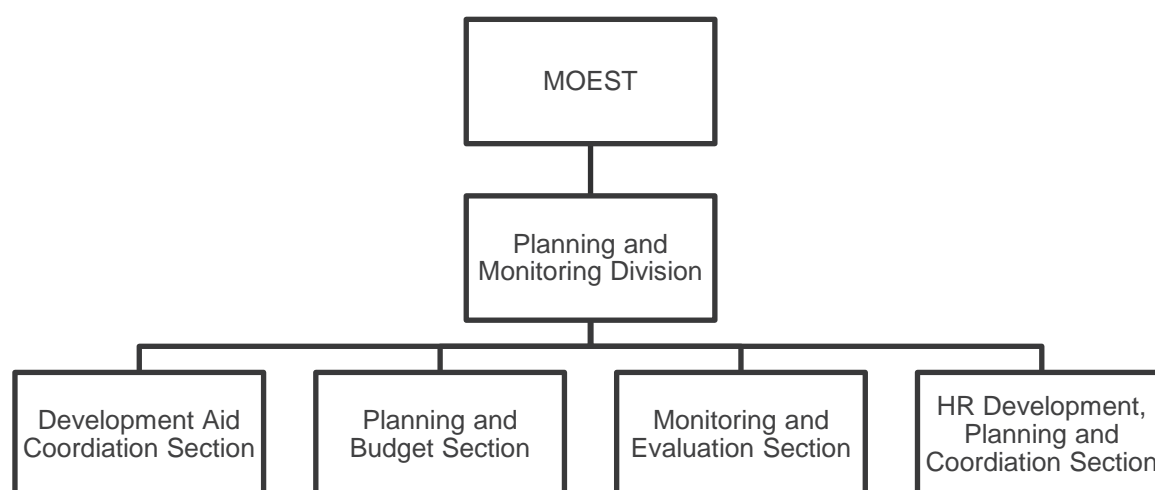
299. **Staffing –** The Ministry was reorganised early in the federal reform process: The previous Monitoring Division of the then MOE and the Science and Technology of the former Ministry of Science and Technology was amalgamated with the Planning and Monitoring Division of MOEST. This meant a substantial increase in workload for the Division at the same time when its staffing was downsized. The Division thus consider itself to be overloaded with work. It is understood that the workload expected from the Division as compared to other divisions may not have a fair balance with the distribution of responsibilities and staff. However, it has been beyond the scope of this assignment to verify this. An organisation and management (O&M) study is currently being carried out by the government. The TA team will seek to support O&M as well as provide inputs for implementation of recommendations.

D3 Systems and tools

300. **Integrated IEMIS (IEMIS) -** Timely availability of data is a great problem. This may to a lesser degree depend on the Division's own capacity and more on that of the EDCUs and LGs. It is nevertheless a major challenge to the Division's responsibility towards developing and monitoring education plans.

Also, in the absence of performance reports from LGs and PGs, reporting on the overall performance of SSDP is a problem both for GON and DPs. Hence, there is a need to strengthen the IEMIS and create a robust reporting system so that reliable data is made available for use at policy level, such as by the MOEST Planning and Monitoring Division.

D4 Skills and awareness

301. **Professional development –** As a result of the many changes associated with the restructuring new skills and competences are required. There is therefore a need for professional development of existing staff who are assigned with new responsibilities. Professional development is even more important for external officials taking up new positions. The identification of their specific needs is beyond the scope of this report.

302. Currently staff development is understood to depend on learning by doing. Although this can be relevant in some ways, it is insufficient to prepare the section staff for the challenges faced in the federal context.

303. **CPD planning -** During the consultations some training needs for core staff have been identified. These include: Foreign aid negotiation, facilitation, proposal development and appraisal plan development, cost benefit analysis. There is a need for a stronger, needs-based and planned approach to professional development. Ideally a training needs assessment should be carried out to identify the training needs for all staff as compared to their responsibilities. Based on this assessment a professional development plan should be developed for the division which ensures that priorities are identified, and that training is provided according to institutional needs.

304. Addressing this need is very difficult before mandates and responsibilities are clarified, indicating that there is a limit to what can be achieved before the officers with the relevant profiles have been identified and taken up their duty.

305. **Immediate training needs –** While consulting the senior officers in the division, some immediate needs for training support was expressed. This includes: 1) foreign aid negotiation. 2) Proposal writing. 3) Project appraisal and 4) plan formulation skills. These training needs should be verified and addressed, as appropriate.

D5 Internal and external relations

306. **Internal relations –** MOEST has recently gone through a major restructuring, and it appears that there is a need to take this restructuring further when the new Federal Education Act is approved. Many of the recent changes have negatively impacted internal communication, which needs to be strengthened. Internal communication could be strengthened alongside developing the SSDP focused strategy. This could include strengthening internal sharing and awareness relevant to responsibilities towards SSDP implementation.

307. **External relations –** The overarching challenge in this regard is the changes to command lines under the federal dispensation. Under the old constitution, the Ministry had access to all governmental actors through either the horizontal or vertical structure. Now the direct lines through a vertical structure no longer exists. MOFAGA has become the entry point to all institutions and schools at the LG level and OPMCM for Provinces. Hence, there is a need to build strong relationship with MOFAGA, but also to agree on ways in which direct communication related to agreed mandates can be made without going through unnecessary bureaucratic procedures.

308. **DP relations -** As the overall responsible actor for donor coordination, the Division must ensure the best possible communication between stakeholders. This far, it has to some extent been accepted that discussions took place either in English or Nepali. With the federal reform, communication across language barriers will become a bigger issue. It can no longer be taken for granted that Nepali nationals

attending meetings are fluent in English. In response to this, simultaneous translation was provided in the BRM / MTR meeting in May, which was appreciated across individuals and was associated with a wider group of people participating in discussions.

309. Consultations with the Division indicate that there is a strong desire to find more permanent solutions to this language access. The division is eager to have a meeting room equipped with the required electronic translation equipment. The TA team has followed up on possible solutions for the translation need, building on the assumption that a lasting solution should include interpreters / translators identified amongst government officials. This suggested identification indicates that there are officials with the necessary language and communication skills in the CEHRD structure.

2.3 Planning and budget section

D1 Policy, strategy and plans

310. **The SSDP planning process –** The Section has a leading role in the SSDP planning process, highlighting that it depends on access to reliable data. It is therefore important for IEMIS to provide reliable databased on realistic plans.

311. **There** is a need for research on thematic issues, such as quality education, influence of foreign employment on school education and relocating schools, feasibility of having common school resources, and large school concept. It is intended to initiate a culture of evidence-based planning.

D2 Structures, staff and management

The section is under the Planning and Monitoring Division of MOEST.

312. **Mandate -** This section's responsibility is to perform 16 major tasks that include planning, and programme- and project formulation, analysis and budgeting. The Section is primarily involved in preparing annual and periodic plans and programmes, including through close coordination with federal level institutions and EDCUs.

- Budget, plan and formulate programmes of the Ministry of Education, Science and Technology's education sector.
- Formulate short-term and long-term education plans.
- Annual programme and budget formulation with close coordination with other Divisions and Sections.
- Analyse short-term and long-term education plans of MOEST and its subsidiary organisations.
- Provide suggestions and recommendations on maintaining consistency between education plan, programme and strategy, and education act and rule.
- Prepare budgetary framework of proposed plans and programmes.
- Give final shape to plans and programmes of MOEST and its subsidiary organisations and send them to the National Planning Commission (NPC) with recommendations.
- Budget allocation.
- Coordination with National Planning Commission and Ministry of Finance (MOF).
- Coordination with MOEST and its subsidiary organisations.
- Pre-preparation, setting and development of indicators on periodic plans and annual budgets.
- Get projects endorsed by coordinating with NPC and MOF.
- Approve and get approval of annual programmes based on the approved budget of projects endorsed by NPC and notifying the related Divisions of it.
- Amendment of programmes that are approved in accordance with appropriated budgets.
- Performance of tasks of own section as provisioned in the Citizens' Charter along with other tasks as directed.

- Performance of other tasks as directed by the Ministry.

313. Considering the magnitude of these responsibilities it appears that a staff setup with only one Under-Secretary and two Officers is not enough. There is also a need to review their mandates and responsibilities.

314. **Staffing –** An Under-Secretary of education sub-group heads the Section with two Section Officers and one Office Assistant. Like the Division, the Section is overloaded with work as it must devise plans and programmes of both education, and science and technology. Hence there is also a need for a survey to address the issue of workload versus the number and type of staff. The TA team can provide expert thoughts and ideas to the on-going survey and help facilitate the implementation of findings.

D3 Systems and tools

315. There is a lack of authentic and reliable data to design a realistic plan although IEMIS has been a powerful instrument to this end.

- **IEMIS -** Robust IEMIS systems should be in place as a source of authentic and reliable data.

D4 Skills and awareness

See section on Planning and Monitoring Division above.

D5 Internal and external relations

316. LGs: Any formal communication with LGs is through MOFAGA rather than direct.

317. Provincial Ministry of Social Development (PMOSD): Any formal communication with PGs is through OPMCM rather than direct.

318. There is a need for formal and direct communication channels with LGs and PGs. It is hoped that this will be in place when enacting and managing the relations between federal, provincial and local levels Act, 2075.

D6 Motivation, incentives and values

319. While the Section is not facing specific challenges with regard to motivation, incentives and values, a system of appreciating the best performers and consulting them while taking critical decisions is needed.

2.4 Development Assistance Coordination Section (DACS)

D1 Policy, strategy and plans

320. Development Assistance Coordination Section (DACS), formerly known as the Foreign Aid Coordination Section, of MOEST under the Planning and Monitoring Division is headed by an Under-Secretary. DACS serves as the Government's focal point for foreign aid and development partner coordination. The Section handles all necessary requirements for external partnerships, including budgeting, financing, programme monitoring and reporting on disbursement linked indicators (DLI) and the financial management and audit reports that are critical for the smooth functioning of external partnerships.

D2 Structures staff and management

321. **Mandate -** With the overall guidance of the SSDP Steering Committee is chaired by the MOEST Secretary, DACS has the following major responsibilities:

- The focal point for development cooperation.
- The secretariat for the coordination of the Joint Thematic Working Groups (TWGs) and SSDP Thematic Committees.
- Member Secretary to SSDP Restructuring Committee chaired by the Joint Secretary, the Planning and Monitoring Division, and MOEST.

322. The current setup is in most ways identical to the way in which the foreign aid section was established under the SSRP. As such, no consideration has been made regarding its role in the federal context. It is evident that there is a need for changes, which will depend on a much wider discussion of how foreign aid will be managed and governed in the future. The SWAp modality for funding has evolved as the preferred framework for funding in the pre-federal phase. The strong mandates given to the LG are likely to require major changes to the sector plan development and implementation, funding modalities / SWAp and donor coordination. This will call for major changes in structures, mandates and responsibilities of DACS to reflect needs in the federal context. The Section is mandated to do the following:

A. Focal point for foreign aid - Being the focal point for foreign aid is one of three responsibilities granted to DACS. The mandates and responsibilities in this regard are:

- Coordinate SSDP programme activities across MOEST divisions, CEHRD and the central level agencies.
- Support implementation of innovations planned under SSDP program.
- Recruit consulting services for the TSU, ensuring the necessary externally hired technical and programme implementation support is provided to CEHRD and other central agencies.
- Coordinate with SSDP Joint Financing Partners (JFPs) for joint SSDP programme review meetings, the fulfilment of DLIs and activities necessary for smooth partnerships with external agencies.
- Coordinate within the MOEST and CEHRD to develop annual school sector performance or/and status reports.

323. **SSDP coordination -** DACS plays a very important role in coordination within MOEST and between federal level actors. With limited resources of its own the DACS team can provide solid support in this regard only by depending on its external advisor, which shows that the DACS mandate was defined under the old constitution. While it is bit early to suggest how to shape the future role of DACS, it is evident that DACS involves more than coordination amongst federal stakeholders. Hence, the role of DACS needs to be redefined to meet the need for coordination and governance of donor funding and support in the federal context. To provide relevant inputs in this regard it may be relevant to arrange a study tour to another Asian country with experiences of using a sector-wide approach to education development, preferably in a federal context.

324. **Support innovation –** Inspired by working with the institutional capacity assessment, it could be relevant to carry out a series of studies on some of the major challenges to be addressed in the transitional phase. The following proposed studies have direct links to the ICA and could help inform the interventions proposed to be included in the ICP. The first three mentioned should be carried out as a close link to the support provided by the SSDP TA team who are addressing some of the immediate needs identified.

Studies proposed to be undertaken in support of the SSDP TA other priorities

- IEMIS – A study mapping international experiences and best practices with the implementation and use of IEMIS. Review of the existing IEMIS system in Nepal and suggest possible improvement for use in the federal context.
- CPD / TPD – A study documenting prior experiences, best practices and possible uses of rebuilding an LG focused system CPD / TPD.
- Assessment – A study documenting prior experiences, practices and possible use of School Based Assessment to enhance students' learning.

Other possible studies identified

- Communication – A study mapping international experiences and best practices in the use of communication, community mobilisation and advocacy to promote education sector reforms.
- SWAp – Documentation and review of international experiences, documentation of best practices and provide recommendations on appropriateness and possible uses in Nepal.
- Curriculum adaptation – A study documenting prior experiences, practices and possible uses for curriculum adaptation and the development of local curricula in the current context.

325. **Recruit consulting services for the TSU** – As the TSU has not yet been established, DACS does not yet have any responsibilities in this regard. Once the TSU has been established, support should be provided to develop relevant guidelines and capacity required to carry out these responsibilities.

326. **JFP coordination** – Support JFPs to make DLI / PRF focused review of SSDP implementation is a major responsibility of DACS. The bi-annual meeting is a major task in this regard. There is a long tradition of providing support in preparing meetings and ensuring that they are carried out successfully. This is to be continued.

B. Initiation of Technical Support Unit (TSU)

327. **Mandate -** The SSDP identifies the need to establish a support unit to provide TA support to implementing the sector program. The SSDP Technical Support Unit (TSU) is to be established with TA support from JFPs and will be based in the CEHRD in line with the common TA framework for the SSDP. The TSU is supposed to function as an annex to the DACS and will be governed by the SSDP's Steering Committee. The TSU will manage TA requirements for the SSDP programme implementation and will be responsible for:

- Supporting the MOEST's Planning and Monitoring Division for monitoring and evaluating the achievement of SSDP indicators and results, including compliance with and DLI verification.
- Supporting the Planning Division to coordinate the SSDP programme implementation, compliance with development cooperation agreements, and the management of technical assistance.

328. The TSU is supposed to support the Government in providing timely, good quality and coordinated TA support on capacity and institutional development priorities to design, assess, implement and monitor SSDP's various policies and strategies. There is a strong need from both the CEHRD and DACS to establish the TSU as soon as possible, and to mandate the Unit technical and budgetary support, as well as providing flexibility for it to address the emerging needs of DACs.

C. Strengthen SSDP TWG and TC

329. To further strengthen the joint consultation and review the SSDP implementation by the LEG, Thematic Committees (TCs) such as PFM, Appropriate Application of ICT in Education and IEMIS and Technical Working Groups (TWGs) have been established with the following objectives:

- To offer strategies to overcome issues or accelerate change during the SSDP implementation, especially for key results, including those selected as Disbursement Linked Indicators (DLIs).
- To follow up on agreed actions from joint consultative and review meetings within their thematic area.
- To ensure continuous dialogue between experts from GON, DPs and education stakeholders/Civil Society (CS) representatives within specific SSDP result areas.
- To hold regular meetings to discuss strategies for addressing existing gaps and emerging issues that affect or are likely to affect the SSDP implementation and the achievement of its goals and objectives within the themes mentioned under the first objective.
- To hold regular meetings to take forward issues and actions agreed, as documented in the Joint Reviews and Meetings, and any other jointly agreed SSDP action plans within the themes mentioned under the first objective.
- In the joint meetings, to report on the main discussions within the technical groups and on their main progress and challenges, including progress review and issues relating to all thematic areas during joint field visits.
- To review the sections of the ASIP/AWPB relevant to the group's theme against the agreed actions from the joint SSDP meetings and SSDP MTR recommendations during the JAR, if needed.
- To provide any other technical support as and when necessary. For example, to review and support finalising the evaluation TOR and the evaluation report and monitoring the implementation of MTR recommendations.

330. A total of 10 TWGs have been established and are functioning, to different degrees. All have regular meetings, although, as indicated in the TOR, most meet less than six times per year. Within the framework of the TOR guiding the work of all groups, each TWG has developed its own TOR. Most groups are functioning relatively well, although the following major challenges exist:

331. **Technical insight –** The TOR does not indicate a need for specialist knowledge, but rather a solid understanding of SSDP priorities, strategies, plans and progress towards the PRF and DLI framework implementation within the area of responsibility. Despite this, several of the groups indicate a need for technical support. TA support may be sourced through: 1. Experts from the ongoing project could be used to provide support within their area of expertise. 2. The TSU should be established to include capacity to address requests from TWGs for specific TA support. 3. The SSDP TA should also provide support within its areas of expertise and availability of resources. Therefore, TWGs need to be geared towards technical approaches in addition to operational issues.

332. **Language –** Which language to use in meetings has been brought up as a concern. This is a particular problem in meetings at which there are only one or a few expatriates because there is then a tendency to speak Nepali. Simultaneous translation was used in the BRM meeting in May. It was well received and allowed for broader involvement in the discussions, but it is costly and hence unlikely to be affordable for all meetings.

333. **TWG mandates refocusing and TOR revision** – More groups mentioned a need to refocus their mandate. This applies for one of the quality specific TWGs, such as Teacher Professional Development and Management, which is currently covering both aspects. Although this is guided by a single objective in the PRF it makes sense to establish two different sub-groups. Other groups have similar concerns and noted a need to review and/or revise their TOR.

334. **Technical capacity / TA support** – TWGs should be composed to provide them with the technical capacity required for their area of responsibility. If this is not possible, an alternative could be a flexible solution involving the TSU.

335. **Interpretation/Translation** – There is, as mentioned, a need or at least a desire for interpretation/translation in some meetings. As the cost of hiring external providers of translation services is high, an alternative is establishing a meeting room with the required equipment either in MOEST or in CEHRD. MOEST or CEHRD could also establish a small group of civil servants with relevant qualifications who can act as interpreters. Beyond meetings, such a group could translate documents.

336. **Management and staffing** – DACS, under the Planning and Monitoring Division of MOEST, works as a foreign aid focal point. DACS is headed by an Under Secretary and teamed with an Officer of the education cadre. The section receives external advisory support from UNICEF and SSDP TA facility.

337. TA **support –** The section has long received support for management, coordination and capacity development towards its mandate. At present this includes support from UNICEF, DP focal point and SSDP TA facility.

338. **The DP focal point –** The Development Partners, representing the donor community, take turns to serve as focal points advising DACS on foreign aid coordination. The World Bank has just taken over the focal point.

339. **UNICEF** – UNICEF has provided an advisor who is working closely with the DACS team on all aspects of foreign aid management and donor coordination. Beyond this, the advisor has a specific mandate towards strengthening communication.

340. **SSDP TA** – SSDP TA is also mandated to provide support to the DACS. Current support includes:

- **The TA advisor –** provides support with donor coordination, the work of the TWG and other tasks related to the Section's work.
- **The Deputy Team leader** – provides support on overall coordination and policy development.

341. The support provided by UNICEF is a continuation of the support provided by VSO in terms of several generations of advisers deployed to support the Section.

342. The support provided by the SSDP TA has only just begun and not yet found its final shape. It is provided in parallel with the support provided by UNICEF and the support provided by the focal point. This far support has been provided mainly based on request from DACS.

343. The TA facility must gain a stronger and more proactive role in the way support is provided. The experience gained so far is that there is a need to hire an experienced adviser to provide ongoing support to DACS in carrying out its current mandate. Beyond this, the adviser could also provide support to redefine the role of DACS to meet needs in the federal context, including the development of the federal sector plan.

D3 Systems and tools

344. As the coordinating body, DACS uses the tools and procedures developed for implementing the SSDP. Beyond this, it does not have the need for specific tools and procedures.

D4 Skills and awareness

See section on Planning and Monitoring Division above.

D5 Internal and external relations

345. DACS was shaped to meet the need for foreign aid coordination in the pre-federal era. However, with the decision-making power moved to the local level, major changes may be required to foreign aid

coordination. In the federal setup, foreign aid can be channelled directly to the provinces if agreed with ministry of finance, meaning that MOEST no longer has direct control of the flow of foreign aid into the sector. This may not have an immediate impact, but it is a concern that has to be taken seriously. It is likely to provide a challenge to foreign aid coordination and may even challenge the relevance and use of the SWAp approach to foreign aid coordination.

D6 Motivation, incentives and values

The section is not facing specific challenges in this regard.

2.5 Committees and councils

346. Surrounding the school education sector are several committees and councils providing policy, managerial, governance or technical guidance in accordance with needs and expectations. The following provides an overview of the committees and councils.

347. **The National Education Council** - The National Education Council chaired by the Minister of Education, Science and Technology was established in line with the recent amendment to the Education Act. The Council meets when required and provides recommendations to the GON for policy formulation. As there are representations from National Planning Commission, University Grant Commission, Ministry of Finance and other important institutions, the decisions made by the Council are important to facilitate implementation. Members have not yet been nominated.

348. **Ministerial Level Development Action Committee (MDAC)** - The MDAC is headed by the Minister of MOEST with the Secretary and the membership of the National Planning Commission (NPC) and the Ministry of Finance. The MDAC meets every second month to monitor education activities in the sector and provide recommendations on school education.

349. **SSDP Steering Committee (SSDP-SC) -** The SSDP–SC is chaired by the MOEST Secretary and the Joint Secretary of the Planning and Monitoring Division as the Member-Secretary. The Chair of the SSDP central level Programme Implementation Unit (DG, CEHRD), the CDC Executive Director, representatives from NPC and the Ministry of Finance (MoF), and the Financial Controller General Office (FCGO) are on the committee. The assistance to carry out these tasks is made through MOEST's Planning and Monitoring Division, with support from the Technical Support Unit (TSU). In addition, the SSDP-SC may invite the other central level agency (CLA) heads and the development partners' focal point.

350. The SSDP-SC was established to oversee the coordination, monitoring and verification of progress in implementing the SSDP programme. The SSDP-SC has established sub-committees in thematic areas, which are Fiduciary Management, Strengthening Education Management Information System (IEMIS), and Appropriate Application of ICT in Education.

351. **SSDP Restructuring Committee -** The SSDP Restructuring Committee is chaired by the Joint Secretary of the MOEST, with heads of the central level agencies as members and the head of the Development Assistance Coordination Section (DACS) as the Member Secretary. The SSDP Restructuring Committee has the following mandate:

- The review of the SSDP, including its Program and Result Framework (PRF) and Disbursement Linked Indicators (DLI) protocols.
- Finalising the SSDP transitional arrangement plan.
- Reviewing and restructuring the SSDP in line with federalism and according to the pre-agreed mid-term review.
- Identify technical assistance needed.

352. **The SSDP Programme Implementation Committee (SSDP-PIC)** - The SSDP-PIC functions within the Centre for Education and Human Resource Development, headed by the CEHRD Director General with the CEHRD Deputy Director Generals and Executive Directors (EDs) of the Curriculum Development Centre (CDC), Education Review Office (ERO), and National Education Board (NEB) as members. The roles and responsibilities of the SSDP-PIC include program implementation support, and support for the efficient utilisation of TA to the SSP-SC.

353. Consultation indicates that there is no specific need for support and capacity development.

2.6 Recommendations

- Provide support to review and revise the transitional roadmap.
- Provide TA support to enable MOEST to take a strong lead on the adaptation of the SWAp.
- Provide support to enable the Planning and Monitoring Division to maintain a strong leadership on SSDP implementation in the transitional phase.
- Provide support to the Planning and Monitoring Division enabling it to take the lead on the Sector plan and strategy development process.
- Develop policy and a SWAp-focused communication strategy.
- Support the development of internal capacity to implement the communication strategy.
- Support the on-going O&M survey and provide facilitation of implementing the recommendations.
- Expand IEMIS, enabling it to provide information required for policy development and implementation.
- Create a robust performance reporting system for LGs and PGs, especially after the promulgation of Managing Inter-relationship between Federal, Provincial and Local Level Act, 2075.
- Following the restructuring, carry out a training needs assessment in the Planning and Monitoring Division, Planning and Budget Section and DACS section. Based on this assessment, develop professional development plans and training.
- Explore the need and possibility of providing skills training aimed at providing the staff and managers in the division and sections with some universal skills as requested.
- Consider addressing the need to strengthen internal sharing and awareness relevant to shared responsibilities towards SSDP implementation.
- Develop a conducive working relationship with MOFAGA to ensure a functional working relationship with institutions in provinces and LG level on agreed responsibilities.
- Develop sustained capacity for interpretation/translation in major meetings and of documents required for sharing.
- Arrange a study tour to another Asian country with experiences of using a sector wide approach to education sector development, preferably in a federal context.
- Establish functional TSU as soon as possible.
- Ensure that the SSDP TA facility can identify an experienced specialist to provide support to the development of the federal sector plan

Annex 3: CEHRD CAPACITY ASSESSMENT

3.1 Introduction

354. The CEHRD (former Department of Education) was established with responsibility of undertaking plans and programmes that are approved by the MOEST. It is led by the Director General followed by three Deputy Director Generals who are responsible of managing three main divisions of the organisation. These divisions include the Educational Planning and Development Division, and the Educational Technology and Non-Formal Education Division and the Human Resources Development Division. The Educational Planning and Development Division has six sub-sections, Educational Technology and Non-Formal Education Division has five sub-sections, and Human Resources Development Division has six sub-sections. Altogether there are 17 sub-sections in CEHRD, with each section being led by second Gazette staffs (Under Secretary). The major mandates and responsibilities of CEHRD are:

- Implement school education sector plans and programmes in accordance with national commitments and bilateral/multilateral agreements with external Development Partners (DPs) relating to school education.
- Develop and implement SSDP programmes and strategies, such as the welcome to school campaign, national early grade reading programme, model schools, scholarship programmes, and school meal programmes.
- Develop school education sector human resource plans and develop plans and training for the management of physical facilities and resources.
- Undertake research for improving the quality of school education and pilot innovative programmes to inform needs-based planning and implementation.
- Establish and monitor national school education quality standards.
- Manage Education Management Information System (IEMIS) of the school education sector.
- Coordinate and assure policies and standards relating to early childhood education and development, basic education, secondary education, technical education and vocational training, and establish and operate educational institutions.
- Manage and facilitate necessary means and resources for the use of communication technology in school education.
- Formulate standard for the management and development of teacher professional development.
- Implement a Comprehensive School Safety (CSS) master plan and monitor school safety and risk reduction programmes.
- Develop and implement standards to manage and mainstream traditional education (such as, Gurukul, Gumba and Madrassa), alternative education and open education through facilitating and implementing regular training programmes.
- Implement the Consolidated Equity Strategy for the school education sector, including targeted programmes to reduce disparities in education outcomes.
- Implement the Special Needs and Inclusive Education (SNIE) master plan.
- Develop and broadcast audio and audio-visual content developed for the coordination and implementation of rural education and open training programs.
- Develop national frameworks for competency, qualification and equivalency standards.
- Create and approve a curriculum format for in-service teacher training, develop course and resource materials, prepare instructors, develop training standard, certify training and determine its quality.
- Ensure availability and appropriateness of human resources (including teachers and education administrators), issue certifications, and develop standards and formulate training programs.

355. In order to complete these mandates and responsibilities, aside from three Deputy Director Generals, there are 17 Under Secretaries, 20 Section Officers, one Account Officer, one Accountant, one Library Officer, two Computer Engineers, one Computer Officer, one Statistical Officer, one Architect, one Radio Engineer, one Art Officer followed by 49 other staff (including a Radio Technician, Cameraman, Driver and Office Assistant) who are explicitly needed for the Internal Administration Section. Below is the analysis of the different sections of the Educational Planning and Development Division and Educational Technology and Non-Formal Education Division. The analysis used three major sections, one looking at the general overview, the second looking at the communication portion, and the third looking at the teacher professional development section.

356. While there are several important actors at the federal level, the CEHRD has the overall responsibility for implementing the SSDP, particularly in terms of the cornerstone objectives.

357. The cornerstone objectives (see Box 1) show that CEHRD has a substantial institutional capacity towards implementing most objectives. These mandates and responsibilities are supposed to be embedded in the specific mandates and responsibilities defined for the different divisions and sections. The CIA review has identified the following sections to be particularly important in this regard.

> Box 1: SSDP PRF Cornerstone objectives
>
> Objective 4 Teachers professional development
>
> Objective 5: Governance and management
>
> Objective 6 Disaster risk reduction and school safety
>
> Objective 7 Monitoring, evaluation and assessment
>
> Objective 8 Examination and accreditation
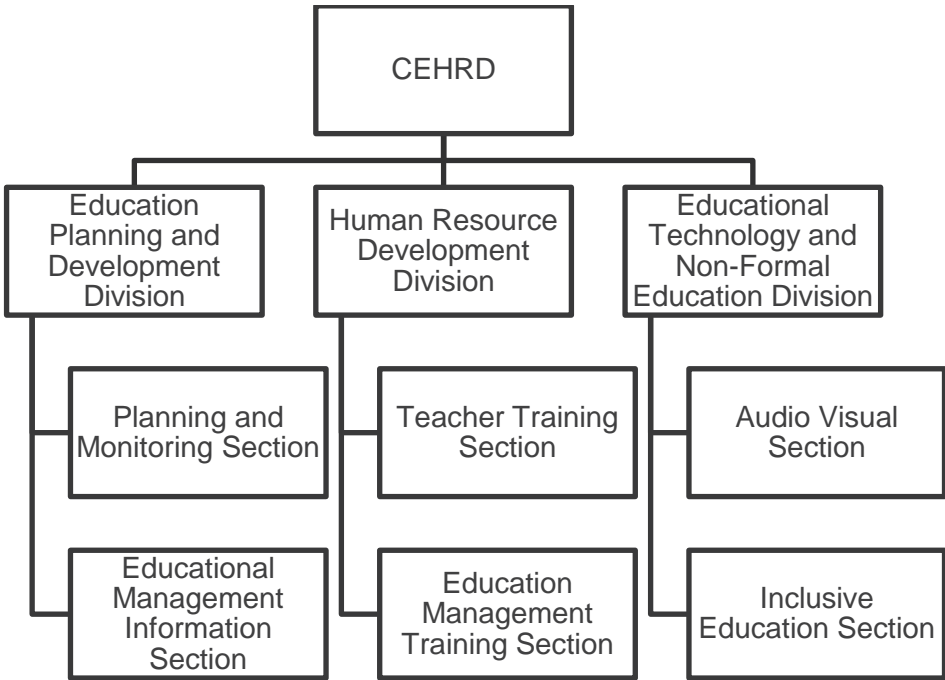
358. **The Education Planning and Development Division –** This Division provides overall management, coordination and guidance to the development and implementation of the education sector plan.

359. **The Planning and Monitoring Section –** This section plays a very important role towards implementing Objective 7.

360. **The Educational Management Information Section** – This Section is key to collecting and processing data for use by the Planning and Monitoring Section.

361. The **Teacher Training Section (TTS)** – This Section has a leading role in developing and implementing the teachers' professional development (TPD) program. Due to the recent institutional restructure the capacity of this Section has been reduced, and there is a need to redefine its role in implementing CPD/TPD in the federal context.

362. **The Education Management Training Section (EMTS)** – This Section's roles and responsibilities are in most ways identical to those of the Teacher Training Section in that it plays an important role in implementing capacity development programs (CPD) for education and includes mainly headteachers.

363. **The Audio-Visual Section** – This Section is responsible for managing communication systems within the education sector, but its current capacity is limited. There is a need to develop a stronger capacity to communicate between and within the three tiers of government, which could be initiated by building on the experiences gained within this section.

364. **Inclusive Education Section –** This Section is responsible for the development and implementation of the inclusive education policy and strategy. It plays an important role in special needs education and towards implementing the equity strategy.

3.2 The Education Planning and Development Division

D1 Policy, strategy and plans

365. The Division has the prime responsibility to develop and implement the education sector plan and is hence key in developing and implementing all such policies, strategies and plans.

366. **The SSDP implementation plan -** Annual Strategic Implementation Plan and Annual Work Plan and Budget (ASIP/AWPB) are the two major instruments for the implementation of the SSDP. Moreover, given that all local governments (LGs) are autonomous, the bottom-up planning approach has little relevance while devising ASIP/AWPB at a federal level. There are also challenges in linking SIP with LG level plans and getting timely reports from LGs on SSDP performance. It is therefore necessary to provide support to maintain a strong leadership on SSDP implementation in the transitional phase.

367. **Sector strategy and plan development –** The current SSDP program ends in July 2021, which means the Government and the development partners will initiate the education sector analysis to inform the development of a 10-year education sector plan in line with the Government's vision of transforming community schools into quality learning centres to succeed the SSDP. Based on this, a costed program for its first five years, including federal implementation arrangements and funding mechanisms will be developed. The new plan and programme need to be firmly rooted in the context and priorities observed by and at the local level, while incorporating the unfinished agenda of the SSDP. As part of this it is necessary to provide support to enable the division to play a leading role in the sector plan and strategy development process.

368. **The transitional roadmap** – Another instrument guiding the sector through the transitional phase is the transitional roadmap, with the Division playing a leading role in its development. The transitional roadmap provides guidance to reform, and as such a large extent provides guidance to the Division's own work. As the transitional roadmap was developed in the early stage of the federal reform there has long been a desire to update and revise the roadmap. The decision of shortening the transitional phase has made that even more relevant.

