CORE DOCUMENT

SCHOOL SECTOR REFORM

Core Document: Policies and Strategies

Government of Nepal

MINISTRY OF EDUCATION AND SPORTS

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CONTENTS

1. INTRODUCTION

1.1. BACKGROUND

1.   The concept of an integrated grades 1 to 12 school system has been under consideration in Nepal from the 1980s till the Three Year Interim Plan (2007 - 10). The process of developing and implementing the integrated school system was initiated as early as 1989 with the enactment of the Higher Secondary Education Act. The need for structural adjustment to the integrated school system was further emphasized by the Basic and Primary Education Master Plan (1997).

2.   The Education for All National Plan of Action (EFA/NPA, 2001-2015) emphasizes the need for integrating grades 1 to 12 into a school system. As a means of developing human potentials and reducing poverty, the Tenth Plan (2002-07) articulated the needs for adopting a holistic approach to the school sector.

3.   Since the 1990s, Nepal's education sector has witnessed a gradual shift from project to programme to sector-wide approaches, including a shift in funding modalities from bilateral to pooled to budgetary support. These changes provided a basis for recognizing the lead role of the government/MOES, with greater focus on policy formulation and programme execution.

4.   The achievements and experiences gain from the implementation of the EFA sub-sector approach and the Secondary Education Support Programme (SESP) have encouraged the Government of Nepal to demonstrate a commitment to embark on School Sector Reform (SSR) with grades 1-12 as an integrated school system in a phased manner from 2009/2010 onwards.

5.   Inspired by the Popular Movement of 2006, people voiced their aspirations for changes in different aspects of national development including education system. The people demonstrated their concerns about education with particular reference to equity and quality. The Government responded by initiating an education sector reform that also addresses the demand for economic and social development such as expanding science and technology as well as sharing the benefits of development more equitably. In addition, the reform in education has been seen as a major strategic intervention for the expansion and consolidating of information technology (IT) in Nepal's school education in the global and regional contexts.

6. In February 2007, a Concept Paper on School Sector Reform (SSR) was endorsed by the Education Policy Committee. The Concept Paper provided general directions for policy changes and served as the basis for preparation of this Core Document. As a preparation for an integrated School Sector Reform (SSR), this Core Document presents policy and strategic options for SSR implementation.

7. The preparation activities of SSR will include development of an accelerated implementation / transition plan, illustrating the activities to generate knowledge and develop local level planning capacity for systemic readiness and resilience.

1.2. POLITICAL CONTEXT

8. The country saw an unprecedented political movement in April 2006. As a result of the popular movement, Parliament was restored. Subsequently, a comprehensive peace accord was signed amongst the then Seven Party Alliance and the CPN (Maoists). An Interim Constitution has been promulgated by the Parliament. The Government is presently formed with representation from these political parties.

9. Election of a Constituent Assembly (CA) is the main agenda of the present government. The election is scheduled to be held by April 2008. The CA will decide on the new Constitution which will, among other things, provide a framework for the restructuring of the State. Two hundred and forty delegates to the CA will be directly elected, three hundred and thirty will be elected through a proportional representation and twenty six will be nominated by the Cabinet.

10. The Interim Constitution, 2006 indicates that the CA will adopt a federal structure for the state. The federal structure will entail a restructuring of the governance system (particularly with respect to the relationship between the centre and sub-national governments). The resulting governance framework of the state will guide the educational governance system.

11. Equity and social inclusion are high on the reform agenda. The main strategy for achieving these goals is to ensure adequate representation of females, Dalits, Janjatis, Madhesis, disabled and other marginalized groups in decision making at all levels of governance.

12. Education has been recognized as the fundamental right in the Interim Constitution 2006. The Constitution contains provisions pertinent to School Education, namely:

Each community shall have right to receive basic education in mother language as provided by the law;

 Each citizen shall have right to get free education up to secondary level as provided by the law.

Each community residing in Nepal shall have the right to preserve and promote its language, script, culture, cultural activities and heritage.

13.   Despite the robustness of the public school system across the country, the insurgency disrupted the smooth functioning of schools. The restoration of peace has created an atmosphere more conducive to education reconstruction and development.

14.   Further, recent political changes in the country have raised people's expectations and demands with respect to improved public services. There is greater demand from the people for the equitable delivery of good quality education. The educational systems at various levels, including schools, will have to respond to people's aspirations.

1.3.   ECONOMIC CONTEXT

15.   The average economic growth rate during the Tenth Plan is reported to be 3.4 per cent. The current level of population below poverty is 31%, reduced by 11 per cent from 2002 to 2006. Though the contribution of agriculture sector in the national economy has declined to 31 percent from 37 percent during the tenth plan period, it is still the single largest contributor to the economy. In recent years, besides agricultural and other national incomes, remittance has become one of the major sources of income in the country. The income from remittance has evidently helped large numbers of people to come out of poverty and improve their standards of living. It is expected that the education sector reform will contribute to the enhanced capacity of the workforce and improve productivity.

16.   Widespread poverty is still a striking feature of the country's economic life although the most recent Nepal Living Standards Survey (NLSS) showed a marked improvement. Also, the *per capita* income (*per capita* GNP) is estimated to have increased from Rs.21, 501 ($302) in 2004/05 to Rs.23, 032 ($322) in 2005/06. The NLSS survey also showed that poverty in Nepal is largely a rural phenomenon, with 34.6% of population in rural areas as against 9.5% of population in urban areas surviving under the poverty line.

17.   Currently about 17% of the government budget is allocated to the Education Sector. In addition to public expenditure, households and communities are spending a substantial proportion of their resources on their children's education. Given the proportion of public and

private spending, the value of education in terms of quality and relevance is now a matter of general concern.

1.4. SOCIO-CULTURAL CONTEXT

18.   Cultural diversity is one of Nepal's national treasures. Nepal is one of the most diverse countries and thus has a responsibility to conserve a rich cultural heritage. Historically, some communities have not benefited equally from development interventions mainly, because of their limited access to educational opportunities.

19.   A number of minority groups and ethnic communities have been facing marginalization. Disadvantaged groups (such as women, Dalits, Madhesis, disabled and ethnic minorities) have low levels of participation in education. Raising the participation of these groups is a key challenge for the government. Gender equity in society, in general, and in education in particular, has still remained a major challenge. Although progress has been made in increasing the participation of girls in school education, girl students still experience problems in successfully completing their schooling. Various studies have shown needs for targeting strategic interventions and improving service delivery system to ensure inclusion in education.

1.5. EDUCATIONAL CONTEXT

20.   It is evident that the enrolments of girls and boys have increased significantly at all levels of school education. The current level of NER has reached 89.1% at the primary level (DoE, 2007). The population of school going girls, Janjatis, Dalits and disabled is 48, 38, 18 and 1 per cent, respectively. The present figures show that the percentage of female, Janjati and Dalit teachers is 30.8, 17.8 and 2.5 respectively. The Gender Parity index has reached 0.61 for adult literacy (NPC, 2007). These figures indicate that there is a compelling need for improving efficiency in school education. Therefore, the challenges remain yet to ensure the access of the remaining 11 per cent of the out-of-school children of age 5-9, and to improve retention and quality of education.

21.   At present, efforts are underway for improving educational access and quality at primary and secondary levels through interventions such as Education for All (EFA), Teacher Education Project (TEP), Secondary Education Support Program (SESP), Community School Support Programme (CSSP), Food for Education (FfE) etc.

22.   The EFA program for 2004-2009 is based on the EFA National Plan of Action 2001-2015 and supports all six of the EFA goals: expanding early childhood development, ensuring access to all children, meeting the learning needs of all children (including the indigenous peoples and minorities), reducing adult illiteracy, eliminating gender disparity, and improving all aspects of quality education. The achievements made in basic education are attributed to Basic and Primary Education Program, Education for All and other major interventions in education.

23.   Box 1-1 describes, as an example, some of the major accomplishments made through the EFA. Likewise, the Secondary Education Support Program (SESP) is the major program under way at the secondary level. The main components of the SESP are: learning environment, curriculum and textbooks, teacher development, and institutional capacity and management.

24.   The Higher Secondary Education Board (HSEB), established in 1989 under the Higher Education Act, 1989, has been instrumental in expanding access to +2 education in all 75 districts through community support. Nevertheless, phasing-out proficiency certificate level education from the university system remains yet to be resolved. Over the years, HSEB has been providing affiliations to higher secondary classes in both community and institutional schools. The HSEB has also been carrying out curriculum and examination functions for grades 11 and 12. Interventions such as student scholarship, school performance grants etc are provided through Higher Education Project for higher secondary education.

Box 1-1: Building on EFA and Moving Beyond

The implementation of EFA 2004-09 has been a remarkable experience for the Ministry of Education and Sports (MOES). Acknowledging the dedication of parents, people and civil society, the MOES wishes to express its gratitude to the communities, local governments and stakeholders for their profound support for EFA implementation. The support from the line agencies and central level institutions has been extremely crucial in securing an enabling environment for the EFA programme. Equally, the contributions made to education by all development partners including I/NGOs have been vital to the Government's efforts in attaining Nepal's EFA goals. It has been an opportunity for the entire system to learn from the past and build on the experiences we have gained. In this regard, the MOES has made visible gains in providing a foundation for moving from the EFA sub-sector to the School Sector Reform Programme.

One of the remarkable achievements of EFA is the momentum created for establishing EFA as a movement and as a priority programme for the nation. Likewise, the programme has succeeded in creating a robust institutional base at policy, management and service delivery levels. The institutional base at the school level has been strengthened through school based management.

The proactive roles of local communities in taking full responsibility for school management have been a remarkable move towards recognizing the centrality of schools and ensuring school's autonomy. Despite difficulties in the past, the enthusiasm shown by local communities to regain the ownership of their schools and to manage them is very encouraging. These achievements call for further work to consolidate the governance and management of schools, and to transform them into the centres of excellence.

The innovative work done during the EFA implementation has been instrumental in raising children's participation in schools and ensuring the provisions for quality imperatives (see NDHS, 2006). The efforts being made to enhance the quality of curricular materials and improving the delivery system by encouraging partnerships with private sector for textbook production and distribution, are exemplary.

Another gain of EFA is to underscore the national agenda for inclusion. The focus of the EFA programme has been on the marginalized and excluded groups. Similarly, the achievement of the EFA is noteworthy for developing a rolling-plan process of Annual Strategic Implementation Plan (ASIP) to reflect the ground realities and make strategic choices for programme implementation. ASIP has also encouraged schools and districts to implement their prioritized programmes based on strategic interventions through School Improvement Plans (SIPs) and District Education Plans (DEPs).

