

# Status of School Sector Development Plan's Implementation

## A Critical Analysis from Civil Society

### CONTEXTUAL OVERVIEW:

#### School Sector Development Plan Overview:

To attain the Education 2030 and Sustainable Development Goals (SDGs) by 2030, developing countries have been engaged in quantitative and qualitative improvement in basic and secondary education of their countries. As a National Plan of Action in Education, government developed 7 years of School Sector Development Plan (SSDP) supported by 5 year's School Sector Development Program. Meeting all of the goals and targets of the SSDP. SSDP now is in the two and half year's of implementation and transitional plan also have been developed so as to harmonize the country's changing context. Since it is in the half way journey, NCE Nepal felt to analyse whether it is in the right track or not.

Hence, review of progress made so far in the targets and indicators set accounts necessary as the first three year set target to achieve ends by 2018. Moreover, the School Sector Development plan has envisioned to address the educational reform and developmental needs of the country. However, with the political, social and structural transformation in the nation, this SSDP is necessitated by the changeover as per the federal system of governance

## **Country Context Overview:**

Nepal has currently experienced a political juncture with the transformation into the federal structure. The three-tier election of the local, provincial and the federal level have been completed. All the three tier governments has already been formed and are now executing their responsibilities as envisioned in the Constitution. With this transformation in the nation, there has been a dramatic transformation in the education sector in terms of the channels and structure. The constitution of Nepal has brought the basic and secondary education under the purview of the local government. Therefore, providing the free and compulsory basic education and free secondary education is the duty of the local government. These structural transformations of the nation has encompassed the way that the local government makes policy, generates revenue and allocates funds, manages schools, and ensure that education is provided as per the Constitution. With this, generally it can be expected that the federal structure of the nation with current responsibility to the local government, promotes efficiency, establishes institutional legitimacy, improves quality of teaching- learning, addresses cultural differences and linguistic pluralism and most importantly, provides alternative to the financing gap from the local level.

## **Methodology of the study:**

### **Desk Review of the EMIS:**

The study has been based on the secondary review of the EMIS system of the Ministry of Education (MoE). All the facts and figures presented here are based on the information system. Besides, for the target and indicators, School Sector Development Plan (SSDP) document has been referred.

### **Limitations of the Study:**

The data, facts and figures presented are solely based on the EMIS system of the Ministry of Education (MoE). Besides, some of the data regarding targets

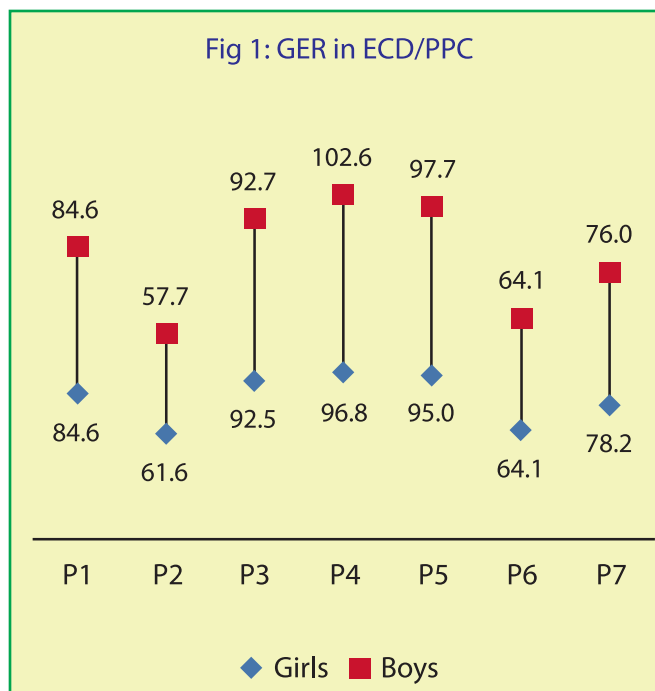
and indicators could not be obtained based on the province level during the period of study.

## Educational Status based on different Provinces:

### Early Childhood Development and Pre-Primary Classes (ECD/PPCs):

#### SSDP INDICATORS FOR ECD/PPCs:

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
PPC/ECED	GER IN ECED/ PPC	81	82.9	Girls	84.6	61.6	92.5	96.8	95	64.1	78.2	90
				Boys	84.6	57.7	92.7	102.6	97.7	64.1	76	



Irrespective of 973,414 children that are in ECDs/PPCs, the GER is still lower than expected by end of 2016/17. At the national level, the GER the average

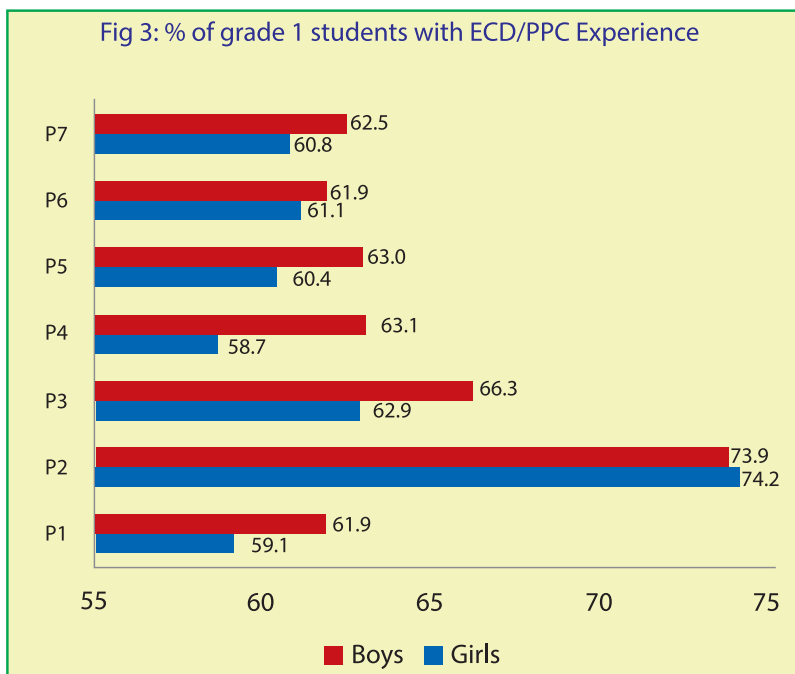
status of gross enrolment rate is 82.9%. With the segregation, it is 81.8% for girls and is 82.2% for boys. Moreover, there seems province wise disparity in the GER. Province two has the lowest GER followed by province six as little less than 40% of the children are not in the ECD/PPC centres. Province four and province five are much better off as more than 95% of the ECD/PPC age group children are in the centers. The figure above clearly demonstrates the need to push extra effort in province two and province six to enroll as much children into the ECD/PPC centers.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
PPC/ECED	% of PPC/ ECED teachers with required qualification	93.7	93.8	Below SEE	5.5	2.5	6.9	9	6.1	9	4.7	95.5
				SEE	57.2	64	51.5	50.6	58.5	54.3	66.4	
				Above SEE	37.3	33.5	41.7	40.4	35.4	36.7	28.8	