D2 Staff and management structures
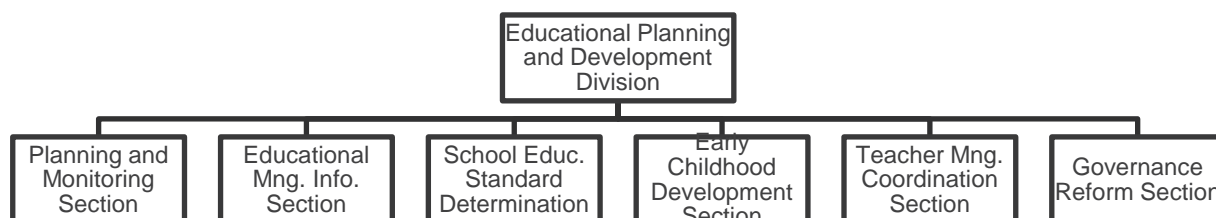
Mandates and responsibilities

- Implementation, coordination and progress monitoring of the programmes and projects under the SSDP.
- Model program development, implementation, co-ordination and periodic review related to national reading skills, compulsory basic education and secondary education.
- Setting the minimum standards for the operation of educational institutions; and facilitation and co-ordination this.
- Collection, analysis, and management of integrated educational data on school education.
- Planning for school education, including physical facilities with minimum learning conditions; performing necessary actions related to resource management and facilitation of its implementation.
- Development of standards and operational processes for the implementation of compulsory basic education; and facilitation of its implementation.
- Standard setting and facilitation for teacher management and development.
- Policy and standard setting for teachers' service, conditions and qualification.
- Co-ordination and facilitation of the development, management and operation of model schools.
- Piloting programmes; and developing policy and plans to improve school education based on the results from piloting.
- Being a focal point for donor agencies and development partners related to education.
- Performing duties for the SDG4 and the Education 2030 Agenda.
- Developing and implementing the plan to improve quality in education, in collaboration with national and international agencies, donors and training institutions.
- Performing tasks related to school nutrition and child-friendly school.
- Policy development and standard setting for early-childhood education and development, and co-ordinating its implementation.
- Planning of scholarship, day meal and other incentive programmes to increase access to education; and facilitating its implementation.
- Development and implementation of programmes related to integrated school safety for disaster risk reduction.
- Performing tasks related to the preparation and implementation of the National Framework for Child Friendly Schools.
- Carrying out tasks following the Governance Improvement Action Plan and Good Governance Action Plan and regularly submit progress reports to the concerned agencies.
- Implementing instructions received from the Ministry, Commission for Investigate of Abuse of Authority, National Vigilance Centre and other agencies of similar nature; and perform tasks related to the investigation.
- Carrying out tasks as assigned by the Ministry of Education, Science and Technology and by the Centre.

369. The Division is mandated to provide overall management, coordination and guidance to the development and implementation of the education sector plan. The major challenges in this regard is the change in line of commands following federalisation.

370. **Structures** - The Division is subdivided into six sections, two of which have been included in this review as they are important for the implementation of the sector plan.

371. **The Planning and Monitoring Section –** The Section plays a key role in implementing Objective 7.

372. **The Educational Management Information Section –** The Section is important for the collection and processing data for use by the planning and monitoring section. The section does not have a cross-cutting mandate towards providing data required to ensure that the implementation of the SSDP is monitored and that decision-making is informed.

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                        │ Educational Planning │
                        │ and Development      │
                        │ Division             │
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| Planning and Monitoring Section | Educational Mng. Info. Section | School Educ. Standard Determination | Early Childhood Development Section | Teacher Mng. Coordination Section | Governance Reform Section |

373. **Staffing –** The CEHRD has been reorganised as part of the federal reform process. Like MOEST, this first reorganisation does not fully meet the needs of the CEHRD in the federal context. Compared to other federal institutions it is challenging to adequately reform the CEHRD because it has a mandate towards SSDP implementation. With the direct mandate given to the LGs it is evident that the CEHRD's mandates needs to be carefully considered.

374. It is difficult to determine if staff allocation is enough, but it appears that the Education Planning and Development (EPD) division is understaffed, while some of the other divisions are overstaffed. This overstaffing applies to the training section (former NCED) under the HRD division. Here, training provisions have almost come to complete hold, consequently staff have very little to do. Cases like this require policy discussion and decisions on the future role of the training facility to determine the actual staff need.

375. **The** Division is overloaded after the reduction of staff caused by the reorganisation of the then DOE. The present structure is the product of a previous organisation and management (O&M) survey, which was commissioned to address the immediate problems at the time. It is understood that a new survey will be carried out to refine structures, mandates and staff requirements. This is needed as most sections stated that their work was not guided by the existing Terms of Reference.

D3 Systems and tools

376. **IEMIS –** The Division has a leading role in developing and implementing IEMIS. The tools and procedures required will be discussed in the review of the relevant sections.

377. **PIM –** The PIM is key to implementation of the SSDP. Its development, dissemination and use are a major responsibility for the Division. The PIM has always been an important instrument, but it is even more so in the federal context, when the CEHRD will no longer line manage field level implementation. This means that the provision of clear guidelines is of great importance.

378. **SSDP Toolkit –** The PIM is focused on requirements for the effective implementation of the SSDP. However, as additional aspects are need for developing the education sector an initiative has been taken to establish the web-based SSDP Toolkit, in which a wide range of guidelines and tools are made available. As of now this kit includes a wide selection of relevant tools developed mainly with support from donor-funded projects. Hence, there is a bias towards certain aspects of school education, with other aspects possibly being left with little or no guidance. It may be relevant to carry out a school and local government-focused assessment of gaps and needs for the development of additional guidelines and tools. Easy access to these tool kits for all stakeholders will be facilitated.

D4 Skills and awareness

379. **Professional development** – According to consultations with the Division, the training provided to staff has been very limited and not part of well-defined professional development plans. The Section is currently relying on learning-by-doing and sharing amongst staff. Although this can provide an important contribution, it is not enough for a division that is a key player in implementing the sector plan.

380. **CPD planning -** There is a need for a stronger, needs based and planned approach to professional development. Addressing this need is very difficult before mandates and responsibilities are clarified. Beyond that, the Division has a need for highly qualified staff with solid experience within their specialised fields. Therefore, there is a limit to what can be achieved before the officers with the relevant profiles have been identified and have taken up duty.

381. When mandates have been clarified and staff with the right background have been deployed it will be necessary to carry out a training needs assessment. Based on this, professional development plans for the Division should be developed.

382. **Immediate need** - Some training needs were identified while interacting with key informants. As in MOEST, there is a need for skills such as foreign aid negotiation, facilitation, proposal development and appraisal plan development, and cost benefit analysis. Immediate needs could be addressed through tailor-made training that goes beyond staff development plans.

D5 Internal and external relation

383. **Development Partner relations** - As the overall responsible actor for the SSDP implementation and focused donor coordination, the Division ensures the best possible communication between stakeholders. So far it has to some extent been accepted that discussions took place either in English or Nepali, with those lacking adequate language skills at times being left out of the discussions.

384. With the federal reform, communication across language barriers will become an important issue. It can no longer to be taken for granted that Nepali nationals attending meetings are fluent in English. In response to this, simultaneous translation was provided in the BRM / MTR meeting in May. The initiative was appreciated by many people who noted that discussions were wider as a consequence of the translation.

385. It is important to find more permanent solutions to translation, such as by fitting a meeting room with the electronic equipment for translation. The TA team has followed up on possible solutions to the need for interpretation, building on the assumption that a lasting solution ought to include interpreters or translators identified amongst Government officials. The queries into this suggest that there are officials with the necessary language and communication skills.

386. **Local government –** With the responsibility for implementation mandated to LGs, major challenges have been experienced with regard to reporting. This is partly because the LG has a multi-sectoral responsibility and hence needs to comply with reporting requirement set by MOFAGA. Beyond that, reporting has also become vulnerable to the limitation in institutional capacity of LG offices. Devising appropriate communication and reporting mechanism is therefore needed once the Inter-relation between Federal, Provincial and Local Levels Act is in place.

Recommendations

- Support should be provided to enable the division to maintain a strong leadership on SSDP implementation in the transitional phase.
- Support should be provided to the division enabling it to play a leading role in the sector plan and strategy development process

- Support to review and revision of the transitional roadmap required.
- Carry out an O&M survey in CEHRD to refine structures, mandates and staff requirements, including for communications.
- Strengthen the IEMIS to the extent that reliable data are made available for use.
- Carry out a training needs assessment exercise to devise a staff development plan addressing the competency required to discharge the roles and mandates.
- Provide ad hoc training to address immediate needs.
- Develop sustained capacity for oral translation in major meetings as well as of documents required for sharing.
- Prioritise communication and reporting mechanism once the Managing Inter-relation between Federal, Provincial and Local Levels Act is in place.

3.2.1 The Planning and Monitoring Section

387. This Section is responsible for preparing plans, programmes, budgets, strategies and monitoring mechanism associated with school-level education. It is also accountable for presenting the budgetary findings to the Ministry of Finance and the achievement of SSDP indicators in different forums.

D1 Policies, strategy and plans

Current Status

388. **P&M –** This Section performs 13 major activities that include providing technical support for plan formulation, programme implementation, monitoring of activities, and coordinating and collaborating with different line agencies, including the LGs. While the LGs are responsible for managing the school-level education including designing the plans and the programmes, this Section is also responsible for the same kind of activities, without knowing as to how local, provincial and national plans coordinate and collaborate with each other. In addition, this Section is also accountable for sharing the progress made by the LGs and other tiers of governments to the stakeholders and development partners. Collection of progress statuses through 753 LGs, therefore falls under the jurisdiction of this section. Since this section is accountable for budgets, to some extent, the LGs and other levels of government have complied with the demands of this section.

389. In the past, the then DEOs prepared ASIP/AWPB where there were line items separated for different activities. With this demarcation it was easier for this Section to identify the budget amounts that were allocated under different components. This flexibility is not there anymore as the federal fund is categorised into 11 headings, and the LGs only need to comply with financial statements under those headings, making it more complicated to find out the budget amount that was spent under different headings, such as ECD/PPC and Basic Education. Similarly, there is no format or provision in place that allows this Section to find out the amount of local-level funds that have been spent for school-level education in addition to federal funds.

390. **IEMIS**- This Section uses the information collected through IEMIS to make different plans and programmes at local level. It also uses IEMIS data to inform stakeholders and development partners on the status of different DLI/PRFs. In addition, this Section has its own source of teacher information and uses this information to provide salary funds to the LGs.

391. **Communication –** Information related to this Section are often published on official websites or in Gorkhapatra Daily Magazine. The past trend of writing official letter continues, with EDCU being the direct recipient that then shares this information with the LGs. Since there are no horizontal or vertical links between and amongst CEHRD, MOSD and the LGs, communication is challenging and complicated. There is no clear direction as to how LGs are part of SSDP's plan and process, thereby creating confusion regarding SSDP-related activities.

Desired status

392. **P&M -** A clear demarcation of roles and responsibilities between and amongst the three tiers of Government is essential to ensure that resources and time are not duplicated. There must be an understanding between and amongst different ministries, and there must be a reporting mechanism in place that allows LGs and the Provincial Government to report to federal entities about their respective financial and other support for school-level education.

393. **IEMIS -**To have provision in the IEMIS to collect information on budgets (including provincial and local-level funds) from the local levels. Likewise, the 11 headings that have been provided to the LGs need to be broken down into more headings and sub-headings so that future calculation on programmes can efficiently be made.

394. **Communication -** The Program Implementation Manual (PIM) is currently being revised, and it is expected that the PIM will clearly illustrate the functionality of SSDP plans and programmes. It is also hoped that the PIM will work as a communication tool between and across different LGs. Similarly, a clear communication strategy must be in place so that the three tiers of Government have the same understanding, implementation and reporting compliances for SSDP and disbursement of budgetary allocations.

Gaps and constraints

395. **P&M -** LGs are less aware of the SSDP compliances, and do not have output compliances for the SSDP funds that they receive from the federal government. This is a major information and communication gap. Similarly, there are no other formats in place that allow LGs to record and send their information to the federal level for local-level resources that they spend in school-level education. In addition, a clear demarcation of roles and responsibilities across three tiers of government is missing.

396. **IEMIS -** While IEMIS collects most education-related information, this system does not provide ready-made budgetary calculations for LGs, which is a major gap in this system.

397. **COMS –** Plans are already in place to share PIM at all levels of government. However, there is no communication strategy/system in place that encourages LGs to provide their progress report to federal level agencies.

Proposed interventions

398. **P&M -** A clear demarcation of regular funds and SSDP funds needs to be made so that LGs are aware of the types of funds that they receive. Rules for SSDP compliance need to be clearly circulated. Similarly, there is a need for continuous dialogue to ensure that policy documents clearly state the roles and responsibilities of the three tiers of government. A system must be built , and local and provincial governments need to be made accountable so that local and federal investment on school-level education can be effectively captured.

399. **IEMIS/Communication -** Introduce a sub-system in the existing IEMIS that allows local and provincial governments to capture budget-related information separated under different activities and SSDP themes. While the LGs report the broader category of budgets (11 headings) through the MOFAGA system, this sub-system will provide a detailed and broader category of the budgets.

D2 Structure staff and management

400. The Planning and Monitoring Section is responsible for preparing plans, programs, budgets, strategies and monitoring mechanism associated with school-level education. The Section is also accountable for presenting the budgetary findings to the Ministry of Finance and the achievement of SSDP indicators in different forums. In addition to these activities, the section has the responsibility to:

- Provide technical support to formulate and implement plans and programmes that are related to school-level education.
- Prepare and endorse Annual Work Plan and Budget (AWPB) that are related to SSDP, NEGRP, and all other programmes that are to be conducted through CEHRD.
- Prepare local-level budgets and grants associated with SSDP, NEGRP and all other programmes.
- Formulate plans, programmes and guidelines on non-formal, alternative and continuous education.
- Design plans and programmes so that effective learning is ensured in schools.
- Coordinate plans and projects with donor agencies.
- Prepare monitoring plans and conduct regular monitoring based on such plans.
- Analyse and review the effectiveness of the programmes based on the information received from PMS (Program Management System), IEMIS (Integrated Educational Management Information System) and FMIS (Financial Management Information System).
- Collaborate, cooperate and coordinate with I/NGO and training institutions to analyse and design effective plans and programmes.
- Formulate plans and programmes to deliver scholarship, mid-day meals programmes and other incentive packages to ensure that pupils are retained in schools.
- Formulate plans and programmes to ensure that schools are resilient in the face of natural disasters.
- Compile the necessary information from other sections to prepare annual/periodic work plan and progress reports.
- Conduct other activities, as assigned.

Staffing - The Section is led by a Director and has two Section Officers.

401. Below are the six-dimension analysis of the Planning and Monitoring Section that also includes the cross-cutting roles of IEMIS and communication within this Section.

402. **The CIA framework analyses –** The framework analysis provided below includes its general capacity along with its capacity towards IEMIS and Coms.

Current Status

403. **P&M:** Three staff members are responsible for planning and monitoring the educational activities. Previously these staff were responsible for 75 districts, but now they are responsible for 753 LGs. The section uses doe.gov.np to share their information to the concerned stakeholders and to cope with the understaffing issue.

404. IEMIS - Complete access of IEMIS data has been provided to this Section and it can compute and calculate essential information.

405. Communication **–** The Director of the Audio-Visual Section at CEHRD, who is also the Information Officer, has been tasked with communicating all aspects of CEHRD with internal and external stakeholders. While general information on planning and budgeting can be obtained from the Information Officer, specific information needs to be requested from the members of staff working in this Section.

Desired status

406. **P&M -** If it is not possible to have adequate and sufficiently skilled staff, it is necessary to concentrate on building systems and tools that can easily replace staff shortages, such as using websites to disseminate information to the public and other stakeholders.

407. **IEMIS -** Link IEMIS with budgetary formats at all levels and once data is available, design the IEMIS in such a way that it automatically calculates the budgetary implications. This approach would ensure that existing staff can deliver the much-needed outputs. Similarly, IEMIS can be used for monitoring, plan preparation, calculation of DLI indicators and other required information at all levels.

408. **Communication** - The AV section could be upgraded to a fully-fledged information and communication section with skilled staffing and enough resources. Within, the CEHRD the AV section is the most obvious lead for comprehensive communication work, including strategy and planning.

Gaps and constraints

409. **P&M -** There is a shortfall in both staff and automated systems in order to support this Section to cope with the challenges that lie ahead. The frequent transfer of staff further escalates this problem.

410. **IEMIS -** The existing IEMIS is not connected to budgetary formats or any other essential documents, which is a shortfall.

411. **Communication -** The Information Officer does not possess basic information on the plans, programmes, outputs and results of the Planning and Monitoring section, which reflects the state of internal relations. There is also an absence of required human resources for content development and coordination of communication.

Proposed interventions

412. **P&M -** In the past this section dealt with individual districts, now it is dealing only with budget and monitoring requests of seven provincial governments. The Section now needs to develop multiple systems that are linked to IEMIS so that required information and reports can be collected from the LGs and the Provincial Government.

413. **IEMIS/Communication -** CEHRD and the Ministry should consider taking initiative to expand the AV section's scope of work with the required human resources to help strengthen communication to support SSDP implementation, and to facilitate awareness, information dissemination, learning and reporting.

D3 Systems and tools

Current status

414. **P&M -** The style of work that was used while there were 75 districts is currently still being followed, even though there are now 753 LGs, and seven Provincial Governments. Information is often sent in personal emails as there is no system that enables LGs to submit their status and other types of reports. The Programme Implementation Manual that guides LGs and the Provincial Government for effective implementation of plans and programmes has just been revised. Now that LGs request education budgets to MOFAGA instead of CEHRD, there are no linkages between the two ministries. Also, the SUTRA system LGs use for budgetary requests does not distinguish the types and compliances of budgets.

415. **IEMIS -** The IEMIS is not automatically linked to the Planning Section, meaning data obtained from the IEMIS does not automatically translate to the budget formats and other reports and outputs that this Section is associated with. Once the data is collected, all three tiers of governments need to compute budgets and other information in their own way.

416. **Communication -**The Planning and Monitoring Section communicates plans, programmes and policy directives through the official website. The Section also publishes ASIP/AWPB and status report in paper and on the official website to disseminate programme-related information to the concerned stakeholders. In addition, it communicates various programme-related outputs through DLI/PRF

documents. The PIM, which details the working modalities of different plans and programmes, is also provided on the official website and in paper.

Desired Status

417. **P&M -** There must be a communication channel/system that enables local and provincial governments and the Federal Government to share their outputs, reports, and information at different layers.

418. **IEMIS/Communication -** The planning and budgeting formats of thee three tiers of government should be linked with IEMIS. A monitoring format needs to be attached in the IEMIS system that enables LGs to report information and outputs that are required at all levels. The CEHRD's communications focus and policy should be based on a fresh working mandate, and procedures with systemic provisions to facilitate the channelling of data and information on all education-related communication should be in place, including a robust and user-friendly web portal and procedures for social media engagements.

Gaps and Constraints

419. **P&M -** In this Section focus has always been on implementing plans and programmes, and therefore less priority has been given to build systems that raise the efficiency of human resources. In the current context of 753 LGs being accountable to MOFAGA, there is a gap as to how these LGs can be made accountable to MOEST, and how to encourage them to comply with national norms and standards. Without any system in place, it is likely that the Federal Government will not have information on local-level investments in education.

420. **IEMIS/Communication -** The Planning and Monitoring System uses government websites to provide relevant information, including updated status reports. However, this information is not grouped by different SSDP and/or other relevant themes and programmes, and there is no linkage between IEMIS data and the planning sections.

Proposed interventions

421. **P&M/IEMIS/Communication-** The web-based IEMIS has created a budgetary reporting and monitoring mechanism, that needs to be strengthened by linking planning and budget with IEMIS. A list of indicators that the LGs need to report should be made available in the web-based IEMIS and LGs should be encouraged to provide such information in a timely manner. Similarly, Government officials from MOFAGA and MOEST need to be connected so that the current SUTRA can show the types and compliances of different types of Federal funds to different layers of government, which includes categorising different headings and sub-headings of activities. Likewise, consideration by the CEHRD on a systemic approach for information flow would effectively and efficiently support communication across the Department, and with provincial and implementation agencies. This includes mandating staff to use official emails for communication, and for records and institutional archiving.

D4 Skills and awareness

Current Status

422. **P&M -** Staff available in this Section have the required skills and awareness to compute budgetary and other requirements. However, such skills are not adequately complemented with the systems, procedures and tools, which has resulted in increased manual workload for staff.

423. **IEMIS/Communication -** Staff in this Section have the necessary skills to operate IEMIS and to write and post letters to various levels of government in that they are aware of the bureaucratic process involved in writing letters, and the mode through which these letters are sent to various levels of government. Skills of the workforce in the AV section are based on learning-by-doing. There is awareness in the Section for the need to strengthen staff skills and capacity on technical and content

development areas. Investments have not been made for skills development of human resources in the AV section.

Desired status

424. **P&M/IEMIS/Communication -** Complement human skills with systems so that the limited staff can cope with the existing demands and requirements of the LGs, and provincial and federal governments. Similarly, encourage the use of web-based communication tools to communicate information, progress and status to stakeholders. There is also a need to consider capacity development to support and enhance skills of the technical teams through short professional development courses. Investment in skills development related to the AV section and potential communication section would be helpful in the implementation of the SSDP.

Gaps and constraints

425. **P&M-** Given that there are 753 LGs and limited new systematic procedures in place, existing members of staff will not be able to cope with the demands, creating a major capacity gap.

426. **IEMIS -** While it is essential that IEMIS are linked to planning and budgeting, it is a problem that staff from the Planning and Monitoring Section have never been trained in operation of the IEMIS.

427. **Communication** - Previously the Planning and Monitoring Section had to communicate with 75 districts. Now, the same number of staffs in this Section must communicate with 753 LGs, seven provinces, and other line agencies.

Proposed interventions

428. **P&M/IEMIS -** The sub-system must be built not only to collect the status, reports, findings of the LGs, but also to overcome the shortcoming of staff. Once the system is in place, staff can gradually be trained to improve service delivery, including using adequate technology.

429. **Communication -** There must be a dedicated Webmaster in CEHRD to maintain the official website and ensure that communication is shared with all levels and stakeholders in a professional and comprehensive way. CEHRD should support skills development of existing AV section staff based on current needs and map out capacity needs for a fully-fledged communication section.

D5 Internal and external relations

Current status

430. **P&M-** The Section has a good internal relationship between and amongst different other sections. The Section collects and compiles all the necessary information to be shared with other CLAs, line agencies, and Ministries. The section is also responsible for presenting the major findings with Donor Representatives, Development Partners and civil organisations.

431. **IEMIS/Communication-** The P&M uses IEMIS data to report DLI/PRF outputs. The P&M regularly connects other sections for required information that are to be shared in different forums. There is provision for monthly coordination meetings amongst the 17 sections within the CEHRD. However, internal coordination engagements are not regular, and are instead are coordinated on a needs-basis, which is used by AV section to disseminate information.

Desired status

432. **P&M -** The use of Intranets to facilitate communication between different sections is preferred as it ensures that other sections can more easily, systematically and reliably access information, links, applications, forms and databases.

433. **IEMIS/Communication** -The CEHRD could consider promoting a robust engagement between its 17 sections through a systemic approach to add value to potential services of the AV section to promote education outcomes. Stronger relations between IEMIS and AV and encouraging the AV section to be proactive in its external relations and networking approach will enrich its communication portfolio.

Gaps and constraints

434. **P&M**- Relations between and across internal and external stakeholders are not systematic as there is no communication strategy that describes the mode, process and way of communication between and across internal and external agencies.

435. **IEMIS/Communication**- In the absence of follow-up on institutional internal engagements there are limited internal relationships. Other than with the media the AV section also has very limited external relations. Its engagement with the Ministry of Education is also limited.

Proposed intervention

436. **IEMIS** - A communication strategy has been developed to determine the best communication modes between and across internal and external agencies. International practices and experiences can be linked with this strategy. Upon discussion with relevant stakeholders, number of activities, plans and programs can be designed to smoothen the internal and external relations via effective communication tools.

437. **IEMIS/Communication–** The CEHRD should consider revisiting its internal coordination and engagement mechanisms for the AV section to take a proactive approach to internal and external engagements, and to highlight its position in communications for the education sector.

D6 Motivation and incentives

Current status

438. **P&M** - Unlike in LGs, where programmes are often backed only by limited financial allowances, this is not the case within this Section. Therefore, opportunities to participate in different meetings, seminars, international exchange programs are the only major sources of motivation and incentives.

439. **IEMIS/Communication** -The transitional phase has created anxiety among the team, and institutional feedback on AV section's radio and TV programme is limited. However, the AV section is highly motivated to become an active player in the development and implementation of a communication strategy.

Desired Status

440. **P&M -** Staff need to be assured that there are multiple paths to professional careers to motivate and incentivise their efforts. Similarly, staff who are performing better and staff who need extra support should be provided with different types of incentive packages. Reducing their workload is another way to motivate the staff.

441. **Communication -** Guidance and support from the CEHRD leadership to the AV section could be a significantly improve team motivation. Resource provision for innovative approaches in communication activities could also boost motivation.

Gaps and constraints.

442. **P&M** - Incentive and motivation packages are decided based on political and personal linkages rather than being needs-based.

443. **IEMIS/Communication** - Not Applicable

Proposed interventions

444. **P&M** - Criteria for different motivational and incentive packages need to be produced and followed.

445. **IEMIS/Communication** - CEHRD could explore upgrading the mandate of the AV section, its resource allocation and provision for skills development and capacity building, as well as increase its investment in audio visual material. This would contribute to a motivated team.

Recommendations

- Regular fund and those of the SSDP need to be clearly marked so that LGs are aware of the types of funds that they receive. The existing IEMIS should introduce a feature that allows the LGs and the Provincial Government to capture budget-related information that is separated under different activities and the SSDP themes.

- As part of the SSDP communication strategy, the CEHRD should support the development of an interactive website with user-friendly content architecture based on thematic areas so that information can be grouped, shared and communicated with different stakeholders.

- Enrich all levels of government along with schools, with IEMIS and planning related tools and procedures. Use short-term consultants in preparing such tools and procedures.

- Sharing data, information, reports and other documents is not systematic or digitised. A communication strategy along with platforms such as Intranets should be developed to communicate between and across internal and external agencies. An International Visit Program should be organised to learn how communication can be enhanced across different layers of government.

- Different Ministries and Departments need to integrate data. Therefore, the benefits of data integration need to be communicated, with cross-system data analysis and evidence at different forums so that internal and external relationships can be strengthened.

- There are limited incentive packages at all levels of government. Therefore, it is recommended that criteria for different motivational and incentive packages need to be produced and followed.

3.2.2 Educational Management Information Section

446. This Section is responsible for ensuring that the IEMIS is functional and collects educational data from all 753 LGs. The Section is also responsible for providing facts and figures related to education, and is also responsible for producing Flash 1, Flash 2 and Consolidated Report each year.

D1 Policies, strategy and plans

Current status

447. **IEMIS -** Given that IEMIS encompasses detailed information on schools, pupils, teachers, physical infrastructure, numerous CLAs are using their own sub-systems to collect, compile and manage information. Each of these CLAs has the policy mandate to collect their own information.

448. **Communication** - IEMIS is a national strategy and therefore all CLAs have a clear indication of what the IEMIS encompasses in terms of data and information. However, many CLAs are reluctant to integrate data as they associate this with relinquishing control over information.

Desired status

449. **IEMIS/Communication** - The MOEST together with CEHRD should now design a policy or working guidelines to integrate all the sub-systems into IEMIS so that redundancies in efforts, resources and time can be reduced. It is now time to communicate to all the CLAs the need to integrate data sources. Provision for IEMIS data to be decoded into information to be communicated routinely to stakeholders, influencers and implementing actors.

Gaps and constraints

450. **IEMIS/Communication** - LGs and the EDCU have received contradictory messages on data management. Messages therefore need to be revised and circulated clearly through policy decisions. With the change in political structure, there is a gap across different CLAs regarding the need for data integration in IEMIS. Therefore, it is necessary to consider whether IEMIS should now be placed under the jurisdiction of MOEST to simplify initiating dialogue with the line agencies to integrate data. This dialogue would be more difficult for CEHRD to initiate than for MOEST.

Proposed interventions

451. **IEMIS/Communication -** Three notable actions are needed at the federal level, a) an international exchange visit to inform policy level stakeholders on information flows in federal structures, b) development and use of a communication strategy so that communication from top to bottom and vice versa is well guided and precise, and c) engage MOEST in initiating the dialogue for integrating various sub-components in IEMIS.

D2 Structures staff and management

452. This Section is responsible for ensuring that the IEMIS is functional. It is also responsible for collecting educational data from all 753 LGs across the country, for providing facts and figures related to education, and for producing Flash 1, Flash 2 and Consolidated Report each year. In addition, the section is responsible for:

- Preparing plans, programmes, policies and working guidelines on IEMIS.
- Developing and implementing Integrated IEMIS.
- Coordinating between and amongst CLAs to create a national standard on the management of data.
- Preparing reports that are needed for national and international forums.
- Piloting different initiatives to strengthen IEMIS at all levels.
- Collaborating and cooperating with different I/NGOs to enhance IEMIS at all levels.
- Collecting, preparing and updating records, forms and tools to make information available from schools, LGs and the provincial government.
- Creating and updating profiles of individual students and teachers with proper ID Number.
- Developing and using software to capture school level information and the non-formal mode of education.
- Preparing Flash I/II, consolidating reports and sharing these reports at different forums.
- Conducting and/or facilitating provincial and local level IEMIS workshops.
- Analysing the effectiveness of the educational indicators.
- Developing educational indicators and benchmarks from schools at national levels.
- Facilitating the development of different plans and programs.
- Managing the School Mapping data.
- Developing web-based IEMIS and networking system from schools to the national level.
- Conducting works that are assigned.

453. **Staff -** The Section has four staff members who are led by a Director followed by a Section Officer, Computer Officer and a Statistical Officer. Below is the six-dimension analysis of the IEMIS section that also includes the cross-cutting role of communication.

454. **CIA framework analysis** – the following provided the CIA framework analysis for the section.

Current status

455. **IEMIS -** The IEMIS section in CEHRD is headed by a Director, with three supporting staff members. The Director has been employed in the IEMIS section for more than ten years, while the supporting staff

are relatively new. Previously there was only one member of staff in the IEMIS section, and the current staff structure is an upgrade over the earlier context. Similarly, the MOEST also has an IEMIS sub-section with some staff members.

456. **Communication -** The Information Officer at the AV section provides data requested by stakeholders. The AV section currently facilitates the production of very specific content related to the education support for teachers, pupils, the community and distant curriculum teaching.   However, in relation to IEMIS data, it does not have the staff to decode and develop content for communication purposes.

Desired status

457. **IEMIS -** The IEMIS section in both MOEST and CEHRD should be integrated, with each staff member being assigned IEMIS responsibilities with clearly defined roles. This approach would ensure that there are adequate staff in the IEMIS section.

458. **Communication –** Staff capacity at the AV section should be strengthened to decode data into information that can be widely communicated. CEHRD and the Ministry should consider taking initiative to expand the AV section's scope of work to help broaden the use of SSDP data for implementation, awareness, information dissemination, cross learning and reporting.

Gaps and constraints

459. **IEMIS -** MOEST/CEHRD has staff in IEMIS working as technical people, but they are not technically qualified. There is a need for either a full-time Computer Engineer who can look after technical aspects of IEMIS, or this work should be sub-contracted to a third party.

460. **Communication –** AV section staff, including the Information Officer, have never had IEMIS training and have limited knowledge of web-based IEMIS and analysis. Lack of routine coordination mechanisms between AV section and the IEMIS is also a major shortcoming.

Proposed action

461. **IEMIS -** Engage staffs from MOEST/CEHRD to create Master Trainers at the provincial level. For the technical part, make necessary arrangement to hire a short-term consultant to assist staff from MOEST/CEHRD in trainings, designing of materials and beyond.

462. **Communication –** As a bare minimum, build the capacity of the Information Officer to use IEMIS-generated data, figures, information and provide them with full access to web-based IEMIS. Alternatively, the CEHRD and the Ministry could consider taking initiative to expand the AV section's scope of work to broaden the use of IEMIS data for SSDP implementation, awareness, information dissemination, cross learning and reporting.

D3 Systems and tools

Current Status

463. **IEMIS -** The current IEMIS is placed on the National Information and Technology Center (NITC)server, which means that NITC maintains the server, thus removing the burden for MOEST/CEHRD of regular maintenance and updating. There are no procedural guidelines or training manuals related to the operation of the system. As for IEMIS, this system is only partially complete as it does not provide many reports, DLI/PRF outcomes, or indicators that are required for various government levels.

464. **Communication –** Information collected in IEMIS has only been communicated through Flash I/II, consolidated annual reports and through limited uses in internal and external forums.

Desired status

465. **IEMIS -** The operation guidelines of the IEMIS data placed at NITC should be made so that issues and functionality of the system can be easily tracked and recorded. Similarly, procedural guidelines in the form of videos, manuals and guidelines should be made available. The IEMIS should be able to deliver the required outputs, reports, indicators and information to all levels and user groups.

466. **Communication –** Data generated in IEMIS should be shared with relevant audiences including communities and policy makers and should be used to carry out studies and research.

Gaps and constraints

467. **IEMIS -** The MOEST/CEHRD should develop a standard login credential process so that staff transfers have limited negative impact on IEMIS login credentials. Use of LG email addresses instead of personal ones is an example of such a process. Similarly, the IEMIS should be upgraded so that information can be readily generated from the system. The current organisation that has maintained and designed the web-based IEMIS should be used for such an upgrade to save time and resources to brief a new organisation. The features on web-based IEMIS should be discussed at Federal Level so that CLAs and other Ministries are informed about the process and the future collaboration and cooperation.

468. The current IEMIS cannot generate many of the reports, outputs, indicators and other information that is needed across all levels and user groups. Also, there have been only very limited discussions with other CLAs regarding the use of IEMIS for different purposes.

469. **Communication -** Official reports such as Flash I/II, Consolidated reports, DLI/PRFs are the major tools of communication that provide various aspects of educational indicators. However, these reports are not able to provide the desired information, irrespective of the data volume that has been collected in IEMIS, which is a major communication gap for IEMIS. The unavailability of data on pupils' mother-tongue status is one such example.

D4 Skills and awareness

Current Status

470. **IEMIS -** The operation of current IEMIS does not demand huge technical skills, and therefore the procedural guidelines were able to help the IEMIS section learn the basic required skills. In addition, IEMIS data has so far only been used for restricted purposes, such as for scholarship and fund calculation and distribution. There is very limited practice and awareness of using IEMIS information to inform quality aspects of education.

471. **Communication –** While IEMIS reports are shared on the Government website, the updated data and documents cannot be obtained. Stakeholders requiring this information on a regular basis are therefore required to visit and/or contact CEHRD.

Desired status

472. **IEMIS -** The system should be able to provide all required outputs so that staff with limited technical skills can nonetheless use IEMIS information for multiple purposes. The IEMIS data should also be used for informing quality aspects of education, and for that, CLAs should use this data for analysis, and research and study reports. Adequate materials to enhance the skills of all concerned staff regarding IEMIS should be made available.

473. **Communication -** Information collected in IEMIS is communicated through a series of reports including studies and research that provide inputs into the quality aspects of education. Data sets and information need to be provided to the stakeholders so that multiple analysis can be done in a way that the Central Bureau of Statistics does on a routine basis or when warranted by the data generated.