Similarly, the creation of the EFA Joint Financing Arrangement (JFA) is a remarkable gain in harmonising resources and developing a culture of partnership in good faith. The JFA has contributed to strengthening the systemic capacity with greater reliance on the regular procedures.

Encouraged by these achievements, the Government has decided to enter into a new phase of programme implementation. The changed country context has also opened ways for taking major steps towards educational reforms in Nepal. The School Sector Reform is a response to the aspirations of the people and to the emerging challenges the education system of Nepal is facing. The SSR should be viewed as a combination of affirmative actions and policy changes towards attaining the EFA goals by 2015, and be seen as a commitment towards ensuring quality of education to meet the local and global needs.

1.6. OPPORTUNITIES AND CHALLENGES

1.6.1 OPPORTUNITIES

25.   The following are the major opportunities for the school sector reforms in Nepal:

People's aspiration:

26.   The rising expectations for education on the part of parents, students and social groups are important opportunity for educational development. Parents and students expect education to be a gateway to skills, knowledge and attitudes that will prepare young people for better quality of life and better job prospects. Social groups expect education to affirm their language and respect their cultural identity. The state expects education to inculcate democratic norms and values among children to exercise rights and responsibilities for the wellbeing of the society and the people. Also, the state expects education to help reduce poverty and stimulate economic growth. The government has an opportunity to demonstrate its commitment to meeting the rising expectations of the people by improving equitable access to education of improved quality.

Political environment:

27.   The political development after the Popular Movement of 2006 has created an atmosphere conducive for development, including education. The Interim Constitution 2006 ensures the right to education. The forthcoming CA elections and proposed restructuring of the state and governance will create an opportunity for stakeholders' participation in governance, management and delivery of services.

Global commitment:

28.   The global movements on education for all and MDGs have encouraged for international support on educational development. International organizations and governments have also been taking part in educational development. The global financial and technical supports and partnership are important opportunity for the school sector reform. In this regard, the Paris Declaration on Aid Effectiveness has special significance.

Institutional Capacity:

29.   The existing infrastructures, including schools, teacher training institutes, curriculum development centre, non-formal education centre, technical education and vocational training institutes and department of education provide a broad base for the expansion and consolidation of the programme under SSR. Similarly, regional and district education offices,

school management committees, teacher selection commission are also working in education sector. Along with these institutional support mechanisms, there are reasonable levels of human resource potentials including, teachers, managers, trainers and other technical personnel.

1.6.2 CHALLENGES

Consolidation and expansion of Basic Education:

30.   Extension of basic education from grade 5 to 8 creates a challenge for consolidating its structure, curriculum, assessment, teacher development and other management functions. The major challenges on consolidation and expansion of Basic Education are:

- Developing and disseminating an integrated curriculum and including local elements in curriculum
- Developing continuous assessment system and improving examination system
- Developing and recruiting qualified and trained teachers
- Developing the capacities of head teachers and school management committee

Integrating Basic and Secondary Education:

31.   One of the main goals of SSR is its holistic view of schooling from grade 1 though 12. To achieve the goal of an integrated school system; regulatory, managerial, and financial and technical issues and challenges need to be addressed. The major challenges are:

- Integrating and harmonizing education policies
- Coordinating technical functions
- Combining systems for teacher management and development
- Making formal, vocational and technical, and alternative education modalities equivalent

Quality and relevance:

32.   In order to raise the level of school for the improvement of quality and relevance of education a common threshold, minimum "enabling conditions" need to be defined. Quality improvement includes interventions in instructional process, teacher management and development and achievement evaluation. Therefore, issues and challenges pertaining to quality and relevance include:

- Defining and enforcing norms and standards for service management and service delivery.

- Harmonizing and coordinating teacher development with teacher management

- Building leadership and improving management at the school level

- Improving instructional process including curriculum and materials, mother tongue instruction, and teaching

- Improving public examinations, continuous assessment and national assessments system.

Ensuring participation and inclusion:

33.   The education system has encouraged the participation of girls in general and children from disadvantaged groups in particular. However, there continues to be a marked disparity in education access that causes social tensions, widening income gaps, and a heightened sense of exclusion.   To create an environment that affirms the government's commitment to social justice and equity, the education system must be proactive in removing barriers and building bridges to equitable participation. Issues and challenges include:

- Opportunity costs of education are greater for poor people.

- Inadequate inclusive approach in the private financing of school education.

- Lack of sanitary facilities appropriate for girls.

- Lack of inclusive and child friendly teaching learning practices.

- Under-representation of females and disadvantaged groups in governance and management positions.

- Under-representation of females and disadvantaged groups in the teaching profession.

Decentralizing educational management:

34.   Decisions in education should be taken as close to the beneficiary as possible. This principle of subsidiary raises the participation of stakeholders, enables more realistic problem identification, and increases the efficiency of governance and management. As a result, schools will gain autonomy to deliver services for meeting local needs, recognizing ownership of local people to yield management results. Likewise, the accountability framework adopted in the SSR will contribute to enhancing management capability, leading to high quality returns in schools and community. More importantly, it will make the school system responsive to change in particular to emerging needs by meeting the needs of children and local people. Major challenges with respect to decentralization are:

- Decentralizing school system management by reallocating the functions to agencies at all levels

- Building capacity of local governments to fulfill new functions

- Decentralizing the public examinations system

*Financi*ng and Financial management:

35.   Adequate and sustainable financing for the education system is still a major challenge. It requires commitment from central to local levels of government.   Appropriate policy interventions allows for mobilization of resources from government, development partners, local governments, communities, NGOs, civil society organizations and the private sector. Besides, there is also problem of managing financial resources. For instance, several studies and field level consultations have revealed that disbursements problems, inadequate information on guidelines, and inadequate capacity in schools to manage the grant, are some of the burning issues in financing. Challenges to sustainable financing include:

- Adequate resource mobilization for meeting the cost of education

- Exploring sources for additional revenue for education

- Effective allocation and management of expenditures

- Improving the flow of funds

- Improving funding modality for better school performance

- More transparent mechanisms for school finance

- Compliance with financial management and reporting requirements, particularly at the school level

1.7   RATIONALE

36.   The SSR has intended to enhance capabilities of school system in order to use efficiently human, material and financial resources. This capacity will contribute to improving access, quality and participation in school education. The SSR also instigates institutional and individual accountability at all levels of education. By adopting an autonomous and flexible approach to school education, local communities will benefit from SSR implementation. It will enhance the roles of local community in governance, management, resourcing, and quality assurance in school education in their community. The autonomy and flexibility in school education harmonizes educational choices in terms of relevance, appropriateness, and value orientations.

37.   The reform program is equally important for the transformation of schools into knowledge centers, and for developing a culture of learning across the continuum. The

present ten years of schooling, including five years of primary education, is inadequate to keep abreast of emerging, new knowledge and skills needed in the contemporary context of a global society. The rationale for grades 1 to 8, 9 to 12 system is grounded in education's intrinsic worth as well as its instrumental value. In addition, there are managerial and pedagogical advantages to planning, operating, and financing a 1 to 12 system. The rationale for basic education (1 to 8) and secondary education (9 to 12) is discussed in the following paragraphs.

1.7.1 BASIC EDUCATION

The rights-based rationale:

38.   The GoN has long taken the position that every child has the right to receive quality basic education. The proposed policy direction defines grade 1-8 as the basic education.

The development rationale:

39.   Five years of schooling is not sufficient given the global and regional norms as well as rising national expectations. Eight years of schooling is considered the minimum time required to diligently perform civic duties and also to engage productively in an occupation. Under the principles and guidelines of good governance, the Government believes that citizens receive at least eight years of schooling in order to fully express their voice and dutifully exercise their civic responsibilities.

The technical rationale:

40.   Expanding primary facilities to grade 8 results in a more efficient use of scarce resources such as qualified teachers, head-teachers, libraries, and laboratories.

The quality improvement rationale:

41.   The structural integration of primary and lower secondary level of education into basic education improves students' performance by easing curricular integration and consolidating the competency-based learning programme. Consolidation also helps make teacher, head-teacher, and School Management Committee (SMC) training more efficient. A 1 to 8 basic education structure will additionally have a positive impact on teacher management and development.

1.7.2 SECONDARY EDUCATION

The development rationale:

42.   Secondary education with integrated grades 9 to 12 not only helps prepare eligible candidates for the current job market as skilled workers but it also enhances their level of learning and develops their technical know-how, making them competitive in the national and international contexts.

The efficiency rationale:

43.   School system with 9 to 12 grades increases management efficiency by integrating a fragmented school structure into a coherent system. The system also lowers the unit costs and facilitates school planning, resourcing, supervision, and monitoring functions.   It also makes extra-curricular activities—such as sports, cultural activities, music, and civic development programmes—available to students.

The quality improvement rationale:

44.   The structural integration of grades 9 to 12 improves students' performance and creates a better learning environment. As with basic education, structural integration eases curricular integration and consolidation. The new structure will have a positive impact on the supply of competent, qualified, and trained secondary school teachers. The integrated 9 to 12 school system provides a foundation for tertiary education. In terms of the learning environment, the 9 to 12 structure provides more effective use of expensive inputs such as laboratories, libraries, computers, and extracurricular activities.

The access rationale:

45.   The 9 to 12 structure will provide more students with the opportunity to complete twelve years of schooling rather than ten. The new structure will allow more students to continue beyond secondary education. It also opens the channels for secondary students to enter into non-formal, vocational, and open learning streams. By providing opportunities to secondary students in remote locations, the new structure will help address MOES's equity agenda.

1.8   THE VISION

46.   By 2015, the reforms in school education aim to contribute to the attainment of the following outcomes:

A CHILD/STUDENT

- A student enjoys learning and engages in creative work in school and community, utilizing full potentials with high self-esteems

- A student understands and appreciates bio-diversity, cultural diversity and linguistic diversity at local as well as wider levels and contributes to the culture and art of living together.

- A student understands and appreciates the importance of democracy and sustainable development.

- A student respects labour and appreciates work and occupations.

- A student has basic information, communication and technological (ICT) skills to live an independent life.