The status of the ECD/PPCs facilitators/teachers at the national level shows that almost 6.2% of facilitators/teachers are under SEE, 56.9% are SEE graduates and 36.9% facilitators/teachers are above SEE graduates. The progress does not seem satisfactory one. The average status is somehow similar to the baseline status and the target is yet to be achieved. Looking in province wise, province 4 and 6 is rather good which represent 9%. In this indicator too, province two is still lower which represent 2.5% facilitators with under SEE qualification while this number is 9.0% in province four and province six. Intensive focus regarding the higher qualification of the ECD facilitators seems necessary one.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
PPC/ECED	% of grade 1 new entrants with ECED experience	62.4	64.7	Girls	59.1	74.2	62.9	58.7	60.4	61.1	60.8	68.5
				Boys	61.9	73.9	66.3	63.1	63	61.9	62.5	

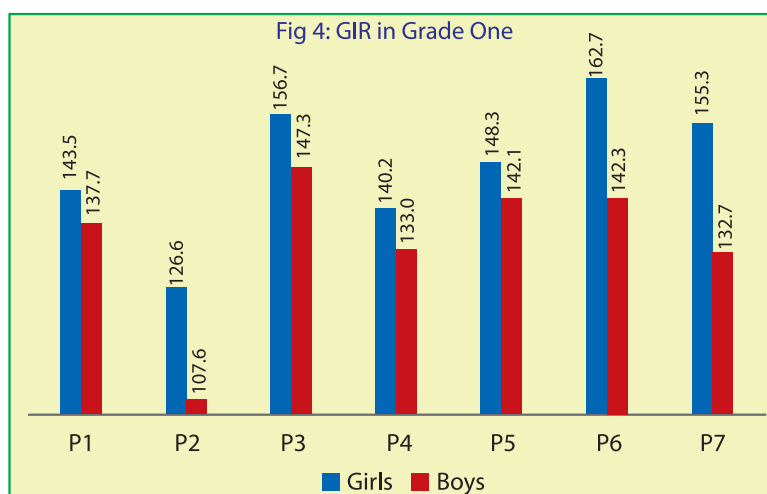


Research proves that one year of ECD/PPC helps the cognition level of students at the lower basic level and therefore emphasis has always been laid to identify the percentage of new entrants in Grade 1 with ECD/PPC experience. The data above shows that the percentage of new entrants in the grade one has slightly increased but yet the target is to be achieved. But, with the dissegration of data, it shows that some provinces have already crossed the target set out. Figure 3 clearly shows that province four is relatively weaker in this aspect while province two is the most strongest one. It also shows that efforts need to be laid in order to scale up the major activities in regards to ECD/PPC as the percentage of new students in grade 1 with ECD/PPC experience hovers around 65% in many provinces. At the national level, 62% girls and 65% boys of grade 1 students come from ECD/PPC experience.

## Basic Education

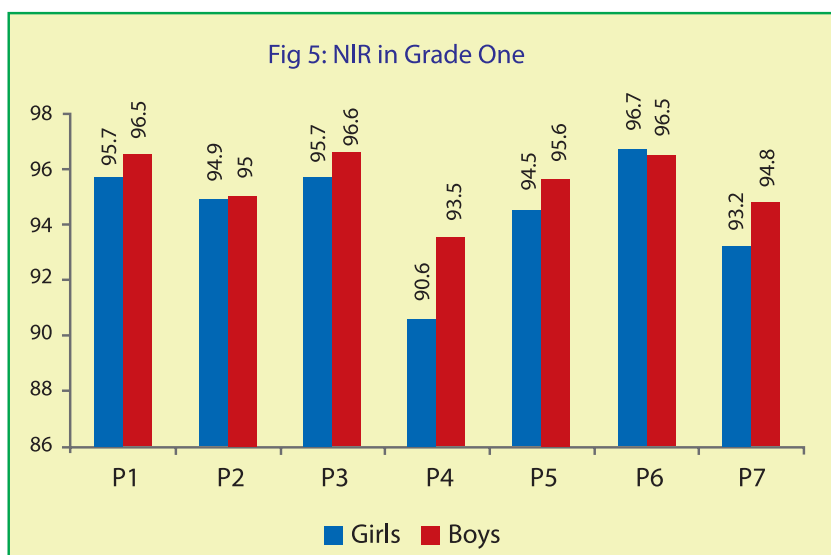
### SSDP Indicator Analysis

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Province Wise Status							3 year target (2018/19)	
				Details	P1	P2	P3	P4	P5	P6		P7
Basic Education	Gross Intake Rate in Grade 1	136.7	140.7	Girls	143.5	126.6	156.7	140.2	148.3	162.7	155.3	130.5
				Boys	137.7	107.6	147.3	133	142.1	142.3	132.7	



The Gross Intake Rate (GIR) explains the total number of new entrants in grade one. Based on the total number of new enrolment in grade one and the total number of 5 years' age group population, the overall GIR for grade one remains at 140.7 with 147.6% for girls and 134.7% for boys at the national level. Compared amongst the provinces, province six has the highest GIR followed by province three, whereas province four has the lowest GIR. Nevertheless, the higher GIR indicates a late admission of children into grade one, which affects the overall internal efficiency of lower basic level education