Gaps and constraints

474. **IEMIS -** The transfer of staff at all levels has always created gaps in terms of skills, capacity and human resources. As a result, except for MOEST/CEHRD that produce Flash report each year, none of the governments has analysed and published data or information based on IEMIS.

475. **Communication –** There are limited numbers of staff and limited available skills to decode IEMIS data into information that can be used by various audiences.

Proposed interventions

476. **IEMIS-** In the current context of 753 LGs, accessible self-learning materials, guidelines, video clips, and other relevant documents are much needed so that the LGs can use the information to enhance their skills, knowledge and expertise. Similarly, the IEMIS data must be used and analysed to inform stakeholders on different aspects of education, and therefore short and middle term research and study reports are needed.

477. **Communication –** Studies and research on the IEMIS system is taking place to understand the system's use by audiences. Further work from the IEMIS and AV teams is needed to understand the audiences and their requirements.

D5 Internal and external relations

Current Status

478. **IEMIS -** The CEHRD has been downsized in terms of its departments and staff, and it is hoped that many activities will now be coordinated, resulting in effective internal cooperation in CEHRD that includes data management. The former functional and cooperative/collaborative relationship still exists between and amongst different ministries, development partners and other organisations.

479. **Communication -** Personal and organisational requests for data, information and any other reports are the major sources of communication between and amongst internal and external stakeholders.

Desired status

480. **IEMIS -** There must be a functional relationship between and amongst different internal and external actors, and a Communication Officer in the office could support such a relationship. A functional relationship with regards to collaboration and cooperation still needs to be assured.

481. **Communication –** The provision and use of technological tools for communication, such as Intranets by internal and external stakeholders is important. The IEMIS and AV section are encouraged to build internal and external relations to share and use IEMIS generated data.

Gaps and constraints

482. **IEMIS -** Organisations and individuals tend to wrongly believe that integration of data ultimately leads to diminishing their control, and this is one of the major reasons why organisations are hesitant to create functional relationships with each other. Such misunderstanding needs to be erased by clearly defining the access protocol to all stakeholders, thus encouraging internal and external cooperation and collaboration.

483. **Communication -** Limited numbers of reports are being communicated on different aspects of education, despite the coordination mechanisms at the CEHRD.

Proposed interventions

484. **IEMIS -** Benefits of data integration need to be displayed with cross-system data analysis and evidences shared at different public forums so that internal and external relationships can be strengthened.

485. **Communication -** The CEHRD should consider revisiting its internal coordination and engagement mechanisms to utilise data and information generated. External engagement by the IEMIS the AV

should be promoted, and IEMIS information should be disseminated to a wider audience to profile the status of the education sector.

D6 Motivation and incentives

Current Status

486. **IEMIS -** Unlike in LGs where programmes are often backed by limited financial allowances, this is not the case with this Section. Opportunities to participate in different meetings, seminars and international exchange programs are available and are, to some extent, motivational.

 Communication - As above.

Desire status

487. **IEMIS –** Members of staff need to be motivated and incentivised by being assured that there are multiple paths to professional careers. Similarly, extra support with different types of incentive packages that are complementary to each other needs to be introduced. Finding ways to reduce their workload is another way to motivate staff.

488. **Communication** – Staff would be more inclined to use communication tools if more tools are made available. Space and investments must be made available for teams to be innovative on sharing information generated.

Gaps and constraints

489. **IEMIS -** Incentive and motivation package are not needs-based, rather they are decided based on political and personal linkages.

490. **Communication –** There is limited engagement by the CEHRD leadership to give direction and support the AV team.

Proposed interventions

491. **IEMIS -** Criteria for different motivational and incentive packages needs to be produced and followed.

492. **Communication -** CEHRD could explore upgrading the mandate of the AV section, the resource allocation and provision for skills development, staff capacity building, and leadership engagement to support the AV section.

Recommendations

- The IEMIS section controls most of the information related to the education sector. It is therefore recommended that one of the staff members from this Section be assigned as Information Officer. If this is not possible, make a provision of a Sub-Information Officer who is assigned from IEMIS section. Enrich Information Officer with facts, figures, information and the full access to web-based IEMIS.
- Strengthen the existing IEMIS by auto-calculating numerous indicators that are required at different levels. The current firm which has maintained and designed the web based IEMIS may be used for such an upgrade. If a new firm is selected for this activity, they need to be briefed about the technical aspect of web based IEMIS which demands lots of time and energy. The TOR for this upgrade has already been prepared. It is also recommended that the government officials from MOFAGA and MOEST share information through technology, and that official email addresses are used as this enables the sustainability of data and information.
- The IEMIS data should fully be used, and therefore it is recommended that the communication strategy also incorporate communication of data generated by IEMIS and its analysis for relevant audiences to help planning and programs. Likewise, the communication strategy could also

promote outreach of various studies and research reports coming out of the IEMIS system. The TOR for this activity has already been prepared.

- Maintenance of data, information and website requires technical expertise. It is therefore recommended that CEHRD employs a dedicated Computer Engineer to maintain such systems so that the communication is shared with all levels and stakeholders in a professional and comprehensive way.
- Different ministries and departments need to share and integrate data, and it is therefore recommended that benefits of data integration are displayed with cross-system data analysis and evidences at different forums so that internal and external relationships can be strengthened.
- There are limited incentive packages at all levels of government. Therefore, it is recommended that criteria for different motivational and incentive packages are produced and thoroughly followed.

3.3 Human Resource Development Division

3.3.1 Teacher Training Section

493. The Teacher Training Section is one of the five sections in the Human Resource Development Division of Centre for Education and Human Resource Development (CEHRD). It has an important responsibility towards the implementation of PRF objectives on Teachers Professional Development.

D1 Policies, strategy and plans

The Teacher Training Policy 2005 (2062) – The key feature of this policy document is:

- A 10-month teacher preparation course as pre-service training on the top of the prescribed academic qualification will be mandatory for all teachers.
- A teaching license will be made a pre-requisite for teaching.
- All untrained on-the-job teachers will be provided with a 10-months training. After completing the training, the trainees need to pass the examination to get a training certificate.

494. **The SSRP (2009) –** The SSRP initiated that all teachers should be provided with a one-year teacher preparation course. Regarding continued professional development, teachers are required to receive a one-month in-service training once every five years.

495. **The Teacher Professional Development (TPD) Framework, 2015 (2072)** was developed to address issues and challenges faced during implementation of the TPD program under SSRP. According to this framework, 30 days training is divided into two phases of 15 days. As the teacher training policy (2062) and teacher professional development framework (2015) were developed before the implementation of the federal system they do not reflect the current situation and needs. According to the TPD framework, NCED, ETCs and RCS /RPs are the main training providers for in-service training. But in the changed context the number of ETCs has been reduced from 29 to seven, and RCs/RPs are no longer in existence.

496. **The SSDP (2016) –** The SSDP maintains TPD as a priority. TPD is included in the PRF as one of the cornerstone objectives. The training provided under the TPD program is supply-driven as there is no system for teachers to address their immediate needs.

497. The development of a new sector policy strategy is required to develop the necessary structures to reform and implement the CPD/TPD programmes. During the transitional phase the SSDP's scope can be used to allow for school-level peer sharing and learning.

498. **The Local Government Operation Act 2074 –** This Act has delegated the authority to develop and implement the policies, strategies and plans on school education including ECED/PPE to LG

bodies/Palikas. It has also made Palika-level education sections responsible for providing training and continuous professional development opportunities for school teachers (MOFAGA, 2017). It seems that the Act has shifted the responsibility of CPD/TPD to LG from the federal level. However, at the federal level there is a need to develop necessary polices and plans to implement CPD/TPD. In this regard, the most responsible organisation at the federal level seems to be the Teachers Training Section of CEHRD.

D2 Structures staff and management

499. The Teacher Training Section is one of the five sections in the Human Resource Development Division of Centre for Education and Human Resource Development (CEHRD).

500. **Structures** – The Human Resource Development Division is one of the three divisions in the CEHRD. This division includes six sections, as shown below. Among them the Teacher Training Section and the Education Management and Training Section play a crucial role in implementing the SSDP cornerstone objectives.

Structure of Human Resources Development Division (indicating TTS)
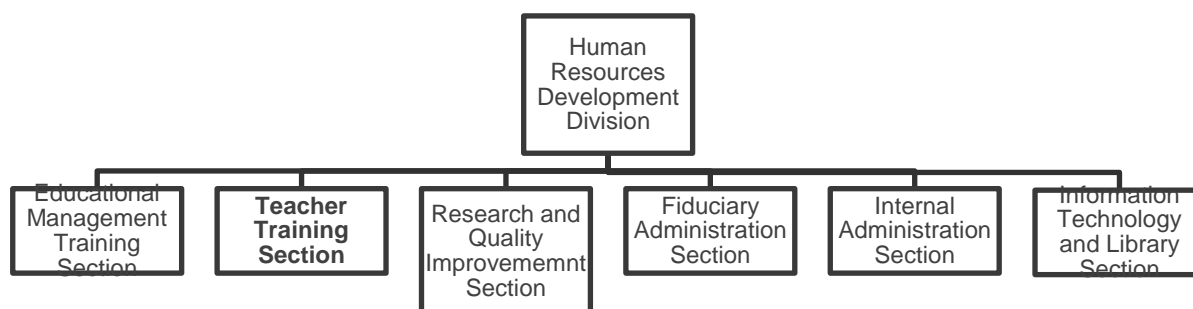
501. **Mandates –** In the approved structure of the Teacher Training Section five staff members are responsible for performing all mandatory functions given by CEHRD, HRD division. According to mandates with 10 specific tasks, the Section is heavily involved in development work, such as planning, programming, developing training curricula with training materials, receiving approval from councils, and developing schemes for training evaluation. Preparing trainers to implement training at a local level and conducting curriculum orientation training are also the responsibility of the training section. The specific mandates given to the section are as follows:

- Plan set standards and certification related to capacity development of staff members working in the educational administration cadre.
- Perform necessary tasks related to the development of the curriculum framework and its approval, such as course and resource material development, trainer development, development of training norms, certification and equivalency of in-service training, and continued professional development for staff working in the educational administration cadre.
- Complete tasks related to affiliation, technical cooperation, coordination, monitoring and regulation of the education training program and institutions under provinces.
- Identify training needs for performance improvement of staff working in the education sector from community level to the central level.
- Support curriculum development and develop and revise guides and material for educational management training.
- Develop school management training curriculum and model training material and conduct Master Training of Trainers (MToT) for head teachers.

- Conduct professional development for officers in the educational administration cadre.
- Conduct professional development for Joint Secretary Level Officials in the educational administration cadre.
- Monitor educational management training.
- Conduct Planning and implementation related to the enhancement of professional level of educational human resources; and coordination with relevant agencies.
- Perform other duties as assigned by the concerned Division.

502. These responsibilities are shaped to meet the needs of the old structure where District Education Offices were the point of entry to education sector development. Consultations with the section management and staff reveal that the job responsibilities listed above differ from what the section is currently involved in because the needs in the federal context have changed. Moreover, lack of CPD activities at this level are also affecting the section in delivering its responsibilities.

503. The exact future role of the section is difficult to predict, but it may continue to play a role in training, policy development, development of standardised training modules, develop and ensure implementation of the professional development framework, and ensure that professional development standards are developed and met.

504. **The Job Descriptions of Divisions and Sections –** the Ministry of Education, Science and Technology has categorically mentioned that the TTS is mainly responsible for developing working policy on teacher training (both general and technical education streams), developing the teacher competency framework, certifying teacher training curricula, developing standards and formulating teachers' capacity development program (MOEST, 2018).

505. The TTS need to develop a periodic strategic CPD plan for teachers at all levels and subjects, specially focused on English, Science and Maths. It also needs to develop implementation guidelines to facilitate the executing the plan.

506. Teacher training is currently implemented according to existing training policies and frameworks which may not cover all mandatory tasks. Therefore, the development of policies is urgently needed. PETCs and Palika education are training implementation institutes/units at provincial and local levels. Due to lack of federal acts it is difficult to define their roles and functions regarding training implementation and the training accreditation process. There is thus a need to revise existing training policies and training implementation strategies to define the roles and responsibilities of CEHRD, training sections, PETCs, and the Palika education section.

507. **Structure (External) –** The Teacher Training Section is one of several actors with a mandate towards the TPD. The others are the PETCs at the provincial level, EDCUs at the districts level and LGEUs at the local level. Although the structure is relatively clear, there is lack of explicit functional relationships and defined roles and responsibilities of each organisations regarding CPD. Moreover, the LGs have major responsibilities, leaving limited responsibilities for other organisations to carry out CPD/TPD programme activities.

508. Efficient and effective coordination and communication with PETCs and the Palika education section is needed for effective implementation of CPD/TPD. Structures to link these training providers should be established, with the roles and responsibilities and areas of work of PETCs and the LG education section made clear. Individual staff member's job specifications need to be developed and followed accordingly.

D3 Systems and tools

509. There is a need to clarify the roles and responsibilities of the section in the federal context to clarify the need for systems and tools.

D4 Skills and awareness

510. Currently, there are limited staff members to undertake the roles and responsibilities given to this Section, and there is thus a need to develop staff capacity to formulate training policies suitable to the changed context. There is also a need to make all staff aware about the Section's responsibilities.

511. The Training Section needs to update and prepare to perform the given 10 tasks, including curriculum dissemination to target groups. Staff working in the TTS should have the relevant competencies to undertake their duties effectively, and therefore a needs-based professional development plan should be developed and implemented.

512. **The Teacher Professional Development Framework, 2015 (2072)** was developed to facilitate the implementation of the TPD programs. The framework includes (i) Teacher training—certified training, refresher training, modular training based on local needs, (ii) Self-learning (based on one's own initiatives), and (iii) Experience sharing program.

513. To manage the training section effectively, efficiently and responsibly systems have been developed, such as a format for the design of curricula and training materials, and training delivery procedures. The developed training materials can be categorised as i. Pedagogies focus, ii. Subjects focus, iii. Teaching pattern focus, and iv. Emerging subject focus. EGRP, curriculum orientation, mother tongue, gender and inclusivity, ECED have well-defined training systems and procedures.

514. Some research studies have revealed that teacher training did not change teaching strategies and behaviours in the classroom, and these studies thus recommend adopting alternative approaches. The SSDP has also proposed the development of a CPD model based on peer support to translate professional development into improved quality classroom practices.

515. The TTS should therefore develop a comprehensive CPD programme that addresses the local context and immediate needs of the teachers. The programme should include school-based teacher professional forums/groups and form mentoring/networking system, which provide opportunity to teachers to reflect, share, learn and make plans to improve teaching and learning at the local level. In order to facilitate the implementation of CPD the TTS should also develop necessary guidelines and make them available to all the relevant organisations, including local government authorities and schools.

D5 Internal and external relations

516. The internal relationship among and within the sections is good. There are regular staff meetings within the Division to communicate working directives and share new information. There are many NGOs involved in teacher capacity development. This Section is involved in the coordination, monitoring, follow up and evaluation activities based on MoU.

517. The Teacher Training Section should establish relations with training providers, such as education colleges of TU and KU, and local private training institutes. As a result, the Training Section will be equipped with new technologies and pedagogical approaches. In addition, policy should be developed to ensure partnership and a collaborative approach to strengthen the Teacher Training Section.

518. There is also a need for the section to strengthen the links between PETC, Palika, ECDU and schools to ensure effective and efficient communication and coordination.

D6 Motivation and incentives

519.   The largest challenge to motivation in this and similar sections is most likely that management and staff no longer have the authority to provide overall guidance for developing TPD. It may be relevant to consider the following: 1) Develop policies to ensure that all staff have access to professional career-paths. 2) Link performance appraisal systems to job descriptions and use them in award/ranking systems.

Recommendations

- There is a need to revise existing training policies and implementation strategies to define roles and responsibilities of the Teacher Training Section and its link to other relevant organisations, including PETCs and Palika education sections (LGEUs).
- There is a need to redefine the Section's responsibilities in a federal context.
- There is a need to examine how organisations and individuals are the actors assigned responsibilities towards TPD. This includes CEHRD, the Teacher Training Section, PETCs and the Palika education section.
- There is a need to strengthen the capacity of existing staff members to enable them to design and develop effective approaches for CPD.
- It is necessary to establish and implement a comprehensive and effective professional development plan for existing members of staff.
- The establishment of informal and formal vertical linkage between relevant institutions is recommended as this is a key to the successful implementation of TPD programs.
- It is necessary to create access to clearly communicated career path for all staff and establish a performance-based award system as this is motivating to staff and is associated with staff retention.

3.3.2 Education Management Training Section

520.   The Education Management Training Section (EMTS) in one of the six sections in the Human Resource Development Division of CEHRD. This section is responsible for capacity development of managers working at all levels of educational functionaries, including headteachers of community schools. This section also has an important responsibility towards implementing PRF objectives on Continuous Professional Development (CPD).

D1 Policy, strategy and plans

521.   **Management Training Policy 2062 (2005) –** This policy guides the provision of management training in the sector. The policy focused on job-induction training for newly appointed managers (Class II and Class III) and included pre-deployment training of headteachers at all levels. The Educational Management Training is mandatory to all educational managers and headteachers.

522.   The policy states that CPD training is provided through refresher training programmes. In support of this, self-learning materials have been developed and made available, and on-site support schemes are supposed to be established. The CPD training is to be provided through the NCED and the ETCs. However, the closure of many ETCs has an adverse effect on implementing CPD programmes for education managers, with the training provided thus far being insignificant.

523.   **The SSDP –** The EMTS has been established under the SSDP to strengthen the professional capabilities of government staff of the education sector. While the Section has been established, the federal reform means that there is no understanding what role they play in the changed context.

524. The **Local Government Operational Act 2074 –** The Act mentions that the subject ministry is responsible for capacity development of the Palika subject units (Chapter 15, bullet No. 106), indicating that staff capacity development of the Palika education section belongs to this management section.

D2: Structures staff and management

525. Structure: The Education Management Training Section (EMTS) is one of the sections among 6 sections of Human Resource Development Division of CEHRD.

Structure of Human Resources Development Division (indicating EMTS)
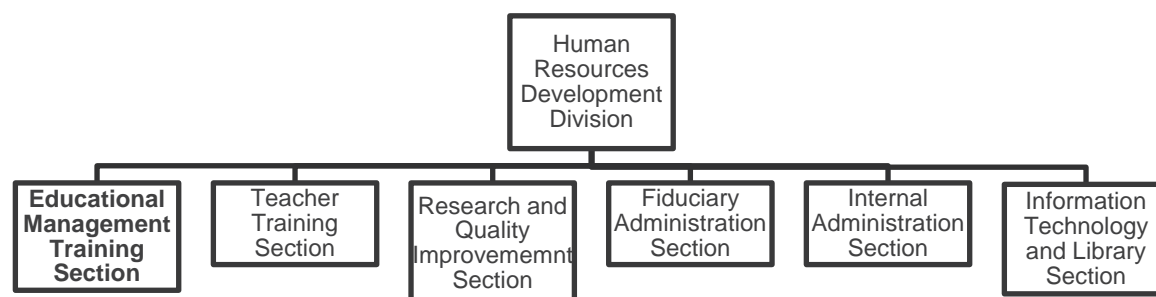
526. In the former set up the NCED and the 29 ETCs and the lead resource centres (RCs) formed the backbone in implementing management training programs. In the past, the training to gazetted second and third-class officers was conducted by the Management Training Section, and the training to non-gazetted officers and headteachers was conducted by 29 ETCs spread all over the country. As a result of the federal reform this structure no longer exists as the number of ETCs has been reduced from 29 to seven (one in each province) and the formal link between the ETCs and the federal level no longer exists. They are now linked to the provincial headquarters. Finally, the RC has been closed and the RPs dismissed. There is a thus a need to develop lines of communication and strengthen cooperation between major actors and providers of CPD services, including LGs EDCUs, PETCs and CEHRD.

527. **Mandates–** The overall responsibility of the section is to develop and standardise training packages and provide training to its target group of managers and administrators. The mandatory tasks provided to guide the Education Management Training Section are similar to that of the Teacher Training Section.

528. According to given mandates the work can be categorised as: i. Development work (planning, programming, standard setting, certificating, developing training curriculum and training materials) ii. Conducting capacity development activities to education managers/ officers, iii. Preparing trainers for headteacher training, and iv. Functions related to accreditation, technical support, coordination, monitoring and regulation of education training programs organized by PETCs at the provincial level.

529. In the mandates the relationship between centre and province level is clearly mentioned, but in the current structure it does not exist. There is therefore a need to carry out an O&M study of the officials working in the Section, redefine the roles and responsibility of the section, and develop clear job descriptions of officials assigned to the Section.

530. **Staffing –** The Section is headed by the Director (a Class II Officer). It has a scope of three officers serving, but currently only two of these posts are filled. According to mandates there are four major types of tasks. As the mandate is not yet revised to meet the need of the federal context, it is not

possible to ascertain if the number of staff is enough. The staff assigned in the section are according to mandates and no individual job descriptions are made.

D3: Systems and tools

531. Currently, existing systems, procedures, and tools are being used for management training. The annual training implementation plan has been developed and implemented accordingly, with curriculum outlines and guidelines but no training packages being developed. Training is provided to target groups based on a quota system rather than needs, and with the exception of school management, no research on capacity assessment of service providers has been conducted.

532. A curriculum framework for management training should be developed in line with job descriptions. Management training, operational guidelines, training manuals and checklists for performance appraisal of headteachers and office staff should be developed and used. An office and school ranking system should be in place based on appraisal.

D4: Skills and awareness

533. It is necessary for all staff working in the Section to understand its roles and responsibilities. The post of the Joint Director was not filled, and the officials were waiting for programmes and budgets to implement the planned activities. The preliminary work regarding the job description has not started.

534. As the section is responsible for managing and conducting training to the education officers and headteachers, the staff working in it should have knowledge and awareness of related policies, acts, rules and regulations, plans, programmes, and directives. In addition, staff should have knowledge and skills in designing and developing training curriculum, implementing training curriculum in desired modalities, and preparing trainers. During the development of job descriptions an assessment of the training needs should thus be made, and training programmes should be developed and conducted based on the needs identified.

D5: Internal and external relations

535. **Internal –** Internal relation between and among CEHRD are good with regular staff meetings being held within the Division to communicate working directives and sharing information.

536. **External –** The section closely cooperates with NGOs and Government organisations at the federal level, which promotes positive communication.

537. There are many NGOs/INGOs involved in management capacity development activities. This Section is involved in coordination, monitoring, and follow up and evaluation activities based on a Memorandum of Understanding (MoU).

538. At the federal level, there is a need for the Section to establish relations with available management training providers, such as Education Colleges of Tribhuvan University (TU) and Kathmandu University (KU), Staff College, and local private training institutions. As a result, the Education Management Training Section will be equipped with new technologies and management techniques. Policy should be developed to ensure partnerships and a collaborative approach with related organisations to strengthen the Education Management Training Section. A networking of organisations doing similar work needs to be established.

539. There are substantial weaknesses in the vertical setup. The link with PETC, ECDU, Palikas, and schools has not been established to implement education management training programmes in the federal set-up. There is therefore a need to strengthen relationships with relevant actors in the provinces.

D6 Motivation and incentives

540. A big challenge to motivation in this and similar sections is that management and staff no longer has the authority to provide overall guidance to the development of CPD as they are now one of several actors and have become providers of service and support. The retain and enhance staff motivation it is important to develop policies to ensure professional career-paths, and to develop a performance-linked award and appraisal system linked to job descriptions.

Recommendations

- The training policy (2062) does not capture the current need and training implementation strategies in the changed context. Therefore, it is recommended that management training policies and implementation strategies are developed so that staff members can perform their tasks effectively and efficiently.
- It is recommended that the number of staffs working in the Section is determined based on the volume and nature of work.
- Individual job descriptions need to be developed, followed by a training needs assessment, and the development of training programmes.

2.4 The Education Technology and Non - formal education division

541. The Education Technology and Non-Formal Education Section is subdivided into the five sections as follows.
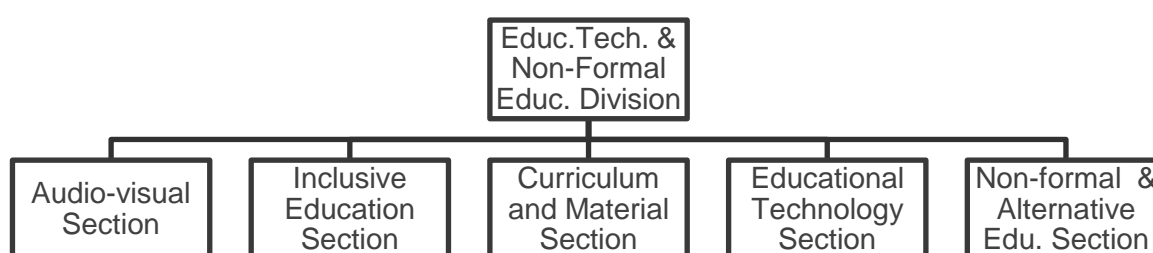
542. Amongst the sections the following two have been identified to play a crucial role towards implementation of the SSDP in the transitional phase.

543. **The audio-visual (AV) section - The** main mandate of the AV section is the development of content for audio visual production to support distant teaching and learning. There are nine key responsibilities tasked to the AV section. The section has substantial experiences with communication, and as such, it provides an obvious point of entry towards the development of institutional capacity to develop and implement a communication strategy.

544. **Inclusive education section –** The section is responsible for the development and implementation of inclusive education policy and strategy. It plays an important role in special needs and in implementing the equity strategy.

2.4.1 The AUDIO-VISUAL Section

545. The Audio-visual Section is one of five sections under the Educational Technology and Non-Formal Education Division under the Centre for Education and Human Resources Department. Its main mandate is content development for audio visual production to support distant teaching and learning. There are nine key responsibilities tasked to the AV section.

546. The Audio-Visual Section under the CEHRD is currently involved in four communications related activities in radio, television, social and web-based platforms, newspapers and journals.

- A 15-minute weekly Saturday evening radio programme on Radio Nepal is used to support teachers, students and parents/guardians.
- Television programmes in the form of a virtual class for grade nine and ten are broadcast separately on Nepal Television Plus six days a week, four hours a day between 11.00 AM and 3.00 PM. In addition, a program called "Shiksha Chautari" focusing on success and case studies of community schools for learning and motivation is broadcast over Nepal Television's national broadcast every Tuesday.
- Mandatory subjects for grade nine and ten that cover the entire curriculum are produced in audio format and placed in the CEHRD's website and on social media for distant learning and teaching.
- Developments in the education sector, including policies and regulations are published in the government-owned Nepali broadsheet "Gorkhapatra" twice each month. On a need basis, the audio-visual section also interacts with the printed press.

D1 Policies strategies and plans

547. The AV section's work is guided by CEHRD's mandate to promote education in rural areas, namely through radio programmes on awareness support and production and broadcast of mandatory curriculum subjects for grade nine and ten.

548. A federal level communication strategy is required to strengthen implementation of the SSDP in the transitional phase. The CEHRD and MOEST are key actors at federal level. Within the CEHRD, the AV section is the most obvious implementer of a communication strategy for education/SSDP. Communication as a management tool should cut across all thematic areas to help achieve results. The current AV section in the CEHRD has a limited mandate for communication work, and currently does not appear to be linked to any of the DLIs and PRF. In the absence of any communication-specific section or department, the CEHRD could review and strengthen the mandate of the AV section at policy and strategy level to draft a comprehensive communication approach for SSDP.

D2 Structures, management and staffing

The AV section is one of five sections under the Educational Technology and Non-Formal Education Division.
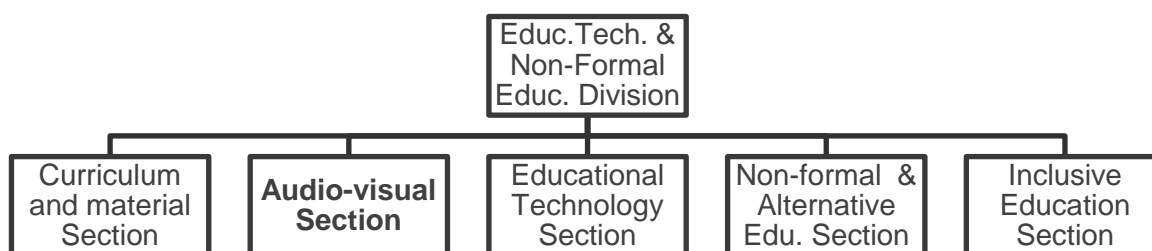
549. It is mandated to develop and broadcast audio-visual content to coordinate and implement rural education and virtual training programs for teachers. The nine specific responsibilities tasked to the AV section are:

- In support of distant and open education programme, the section will be responsible for the development of content, editing and radio broadcasting of programmes in a planned manner.
- Conduct teacher training through distant learning programs.
- Facilitate the management of education programmes through distant learning.
- Based on needs, organise video and tele-conferences.
- Produce audio visual-content based on approved curriculum subjects.
- Monitor and evaluate the effectiveness of audio-visual programmes.

- Produce and broadcast approved mandatory curriculum subjects through virtual classes and disseminate broadcasting schedules.
- Coordinate with regional and local television, radio and FM stations to broadcast content for virtual classes and ensure all school children have information and access to content.
- Carry out other assignment tasked by the department.

550. The AV section is currently tasked with facilitating the production of very specific content, namely education support for teachers, students and community and distant curriculum teaching. The Director who heads the section is a chief and a radio engineer. However, there are others directly related to the AV session but placed under Internal Administration Section mentioned in the table below. The AV section's staffing is disproportionate to the requirements of its current work for content development and production of radio and television programmes.

AV Section	Number	Internal Administration	Number
Section Chief (Director)	1	Assistant Illustrator	1
Radio Engineer	1	Radio Technician	1
		Video Editor	2
		Cameraman	3
Total	2		7

551. With its history with the Department of Education and its current mandate under CEHRD, the AV section could be upgraded to a fully-fledged information and communication section with required skilled staffing and necessary resources. However, in its current form there is an absence of necessary human resources for content development and the coordination of communication work. CEHRD and the Ministry should consider taking initiative to expand the AV section's scope of work to support SSDP implementation to facilitate awareness, information dissemination, cross learning and reporting.

D3 Systems, procedures and tools

552. The AV Section is operating with a defined mandate. Existing staff have their TOR, and the Section has working principles and guidelines related to content development and technical production of audio-visual material. As part of the system, they have maintained a rooster of content specialists, are conducting annual updates and mapping of specialists. Likewise, procedures for production and broadcast are in place through institutional arrangements with state media. The CEHRD's communications focus and policy should be based on a fresh working mandate, and procedures with systemic provisions to facilitate channelling of data and information of all education-related communication. Consideration by the CEHRD of a systemic approach for information flow would effectively and efficiently support communication across the department, and with provincial and Palika implementation agencies.

D4 Skills and awareness

553. Workforce skills in the AV section are based on learning-by-doing and on the job experience. The Section is aware of the need to strengthen their skills and capacity on technical and content development areas, but investments have not been made for skills development. Consideration of capacity development to support and enhance skills of technical teams is therefore needed through short and appropriate professional development courses. Investment in skills development related to the AV section and a potential communication section would help implementation of the SSDP. CEHRD could consider supporting the skills development of existing staff based and mapping out capacity needs for a fully-fledged communication section.

D5 – Internal and external relations

554. There are grounds to improve the AV Section's internal and external relations with stakeholders and institutional influencers. Although the mandate under CEHRD is limited to content production and broadcasting, there could be added value to these activities through information and developments derived from robust internal relations within the education ministry.

> **Internal relations** – While there is provision for monthly coordination meetings amongst the 17 sections within the CEHRD, such engagement occurs on a needs-basis rather than being regular.

> **The IEMIS section** – The link to this section is crucial to access information required for communication. Therefore, proactive engagement and regular meetings between the AV section and the IEMIS team could help communication of vital education-related information.

> **MOEST** - There is limited external relations with the Ministry of Education, but the AV section does have a working relationship with a wide range of media outlets.

> **Other federal institutions** – The AV section has no formal or institutional engagement with other federal or provincial agencies or at Palika level. Its only relationship is through radio and television broadcast, and notices through the media, in particular Gorkhapatra.

555. The CEHRD could consider promoting a robust engagement between its 17 sections through a systemic approach to add value to potential services of the AV section. Encouraging the AV section to be proactive in its external relations and networking approach will enrich its communication portfolio

D6 Motivation, incentives and values

556. The transitional phase has affected not only staff economic incentives, but also their motivation. This motivational impact is linked to limited institutional feedback on radio and TV programmes and recognition of these within the CEHRD. Usefulness of the audio-video programme is uncertain as there has been no assessment. Despite these negative impacts on motivation, members of staff are keen to become active in the development and implementation of a communication strategy. Guidance and support from the CEHRD leadership to the AV section could be a game changer. Allocation of resources for research and field testing of radio and TV programmes could improve content development and audience reception of educational messages. Likewise, resource provision for innovative communication approaches could also boost the Section's motivation.

Recommendations

- The CEHRD should explore upgrading the mandate of the AV section for a comprehensive communication role to support SSDP. This upgrading should be supported by skills provision, staff capacity building, and increased technical infrastructure.
- It is necessary to providing additional financial investment to fulfil the Section's revised mandate.
- With its institutional history and experience in communication-related activities to support educational information, the CEHRD should consider reviewing the scope of work for the AV section and have it led in addressing communication issues in SSDP's implementation. The AV section should be tasked with developing and implementing a communication strategy that incorporates relevant messaging, audience identification for specific objectives, external engagement, medium and tools for communications, such as Intranets, websites and the use of relevant traditional and new media.

3.3.2 The Inclusive Education Section

D1 Policy, strategy and plans

557. The scope of work for this Section is determined by the constitutional provision enunciated in Articles 31(3), 31(4) and 42(3). People with disability have a right to free education. The work of the Section is also guided by SDG 4 and the Inclusive Education Policy, 2073.

558. **SSDP PRF -** The Section is primarily linked with DLI 6, which is concerned with the reduction in disparities in access and participation.

D2 Structures staff and management

559. **Mandate -** The roles and responsibilities of this Section are:

- Development and implementation of inclusive education policy and strategy.
- Institutional coordination with governmental and non-governmental organisations and associations regarding inclusive and special education specific programmes.
- Regular monitoring and supervision of programmes related to districts, assessment centres, and schools.
- Training and seminars on inclusive education and special education.
- Function as the secretariat of Special Education Council.
- Facilitation on the development and implementation of inclusive education specific learning systems of differently-abled children.
- Research studies on subject-related learning and management of differently-abled children.
- Facilitation on rehabilitation and management of various aid and institutional coordination aimed at enhancing the quality of life of differently-abled children.
- Preparation and submission of annual budget and periodic progress reports related to the division and section.
- Performance of any other tasks as directed by the Special Education Council, MOEST or CEHRD.