- A student has basic life skills to co-exist in the competitive contemporary, global society

- A student has developed critical understanding about political, economic and social inequality, and firmly stands in support of democracy and human rights

A TEACHER

- A teacher enables a child to enjoy learning and engages her in creative work utilizing her full potentials

- A teacher has a pursuit of learning, and updates her knowledge and skills

- A teacher delivers lessons in creative and lively ways to ensure children's learning

- A teacher demonstrates a role model for behavioral transformation

- A teacher is regular in school and punctual in her class

- A teacher never applies corporal punishment

- A teacher respects children's integrity, identity and individuality

- A teacher appreciates and applies children's culture and language

A SCHOOL

- A school becomes a centre of knowledge and a forum for community interaction and learning

- A school becomes inclusive and child friendly, and respects children's rights to education

- A school through its own management system that provides enabling environment and holds Head-teacher and teachers accountable to ensure children's learning.

- A school has its own plan and meets its educational targets set against national standards.

- A school is transparent and shares information with stakeholders.

- A school ensures basic services such as teacher, textbook, classroom and learning environment.

- A school appreciates and applies local language and culture

- A school has its code of conduct to work in good faith.

1.9   GOALS

47.   With a view to transforming the above visions into action, the following goals have been laid down, building on the EFA framework of action and keeping the spirit and agenda of the reform programme in the centre.

1.9.1 EARLY CHILDHOOD DEVELOPMENT (ECD)

48.   ECD is targeted to children between four and five years of age located in schools and/or communities. The focus of ECD is to provide children with enabling environment for their all round development and for laying a foundation to build a broad base for the children to enter into grade 1, leading to success in basic education. The school sector reform intends to extend quality early childhood development programmes throughout the country.

1.9.2. ACCESS, RETENTION AND PARTICIPATION:

49.   The purpose of basic education is to ensure children's entry at the age of six and provide them with basics including teachers, textbooks and classrooms to continue their stay in schools, by valuing their personal worth and meaningful participation. In order to ensure children's equitable access to quality schooling, the Government has demonstrated its pledge to adopt the rights based approach and promote child friendly environment envisioned in the Constitution and articulated through commitments at national and international forums. Therefore, SSR aims at increasing access and improving participation and retention of all children in schools.

1.9.3. DIVERSITY AND LEARNING NEEDS:

50.   Considering the richness of indigenous knowledge, cultures and languages in the country, emphasis has been placed on how best schools can utilize local resources and offer education integrating ground realities with the knowledge of the world. The Government will build alliance with local communities, agencies and actors to secure a space for children in their curricula and pedagogical processes. The mother tongue medium will be employed as an integral part of instruction at early grades of basic education.

1.9.4. NON-FORMAL EDUCATION AND LITERACY:

51.   Literacy and various types of non-formal education programmes will affirm the rights of basic education of all adults and youths, allow them to participate actively on continuing education, and enable them to develop their capacities to participate fully in their society. Non-formal education will be useful to those who are out from the primary school, and it will be useful for the continuing education. To ensure access of basic education and literacy programme to all the SSR will develop and extend non-formal mode of education to both school age children and adults.

1.9.5. GENDER AND EQUITY:

52.   In view of differential rates of participation and success in education for different social groups, the reform will focus on girls and women and Children from educationally deprived groups so that they will participate equally and attain equitable results.

1.9.6. QUALITY OF LEARNING:

53.   Quality improvement in education mainly involves improvement in learning processes through the provision of appropriate learning conditions. To this end, SSR intends to develop child friendly and inclusive classroom teaching backed by necessary physical and instructional facilities, competent and qualified teachers, relevant curricula, textbooks and assessment system and result based management system.

1.9.7. INSTITUTIONAL CAPACITY:

54.   To enable the institutions to plan and implement the reform programmes effectively, SSR aims at building capacity at individual, institutional and systemic levels including restructuring the existing technical and other institutions.

1.9.8. RESTRUCTURING:

55.   One of the goals of the school sector reform initiative is to restructure the school education with basic education of grade one to eight and secondary education of grade nine to twelve. Similarly, the restructuring will also develop a viable alternative schooling and vocational and technical education with a necessary linkage among formal, alternative and technical education. Besides, technical and management functions and structures of different institutions will be restructured accordingly. One of the focuses of the institutional restructuring is to develop and implement decentralized governance and management system by ensuring inclusive participation of parents and other stakeholders.

2. Policies and Strategies

2.1   Governance and Management

56.   Governance and management functions are best performed when clearly delineated. Governing bodies set policy directions and clarify the strategic intentions. Managing bodies interpret strategic intentions by setting programme objectives and targets, and by developing and executing implementation plans.   Managing bodies report to governing bodies. Technical functions such as curriculum development, examination, and training will be managed through specialized institutions within the policy guidelines provided by a Technical Board. However, a National Examination Board will govern examination and accreditation functions including development of national examination frameworks.

2.1.1 Structure of school system

Policy

57.   The structure of school education will comprise grades one to twelve. Basic education running from grades one to eight, and secondary from nine to twelve.

58.   The vocational education stream will begin at grade 9 and have three routes: (i) A two years Technical Secondary Level after grade 8, (ii) A four years Technical Higher Secondary Level after grade 8, and (iii) A three year Technical Higher Secondary Level after grade 10 for those who enter from general secondary level.

59.   Alternative and formal (both general and vocational/technical) schooling will be made compatible allowing students complete education through either system. Delivery of alternative mode of schooling will run parallel up to higher secondary level. However, examination and certification will be regulated through the National Examination Board.

60.   In view of the contributions of ECD programme in both access to and quality of basic education, this programme will be expanded and strengthened both in schools and communities for children of the age 3-4 years. MOES will develop minimum enabling conditions for ECD.

Strategy

61.   To ensure right to education and in response to country's geography and settlement pattern, schools will be offered with different grade combinations as sub-structure. At the

basic education level, there will be three sub-structures of schools: Foundation School with grades 1-3, Primary School with grades 1-5, and Upper Primary School with grades 1-8.

62.   At the secondary level, there will be two stages of schooling: Secondary with grades 1-10 and Higher Secondary with grades 1-12 or 9-12. Stand-alone schools with grades 9-10 or 11-12 only will be discouraged .The 1-10 schools will be encouraged with incentives to run vocational streams of education.

63.   Government will continue to support the expansion and strengthening of ECD programmes. Minimum enabling conditions for ECD programs will be developed and ensured. Both community and school-based ECD programs will be encouraged. Partnership between ministries and local governments, community and locally based organizations will be encouraged to ensure compliance of minimum enabling conditions to run ECDs.

64.   National norms and standards will be developed to help determine level and grades to qualify either as basic or secondary school. Decisions will be based on at least two criteria: minimum population to be served and physical distance (proximity to school). However, local government will formulate its own criteria, based on national norms and standards, for determining schools and its grades.   Box 2-1 provides a reference for school provision.

Box 2-1 Indicative Guidelines for School Provision

a. For basic education, settlement(s) consisting of 30-40 households and/or 150-200 population will have at least one school with Foundation grades (1-3). In villages with 100 households and/or a populatio of 500 there will be at least one school with Primary grades 1-5. In villages with 200 households and/or a population of 1000 there will be at least one Upper Primary school with grades 1-8. In areas with sparse population and remote conditions, options such as residential, alternative, and multi-grade schooling will be made available.

b. For secondary education: local government will give priority to establishing or formalizing at least one Secondary School (grade 1-10) at the VDC level and at least one Higher Secondary School (grade 1-12) in each constituency. However in remote and rural areas, local government will extend extra support to the community to make such arrangements.

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65.   There are three modes of TEVT programme that are currently in operation: technical schools running long-term certification courses, vocational component built into schools (either as an annex or as curricular streams), and short courses as offered by public/private providers or local governments and certified by CTEVT arrangements. These modes of technical and vocational education will be continued. Provisions will be made to expand any one form of TEVT programs in each constituency. Opportunities of specially designed short

courses will be made available to the students interested to join the job market after completion of basic education.

66. TEVT program will be integrated as Technical Secondary Level and Technical Higher Secondary Level beginning at grade 9 and certification at the end of grades 10 and grade 12. The TEVT program will also include the core curriculum of the general stream so that the technical graduates will have easy access to join general streams.

67. CTEVT will further expand the existing skill certification system. In addition strategies will be developed to promote indigenous skills and make them marketable. The testing and certification of such skills will also allow them opportunities for further education and training.

68. In order to allow access from vocational to general stream of education, CTEVT will consolidate and prepare appropriate curriculum and course design integrating its current curriculum. To facilitate transition from one stream to another, CTEVT will make an inside plan and NEB will prepare examination and accreditation system.

69. Basic education curriculum, beginning at grade 6, will formally introduce concepts of vocational and technical education. Such curriculum will provide awareness by giving reference to various occupations and also the trends in the job market. This will prepare graduates to be able to select streams of their interest upon completion of grade 8. Contents related to life skills will be integrated in early grades of basic education.

70. The existing Sanskrit schools will continue to operate within the national framework. Traditional systems of education such as: Gumbas, Madarasas, Gurukuls will be recognized as choices of formal system of education. However, teaching and learning in these schools will be required to meet the national norms and standards. Certification and accreditation will be granted based on the level of education being offered by these schools. Graduates of these schools qualify to enter any mode of education.

71. To meet diverse needs and interest of the population, delivery of education will adopt both Formal and Alternative modes. Formal mode of schooling includes educational services delivered through structured and formal institutional arrangements like schools. Alternative approach includes open, flexible (including mobile) schooling, and non-formal modes of education delivery. Education received in one mode or the other will carry equivalent status.

2.1.2 INSTITUTIONAL (PRIVATE) SCHOOLS

POLICY

72.   Basic education provisions will be the responsibility of the state. However, parents can opt for institutional schools for providing education to their children.

73.   A regulatory framework will define governance, management, quality and finance functions of institutional (private) schools.

74.   Partnerships between private and public sector will be promoted to ensure adequate access to secondary education.

STRATEGY

75.   The following measures will be adopted for effective mobilization of private providers in school education:

Regulatory Framework

76.   The Government will introduce a regulatory framework for the operation of institutional schools. The Regulatory Framework will set standards and provide guidelines for the management, quality and financing functions of institutional/ private schools. The service conditions of the personnel including teachers will be defined in the framework.

National Curriculum Framework (NCF)

77.   All institutional/ private schools will follow the National Curriculum Framework to meet the quality standards for the pedagogical choices and examinations.

Provision for Free Education

78.   Private providers will have to sign Terms of Partnership (ToP) with the local government and competent authority indicating commitments for its support to the community including scholarship, freeship, employment and so forth. A monitoring mechanism will be established at the centre and local level to ensure compliance of this provision.