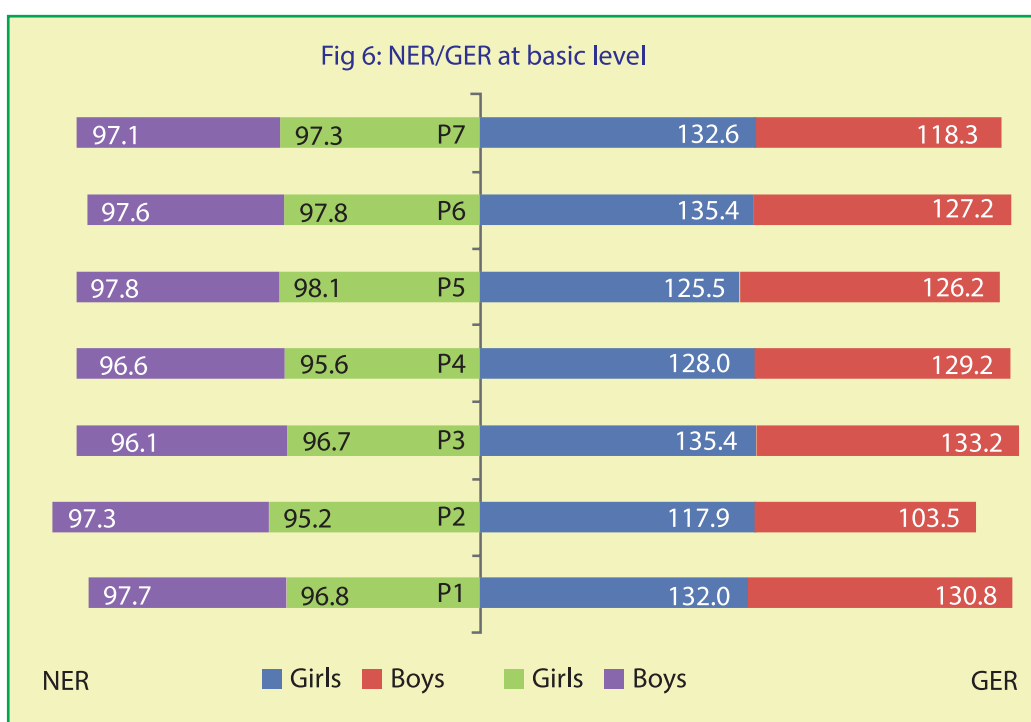
SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Province Wise Status							3 year target (2018/19)	
				Details	P1	P2	P3	P4	P5	P6		P7
Basic Education	Net Intake Rate in Grade 1	93.9	95.2	Girls	95.7	94.9	95.7	90.6	94.5	96.7	92.3	95
				Boys	96.5	95	96.6	93.5	95.6	96.5	94.8	



The overall Net Intake Rate (NIR) in grade one is 95.2% with 94.5% for girls and 95.5% for boys at the national level. Among the provinces, there is not much difference with regard to NIR in grade one; however province six has the highest NIR followed by province three with, while province seven has

the lowest NIR. Almost all the provinces are along the achievement of the three year target set for the NIR in grade one.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Basic Education	GER of basic (Grades 1-8)	120.1	122	Girls	132	117.9	135.4	128	125.5	135.4	132.6	118
				Boys	130.8	103.5	133.2	129.2	126.2	127.2	118.3	



GER is an indicator related to total enrolment at a specific level of education, regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school year. This indicator is widely used to show the general level of participation in a given level of education. Based on the data presented in figure 6, the overall GER at basic level in the national data is 122. The GER at provincial



level shows the highest GER in province three while the lowest GER is in province two.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Province Wise Status								3 year target (2018/19)
				Details	P1	P2	P3	P4	P5	P6	P7	
Basic Education	NER of basic (Grades 1-8)	89.4	91	Girls	96.8	95.2	96.7	95.6	98.1	97.8	97.3	94
				Boys	97.7	97.3	96.1	96.6	97.8	97.6	97.1	

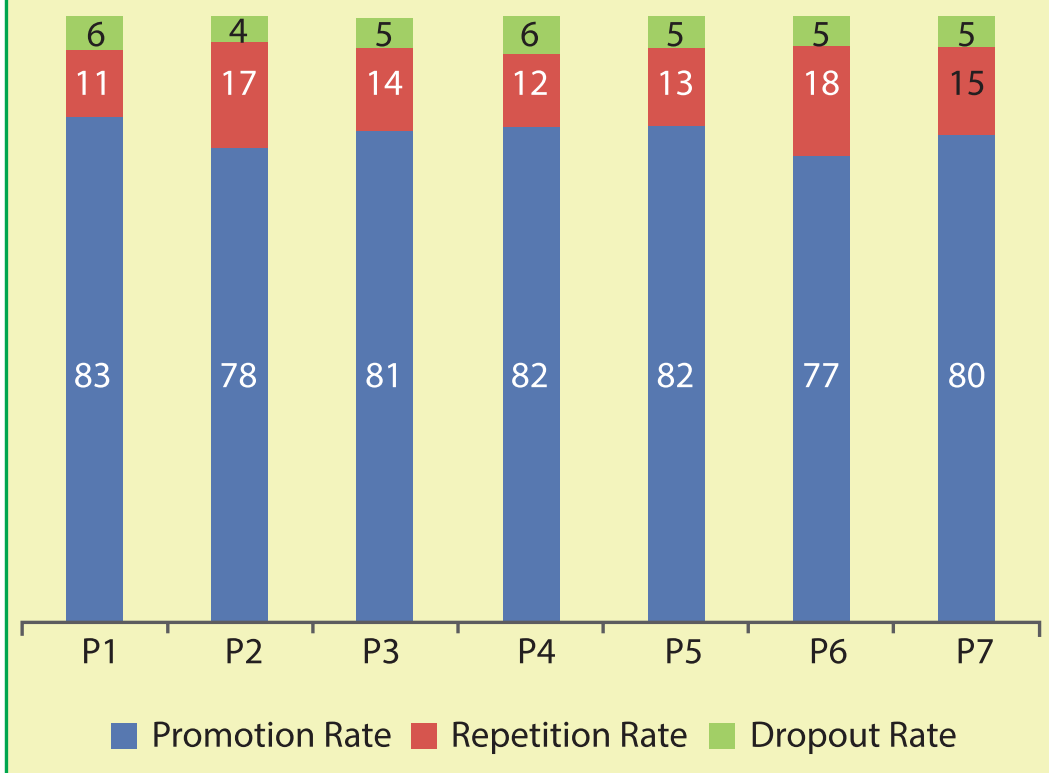
As for NER, the overall NER at basic level is 91% with 91.1% and 91.0% for girls and boys respectively. The present status of NER suggests that around 106,045 of 5-9 years' age group children are out of formal schools. The NER is almost in the same ratio in all the provinces of Nepal.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Province Wise Status							3 year target (2018/19)
				P1	P2	P3	P4	P5	P6	P7	
Basic Education	GPI in NER in Basic (Grades 1-8)	1.00	1	0.99	0.98	1.01	0.99	1.00	1.00	1.00	1