560. **Special Education Council -** This Council with 12 members is chaired by Minister or State Minister of Education and represented by relevant members. As an apex body, the council provides policy direction and management of special education. The section is led by an Under Secretary. There is one Officer who is responsible for all tasks related to inclusive education. There are no service personnel in this section. According to the Flash report, 2018/019, there are 70,225 differently-abled children with diverse needs, indicating the volume of work that this section is shouldering. The future O&M survey of CEHRD should therefore give special attention to this Section in auditing and forecasting the staff and skills required to reduce its workload.

D3 Systems and tools

561. **Booklet on identification of disability and facilitation, 2018(2075):** The booklet is a resource tool to identify kinds of disability, and the ways to facilitate pupils with disabilities. However, only one thousand copies of it were published, and there is also the challenge of disseminating the booklet to 35,000 plus schools and encouraging its use by teachers who often have insufficient and outdated knowledge of disability.

D4 Skills and awareness

562. Staff development currently occurs through a learning-by-doing process rather than through a formalised plan that allows for institutional memory.

D5 Internal and external relations

563.   The section has received support from a number of INGOs working in this sector in terms of advocacy.

D6 Motivation and incentives

564.   The section suffers high turnover of the Section Chief, which impedes the institutionalisation of good practices. Systematic staff training could increase staff motivation and reduce turnover.

Recommendations

- It is necessary to print sufficient copies of the Booklet on identification of different types of disabilities and facilitation (2018/2075) and disseminate the basic information booklets appropriately to schools with a clear guideline on effective use of the booklets

- The booklet should be used in training programmes targeting both teachers and civil servants of federal, provincial and LGs. It should also be published on the websites of CEHRD, LGs, PGs, EDCUs and schools to increase its access.

- Exploring a structural partnership with relevant Disabled People's / Parent's organization/networks from different disability areas and National Federation of Disabled Nepal (NFDN) at different level to disseminate information, designing need-based training/teaching materials and organizing knowledge sharing and capacity building events and research and development activities.

- Collection and compilation of best practices in promoting Inclusive/ Special Education at different levels and utilize in making policy and guidelines.

- There is a need for training opportunities for staff working in this Section, which is likely to be associated with increased staff motivation and reduced turnover.

- Institutional memory should be increased through a system of handover when newcomers join the Section.

References

MOEST. (2018). Job Descriptions of Divisions and Sections (Mahashakha Tatha Sakhako Karyabiwaran: in Nepali language). Kathmandu: Ministry of Education, Science and Technology.

Annex 4: LOCAL GOVERNMENTS CAPACITY ASSESSMENT

4.1 Introduction

565. The local government (LG) offices are established as one of the first steps in the restructuring required for successful transition towards federalism. As it is an entirely new setup there are not many similar institutions for comparison. The LGs have been granted substantial mandates towards policy development and implementation, and financial management and monitoring for successful implementation of the school education sector program.

4.2 Capacity framework review

D1 Policy strategy and plans

Current Status

566. The work of the LG is guided by a wide range of policies, strategies and plans, including the following:

The Constitution (2015/2072)

567. Basic and secondary education are the responsibility of LGs as per the Provision 8 of Schedule 8 of the Constitution. Education is free and compulsory up to Grade 8, and compulsory to Grade 12. Before federalism, some wealthy local bodies funded Early Childhood Development (ECD), and in those days ECD was not taken as the component of school education. The new constitution has mandated LGs to shoulder the responsibility of basic and secondary education with ECD as the part and parcel of the school structure. They are also responsible for compulsory scholarships to Dalits. Laws and by-laws are the legislative instruments that are used to translate constitutional provision(s) into operational realities. Several legal instruments are in operation to implement constitutional provisions, including the Local Government Operation Act, 2074; the Education Act (2028 with amendments) 2074; and the Free and Compulsory Education Act, 2075. For instance, there are 23 different roles and responsibilities of LGs spelt out by these Acts in operationalising the constitutional provision. However, institutional capacity to manage these tasks is lacking in LGs as they previously only managed ECD and respective local acts and rules to guide their work are not in place. It is therefore important to support LGs in drafting relevant acts and rules.

The Education Act (2017/2074)

568. The existing Education Act (2028 with amendments) is a product of the ninth amendment. The tenth amendment is already completed but it is yet to be endorsed by the Parliament. The new Act is supposed to define and delineate the roles and responsibilities of all tiers of Government in general, and EDCUs and LGs in particular. It is also expected that it will clearly define the roles and responsibilities of the LGs, including the ways of complying with the federal and the provincial level funds. LGs are not mandated to devise their acts and rules, unless federal act is promulgated. Also, in the absence of the new Education Act, conflict and overlapping roles and responsibilities between LG and EDCU are surfacing.

Bill on Managing inter-relationship between Federal, Provincial and Local levels (2018/2075)

569. The Bill has been tabled to Parliament in the year 2018 and is under Parliamentary consideration. It is intended to establish a clear communication and coordination mechanism between all tiers of government. The Bill is tabled to Parliament because there is a reporting and communication challenge in between all three levels of government. Experience reveals that the communication mechanism through OPMCM and MOFAGA is very lengthy, and thus some LGs communicate directly with federal Institution.

570. The Bill's major challenge is that it does not clearly spell out communication and reporting mechanisms. Also, immediately after the promulgation of this Act, rules must be in place with clear lines of communication and reporting mechanisms. It is therefore necessary to provide support in devising communication and reporting mechanism within LGs and encourage the present practice of direct communication by some LGs.

571. **The SSDP –** The SSDP and related work plans provide guidance to the education sector development at large, and the federal reform has given the LGs the mandate and managerial responsibility to implement it. Implementation of the SSDP is one of the biggest responsibilities assigned to LG offices.

572. Although much effort was put into foreseeing the challenges and needs of federalisation, the SSDP is not shaped to guide the implementation by LGs. It is evident that there is a need for local government focused sector development plans to be developed at the earliest. The decision to prepare for a new strategy to start from July 2021 is very relevant for the LGs. As LGs has become the primary implementer of the education sector program there is a need to develop a sector plan shaped to meet the need of federalisation.

573. **The LG education plans –** Each LG is tasked with developing its own education plans on an annual basis, but currently only few LGs are able to develop plans covering the education sector. Less well-resourced LGs do not have the capacity to develop the LG education sector plans. During the visit to one LG, it was observed that the LG level education plan was made up of only school plans. The LG education plans in all LGs are crucial instruments for school education development. All LGs must be resourced to develop and use the plan to guide the school education development.
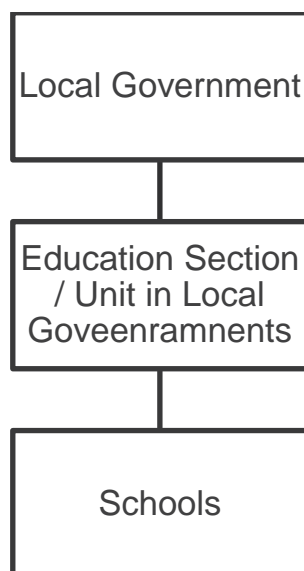
D2 Structures, management and staff

574. There are 753 LGs comprising of 460 Rural Municipalities and 293 Urban Municipalities (six Metropolitans, 11 Sub-Metropolitans, 276 Municipalities) in the current federal structure. The education function of all Metropolitans, Sub-Metropolitans and Municipalities are headed by an Under Secretary, and by an Officer in Rural Municipalities.

575. The naming of the education section varies. For example, Department of Education is the name coined for the Kathmandu Metropolitan area, while an Education Section under the Social Development Division exists in the Lalitpur Metropolitan area. Education Division is the name given for education in the Pokhara-Lekhnath Metropolitan area. The names assigned to education sectors in all municipalities are problematic as they may lead to confusion to the stakeholders.

576. The LGs have no formal link to any higher levels at provincial or federal level. Therefore, it is advised to provide a uniform name to the education sector of each municipality. While conducting an O&M survey, attention should be given to this. Formal communication and reporting mechanism should be devised and operationalised once the bill on Managing Inter-relationship between Federal, Provincial and Local Levels is promulgated.

577. **Mandates –** The mandates of the education section are provided in the LG Operation Act (LGOA, 2074). The act outlines 23 mandates, responsibilities and rights of LGs regarding school level education:

- Formulate, implement, monitor, evaluate and regulate policies, laws, standards and plans related to ECD, basic and secondary education, parental education, non-formal education, open and alternative continuous learning, and community learning and special education.
- Establish, operate, manage and regulate community, institutions (enlisted in Public Trust, Private Trust and Company Act) and schools of cooperative nature.
- Operate, manage, monitor and evaluate technical education and vocational training.
- Assure mother-tongue education in schools.
- Manage assets of schools that have been merged or closed.

- Operate and manage education committees.
- Help establish School Management Committees in schools.
- Ensure that all schools have names.
- Manage lands, assets and other properties of Community Schools.
- Enhance the quality of education, including timely distribution of reading materials.
- Appoint and redeploy teachers and non-teaching staff of Community Schools.
- Conduct school mapping exercises, including the right to open, merge and regulate schools.
- Ensure the availability of timely and priority-based physical and other infrastructures and materials support to Community Schools.
- Conduct grade eight examination.
- Collect, analyse and improve learning outcomes of students.
- Ensure free and compulsory basic education, including the provision of incentives and scholarships.
- Assure that out-of-school children receive tuition and coaching services to encourage (re-) enrolment.
- Ensure that local knowledge, skills and technology is being used in school education.
- Coordinate and manage reading rooms/corners and local libraries.
- Coordinate and regulate exchange visits for secondary schools.
- Assure timely grants to Community Schools and ensure an effective governance system in schools.
- Ensure professional development of teaching and non-teaching staff.
- Operate extra-curricular activities in schools.

578. In addition to these 23 activities, the LGs have the authority to collect and manage education-related information at the local level. It is hoped that the use of this data will encourage and ensure LGs design plans, programs and activities based on needs at the local level.

579. An education unit in each of the 753 LGs has been established, which includes an education section with a well-defined mandate. An Under-Secretary has been deployed to lead the education unit in urban municipalities, and a Section Officer has been assigned in rural municipalities.

580. The first paragraph of the Local Government Operation Act (LGOA) provides the LGs with a mandate to formulate, implement, monitor, evaluate and regulate policies, laws, standards and plans related to ECED, basic and secondary education, parental education, non-formal education, open and alternative continuous learning, and community learning and special education. This paragraph is paramount to most of the others and gives a strong mandate to the LGs to regulate the sector. The Act also provides direction on management structure and staffing of the LGs.

581. **Professional development –** The LGs must ensure professional development of teaching and non-teaching staff as this is an important mandate for a successful implementation of the main objectives. Improvement of teaching and learning has through this become the responsibility of the LGs. There will be a need to develop LG level capacity to provide in-service training and support to teachers, administrators and managers (headteachers) of all community schools in the area.

582. **School management committees –** Another important mandate is to help establish the SMCs and ensure that they are able to carry out their responsibilities towards management and governance of schools. This requires capacity that will be discussed further below.

583. **Examination –** Conduction of Grade 8 examination is the mandate of the LG education section. Beyond that, LGs must ensure that all assessment and examination is carried out in a professional manner.

584. **IEMIS –** This is not directly mentioned in the Act. However, the overall responsibility is included in the first paragraph, which states that the LGs must monitor and evaluate policies, laws, standards and plans for basic and secondary education.

585. **Structures –** LGs has no formal link to any of the higher levels in the education sector, neither within the province nor at federal level. As such LGs has very strong mandates and responsibilities towards all responsibilities assigned to them.

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586. **The Education Unit** - School education is budget-wise the largest responsibility assigned to the LGs. In municipalities an Education Unit has therefore been established to oversee school education. In rural areas an Officer has been assigned to do the same.

587. **The school –** LGs have the overall mandate towards education, and thus they are responsible for planning, implementation and monitoring of SSDP implementation in schools.

588. **CEHRD –** Previously and currently CEHRD has the overall responsibility for implementing the SSDP. As such it is difficult to understand why there are no formal links between LGs and CEHRD. The vertical lines of command have been replaced by a clear mandate to LGs to manage school education, which necessitates links between the CEHRD and LGs. These links should be well defined and agreed on in a way that honours the autonomy of LGs. It is also important for functional links to be established between CEHRD and education units in municipalities to ensure smooth communication on subject-related problem and issues.

589. **Management –** The Education Unit is headed by an Under-Secretary in the urban municipality and a Section Officer in the rural municipality who were identified amongst relevant candidates in the education sector. Many of the Under-Secretaries were made redundant at central level and/or were moved to what may often be less attractive positions. The majority of section heads were deployed in late March 2019, and most of them took up their position during April, which shows establishment of the LG education units has only just begun.

590. **Staffing –** Education-specific structures are now in place in all municipalities, but a challenge remains in terms of the number and level of personnel vis-à-vis the number of schools that they have to serve. The approach adopted in allocating positions is guided more by the status of LGs than their responsibility to manage schools.

591. All LGs are under-staffed, which has grave and fundamental implications for each section's ability to manage and deliver service to the education sector development in its catchment area. Ideally there would be separate staff for each section in the LGs. If this is not affordable, then LGs need to be

provided with comprehensive packages that encourage and demonstrate multi-tasking. Similarly, areas that demand technical knowledge, such as in the case of IEMIS, should be provided with extra staff support from LGs, or a multi-sectoral work approach to be initiated so that extra support staff can help education, health and other sections.

592. **Organisation and management (O&M) survey** - An O&M survey of the LGs including the education hub should be made in order to specify the structure of the required physical and human resources at the local level. This need has specifically been seen in the Kathmandu Metropolitan area (218 community schools and 340 institutional schools) and the Lalitpur Metropolitan area (186 community schools and 273 institutional schools).

593. LG **level CPD and TPD support and facilitation –** When reviewing staff needs and availability, it is relevant to mention the Resources Centres (RCs). RCs were staffed with one Resource Teacher (RC) each. The original idea was that the RCs would facilitate improvements in teaching. Over the years they have spent most of their time collecting data and doing other administrative tasks. This work has to a high extent branded the idea of having RC/RT as irrelevant to teaching and learning. It is nevertheless very relevant to use the best experiences gained from where RC/RTs did provide support to schools.

594. By closing the resource centres and dismissing the resources, local capacity to facilitate and support in-service training and support to schools and teacher development has vanished. This is a major concern as there is a much higher need for this now. One reason for this is that the number of ETCs have been reduced to one in each province, and it is not clear what role they are to play. At present, the LGs have to find money to pay for training and support, which has so far resulted in a reduction in training provision. There is also a strong indication that there is a poverty bias in the demands for training in that richer municipalities often do provide training whereas the poorer rural LGs do not. Over, the importance of developing LG-level capacity to facilitate teacher professional development, as well as strengthening of management and governance in schools.

595. **Staff requirement –** While the LG Operational Act has made the overall mandates for the LG education units clear, there is still a need to identify and develop TOR for Officers to serve under the Unit Head. As of now there is no clear understanding of how many officers will be needed, and what they should be assigned to do. Even without carrying out an O&M survey it is possible to point out some obvious posts that need to be created:

596. **Financial management/Internal audit –** With a major responsibility delegated to LGs there is a need for the office to ensure fiduciary governance.

597. CPD / TPD and TMC facilitator – The LG education units have been given major responsibility towards professional development, in-service training and support to teaching, management and governance in schools.

598. **Monitoring and reporting** – Although the responsibilities are specified in the TOR, for the LG education units, there is a need for an office with this kind of expertise. The reporting requirements from federal level will need significant time. Beyond that, there is a need for LGs to use the information collected, which will only be possible with a qualified member of staff.

599. Although the new constitution provides some guidance, there may still be a need to carry out an O&M survey to identify staff needs, inform the development of job descriptions, define responsibilities and guide the development of suitable management set-ups and structures.

600. The current regulation allows for different interpretations of who is mandated to different aspects of teacher recruitment. At present, the mandate is with the Teachers Service Commission, but the LGs argue that they have been granted this important mandate of education sector management. It is

important to resolve issues between MOFAG and provincial service so that vacant positions can be advertised and filled.

Staff deployment – The fundamental challenge for the LG offices is the lack of staff, particularly in rural LGs. Whatever the specific need may turn out to be, the two - three officers mentioned will be needed. As of now many offices only have the Unit Head in place. The reason for this is that he / she is budgeted for at federal level. The remaining staff will have to be paid from the LG budget. Consequently, wealthier LGs have a complete team while poorer LGs only have a Unit Head. There is an urgent need to address this and ensure that a minimum requirement for staffing is met in all LG offices.

Staff promotion – A major challenge to the deployment of Under-Secretaries to serve in the LG education unit is that by accepting the position they are no longer eligible for promotion within the MOEST structures. This is very discouraging as new posts do not provide alternative career paths. Solutions must be found to the disruption of the career path for Under-Secretaries deployed to work in LG offices.

D3 Systems and tools

601. The implementation of the SSDP by Local Governments with very limited staff provides several challenges. With responsibility given to the LGs, and the federal level has less power to manage and direct. Nonetheless the federal level is influential in developing tools and procedures suitable for use in LGs and schools.

602. **The LG education tool kit –** The CEHRD is currently in the process of developing a tool kit for use in management and implementation of the SSDP by LGs. The tool kit is online solution that is currently under construction, and which can be found on www.ssdptoolkit.org. It is very likely to become an important resource-base, and the use of it should be strongly promoted.

603. **Tools and guidelines -** A wide selection of tools have been developed or adapted for use in the federal context. The available guidelines are available on the internet, and can be grouped as follows:

Early childhood development – Including minimum standards for ECD centres, health in ECD, ECD facilitation, ECD operations guidelines, physical, cognitive, language development in ECD centres.

Early grade reading – Including guidelines and frameworks for testing tools development, benchmarking, guiding principles of EGR and training manuals.

Soft skills – Various soft skills focused tools and guidelines on good practices, self-assessment, training packages on customized teacher training and formation of action learning groups.

Equitable access to basic education – Including reference materials aimed at providing technical guidance to schools on various themes including finance, SIP preparation, school accountability, community mapping, management of SwDs in schools, scholarship management.

Parental engagement in schools - Reference materials aimed at providing technical guidance to schools on various themes.

Secondary education - Self-learning materials for students to practice on their own.

Governance and management framework, 2067 (2010) – On SIP, child friendly schools, model schools, scholarship school, WASH.

DRR - CSS implementation strategy and guideline.

Monitoring, evaluation and accreditation – CAS guideline.

Finance – Grant management.

Other - Gender mainstreaming.

604. **School formats -** The planning and budgeting formats need to be redesigned so that schools can report their side incomes, with assurances being made that these side incomes will have only limited impact on their budget requests.

605. **Other guidelines and tools –** Tools have been developed in areas given priority in donor-supported initiatives. While this is appreciated, there may be a need to more closely examine the demands on all aspects, and to develop relevant guidelines and tools. Building on observations made by the SSDP TA team it may be necessary to support local curriculum development, examination and TPD / CPD.

606. **Financial management –** The use of different financial management systems by MOF and CEHRD provides major challenges to the LG offices. Federal government is using LMBIS and Provincial and local government is using Sutra for budgeting and accounting, and in addition CEHRD has requested that LGs use a different format to comply with the budgets on different headings, including the SSDP programs. Substantial work is needed to enter the same data into different systems, resulting in the limited staff in the finance section of the LG offices having a very heavy workload. There is a need to address this. It is therefore important to ensure that financial management systems are aligned for ease of use by LGs.

607. **Financial reporting –** Financial reporting from LGs to the Federal Government is not occurring, thus creating a financial risk, such as for example the unsettled amount among LG agencies stands at Rs 24 billion, which is 4.22 per cent of the total audited amount for the fiscal year 2074/075 among LG agencies. These aspects indicate the importance of conducting a financial risk assessment and developing a preventive plan with strong internal control systems for use in schools and LGs.

608. **LG tool kits for education sector management –** The decentralised management by LGs with limited staff that may not have much experience with the education sector management is demanding in various ways. The development of suitable and well-integrated tool kits covering all aspect of education sector management is needed to support this decentralisation and ensure systems are aligned. Along with these tool kits, there is a need to develop training modules, which should be made easily available with the tool kits on the Internet.

D4 Skills and Awareness

609. Staff used to be trained by former NCED and its subsidiary training centres on various education administration- specific areas. Also, Nepal Administrative Staff College has been imparting various management and administration- specific training programs to staff of the education sector. After the implementation of federalism there are seven Provincial-ETCs that are mandated to train both teachers and education personnel, for which they do not have the capacity.

610. Staff often lack basic budgeting skills and the capacity to formulate a cost-benefit analysis that is required for educational planning. The most glaring issue, however, is that the political leaders in the LGs have a limited awareness of SSDP and are not aware of the various types of compliances that are associated with the federal budget.

611. Staff at the LGs report that they have less skills in ICT and IEMIS and are involved more in administrative work rather than providing technical support to the schools. As a result, schools feel that they do not have the required assistance and support. There therefore has to be a mechanism by which the LGs are oriented towards providing this assistance and support, and SSDP and the Provincial Government should take a lead on this activity. In addition, the LGs should be made accountable to extend supervisory support to schools, rather than being limited to administrative work.

612. There must be an integrated system in place that allows LGs to conduct all the 23 roles and responsibilities that they have been assigned even when they are under-staffed. In this regard it is particularly relevant to refer to the responsibilities proposed when discussing staffing need above:

- Internal Audit Officer
- CPD / TPD and TMC Facilitator
- Monitoring and Reporting Officer

613. The major challenge to professional development in the LG EU is that staff recruitment is often limited to the Section Head. As long as sufficient staff is not in place, any attempt to build sustained capacity in the LG education cannot operate effectively. Once the required staff are in place, training needs should be identified, and appropriate training provided. The transfer of staff to LGs has created gaps in terms of skills, capacity and human resources. The lack of institutional memory, together with the challenge that previous decision-maker now has to take on unfamiliar tasks, has further escalated this issue. It is important that SSDP orientation should be done for the LGs so that everyone is aware of the compliance that is associated with the federal funds.

D5 Internal and external relations

614. Plans to share budget and program information to the PGs and the LGs are in place because the Federal Government has already revised the PIM based on the current federal structure. However, overlapping roles and responsibilities have created confusion and competition between LGs and the EDCU. Similarly, the Federal Government cannot communicate directly to the Local Government if needed but must rather communicate through the EDCU. This lack of communication is associate with limiting confidence amongst the three tiers of government and the political leadership.

615. Several institutions in the provinces have non-structural links to school education through the local government offices. This includes:

EDCU – Coordinates IEMIS-related data collection and supports professional development. The mandate and modality for this has not yet been clarified.

P-ETC – Provides support to professional development. The modality for service delivery is not yet clear.

PEDDD – Is the closest the LGs have as a line ministry. Although the links between PEDDD and LGs are considered strong they are not formal.

616. A Communication Officer can help create a functional relationship between and amongst different internal and external actors to effectively collaborate and cooperate.

617. The conflicting roles and responsibilities of LGs and the EDCU is limiting their functional relationship. There are cases in which the EDCU is headed by the Section Officer and the LGs belonging to that district are headed by Under-Secretaries, which has resulted in hierarchical, ineffective communication.

618. As for educational planning, there is a lack of coordination mechanism that links School Improvement Plan (SIP) with the LG education plan. Therefore, a direct reporting and coordinating mechanism should be established between and amongst LGs and the Federal Government. The promulgation of the Bill on Managing Inter-relationship between federal, provincial and local levels is a first step towards this. Existing practice of LGs directly coordinating with the PGs and subsequently to the Federal Government even in the absence of the Bill should be nurtured and encouraged.

D6 Motivation and incentives

619. **Current Status** - Civil servants that are placed in LGs do not see a predictable career development, and therefore seem less motivated in their work. Results-based incentive schemes could be put in place to motivate civil servants, as applied in many public institutions at the federal and provincial levels.

620. There is no provision to transfer personnel from one level to another, and there is discrimination in providing incentives. It is therefore relevant to create a system to transfer LG staff by devising an umbrella policy of local services. As incentive and motivation packages are often not needs-based, but rather based on political and personal linkages, it is important to ensure equal opportunities for training, workshops and exchange visit and programmes.

621. Various types of incentive packages need to be placed at all levels. The clear and predictable career opportunities need to be communicated to the LG staff so that they perform better. In addition, staff who are performing better should have one set of incentive package so that those staff continue to do better.

622. Staff who are underperforming should have another set of incentive package so that those staff perform better. Similarly, equal opportunities for training, workshops and exchange visit/programs should be provided to all the staff, irrespective of where they are located.

4.3 Findings and recommendations

- Support is needed to develop education plans.
- Ensure recruitment of a suitable number of staffs with profiles relevant to the major responsibilities identified from review of the LC education units' terms of references. These are:
  - o Financial management
  - o CPD / TPD and TMC facilitator
  - o Monitoring and reporting
- Ensure alignment of systems used at LG level in education sector management.
- Develop and implement an integrated toolkit covering all aspect of the education sector management at LG level.
- Strengthen internal (LG education units and schools) and external (LG education units, EDCU, ETCs and other relevant actors) communication and coordination.
- Nurture and encourage the existing practice of LGs directly coordinating with PGs and Federal Government.
- Ensure recognition of motivation as a major challenge to education sector development and develop suitable strategies to address this.

Annex 5: SCHOOLS CAPACITY ASESSMENT

5.1 INTRODUCTION

623. Schools are the major educational institutions providing learning spaces and environments to pupils across the country. In Nepal, there are a total number of 35,055 schools. Out of these there are 27,728 community schools; 6,206 institutional and 1,121 religious schools. On top of this, there are a total of 35,993 ECED/pre-primary units, of which 29,645 are in community schools; 5,896 of which are in institutional, and 452 of which are in religious schools. In the case of the ECED/PPE, the number 35,993 also includes community-run ECED along with the schools where ECED has been part and parcel of the school structure (CEHRD, 2019). The school education structure includes basic education and secondary education, and can be further categorised into ECED/PPE, lower basic (Grades 1 - 5), upper basic (Grades 6 - 8), lower secondary (Grades 9 - 10) and higher secondary (Grades 11 - 12). The basic level of education includes one year of ECED/PPE and Grades 1 - 8, while secondary level includes Grades 9 - 12 under the unified K - 12 system.

624. There are a total number of 7,214,427 pupils, of which 3,607,661 are girls and 3,606,766 are boys comprising both community and institutional schools. There is a total of 5,551,071 pupils in community schools, of which 2,915,593 are girls and 2,635,482 are boys (CEHRD, 2019).

5.2 CAPACITY FRAMEWORK REVIEW

D1 Policies, strategy and plans

625. The Constitution of Nepal 2072 (2015) - The Constitution of Nepal gives a right to free and compulsory basic education (Grades 1 - 8) and free secondary education (Grades 9 - 12) to all children. Access of children to ECED is also guaranteed by the constitution, along with free school education with scholarships as a fundamental right for Dalit children. Children with disabilities are also constitutionally assured free education with the required support. In this regard, the 753 LG bodies/municipalities are mandated to manage basic and secondary education. The Constitution has given the right to develop necessary education policies and plans to local municipalities to manage school education at the local level. However, this can only be achieved after the promulgation of the new Education Act.

626. The Education Act 1971 (2028 BS) – The eighth (2016/2073 BS) and the ninth amendments of the Education Act are the main policy documents guiding school education. The existing Act does not address the needs of the federal constitution. For LGs this is a major concern as they have been delegated a substantial mandate to manage the schools at the local level. The Government is in the process of promulgating the much-awaited new Education Act. The approval of the new Act is expected to provide clarity on mandates, roles and responsibilities of the LG units as well as clarity in the roles and responsibilities of the federal, provincial and LGs in management of the education system. The Education Act (1971/2028 BS) eighth amendment, (2016/2073 BS) has made a provision for the formation of a five-member School Property Protection Committee chaired by the District Administration Officer in each district. One of the functions of this commit-tee is to make provisions to register the unregistered land acquired in the name of some schools. There are many schools operating without land certificates, and these schools often face problems in receiving aid or loans from national and international organisations for school construction or renovation. Now it has become a duty of the municipalities (Palikas) to make necessary arrangements to register the land and buildings, which are received in the name of schools. According to the Education Act the main responsibility for protecting a school's property lies with the School Management Committee and the headteacher.

627. The Education act, 2074 (2017) - The ninth amendment of the Education Act (2017/2074 BS) has made the following provisions regarding management of the community schools:

There will be three streams of Secondary Education: (a) General, (b) Sanskrit, and (c) Technical and vocational.

- The medium of education will be Nepali, English or both languages.

- Schools will be required to implement the curriculum and textbooks as approved by the Government.

- To operate, supervise and manage every community school there will be a School Management Committee (SMC) consisting of nine members. The tenure of the SMC shall be three years.

628. The eighth amendments of the education regulation (2016/2071 BS) is currently guiding school education. The regulation provides guidelines relating the permission for establishing schools, and regarding school operation. One important focus of the eighth amendment is the provision for merging schools. A school can be merged if it does not have sufficient infrastructure, if there are a very limited number of students, or if two or more SMCs agree to run as a single school.

629. Provisions for school classification have also been made. The schools are classified as A, B, C and D categories based on the facilities they have. They are: i. Physical facilities; ii. Teacher competencies; iii. Accountabilities and transparency; iv. School operation process; v. Education/learning achievement; and vi. Other achievements.

630. The School Sector Development Plan (SSDP-2016/2023) – The SSDP is a comprehensive plan document that covers overall development of school education by considering equality, quality, efficiency, government and management, and resilience. Programme guidelines and directives are developed and provided to implement the SSDP in schools.

631. At the school level, SSDP focused on improving access to safe environments that enable learning and strengthening child peer support mechanisms. It has stressed the need for access to education in safer schools with resilient infrastructure and child-friendly environments. It has specifically pointed out the need for gender-inclusive practices, complying with the MECs, use of mother-tongue languages as a medium of instruction, relevant and good quality curricula, and reliable school-based assessment system at the basic education schools. Similarly, it has focused on providing teacher management (deployment and redeployment) and professional development support for improving teaching and learning of science, language (Nepali and English) and maths. The plan has also stressed the need for specific professional development support for technical and vocational teachers.

632. School Improvement Plan (SIP) – The development of SIP in each school is the most important primary instrument to initiate reform programmes in schools and has the ultimate objective to improve pupil achievement. Based on the SIP schools develop yearly work plans and receive approval from the SMC for implementation.

633. The SIP is also considered a very important instrument for managing and governing schools. It is supposed to be developed in a bottom-up process, in which community members, parents and other stakeholders are actively involved. Ensuring the active participation is a major challenge, and observations show that this is often not happening. The approved SIP from SMC will be submitted to the LG office as it was previously submitted to the District Education Office. Based on the plans received from schools, the LG education plan will be developed and submitted to the municipality education committee for approval, and once it is approved the budget will be released to the schools.

634. To date, for most schools, the SIP is mainly a requirement used to secure budget release. In smaller and less well-resourced schools there a is lack of required capacity to use SIP as an instrument to initiate school improvement planning. The plan should be the key instrument for the development of the school and for improving its management, and in this regard, it should form the base for performance monitoring. There is a need to develop school-level capacity to monitor infrastructure development, management, and students' achievements. Therefore, the new Education Act needs to

be promulgated at the earliest opportunity so that LGs/municipalities can formulate their own regulations. The LGs, municipalities and schools need to develop and use school improvement plans as active instruments in education sector management.
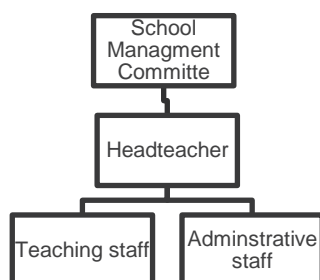
D2 Structures, staff and management

635. Schools - The ninth amendment of the Education Act (2017/2074 BS) categorises the secondary schools as General school, Sanskrit school, and Technical and vocational schools. Further, the com-munity schools are categorised into four types, based at their level of government support:

- Community-aided schools, with at least one approved position of teacher by level, full salary and other expenses paid by the government.

- Community-managed schools, with teachers' salaries and other expenses fully paid by the Government, but the school's management responsibilities resting with communities.

- Teacher-aided / partially-aided community schools, with no approved teacher position but at least one Rahat teacher position with fully paid salary by the Government.

- Unaided community schools, with none of the approved teacher or Rahat teacher positions, which receive negligible financial support from the Government.

636. The teachers appointed under the Rahat quota are still working in the schools. There is a dilemma regarding their position.

637. To address the problem of temporary teachers working for a considerable period the Government has made special provision to make them permanent or leave with a compensation.

638. The School Management Committee (SMC) – The SMC is the governing body of the school. Ac-cording to the Education Act 1971 (2028 BS), the SMC provides overall guidance to school management. The SMC is chaired by the person selected among the members of SMC. The headteacher is the ex-officio member secretary of the SMC. Beyond that, there are six other committee members. There is provision for three elected parent members, including at least one woman. Moreover, there is a requirement to include one woman, one teacher and one local intellectual. The SMC has the following functions, rights, and duties:

- To mobilise the resources and means available to operate the school,

- To maintain the records of the school's property and protect it.

- To maintain and update records of the school's academic, physical and financial data.

- To approve the annual budget of the school and inform this to the Village Education Committee and District Education Office.

- To prevent polluting the environment of the school on the grounds of politics or religion in order to maintain the academic environment.

- To assign duties to the teachers deputed by the District Education Office.

- To carry out the annual audit of the school by the auditor appointed by the District Education Office.

- To take necessary action in accordance with the auditor's report and submit such report to the District Education Office.

- To abide by the instructions issued by the District Education Committee and District Education Office.

- To arrange for the remuneration and facilities of the teachers who have been appointed or promoted by the committee itself, and

- To constitute Teacher-Parent Associations in order to enhance the academic standards.

639. There is a need to update the TOR for the SMC to reflect changes made as part of the federal re-form. As of now, the responsibilities of the former district offices are taken care of by the LG offices.

640. Structures – There are many small schools in which all managerial and administrative responsibilities are taken care of by the headteacher. With or without staff assigned to administrative tasks it is relevant to visualise that a school is an institution with the following functional structure.

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                    ┌──────────────┐
                    │    School    │
                    │   Managment  │
                    │   Committe   │
                    └──────┬───────┘
                    ┌──────┴───────┐
                    │ Headteacher  │
                    └──────┬───────┘
              ┌────────────┴────────────┐
     ┌────────┴───────┐        ┌────────┴────────┐
     │ Teaching staff │        │  Adminstrative  │
     │                │        │      staff      │
     └────────────────┘        └─────────────────┘
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641. The SMC is the governing body that provides overall supervision to the management of the school.