79.   To promote equity and efficiency, possibilities to run school through cooperatives will be explored.

80.   In secondary education, as stated in the interim constitution, arrangements will be made to provide cost-free education gradually. MOES will develop strategies together with the private providers and business community to workout partnerships to support cost free education in secondary level.

2.1.3 DECENTRALISATION

POLICY

81.   Education governance will be the shared responsibility of the central and local governments. The relationships of authority and accountability between the national, sub-national, and local levels will be fully aligned with any future changes in overall government structure.

82.   School management functions will remain with the SMC.   The emphasis will be placed on school-based management accountable to parents and children. The current scheme for community management of schools will be encouraged.

STRATEGY

Central Government - Governance and Management

83.   The MOES will retain responsibility for policy formulation, planning and budgeting, coordination and monitoring progress towards national policy goals and strategic objectives. The MOES will be assisted by an Education Policy Committee for policy development. The Department of Education will be responsible for the management and administration of school education. Technical functions such as curricular provisions, standard setting, teacher development and examination functions will be carried out by technical institutions such as CDC, Review Office, NCED, HSEB and National Examination Board, etc. A Technical Board will be constituted as a governing body to oversee these technical functions. MOES will prepare a plan for the integration of relevant technical functions of school education in a phased manner.

Local Government – Governance and Management

84.   Local government will prepare evidence-based, periodic plans for providing all school-age children with basic and secondary education through formal and alternative modalities. Local government will also identify potential barriers that may inhibit children from attending school. School establishment, upgrading, merging and relocation will be planned based on the evidence, and the plan will be implemented in a phased manner. One strategy for providing support to local governments is to use the existing technical structures at the district level (such as Technical Schools, Education Training Centres, and other professional forums) for the planning and delivery of educational services.

85.   Local government will take the initiative for the establishment of new schools. In view of the fundamental differences in objectives between basic and secondary education, schools will be encouraged to operate as separate entities for basic and secondary education. To maintain focus and direction at the institutional level, the tertiary education programs will not be encouraged from sharing school's facilities and resources.

86.   Local government will also be responsible for alternative and vocational education and training. Alternative education programs could be based on: (i) settlement patterns (seasonal migration, small hamlets, etc.); (ii) language and religion of the community; and (iii) demand for alternative forms of schooling. Short term vocational training could be offered by either public or private providers. Local governments could encourage private providers to deliver such services through subsidies, scholarships, or any other appropriate measures.

87.   The decentralized governance and management of schools include: entrusting the local governments with the responsibility for school education. The central government will work towards developing capacity of local governments. During the transition, local governments (VDC, Municipality and DDC) will assume education planning functions.

School – Governance and Management

88.   School-based management will continue through a SMC which will report to the parents for school performance and to the local government for compliance with regulatory requirements including social inclusion. Decisions regarding local curriculum, performance targets, school calendar, classroom organization, and instructional methods will be made at the school level.

89.   Head-teachers will have greater roles in academic aspects (such as teacher assignment and professional supervision) and administrative aspects (such as maintaining teacher schedules, maintaining records, managing non-teaching staff, etc.). They will also be given authority to set standards, appraise teacher performance, and use performance appraisals for feedback. The SMC will have an important role in making performance contracts with the school Head-teacher.

90.   Within nationally defined framework, schools will enjoy greater autonomy in pedagogic, personnel and financial management.

91.   A comprehensive school mapping exercise will provide the basis for structural integration of schools and also for opening new schools including its type and level such as foundation, primary, upper primary, residential, or open school.

2.1.4 ACCOUNTABILITY

POLICY

92.   Schools will be accountable for students' learning. Parents and guardians will be accountable for their students' regular attendance, and the government will be accountable for providing the minimum enabling conditions.

STRATEGY

Accountability Model

93.   An agreement between schools and the government will be drawn up wherein schools will be obliged to meet agreed learning outcomes and the government will be obliged to provide the minimum enabling conditions - including an environment for equitable participation, appropriate classrooms, instructional materials, and qualified teachers. Statutory provisions will be made to legitimize these obligations.

94.   It will follow an accountability chain embracing all stakeholders from student to the government. Table 2.2 describes accountability chain and its mechanisms.

Table 2.2

Accountability Chain and Mechanism

Who	To Whom	For What	How
Teacher	Student Headteacher	Student learning School standard	Performance assessment
Headteacher	SMC	School performance Quality assurance	Performance contract, Social audit
SMC	Parents and Local Government	School performance Regulatory compliance	Selection/election, Social audit, Resource allocation
VDC/Local Government	Parents, Constituency, Central Government	Fulfilment of enabling conditions, Adequate access and full participation	Election, Resource allocation.
Central Government/ MoES	Parliament	Resourcing Policy guidelines Strategic options	Election

Central Accountability

95.   The MOES and DOE, as they are, will be accountable for implementing national strategies and meeting national goals for education in general, and the school sector reform in particular. Periodic reviews will be conducted, and reports on progress and impact will be

made to Parliament, the NPC, and stakeholder groups at the national level. Central level technical agencies and advisory boards will be accountable to MOES for the success of their programmes.

Local Government Accountability

96.   Considering the national standards, existing educational status, and the available resources; the local government will define performance targets in consultation with the SMC. This will form a basis for assessing the performance of the SMC and the head-teacher. Finally, the local government will report the performance of the SMC and the Head-teacher to the public.

School Accountability

97.   Schools will develop strategies for encouraging regular attendance of students such as: incentives tied to regular attendance, special support for at-risk children, remedial programs for children with low levels of achievement, etc. The SMC and PTA will develop a system for reporting to parents/guardians whose children do not attend regularly or are at the risk of dropping out.

98.   The SMC in consultation with the Head-teacher and teachers will agree on teacher performance targets including: learning outcomes, regularity, time on task, etc. Teachers achieving those targets will be provided with incentives such as: appreciation certificates, additional grade raises, etc. Head-teachers will be made accountable to the SMCs for the technical processes and results.

99.   HT will be responsible for smooth functioning of school; teachers will be responsible for ensuring student's learning, SMC will be responsible for providing enabling environment.

2.1.5   TECHNICAL FUNCTIONS

100.   Technical functions under the jurisdictions of MOES include national curriculum framework, teacher development, technical and vocational education, student assessment and examinations, and certification and accreditation. Such functions are currently being addressed through different arrangements with national level institutions such as, HSEB, CTEVT, CDC, NCED, OCE and NFEC.

101.   While these technical functions require institutional arrangements that are more focused and specialised in their respective expertise, these are linked to one another. Hence,

both vertical and horizontal linkage between and among these institutions is very much indispensible.

102.   With this in view, the SSR intends to strengthen capacity of these technical institutions by providing more autonomy, harmony, and capacity development in respective technical functions.

POLICY

103.   Core Technical functions such as curriculum (including competency standards and textbooks), examination and certification, teacher development, and standard setting will operate independently under one integrated umbrella of Technical Board.

104.   MOES will prepare a capacity development and integration plan for core technical functions.

105.   Public examinations will be decentralized in a phased manner.

STRATEGY

106.   The MOES will constitute an integrated and independent Technical Board to coordinate all technical functions.

107.   Until such independent board is formed, an interim technical committee will be formed which will be chaired by the secretary and represented by the heads of respective technical institutions. The interim technical committee will develop a phased implementation plan to integrate all technical functions including examination. The interim committee will also make necessary legal and institutional arrangements for the constitution of the Technical Board including the roles and functions of the Board and its members.

108.   Central level agencies (such as CDC, NCED, CTEVT, HSEB and OCE), under the coordination and guidance of the interim technical committee, will continue to develop frameworks in their respective areas such as: national curriculum framework, teacher development, technical vocational education, student assessment and examinations.

109.   Preparation for decentralization of district level examination at grade 8 and regional level examination at grade 10 will be started at the beginning of the academic year 2007/08. Lessons learned from grade 8 and grade 10 examination will be fed into the preparation and development of plan for national level examination at grade 12.

110.   CTEVT will continue to conduct all short-term and more technical and vocational type of examination and certification under the framework and guidelines provided by the National Examination Board. The Board will also develop a framework for certification of

111.   A Review Office will be formed as an independent body. It will carry out functions like: setting standards in technical areas such as: learning competencies under the CDC framework, teacher qualifications and teacher competencies under the NCED framework, certification standards for basic and secondary cycles, etc. It will also carry out monitoring functions and report to EPC.

112.   Local governments will work in collaboration with teacher unions, SMCs, PTAs, reputed and retired teachers, and professionals to define the targets within the national standards frameworks. These standards and targets will form a basis for assessing performance of the school. Finally, the local government will report performance of schools to the public.

2.2   QUALITY MANAGEMENT

113.   Quality management has two main functions: quality improvement and quality assurance or control. Both these aspects of quality require setting national standards and measures[1]. For quality improvement, targets and strategies for achieving those standards can vary between localities. For quality control, national standards and targets are set centrally, but the strategies for reaching and maintaining those standards may vary. One aspect of quality control is setting the lower limits, or minimums, under each set of standards; these describe the "enabling conditions for learning" that the government is obliged to provide.

114.   Under SSR the following are considered key elements of quality management: enabling conditions, curriculum and textbooks, instructional process, teacher management and development, head-teacher management and development, and certification and examinations.

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[1] The accumulated sets of standards provide an operational definition of quality under SSR.

2.2.1   ENABLING CONDITIONS

POLICY

115.   The government will define minimum enabling conditions and ensure that they are met in all schools. Responsibility for providing the enabling conditions will be shared between levels of government.

STRATEGY

116.   Minimum enabling conditions include: an environment for equitable participation, appropriate facilities, adequate instructional process and materials, and adequate number of qualified teachers. Appropriate facilities will include classroom size, safe, secure and child friendly classroom.

117.   The government will develop national framework of norms and standards, and a mechanism for defining minimum enabling conditions for assuring that they are met. The school community, within the national framework, will define its own targets for quality improvement addressing the local needs and conditions. Table 2.3 provides some guidelines for developing norms and standards for enabling conditions.

