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Report No. 12015

PROJECT COMPLETION REPORT

NEPAL

PRIMARY EDUCATION PROJECT
(CREDIT 1463-NEP)

JUNE 18, 1993

MICROGRAPHICS

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Type: PCR

Population and Human Resources Operations Division
Country Department I
South Asia Regional Office

Currency Equivalents

(March 1984)
Nepalese Rupee (NR) 1.00 = US$0.0671
US$1.00 = NRs 14.9

(September 1992)
Nepalese Rupee (NR) 1.00 = US$0.0234
US$1.00 = NRs 42.7

ABBREVIATIONS

ADB	-	Asian Development Bank
BPEP	-	Basic and Primary Education Project
CTSDC	-	Curriculum, Textbook, Supervision Development Center
DANIDA	-	Danish International Development Agency
DEO	-	District Education Office/Officer
EFA	-	Education for All
FC	-	Field Coordinator
HMG	-	His Majesty's Government
IDA	-	International Development Association
MOEC	-	Ministry of Education and Culture
NEC	-	National Education Commission
NESP	-	New Education System Plan
OCE	-	Office of Comptroller of Examinations
PCR	-	Project Completion Report
PEP	-	Primary Education Project
PIU	-	Project Implementation Unit
PMU	-	Primary Materials Unit
PSTU	-	Primary Supervision and Training Unit
RC	-	Resource Center
REO	-	Regional Education Office/Officer
RP	-	Resource Person
SDR	-	Special Drawing Rights
SETI	-	Education for Rural Development Project
SLC	-	School Leaving Certificate
SMC	-	School Management Committee
UNDP	-	United Nations Development Programme
UNESCO	-	United Nations Educational, Scientific and Cultural Organization
UNICEF	-	United Nations Children's Fund

Fiscal Year (FY) of Borrower

July 16-July 15

THE WORLD BANK
Washington, D.C. 20433
U.S.A.

Office of Director-General
Operations Evaluation

June 18, 1993

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT

SUBJECT: Project Completion Report on Nepal
Primary Education Project (Cr. 1463-NEP)

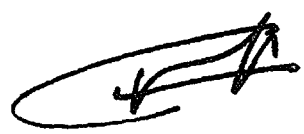
Attached is the Project Completion Report on Nepal - Primary Education Project (Credit 1463-NEP) prepared by the South Asia Regional Office. Part II was prepared by the Borrower.

This pilot project in primary education exceeded targets in terms of the numbers of teachers, students and of nonformal program participants trained and is rated satisfactory. The successful establishment of a monitoring and evaluation capacity provided a wealth of data. These outcomes led to a national follow-on project which will help underpin Government commitment to primary and basic education as the first priority of the sector.

The overall outcome is rated as satisfactory. Given the promising follow-on project, sustainability is rated as likely. Institutional development is rated as partially satisfactory: while a corps of technical staff was attached to the project unit and district personnel benefitted from project initiatives, the parent Ministry management, planning and monitoring capacity remains weak.

The PCR provides a balanced assessment and thoughtful insights on a project which was implemented in a difficult environment.

The project will not be audited.



Attachment

PROJECT COMPLETION REPORT

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MAP - IBRD 17639R

PROJECT COMPLETION REPORT

NEPAL
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PREFACE

This is the Project Completion Report (PCR) for the Primary Education Project (PEP) in Nepal, for which Credit 1463-NEP in the amount of SDR 12.1 million (equivalent to US$12.78 million) was approved on April 24, 1984. The Credit was closed on June 30, 1992, three years behind the original schedule. Disbursements continued through October 31, 1992 to cover commitments made prior to the Closing Date. The total disbursed under this Credit amounts to SDR 6.7 million (US$8.6 million) and the last disbursement was on November 18, 1992. The undisbursed balance of SDR 2.4 million will be cancelled by March 31, 1993.

The PCR was jointly prepared by the Population and Human Resources Division, Country Department 1 of the South Asia Regional Office (Preface, Evaluation Summary, Parts I and III) and the Borrower (Part II).

Preparation of this PCR was started during the last two IDA supervision missions in October 1991 and May 1992, and is based inter alia, on the Staff Appraisal Report, the President's Report, the Development Credit Agreement, supervision reports, correspondence, internal IDA memoranda, project evaluation studies and discussions with project authorities, donors and advisers.