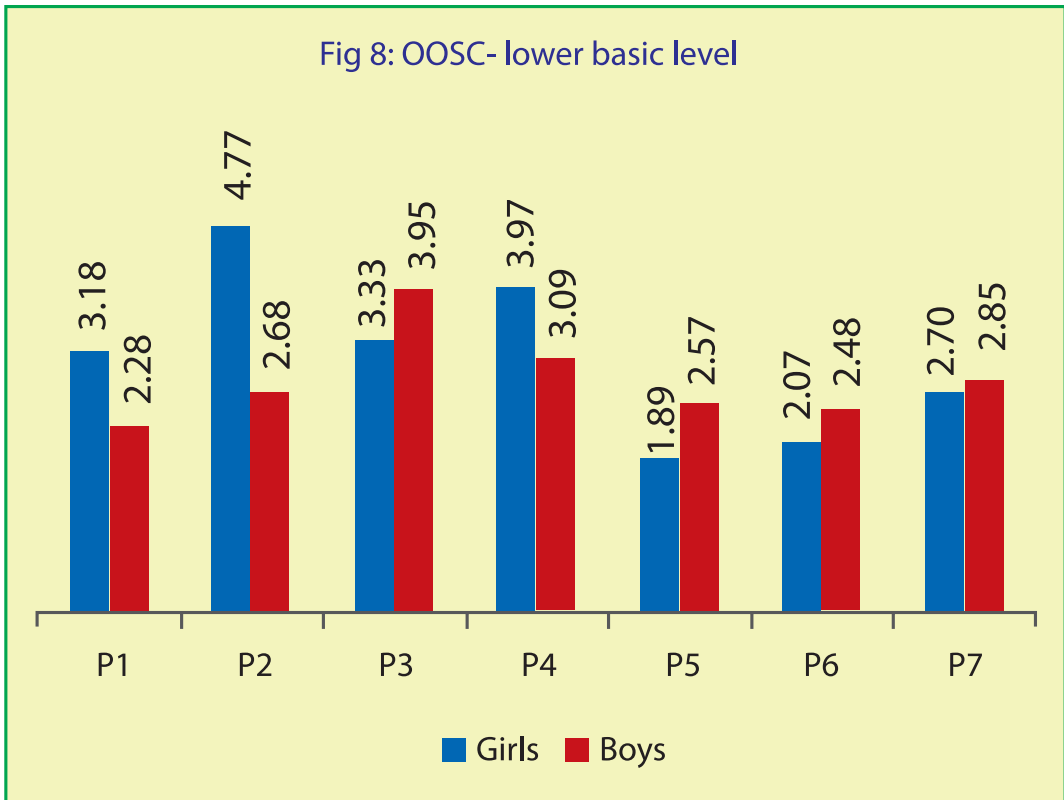
The Gender Parity Index is used to measure the relative access to education of males and females. Looking into the Gender Parity Index the ratio is 1. The figure is almost same in all the provinces.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Province Wise Status								3 year target (2018/19)
				Details	P1	P2	P3	P4	P5	P6	P7	
Basic Education	% of out-of school children in basic level (age 5-12)	10.6	9	Lower Basic Girls (5-9)	3.18	4.77	3.33	3.97	1.89	2.07	2.7	7.5
				Lower Basic Boys (5-9)	2.28	2.68	3.95	3.09	2.57	2.48	2.85	
				Upper Basic Girls (10-12)	9.27	46.43	8.51	7.94	22.75	15.28	11.07	
				Upper Basic Boys (10-12)	11.45	43.87	10.66	9.96	23.39	16.29	14.78	

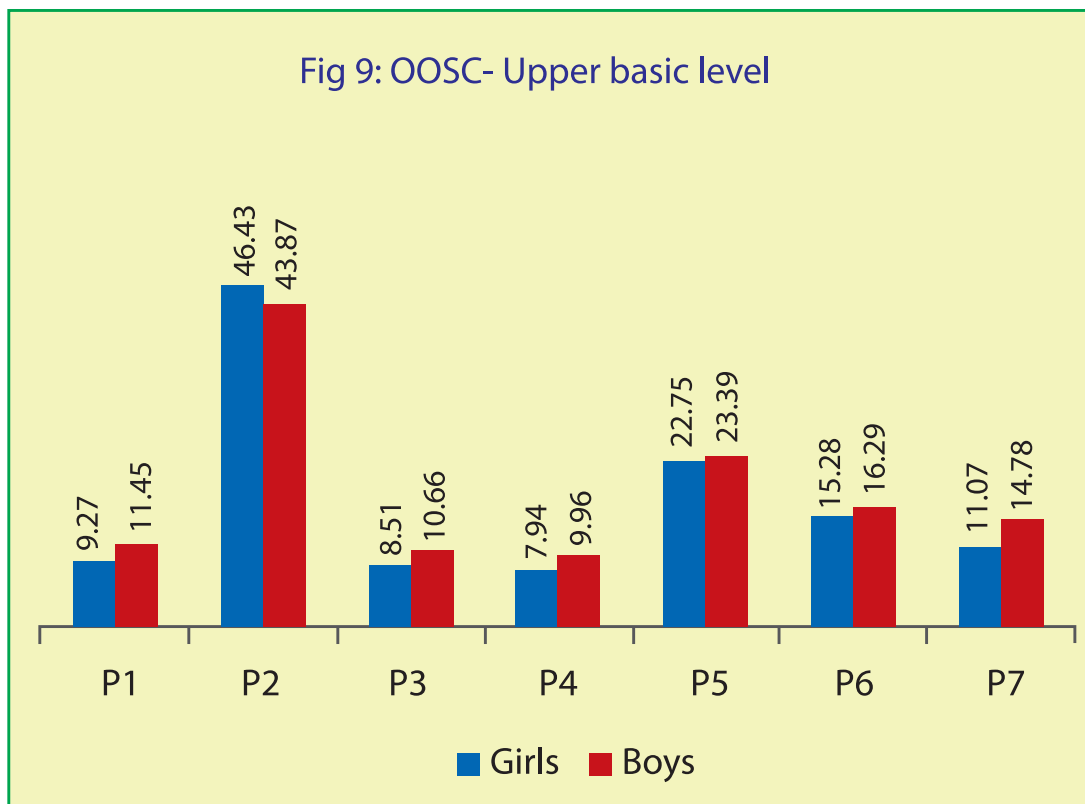
Fig 7: Promotion, repetition, dropout rate in Grade 1



Internal efficiency deals with the use of resources and refers to the internal dynamics of the education system in transforming inputs and processes into outputs. At the national level, 80.9% of the grade one students promote to grade two in the following year, which means 9.1% of the students either repeat or dropout of the schools. Although the promotion rate has increased each year, there is still a high wastage of the inputs provided. Figure 7 presents the promotion, repetition and dropout rate of grade one for each province. As shown, only 77% of the students from province six and 78% of the students from province two promote to grade while province one has the highest promotion rate with 83%. Province one has 83% promotion rate, province four and province five has 82% promotion rate and province seven has 80% grade one promotion rate as given in the figure 7.