Box 2.3: Guidelines for Enabling Conditions

Enabling conditions include: (i) Provision of minimum teachers in schools, (ii) A teacher student ratio of 1:40 will be applied in schools with population more than prescribed norms. Teacher student ratio of up to1:40 maintained across all geographical regions and; (iii) Class size maintained at 40 students per class and minimum space per student in the class will be 1 square meter for basic education and 1.25 square meters for secondary education. Likewise, there will be a separate classroom for each grade, well furnished, properly ventilated with a writing board, desk and benches, and book corner; (iv) Schools will be well roofed, have a compound wall, toilets (minimum one unit), playground, drinking water, office room, library, laboratory, and primary care room; (v) textbooks per child, curriculum and curricular materials and teacher guides. (vi) Multigrade schools will have appropriate classroom facilities and materials and properly trained teachers as specified in the Multi-grade school guideline.

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118.   In case of new schools, local government will ensure that the minimum conditions are met prior to granting permission to the community.

119.   Shared responsibility on enabling conditions include: (i) local government will ensure that the minimum conditions are met before granting permission to establish new school in its community, (ii) school, in cooperation with community and parents will ensure an environment for equitable participation, and (iii) SIP will reflect the needs of a school to provide the enabling environment.

2.2.2 CURRICULUM AND TEXTBOOKS

POLICY

120.   The National Curriculum Framework (NCF) will provide the basis for a core curriculum and will guide the development of a local curriculum.

121.   Multi-textbook policy will be adopted to offer wider choices for students being educated under diverse situations. Only approved textbooks in core subjects will be used in the schools.

STRATEGY

122.   Competency standards will be set by the Curriculum Development Centre (CDC), under the Technical Board and in consultation with HSEB, NFEC and CTEVT for grades 1-12 for general, technical/vocational and alternative education.

123.   The NCF will determine core and elective subjects and content for general, technical/vocational and alternative education. Technical and vocational subjects will reflect job market demands.

124.   Local curriculum, content and materials will be developed within the NCF guidelines. Local level capacity will be developed for the development and implementation of the local curriculum.

125.   The private sector will be encouraged to develop, produce and distribute textbooks in order to broaden students' textbook choice, enhance textbook quality, and distribute books on time.

2.2.3. INSTRUCTIONAL PROCESSES

POLICY

126.   Instructional processes, such as grade and multi-grade teaching, will be determined by the school management in consultation with local government and within the nationally defined standards.

127.   As envisaged in the three year interim plan (2007-2009), trilingual policy will be adopted as medium of instruction in early grades of basic education.

128.   The choice of medium of instruction in a school will be determined by the SMC in consultation with local government. English will be taught as a subject from grade one onwards.

STRATEGY

129.   Flexible instructional arrangements will be developed and employed. Varieties of teaching methods will be used to cater diverse educational needs of children resulting in higher level of learning achievement. ICT-assisted teaching/learning will be gradually introduced in all schools. Teaching/learning method and instructional materials will be child friendly, gender friendly, and inclusive. Children with disabilities will be given opportunities to study together with normal students to the extent of possibilities. Where such possibilities do not exist special classes/ schools will serve those children.

130.   No child shall be subject to physical punishment in any form in school.

131.   Multi-grade teaching (MGT) will be introduced as pedagogical choice in identified schools that meet nationally defined criteria. The local government will select schools qualifying to operate MGT in consultation with the technical body/DEO. MGT and Grade Teaching will be practised at the basic level. Specially designed learning package/ facility will be provided for identified multi-grade schools, and special needs classes.

132.   A Continuous Assessment System (CAS) will be adopted in a phased manner with no holdbacks in basic education. At the school level, a rigorous remedial support system will be introduced to ensure minimum level of learning at each grade level. A letter grading system will be gradually implemented. Remedial programs will be provided to learners whose performance is significantly below expectations. Guidelines for the CAS will be developed by CDC in consultation with the national examination board. Parents will be regularly informed about their children's performance through direct contact and also through progress report cards.

133.   Teacher preparation programmes will be developed to enable them to use mother tongue as a medium of instruction and locally available human resources will be used extensively for the delivery of education as a mother tongue at the foundation grades of basic education. Government will take responsibility of managing technical, financial and human resources required for mother tongue/ trilingual teaching. Medium of instruction in Gumbas, Madarsas and Gurkuls will be determined by their respective management.

134.   Local government will provide schools with technical and financial resources for mother tongue instruction. Central government will provide necessary support to the local government for development of instruction materials.

135.   SMCs and the local level government will be responsible for raising the level of school performance based on standards set by the Review Office. The formal schools will

operate at least for 220 school days (1,000 contact hours) in an academic year. Contact hour includes teacher's time spent with students in classroom and actual instructional works/activities. Motivational schemes will be introduced to boost teachers' time-on-task and students' learning achievements.

2.2.4 TEACHER MANAGEMENT AND DEVELOPMENT

POLICY

136. Teacher selection and recruitment process will be decentralized to the local government as per the guidelines provided by the central level. SMC will have a key role in teacher recruitment and management. Priority will be given to recruiting females, Dalits, and other disadvantaged groups when filling teacher positions.

137. Two separate professional career paths will be offered: one for basic and one for secondary teachers. However, basic level teacher with appropriate qualification will be eligible for open and internal competition to secondary level position.

138. The minimum qualifications for teachers will be: (i) I.Ed. or higher secondary education certificate with relevant teacher preparation course for basic education. (ii) M.Ed. or Masters degree qualifications with relevant teacher preparation course for secondary level. However, serving teachers with minimum academic qualification will also be eligible to teach at the initial grades of the respective levels.

139. A special Teacher Preparation Course will be made compulsory as an independent professional qualification on top of the minimum academic qualification to enter the teaching profession. However, this provision will be implemented when academic institutions are prepared programmatically to launch the said teacher preparation course.

140. Provisions will be made to prepare specialised teachers for multi-grade classes and special needs education.

STRATEGY

141. Teachers will be recruited from among the licensees in a transparent and competitive manner using guidelines provided by the central level.

142. The current practice for teacher licensing through the Teachers Service Commission (TSC) will be further strengthened.

143. Provisions will be made to prepare teachers with specialisation in multi-grade teaching and special needs education. Specific terms and conditions of these teachers will be developed.

144.   Teachers with additional academic qualifications will gain eligibility for fast-track career progression at basic, secondary, higher secondary stages.

145.   Teacher professional development will be linked to career development and such an opportunity will be available through both long and short term means. Government will remain responsible for teacher development functions. In order to keep abreast of new developments in teaching and learning practices, teacher must acquire one month in-service training in at least every five years.

146.   Provision will be made to accredit the short term trainings to cumulative training certification, which will be linked with teacher career development.

147.   Responsibility of complying with the requirement of Special Teacher Preparation Course will rest with the individual candidates. However, such courses will be made available through identified agencies or/and the university system.

148.   Teacher preparation course will take into account tri-lingual policy and children's right to basic education in their mother tongue.

149.   Two separate professional career paths will be offered to basic and secondary teachers. There will be four stages (beginner, experienced, master and expert) for both basic and secondary level teachers.

Provisions will be made to upgrade teachers based on indicators such as time on task, seniority, qualification, training and students' achievement in their respective career path.

150.   Opportunities will be made available to allow teachers to meet the new requirements within a specified period. For those teachers who opt to obtain higher degree, study leave will be granted. Provisions will be made for the teachers to upgrade their qualification by accrediting their training to the respective higher qualification in collaboration with respective agencies. Incentive packages will be provided for teachers who opt for voluntary retirement.

151.   The teacher career path will have rungs such as: beginner, experienced, master and expert teacher. Professional support and mentoring to teachers will be provided by: head-teachers, supervisors, master teachers, resource persons, etc. Additional support for professional development will be made available through various schemes such as: in-service training, technical supervision, on-line courses, self-learning materials, etc.

Box 2.4 Options for Teacher Development through Technical Supervision

Expert Teacher Pool –School Based: Under this model, a group of experienced and retired teachers will be nominated by the VDC and trained to provide instructional support, mentoring and coaching in the schools to less experienced teachers.

Independent Supervision: Under this model a professional supervisor will be contracted from among the regular teachers and trained to provide instructional and academic support to teachers both at the Resource Centres as well as at the school and classroom level on an intermittent basis.

Team Approach: Under the Team Approach subject-wise and level-wise academic support will be provided to teachers by a team of experts (union, ex-teachers, resource persons, academics, supervisors, master teachers, teacher trainers, experienced headteachers, etc.) will work intensively with a whole school for a set period of time providing "clinical" supervision. The team will observe and diagnose strengths and capacity development needs regarding instruction and will develop a "treatment plan" for improving the quality of teaching unique to that school. The team will then implement the plan through methods such as: demonstration teaching, micro teaching, tutorials, peer training, liaison with distance education providers (such as on-line courses, correspondence courses, and cassette based courses). The Team will follow up after a period of time to check on the progress and provide feedback to the school.

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152.   Standards for teacher behaviour, including codes of conduct, will be developed in close collaboration with teacher union and civil society.

2.2.5   HEAD-TEACHER - MANAGEMENT AND DEVELOPMENT

POLICY

153.   There will be a separate position for head-teacher in fully-fledged schools. Head-teachers will be selected from among serving teachers; the selection criteria will include teaching performance, leadership capacity, management training and experience.

154.   For the position of head-teachers, preference will be given to female candidates and candidates from marginalized groups.

STRATEGY

155.   Head-teacher's minimum qualification for Basic Education will be B.Ed. or equivalent with teacher preparation course, and for the Secondary Education M.Ed. or equivalent with teacher preparation course.

156.   Head-teachers will be selected by an independent head-teacher recruitment committee with representatives from experts. The head-teacher will be appointed on a contractual basis for a specified period. Head-teacher management training will be mandatory to become eligible for head-teachership.

157.   Head-teachers will have greater roles and authority in technical aspects of school management. They will be accountable to the SMC for their performance. Head-teachers will be given sufficient authority to set standards and appraise teacher performance based on

these standards. The teaching workload for the head-teacher will be reduced to enable them to carry out management tasks.

158.   In 1 to 12 schools there will be a separate level-in-charge for 1 to 8 to assist the head-teacher.

159.   Candidates for head-teacher positions will have to prepare a proposal for school development; proposal evaluation will be a key factor in Head-teacher contract.   The SMC will appraise the head-teacher's performance in terms of his or her school development proposal annually.

2.2.6 CERTIFICATION AND EXAMINATIONS

POLICY

160.   National, regional and district public examinations will be used for certification at the end of grades 12, 10 and 8 respectively.

161.   A National Examination Board will be formed that will develop a National Examination and certification Policy Framework. This framework will be the basis for student examinations and evaluation in formal, alternative, vocational and technical education.