PROJECT COMPLETION REPORT

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EVALUATION SUMMARY

(i) Project Objectives: The objectives of the project were to:

(a) achieve a low-cost qualitative improvement in primary education;

(b) strengthen the administrative and technical capacity of the sector; and

(c) (from 1987 on) develop non-formal strategies for out-of-school children and functional literacy program for adult participants in general, and women and children in particular.

(ii) Design and Implementation: The project was IDA's first intervention in the primary education sector in Nepal. Central to the project's objectives and design was the concept of primary school clustering around a Resource Center which constituted the main venue for the interaction and delivery of various project components. The project adapted easily to education policy changes and successfully executed all major civil works and implemented all envisaged teacher training programs, educational materials, non-formal programs and studies. The project suffered, however, from HMG staff redeployment policies and rapid local staff turnover. The project also suffered from scarcity of local counterpart funds and the Government's unwillingness to allow project funds to be used for the Technical Assistance component (Part I, paras. 21-35).

(iii) Results: As thoroughly documented in consecutive evaluation studies the project achieved significant success in most areas. By virtue of the interaction of various project components, the project improved: (a) the teaching-learning environment; (b) the teachers' professional knowledge and teaching methods; (c) student achievements and participation; (d) local educational management; (e) educational and instructional materials; (f) literacy and (g) the physical environment in central offices and schools. Despite the formation of a core group of experienced technical staff at MOEC, the project did not fully achieve its objective of strengthening the administrative and technical capacity of the sector. The project did exert a positive influence on sectoral investment decisions contributing to increased government priority and funding for primary education. Part II of this Project Completion Report attests to the Government's view of the success of the Primary Education Project (Part I, paras. 36-38).

(iv) Sustainability: While sustainability of an education project cannot be asessed within a short time frame, the experience of this pilot

project has now been sufficiently "internalized" by HMG and interested donors and a new larger and national project, recently approved by IDA, will improve the likelihood of consolidating the favorable impact on sector policy, subsector quality and students' participation and achievements (Part I, para. 39).

(v) Findings and Lessons Learned:

(a) The project did not impose unrealistic targets on the sector. The fact that output in certain project components was much greater than planned and that innovative ideas were adopted without major problems, speaks to the clarity of the analysis and the feasibility of the project's conceptual design (Part I, para. 22).

(b) Macro economic performance and general administrative and staffing policies have an impact on project performance. Scarcity of local counterpart funds due mostly to budgetary constraints, refusal to allow project funds to be used for staff training and rapid turnover among critical project staff are strong examples of negative impact of government policies in investment projects in general and in PEP in particular (Part I, paras. 33-34).

(c) Well prepared, timely and well supervised pilot projects can succeed in focusing public attention on the sector, make positive impacts and test the ground for national full-scale expansion. The project was timely and well prepared. Supervision was regular and provided substantial assistance. The project achieved many results and prepared the ground for replication on a national scale (Part I, paras. 26-27, 38, 40, 47-48).

(d) Strengthening the administrative and technical capacity of the sector is difficult to achieve without integration of project and line Ministry functions. Although a corps of experienced technical staff is now part of MOEC and district MOEC personnel benefited from project initiatives, greater integration between project units and MOEC would have been desirable. The strengthening of MOEC's management, planning and monitoring activities remains a goal of BPEP (Part I, para. 37 and Part II, paras 6-9).

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PART I. PROJECT REVIEW FROM IDA's PERSPECTIVE

A. Project Identity

- Project Name: Primary Education Project
- Credit No.: 1463-NEP
- RVP Unit: South Asia Regional Office, Country Department 1
- Country: Nepal
- Sector: Education
- Subsector: Primary Education

B. Project Background

1. After centuries of isolation, Nepal began to develop its economy in the 1950s amid such major constraints as a narrow resource base, virtually no physical infrastructure, a difficult topography and very limited educational and health services for its population. At the end of the Rana Regime (1951), which opposed schooling for the general population, only about 10,000 children (or less than 1% of the school age population) were in school. By the early 1980s, half of the school age population or about 1 million children, were enrolled in primary school. This significant growth in enrollments was achieved largely under the New Education System Plan (NESP), which His Majesty's Government (HMG) adopted in 1971, and which called for greater responsibility for Government financing of education by providing free textbooks and paying for teachers' salaries.