At the national level, around 87% of the students from grade one promote to the next grade, meaning 13% of the students either repeat or dropout from schools. This 13% is referred as educational wastage and this wastage has been shown for the provincial level in figure 16. Province two has the best promotion rate as 91% students from grade one promote to the next grade while province six has the worst percentage as only 85% of the students promote. The dropout rate is between four and five percent in all provinces but the repetition rate in grade two varies across the provinces as province six has the highest and province two has the lowest repetition rate.

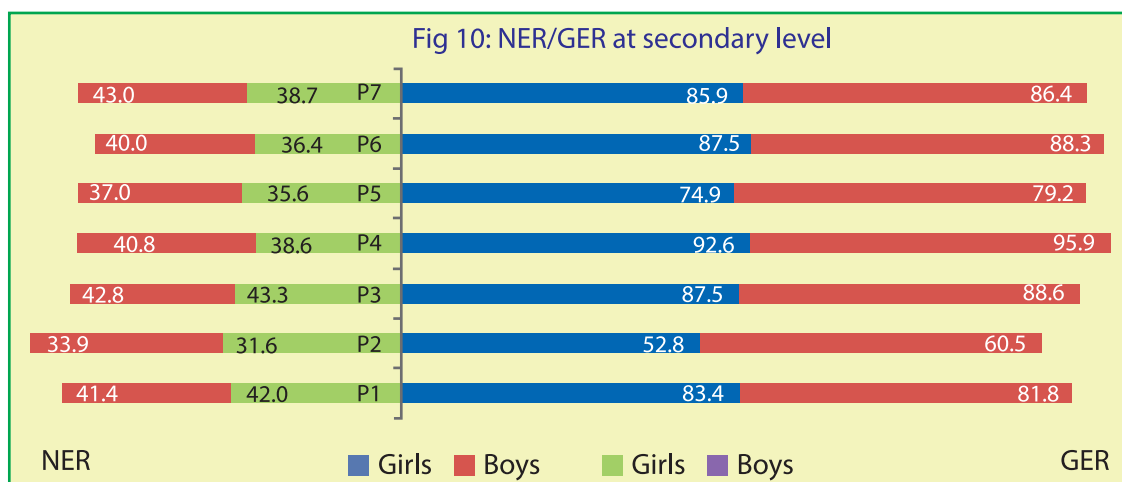


Meanwhile, figure 8 and figure 9 provides the percentage of out of school children at lower basic and upper basic level respectively. At lower basic level, 3.1% of the lower basic level aged population (age 5-9) are not in schools while at upper basic level, 19.1% of the proper aged population (1-12) are not in schools at the national level. Large amount of girls are out of school that that of the boys in lower basic level whereas the percentage in almost similar in the upper basic level. Basically at Province no. two, more than 46 % of children are out of school at the upper basic level which is a very devastating situation. This shows that large number of school going age children are still prone to some labor works or are victims of child marriage in those regions.

## Secondary Education:

### SSDP INDICATOR ANALYSIS

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Secondary Education	GER in Grades 9-12	56.7	56.9	Girls	83.4	52.8	87.5	92.6	74.9	87.5	85.9	72
				Boys	81.8	60.5	88.6	95.9	79.2	88.3	86.4	



The total GER at secondary level is 56.9%. Looking into province level, province two has the lowest GER at the secondary level while province four has the highest one. The three targets of the provinces has already been achieved in all of the provinces except province two.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Secondary Education	NER in Grades 9-12	37.7	38.9	Girls	42	31.6	43.3	38.6	35.6	36.4	38.7	45
				Boys	41.4	33.9	42.8	40.8	37	40	43	

The total NER at the secondary level is 38.9% with 38.0% for girls and 39.8% for boys. The NER suggests that, based on the 13-14 age group students enrolled at secondary level in the school year 2016-017, a big number of secondary age group population is out of school or enrolled as overage students at the lower secondary level. The scenario is worst in province no two. Basically, the NER is highest in province one and three whereas lowest in province two.

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Secondary Education	GPI in NER in Grades 9-12	0.99	0.98		1.01	0.93	1.01	0.95	0.96	0.91	0.90	1

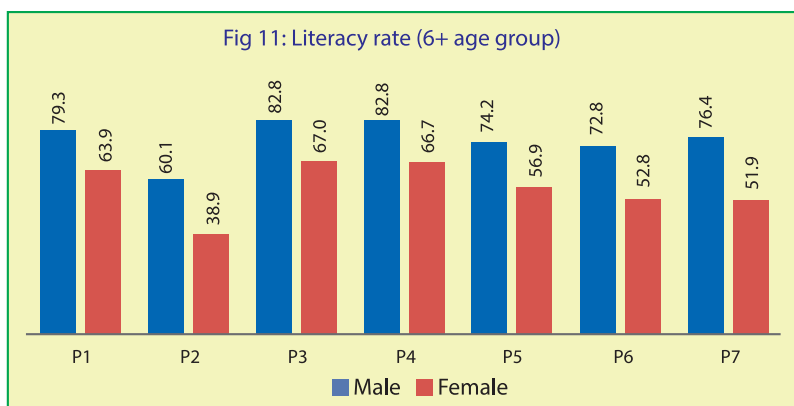
The gender parity index is lower in the secondary level as compared to that of the basic level. Basically in the secondary level, large number of girls do not attend to the school. Province six, seven and two has the lowest parity index whereas province one and three has attained the target.

## Non Formal Education

### Literacy Rate:

#### SSDP INDICATOR ANALYSIS

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Non-formal Education and Life Long Learning	Literacy rate 6+	78		Male	79.3	60.1	82.8	82.8	74.2	72.8	76.4	85
				Female	63.9	38.9	67	66.7	56.9	52.8	51.9	