STRATEGY

162.   Existing examination boards for school education, TEVT and Higher Secondary Education will manage their respective examinations under the examination policies as set by the NEB.

163.   Public examinations will be held at three levels: national, regional and district. National level examination for Higher Secondary Level Certification (HSLC) will be conducted at the end of grade 12 and will be administered by existing examination boards under the authority of the National Examination Board. Regional level examinations will be conducted.at the end of grade 10 and will be administered by the Regional Education Directorate under the authority of the existing Board. District level examinations will be conducted at the end of grade eight, and will be administered by the District Education Office (DEO).

164.   Grade 8 examination will be the terminal examination of basic level education. The certification at grade 8 will be awarded on the basis of individual subjects passed. Students seeking entrance in grade 9 either in general or vocational/technical stream must have passed in at least five subjects at grade 8 including four core subjects.

165.   Grade 12 examination will be the terminal examination of secondary level education. Certification at grade 12 will be awarded on the basis of core and non core subjects passed.

166.   Special attention will be given to behavioural and attitudinal change in evaluating students. A combination of formative and summative evaluation will be used to assess students' performance.

167.   Students who have studied privately (self-study) will have to go through a qualifying test at the district level in order to be eligible for examination at grade 10. Graduates of grade 10 examinations will be qualified in two years of self-study for grade 12 examination.

168.   National assessments of student achievement will be conducted periodically for students enrolled in grades 5, 8 and 10. These assessments will help set norms and standards for quality education.

169.   At the secondary level, two certificates will be provided: a) Secondary Level Certificate (SLC) or Technical Secondary Level Certificate (TSLC), and b) Higher Secondary Level Certificate (HSLC) or Technical Higher Secondary Level Certificate (THSLC).

170.   Under the national examination frameworks provided by the National Examination Board, The Council for Technical Education and Vocational Training (CTEVT) will set the certification examinations (including skills testing) for students in the short-term vocational, technical and traditional skills schemes.

171.   Certificates awarded as SLC and TSLC; and HSLC and THSLC will carry equal academic status.

2.3.   EQUITABLE ACCESS

172.   Equitable access goals include parity, equity and equality in participation, achievement and dignity for girls and marginalized groups. All marginalized groups including, Dalits, ethnic minorities, disabled, and economically needy populations will have equitable access to quality basic education.

173.   MOES will be responsible for providing policy directions and statutory frameworks, and developing strategies for the attainment of parity, equity and equality for girls and marginalized groups at management, service delivery and at the student levels.

2.3.1 ENTITLEMENT

POLICY

174.   The government will make necessary statutory provisions in order to protect children's rights to free education up to secondary level.

STRATEGY

175.   The entitlement will be a shared responsibility between central and the local governments. The centre will ensure availability of adequate resources by mobilising central as well as local government sources. It will be the responsibility of the local government to ensure universal enrolment and completion of basic education.

176.   Free basic education will apply to children between 5-13 years of age and it will be extended gradually up to age of 15. During the transition, children of any age enrolled in basic education programmes will continue to receive the entitlement until they complete the cycle. From the date of enactment of compulsory education law, only children of correct age will be encouraged to enroll in schools. Over-age children will have easy access to alternative modes of free education to complete basic education.

177.   Free alternative programs - condensed courses will be provided to allow students who cannot attend formal school to catch up with their cohort group or complete the cycle.

178.   Free basic education will include cost-free services for: admission, textbooks, tuition, and examinations. For poor, marginalized and needy population scholarship and other support will be provided. Secondary education will be provided on a cost sharing basis. However, adequate arrangements will be made to ensure free secondary education to children from economically disadvantaged communities and children with disabilities. Free education will be implemented beginning 2009 academic year in grade 6 and gradually up to grade 10.

179.   Local governments will be encouraged to adopt a compulsory education policy in their respective jurisdictions in consultation with local stakeholders. As an incentive, central government will provide additional support to local governments that opt for implementing compulsory education policy. As an option, local governments may develop strategies to provide additional support to encourage disadvantaged parents to send children to schools. These strategies will help compensate for opportunity costs for sending children to schools.

180.   Children denied basic education will have the right to seek legal remedy through a court or any appropriate judicial unit.

2.3.2   SOCIAL INCLUSION

POLICY

181.   The government will ensure the inclusion of children from socially disadvantaged groups in education. The policy for social inclusion will be an overarching framework for equitable access to quality education for all.

182.   Affirmative action will be taken to increase the number of female teachers, teachers from disadvantaged and conflict affected groups in schools.

183.   The Government will increase representation of disadvantaged groups across all levels of governance and management.

184.   Responsibility for meeting goals on social inclusion will be shared between levels of government.

STRATEGY

185.   Disadvantaged groups are defined to include: girls and women, Dalits, ethnic minorities, Madheis, disabled persons, poor and marginalized population, conflict affected and so on.

186.   National standards for inclusion will be set and local governments will be responsible for meeting national goals for inclusion within a specific period of time.

Scholarships

187.   The present scholarship scheme will be continued at the basic and secondary level.

188.   Scholarship management will be decentralized. At the district level, a committee will be formed to develop guidelines for scholarship distribution and management. At the village level a scholarship selection committee will be formed; in this committee at least 50 per cent of the members will be from disadvantaged groups.

189.   Scholarship distribution will be managed by the selection committee under the guidelines provided by the Ministry.

Inclusive Schooling

190.   For basic education, flexible schooling (morning and evening shifts) will be provided to children who cannot join schools at regular hours. The SMCs in consultation with local government will identify schools with flexible shifts and will mobilize funds for this purpose. The code of conduct for teachers will support social inclusion.

191.   Options for educating children with disabilities include: (i) to the extent possible all children will have access to regular schools with inclusive orientation and technical assistance and teacher training will be provided at the local level. (ii) for those who cannot attend regular schools, special schools will be developed.

192.   The local government will be responsible for assuring that factors affecting girls' school attendance are addressed by SMCs. Such factors include: sanitary facilities, personal safety, and sexual harassment.

Affirmative Action

193.   Options for affirmative action at the school level for increasing proportion of women and people from disadvantaged include: (i) incentives for schools recruiting head-teachers from these groups (ii) a quota system for recruiting teachers and personnel in management positions from these groups; (iii) criteria for teacher selection weighted in favour of candidates from these groups

194.   Teacher service conditions will be pro-inclusion. Options include: (i) special provisions for maternity and paternity leave, infant feeding breaks, and provision for substitute teachers (ii) eligibility period for promotion for qualified female, Dalit, and Janajati teachers will be reduced.

195.   Options for affirmative action in governance and management include: (i) proportional representation of women and people from disadvantaged groups on governance and management committees at all levels (ii) EMIS, and other data disaggregation, by gender and ethnic groups.

Allocation of Responsibility between levels of government

196.   Central government will develop a framework for attaining parity between mainstream and disadvantaged groups. Within this framework, local governments will set strategies and targets for attaining national goals within a set timeframe. The central level will assure that all policies, teacher preparation, teacher training, curriculum, text-books and examination content support the principles of social inclusion.

197.   Local governments will be responsible for ensuring national goals on social inclusion are met within timeframes appropriate to their context. Within the national framework, local governments will prepare a plan that will include strategies, targets, and resources required for achieving parity goals throughout their jurisdictions. These plans will give priority to

upgrading schools serving disadvantaged groups and to establishing ECDs that serve disadvantaged and vulnerable communities.

198.   Based on the overall plans developed by the local government, the SMC will design community level strategies for supporting children from the disadvantaged groups in their school. Preparation and implementation of the plans will be a collaborative effort between parents and community based organizations (CBOs). Reporting requirements at every level will include a section on social inclusion.

199.   Capacity building at all levels will be provided to support these functions. At the local level, capacity building efforts will mobilize locally available human resources.

3. Financing

200.   Fulfilling people's expectations for free and good quality basic education will guide the financing policy of school sector reform. Interventions such as restructuring of school education, introduction of vocational education at secondary level, expansion of ECD and alternative forms of education, quality improvement measures and equitable access will require additional resources for their effective implementation.

201.   An increasing share of the government budget will need to be matched by increasing efficiency and effectiveness of public education expenditure.

202.   SSR intends to establish financing in education as a shared responsibility between and among the governments (national and local) and the school community. Mobilization of resources will entail increased commitment on the part of government, partnership arrangements with private sector and cost sharing with local governments and the community. Such a multi pronged approach to drive resources is not only necessary for fund raising but also to ensure that accountability and ownership is shared amongst all the key stakeholders. Strengthening capacity of local governments in financial management and reporting and institutionalizing social auditing are other important considerations under the SSR.

203.   Apart from efforts for resource drive, it is equally important to determine priority for educational expenditure and ensure their efficient use and intended results. The need based resource allocation and decentralized decision making will be guiding principles for the financial support and management at the school level.

3.1   Education Expenditure

Policy

204.   Public expenditure on education will be shared by both the central and local governments. Ratio of education budget to GDP will be raised on an incremental basis in line with government's commitment to meeting resource requirements in the sector. A minimum of 20% of the national budget will be for education.

205.   Funding to schools will be guided by the principles of equity as well as for providing minimum enabling conditions and meeting their essential needs for improved performance.

206.   Provisions will be made to maximize private and public partnerships in secondary education, ensuring adequate access to disadvantaged and excluded populations.

207.   Within the framework of Government's Foreign Aid policy, external support in education will be mobilized mainly to bridge the gap in resources.

STRATEGY

208.   Special legal provisions will be made determining the share of public education spending for central and local governments. Such provisions will differentiate the share of different level of government based on capacity to generate resources at the local level.

209.   A funding formula based on student teacher ratio, textbook and other instructional material costs per student will be devised and applied to fund the basic schools. Similarly, a funding formula based on student teacher ratio and the subjects offered will be developed to fund the secondary schools. Schools with students in excess of the norms, per child formula will be used. Schools serving children with disabilities and special needs and schools serving in sparsely populated area through multi grade teaching scheme will receive extra assistance.

210.   Basic education provision will be the responsibility of the government. Public-private partnerships will be focused on secondary and tertiary levels of education. Resource sharing with I/NGOs and CBOs will be further strengthened.

211.   Efforts will be aggressively pursued to drive external support to education sector in order to meet the funding gap. Forms of foreign assistance will include budgetary support, earmarked funding, direct funding, technical assistance, and in-kind support. In all such cases, government priorities will guide the levels and forms of the support.