2. However, the growth in enrollments achieved under the NESP was not matched by qualitative progress in the schools. Education standards may even have declined. The three-year primary cycle was found to be inadequate to achieve literacy and numeracy and was subsequently extended to five years. Dropout and repetition rates were excessively high, with the result that only about 30% of entrants completed the primary cycle. It was estimated that no more than 20-30% of the children attending primary school learned anything of lasting value. Teachers were poorly motivated and lacked training; the primary curriculum and educational materials were outdated and the school facilities lacked basic requirements of adequate lighting, furniture, water and latrines.

3. The quality of school management and supervision were equally poor and of low impact. Supervisors were expected to cover too many schools, the District Education Officers (DEOs) had no experience or professional qualification in education, headmasters had no training and the School Management Committees (SMCs) were solely involved in securing community resources for building schools and getting children enrolled.

4. In addition, only about 60% of entrants completed the two-stage (grades 6-7 and 8-10) secondary school cycle and even these students were generally deficient in Mathematics, Science and English. The School Leaving Certificate (SLC) awarded by examination at the end of 10th grade, with average passing rates of about 30%, was in need of reform.

5. Significant disparities in access to educational opportunities based on sex, caste and region exist in Nepal. In 1979/80 females accounted for only about 27% of total primary enrollments.

6. The planning and budgeting systems were very inadequate for predicting and allocating resources to meet education needs and Ministry of Education and Culture (MOEC) objectives. MOEC lacked a coordinated system of data collection and analysis for planning.

7. Finally, the rapid growth in enrollments during the Fifth Development Plan (1975-1980) had not been matched by increases in education expenditure. While enrollments grew at about 18% per annum, increases in expenditure in education averaged about 11% per annum in real terms. By 1981/82 the proportion of the national budget allocated to education was 9.7%. Within the education budget, the allocation of resources favored higher education (36%) at the expense of primary education (29%) which had been consistently underfunded. The construction of primary and secondary school buildings and a significant proportion of secondary teachers' salaries were financed by the students' parents, and the burden of education on the community was greatest at primary and secondary levels.

8. The above issues became the focal point for improvements in the education system during the Government's Sixth Development Plan (1981-86). As part of the Plan's strategy to meet the minimum basic needs of the population and to support developments in other sectors, high priority was attached to primary education, work-oriented adult education, and vocational and skills training. Specifically, the Government decided to concentrate on: (a) improving educational quality and reducing wastage; (b) imparting relevant skills and scientific knowledge; (c) revising curricula and textbooks to make them more relevant to existing conditions of life as well as national and social values; and (d) increasing educational opportunities in backward areas and to disadvantaged groups, such as females. The Government's strategy to achieve these objectives was to: (a) contain, within reasonable expansion targets, enrollments at primary, secondary and tertiary levels, so as to permit greater emphasis on quality; (b) give priority to new physical facilities for primary education, non-formal work-oriented education, and vocational and technical education; (c) encourage community involvement for the expansion of general education; and (d) continue the policy that all physical facilities (buildings and furniture), excluding technical schools, would be provided by the local community.

9. The project supported the Government's Sixth Plan strategy for primary education, addressing many of the quality issues inherent in the education system. The project was identified by an IDA identification mission, which visited Nepal during November 1981 and was prepared on behalf

of the Government by UNESCO in March 1982 under the United Nations' cooperative program. An extensive survey of schools in the six project districts, agreed at the time of identification, was financed under an IDA technical assistance credit and conducted by the Institute of Education of MOEC during June and July 1982. The project was pre-appraised by an IDA mission in November 1982 and appraised in July-August 1983. Negotiations were held in Washington, D.C. from March 16 to 21, 1984, and the project became effective on December 4, 1984.

C. Project Objectives and Description

10. Objectives. The objectives of the project were to:

(a) achieve a low-cost qualitative improvement in primary education; and

(b) strengthen the administrative and technical capacity of the sector.

A new objective related to the development of non-formal strategies for out-of-school children and functional literacy programs for adult women was added in 1987.

11. Description. In pursuit of quality improvement in primary education the project would focus closely upon the intermediate objective of improved teacher effectiveness, which would be achieved through: (i) increased teacher knowledge and motivation and (ii) external support in the form of better management, instructional materials and physical facilities. Teachers' knowledge would be improved through the provision of an integrated in-service teacher training and supportive supervision programs as well as teachers' guides, teaching guidelines and other supportive reading materials. Teacher motivation would be aided by improved school management, greater community interest and support and the development of peer group support within the profession.