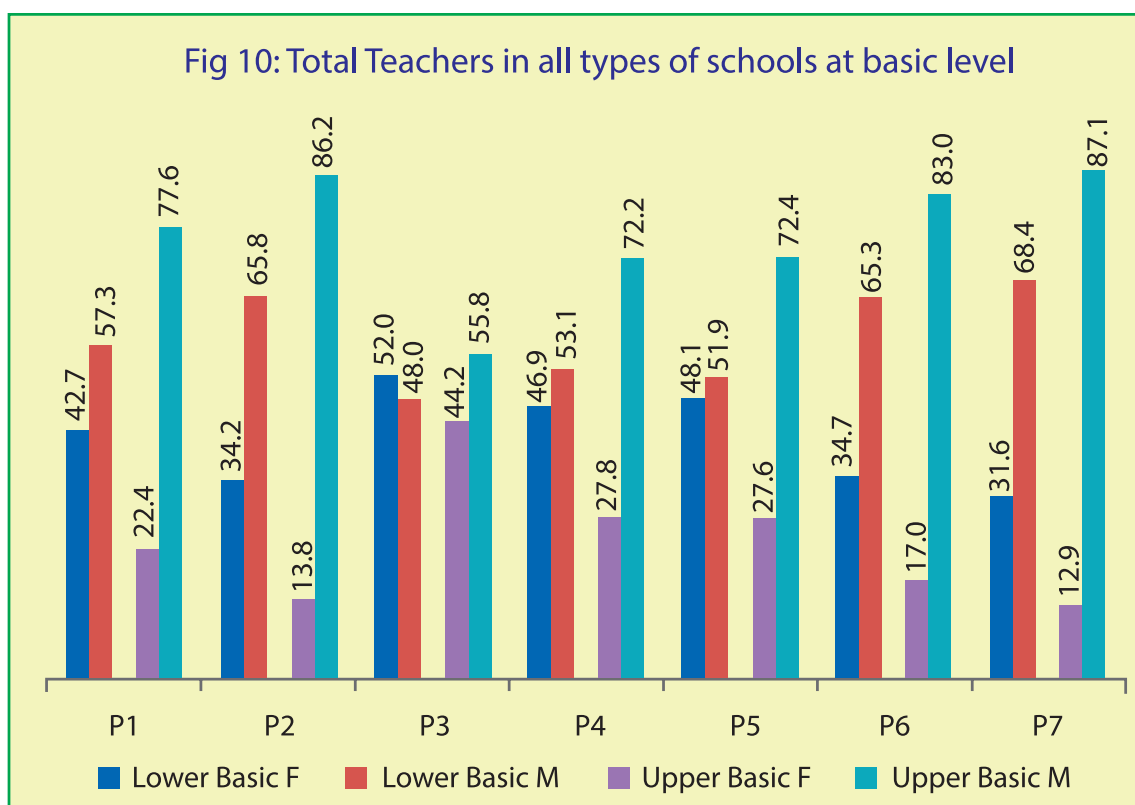
The literacy rate of 6+ age group according to CBS (2011) is 65.9% out of which male comprises to 75.1% and female comprises to 57.4% across the country. Figure 11 provides this literacy rate by different provinces and as figure shows, the literacy rate of province two is considerably lower than other provinces. In province two, the literacy rate of male is 60.1% while the literacy rate of female is mere 38.9%, which shows the disparity of literacy between the two genders. Province three and province four has the identical 82.8% literacy for males while province three has 67% literacy rates for females while province four has 66.7% literacy rates for the same group. Province three and province four have the highest literacy rates of both male and female across the seven provinces.

## TEACHER MANAGEMENT AND PROFESSIONAL DEVELOPMENT:

### SSDP INDICATOR ANALYSIS

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Average Status	Details	Province Wise Status							3 year target (2018/19)
					P1	P2	P3	P4	P5	P6	P7	
Teacher Management and Professional Development	% of female teachers in basic level	38.8	40.7	Lower Basic	42.7	34.2	52	46.9	48.1	34.7	31.6	42
				Upper Basic	22.4	13.8	44.2	27.8	27.6	17	12.9	

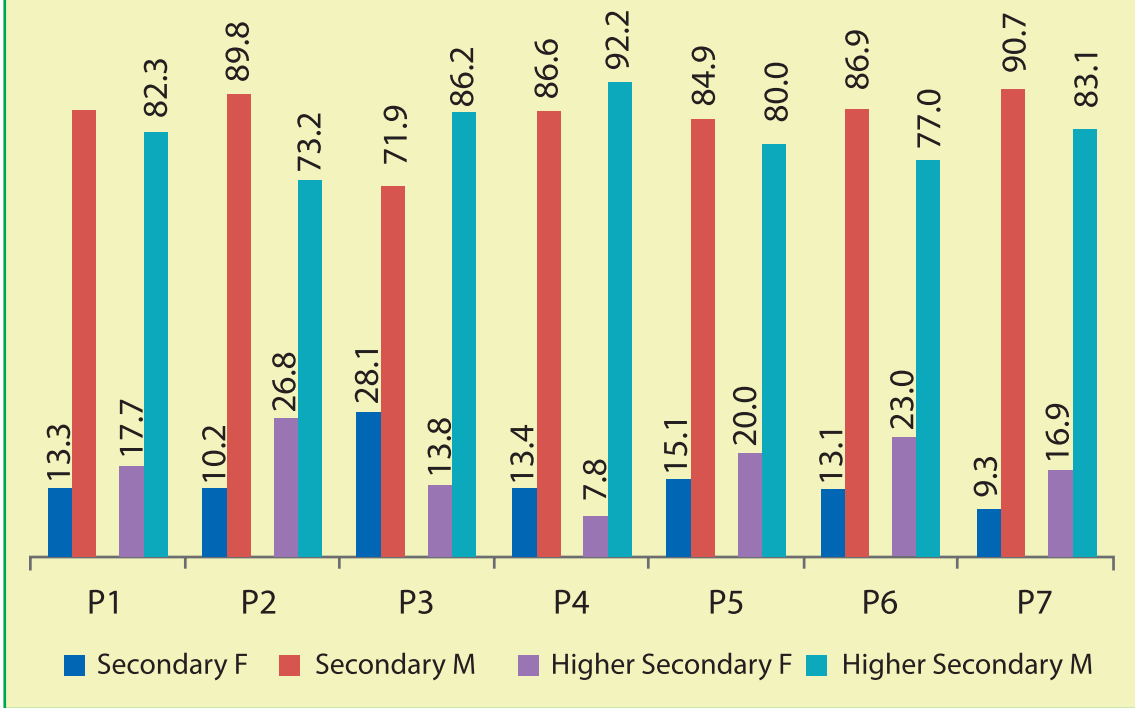
Fig 10: Total Teachers in all types of schools at basic level



There are 197799 and 54626 teachers at the lower basic and upper basic level across the whole country, and figure 10 represents all types of teachers including government appointed teachers, and the temporary teachers of various categories. This figure presents the percentage of female and male teachers across different provinces. At the lower basic level, province three, has higher number of female teachers in comparison to the male teachers. In all other provinces, the male teachers outweigh the female teachers. At the upper basic level, the disparity between male and female teachers is noticeable as there are more male teachers in comparison to the female teachers.



Fig 11: Total Teachers in all types of schools at secondary level



In secondary level, there are 40245 teachers and in higher secondary level there are 20021 teachers across the nation. This figure represents all types of teachers including all the part time teachers at the higher secondary level. Figure 11 represents the provincial distribution of male and female teachers in secondary and higher secondary level. As everyone of us would expect, there are more male teachers in comparison to the female teachers in both levels. In fact, the representation of female teachers is very low as the percentage hovers around 15% in many provinces as given in figure.