212.   Agreed Joint Financing Arrangement with necessary improvements will be continued. A Code of Conduct will be agreed upon by the partners to coordinate and harmonize assistance across the sector.

213.   A single Steering Committee will be used for all TA and direct funding. The Ministry will conduct a study on TA/Direct Fund facilities in the education sector and develop a concrete plan for aligning and coordinating them within the MOES framework.

3.1.1 ALLOCATION WITHIN THE EDUCATION BUDGET

POLICY

214.   Basic education will be at the top of the priority list   in terms of resource allocation followed by secondary and then tertiary levels of education.

215.   At the school level, the current proportion of 85 to 15 percent between teacher salaries to non teacher salary costs will be gradually scaled down to 70 to 30 percent.

216.   In order to fulfill the commitment of the government to ensure enabling conditions in basic education, provisions will be made to allocate adequate resources for teacher, textbooks, classrooms and instructional improvements.

STRATEGY

217.   A minimum of seventy percent of education expenditures will be allocated to the basic education which will include the recurrent and development costs. This will permit to fund free basic education and support other interventions.

218.   Different options, such as (i) government decree (ii) earmarked grant and (iii) allocation in the local government budget will be utilized for assuring specified proportion of non-salary budgets.

219.   The schools will receive grants to support its minimum instructional activities. Additional assistance will be made available to them through local governments out of their annual budgets. These additional grants will support the infrastructural and other development costs of schools. Community and NGOs resources will also be mobilized to meet the short fall if any for implementing the SIP.

3.2   FUNDING: MODALITIES AND FLOW

POLICY

220.   Schools will be funded through multiple modalities. Recurrent funds to schools will flow directly from the central level through the DEOs. Development funds will flow from local governments.

221.   School financing policy will be directed towards promoting school autonomy with flexibility and accountability.

STRATEGY

222.   Options for school funding modalities include: (i) block grants, (ii) ear-marked grants, (iii) performance-based grants, and (iv) need-based grants.

223.   The proposed funds flow mechanism will be as follows: ECD and non-formal education budget will be provided to the local government as an earmarked grant which can be reallocated by the local government; Present arrangements for channelling block grants, ear-marked grants and performance grants will be continued including per capita funding;

Development budgets will be channelled through local government; Salary and non-salary recurrent costs as per set criteria will be provided to schools by the central government through DEOs.

3.2.1 FINANCIAL MANAGEMENT AND REPORTING

POLICY

224.   Transparency and accountability for financial transactions at all levels will be ensured.

225.   Capacity will be developed for efficient financial management and reporting system at the local level.

STRATEGY

226.   In order to ensure transparency, the provisions of audits both the social and financial will be made mandatory.

227.   The DOE will provide guidelines for the use of grants to the schools. The guidelines will allow latitude for the schools to use the grant money to serve the needs and interests of students and schools. SMC will undertake all financial transactions in an efficient and transparent manner within the framework of the Education and financial administration regulations and guidelines.

228.   At all levels, compliance with financial rules and regulation will be monitored on an on-going basis.

229.   Capacity building for account and monitoring functions of DEO, timely preparation of trimester financial statements, computerization of financial management system, maintaining proper records of school assets and recruitment of independent reviewers will be carried out.

4. Implementation Strategies

4.1 Institutional Arrangements

230.   The major activities initiated by EFA, SESP and others will be continued under SSR implementation. Implementation of School Sector Reform will adopt a four step process: a) model building for basic education, b) restructuring of basic education, c) model building for secondary education and d) restructuring of secondary education. The model building process in three districts will start in 2007 and will continue through 2009. Restructuring of basic education (grades 1-8) will begin with the academic session that starts in 2010 in a phased manner throughout the country which will be completed by 2012. Model building for secondary education will start in 2009/10 and will continue through 2012/13 and beyond. Restructuring of secondary education will start with the academic session that starts in 2012 in a phased manner throughout the country. Restructuring of secondary education will complete at the end of year 2015.

231.   The overall responsibility for providing policy directions and guidelines to Ministry of Education and Sports will lie with the Education Policy Committee (EPC) headed by the Minister for Education and Sports for effective implementation of the SSR. The EPC will draw on representatives from the key Ministries and institutions involved in policy-planning, management, resourcing and service delivery of school education. The Ministry of Education and Sports will be responsible for coordinating education related statutory as well as governance functions.

232.   The central level agencies such as the Department of Education, Curriculum Development Centre, National Centre for Educational Development, Non- formal Education Centre, Office of the Controller of Examinations, Higher Secondary Education Board, Council for Technical and Vocational Education and other relevant institutions will provide the enabling environment to deliver services in line with the statutory provisions for social inclusion across the country.

233.   Local Government, assisted by DEO and RCs, will develop strategies for implementing the programme targeting the needs of the socially excluded and marginalized populations in their respective areas.

4.2 MONITORING AND EVALUATION FUNCTIONS AND MECHANISMS

234.   The Monitoring and Evaluation (M&E) system is an integral part of the SSR.   Its main purpose is to link strategy for service management (such as planning, financing, teacher management, etc.) and service delivery (such as instructional process, examinations, instructional materials, etc.) with results by tracking achievements against SSR targets, objectives and goals (such as learning, equity, community participation, etc.) at every level. The information provided by the M&E system can be used to improve the planning and implementation processes and to appraise whether the SSR is helping achieve national development goals (such as poverty reduction, labour market stimulation, education for all, and so on).

235.   M&E is conducted at the national, regional, district, village and municipal and school levels. At each level, monitoring functions are built into the annual planning and review cycle and are carried out "in-house" by managers. Because each plan is unique, each unit will monitor different milestones and targets. Between levels, M&E functions are carried out by specialists; higher levels monitor and evaluate lower ones using a common set of objectives, indictors and measures. M&E indicators will include those required by EFA.

236.   Under the SSR, three major M&E functions will be undertaken: (i) assessing compliance with acts and regulations, sometimes called the "audit" function; (ii) measuring progress against milestones and targets; and, (iii) evaluating the impact of policies and strategies on sector goals and objectives. The SSR M&E system will monitor and evaluate financial, management, and technical matters for service management and service delivery as illustrated by table 3-2.

Table 3-2

Indicative M&E in Service Management and Delivery

	Service Management	Service Delivery
Compliance Monitoring	Financial management and reporting requirements;	Schools open required minimum number of days; teachers have required qualifications for grades and subjects taught;
Progress Monitoring	Budgeted expenditures; milestones and outputs;	Technical supervision, enrolment and progress of marginalized students
Impact Evaluation	Accuracy and timeliness of planning and financial management systems	Learning and equity results

CENTRAL LEVEL

237.   The EPC is the advisory body for policy formulation and evaluation, including SSR. As such, it is the principal client for M&E information on SSR progress, compliance and impact.

Progress Monitoring:

238.   A Steering Committee; chaired by the Secretary of Education, will assume responsibility for monitoring the progress of SSR against the annual workplan and budget. The DoE and central level agencies will continue to monitor progress towards their respective milestones and will provide periodic reports to the Steering Committee on activities pertinent to the SSR. The Review Office will prepare an annual report to the Minister on progress in terms of several sets of standards. The NPC will continue to monitor and evaluate progress towards achieving the goals and objectives of the periodic development plans of which SSR will be an integral part.

Compliance Reporting:

239.   The Steering Committee will be informed by the reports from the FCGO on compliance with financial monitoring and reporting requirements and may commission independent monitoring to verify the degree to which policies are followed at the school and sub-national levels (i.e. proportion of schools and communities conducting social audits as stipulated in the regulatory framework). In terms of financial management and reporting, the Ministry will adhere to the requirement stipulated in the Joint Financing Arrangement between GoN and development partners.

Impact Evaluation:

240.   The Steering Committee, under instruction from the EPC, will commission independent evaluations on the success of strategies in achieving policy goals (such district variations in the impact of scholarships on completion rates of excluded groups between and within districts) and on the impact of policies on development goals (such as vocational education graduates' impact on labour markets).

Independent Monitoring:

241.   The Steering Committee may contract for independent monitoring services as required by international agreements.

Reporting Requirements:

242.   The Steering Committee will provide the EPC with an annual report covering progress, compliance, and impact. The EPC will prepare a report for the government on the status of the SSR.

DISTRICT, VILLAGE AND MUNICIPALITY LEVEL

243.   At the district, village and municipality level, M&E is the responsibility of the local government. As such, local government is the principal client for information on the status of SSR in the area under their jurisdiction.

Progress Monitoring:

244.   At the sub-national level, the local government is responsible for monitoring progress towards local development plan targets, including education, in their respective areas of jurisdiction. A district education committee (chaired by the head of the local government) will use the education development plan's in-built monitoring plan to track progress against milestones and targets, including those relevant to SSR.

Compliance Reporting:

245.   The education committee will conduct or commission reviews of how schools are implementing reforms stipulated in acts, regulations and policies (such as proportion of schools open for the statutory number of teaching days or the proportion of schools with teacher codes of conduct).

Impact Evaluation:

246.   The Education Committee or the local government can conduct or commission assessments of the impact of strategies on education indicators in their area (such as the impact of ECD on grade 1 NER and repetition rates).

Reporting Requirements:

247.   The education committee will prepare an annual report on the state of education in the area for the local government. Copies of this report will be sent to the Steering Committee at the central level.

SCHOOL LEVEL

248.   The SMC is the apex body at the school level for SSR M&E. School accreditation system will be continued and will be utilized as the base for school evaluation.

Progress Monitoring:

249.   The SMC monitors progress against the SIP and reports to the PTA. Head-teacher monitor's progress on students' learning against school level targets.

Impact Evaluation:

250.   SMC will review: the learning achievements as indicated by external examinations and internal assessment of student learning, participation of marginalized groups in school management, etc.

5. CAPACITY DEVELOPMENT

5.1 FRAMEWORK OF CAPACITY BUILDING

251. Capacity building under SSR is focused on measurable results (such as, improved learning in classrooms) rather than inputs (such as numbers of training programmes) or outputs (such as numbers of people trained) and is an integral and continuous part of every SSR strategy.

252. Under SSR, capacity building will develop the policy, organizational and human resource infrastructure needed to achieve and sustain goals. Activities will be planned and carried out at the central, sub-national and local levels. SSR implementation will begin by using existing capacities and will improve and expand as policy environment, organisational capacity, and human resources develop.