642. The headteacher is responsible for managing the school and has two fundamently different responsibilities. As the senior manager they are responsible for supervising the teaching staff to ensure the quality of teaching and learning, and as the school manager and administrator they oversee the school's administration. In larger schools headteachers are often supported by one or more administrative or support staff.

643. As the quality of school management has been identified as a key to the quality of teaching, there is growing concern towards the need to give more attention towards and professionalise school management. It is therefore important to prioritise the recruitment, professional development and awareness- raising aimed at strengthening the management and governance in schools.

644. **Teachers –** There are 314,220 school teachers (194,065 men and 120,155 women) comprising both community and institutional schools working in the country (CEHRD, 2019). There are different categories or types of teacher positions, which are permanent teachers, temporary teachers, Rahat teachers, and privately funded teachers who are paid through LGs, communities, INGOs, NGOs and/or schools' own sources of income.

645. **Teaching staff provision** – The Education Act 1971 (2028 BS) provides guidance on the requirement of teaching staff in school:

- One facilitator for ECD/PPC
- Four teachers with SEE qualification for primary school of Grades 1 - 5
- Seven teachers (four with SEE and three with SLC/ I. Ed for basic school of Grade 1 - 8
- 11 teachers for Grade 1 - 10 schools (four primary and three lower-secondary and four at secondary level).
- 11+2+2 teachers for Grade 1 -12 schools

646. **This** provides a relevant guidance to schools, but in many schools, there are less than the minimum numbers of teachers mentioned above, which compromises the quality of teaching.

647. **Teacher career paths** - According to SSRP, there are two separate career paths for basic and secondary school teachers. Each path includes four stages: beginner, experienced, master and expert for both basic and secondary level teachers. However, these stages were not used during the implementation

of the SSRP due to a lack of necessary legal provision. Basic-level teachers with appropriate qualifications are eligible for open and internal competition to secondary-level positions. The teachers are upgraded based on their performance, such as time on task, seniority, qualification, training and pupil achievement (MoE, 2009).

648. According to the ninth amendments of the Education Act (2017/2074 BS) and the eighth amendment of education regulation (2016/2071 BS), there are third class, second class and first-class teachers in each level of primary, lower-secondary and secondary teachers. There is a provision of internal competition within the level from third class to second class, and from second class and to first class. There is a policy of internal competition to promote teachers from one class to the next higher class within the level. However, to recruit permanent third-class teachers at all levels it is mandatory to go through open competition. The teacher selection process is managed by the Teacher Service Commission.

649. **Teacher appraisal -** There is a system of performance appraisal of permanent teachers every year. For this, every permanent teacher, including headteachers, needs to complete a form given in Annex 1 of the Teacher Selection Commission Act and submit it to the school administration. If the headteacher is one level higher than teachers being appraised, they will be the first supervisor; otherwise schools collect all the completed forms and submit them to the EDCU. (Previously, the forms were submitted to the District Education Office through Resource Centres and to the Regional Education Directorate office.) The scores received from the performance appraisal are used to add value to the internal promotion process. They are also used as an instrument to prioritise eligibility to the TPD program. It is important to further develop the teacher appraisal process to identify training needs and selecting teachers for professional development.

650. **Model schools –** A total of 232 model schools have been established. They provide resources to the education sector development in their respective Municipalities. A typical model school is well resourced with infrastructure, IT and teaching materials. When a school agrees to become a model school it commits to serve as a resource for education sector development. Model schools agree to provide technical support to other schools in the catchment areas, but it is unclear what this support entails. A clear agreement should thus be made on the contributions model schools will make towards local education sector development to ensure that such schools become a resource to other schools in the neighbourhood.

D3 Systems, procedures and tools

651. **School data and information system –** The IEMIS is built on input, including data and information, provided by schools. This may be done directly in schools if they have Internet access. If not, the schools complete the Excel forms and then bring them to the LGEU office to upload. The advantage of this system is that it is simple and can be used by anyone who has experience with Excel. However, a major weakness is that there is no system to ensure systematic verification of entered data. The school visits made by the SSDP TA gave indications that there may be a bias in the reporting of some schools. For instance, one school reported that it has been providing meals, but a teacher stated that such meals had never been provided. These discrepancies highlight the need to establish a verification system to ensure that school reporting is consistent and reliable. The LGEU needs to be involved based on them having direct contact with schools. There is a need to strengthen the capacity of schools to provide consistent and reliable reporting on IEMIS. It is also necessary to develop self-learning videos and modules, organise awareness campaigns and provide an in-service mentoring system.

652. **Manuals and Guidelines on school management –** There are several manuals, guidelines and other tools available to schools. They were developed for effective management and operation of schools and support them in facilitating the implement of the reform programmes. Some of the major

documents are: The Education Act and Regulations, the School Operation Guidelines, SIP Development and Implementation Guidelines, Scholarship Guidelines, CAS implementation Guidelines, Social Audit Implementation Guidelines, Curriculums, Textbooks and Teachers Guides. There are also several forms and templates, such as teachers' appraisal forms, annual work plans, lesson plans, and templates for completing IEMIS data. These manuals, guidelines, forms and templates have been developed to ensure uniform school management and support schools in effective operation and management. However, information regarding the use of these materials and their contributions to the operation and management of schools cannot be ascertained.

653. **The SSDP Tool kits –** To provide simple access to necessary guidelines, manuals, forms and templates to the schools, an initiative is underway to create an online SSDP resource library for education sector management in schools and by the local government offices. The toolkit gives access to a wide range of resources relevant to use at the school and community level. It can be accessed at http://ssdptoolkit.org/

D4 Skills and awareness

Teachers

654. **Customised Modular Teacher Training** – The latest statistics show that 98.2 per cent of teachers in basic levels are fully trained. Against this background, the CEHRD/TTS has developed 23 different customised needs-based training packages to further improve teachers' competencies. According to the MTR report 71 per cent of teachers have received modular training. However, this percentage is neither measured against training needs nor does it inform how much training the teachers have received. Moreover, the training provided was supply- rather than demand- driven. In recent years it is visible that the soft skills project has been very active in TPD. The soft skills project was a relatively small project and it is surprising to find that it has been a major contributor to teachers' professional development.

655. **Teacher Competency Framework (TCF) 2072 –** The Teacher Competency Framework developed by the NCED includes eight different competencies which are: content knowledge, pedagogical knowledge, knowledge about children/learners, learning environment and classroom management, communication and collaboration, continuous learning and professional development, legal bases and professional conduct, and information and communication technology. The teacher competencies mentioned in the framework are well reflected in teacher training packages developed by CEHRD (former NCED). However, there are no mechanisms to assess the extent to which teachers have developed their competencies as stipulated in the framework.

656. The school curriculum for each level of the school and grades provides pupil learning outcomes, which teachers are required to use when planning and conducting lessons. Teachers are also required to develop the competencies as specified in the teacher competency framework and follow pupil learning outcomes given in the curricula.

657. **Training provisions** - It is a major concern that discussions on training provisions tend to focus on the availability of training modules rather than, for example, their quality or the degree to which they match development needs. Capacity development according to needs cannot be materialised due to inappropriate institutional set up and the provision of demand-based training programs. The reforms made by the federal system increased these challenges as the reforms reduced the number of ETCs from 29 to seven (one in each province). Another impact of the federal reform is that the formal links from training providers (ETC) to beneficiaries have been significantly reduced. Overall, it is necessary to increase the provision of needs-based modular training, and to establish a system to deliver such training in a systematic way as required for planned professional development.

658. **School-based sharing and learning -** It is important to recognise the magnitude of the problem regarding the delivery of modular training to either solve the problem or look for possible alternatives that align more closely with the federal set up. It is necessary to develop a mechanism for LGs to provide a significant contribution to professional development within the Palikas.

659. In this regard, the experiences gained in the past, especially regarding contributions of RCs and RPs need to be valued and learned from. This set-up was supposed to provide support to teaching and learning in schools, but the system was mostly used for data collection and other administrative tasks. However, there are some examples throughout the country that it might be useful to re-establish a similar system within the Palikas. Also, relevant here are the experiences gained by the soft skills project that made use of action learning approaches for school-based professional development. Overall, there is a need to make use of these experiences to develop a new modality for school-based sharing and learning that should be piloted in selected areas.

660. **Self-learning** - The teacher training program is implemented based on the Teacher Professional Development Framework (2072), according to which various training strategies are adopted for teacher professional development. These strategies include self-learning approaches and establishing teachers' network for sharing and learning.

Headteachers

661. The training policy on Human resource development for Ministry of Education and Sports (2005) makes provisions for school headteachers of all levels to receive job induction training. The policy also includes at least a month-long educational management training for school headteachers. Furthermore, the training policy mentions opportunities for continuous professional development created through refresher training programmes, self-learning materials and on-site support schemes to all educational managers, including headteachers. However, how many headteachers have received these training programmes, and to what extent the programmes have contributed in the delivery of educational services resulting in the enhanced quality of school education cannot be ascertained.

662. The SSDP has highlighted the importance of strengthening the leadership capacity of headteachers. It also stressed focusing the headteachers functions on technical aspects, such as teacher performance, teachers' time on task and teacher capacity building (MoE, 2016b). In this regard, the headteachers need to be provided with training and they need to be involved in capacity development programs, including forming the headteachers' mentoring and networking at a local level.

SMC and PTA

663. The Education Act gives major responsibilities to SMCs for governing and managing schools. The SSDP has made the SMCs responsible for the overall quality assurance and management of schools. It has emphasised developing capacity of SMCs to strengthen school governance and management. In the process of further decentralisation of the educational governance and management, the SSDP has specifically pointed out the need to strengthen the capacity of SMCs and PTAs (MoE, 2016b). For these two community organisations to be able to take on the responsibilities of internal school management, it is necessary to organise orientation programmes for all members, as well as organise specific training programmes for SMCs on school-level planning.

D5 Internal and external relations

664. **Teachers -** The internal relation between the teachers and school management is constructive, with regular teachers' meetings headed by the headteacher being instrumental.

665. **SMC -** The formation of the School Management Committee (SMC) is crucial for the management of schools at the local level. It plays a significant role in the daily operation of the school, managing physical and financial resources, and monitoring school activities. The contribution and level of

involvement of the SMC in school management may differ across schools. The SMC may also be affected by political interests and conflicts of interest amongst its members, and members lacking an adequate understanding of their roles and responsibilities, and availability of required time for school.

666. **Model school** - When becoming a model school, the selected schools agree to receive additional resources and to provide support to neighbouring schools. Model schools often forget or ignore the latter part of this agreement. The neighbouring schools are in most cases unaware about model schools being obliged to provide them support. There is thus a need to engage model schools in supporting neighbouring schools.

667. **Local government (LG)** - In the federal system LG, the metropolitan cities, sub-metropolitan cities, municipalities and rural municipalities (Palikas) play a big role in managing schools at the local level. The LG is supposed to reach out to each school to supervise, monitor and support, but this is often not the case because the LG education units have not yet been fully staffed. At present there is not yet a clear modality for LG and school interaction.

668. As the country is still in the transitional phase from centralised system of school management to a more decentralised management, there is confusion regarding authorities and functions of the LG bodies. Sharing power and responsibilities between the three tiers of government, especially the role of the LG in school governance and management is expected to be clear after the promulgation of the new Education Act.

669. **PETC -** The provincial ETCs are supposed to play a key role towards professional development of teachers, including headteachers. For most schools the relationship between the school and ETC has come to an almost complete hold, which is adversely affecting the professional development of teachers. It is therefore important to strengthen links between ETC and schools.

D6 Motivation and incentives

670. Motivation, incentives and values are important elements for institutional growth. Delegation of authority to manage schools at the local level is a good motivation for local municipalities to be involved in the management of schools at a local level. The opportunity to address issues at this level under the decentralised policy of school management is a good incentive for schools. However, although there are many policies, rules and regulations regarding school development, schools do not always implement them as intended.

671. Schools expect to be managed according to SSDP provisions. However, teacher management should be based on teacher-student ratios, and subject teachers should be placed as provisioned in the SSDP, especially at the secondary level. There should be budgetary provision for quality improvement of the school education, with funding being tied to school performance and audit reports.

5.3 Findings and recommendations

672. **Findings –** A school is the primary and most important unit of the education system. In Nepal, there are 35,055 schools. Among them 27,728 are community, 6,206 are institutional and 1,121 are religious schools. There are also 35,993 ECED/Pre-primary units. All these schools and ECED/PPE units provide education services to children aged four years and above (up to 18 years). The SSRP has restructured the education system and made Grades 1 - 8 basic level and Grades 9 - 12 secondary level. The SSDP has further included ECED/PPE as a part of the basic education. The secondary schools have been categorised as General, Sanskrit, and Technical and Vocational school.

673. The Constitution of Nepal 2015 (2072 BS) has delegated authority to the LGs to establish, manage, monitor, fund and evaluate the schools and ECED/PPE. As the federal system is still in the transitional

period there is confusions regarding the authority to appointment and transfer permanent teachers by the LGs and Palikas.

674. A provision of model schools has been initiated and is being promoted to improve the quality of education and support neighbouring schools.

675. There is a lack of subject teachers in most schools, especially in Grades 9 - 12. The problem of teacher deployment and redeployment could not yet be sufficiently addressed, and the distribution of teachers has not yet been properly managed according to the policy on the Student Teacher Ratio (STR).

676. The Constitution of Nepal 2015 (2072 BS) has given fundamental rights to have free and compulsory education up to basic (Grade 8) level and free education up to secondary (Grade 10) level. However, this provision has not been enforced strictly.

Recommendations

- Prioritise the recruitment, encouragement and professional development of teachers.
- Organise awareness-raising programmes for SMC members aimed at strengthening the management and governance of schools.
- Use teacher's appraisal to identify their training needs. The appraisals should also be used as an instrument to prioritise selecting teachers for professional development programmes.
- Support schools to develop realistic SIP so that this can be implemented for improving the school. The LG should fund the schools based on their SIP.
- Establish functional links between service providers (CEHRD, PETC, EDCU, LG) and receivers (schools).
- Establish and promote at least one model school in each municipality. Make necessary provisions for the model schools to support neighbouring schools.
- School-based professional development mechanisms should be adopted. For this, it is necessary to pilot the formation and implementation of mentoring / networking system at the school and community levels.

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Annex 6: INTEGRATED EDUCATION MANAGEMENT INFORMATION SYSTEM (IEMIS) CAPACITY ASSESMENT

6.1 INTRODUCTION

677. The history of IEMIS in Nepal is half a century old, with Nepal collecting information on schools, pupils and teachers on a manual basis in 1962 AD, and with the first statistical report produced two years later. In 1999 AD, school level IEMIS was established in the then Department of Education, and in 2004 AD, schools were requested to complete Flash data twice a year, with Flash 1 complying with the beginning of the academic year, and Flash 2 complying with end of the academic year. From 1999 - 2004, data analysis was done manually, while from 2004 onward data was captured and analysed through desktop software.
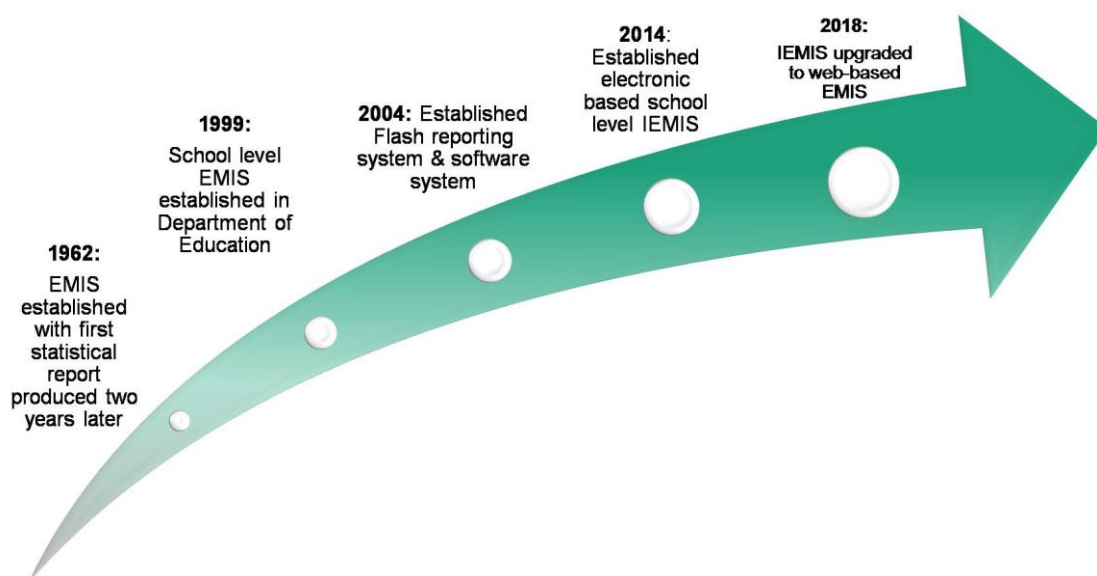
678. In 2014 AD, the electronic-based school level IEMIS was designed, and all schools were asked to fill the Excel sheet with relevant data. Four years later (2018 AD), the IEMIS system was upgraded into web-based procedures, making it easier for schools and other stakeholders to submit, view and analyse the data.

6.2 Capacity framework review

D1 Policies, strategy and plans

Current Status

679. **MOEST/CEHRD -** Numerous CLAs use their own sub-systems to collect, compile and manage the information, while MOEST/CEHRD has not been able to consolidate and integrate these sub-systems into one unified system.

680. **MOSD -** The Provincial MOSD is entitled to collect and manage educational data of its respective LGs. The MOSD also has the leverage to design and implement its own IEMIS. However, upon understanding the strengths and the working modality of the current IEMIS, all seven MOSDs are taking current IEMIS as a part of their system. Discussion with honourable Minister, Yubaraj Dulal, Minister of Social Development, Province 3 (June 2019) echoed this latest statement.

681. **EDCU -** While the Local Government Operation Act, 2074 (2017) assigns the local level to collect and manage the educational data, the EDCU present at the district level has been assigned to technically guide, facilitate and report the data.

682. **The LGs -** The Local Government Operation Act, 2074 (2017) entitles LGs to perform 23 education-related tasks that includes data collection and management. At present, the LGs use the IEMIS that has been prepared by the federal level to collect data. The LGs use the IEMIS to organise their plans and programmes at the local level.

Desired Status

683. **MOEST/CEHRD** - The MOEST/CEHRD should now design a policy to integrate all sub-systems into IEMIS so that redundancies in efforts, resources and time are reduced.

684. **MOSD -** The MOSD should have their own IEMIS policy stating their processes of strengthening databases along with linking sub-systems from other sectors, including health.

685. **EDCU -** The LGs should be made accountable for data management, while the EDCU should technically guide and facilitate the data management process.

686. **The LGs -** The Federal Education Act/regulations should clearly state that the LGs should comply with IEMIS in order to secure federal funds. These documents should also state that LGs can collect other data for local needs, but that the standards and the procedures to collect such local information need to be clearly guided by the federal authority.

Gaps and constraints

687. **MOEST/CEHRD -** LGs and the EDCU have received contradictory messages on data management, indicating that these messages need to be revised and clearly circulated. With the change in political structure, there is a gap across different CLAs regarding the need for data integration in IEMIS, and therefore, it is necessary to consider whether IEMIS should now be placed under the jurisdiction of MOEST as this would make it easier for MOEST to initiate dialogue with the line agencies for the integration of the data.

688. **MOSD -** The MOSDs have been briefed about the existing structure, strengths and possible future improvements. In this context, there is no capacity gap at the provincial level, as all seven MOSDs are using current IEMIS for planning, budgeting, monitoring and evaluation of the education sector. At province level, there seems to be no gap on policy or strategy regarding data management.

689. **EDCU -** The EDCUs seem to know their roles in data management and seem to technically support the LGs, highlighting that there is no capacity gap in terms of policy and strategy in the EDCU.

690. **The LGs -** All LGs are required to perform 23 education-related tasks, and they therefore know the policy aspect of data collection and management. Strategies for data collection and management are a current gap as educational personnel without prior knowledge in IEMIS struggle with the management of data.

Proposed interventions

691. **MOEST/CEHRD -** Three notable actions needed at the federal level are: a) an international exchange visit to inform policy-level stakeholders how information flows in a federal structure, b) development and use of a communication strategy so that communication from top to bottom and vice versa is well guided and precise, and c) engage MOEST in initiating the dialogue for integrating various sub-systems in IEMIS.

692. **The LGs/MOSD/EDCU** - MOFAGA and the MOEST should clearly communicate any changes in the policy document related to data management. A letter to stakeholders informing about policy changes is the

current practice but having such information on Government websites or alternate websites is needed. This process of making information more accessible has started in that all information related to SSDP and other relevant plans, programmes and policy documents being available at www.ssdptoolkits.org .

D2 Structures, staff and management

693. **Mandates -** CLAs have varying information needs. Some needs could have been addressed through IEMIS, while other needs still need to be collected to then be addressed. Lack of data sharing across CLAs also became an issue as there was no automatic data sharing mechanisms in place, and CLAs had to visit individuals to receive information. In addition, CLAs were concerned that the integration of data would be associated with them losing control over information, and this misperception meant that they resisted the change.

694. **Centre for Education and Human Resource Development (CEHRD) -** The CEHRD is responsible for collecting IEMIS data from all school types. This includes detailed information on students, teachers, physical infrastructure, attendance details, achievement scores. In addition, the CEHRD is also responsible for collecting information on neo-literates conducted by different NFE classes. With this information, different sections in the CEHRD adhere to IEMIS for development of different plans and programs at different levels.

695. **National Examination Board** - This Board is responsible for collecting detailed information of Grade 9, 11 and 12 students across the country. Even though the current IEMIS encompasses all this detail, the NEB also collects this information from schools, citing the accuracy of data that is needed for examination purposes.

696. **Education Training Centre -** The Education Training Centres (ETCs) collect detailed information on the training status of teachers. Each ETC is responsible for entering and analysing teacher-training data of their respective clusters. The NCED, which is now a part of CEHRD, then accumulates the data from all ETCs for analysis and reporting. The provision of teacher training status is available in the IEMIS, but the ETCs use their own sub-system for collecting information.

697. **Teacher Service Commission -** The Teacher Service Commission (TSC) and the Teacher Record Office (TRO) are responsible for managing the overall data of Government-approved teachers across the country. While this information provides the most accurate data on these teachers, this data is not accessible to other CLAs, thereby forcing IEMIS to collect this information from schools. In addition, the information collected by TSC and TRO is only used for pension-related purposes, and has rarely been used for teacher allocation, redeployment and other planning purposes.

698. **Education Review Office (ERO)-** The ERO collects detailed information of students from sample schools that is required for examination assessment and other purposes, even though the current IEMIS has all this information. It is often argued that the ERO needs primary data to ensure that the selection of pupils for examination assessment is unbiased.

699. **Central Level Project Implementation Unit (CLPIU)** - The CLPIU is a project-based Government unit that is responsible for collecting physical infrastructures of the schools from 14 earthquake-affected districts. The most important purpose of the CLPIU are the enrolment and physical infrastructure details, which the current IEMIS encompasses. While CLPIU uses the enrolment, data captured by the IEMIS, this implementation unit again goes back to districts to collect details on schools' physical infrastructure.

700. **Food for Education (FFE) -** The FFE works in food-deficit districts and provides mid-day meals to a number of schools in the Karnali and Sudurpaschim Province. The required information for FFE is enrolment, retention and other disaggregated data related to pupils. Through the World Food Program

(WFP) the FFE has their own data collection mechanism, and they use their own sub-system to collect, analyse and report data. However, they have now started to approach CEHRD for needed information.

701. **Education Section at the Local Government:** The Local Government Operation Act, 2074 (2017) has authorised the LGs to conduct 23 activities that involve the collection and management of data at local levels. The LGs are also authorised to make acts, rules and regulations regarding the collection and management of data.

702. **Ministry of Social Development -** The MOSD is responsible for collecting and compiling educational data from the respective LGs. The MOSD is also responsible for designing and implementing plans and programmes based on the collected data.

703. **Education Development and Coordination Unit** - While the LGs are authorised to collect and manage data at local levels, the EDCU, established at the district level, has been mandated with the same activity. Contradictory in terms of constitutional provisions, the EDCU has also been given the mandate to report data at the federal level. While these CLAs and the provincial and local governments use different sub-systems to collect data, the lack of an integrated approach for data collection has burdened provincial governments, LGs and schools, which has resulted in the duplicities of efforts, resources and time.

Current Status

704. **MOEST/CEHRD -** The IEMIS section in CEHRD is headed by a Director, with three supporting staff. The Director has more than 10 years of experience in IEMIS section, while the supporting staff are relatively new. The current staff structure is an upgrade over the earlier context, during which there was only one member of staff in the IEMIS section. There is a separate section in MOEST with two - three members of staff in their own IEMIS section.

705. **MOSD -** All seven MOSDs have 20 - 30 dedicated staff headed by a senior Under-Secretary who has the overall responsibility of the education sector. Staff with prior knowledge of the IEMIS and who can serve as trainers at the district and local level have been assigned the responsibility of data management.

706. **EDCU -** The EDCUs present at the district level have an average of one - three staff members who are responsible for coordinating and managing the activities at the district level. Many of the ECDU heads worked as decision-makers in the past, with the then District Education Offices. While the heads are therefore often not motivated to facilitate the data management process, experience shows that many of the EDCUs have coordinated the data management with the LGs.

707. **The LGs -** The Rural Municipalities have approved positions for three - four persons including one School Supervisor, one Technical Officer and one junior staff. The status for the Municipality, Sub-Metropolitan and Metropolitan cities are the same. These staff members are responsible for activities that include planning, budgeting and monitoring of educational activities. The job descriptions are not defined, and prior expertise is hardly acknowledged when assigning roles and responsibilities.

Desired status

708. **MOEST/CEHRD -** The IEMIS section in both MOEST and CEHRD should be merged into one, with each staff member being assigned IEMIS responsibilities with clearly defined roles. This approach will ensure that the IEMIS section has adequate staff.

709. **The LGs/MOSD/EDCU -** As the IEMIS demands technical knowledge, it would benefit from having separate positions for data management at local, provincial and district level. However, every department at the LG-level, such as health and education, cannot have such separate positions.

Therefore, an IT Engineer position should manage data of education, health and all other sectors. Multi-sectoral integration of data further helps to manage the structure of staffing at local levels.

Gaps and constraints

710. **MOEST/CEHRD -** Staff in MOEST/CEHRD are not technical staff by profession but are nonetheless working in the IEMIS as technical persons. There therefore needs to be a full-time Computer Engineer(s) who looks after technical aspects of IEMIS, or, alternatively, part of this work could be sub-contracted.

711. **MOSD -** Recent trends show that MOSD has the necessary staff to manage data and train the LGs on data management. A total of six out of seven provinces (except the Gandaki Province) used their own staff to train their respective LGs. Staffing is not an issue in the Gandaki Province as this province did not allocate any budget for such an activity.

712. **EDCU -** Staff present at the EDCU can be mobilised as trainers, facilitators and for other purposes. However, the ECDU has limited funds and is therefore not able to utilise its staff.

713. **The LGs -** The Education Section Head or the IT Officer has led the data management process in Rural Municipalities. In Municipalities, Sub-Metropolitan and Metropolitan cities, the LGs have the benefit of using an IT Engineer in addition to the assigned Section Officer for the same purpose. In both circumstances, having a dedicated staff member for IEMIS and data management is essential.

Desired interventions

714. **MOEST/CEHRD** - Engage staff from MOEST/CEHRD to create Master Trainers at the provincial level. Make necessary arrangement to hire a short-term consultant to assist staff from MOEST/CEHRD for example for trainings and the design of materials .

715. **MOSD** - Encourage MOSD to allocate budget to prepare Master Trainers who would then provide much required trainings and technical support to the respective LGs. So far, six out of seven provinces have used this technique for addressing staff issues in the LGs.

716. **EDCU -** Either fund EDCU to manage IEMIS data or encourage MOSD to provide funds to the EDCU for IEMIS data management. Karnali Province used this technique for engaging EDCUs for data management in LGs.

The LGs - Either allocate staff or engage IT Engineers to work as data managers at local levels.

D3 Systems and tools

Current Status

717. **MOEST/CEHRD -** The current IEMIS is placed on the NITC server, which also means that NITC maintains the server, removing the burden for MOEST/CEHRD of regular maintenance and update. There are no procedural guidelines or training manuals related to operating the system. As for IEMIS, this system is only partially complete as it does not provide many reports, DLI/PRF outcomes, and indicators that are required for various levels of government.

718. The **LGs/MOSD/EDCU** - The current IEMIS is built on web-based platforms with each school being provided with login credentials. All 753 LGs, seven provinces and 77 EDCUs have also been provided access to the system and the information. There are procedural guidelines available regarding the operation of the IEMIS at different levels, but there is no professional communication strategy in place, with guidelines only being available on YouTube or personal Facebook pages.

Desired status

719. **MOEST/CEHRD** - The operation guidelines of the IEMIS data placed at NITC should be developed so that issues and functionality of the system can be easily tracked and recorded. Similarly, procedural guidelines in the form of, for example, videos, manuals, guidelines, should be made available. The IEMIS should be able to deliver required outputs, reports, indicators and information to all levels and user groups.

720. **MOSD -** The current web-based IEMIS is built on an open system platform meaning that everyone can create and link different sub-systems with the current IEMIS. MOSD should be encouraged to create new components in the system so that they gain confidence and ownership of it. Province 1, Province 3 and Province 5 are interested in linking university and CTEVT related data in the current web-based IEMIS. Like LGs, the MOSD should be encouraged to develop procedural guidelines and training manuals of their own.

721. **EDCU** - Since EDCUs have limited roles and responsibilities, they can use the information obtained from IEMIS to inform LGs about the quality of the data, reporting status of schools, and can analyse and disseminate the data to the LGs.

722. **The LGs -** All 753 LGs should be clear as to what the current IEMIS encompasses, and how they can use this system and information for planning, budgeting, monitoring and evaluation of educational activities. LGs should also be encouraged to create their own procedural guidelines encompassing information on the use and functionality of the system.

Gaps and constraints

723. **MOEST/CEHRD -** The current IEMIS cannot generate many reports, outputs, indicators and other information that is needed across levels and user groups. Also, only limited discussions with other CLAs regarding the use of IEMIS for different purposes have thus far taken place.

724. **The LGs/MOSD/EDCU -** Change of staff and the lack of institutional memory has limited the transfer of knowledge, skills and login credentials.

Desired interventions

725. **MOEST/CEHRD -** The MOEST/CEHRD should develop a standard login credential process so that transfer of staff has little impact on IEMIS login credentials. Use of LGs email addresses instead of personal ones is an example of such a process. Similarly, the IEMIS should be upgraded so that all information can readily be generated by the system. The current organisation that has maintained and designed the web-based IEMIS can be used for such an upgrade. If a new firm is selected for this activity ,they need to be briefed about the technical aspect of web-based IEMIS, which is costly and time-consuming. The features on web-based IEMIS should be discussed at the Federal Level so that CLAs and other Ministries are also informed about the process and the future collaboration and cooperation.

726. **The LGs/MOSD/EDCU** - A standard login credential process of IEMIS needs to be developed by MOEST/CEHRD so that these login credentials can be transferred to other staff, allowing the IEMIS to remain functional without interruptions.

D4 Skills and awareness

Current Status

727. **The LGs/MOSD/EDCU/MOEST/CEHRD** - The operation of the current IEMIS does not demand huge technical skill. Therefore, the procedural guidelines were able to help staff in LGs, MOSDs and EDCUs to learn the basic required skills. In addition, the IEMIS data has sometimes been used for scholarship

and fund calculation and distribution. There is very limited practice and awareness on the use of IEMIS information to inform quality aspects of education.

Desired status

728. **The LGs/MOSD/EDCU/MOEST/CEHRD** - The system should provide all the required outputs so that staff with limited technical skill can use IEMIS information for multiple purposes. Similarly, the IEMIS data should be used for informing quality aspects of education. To achieve this, the CLAs should use the IEMIS data for research and study reports. Adequate materials to enhance the skills of all the concerned staff regarding IEMIS should be available.

Gaps and constraints

729. **The LGs/MOSD/EDCU/MOEST/CEHRD** - The transfer of staff at all levels has always created gaps in terms of skills, capacity and human resources. As a result, except for MOEST/CEHRD who produce Flash report each year, none of the Government institutions have analysed and published data or information based on the IEMIS. Many schools still view IEMIS data as a mandatory data submission process, and are not aware of the various activities that can be done through IEMIS.

Proposed interventions

730. In the current context of 753 LGs, the accessibility of self-learning materials, guidelines, video clips, and other relevant documents is needed so that the LGs can enhance their skills, knowledge and expertise. Similarly, the IEMIS data has to be used and analysed to inform and raise awareness amongst stakeholders on different aspects of education, and therefore short and medium-term research and study reports are much needed.

D5 Internal and External Relations

Current Status:

731. **MOEST/CEHRD -** The CEHRD has been downsized in terms of departments and staff. Against such a background, along with the current federal structure, it is hoped that many activities will now be better coordinated resulting in effective internal cooperation in the CEHRD. A Communication Officer has been appointed in many of these CLAs in order to strengthen the relationship between and amongst different CLAs and Development Partners. The functional and collaborative relationship that existed earlier still exists between and amongst different ministries, development partners and other organisations.

732. **MOSD -** As in the case of LGs, the education section in MOSD has been given separate rooms or buildings at the provincial level. The Secretary present at the MOSD is responsible for managing links with various other departments in the MOSD.

733. **EDCU -** There are one to three staff members in the EDCU, suggesting that internal relationships are not as complicated as when there were more than 30 staff members in the same office, including the Resource Persons and the School Supervisors.

734. **The LGs** - Separate rooms or desks have been given to different departments, including the Education Section at the local level. The Chief Administrators Office has been given the major responsibility to manage and coordinate activities in the different departments. The available staff, on average two to four members, are undertaking all the activities, including the management of local internal relationships.

Desired status

735. **The LGs/MOSD/EDCU/MOEST/CEHRD -** There has to be a functional relationship between and amongst different internal and external actors for collaboration and cooperation. These relationships can be supported by appointing a Communication Officer.

Gaps and constraints

736. **The LGs/MOSD/EDCU/MOEST/CEHRD** - Organisations and individuals tend to wrongly believe that integration of data leads to lesser control over the data, and this is one of the major reasons why organisations are hesitant to create functional relationship with each other. Such misunderstanding needs to be erased by clearly defining the access protocol to all stakeholders, thereby encouraging internal and external cooperation and collaboration.

Proposed interventions

737. **The LGs/MOSD/EDCU/MOEST/CEHRD -** The benefits of data integration need to be displayed with cross-system data analysis and evidence shared at different public forums so that internal and external relationship can be strengthened.