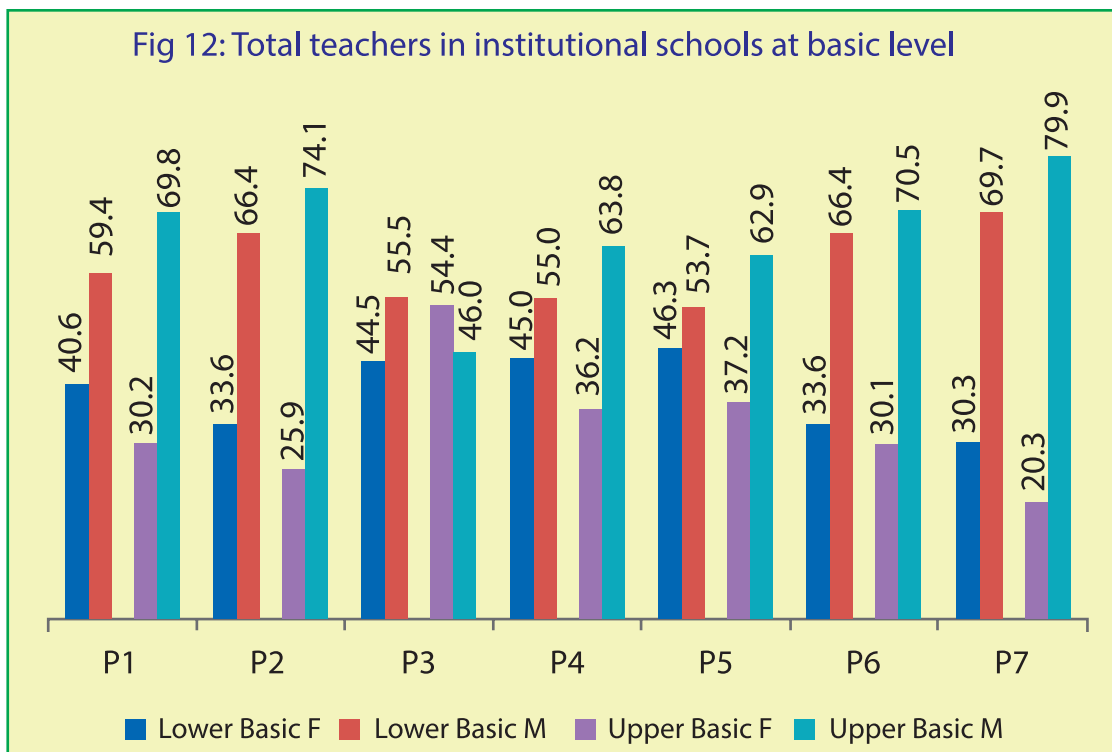
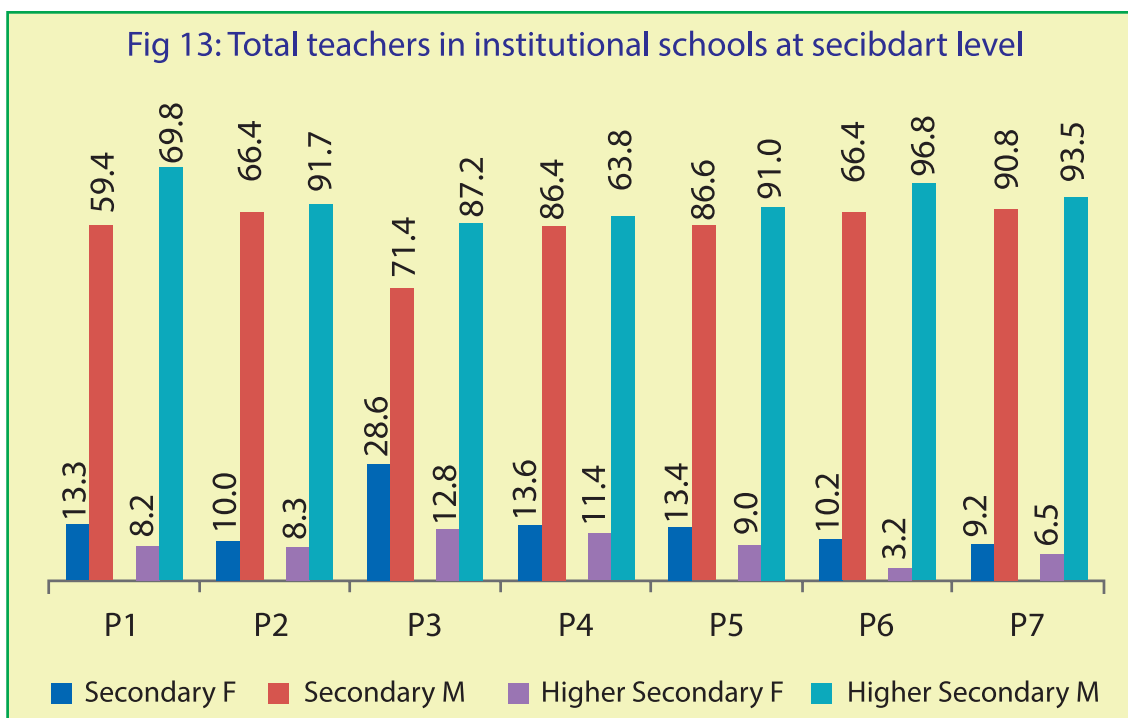


Figure 12 provides information on the institutional schools of the provinces. In fact, at the national level, there are 49849 and 16548 teachers at the lower basic and upper basic level respectively. Except in upper basic level in province three, all other provinces and in both lower basic and upper basic level, the representation of female teachers is lower than that of the male counterparts. In fact, in upper basic level, in province seven, there are only 20.3% female teachers in comparison to 79.7% male teachers.