12. Strengthening the administrative and technical capacity of the sector would aim principally at providing administrative and technical support services for: (i) improving primary and secondary education; (ii) implementing the government's policy to decentralize administrative and technical responsibility to district and community levels; and (iii) strengthening the Office of the Controller of Examinations (OCE) to improve the efficiency and effectiveness of secondary school leaving examinations.

13. The project would adopt low-cost ways of effectively addressing primary education quality issues and initiating a gradual strengthening of sector administration, which would then be capable of spreading the benefits of subsequent interventions throughout the system. Its design incorporated an evaluation and monitoring system, conceived to provide valuable insights into the potential for further low-cost development of primary education and to lead to firm proposals for the next stage of development of the sub-sector.

14. Because of the experimental nature of the project and the risks associated with a weak national economy, poor communications and inadequate service delivery mechanisms, the project was limited to about 700 schools in six accessible districts located in three of the five regions of Nepal.1/

D. Project Components

(a) Primary Education Inputs

15. Central to the project's first objective and to its design, was the concept of primary school clustering into groups of 8-12 schools with a Resource Center (RC) school centrally located to provide in-service and on-going training and supportive supervision. The Resource Center would constitute the main venue for teacher training and for the supply of education materials to the cluster schools. School buildings and other school facilities would be improved employing mostly local labor and materials.

16. Training. An integrated training program to involve primary teachers, supervisory staff, headmasters, District Education Officers (DEOs), school managers, the community and parents was to be introduced so as to: (i) instill greater teaching and management skills in the primary subsector; and (ii) bring about major changes of attitude among the whole range of persons who can influence the success of primary education. The constant presence of trained and active RPs and FCs operating from every Resource Center and District Education Office respectively was to ensure that all teachers in the project schools would receive in-service training and related in-class supervision on a continuing basis. The project would appoint additional staff at the Curriculum, Textbook, Supervision Development Center (CTSDC) who would be responsible for conducting direct-contact training at both central level and in the six project districts. To assist the CTSDC in taking on these responsibilities, educational advisory services including technical assistance would be provided by UNICEF throughout the project. Also, additional staff would be appointed to two new primary education units: (i) the Primary Supervision and Training Unit (PSTU) in the Supervision and Training Section of CTSDC and (ii) the Primary Materials Unit (PMU) in the Curriculum and Textbook Section.

17. Educational Materials. The project would contribute to alleviating the shortage of teaching materials by: (i) supporting the design and field trial of prototypes of simplified materials by the Curriculum Section of CTSDC; (ii) including in the activities of the Resource Centers, special workshops for teachers on making and using materials; (iii) providing for each project school an equipment kit for use in preparation of materials; and (iv) providing about 70 library sets, consisting of about 10 school libraries, which can be rotated among the schools in each cluster.

1/ The six districts were Dhankuta and Thapa in the Eastern Region, Kaski and Tanahu in the Western Region and Surkhet and Dang in the mid-Western Region.

(b) Institutional Development and Management Assistance

18. To achieve the second project objective, namely the effective management of educational systems of HMG, would require additional skilled staff and technical assistance. Assistance to the Ministry of Education and Culture would aim at: (a) strengthening its research capacity; (b) assisting the Secretary in organizing and administering all special education projects; (c) strengthening the planning, budgeting and human resource management system; and (d) strengthening the CTSDC to provide support for the primary education system. In addition, IDA would finance new buildings for four out of the six project districts offices (which were in rented accommodation) and for two of the five regional offices (Pokhara and Dhankuta) to ensure stable and adequate regional support services for primary education. Finally, more specific support would be provided for the OCE in order to address issues of efficiency and quality in the examination system, especially at secondary level.

(c) Education Project Studies

19. Under the project, financing for project studies would be provided, to permit the preparation of possible future education projects and for the evaluation of the project. Under the first category, provision would be made for a survey of primary schools in another 20 districts during the first three years of project implementation. The results of this survey would be needed in the preparation of a possible second primary education project. Concurrently, under the second category, evaluation field studies of the proposed project would be conducted from the outset of project implementation.

(d) Technical Assistance

20. UNICEF would finance the cost of all the educational services for the primary component of the project and would provide any other necessary educational and logistic services through its Kathmandu office, with the help of the UNESCO regional adviser in Bangkok. By maintaining a continuing relationship with MOEC and the CTSDC, UNICEF would assist and strengthen the CTSDC so as to achieve a major reform in the quality of primary education throughout the project districts. UNICEF would also assist the PIU in establishing an effective system of project management. The government signed a Project Agreement with UNICEF for educational services amounting to about US$1.7 million.