D6 Motivation and incentives

Current status:

738. **The LGs/MOSD/EDCU/MOEST/CEHRD -** There are limited incentives for staff, and incentives that do exist are often simply extra allowances. In addition to financial incentives, participation in national and international meetings, workshops, seminars and other exchange visits can help motivate staff.

Desired status

739. **The LGs/MOSD/EDCU/MOEST/CEHRD -** Various types of incentive packages need to exist at all levels. Members of staff with better performance should be incentivised to continue this performance, with staff who are underperforming need a different type of incentive. Equal opportunities for trainings, workshops and exchange visit and programmes should be provided to all staff, irrespective of where they are located.

Gaps and constraints

740. **The LGs/MOSD/EDCU/MOEST/CEHRD** - Incentive and motivation packages are based on political and personal linkages rather than being needs-based.

Proposed interventions

741. **The LGs/MOSD/EDCU/MOEST/CEHRD** - Criteria for different motivational and incentive packages needs to be produced and followed. Encouraging data-based planning system from the federal and provincial level is another way to motivate and incentivise schools and local levels to collect and use data.

6.3 Findings and recommendations

742. An Information System accepts data resources as input and processes them into information products as output. Using this input-output process, the Integrated Educational Management Information System (IEMIS) placed at CEHRD also collects, stores, processes, analyses and disseminates education-related information to stakeholders. Realising such importance, development and strengthening of IEMIS has always been an important aspect of building the education sub-sector capacity. At present, Nepal has a functional web-based IEMIS that collects information from schools and disseminates it to all stakeholders.

743. **Analysis** of IEMIS shows that numerous CLAs have their own sub-systems that collect data that is already available in the IEMIS. With the current federal structure and with continuous dialogue, it is hoped that such redundancies will be removed. Similarly, all 753 LGs, and the seven provinces use the current IEMIS to organise their plans and programs although the Constitution has given them the authority to design their own data management system. The lack of a Federal Act is associated with only limited communication, coordination and collaboration between and across the three tiers of governments.

744. Discussions with stakeholders show that under-staffing is a major issue, and expertise is only insufficiently considered when developing job descriptions. Despite such challenges, the LGs are finding ways to complete assignments by using existing staff and sometimes requesting support from IT Engineers in the LGs. The issue of under-staffing has to some extent been addressed by web-based IEMIS, as this system provides the LGs with facts, figures and information that is needed for various purposes. Without this system, the same number of staffs would have to collect, compile and analyse all the information. Nevertheless, the current IEMIS does not provide adequate reports, DLI/PRF outcomes and other information that is needed for the three tiers of governments, and hence further improvement is needed.

745. Except for the Gandaki Province, all remaining six provinces trained their respective LGs in data management and the functionality of the web-based IEMIS. The CEHRD created the Master Trainers who then provided training to the LGs, occasionally through the use of YouTube videos and operational guidelines. However, many stakeholders use the IEMIS data for fund calculation purposes rather than also to inform quality aspects of education. Despite this and the downgrading of responsibilities across departments and staff, there is a sound relationship between internal and external stakeholders.

746. The above findings identify the gaps that needs to be addressed to ensure that the web-based IEMIS is functional and able to deliver all stakeholder's needs. Recommendations are as follows:

- With the newly federal structure in place, decision-makers need to know how data and information flows in such a structure. Therefore, an international exchange visit is recommended to support decision-makers.
- Develop and use communication strategy so that communication is well-guided and precise.
- Engage MOEST in initiating dialogue for integrating various sub-systems in the IEMIS.
- Create IEMIS Master Trainers at all levels so that technical guidance to the LGs and other stakeholders becomes less complicated. Hire a short-term consultant to assist staff from MOEST/CEHRD for trainings, design of IEMIS materials and other support.
- Engage MOSD in IEMIS trainings and encourage them to train their respective LGs and add EDCU staff in this process.
- Either allocate staff or encourage the engagement of IT Engineers to work as data managers at local levels.
- Enhance web-based IEMIS so that all stakeholders receive the required information from this system.
- Develop and provide easy access to self-learning IEMIS materials, guidelines, video clips, and other relevant documents.
- Encourage the development of research and study reports based on IEMIS to inform stakeholders and to highlight quality education.
- Display the benefits of data integration to all tiers of government so that internal and external relationships can be strengthened.
- Design differential motivational and incentive packages for staff.
- Encourage data-based planning systems so that each level understands the benefits of IEMIS and uses such systems to motivate and incentivise schools.

Annex 7: COMMUNICATION ASSESSMENT

7.1 Introduction

747. The implementation of the SSDP in the current federal context are associated with many challenges related to school education service delivery. Amongst others, information and communication on core issues related to policy, governance procedures and overall management responsibilities have not been addressed. This is reflected in the ambiguity of communication channels, and the lack of clearly assigned responsibilities across civil servants in LGs, and amongst teachers and headteachers.

748. The SSDP TA Facility assessed the information needs and rights of beneficiaries and implementing agencies, and the role of communication. As a federal programme, the execution of SSDP warrants a robust communication approach, advocated by the executive Ministry of Education, Science and Technology (MOEST), and translated by the implementing agency which is the Centre for Education and Human Resource Development (CEHRD). A consorted focus on communication is needed to bring uniformity in understanding and awareness of the overall shared responsibilities for education across the three tiers of government and their service delivery institutions.

7.2 Capacity assessment

D1 Policies, strategy and plans

749. **Current status** - The MOEST does not have a revised policy, strategy or plan that places communication as a crucial component in the federalisation process to address the drastic changes to SSDP's implementation structure, human resources management, and coordination and communication procedures. Newly formed provincial and local governments similarly do not have a focus at policy level. The absence of structured communication based on policy, strategy and plans is a challenge for coordination amongst the three levels of government.

750. There is a communication strategy for school safety and Disaster Risk Reduction (DRR) rolled out by MOEST and CEHRD, with Municipalities and provincial governments as specific audiences. The CEHRD's Audio Visual (AV) Section also has an annual plan to broadcast awareness, learning and sharing content, and a curriculum for Grades 9 and 10.

751. **Desired status** - Communication must be a priority for the three tiers of government. A focus on communication activities is needed to decode SSDP core objectives and raise meaningful awareness, and support coordination to implement and deliver services at all levels. The Ministry of Education, Provincial and Local Governments take policy decisions to support communication activities, strategies and plans.

752. **Gaps and constraints -** The absence of communication amongst the three tiers of government and their service providing agencies affects good working relationships, coordination and addressing demand and supply for education-related services.

753. **Proposed intervention** - Starting at the federal level, the Ministry along with the CEHRD must take a policy decision to prioritise communication to facilitate SSDP's implementation. This should include using the existing communication strategy for school safety under the leadership of LGs. It is important to develop and implement an SSDP-focused comprehensive communication strategy incorporating all tiers of government.

D2 Structures, staff and management

754. **Current status** - There is no provision in the Ministry's structure for communication-related work, including institutional provision for staffing. There are no structures for communication work in the

provinces or Palikas other than a tasked Information Officer to respond to queries within the scope of the Right to Information Act.

755. **MOEST** - The Ministry has an Information Officer whose primary role is in the Monitoring, Evaluation and Reporting unit. There is no unit for communication in the organogram or a team of staff to carry out communication work.

756. **CEHRD** - CEHRD has an AV Section with a 12-member team headed by a section chief, a radio engineer, radio technician, five videographers, a section officer and three support staff. The AV Section is under the Educational Technology and Non-Formal Education Division.

757. **Desired status** - There is a communication unit at the Ministry with the role tasked to the Development Aid Coordination Section (DACS) to ensure communication and information sharing on SSDP implementation with federal agencies, including development partners. As the executing agency MOEST has to be well informed on developments taking place, achievements, targets, deviations and challenges. With no current unit/department specifically having a communication mandate or terms of reference reflected, DACS appears to be an appropriate place to house a communication unit at the MOEST also considering its mandates of coordination role with federal level agencies (CLAs,) and development partners. The robust communication structure in the CEHRD's AV Section has been upgraded to undertake a comprehensive communication mandate to support coordination and program implementation.

758. **Gaps and constraints** - None of the tiers of government related to education, including the Ministry, Province, Municipality have highlighted communication as an element of their work, other than in the AV Section at CEHRD. There are no units to communicate information to staff or institutions.

759. **Proposed intervention** - At the federal level, particularly at CEHRD, a unit or department tasked with communication is appropriate.

> **CEHRD** - the AV Section in CEHRD is a suitable section to host the primary sector-wide capacity for communication.

> **MOEST** - in the MOEST, DACS is a suitable section to host sector policy-focused communication.

D3 Systems and tools

760. **Current status** - There are no systems or procedures that directly allow communication between the Ministry, CEHRD and province and Municipalities. Top-line communication is channelled through MOFAGA, limiting the demand for and supply of information. There is awareness and acceptance of gaps in communication from central to school level.

761. **Desired status** - In the absence of a Federal Education Act that could define communication channels, the principle of development communication would allow engagement between stakeholders and policy makers. This establishes a conducive environment and promotes information exchanges to create positive social change.

762. **Gaps and constraints** - There is a complete gap in communication channels between the executing/implementing agency and responsible governments at provincial and Municipality levels and their service providers. The existing system limits information flow for reporting, documentation and seeking technical support.

763. **Proposed intervention** - It is important to establish an agreed system within the three tiers of government to streamline communication based on coordination needs, linking all communication strategies and plans. This could be achieved by developing and disseminating communication guidelines and toolkits to establish uniform communication.

D4 Skills and awareness

764. **Current status** - Federal level institutions including the Ministry and the CEHRD, Provinces and Municipalities, know of the present gap in awareness and communication skills and practices. Provincial-level staff are aware of the education objectives, as well as the necessary technical knowledge and skills.

765. **Desired status** - Communication units and departments at federal-level institutions, Provinces, Municipalities(Palikas) and schools have skills and capacity to draft communication strategies and plans based on institution needs. Staff and management teams are aware of the value that communication brings to institutions and management.

766. **Gaps and constraints -** There is an absence of skilled staff at all tiers of government and their institutions.

767. **Proposed intervention** - Train and build capacities on communication principles and practices using the existing government resources or services of external providers. These capacities should be based on the policy and the established structures, with defined mandates for communication work assigned to staff in the present organogram. This could be achieved by defining communication job descriptions for responsible staff at all levels of government and institutions, assessing their training needs, and developing and disseminating suitable training to develop capacity and skills.

D5 Internal and external relations

768. **Current status** - MOEST's external relations are limited to central-level agencies and ministries. Internal relations exist within the Ministry's line agencies, such as the CEHRD. The CEHRD has internal relations with its units as well as external relations with central-level agencies. However, CEHRD's external relations with provinces and Municipalities are limited. The engagement of Municipalities with schools is limited despite them being direct line agencies responsible for education. At a school level, external relations with Municipalities mainly exist for budgets and administration.

769. **Desired status** - Based on the principle of development communication, all tiers of government maintain good internal relations for coordination as well establish external networks to receive support, promote institutional visibility and profile.

770. **Gaps and constraints -** Institutional approaches to external relations are limited to administrative work and follow only mandatory procedures.

771. **Proposed intervention -** Provinces, municipalities and schools assess their current external relations and engagement practices, and review how they contribute to institutional visibility, profile, establishing partnerships and cooperation. It is important to develop institution-specific assessments of the challenges to external relations, draft strategies and identify key actors to establish external networks.

D6 Motivation and incentives

772. **Current status** - The lack of clear information and communication, including on TOR for staff, responsibilities and accountability, is affecting motivation at all three tiers of government. Institutionally, lack of guidance, support and communication from line agencies and their leadership is affecting staff morale. At schools, motivation is affected by a conflict with elected bodies over ownership of assets, and a lack of support from line authorities to overcome these challenges.

773. **Desired status** - To help overcome ambiguity and the state of confusion as a result of the interim phase of federalisation, institutional mandates and roles of staff should be clearly communicated. Rely on a communication and engagement approach that enables institutional leadership to engage with staff to help motivate, influence and address grievances.

774. **Gaps and constraints** - Limited engagement and communication at institutional levels between line agencies, leadership and staff. Leadership in elected bodies and administration do not provide clarification or address grievances, and staff have a low morale.

775. **Proposed intervention** - Leaderships at CEHRD, Provinces, Municipalities and Palikas take consorted initiatives to improve communication at a horizontal level for coordination, and at a vertical level to disseminate information on institutional mandates, results, objectives and staff roles. It is suggested to promote periodic face-to-face communication and mechanisms to handle grievances to help sustain staff motivation and their institutional commitment.

7.3 Findings and recommendations

776. In the present federal structure, information flow for programme implementation and support is not streamlined. This is in stark contrast to the previous centralised system when the SSDP was drafted. The following recommendations for communication have been made to facilitate awareness at all levels on SSDP related to policy, governance procedures, and management and coordination of responsibilities.

- The three tiers of government should use policy initiatives to enhance understanding, communication and information flow across the tiers.
- Draft, develop and implement an SSDP-focused comprehensive communication strategy incorporating all government tiers.
- Communication structure and staffing capacity for the executive and executing agencies should be assessed based on institutional history of CEHRD's AV Section and their appropriateness to lead. Similarly, DACS could be identified as a suitable section to host sector policy focused communication.
- Develop and disseminate communication guidelines and toolkit to enable stakeholders at all levels to support communication work.
- Define mandates for communication work and responsible institutional and tasked staff at all levels. In addition, assess the training needs of these staff, building on their existing skills and capacities to develop appropriate training and exposure.
- Assess institution-specific challenges that limit internal and external relations, and draft strategies for key stakeholders to help coordination, synergy and visibility.
- Promote the establishment of periodic people engagement, and grievance handling channels and mechanism to help sustain staff motivation and institutional commitment.

777. Programme communication will help reduce substantial ambiguity on responsibility, authority and accountability between layers of government, and bring coordination and cooperation on their constitutional responsibilities for education. Communication as a management and administrative tool will also help the timely production of education results and the disbursement of conditional grants.

Annex 8: CONTINUOUS PROFESSIONAL DEVELOPMENT (CPD) / TEACHER PROFESSIONAL DEVELOPMENT (TPD) CAPACITY ASSESSMENT

8.1 Introduction

778. To improve the teaching-learning process and quality of education, the Government of Nepal/MOEST has spent considerable time and money training teachers. As a result, the percentages of fully trained teachers in community schools has reached over 98.2 per cent at primary level, and over 95 per cent at secondary level (DOE, 2018). However, some studies show that the impact of training in real classroom activities remains below the satisfactory level. Even after training, teachers often resorted to traditional methods, such as adopting teacher-dominated classroom activities. To address this situation the School Sector Reform Plan (SSRP) in 2009 launched CPD/TPD. The emphasis of the teacher training program has shifted towards a holistic professional enhancement of teachers, including headteachers. The continuous professional development (CPD) program aims to develop professionalism of all teachers by involving them in various capacity development activities, such as to encourage their creativity and commitment.

8.2 Capacity assessment

D1 - Policy, strategies and plans

779. **Current Status -** Implementation of CPD is guided by the following acts and education program documents:

780. **The Education Act 2028 (1971) -** The Education Act 2028 (1971) and ninth amendment of Education Act (2028 with amendments) delegated the authority of overall school management, including teacher management to Local Government (LG) bodies, known as Palikas. It outlines the provisions for obtaining teaching licenses, overall school management, and the authority of the SMC. Pursuant to the Education Act, SMCs have rights to "*appoint those candidates to the post of the teacher who have obtained License from the Commission and who are eligible for the post as per the prevailing law to the post of a teacher.".* Teacher appointments and transfers are still managed at a federal level.

781. At the moment, the Education Act 2028 (1971), which has been amended for the ninth time in recent years remains the main regulatory legal document for the school education sector. However, it does not clarify the roles and responsibilities of the three tiers of government. In order to address the contradictions and explain responsibilities, the MOEST elaborated the new bills in the Federal Education Act, which is, however, not yet enforced.

782. **The Local Government Operation Act 2017 -** The Local Government Operation Act (2017) under the functions, powers and duties of the rural and urban municipalities states the policies, standards, planning, implementation, evaluation, monitoring and quality control on early childhood education and the development/PPE and education (MOFAGA, 2017). LGs are therefore required to develop necessary policies, plans and programmes to improve the quality of school education. Under this Act, Palika-level education sections are responsible for CPD of teachers (MOFAGA, 2017). Currently, as specified in SSDP, the CPD program is a key agenda for quality education.

783. **The SSRP (2009-2015)** - The SSRP developed the policies and plans for CPD with the aim of enhancing teachers' qualifications and professional competencies to better facilitate pupils' learning. In 2009 the SSRP planned to provide on-the-job professional capacity development training of 30 days to all teachers within the five-year project period. Similarly, for developing leadership capacity of the

headteachers the plan mentioned that various on-the-job training programmes will be provided to at least 20 per cent of headteachers per year.

784. **The SSDP (2016-2023)** - The SSDP has put *"improved learning opportunities"* at the forefront of its reform agenda. It is mentioned that *"large achievements have been made in securing access to education, and it is now necessary to focus more on the quality and efficiency of education provision"* (p. 8). For this, it has stressed ensuring the quality of inputs, in terms of teachers, teaching-learning resources and the enabling education environment. It has explicitly mentioned that CPD and management is a key agenda with regard to improving quality at all levels of school education—ECED/PPE, basic education and secondary education. SSDP has planned to implement various models of CPD, including online and mobile phone-based self-learning resources, short modular courses, support for the development of subject teacher networks and school-based professional development for secondary teachers (MOE, 2016).

785. Improving pedagogical practice to improve learning outcomes is also one of its key strategies. The SSDP planned to create new secondary teacher positions to supply subject teachers, and has also developed a plan to attract more candidates to teacher education programs in maths and science by providing incentives and scholarship schemes.

786. **Desired status -** There is a need to develop systemic policies and plans for headteachers and teachers' CPD besides the qualification and basic training at all three levels of government.

787. At the federal level, MOEST/CEHRD should coordinate with all the relevant government institutions, such as CDC, NEB as well as I/NGOs, DPs and the private sector to develop policies on CPD, and make this a priority agenda of the federal government.

788. At the provincial level, the provincial governments should coordinate with relevant institutions, such as the PETC, EDCU, universities, teaching colleges and the private sector, and develop necessary policies in line with the federal level policies on CPD.

789. At the local level, the municipalities should coordinate with local organisations, including LGEU, SMCs, PTAs, training institutions, model schools, experienced teachers and private schools, and develop necessary policies on CPD. The policies should target the implementation of demand-driven CPD programmes that include all teachers, including headteachers at both basic and secondary school levels. All three tiers of government should allocate funds for implementing these CPD programmes.

790. **Gaps and constraints -** Gaps and constraints found in policies and CPD programme implementation are a lack of detailed policy on the implementation of CPD as envisaged in SSRP and SSDP documents that include post-training CPD opportunities (CERID, 2009). In addition, while The SSRP (2009) and SSDP (2016) indicate the importance of CPD for quality improvement of school education, policies have not been developed to implement the CPD programme.

791. According to the Status report (2017/2018) teacher training programmes were carried out based on the TPD modules that cover subjects and level-wise contents, and a total of 4,500 teachers received TPD training.5, but its coverage so far is limited.

792. CPD programmes and activities as stipulated in SSDP (2016) have not been implemented due to the lack of required policies. SSDP (2016) states that *"diverse means of continuous professional development will be introduced, including online and mobile phone based self-learning resources, short modular courses, support for development and sustenance of subject teacher networks and school base professional development for secondary teachers"* (p. 78).

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[5] *Status report 2017/2018, cited in Hélène Bessières, Nelly Dolidze, Serge Peano, et al. (2019).*

793. **Proposed interventions -** In order to effectively implement CPD programmes to improve the quality of school education as envisaged in SSDP, it is important to develop appropriate policies, plans and strategies. Overall, keeping in mind the changed political and administrative structure it is important to prioritise the expansion of CPD across all school headteachers and teachers in the educational policies of federal, provincial and local governments/municipalities.

794. As there is a lack of specific policies and detailed timebound plans on CPD, there is a need to develop necessary policies and plans for its effective implementation at all three tiers of government, and ensure allocation of necessary budgets.

795. The CPD programme should not be limited to promoting teachers' knowledge and skills but should also focus on better school and classroom management and effective teaching and learning processes by ensuring the use of child-centred, activity-oriented pedagogies for better pupil outcomes. As the backgrounds of the schools and needs of the school headteachers and teachers vary, it is necessary to introduce differentiated CPD models to meet local needs.

D2 - Structures, staff and management

796. **Current Status** - The existing structure, management procedures and staffing available to implement CPD programmes is presented below.

797. **The Centre Education and Human Resource Development (CEHRD)** - A new structure of education systems has been created by merging the former DOE and NCED. This centre has the mandate to set standards of curriculum and development of training packages for teachers' and headteachers' CPD provided in Education Training Centres (ETCs) and, until recently, Resources Centres. Most functions previously undertaken by DOE and NCED have shifted to provincial governments and PETCs, as well as LGs/municipalities. Therefore the CEHRD has an opportunity to focus more on improving the quality of education, meaning that it should develop policies with regard to the CPD of headteachers and teachers, and coordinate with both vertically (provincial government/PETCs, EDCU and LG organisations) and horizontally with relevant institutions and agencies, as well as relevant institutions at the federal level (CDC, ERO, NEB, I/NGOs).

798. Under the CEHRD the two important sections responsible to implement CPD are the Teacher Training Section (TTS) and Educational Management Training Section (EMTS). The TTS is mainly responsible for developing policy for teacher training (both general and technical education streams), the teacher competency framework, certify teacher training curricula, develop standards and formulate teachers' capacity development programmes. The EMTS is responsible for developing policies, programmes and standards for implementing professional development of education management officials, including headteachers. It is also given the responsibility to implement CPD for Level 1 Education Officers. Furthermore, EMTS is expected to identify the training needs of all staff members from local community to central-level officials involved in the education sector, and coordinate, regulate and monitor the activities and training programmes implemented at the provinces (MoEST, 2018).

799. **The Teachers Service Commission (TSC)** – The TSC is a self-governing body with a threefold mandate to teachers' licensing system (public and private schools for all types of teaching positions), selection of permanent teachers for community schools based on open competitions and overseeing the promotion process. The TSC at the central level serves as an arbitrary in case a promotion decision made at local or regional level are contested.

800. One of the major reasons for the poor quality of education is linked to the unavailability of required subject teachers, specifically for Maths, Science and English. In order to respond to the shortage of subject teachers, SSDP has made a provision of "teaching learning support grant", allocated to schools to manage the Maths, Science and English teachers in basic schools (Grades 6 - 8) and secondary

schools (Grades 9 - 10) and teacher support in basic schools (Grades 1 - 5). The teaching learning support was provided to manage 1,270 teachers in basic (Grades 1 - 5), 1,229 teachers in basic (Grades 6 - 8) and 1,448 teachers in secondary (Grades 9 - 10) to cover the shortfall of subject teachers in the neediest schools.

801. SSRP (2009) has developed a policy of categorising teachers into four classes at each level. According to this policy, there will be four classes of teachers: beginner, experienced, master and expert. The basis for being promoted to the upper level will be TPD training of a given duration, qualification, performance and seniority. The TSC commission can play an important role in deploying the necessary subject teachers as per the categorisation of teachers based on their involvement in CPD programmes.

802. **The Provincial Education Training Centre (PETC)** - The former ETCs, which were directly under the umbrella of NCED have now been categorised under the Provincial Government. The Provincial ETCs organise in-service training programmes for teachers, and, at the provincial level, PETC should thus play a crucial role in implementing CPD programmes.

803. **The Education Development and Coordination Unit (EDCU)** - The EDCU stablished in each district is similar to that of the former DEO. As most of the functions and responsibilities of DEO have been delegated to LG organisations/municipalities, the EDCU could play a big role in improving the quality of education through implementing CPD programmes.

804. **The Local Government/municipalities** - The lowest levels of government in the federal structure have been made responsible to develop necessary educational policies, plans and programmes, and implement basic and secondary education. This should include the possibility to merge schools, reallocate teaching position between schools and appoint locally-funded teachers. In this context, and considering the SSDP objective to provide equitable access to quality education, it is essential that national criteria and standards are used with regard to teacher's qualifications and selection, and access to CPD and appraisal. In this regard, the LGEU should involve all the teachers at the local Palika level in CPD programs.

805. **The model schools** - Model schools were established as support centres to serve as an entry for a cluster follow-up mechanism to ensure dissemination of the training received by the teachers in the model schools to neighbouring schools. In addition, it was also expected that novice teachers would be given an induction-level training that is attached to their school. Based on international practice, the duration and modality of the induction-level training should be offered over the approximate duration of a one-year period, broken down into phases and modules. The induction training can be provided by the ETC, PETC or EDCU, in coordination with experienced teachers at the school level. At the local level, model schools should play a leadership role in implementing demand-driven CPD activities, based on the needs of its own teachers and the teachers from neighbouring schools.

806. **Provision of mentoring/expert teachers -** In addition to grade progression and remuneration, teacher appraisal schemes should be improved to include increased responsibilities, such as being mentors to support newly appointed teachers, participating in action research, being part of a pool of "expert teachers" who are consulted on curriculum and material development.

807. **Desired status** - In order to effectively implement the CPD programmes, it is important to make the following provisions:

- At the federal level, mobilise subject experts available at CDC, NEB, ERO, universities and training institutions to design, implement and monitor CPD programmes.
- At the provincial level, PETCs need to take responsibilities for implementing CPD. PETC should design, implement, monitor and provide technical support to model school, other schools and mentoring/networking system on a regular basis, which could be achieved through virtual means.

- Mobilise the teacher trainers and subject specialists formerly working in ETCs to implement CPD programmes at the local level.
- At the local level, form CPD groups that involve experienced and well-trained teachers, teachers from model schools and locally available trainers from training institutions.
- Include model schools as a separate entity in the school education structure. Model schools should be given responsibility to implement CPD at local levels and take over most activities of former RCs in supporting neighbouring schools.

808. **Gaps and constraints -** There are several gaps and constraints associated with the structures, staff and management and staff required for effective CPD implementation. The existing provision shows that PETCs, in addition to various other duties, have the sole responsibility for implementing CPD. It has not yet been recognised that the design, implementation, monitoring and evaluation of CPD should be the joint responsibility of all actors and institutions responsible for improving the quality of school education.

809. There is lack of a comprehensive CPD model suitable for bringing desired changes in school management and teachers' behaviour for improving quality of school education. This shortcoming may in part be due to the CPD programme not yet being linked to teachers' promotion criteria, and the budget allocated in SSRP and SSDP for CPD being used for providing subject-specific training to teachers.

810. **Proposed interventions -** There is a need to develop one or more comprehensive models of CPD programmes suitable for schools with different backgrounds and contexts. Providing a facilitator in each municipality to facilitate and coordinate such programmes at the local level could support its effective implementation. The experts and trainers from former ETCs could also be deployed as CPD facilitators.

811. It would be useful to develop a roster of experts, especially in Maths, Science and English for a CPD programme of upper basic education (Grades 6 - 8) and secondary education (Grades 9 - 12) teachers in all three levels, namely at federal level, in provinces and in local municipalities. It is important to ensure the involvement of these experts in implementing CPD programs at their respective levels. In addition, it would be useful to form subject-specific ALGs/mentoring system or "networks" of teachers, as specified in SSDP and include them as a major component in the CPD programme.

D3 - Systems and tools

812. **Current status** - The existing system and tools being used to implement CPD are discussed below.

813. **The PETCs** - The PETCs have been implementing CPD in a modular structure, which comprises a three-part training workshop, self-study exercises and instructional counselling. According to the module, the first part runs for 5 days in a face-to-face mode, and the second part runs for 20 - 30 days and involves the teacher performing the assigned tasks to get a credit equivalent to three days' work. The final phase is instructional counselling, in which the instructors visit the schools of the hub to evaluate teachers' performance in the self-study exercise.

814. The SSRP (2009) has made a provision for 30-day long training as a part of CPD to every teacher every five years. According to the TPD Framework (NCED, 2072 BS 1/ 2015) the TPD programme includes: (i) Teacher training—certified training, refresher training, modular training based on local needs, (ii) Self-learning, and (iii) Experience-sharing program. The Teacher Competency Framework (NCED, 2072 BS 2) includes eight different competencies: content knowledge, pedagogical knowledge, knowledge about children/learners, learning environment and classroom management, communication and collaboration, CPD, legal and professional conduct, and information and communication technology.

The teacher competencies are well reflected in the teacher training packages developed by CEHRD (former NCED).

815. NECD has developed a TPD handbook based on a SSRP capacity development plan. It has set the performance objectives for capacity development at three levels, which are institutional, organisational and individual. The institutional level creates rules and regulations, standards and procedures. The organisational level creates networks of institutions and organisations with clear functions, authorities and performance objectives. Finally, the individual level creates a human resource base with appropriate knowledge, skills and attitude (CERID, 2009).

816. **Teacher Information Management System (TIMS)** - The transition to federalism has affected the IEMIS reporting mechanisms on teacher training in that the CEHRD no longer receives reports from the ETCs that are now under the provincial governments. Instead, the CEHRD must now contact the ETCs to consolidate and triangulate the data collected at the school level.

817. Although the IEMIS collect data on all types of teachers and the training they receive, additional development is needed to ensure a systematic monitoring and to explicitly include locally funded positions. So far, only permanent teachers have a unique identification number, which is necessary to gather information on their CPD over the years. The CEHRD is considering using the national ID number, to be introduced soon by the MOFAGA, for other categories of teachers to develop teacher information management system. A systematic reporting mechanism between the PETCs and the CEHRD should be established until the IEMIS can more systematically collect data regarding teacher CPD.

818. **Teacher Qualification and Career Path** - The Education Act sets the minimum qualifications for teachers: Teachers in the early grades of basic education (Grades 1 - 5) are required to be a SEE graduate, and teachers in Grades 6 - 8 (upper grades of basic education) need the minimum qualification required is SLC. To become a secondary school teacher in Grades 9 - 10 it is necessary to hold a Bachelor's degree, and to teach in Grades 11 - 12 a Master's degree is necessary.

819. The Teacher Service Commission at the federal level plays a major role in accrediting and certifying teachers, and monitoring criteria for recruitment, appointment and promotion of teachers (MoE, 2016). There is provision for recruiting one teacher in an ECED/PPE class, at least seven teachers in a basic school offering Grades 1 - 8, and nine teachers in a secondary school offering Grades 6 - 10. Amongst the total number of teachers in a basic school offering Grades 1 - 8, four teachers with qualifications of higher secondary education or Intermediate in Education (I. Ed) degree with English, Science or Maths, Nepali or Sanskrit language and Social Study as major subjects will be recruited. In a secondary school offering Grades 6 - 10 amongst the total number of teachers, five teachers with a Bachelor's or an equivalent qualification with English, Science or Maths, Nepali language, Social Study and any other optional subject as the major subjects will be recruited.

820. There are two separate career paths for basic and secondary teachers. Each path includes four stages: beginner, experienced, master and expert for both basic and secondary level teachers. Basic level teachers with appropriate qualifications are eligible for open and internal competition to a secondary level position. The teachers are upgraded based on their performance such as time on task, seniority, qualification, training and pupil achievement (MoE, 2009).

821. **Desired status** - To implement the CPD programme effectively it is important to develop an appropriate system, follow necessary procedures and develop necessary tools. This includes developing a clear understanding on the agreed model of one or more comprehensive CPD programmes among the stakeholders at the federal, provincial and local levels.

822. It is necessary to link CPD to a holistic development of the school system. This includes optimum and appropriate use of the physical indoor and outdoor spaces and facilities, partnering with school

administration and parents, use of curriculum, textbooks, reference materials, teaching learning materials, and formative and summative evaluation techniques, and focusing on quality improvement in the teaching-learning processes to improve pupil outcomes.

823. MOEST/CEHRD need to develop a policy of CPD by involving all the relevant central level institutions, including CEHRD, CDC, ERO, TSC, and NEB. In addition, at the local level, network of relevant organisations, such as LGEU, ETC, model schools and NGOs should be formed for implementing CPD programmes. At the school level, it is necessary to form CPD implementation groups by involving experienced and competent teachers, headteachers and SMC members.

824. **Gaps and constraints** - The gaps and constraints found in the system and procedures of implementation of CPD program are discussed below.

825. The CPD programme, as envisaged by the SSDP, is not being implemented effectively as there is a lack of an appropriate system and procedures. The existing 30-day long training as a part of CPD to every teacher every five years is inadequate. In addition, many teachers are not involved in any CPD programmes. According to a status report (2017/2018) only 4,500 teachers received TPD training. The existing provision of a 30-day long in-service certification training based on the TPD modules that cover subjects and level-wise contents divided into two (15 day each) modules (including 10 days of school-based practice) is supply- rather than demand-driven. CPD programmes need to be demand-driven in order address local contextual problems at the local level.

826. The CPD programme lacks a specific, focused programme for the headteachers and SMC members that is required for better teacher management, supervising teachers' performance and supporting teachers in using their new CPD learning.

827. SSRP (2009) stressed the importance of CPD at three levels—institutional, organisational and individual. However, the CDP program has been limited to the individual level.

828. **Proposed interventions** - The existing system and provision of CPD programmes is inadequate and slow in terms of increasing opportunities for teachers, suggesting that a comprehensive and innovative CPD approach needs to be developed. As CPD involves various implementation strategies and supportive mechanisms it requires various systems, procedures and tools. This necessitates developing a comprehensive CPD programme that meets the need of both school administrators, teachers and headteachers. CPD should focus on "post-training professional development activities" for teachers and headteachers to solve their context-specific problems and issues at the local level, and to update them with relevant new knowledge and skills. The activities under the CPD program therefore need to be carried out as a continuous process rather than as a one-off activity.

829. In order to achieve this the existing TPD Handbook developed by NCED needs to be critically reviewed and revised to meet the current needs of teachers and headteachers. In addition, a system for regular contact, as well as virtual communication among CPD participants, and communication with experts, including e-learning and online courses, needs to be developed.

D4 – Skills and awareness

830. **Current Status** - Implementing CPD for teachers and headteachers is relatively new in Nepal. SSRP (2009) proposed initiating CPD for teachers as a new focus, which goes beyond regular basic training programmes, and in 2016 SSDP identified the importance of CPD. Since then a significant development have taken place to establish and revise training curricula. Additional modules have been developed to cover new subjects and teaching practices. For example, two new courses at a basic level (Health and Physical Education and Computer Science) and two new courses at a secondary level (Disaster Management and Optional Maths) have been developed and approved by the Education Human Resource Development Council, which is chaired by the Education and Science and Technology

Minister. The curriculum for secondary school teachers has been revised and the new package is currently being implemented. So far, at this secondary level, five teacher professional development training curricula (ICT in Education-Basic Training; Learning Based on Project Work; Hearing Impairment Related Disability; Creative and Expressive Teaching; and Grade Teaching) have been revised and approved.