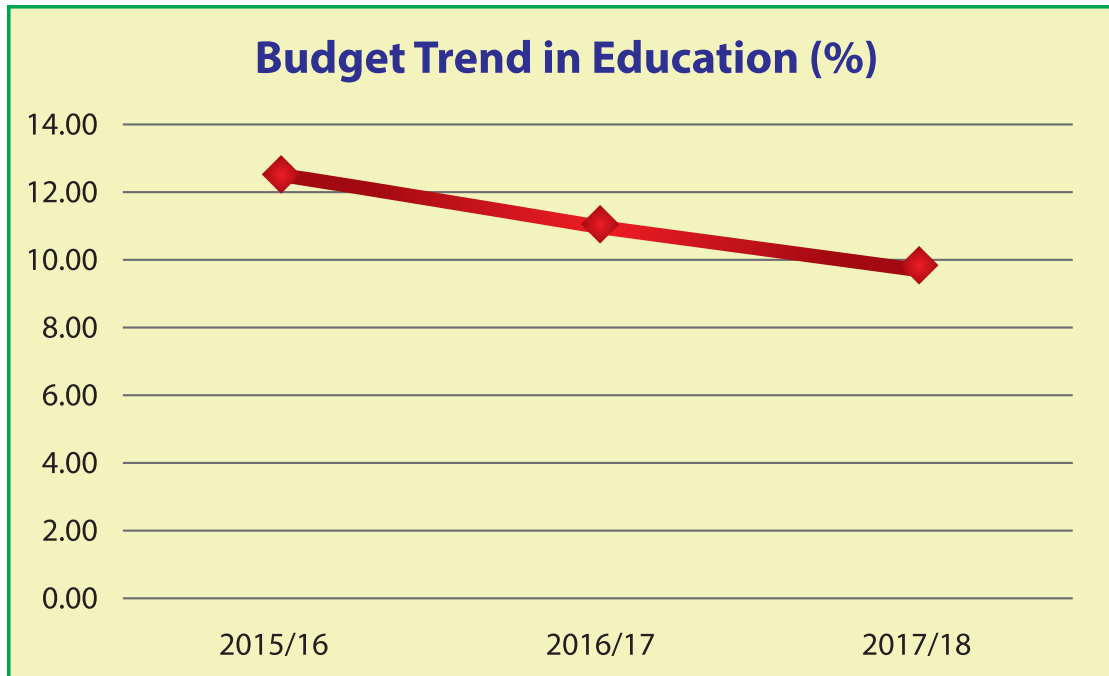
The disparity at secondary and higher secondary level is noticeable as given in figure 13. At the national level, there are 15493 and 4375 teachers at secondary and higher secondary level in the institutional schools. At the provincial level, as given in figure 13, the representation of female teachers hovers around 20% in secondary level and 15% in higher secondary level. At the secondary level, the worst representation is in province two while at the higher secondary level, province seven has the worst representation.

Fig 13: Total teachers in institutional schools at secibdart level



### Sector Financing:

SSDP Sub sector/ Thematic area	Indicators	Baseline Status (2015/16)	Details	Province Wise Status							3 year target (2018/19)
				P1	P2	P3	P4	P5	P6	P7	
Sector finance	% of Education sector budget out of national budget.	12.04%								9.91%	15%



Education Financing is currently at 9.91 % of the national budget and has not been allocated on the basis of the provinces. The baseline indicator status of the education financing was 12.04 % which was targeted to achieve at 15 % in the target of three years. However, the current declining trend of budget shows that the ambitious target to meet 15 % by the end of 2018/19 seems difficult to achieve. Besides, there is a need of resource allocation based on the needs and requirements of the provinces rather than the blanket approach of the budget distribution.

### **Conclusions:**

The overall research work suggests there is huge inequality among the provinces based on the different indicators set out by the SSDP. It is because, some of the provinces are in the boom region in some of the targets and indicators whereas some are crawling far behind. Hence, there is a strong need to analyze the situation based on provincial level as well as local level. The resources set out for SSDP should not be distributed in an blanket approach.

Rather, intervention in the required provinces is required. Redeployment of teachers to ensure that the needs of each school are met should be immediately made. The ninth amendment of the education act has provided the gateway for enrolment of thousands of unqualified teachers into the permanent teaching profession which is going to be one of the major factor for reduction in learning achievement of children in the future days to come. Hence, special attention must also be provided on this.

A part from this, more focused strategies to intervene the out of school children such as that of the children of Province no. 2 should be taken into consideration immediately.

Besides, the research also indicates that the targets and indicators of the SSDP must be revised based on the federal structure. Emphasis should be given to the ones who are far behind the target. Besides, it also seems that there exists huge funding gap in meeting targets of SSDP indicators. Attention must be provided on some of the critical issues such as cross provincial teacher management, enhancing the qualifications of the teachers, management of the funding gap etc so as to achieve the targets and indicators set by SSDP.

There is a need of strong government intervention as well as cordial support from the other educational stakeholders such as Civil Society Organizations, Parents, Teachers, Students, Child Clubs, community based local organizations etc. for the attainment of the targets and indicators set out by the SSDP.

### **Recommendations:**

Hence, with the review of the status of the SSDP indicators based on the different provinces, the following recommendations is made so as to ensure equitable, inclusive, quality and lifelong learning opportunities for all with achievement of all the SSDP targets set out.:

- Localize the SSDP indicators as per the federal structure because blanket approach does not works any more.

- Provide specific interventions at the specific local units with the required educational tools.
- Prioritize sensitive allocation and spending of education resources in ways that focus on increasing equity and supporting the most marginalized groups; or in terms of ensuring greater budget for the poorest.
- Ensure that the funding in education will not promote the privatization in education, rather will support for strengthening and improving the public education in Nepal, ensuring free and compulsory basic education as envisioned by constitution of Nepal.
- Ensure the spending of education budgets with a greater attention to equity, inclusion and quality – increasing spending on basic education, including early childhood education, and targeting spending on what works effectively in respect of girls' education, the inclusion of children with disabilities, those from minority ethno- linguistic backgrounds, children living in poverty and those affected by conflict. Maintain the budget share allocated to education at least, 20% of the national budget and at least 6 % of their GDP.
- Prioritize domestic tax mobilization for the public education strengthening and ensure its efficient spending.
- Expand the tax bases in progressive ways to at least 20% tax to GDP ratio (for example by ending harmful tax incentives, challenging avoidance, raising new earmarked taxes), and allocate a fair share of those funds to education.
- Ensure a robust pledging baseline, improve data on education financing, and provide annual reports on progress against their pledge.
- Increase scrutiny of education spending in practice, cutting waste and

corruption, including through budget tracking by citizens/independent bodies.

- Strong commitment for ending the harmful tax incentives, challenging the tax evasion and avoidance, raising the new earmarked taxes especially in terms of corporate taxes etc. and allocating a fair share of those taxes/ revenue generated in the education sector.
- Ensure that civil society organizations have conducive environment to partner critically and constructively with government while executing its plans and policies.
- Ensure the strong collaboration with the CSOs in all levels of government for the implementation and monitoring of the education sector plan.
- Ensure the education budget is transparent and funds are tracked independently (including with help from civil society) and also ensure that resources are converted into real delivery on the ground.