E. Project Design and Organization

21. The project was IDA's first intervention in the primary education sector in Nepal. The conceptual foundation reflected a clear analysis of the critical issues facing primary education: poor physical facilities, untrained teachers, severe lack of relevant educational materials and weak administration and management of the education system. The project did not impose unrealistic targets on the sector. The project was both in conformity with and yet differently focused in relation to the ongoing primary education UNDP-UNICEF-UNESCO Education for Rural Development Project ("SETI") which

started operation in the early 1980s. SETI was region specific, while PEP districts represented a national sample.

22. A very important aspect of the project design was the concept of clustering of schools with an accompanying Resource Center and Resource Person. It took considerable time for these to get established, largely due to the concentration on the construction aspects in the first years of the project. However the fact that the RCs have been accepted as a national strategy for school improvement is proof of the success of the innovation.2/ The scope and scale of the project were appropriate at the time of design in light of the known weak management structure in education, especially at district level. That output in certain components was much greater than planned (see para. 38), can be attributed to the demand factor: as soon as some schools began to receive material support many of the others began to demand the same. If anything, the project design was conservative as the final output of the project was doubled in one component (school rehabilitation) and a totally new component (non-formal education) was added in 1987 after the mid-term review.

23. An administrative structure to implement project activities was formed at the MOEC which consisted of: (a) a Project Implementation Board; (b) a Project Implementation Unit; and (c) four educational development units established at the Sanothimi Educational Complex. The Project Implementation Board was formed under the chairmanship of the Secretary, MOEC and it consists of senior officials and representatives of the MOEC, the National Planning Commission and the Ministry of Finance. It reviewed programs and provided general guidelines to the Project Director on a regular basis. The Project Implementation Unit had two technical units: Evaluation Unit and School Construction Unit and administrative sections (personnel administration, financial administration, procurement and program and budgeting). The PIU was responsible for overall planning, programming, budgeting, implementation, monitoring and evaluation of the project activities. The Evaluation Unit monitored and evaluated the project activities, conducting the formative evaluation of project activities and maintaining basic data. In order to determine the long-term impact of the Project on the target groups, the Evaluation Unit has maintained the baseline data on students and teachers. The School Construction Unit developed the plans and programs of the construction work, such as construction of the administrative buildings, Resource Centers and renovation of the project schools. The SCU implements and supervises its programs at district level. Overseers have been appointed to District Education Offices to implement and monitor the programs at the field level.

24. Four education development units were established at the Sanothimi Educational Complex to implement the project activities. The Primary Supervision and Training Unit (PSTU) is responsible for the training component

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2/ The Basic and Primary Education Project (BPEP) recently approved by IDA, will finance the expansion of the primary school cluster and Resource Center system throughout Nepal.

of the Project. The Unit conducts different types of training and is responsible for developing supervision strategies. The Primary Materials Unit (PMU) is responsible for development of the educational materials. Since 1990 the Unit has been centrally involved in the reform of the Primary Curriculum. The Non-Formal Education Unit is responsible for formulating the plans and programs of the non-formal components and implementing them at the project schools. The types of non-formal programs conducted at the Project districts are: out-of-school children program, environmental program (agriculture and health education), women education program and community reading centers. These programs were in addition to those anticipated during appraisal and described in the SAR.

25. The Training and Research Unit was set up in the Office of the Comptroller of Examinations. This Unit aims at improving the existing system of the SLC examination, such as improvement in the development of the question papers, marking schemes, analysis of the results and rules and regulations of the examination. Regional Educational Directorate Offices also played a role in the implementation of the Project, appointing Field Coordinators, providing services of subject specialists, etc. The District Education Officer (now Inspector) was the administrative head of the project at district level.

26. The project document was well prepared. However, hindsight indicates that the significance of the document was not fully evident to all MOEC and project personnel. This is possibly because of the novelty of the project for MOEC, but it could also indicate the need to hold more project introduction seminars to ensure full consensus among all concerned parties. The project had some difficulty in ensuring that its activities were wholly consonant with those of the Ministry of Education and Culture. This was due largely to the perceptions of regular MOEC staff who saw project staff as being specially favored, but also to the inevitable conflict between a project thrust to bring about change and a system which wanted to preserve the status quo. More collaboration during project design would also contribute to enhancing project ownership.