831. Specific training for headteachers in leadership and management has also been introduced. Two 15 days certification TPD packages have been developed in Science, Maths, English, Headteacher Leadership and Management, and ICT, and are currently being implemented. In addition, in five streams of new teachers training curricula related to the TVE programme have been developed and approved by the Council headed by the Minister. These five streams are Electrical Engineering, Computer Engineering, Civil Engineering, Plant Science, and Animal Science.

832. **Desired status** - For the successful implementation of CPD the relevant officials and stakeholders at all three levels of government, as well as education officers at MOEST, CEHRD, PETC, LGEUs should have a clear and common understanding of the CPD model and its implementation procedures. Necessary guidelines should be developed by MOEST/CEHRD on implementation of CPD, and the programme should be monitored through its line agencies and PETC to ensure effective implementation. For this, the development of monitoring tools, and the training of official involved in the monitoring is needed.

833. At the local level, the municipalities should provide the necessary support in implementing CPD for teachers and headteachers at all the schools within their respective jurisdictions. Such support could include the development of necessary a policy, plans and programmes with budgetary provisions.

834. To raise awareness of the importance and different ways of participating in CPD programmes, teachers and headteachers need to be informed through various means of communication. Specifically, the CPD programme should include the use of social media, access to virtual online consultations and the formation of networks and mentoring system.

835. **Gaps and constraints** - CPD development for teachers were for many years limited to ensuring basic qualifications, licensing and training programmes. Only during the implementation of SSRP (2009-2016) has the CPD concept been introduced. However, many officials at the federal, provincial and local levels lack the conceptual clarity and required capacity to implement CPD as envisioned in SSRP and SSDP. Development of a sound model of comprehensive CPD programmes at the national level that includes post-training activities and support system for teachers and headteachers at the local level will therefore require technical expertise and concerted efforts and skills.

836. **Proposed interventions** - In order to implement CPD as one of the major reform initiatives there is a need to develop awareness and skills among all stakeholders. CPD should not be implemented as a standalone program and must be changed from a supply-driven modality to a demand-driven modality (Acharya, S. and Uprety, T. 2019). In addition, it must be acknowledged that teachers are often not able to transfer their skills into the classroom due to factors such as the duration of teaching sessions, quality of the learning environment, and class size (Acharya, S. and Uprety, T. 2019). In order to consider these challenges and strengthen the teaching profession, it is important to provide teachers with psycho-social, administrative and technical support in a continuous manner. The CPD programme should therefore also include support beyond technical know-how/support.

837. It is necessary to link the CPD programme to a teacher licensing, appointment and promotion system, and include all teachers. CPD plays an important role in promotion, which might explain the difficulty for locally appointed or temporary teachers to benefit from TPD packages. Considering that privately funded teachers already constitute more than 30 per cent of the teaching workforce, and will continue to constitute such a significant proportion for the coming years, their adequate qualification and training is a key element to achieve SSDP objectives.

It is important to pilot entire CPD models or, at a minimum, their major strategies, to establish evidence for replication in other parts of the country.

D5 - Internal and external relations

838. **Current status** - Various institutions and governments at the local, provincial and federal level have a large responsibility in effective CPD implementation. CPD (in the name of TPD) is being conducted by PETC. So far, it is being implemented by ETCs as a centralised programme. According to the Status report (2017/2018), 4,500 teachers have been provided with a 30-day long training based on the TPD modules that cover subjects and level-wise contents.

839. In general, CPD is understood as one of the main processes of ensuring professional development of teachers through access to different opportunities to solve their practical problems and keep them abreast of new instructional technologies and latest knowledge in the areas of their respective teaching subjects. In order to directly link CPD to daily teaching-learning activities it has to be a local school-based program. However, as the ETC officials themselves argued that the TPD modules developed by CDC are largely theoretical and lack practical part (SSDP MTR Aide Memoire, 2019).

840. According to the recent Aid Memoire report, the system for CPD and training of teachers (based on information from Province 2 and Karnali) remained uncertain due to the lack of clear legal provisions. The ETCs are unable to adequately plan because they do not have the mandate to call teachers for training, and because they do not have a direct link to LGs/Municipalities. Some ETCs coordinate with some EDCUs. However, they could not select teachers for training as only the previous DEOs had the mandate to do so. Similarly, some EDCUs in these provinces state that while they had informed teachers about CPD opportunities, teachers themselves reported that they had received such information. Furthermore, interviews conducted at the central, provincial and school level6 reveal that the existing training capacity in the seven ETCs is currently insufficient to meet the target set in SSDP PRF, as well as to respond to the existing demands.

841. Due to the changed context, the bottom-up approach used by the CEHRD for planning interventions, including the identification of training needs is no longer applicable7. Currently, CEHRD sets targets for each training package for each province solely based on the available information at the central level. The ETC, in coordination with the EDCU, then informs the LGs of the existing training package and number of places available, collects their needs and, if the demand exceeds the provision, proceeds to the selection of teachers who would benefit from the TPD packages. This process is highly unsatisfactory both in terms of transparency and in terms of adequate planning. Therefore, a new coordination mechanism should be put in place so that different level of governments can ensure an appropriate identification of needs for teachers and headteachers. Additionally, several stakeholders noted that the new modalities used for training packages do not enable a follow-up at the school level, to ensure and support teachers in transferring the newly acquired skills into their teaching practices (MTR).

842. **Desired status** - Most of the training programmes conducted in the past were guided by a supply-driven approach. However, in order to meet the immediate needs of the schools, teachers and headteachers CPD activities need be demand-driven.

843. The federal, provincial and LGs and relevant institutions, including CHERD, CDC, NEB, ERO at the federal level, PETC at the provincial level and LGEU should give priority to CPD and take responsibility in developing necessary policies, plans and programmes, as well as ensuring their effective

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[6] *ETC as well as the Teacher training section in CEHRD indicate that the ETC have difficulty to adequately plan and implement all expected training sessions and meet the target set at federal level. Head teacher and teachers interviewed indicate on their part that they have difficulty to be included in TPD plans*

[7] *As observed during MTR data collection*

implementation at the local level. LG authorities and municipalities should then take a leading role in implementing the programmes at a local level. The programmes should be launched at the school level, and they should include teachers and headteachers.

844. The provincial government and PETC should provide necessary technical support in implementing CPD to all the local Palikas. The federal government and relevant institutions such as CHERD, CDC, NEB, ERO should be involved in developing necessary policies, plans and a comprehensive national CPD programme with budgetary provisions.

845. **Gaps and constraints** - There is a need to establish a structure and define roles of various relevant institutions at the federal, provinces and LG levels that are responsible for implementing CPD programmes. This is because organisations and individuals tend to limit CPD to training, which is often subject-specific. However, training is only part of CPD, and there is a lack of effective implementation of other CPD-related activities.

846. CPD activities need to be undertaken at the local level. However, it seems CPD is the sole responsibility of PETCs, and there is no culture of sharing and learning from each other at the local level. For example, there is no system for solving problems at the local level through the expertise and know-how available at this level, and there is a tendency to look for higher authorities to solve any problem or initiate any new reforms in school.

847. **Proposed interventions -** The CPD programme is currently being implemented as a central programme by PETCs. However, it should be implemented by the LG/Palikas to address the local contextual needs of teachers and the school system. The provincial and federal level governments and relevant organisations should provide necessary technical and financial resources to implement the programme at the local level.

848. The programme should also include headteachers, and, if necessary, SMC members to bring about the desired school reform. Without support from the school administration, namely headteachers and SMC, teachers were unable to transfer their new knowledge, skills and teaching techniques into the classroom.

849. The central level organisations, such as MOEST, CEHRD, CDC, NEB, ERO and TSC should play important roles in developing the necessary policies, plans and programmes, and allocate necessary CPD budgets, which can then be implemented at the local level. The provincial government should provide technical and financial support to the local municipalities to implement CPD programmes and ensure their effective implementation.

D6 Motivation and incentives

850. **Current Status -** Some of the major motivation and incentive factors for joining the CPD programmes are the opportunity to have a 30-day long in-service certification training based on the TPD modules that cover subjects and level-wide contents, which is divided into two (15 day each) modules (including 10 days of school-based practice). The provision of a mandatory induction training for all new recruits, including pre-primary class teachers for 10 days, and certification of having passed the CPD courses and linking this to promotion are also important motivating factors.

851. To motivate teachers to join the TPD program provisions have been made to:

- Include the names of teachers who are able to increase pupils' achievement through innovative efforts in the selection list of roster instructors
- Felicitate teachers who are able to effectively undertake teaching learning activities and use innovative approaches
- Publicise the innovative activities and explorations made by the teachers

- Link teachers' innovative activities and explorations to their performance evaluation

(NCED, Ministry of Education, 2072 BS 1).

852. The programme is being implemented by PETC with limited involvement of other sectors and has so far involved only a limited number of teachers.

853. **Desired capacity** - In order to implement the CPD programme effectively it is important to have the required motivation and incentives across stakeholders. In addition, all the three tiers of government should allocate necessary budgets. The relevant institutions at the federal, provinces and local levels should have a common understanding of the CPD model and its benefits. CPD programme activities should also be directly linked to improving the teaching-learning processes and pupil outcomes.

854. **Gaps and constraints** - The major gaps and constraints related to motivation, incentives and values in the effective implementation of CPD are that the existing training capacity in the seven ETC is currently insufficient to meet the target set in SSDP PRF, and to respond to existing demand. Furthermore, the provision of teacher training packages is not meeting the needs (MTR, 2019).

855. There's no coordination mechanism between the different level of governments to ensure an appropriate identification of needs and participation of teachers and headteachers in CPD programme. In addition, CPD-related training packages do not enable follow-up at the school level to ensure and support teachers in transferring the newly acquired skills into their teaching practices

856. **Proposed interventions** - It is important to link teachers' and headteachers' performance in CPD to their promotion criteria so that they will be motivated to join and actively be involved in CPD programmes. It is also important to encourage all teachers and headteachers to participate in CPD programmes. Publishing innovative initiatives, successful or best practices and significant achievements made through CPD programmes can encourage teachers and headteachers to join CPD.

857. Similarly, it is important to establish networks of teachers and headteachers based on their level of school and teaching subjects. Such networks should make provision for virtual communication as well as face-to face meetings and allow for communication with the central- and province- level experts.

8.3 Findings and recommendations

Findings

858. The SSRP (2009-2015) identified the need for CPD to enable teachers to solve their context-specific problems and help them grow professionally. The SSDP (2016-2023) has recognised CPD as one of the major components required for improving the quality of school education and better pupil outcomes. SSDP has planned to implement various models of CPD that may include virtual contacts, self-learning resources, short modular courses, formation of networks and school-based professional development for secondary teachers. Specific training for headteachers in leadership and management have also been introduced. However, detailed information on how many headteachers received this training and how the training is linked to CPD could not be ascertained.

859. The CPD programme being implemented is more focused on subject-specific training programmes with limited post-training support for teachers to solve their context-specific problems and transfer new knowledge, skills and pedagogies into the classroom.

Recommendations

- Implement CPD at the local level and make it a major programme of the LG, with financial and technical support from federal and provincial governments.
- Establish capacity to facilitate CPD within LGs. For this purpose, it is important to assign a CPD facilitator in each LG.

- Form mentoring/networking system at the local, community or school level, and link it to CPD program as one of its major components. This would support local needs.
- Develop a comprehensive model or models of CPD that addresses the diverse needs of headteachers and teachers in school and classroom management and the teaching-learning processes. The model or models should include innovative strategies and various programme activities that address the immediate needs of teachers and headteachers.
- Change the existing system of supply-driven modality of CPD to be to a demand-driven modality.
- Ensure that CPD programmes include all teachers irrespective of their appointment type and employment status.
- Prioritise CPD in educational policies and plans at all three tiers of governments, namely at federal, provincial and local levels.

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Annex 9: ASSESSMENT AND EXAMINATION CAPACITY ASSESSMENT

9.1 Introduction

860. The Government of Nepal's SSDP seven-year period plan (2016-23) emphasised its continued efforts towards equitable access to quality education. It aimed "*to increase students' learning through enhancing the relevance and quality of the learning environment, the curriculum, teaching and learning materials (including textbooks), teaching methods, assessment and examinations*" (MOE, 2016, p. 17).

861. The SSDP stressed both formative and summative assessments "to be more skills and learner focused rather than content focused" (MOE, 2016, p. 67) to improve pupil outcomes. There should be a move from the assessment of learning to assessment for learning and ultimately to assessment as learning (MOE, 2016; Earl and Katz, 2006).

9.2 Capacity assessment

D1 Policies, strategy and plans

862. **Current status** - Policies, strategy and plans regarding assessment and examination of pupil achievement can be found explicitly spelled out in the following policy and programme documents.

863. **The SSDP (2016) -** states that "large achievements have been made in securing access to education, and it is now necessary to focus more on the quality and efficiency of education provision. It is necessary to address the challenges related to the quality of education and the achievement of learning competencies without leaving those behind who have been unable to access education." (MOE, 2016, p. 10). The SSDP further states that education aims "to increase students' learning through enhancing the relevance and quality of the learning environment, the curriculum, teaching and learning materials (including textbooks), teaching methods, assessment and examinations" (MOE, 2016, p. 17). It has emphasised making formative and summative assessments more skill- and learner- focused rather than content-focused. Exam reform will remain a major focus, with the aim of standardising exams and ensuring that exams assess the competencies that pupils need to acquire in each subject (MOE, 2016, p. 27).

864. With the implementation of the SSDP, progress has been made towards establishing the National Examination Board (NEB) to oversee the organisation of national examinations at secondary level and function as a quality assurance mechanism, establish model schools to demonstrate quality education, and emphasise subject teacher recruitment.

865. **The Education Act 1971 (the eighth amendment, 2016) -** This Act includes a policy to decentralise the examination system. According to this policy the end of Grade 8 examination will be conducted at the local level, and end of Grade 10 (SEE) examination will be conducted at the provincial level, with nation-wide examination at the end of Grade 12 being conducted by the NEB at the federal level. The Education Act also mentions that NEB will be responsible for supporting provinces and local levels to manage Grade 10 (SEE) and Grade 8 examinations respectively.

866. **The National Curriculum Framework (NCF) (CDC, 2018)** - The Framework has made provision for School Based Assessment, which is termed internal evaluation, and public examination, which is termed external evaluation. A Continuous Assessment System is to be employed up to Grade 7 by the schools. Evaluation at Grade 9 and Grade 11 is also the responsibility of the school. Final examinations at Grades 8, 10 and 12 are the responsibility of LG, province and NEB respectively. NCF has also provisioned internal (25 per cent marks) and external (75 per cent marks) in all subjects; practical component of 20 - 60 per cent weightage based on the nature of the subject; and grading and single subject certification.

867. **Desired status -** Assessment and examination cover different levels to fulfil various purposes from classroom based and school-based assessment focusing on learning improvement to large scale and nationwide examinations to evaluate the effectiveness of systems or assign grades to pupils' learning achievements. Policy has tried to clarify them through the National Curriculum Framework (NCF) and school curriculum. Now, in the changed federal context, there is a need to redefine and clarify roles and responsibilities and ensure appropriate coordination across stakeholders.

868. The quality, efficiency and efficacy of education should be measured through pupils' learning achievement and the skills they acquire at school to plan teaching and improve learning at the individual, pair, group or whole class basis. The emphasis placed by NCF and SSDP on formative assessment includes developing remedial courses, the provision of an automatic promotion system, and the implementation of a Continuous Assessment System (CAS) in the early grades.

869. **Gaps and constraints -** There is no policy to conduct provincial and local level examinations as provisioned in the eighth amendment of the Education Act. Furthermore, as specified in the SSDP there is a need to develop a strategy and plan to standardise examination at the end of Grade 8 and Grade 10.

870. **Proposed interventions** - There is a need to develop necessary policies and plans for the provincial and local level organisations and governments to conduct the end of Grade 8 and 10, and the SEE examinations. These policies need to be developed regarding the management of human resources, standards and quality assurance, and roles and functions of the organisation(s) responsible for administering the examinations, which includes setting questions and conducting examinations in a transparent and fair atmosphere/situation, and analysing and publishing the results.

871. The policies and plans to develop remedial courses that may include self-learning, peer-mediated and group learning programmes and activities need to be developed especially in subject areas that are most difficult for pupils, as determine by their achievement scores and levels.

872. Teachers need to be provided with rigorous training on implementing the CAS. For this, necessary policies and plans need to be developed at the federal as well as provinces and local level.

D2 Structures, staff and management

873. **Current Status** - In the existing structure of MOEST, NEB is provided with the status of an independent institution. The four divisions of the NEB are: Personnel Administration and Human Resource Development; Research Quality and Governance Reform; Planning Monitoring and Evaluation Division; and Office of the Controller of the Examination. Three of these divisions are headed by Directors, and the Office of the Controller of the Examination is headed by the Controller. There are seven provincial offices and five branch offices of the NEB in the province level. Furthermore, the Grade 8 examination is being undertaken by local level LGEU, with limited staffing. The EDCUs (former DEOs) are involved in monitoring the conduction of the Grade 8 and SEE examinations in their respective districts.

874. The NEB is mainly staffed with personnel from the Higher Secondary Education Board (HSEB) and the Office of the Controller of Examination (OCE). MOEST appoints a Chairperson for NEB through open competition, and the Board is formed with Chairperson, Vice-Chairperson, Member-Secretary and a further 10 members.

875. There is confusion about the structure and roles of NEB in the federal structure. The original plan of SSDP was to develop NEB and its branch offices to support the development and implementation of new public examinations at Grades 8, 10 and 12, as well as to support the development and guidance for school-based, formative and continuous assessment. Under the federal system, Grade 8 examinations should take place at a local level and Grade 10 examinations at the provincial level. This has created challenges of developing capacity and mechanisms to ensure equivalency.

Another vital issue is related to the smooth transition of the previous Office of Controller of Examination (OCE), which looks after SEE, to the NEB. It is now fully amalgamated with the NEB and in the control of NEB.

876. Finally, NEB lacks experts in item development, standardisation, analysis, item banking, and report generation. With current staffing and capacity of NEB it would not be feasible for this organization to hold these capacities internally, and it will therefore need to rely on available external support in the country. However, national level capacity in the area of assessment and examination is also limited, highlighting continued development needs.

877. **Desired status -** It is necessary to develop a clear and well-defined structure of NEB and its provincial and local level offices, as well as its linkages with the provincial and local-level examinations. It is important to deploy necessary members of staff at all three levels, namely at the federal, provincial and local Palikas level.

878. It is also necessary to clarify the roles and responsibilities of NEB regarding the end of Grade 8 and end of Grade 10 (SEE) examinations. Provincial and local level offices of the NEB need to be involved in providing technical support to local schools in appropriate use of School Based Assessment (SBA), including CAS to improve the quality of school education. Alternatively, there should be dedicated institutions to orient and train teachers, personnel and responsible officials on-school-based assessment, formative assessment and CAS.

879. It is also important to link SBA and CAS-related activities to the CPD/TPD programme and local school and community level mentoring and networking activities.

880. **Gaps and constraints -** So far, NEB is mainly involved in preparing and conducting the highest school level examinations rather than also being involved in improving the evaluation and examination system at different levels.

881. Examination should not only be used to label pupils' learning but also to provide valuable information to improve the education quality. Large-scale assessment carried out by ERO provide input at the policy level, but the examination system has not been linked to improvement in quality education in a visible way. Similarly, formative assessment is not adequately used to improve pupils' learning.

882. Standardised examination is emphasised, and NEB is working towards standardising the Secondary Education Examination (SEE). However, there is a shortage of high-level expertise in basic components of test standardisation, including in item writing, Item Response Theory (IRT) software, item banking, report generation. There is a gap in understanding amongst various stakeholders, such as the general public, educationists, the media and school authorities regarding the test standardisation and its importance.

883. **Proposed interventions -** Resolve structural issues establishing links amongst NEB or other dedicated institutions on assessments even when Grade 8 and Grade 10 examinations are managed by local and provincial levels respectively. Responsible institutions and divisions should be staffed with technical persons knowledgeable in examination and result analysis to coordinate examination-related activities effectively. NEB should also open up posts for experts on specific tasks so that the technical tasks related to examination can be undertaken by adequately trained and skilled officials.

884. Formative assessment is accorded great importance in the NCF, SSDP and curriculum, and its value in supporting pupil learning is also well recognised. However, in practice, formative assessment is limited to periodic examination and labelling pupils' achievements. There is thus a need to align formative assessment with supporting learning achievement through planned instructional intervention. A demonstrative activity covering a few of the model schools could develop SBA, CAS based formative assessment, and exhibit how it functions in classrooms. At a minimum, a few assessment and

examination experts should be available within the institution, NEB at the federal, and branch officers in provinces and the local level.

885. The national experts should be readily available to support NEB as and when necessary. Item developers are also required in sufficient numbers. Finally, there is a need to develop a separate programme package to ensure regular involvement of the experts in different subjects to establish a regular maintenance of item banks.

D3 Systems and tools

886. **Current status –** Under the federal system SEE is intended to be conducted at the provincial level. However, due to a lacking clear structure and a limited support system it is currently being centrally managed by NEB. Major obstacles for the provinces to manage SEE relate to lacking capacity to develop items as required by the specification grid of the subject curriculum; maintain proper standard of the test; and ensure high levels of test reliability and validity.

887. The SSDP has envisioned standardised examinations at Grades 8, 10 and 12. Standardisation of Grades 10 and 12 has already started by NEB, but standardisation of Grade 8 is still unclear. It is also unclear if there will be different boards at the province level for SEE and at the local level for Grade 8, and what the provision and mechanism of accreditation and equivalency will be.

888. The SSDP has stressed the importance of both formative and summative assessment to improve pupil learning outcomes and implement SBA and CAS. However, necessary systems and procedures have not be developed to link formative assessment to pupil learning and effectively implemented SBA and CAS.

889. The NCED has developed a manual on CAS implementation and has organised a two-day long customised training course on CAS.

890. **Desired status -** The National Qualification Framework (NQF) needs to be developed, and therefore a National Assessment Framework (NAF) should be developed and mandated to NEB, provinces and local levels. There should be a mechanism to ensure quality of test items, uniformity in examination and meeting of assessment standards. For this purpose, guidelines/manuals should be developed, and training and orientation programs should be conducted to engage teachers. Likewise, a system needs to be developed in which schools have easy access to item banks.

891. **Gaps and constraints -** Even though there is a provision for Grade 8 examinations to be conducted at the local level and Grade 10 examinations (SEE) to be conducted at the provincial level, systems have not been established to implement this provision.

892. There is a lack of expertise, with experiences required for application development to meet the needs and specification grid of the subject curriculum in NEB. This problem is even more visible in the provinces and at local levels.

893. **The** CAS and Standardised Test are unclear to most stakeholders, including teachers and parents. Due to this, important aspects do not receive the needed support or are wrongly implemented.

894. **Proposed interventions -** Technical capacity and human resources at local levels and provinces should be adequately developed to enable them to manage examinations. As there is already scarcity of technical expertise at the national level, it is important to develop plans for human resource development and strengthen the institutions. The delegation of roles and responsibilities to individuals and institutions needs to be linked to their respective capacity development plan.

895. The existing CAS manual needs to be reviewed and revised to enable to analysis of pupils' existing learning levels, and allow for further instructional inputs on individual, group or whole class basis. The National Qualification Framework (NQF), including its curriculum, curricular materials, teacher

preparation, teacher selection, and assessment/examination can be used as a guiding document to improve the quality of education.

D4 Skills and awareness

896. **Current Status –** Assessment and examination is essential to accredit learning achievement, motivate and improve learning. Therefore, formative and summative assessments are emphasised in the curriculum. SBA and CAS are introduced to support and enhance pupils' learning, Large Scale Assessment to improve educational policy, and Nation-wide Examination and Year-end Examinations for accreditation.

897. Quality of test items, their representative coverage, and their overall reliability and validity have been questioned. Apart from recent National Assessment of Student's Achievement (NASA) test by ERO, almost all the tests use a Teacher Made Test items. In line with the SSDP stated test standardisation, NEB has started to standardise SEE examination to be implemented in 2021 (instead of 2020 as planned in the SSDP). Lack of adequate skills and awareness among most teachers is a major factor in the low quality of assessment and examination, and its weak role in improving the teaching and learning process. MTR (Hélène, 2019) points out a limited conceptual clarity on standardised tests and single subject certification even among high-level officials in the MOEST. NEB's recent work in the standardisation of SEE has been delayed due to inadequate expertise of item developers to develop the application and higher ability items. At the school level, test items are mostly insufficient in coverage, rely heavily on rote memorisation and are oriented towards certificates rather than on life skills, utility in day-to-day life and healthy and lasting learning.

898. Tests should be judged against validity, reliability, fairness, efficiency and acceptability criteria. Test standardisation has to be in a technical manner, involving item development, pre-testing, test finalisation, and interpretation. Item banking is an essential component in test standardisation. These processes require technical expertise that is currently low at the institutional (NEB, ERO) and at the national level (university). ERO, which is the only organisation employing IRT in its NASA test, is heavily dependent on international support through short-term consultancies and is often facilitated with different software used for the same purpose.

899. There is a misconception regarding single subject certification and its use. The concept of single subject certification and existing practice in the SEE differs. In the SEE, grades are reported for each subject, without there being a minimal score below which pupils fail. It incorporates certain levels of single subject certification, but it does not provide a full single subject certification.

900. **Desired status -** It is necessary to develop a common understanding regarding concepts, importance and use of standardised tests, CAS, SBA, formative and summative assessments for improving the quality of education amongst all stakeholders at the federal, provincial and local level.

901. The roles and responsibilities of NEB and its provincial and local-level line organisations should be clearly spelled out and made transparent to all relevant individuals and institutions, including schools.

902. It is necessary to provide teacher training to enhance their capability to effectively use SBA, formative assessment and CAS. This could be achieved by organising capacity development programmes for improving the knowledge and skills of experts and officials working with NEB at the federal level, as well as those of other relevant officials at the provincial and local levels. Capacity development programmes should also be organised to support staff development in developing application and higher ability items and standardized test.

903. **Proposed interventions** - In order to develop the skills and awareness of staff members responsible for assessments and examinations, to ensure the effective use and implementation of the assessment and examination system, and to improve the quality of education it is important to take organise

orientation programmes on major highlights and characteristics of CAS, SBA, standardised examinations in Grades 08 – 10 12, letter grading system and single subject certification specially targeted to teachers, parents and students.

Moreover, MTR (Hélène, 2019, p. 131) suggestions are useful:

- Contingency mechanism: Provide technical support through specific TA from psychometricians (design and implementation of examinations PG / LG, design and implementation of standardised test items).
- Develop national capacity in standardised test item (ERO/NEB): Coordinate with universities to develop national capacities by creating a dedicated course accessible to ERO and NEB staff, and a memorandum of understanding between MOEST and universities for the provision of specialised staff.
- Over the longer term, explore the possibility of creating a specific appraisal scheme for "technical experts" within core institutions, ensuring stability of the necessary expertise within the system.

D5 Internal and external relations

904. **Current status** – The Education Act has accorded the NEB a central role to develop a system for the administration, management and improvement of school-level examinations. The NEB is responsible for the examination at the end of Grades 11 and 12, as well as supporting the provinces in administering the end of Grade 10 examination. The local level is administering the Grade 8 examination. Examinations in Grades 8, 10 and 12 are to be standardised. The MTR (Hélène, 2019) also mentions capacity development of the NEB for the development and progressive implementation of standardised item tests at Grade 3, 5, 8, 10 and 12.

905. **The** NEB is associated with all assessment and examination, including at the national level (Grade 12), province level (Grade 10), local level (Grade 8) or school level (Grades 3, 5 and others). However, the policies on assessment and examination do not explicitly mandate NEB to perform these roles, nor is there a clear structural linkage of NEB with province, local or school levels.

906. There is a lack of clarity on the roles and responsibilities of each level and their links to one another. This has made it difficult for NEB to fulfil its anticipated roles.

907. **Desired status -** The independent status given to NEB should be fully respected and implemented. The OCE should be brought completely under NEB.

908. There is a need to clarify structural and functional relationships between the NEB and its branch offices and other relevant institutions at the provinces and local levels.

909. Links should be established with the NEB or institutions dedicated to learning assessment even when Grade 8 and 10 examinations are managed by local and province levels respectively.

910. **Gaps and constraints** - There is lack of structural linkage and functional clarity between NEB and its line agencies in the provinces and at local levels, including in schools.

911. **Proposed interventions** - In order to fulfil its technical functions, NEB needs to place the required experts as its core in-house human resource. It also needs to develop a roster of national experts and involve them as and when necessary.

912. The NEB should expand its support to the local level in conducting Grade 8 examinations, especially in developing standardised tests. It also needs to develop a comprehensive package of support schools and teachers in improving the teaching and learning process by using formative assessment, SBA and CAS.

913. Most of the technicality of standardising the Grade 10 SEE examination is similar to the actions that need to be taken by the NEB for standardising the Grade 8 examination. In this context, it cost and time

effective for the NEM to undertake the standardisation of tests and create item banks that can also be used for the Grade 8 examination.

D6 Motivation and incentives

914. **Current status -** Linking assessment and examination to the teaching and learning process through formative assessment, SBA and CAS could be motivating for schools and teachers to initiate reform activities at schools. However, limited clear understanding, know-how and skills among teachers to implement the formative assessment, SBA and CAS have are a major demotivating factor.

915. The lack of clear structure and defined roles of NEB and its branch offices at the provinces and local level is affecting the motivation of staff at different levels. There are no specific and visible incentive programs in place.

916. **Desire status** - A provision of incentives needs to be made for institutions and individuals at all levels, including at local schools for their active and meaningful involvement in the reform programmes related to the assessment and examination system.

917. Teachers should be given the opportunity to receive further training on CAS and SBA as this is expected to be a motivating factor to implement reform programmes related to assessment and examination.

918. Outstanding contributions and performances, and significant achievements made by schools based on pupil results need to be recognised by publicising their work.

Gaps and constraints

919. One major factor affecting the motivation in NEB is the lack of career paths for officers assigned to work with assessment/examination. The extra time required for implementing CAS among the teachers is another demotivating factor.

920. **Proposed interventions -** There should be additional incentives to motivate members of staff in the areas of assessment and examination to join NEB and its branch offices at the provinces and local level. Establishing a career path provision for the experts in the area of assessment and examination within the NEB structure is such an incentive.

921. Teachers should be provided with training to use and implement the CAS. In addition, teachers should be incentivised to use CAS and SBA programmes by connecting pupils' achievements and tests results to a teacher promotion system.

9.3 Findings and recommendations

Findings

922. It is well recognised that the assessment and examination system can have a significant effect on the teaching and learning process and play a crucial role in improving the quality of education. The SSDP has aimed to move from the assessment of learning to the assessment for learning and ultimately to "assessment as learning".

923. Emphasis has been placed on using formative assessment to improve pupil learning, and the importance of CAS for the improvement of educational quality is accepted. Based on this importance, CAS is to be employed up to Grade 7 by the schools. It is to be used not only as an assessment tool, but also as a teaching strategy. However, in most schools, teachers have not been able to implement CAS effectively.

924. Formative and summative assessments are intended to be more skills and learner focused rather than content focused, with the aim of improving pupils' learning outcomes. However, SSDP has pointed out that classroom-level formative assessments are being used by very few teachers to systematically

guide, improve and adapt their teaching. Moreover, although the curriculum provides ample room for School Based Assessment (SBA), external or board-based examination is always given priority.

925. Final examinations at Grades 8, 10 and 12 are the responsibility of the local and provincial levels and NEB respectively. However, there is a lack of structural and technical capacity at the local level to conduct the end of Grade 8 examination, and at the provincial level to conduct the end of Grade 10 SEE examination. Although there is a plan to initiate standardisation of examinations at the end of Grade 8, Grade 10 and Grade 12, this has not been fully achieved.

926. There is only limited structural linkage and functional clarity between NEB and its line agencies and other relevant institutions in the provinces and local levels, including at schools.

Recommendations

- The success of CAS depends on several factors, such as a commitment of all stakeholders, the willingness of teachers to fulfil additional duties related to CAS, and the improvement and increased duration of teacher training. It is therefore important to set up an implementation strategy for these factors.

- It is important to develop a clear linkage and functional clarity between NEB and other relevant institutions and organisations responsible for pupil assessment and evaluation at the federal, and provincial and local level.

- The NEB should provide the necessary technical support to standardise the Grade 8 examination and support the provincial and local level authorities to manage the end of Grade 8 and end of Grade 10 SEE examinations. This support includes support with scoring, grading and data analysis.

- It is necessary to develop functional links between NEB and ERO's NASA-related functions by sharing human resources, training provisions and methodologies.

- Organise advocacy programmes by using mass communication to inform the schools, teachers, parents and the general public on letter grading and the single subject certification system.

- There is a need to pilot new initiatives, ideas, and approaches before their implementation in all schools across the country.

- The concept of single subject certification should be implemented in a manner that allows examinees to have a choice on the subject that they are examined on. On successful exam completion they then receive an award related to this subject.

- A provision of remedial courses needs to be developed along with the provision of an automatic promotion system and implementation of CAS at the early grades and in basic education.

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ANNEX 10: CURRICULUM IMPLEMENTATION CAPACITY ASSESSMENT

10.1 Introduction

927. The curriculum is the major guiding document for any grade or level of education in a school. It is the main document for teachers to plan their course, term, session and lesson periods. It should also be appropriately and effectively referred to by the schools and relevant institutions, including teacher training centres, examination boards and school management authorities.

928. The curriculum prescribed by the Ministry of Education, Science and Technology / Curriculum Development Centre (CDC) is mandatory for both the community and institutional schools at all levels of school education, including one-year Early Childhood Education and Development /Pre-primary Education (ECED/PPE). The CDC (along with the National Curriculum and Evaluation Council) is the sole responsible government organisation to develop and revise the curriculum for all levels and grades of school education.

10.2 Capacity assessment

D1 Policies, strategy and plans

929. **Current status -** By referring to the new knowledge and development in the field of education in the international arena and keeping in mind the changed political and administrative system, the Government of Nepal/CDC has recently developed an integrated curriculum for Grades 1 - 3. The integrated curriculum has been taken as a live document with a provision for necessary changes (CDC, 2075/2015).