5.1.1 SUPPORTIVE POLICY ENVIRONMENT

253. The SSR will build capacity in education policy making and impact assessment. At the national level, the EPC will be expanded and upgraded with representation of high-level experts and key stakeholders. The secretariat for the committee will be strengthened at the MOES with adequate numbers of professional staff and appropriate physical infrastructure (equipment, space, etc.)

254. At the local levels, policy making bodies within local government and SMCs at the school level may set education policies that apply within their jurisdiction, so long as they are consistent with and supportive of central policies and guidelines. Sub-national and local governments will receive orientation and training on national educational policy and their role in education governance.

5.1.2 WELL FUNCTIONING ORGANIZATIONS

255. At local levels, the capacity of local government to implement programmes and policies will be strengthened. Regarding physical infrastructure, on the basis of comprehensive assessment, needed equipment and physical facilities will be provided by the central government in a phased manner. Systems for planning, monitoring and administration of schools and alternative education providers will be optimized to support SSR goals and strategic objectives. To support local planning and monitoring, documentation and research centres will be created within individual agencies of the local

government. Over time, infrastructure necessary to support communication and e-governance will be provided to the sub-national levels.

256.   SSR capacity development includes organizational development. Well functioning organizations have a clear purpose and well-defined descriptions for their personnel and teams.   Administrative systems are streamlined and processes for decision-making and communications are clear and consistent.   The absence of a well-functioning organisation inhibits capable people from fulfilling their tasks and accomplishing their objectives.

257.   In technical areas emphasis will be given to build capacity for different functions such as: curriculum development, assessment and student evaluation, continuous teacher support and development, standard setting and accreditation. For management, priorities include strengthening the EMIS database, establishing systems for performance audits and social audits.   Attention will be given to develop special planning circles comprising promising staff for better preparation of DEPs, SIPs and ASIPs.

258.   Individual schools will be provided with technical support to develop institution development plans aligned with the plans developed at various levels for building capacity of management and governance. Critical areas of capacity building envisaged at the school level comprise teacher mobilization, teacher development, curriculum development; leadership development, resource mobilization, reporting and communication with parents, instructional planning, collaboration and networking, action research, social auditing etc. Major focus will be given to low performing and marginalized community schools while prioritising the capacity building interventions.

5.1.3 CAPABLE HUMAN RESOURCES

259.   Current staff development programs at the sub-national and national level will be reviewed and revised to align with SSR requirements.   With regard to staff development, Human Resources Development Plan 2002 will be utilized as foundation for capacity building for individuals at the national and local level.

260.   The managerial and technical capacity of DDC and VDC/Municipalities' members will be developed through training courses on strategic decisions, design of development structure, leading school education development etc.   Schools are the central point for education service delivery. The schools will be developed to enable them act as self-governing independent institutions.

6. Costing of SSR

261.   Costing for the SSR has two dimensions: a) the cost of on-going programs under the EFA, and b) the cost of restructuring – structural and functional adjustments across the system.

262.   While reform by its nature demands new and additional programs and strategies, the cost of on-going programme under the EFA also constitutes one of the major cost considerations.   Restructuring the current school system into an integrated 1-8 basic and 9-12 secondary school system will inevitably have cost implications. Some of the major and obvious costs inherent in the SSR include: teachers, textbooks, operating expenses, scholarships and infrastructure. The cost estimates are based on the following assumptions:

6.1. TEACHERS

263.   The Department of Education has estimated a shortage of about 60,000 teachers for the school system. With entitlement extended through basic education, this figure may be an under-estimate. While the need for additional teachers is well demonstrated, a proper teacher management plan might significantly reduce the number of required teachers by eliminating temporary requirements for teaching staff in schools. The estimate of teacher costs is based on the following:

Table 4-1

Estimates of unit cost per teacher: salary and non-salary

Unit cost	Cost category	Unit cost/ teacher	Total Tch	Total cost	Remarks
Basic school (1-3)					
No. of teachers 3 3 SLC	Salary	99,702	3	2,99,106	The ratio of salary and non-salary cost is 70:30
	Non- salary	-	-	1,28,188	
Sub-total				4,27,294	
Basic school (1-5)					
No. of teachers 5 3 SLC 2 I. Ed.	Salary	99,702 1,17,736	3 2	2,99,106 2,35,472	The ratio of salary and non-salary cost is 70:30
	Non salary	-	-	2,29,105	
Sub-total				7,63,683	
Basic school (1-8)					
No. of teachers 8 3 SLC 4 I. Ed 1 B. Ed	Salary	99,702 1,17,736 1,77,157	3 4 1	2,99,106 4,70,944 1,77,157	The ratio of salary and non-salary cost is 70:30
	Non salary	-	-	4,05,946	
Sub-total				13,53,153	

1-10 school (1-8 basic and 9-10 secondary)					
No. of teachers 11 3 SLC 3 I. Ed 4 B. Ed 1 M. Ed	Salary	99,702 1,17,736 1,77,157 1,77,157	3 3 4 1	2,99,106 4,70,944 7,08,628 1,77,157	The ratio of salary and non-salary cost is 65:35
	Non salary	-	-	4,96,750	
Sub-total				21,52,586	
1-12 school (1-8 basic and 9-12 secondary)					
No. of teachers 13 3 SLC 3 I. Ed 4 B. Ed 2 M. Ed 1 M.Phil	Salary	99,702 1,17,736 1,77,157 1,77,157 1,77,157	3 3 4 2 1	2,99,106 3,53,208 7,08,628 3,54,314 1,77,157	The ratio of salary and non-salary cost is 65:35
	Non salary	-	-	6,62,345	
Sub-total				25,54,758	
9-12 school					
No. of teachers 7 3 B. Ed 3 M. Ed 1 M.Phil	Salary	1,77,157 1,77,157 1,77,157	3 3 1	5,31,471 5,31,471 1,77,157	The ratio of salary and non-salary cost is 65:35
	Non salary	-	-	4,34,035	
Sub-total				16,74,134	

264.   The norms used to estimate school teachers include a teacher-classroom ratio of 1:1, a pupil-teacher ratio of 40:1, and a pupil-classroom ratio of 40:1.

Table 4-2

Teacher Norms per Pupil

Types of schools	Number of teachers	Number of pupils
Grade 1-3 school	3	120
Grade 1-5 school	5	200
Grade 1–8 school	8	320
Grade 1-10 school	10	400
Grade 1-12 school	12	480
Grade 9-12 school	8	160

265.   In secondary level (grade 9-12 school), estimates of teachers also includes subject teachers. In addition to the above teacher positions, a separate headteacher position in all full-fledged basic (1-8) and secondary (9-12) is planned.

266.   Teachers' minimum qualifications and training requirements have been raised to meet the curricular and/or pedagogical expectations. While all new teachers will be required to have higher level of education and trainings, the remaining teachers will be required to upgrade their education and trainings. Due to higher qualifications required, salaries have

been also adjusted accordingly. Similarly, the costs of qualification upgrade and training including the costs for those who opt for voluntary retirement is included in the estimate.

6.2 TEXTBOOKS

267.   Costing free set of textbooks include estimate of textbooks required for grades 6, 7, and 8 and also the costs for continuing free textbooks for grades 1-5. Although the constitution has declared that education will be free up to secondary level, current costing does not include grades beyond basic level.

268.   Once the government decides on free secondary education, the costs for textbooks will be included. However, current estimates also include students from disadvantaged families and disabled students enrolled in grades 9-12 who will also receive free textbooks.

269.   Similarly, textbooks and materials will be provided free to those receiving basic education through alternative modes of education. Such costs are also included in this estimate.

270.   Moreover, each school will receive 10 sets of textbooks including curriculum and teacher guides every five years. For these purposes, schools will receive block grants directly through their respective local governments.

6.3 OPERATING EXPENSES

271.   Recurrent teacher salaries, school administration and operation, and other overhead costs such as stationery and supplies are estimated to compensate schools. Block grant- and SIP-based funding and per capita funding are some of the schemes devised as funding modalities, discussed in detail in a separate section.

6.4 SCHOLARSHIPS

272.   Scholarships are another major cost item in education. The costs estimated for scholarships include the following considerations: in Grade 1 to 8 schools, scholarships will be distributed to 50 per cent of girls, 100 per cent of Dalits, and 30 per cent for poverty, 15 per cent gifted children. In 9 to 12 schools, 10 per cent of the total number of children (of which two-thirds will be girls and remaining will be for poor and gifted children will receive scholarships.

273.	Scholarships for all differently abled students are estimated assuming that they constitute about 4 per cent of the total school population and of which, 2 per cent have mild disability, 1 per cent have moderate disability, 0.75 per cent are severely disabled and 0.25 per cent have highly severe disability.

6.5   PHYSICAL INFRASTRUCTURE

274.	Restructuring schools into prescribed levels and grades will incur costs for upgrading, merging and downsizing schools with fragmented grades. Construction of additional classrooms and meeting the minimum conditions as specified here in the Core Document constitute major cost considerations. A 40:1 class-size norm is used to estimate the number of classrooms required. Similarly, the prescribed levels and grades in basic and secondary education have been used to filter the needs for additional classrooms.

275.	The following levels grades of schools as envisaged under the SSR have been used to estimate classrooms and infrastructure support:

Basic Education   - Grades 1-3, 1-5, and 1-8
Secondary Education   - Grades 1-10, 1-12, and 9-12

SUMMARY OF ESTIMATES

School Sector Reform

Summary of the Cost

Programme Area	Budget (NRs in 000)						Total cost in NRs	Total cost in US$
	2010	**2011**	**2012**	**2013**	**2014**	**2015**		
Teacher Salary + Textbooks	26,319,278	26,601,859	26,888,236	27,178,495	27,472,725	27,771,019	162,231,612	2,421,367
Teacher Development	185,939	191,728	197,807	134,033	140,735	128,971	979,214	14,615
Physical Infrastructure	3,040,250	3,227,750	687,500	125,000	125,000	125,000	7,330,500	109,410
Scholarship	1,545,332	1,549,412	1,544,686	1,541,533	1,542,802	1,544,363	9,268,128	138,330
Program cost	2,523,610	2,688,013	2,651,479	2,706,394	2,667,286	2,846,370	16,083,152	240,047
Operating/Administration Cost	450,000	490,000	534,000	582,400	635,640	694,204	3,386,244	50,541
Per capita funding for un-served children	125,000	125,000	125,000	125,000	125,000	125,000	750,000	11,194
Total	**34189410**	**34873763**	**32628707**	**32392855**	**32709188**	**33234928**	**200028850**	**2,985,505**