27. Project timing was appropriate in that it was an experimental project conceived to test design innovations and to experiment with delivery systems for teacher training, non-formal education and school buildings. The project successes have enabled the new Government to adapt the experiment and to expand it nationwide during the Eighth Five-Year Plan. The problem was the slowness of project start-up, owing to the poor managerial system operating within MOEC. The separate nature of the Project Implementation Unit contributed to the failure of PEP becoming an integral part of MOEC. The Project Implementation Unit was meant to ensure collaborative and constructive cooperation with a number of institutions. This did not occur to any great extent especially during the first years of the project. However, had the project been operated entirely through the regular structures of MOEC it is doubtful if any of the innovations and successes (especially the introduction of the New Primary Curriculum) would have been fully implemented and achieved.

F. Project Implementation

28. Credit Effectiveness: The credit was signed on July 7, 1984 and became effective on December 4, 1984.

29. Since its inception, both HMG and IDA have worked together to adopt the project to the rapid changes in the Nepalese educational system. Originally designed to cater for the then three-grade primary system, the project adopted to the changed five-grade system. When the MOEC launched its Basic Education Needs Program (1985/86), PEP also responded by adjusting its teacher-training program to the new Government objective of providing professional training for all primary teachers. Most significantly, the project successfully executed all major construction works and resource centers, rehabilitated schools and implemented all teacher-training, educational materials, non-formal programs and studies. Central level technical staff were hired to train trainers and design educational materials. In the field, Resource Persons (RPs) were employed to provide in-service training to all cluster school teachers and, to provide a link between the RCs and District Education Officers, primary school supervisors were designated as Field Coordinators with the task of supervising up to six clusters. School construction was supervised by overseers and/or tradesmen employed in the DEOs offices (see Part III: Statistical Information; Table 4: Implementation Indicators; 4.1: Training; 4.2: Curriculum Development; 4.3: Non-Formal Education; 4.4: Evaluation and Studies; 4.5: Office of Controller of Examinations (OCE)).

30. Based on a Memorandum of Understanding between UNICEF and IDA, UNICEF provided technical assistance inputs to the PEP in the amount of US$1.7 million. Project strategies and additional staff appointed under the terms of the agreement contributed to strengthen: (a) the in-service training of teachers with a practical, well planned and well delivered course which used the resource persons as facilitators; (b) the development and production of supplementary materials and teacher's guides; and (c) the development of learning materials which ultimately led to the on-going process of primary curriculum reform. In addition, UNICEF supported the implementation of the non-formal program for out-of-school children and adults, with a special focus on women, and provided budgetary support to hire engineers and overseers for the primary school construction and rehabilitation program.

31. Implementation Schedule and Problems. The main variance between project design and implementation is that the implementation period was extended by three years, mainly to complete project activities. The main rationale for the final year's extension was to facilitate the preparation for a follow-on project and to avoid a hiatus between the two projects rather than to complete original project objectives. Also, an additional component -- Non-Formal Education -- was added to the project in 1987/88.

32. The Staff Appraisal Report anticipated that the project would provide for the rehabilitation of about 700 schools. By the end of the project, the project had rehabilitated more than 1,300 schools and was operating in about 1,900 schools (see Part III: Statistical Information,

Table 4). The project document restricted the materials development component to supplementary readers and visual aids only. However, by the end of the project period a completely new national primary curriculum had been tested through the project system and is due for national replication in January 1993.

33. Project risks were identified correctly. The greatest risk related to the absence of qualified project managers and programmers. The Government was reluctant to use the funds assigned for technical assistance to address this issue. As assurances were given during project preparation, this development was difficult to foresee. Unanticipated factors that might have been taken into account during project preparation, relate to the staffing policies then operating within HMG/Nepal. The fact that frequent transfers were made without any reference to skills or competencies might have received greater attention and focus in the project document. Though the core project management staff in charge of the technical units was stable (less than 5% of project staff left during the total period of implementation) there was a rapid turnover among critical construction overseers and DEOs (in the six-project districts there were 50 changes in DEOs during the project period).