930. One of the major existing policies on the education curriculum relates to making school education more relevant to local community needs and requirements of the diverse population. The Government/CDC established a policy to develop the curriculum at the local, community and school levels. As part of this, schools are given authority to develop local curricula with 20 per cent of the total curriculum weightage in Social Study, Physical Education and Creative Arts subjects, and 100 marks of a separate local curriculum with four hours/periods of teaching per week in Grades 1 - 5. In Grades 6 - 8, besides 20 per cent provision of local curriculum in Social Study, Physical Education and Creative Arts subjects, a provision has been made to develop 100 marks of a separate local curriculum with five hours/periods of teaching per week (CDC, 2071 BS).

931. **The Education Act, 2028 (1971) –** The ninth amendment of the Education Act (2017) has made a provision to establish the "National Curriculum Development and Evaluation Council" at the federal level, under the chairmanship of the Minister for Education or the State Minister for Education to develop necessary policies required for curriculum development and evaluation.

932. The Act has also made it mandatory for all schools to implement the curriculum and textbooks approved by the Government. Besides the curriculum and textbooks prescribed by the government, schools can also use other textbooks or reference materials that are approved by the CDC. Schools are required to seek permission from the EDCU to use such textbooks or reference materials (GON, 2018).

933. **The SSDP -** The SSDP (2016-2023) has clearly mentioned that "curriculum, pedagogy and teachers' professional development need to be adjusted to improve learning outcomes" (p.24). This indicates that there is a visible policy to implement a curriculum to improve the quality of school education. However, there is no specified strategy to establish institutional linkages amongst the relevant institutions for quality improvement (MOE, 2016).

934. The SSDP has planned to develop "a revised comprehensive national curriculum framework that encompasses the requisite skills, aptitudes, knowledge, understanding and values that are acquired

from ECED/PPE through to Grade 12" (MOE, 2016, p. 23). It emphasises the inclusion of life skills, environmental awareness and disaster preparedness, along with the academic skills in the school curriculum.

935.   It has also planned the timely revision of the curriculum, and the development of relevant learning materials for improving the quality of education and children's learning outcomes. In recent years the CDC has initiated the process of revising the curriculum for Grades 1 - 12. It has already revised the curriculum for Grades 1 - 11, which is in the process of being piloted, and will be implemented in all schools from next year. It has planned to gradually revise the curriculum of all grades within the next five years (CDC, 2075 BS). Similarly, NCED has developed several self-learning materials for secondary Grade 10 pupils for the subjects of English, Maths, Science, Nepali, Social Study and Health, Population and Environment, based on the curriculum.

936.   **The National Curriculum Framework** - The first National Curriculum Framework (NCF) was approved and implemented in 2007 (2063 BS), and was revised in 2018 (2075 BS). The NCF provides guidelines for overall aspects of the curriculum, such as national goals for education, educational structure, competencies by level of education and management, details of the curriculum, teaching area and learning facility, and pupil evaluation and certification, and the institutional management for implementation of curriculum. It has stressed curriculum development based on grade-specific competencies and presents a detailed guideline for the implementation of the curriculum. It has also devised a policy to develop local curricula through local authorities and delegated full responsibility to local bodies to select the subject matter and develop and implement the curriculum. It has also stated that the curriculum developed at the local level should be relevant to local contexts and populations and reflect local needs.

937.   **Desired status** - The school curriculum is the guiding document for teachers to plan lessons, organise teaching and learning processes, and conduct periodic assessments and year-end evaluation of pupils' learning and achievements. The curriculum is also used for developing teacher training programmes and for conducting final external examinations, such as the end of Grade 8 examination, the end of Grade 10 examination, and the end of Grade 12 SEE examination.

938.   The local government (LG) authorities/municipalities should adapt the national curriculum to the local context, culture and needs, and develop their own local curriculum based on or in alignment with the national curriculum. The LG authorities/municipalities should then encourage school authorities and teachers to use the curriculum as the guiding document for planning lessons, organising the teaching and learning processes, and conducting periodic assessments and end-of-year evaluations.

939.   There is provision for conducting practical assessments of pupils' learning and achievement in all subjects. For this purpose, it is important to develop specifications to assess the practical work which consists of 25 per cent of the total marks and develop a strategy for teachers to follow while conducting practical tests.

940.   **Gaps and constraints -** There is a capacity gap regarding curriculum-related policies, strategy and plans. Primarily, the curriculum itself is not well understood by many teachers. A study conducted by Poyck et al. (2016) found that "although some teachers had been orientated on the curriculum, most had not been comprehensively trained to understand how to implement a competency-based curriculum" (Cited in MOE, 2016, p. 23). Although teachers are required to use the curriculum to improve the quality of teaching and learning activities and advance pupil outcomes, many teachers do not have access to the curriculum of the Grades and level that they teach. Teaching and learning activities are heavily based on, or, in most cases, solely dependent on textbooks. This situation limits teaching activities to recitation of content included in textbooks and compels pupils to rote learning. As a result,

the classroom teaching and learning activities have remained unstimulating, rudimentary and content-focused.

941. There is also a big gap in formulating policy in that many municipalities have not given adequate emphasis and priority to develop and implement the school curriculum based on local context and needs.

942. **Proposed interventions -** There is a need to formulate plans and strategies to develop local capacity in developing and adapting the curriculum based on local needs and contexts. It is important to make it mandatory for all municipalities to develop and implement local curricula as envisaged in the National Curriculum Framework within a given time frame. In this regard, the Federal Government (through CDC) should issue a directive. The Federal Government should also allocate a minimum budget for the municipalities to develop local curricula and take necessary actions to adopt the national curriculum to local contexts and needs.

D2 Structures, staff and management

943. **Current status -** School-level education curriculum is developed by the CDC/MOEST, and all provinces, municipalities and schools are required to follow this curriculum.

944. **The National Curriculum Development and Evaluation Council** - Established at the federal level and chaired by the Minister or State Minister for Education, the National Curriculum Development and Evaluation Council plays a major role in developing and revising the national curriculum. Other members of the Council include Honourable Member, (Education Sector) National Planning Commission, Secretary and a joint Secretary (Education Administration Division) of MOEST, Director General of CEHRD, Controller of NEB as ex-officio members from the government side. There is also representation from universities and curriculum experts. The secretariat of the council is housed in CDC and the Executive Director of CDC is the member secretary of the council. The Council formulates policies, forms subject committees to develop curriculum and textbooks, and submits the curriculum and textbooks to the Government for necessary approval (GoN, 2018).

945. **The CDC** - In the CDC there are several technical experts involved in developing the curriculum for various levels, grades and subjects. The CDC also has subject specialists and has formed a curriculum development committee to develop an integrated curriculum for pre-school - Grade 3. Its members include experts from CDC as well as from universities.

946. Various subject specific committees have also been formed to develop and or revise the existing curricula.

947. There is a defined process of curriculum development that involves drafting, testing and finalisation through various committees, and endorsement by the National Curriculum Development and Evaluation Council.

948. In addition to curriculum development, the CDC also develops textbooks and teacher guides. The CDC prescribes a list of reference books and materials for schools to use as references when delivering the curriculum and meeting its goals and objectives.

949. **The Local Curriculum Development Committee -** According to the existing policy, the municipalities are required to form a Local Curriculum Development Committee to develop and implement the local curriculum. However, many municipalities have not yet formed such a committee.

950. Some municipalities have hired experts available at the central level to help them develop a local curriculum.

951. **Desired status** - Establish a link amongst all relevant institutions responsible for the development, implementation and revision of the curriculum both vertically and horizontally. For example, the CDC

should coordinate with relevant municipalities and schools to effectively implement the curriculum. Schools should provide the information necessary to implement and revise the curriculum.

952. The existing structure of the CDC should be revised to have a separate unit responsible for curriculum adaptation at a local level. This unit should provide continuous technical support to LGs to adapt the national curriculum to local contexts and develop and implement the local curriculum in an effective manner.

953. There is a need for curriculum experts and subject specialists at the provincial level, and their services need to be made available to develop local curricula within the respective provinces.

954. **Constraints and gaps** - Provincial and local level authorities/municipalities lack adequate expertise to adapt the national curriculum to local contexts and develop local curricula as provisioned in the National Curriculum Framework. There is specific lack of adequate knowledge and skills to implement curriculum among the local authorities and teachers, and a single Education Officer at the municipality level may not be able to take the leading role in developing local curricula and ensure its effective implementation.

955. The CDC located at the central level does not have a viable mechanism to link with the local municipalities responsible for the development and implementation of local curricula in the federal context.

956. **Proposed interventions -** Curriculum development and timely revisions of the curriculum should be given priority at all three levels, namely at federal, provincial and local level. To achieve this, it is necessary to develop a vertical functional link among federal, provincial and local level authorities and institutions that are relevant to curriculum development. It is also necessary to develop the required staff expertise for curriculum development and revisions at all three levels. Finally, it is useful to establish a separate unit at the CDC to link its activities and programmes to local municipalities, especially in providing technical support to adapt the national curriculum, develop local curricula, and implement these in schools.

D3 Systems and tools

957. **Current status** -Local authorities and schools have been tasked with adapting the Primary Education Curriculum for Grades 1 - 3 (2062 BS) and Grades 4 - 5 (2065 BS), and to develop local curricula and implement these in order to relate school education to local cultures and needs. The local authorities and schools are fully autonomous to choose the subject matter and develop a curriculum based on local needs. Overall, the provision of 20 per cent local curriculum is an important step towards relating school education to the local needs and developing the required human resources at the local level.

958. There is a system of implementing the new or revised curriculum in some selected schools before it is implemented nationwide. An integrated curriculum for Grades 1 - 3 is being piloted in 103 schools covering seven provinces and 18 districts. This could be instrumental in making early school education child-friendly and improving the quality of education at these grades. The integrated curriculum could also impact teacher preparation and TPD-related activities. The CDC organises orientation programmes on the new curriculum to NCED trainers/experts, and the NECD then provides customised training on the curriculum to teachers through the ETCs.

959. At the local level, schools have been introducing local curricula in different subjects, such as teaching of English as an extra course, local language, agriculture, tourism.

960. As the local curricula have been developed at the local level without required expertise, the development and use of the local curriculum might not be based on scientific evidence. In addition, most teachers are not trained on implementing the curriculum of the level and grades that they have been teaching.

961. The CDC is in the process of introducing a new integrated curriculum at Grades 1 - 3 and revising the curriculum of all grades. It has developed (a) Local Curriculum Framework for School Education (2071 BS); (b) Guidelines for the Development and Implementation of Local Curriculum (Including Mother Tongue Education), (2076 BS), and (c) Integrated Basic level (Grades 1 - 3) Curriculum, 2075 for effective implementation of the National Curriculum and integrated curriculum for Grades 1 - 3. However, this curriculum has not been implemented effectively by the school authorities and teachers for the purpose of improving the quality of education due to a lack of knowledge and skills to implement a competency-based curriculum (Poyck, 2016).

962. **Desired status -** There is a need to develop the local capacity to formulate and implement local curricula both at the provincial and local levels.

963. It is also necessary to revise the Local Curriculum Framework for School Education (published in 2071 BS) and make it more relevant to the changed context by specifically focusing on the roles and responsibilities of the LG authorities/municipalities. There is a need to conduct periodic reviews and assessments on the effectiveness of the implementation of local curricula and its impact on pupils and local communities.

964. The provision of making the new curriculum, both integrated and revised, available to schools and teachers should be strengthened. In order to achieve this, it would be useful to organise orientation and training programmes on implementing the new curriculum, both integrated and revised, to all relevant school authorities and teachers. A mechanism should also be established at the local level to provide necessary support to the school authorities and schoolteachers to implement the curriculum effectively and follow up to ensure its effective implementation in schools.

965. **Gaps and constraints** - The LG authorities, including the education committee may not have adequate knowledge and expertise to develop a local curriculum.

966. School authorities and teachers may not comprehend the link between effective curriculum implementation and improved educational quality.

967. There is no system or mechanism in place to adapt and develop local curricula at the local level.

968. There is also lack of required facilities and equipment in schools to involve children in practical work and tests.

969. **Proposed interventions** - There is a need to conduct a pilot project in which the curriculum will be used as a primary source for teaching-learning activities, with textbooks and other reference materials being used as secondary sources. Beyond this, there are specific needs to:

- Revise the existing curriculum framework for school education (2071 BS) based on the current needs of the LG organisations.
- Design necessary manuals and guidelines to develop and implement the local curriculum.
- Organise orientation and training programmes on the importance and process of developing the local curriculum for relevant LG officials, the local curriculum development committee and members of the LGEU.
- Establish a system of evaluating the impact of the local curriculum.
- Organise orientation and training programs on the use of the integrated curriculum.
- Include a topic on the use of the integrated curriculum in teacher training programme packages.
- Discuss the importance of referring to the curriculum to improve the teaching-learning process and quality of education with school authorities and teachers.

D4 Skills and awareness

970. **Current status -** Until recently, the centralised education management system meant that expertise to develop curricula was available only at the central level. There is therefore a lack of necessary knowledge and skills among the LGs and schools to develop local curricula and adapt the existing curriculum to local cultures and needs. There is also insufficient skills and awareness amongst the school authorities and teachers in using the school curriculum, including the integrated curriculum at Grades 1 - 3.

971. The officials appointed as experts in the CDC may not have the required specialised academic background and expertise to a develop curriculum for specific subject areas. According to the existing public service commission rules a Bachelor's degree in any subject is sufficient to be appointed as a curriculum expert.

972. Overall, authorities and schoolteachers are limited in their understanding on the appropriate use of the curriculum to improve pupil outcomes and improve educational quality. As a result, curricula both in basic and secondary education have not been implemented appropriately and effectively.

973. **Desired status** - There is a need to organise training programmes on curriculum adaptation and development at the local level for LG authorities and officials working in the education and social sector at the municipalities (LGEUs).

974. Local authorities, school administrators and teachers need to be oriented on the importance of effectively implementing the curriculum for better classroom teaching-learning activities and pupil outcomes.

975. Technical support from the central-level national experts to local authorities should be provided to develop local curricula and develop staff knowledge and skill at the local level that is necessary to adapt the curriculum at the local level. This technical support could further be strengthened by involving local universities and colleges, especially those offering education courses.

976. The skills and awareness of relevant officials working as curriculum specialists at CDC also needs to be improved. This could be achieved by providing opportunities for exposure to the on-going development and implementation of the curriculum for improved pupil outcomes.

977. **Gaps and constraints** - The human resources required for developing curricula mainly exist at the central level. There is therefore a need to develop local staff capacity to develop and implement the curriculum at the local level.

978. School authorities and teachers might not have adequate knowledge and expertise to use the integrated curriculum developed for Grades 1 – 3 to support the teaching and learning process and improve pupil outcomes.

979. **Proposed interventions** - Because the curriculum is the main document that guides the overall activities of a school or educational institution it is important that all teachers have a good understanding about it and have adequate skills for its implementation. Teacher-training programme packages should hence include the development of this necessary understanding and skills.

980. Orientation and training programmes on adapting the curriculum at the local level should be organised for local authorities (Local Government Education Units, LGEUs). The local authorities (LGEUs) and school management committees (SMC) should make the curricula available to schools and teachers and encourage teachers to develop their plans based on the curriculum. Specifically, teachers need to be trained in planning their teaching-learning activities based on the curriculum, rather than such activities being based solely on textbooks.

981. The local government authorities (LGEUs) should organise the necessary training programmes on using the curriculum for planning teaching and learning activities, organising the instruction/T/L process, and assessing and evaluating pupil performance and achievements to teachers.

D5 Internal and external relations

982. **Current status -** The school curriculum for all levels and grades is developed by the Curriculum Development Centre at the central level and is the guiding document of school education. It is linked to national norms, values and needs, and is implemented with the aim to achieve the national goals and objectives set for different levels of education in the national context.

983. However, in order to meet the needs of the local communities, a provision has been made to develop curricula at the local level that ought to be 20 per cent of the total curriculum weightage in Social Study, Physical Education and Creative Arts subjects, and 100 marks of a separate local curriculum with four hours/periods of teaching per week in Grades 1 - 5. For Grades 6 - 8 a provision has been made to develop a separate local curriculum of 100 marks with five hours/periods of teaching per week.

984. Some schools in some districts have developed and implemented local curricula based on the Local Curriculum Framework for School Education (2071 BS), which was developed by the Curriculum Development Centre, Ministry of Education.

985. In recent years, after the promulgation of the new constitution of Nepal, LG authorities/municipalities have started taking initiative to develop local curricula. There is no evidence-based information available regarding the use and impact of these local curricula on pupils and local communities.

986. The curriculum at both basic and secondary levels of school education has not been appropriately and effectively implemented.

987. Institutional schools are not fully following the national curriculum prescribed by the CDC, MOEST, and the Government.

988. CDC/MOEST has given both community and institutional schools a right to use reference materials other than textbooks prescribed by CDC to develop curricula. While CDC also mandates that schools use reference books and materials prescribed by the Government, schools often do not comply. Moreover, in some cases, there is also prevalence of using school education curricula imported from other countries.

989. The PETCs organise curriculum dissemination and orientation programmes for teachers.

990. **Desired status** - Developing strong and sustained capacity for local curriculum implementation will require a close cooperation between stakeholders at different levels.

991. **Schools -** At the municipality level, it is important to identify and make a roster of teachers who have experience and training in curriculum adaptation. The expertise of these teachers should be sought in developing local curricula at the municipality level. Moreover, these teachers should be involved in local Action Learning Groups (ALGs)/mentoring or networking system to give other teachers opportunities to strengthen their knowledge and skills with respect to curriculum adaption and development.

992. **The model schools -** Models schools are likely to have teachers with experience in curriculum adaptation. While these school have a responsibility towards supporting neighbouring schools in developing and implementing the local curriculum the CIA consultation workshops reveal that so far this responsibility has not yet been promoted to the required extent.

993. **The LGEU/Municipality Education Committee -** The LGEU has responsibility towards facilitating improved teaching and learning in schools, and for supporting curriculum adaptation.

994. The **EDCU -** The EDCU should play a big role in effectively implementing the curriculum at all levels of school education and provide technical support to develop and implement local curricula. It should play a catalyst role in coordinating with CDC/PECD and LGEU.

995. **The PECD** - The Provincial Education Coordination Directorate (PECD) established under the Provincial Ministry of Social Development (MOSD) should coordinate with the CDC at the central level and LGEUs at the local levels to facilitate the process of local curriculum development and implementation.

996. **The CDC** - Establish a working relationship between the CDC experts and the individuals at local municipalities (LGEU) and schools responsible for the development and implementation of the local curriculum. It is then important to develop a necessary policy and associated follow-up mechanisms at the central level/ CDC to ensure appropriate and effective implementation of the curriculum.

997. **Gaps and constraints** - Adequate efforts and mechanisms have not been made to effectively implement the national curriculum at different levels in both community and institutional schools. In addition, there is a lack of regular communication mechanism and functional working relationships between the curriculum developers at CDC and curriculum implementers (school authorities and teachers).

998. There is no evidence-based information available on the use, effectiveness and impact of local curricula on pupils and local communities.

999. **Proposed interventions** - The local authorities and schools need support from experts at the national level to develop curricula. The role of the CDC should be extended to support the development of local curricula. Moreover, a link needs to be established between the CDC, LG authorities (LGEUs) and teachers.

1000. Local expertise, including expertise from model schools should be mobilised by the local government authorities (LGEUs) in developing local curricula and adapting the curriculum at the local level.

1001. D6 Motivation and incentives

1002. **Current status –** There are only limited incentives to motivate officials and curriculum experts at the CDC to develop and revise, as well as ensure the effective and timely curriculum implementation at both basic and secondary levels of school education. This is associated with the existing provision of dissemination, orientation and organisation of training programmes on using the curriculum being inadequate and ineffective. As a result, school authorities and teachers often base their teaching and learning activities on textbooks alone, which neglects appropriate curriculum implementation and means that the teaching-learning processes is often limited to rote learning.

1003. On the one hand, institutional schools are using imported textbooks and reference materials because they do not value the materials developed by the CDC. On the other hand, the community schools are using textbooks as the only source of organising teaching-learning activities without referring to the curriculum.

1004. **Desired status -** Making the curriculum easily accessible to school authorities and all teachers is the first step towards motivating them to appropriately and effectively implement the curriculum. Necessary orientation and training on implementing curriculum should be given to all the school authorities and teachers.

1005. Providing opportunities to visit model schools and observe demonstration sessions on developing an academic calendar and lesson plans based on the curriculum is likely to motivate school authorities and teachers to use the curriculum effectively.

1006. Most schools are staffed with some teachers who are at least minimally trained in curriculum adaptation. This is a resource that needs to be better utilised to promote curriculum adaptation at the

local level. Forming sharing groups or networking/mentoring system at the local level that include teachers with some training and experiences in curriculum development should be encouraged.

1007. **Gaps and constraints** - There is no clear career-path for officials working as curriculum experts within the CDC, and the associated frequent turnover of officials has made it difficult to retain the required expertise in the CDC.

1008. The local authorities (LGEUs), school management (SMCs) and teachers lack capacity as well as incentives to adapt and develop local curricula.

1009. There is no incentive program to promote the use of the curriculum when organising teaching and learning activities at the schools. Many teachers never refer to the curriculum of the level and grades that they teach.

1010. **Proposed interventions** - Providing a career-path for curriculum experts within CDC may be an incentive for ensuring the retention and development of staff in curriculum development at the central/federal level.

1011. As the local level, form mentoring/networking system to provide technical inputs in developing local curricula, implementing them effectively, and recognise the contributions made by its members.

1012. Allocate a budget for local curriculum development at the municipality level.

10.3 Findings and recommendations

Findings

1013. In Nepal, it is mandatory for community and institutional schools at all levels and grades, including ECED/PPE, to implement the school education curriculum developed by the Ministry of Education, Science and Technology / Curriculum Development Centre (CDC). Schools wanting to use any other textbooks or reference materials are required to receive permission from the Government and are allowed to use only those textbooks and reference materials that are approved by the Government/CDC.

1014. Implementing an integrated curriculum for Grades 1 - 3 is a new initiative for Nepal. It is currently being piloted in some schools covering seven provinces and 18 districts. The CDC has also initiated the curriculum revision at all other grades. In order to relate the learning of curriculum development and implementation to local contexts and needs, the Government has devised a policy to develop local curricula. As part of this, schools are authorised to select the subject matter, and develop and implement the local curriculum with 20 per cent of the total curriculum weightage. However, the provision has not been as effective as envisioned, due to limited adequate expertise amongst local authorities. In addition, the implementation of the curriculum by schools, especially in terms of teachers using the curriculum for lessons planning is limited due to them not having access to the curriculum, or not having received training in using it.

Recommendations

1015. With regard to curriculum adaptation and its appropriate use, there are three important issues that need addressing. These are: (i) strengthening the capacity of local authorities to develop and adapt local curricula according to local needs, (ii) ensuring the successful implementation of a Grades 1 - 3 integrated curriculum, and (iii) using curricula appropriately and effectively to improve the teaching and learning processes in basic and secondary education.

1016. A careful use of the curriculum may be the best strategy to improve the quality of education in schools. In order to relate the school activities to the national and local norms and values, and achieve set goals, it is important to appropriately and effectively use the school curriculum. So, development of the

curriculum based on national and local needs, as well as timely revision and appropriate use of it is an effective instrument for quality improvement.

At the federal level - As specified in SSDP Nepal (2016/17-2022/23), it is important to conduct a review of the curriculum and subsequently develop a revised comprehensive national curriculum framework that covers both basic and secondary school education from ECED/PPE to Grade 12. CDC and TTS (under CEHRD), along with PETCs in the provinces should disseminate guidelines on developing and implementing local curricula to all schools and local authorities.

At the local government/municipality level - Orientation programmes are needed for local government authorities (LGEUs) and school authorities (SMC members) on major aspects of the curriculum, curriculum adaption to local contexts, and the development of local curricula at the local level.

At the school level - Teachers need to be provided with comprehensive training on curriculum implementation. This training should focus on teachers' capabilities to plan and organise the teaching and learning activities that incorporate child-friendly, learner-centred and interactive pedagogies to improve pupil outcomes, as envisaged in the national curriculum framework.

1017. It is also important to develop modalities for internal sharing and learning among school management and teachers. The mentoring/networking formed at the school and local community level can play an important role in sharing information and experiences. Sharing amongst schools should make use of the potential capacity of model schools to support neighbouring schools. Expanding the capacity of sharing by model schools could be done by forming mentoring/networking or, in a less formal manner, by sharing sessions among the model school authorities/teachers and school authorities/teachers of neighbouring schools.

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ANNEX: 11 FEDERAL AND PROVINCIAL STEKEHOLDERS CONSULTED

S. No.	Name	Designation	Organization
1.	Mr. Mahesh Prasad Dahal	Secretary	MOEST
2.	Mr. Kamal Pokhrel	Joint Secretary	MOEST
3.	Dr. Hari Prasad Lamsal	Joint Secretary	MOEST
4.	Mr. Baikuntha Prasad Aryal	Joint Secretary	MOEST
5.	Mr. Yuba Raj Subedi	Joint Secretary	MOEST
6.	Mr. Keshav Prasad Dahal	Project Chief	EVENT
7.	Mr. Bishnu Prasad Adhikari	Joint Secretary	MOEST
8.	Mr. Baburam Paudel	Director General	CEHRD
9.	Mr. Khagendra Nepal	Deputy Director General	CEHRD
10.	Mr. Chudamani Poudel	Deputy Director General	CEHRD
11.	Dr. Lekh Nath Paudel	Director General	Curriculum Development Centre
12.	Mr. Ima Narayan Shrestha	Chief	Central level program Implementation unit
13.	Mr. Deepak Sharma	Deputy Director General	CEHRD
14.	Mr. Durga Prasad Aryal	Member Secretary	National Examination Board
15.	Mr. Dinesh Shrestha	Director General	School Teachers' Record Office
16.	Dr. Bhojraj Kafle	Project Director	Food for Education Project
17.	Dr. Dhruba Raj Regmi	Under Secretary	MOEST
18.	Mr. Jaya Prasad Acharya	Under Secretary	MOEST

19.	Dr. Divya Dawadi	Under Secretary	MOEST
20.	Mr. Ghanashyam Aryal	Director	CEHRD
21.	Mr. Madhav Dahal	Director	CEHRD
22.	Mr. Shankar Bahadur Thapa	Director	CEHRD
23.	Mr. Prahlad Aryal	Director	CEHRD
24.	Mr. Ram Raj Khakurel	Under Secretary	NEB
25.	Mr. Yadab Prasad Acharya	Section Officer	MOEST
26.	Mr. Krishna Prasad Adhikari	Section Officer	MOEST
27.	Mr. Ram Chandra Sharma	Section Officer	CEHRD
28.	Mr. Jaya Krishna Upadhaya	Consultant	ADB
29.	Mr. Chhabi Lal Gautam	Assistance	CEHRD
30.	Mr. Nagendra Dahal	Section Officer	MOEST
31.	Mr. Bel Prasad Shrestha	SMC Chairperson	Sanjiwani Secondary School, Dhulikhel
32.	Mr. Laxmi Narsingh Bade Shrestha	Mayor	Banepa Municipality
33.	Ms. Rekha Sapkota Dahal	Deputy Mayor	Banepa Municipality
34.	Mr. Bhoj Raj Ghimire	CEO	Banepa Municipality
35.	Ms. Sabita Mishra	Teacher	Shiksha Sadan Secondary School, Panauti
36.	Mr. Madhab Prasad Sharma	Under secretary	Dhulikhel Municipality
37.	Mr. Nirajan Karanjit	Teacher	Shiksha Sadan Secondary School, Panauti
38.	Mr. Shekhar P Humagain	Teacher	Punya Secondary School, Banepa
39.	Ms. Samjhana Kunwar	Account+Teacher	Punya Secondary School, Banepa
40.	Mr. Shyam Singh Dhami	Under secretary	Banepa Municipality

41.	Mr. Madhusudan Adhikari	Under secretary	Panauti Municipality
42.	Mr. Shivaraj Tripathi	Section Officer	Banepa Municipality
43.	Mr. Saraswoti Kanel	Head teacher	Shree Punya S. School, Banepa
44.	Ms. Januka Timalsina	PTA Member	Shiksha Sadan Secondary School, Panauti
45.	Mr. Rajendra Kumar Karmacharya	SMC Chair	Shree Punya Secondary School, Panauti
46.	Mr. Chamon Kayastha	SMC member	Shiksha Sadan Secondary School, Panauti
47.	Mr. Samod Dongol	Vice principal	Shiksha Sadan Secondary School, Panauti
48.	Mr. Sanukaji Mahat	Head Teacher	Sanjiwani Secondary School, Dhulikhel
49.	Mr. Lokendra Dhakal	Assistant Head Teacher	Sanjiwani Secondary School, Dhulikhel
50.	Ms. Manju Devi Adhikari	Teacher	Sanjiwani Secondary School, Dhulikhel
51.	Mr. Indra bahadur Neupaney	PTA Chair	Sanjiwani Secondary School, Dhulikhel
52.	Mr. Buddhiman Danuwar	Section Officer	Mirchaiya Municipality, Siraha
53.	Mr. Devendra Kumar Yadav	Head Teacher	Basic School, Raghavpur, Mirchaiya, Siraha
54.	Ms. Aasha Vishwakarma	PTA Chair	Basic School, Raghavpur, Mirchaiya, Siraha
55.	Mr. Gyan Kumar Yadav	SMC Chaiperson	Janta Banbali Model School, Barchhawa, Siraha
56.	Mr. Pawan Kumar Yadav	PTA Chair	Janta Banbali Model School, Barchhawa, Siraha
57.	Ms. Kishoree Mahato	Teacher	Janta Banbali Model School, Barchhawa, Siraha
58.	Mr. Ram Nath Mahato	Teacher	Janta Banbali Model School, Barchhawa, Siraha
59.	Mr. Ram Ishwor Yadav	Head Teacher	Janta Banbali Model School, Barchhawa, Siraha
60.	Mr. Subodh Kumar Lama	Section Officer	Siraha Municipality, Siraha
61.	Mr. Dip Kumar Yadav	Section Officer	Bishnupur Rural Municipality, Siraha
62.	Ms. Sabita Yadav	Teacher	Basic School, Raghavpur, Mirchaiya, Siraha

63.	Ms. Sweta Kumari Yadav	Teacher	Basic School, Raghavpur, Mirchaiya, Siraha
64.	Mr. Ram Bir Yadav	Teacher	Basic School, Raghavpur, Mirchaiya, Siraha
65.	Mr. Bijaya Kumar Mandal	Chief	EDCU, Siraha
66.	Mr. Kapil Deo Yadav	SMC member	Basic School, Raghavpur, Mirchaiya, Siraha
67.	Mr. Gauri Shankar Kamati	Head Teacher	Basic School, Raghavpur, Mirchaiya, Siraha
68.	Mr. Ram Binod Yadav	Teacher	Shree Laxmipur Secondary School, Laxmipur, Siraha
69.	Mr. Jibaneshwor Yadav	Resource Person	Siraha Municipality
70.	Mr. Daya Ram Yadav	SMC Chair	Ma. Bi. Harapara, Siraha
71.	Mr. Deo Shankar Yadav	Section Officer	Naraha Rural Municipality
72.	Mr. Chudamani Phuyal	Director	Education Development Directorate, Province 2, Janakpur
73.	Mr. Mahendra Mahato	Under Secretary	Provincial Ministry of Social Development, Province 2, Janakpur
74.	Mr. Gopal Prasad Kandel	Training Chief	Education Training Centre, Province 2, Janakpur
75.	Mr. Laxman Ram	Section Officer	Provincial Ministry of Social Development, Province 2, Janakpur
76.	Mr. Shrawan Kumar Yadav	Mayor	Mirchaiya Municipality, Siraha
77.	Mr. Narendra Belbase	Under Secretary	Education Development Directorate, Janakpur
78.	Mr. Shiv Raj Subedi	Mayor	Butwal Sub-Metropolitan City
79.	Ms. Muma Devi Acharya	Deputy Mayor	Butwal Sub-Metropolitan City
80.	Mr. Mitra Mani Khanal	Under Secretary	Butwal Sub-Metropolitan City
81.	Mr. Tikaram Panthi	Section Officer	Butwal Sub-Metropolitan City
82.	Ms. Kamala Chudali	Section Officer	Butwal Sub-Metropolitan City
83.	Mr. Harilal Aryal	Section Officer	Ministry of Social Development, Butwal
84.	Mr. Begam KC	Section Officer	Ministry of Social Development, Butwal

85.	Mr. Madhav Banjade	Section Officer	Education Development Directorate, Butwal
86.	Mr. Arvind Kumar Dubey	IT Instructor	Kalika Manavgyan Secondary School, Butwal
87.	Mr. Rabi Gautam	PTA Chair	Kalika Manavgyan Secondary School, Butwal
88.	Mr. Ghanshyam Pathak	Principal	Kalika Manavgyan Secondary School, Butwal
89.	Mr. Krishna Prasad Adhikari	Science Coordinator	Kalika Manavgyan Secondary School, Butwal
90.	Mr. Hom Bahadur Galami	SMC Chair	Kalika Manavgyan Secondary School, Butwal
91.	Mr. Thaneshwar Gyawali	Under Secretary	Ministry of Social Development, Butwal
92.	Mr. Arvinda Prasad Adhikari	Section Officer	Education Training Centre, Bhairahawa
93.	Mr. Hem Raj Aryal	Under Secretary	Sainamaina Municipality, Rupandehi
94.	Mr. Himlal Khanal	Section Officer	Education Training Centre, Bhairahawa
95.	Mr. Indra Bahadur Kunwar	Under Secretary	Bardghat Municipality, Nawalparasi
96.	Mr. Tilak Nepali	PTA Coordinator	Janakalyan Secondary School, Rupandehi
97.	Mr. Yam Bahadur KC	Training Chief	Education Training Centre, Bhairahawa
98.	Mr. Gobinda Prasad Neupane	Science Teacher	Saraswati Secondary School, Nawalparasi
99.	Mr. Ananda Raj Adhikari	Vice Principal	Saraswati Secondary School, Nawalparasi
100.	Mr. Bijay Ratna Parajuli	Head Teacher	Shanti Nikunja Secondary School, Nawalparasi
101.	Mr. Hira Giri	SMC Chair	Shanti Nikunja Secondary School, Nawalparasi
102.	Mr. Arjun Prasad Pokhrel	Head Teacher	Janakalyan Secondary School, Rupandehi
103.	Mr. Buddhiram Chaudhary	SMC Chair	Janakalyan Secondary School, Rupandehi
104.	Mr. Keshav Raj Gyawali	Assistant Head Teacher	Janakalyan Secondary School, Rupandehi
105.	Mr. Mani Ram Bhattarai	Teacher	Janakalyan Secondary School, Rupandehi
106.	Mr. Dipendra Dhakal	Chief	EDCU Rupandehi

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