34. Disbursements. One of the implementation problems suffered by the project was related to the scarcity of local counterpart funds produced mainly by successive budget cuts. The 1989/90 Trade and Transit dispute with India and the internal political situation, further exacerbated the problems. Two consecutive budget cuts, one in 1989/90 and the next in 1990/91 resulted in a smaller number of activities and programs accomplished during those years. Also, the lack of efficient and prompt actions by project management, such as delays in the clearance of irregularities before budgetary releases, contributed to even more constrained budget situations. Another problem was the Government's refusal to allow project funds to be fully used for some of the purposes set forth in the Credit Agreement, such as the Technical Assistance component which was designed to strengthen the administrative and technical capacity of the sector. The majority of the project staff working in the construction, teaching materials, training of teachers, non-formal education and evaluation and budgeting units were highly motivated and worked hard towards the goals of the project. However, hardly any technical staff received training with the exception of staff of the Office of Comptroller of Examinations.

35. Of the total credit of SDR 12.10 million (US$ 12.78 equivalent) 55% has been disbursed, or SDR 6.7 million and 67.4% in US dollar terms, or US$8.61 million. As discussed above, a large portion of the underutilization resulted from the depreciation of the Nepalese Rupee vis a vis the US dollar, the failure of HMG authorities to allocate to the project authorities the full amount of project financing and the refusal to allow project funds to be used for some of the purposes agreed upon by the Borrower and IDA.

G. Major Results of the Project

36. The project achieved a very significant success in most component areas. The Resource Center-Resource Person arrangement has been shown to be a

success and worth the cost. Teachers know more about their subject and about teaching methodology. Rehabilitated schools are a spur to better learning by pupils and better performance by teachers. Innovative and popular non-formal educational programs have been successfully added to the original project design. Community financial resources have been marshalled in a way that generates two rupees or more for each rupee put up by the Government. The interaction of various project components considerably improved the teaching-learning conditions and the overall achievement levels.

37. The SAR contains a general statement that possible benefits of this first project must be viewed over the long term when a second or even third project would be nearing its completion. However, some project achievements are already manifest. They can be summarized as follows:

(a) Creation of a Better Learning Environment. The interaction of various project components has improved the learning environment. The mobilization of resources from the local communities, through their involvement in school construction and school management committees; the presence of a Resource Person who by virtue of training, commitment and identification with the locality (to which he or she usually belongs), acts as a catalyst within the cluster of schools; the trained teachers, the improved materials; and the non-formal education offerings have all contributed to an improved learning environment.

(b) Improvement in Teachers' Professional Knowledge and Performance. Teachers' professional knowledge and skills were tested in 1988/89. The study was conducted on a sample of 17% of the total number of teachers in four PEP and non-PEP school districts and it was aimed at testing the teachers' professional knowledge. The findings indicated that the knowledge and skills of the PEP teachers had increased by 79% compared to their knowledge and skills level before the training and intensive supervision system started by the RC system. When compared to the non-PEP teachers, the average percentage scores of the PEP teachers was 127% greater.3/ Class observation and formal discussions were used to assess teachers' behavior in the classroom in activities such as lesson preparation, teaching methods, use of educational materials, students' participation, class management and so on. The scores on PEP teachers' behavior were consistently much higher than the scores of the non-PEP teachers (see Part III: Statistical Information, Tables 7.1, 7.2 and 7.3). Notwithstanding these favorable outcomes a national primary teacher training strategy and program are still lacking in Nepal.

3/ MOEC, Primary Education Project Evaluation Unit: "An Impact Study of the Training on Teachers' Behavior in Classroom", Kathmandu, January 1991.

(c) Improvement in Students' Achievement. Another major study 4/ comparing a total of 50 PEP and non-PEP schools, shows conclusively that PEP students of all grades perform better in academic achievement in all tested subjects (Nepali, Social Studies, Health Education, Mathematics, Science and English) than non-PEP students. Pre-tests were administered in February 1990 and post-tests in November 1990. While the achievement levels in both PEP and non-PEP districts increased between the pre- and post-test, Table 7.4 in Part III: Statistical Information shows that the academic achievement level of PEP students is higher than the non-PEP students.

(d) Improvements in Students' Promotion, Repetition and Dropout Rates. A comparative analysis of student data shows that PEP schools have achieved significant improvements in the rates of promotion, repetition and dropout as compared to similar non-PEP schools. Repeater rates are lower in all classes of PEP districts when compared to the non-PEP districts' classes; dropout rates were higher in the non-project schools by 8.4 percentage points and the promotion rates (students passing the final examination) of all classes in the project schools were 12.9% higher than those observed at the non-project schools.

(e) Improved Educational Management. The cluster system has given each group of 10-15 schools a supportive identity which has permitted improvements in general management. The headmasters visit each others' schools and specific training activities are designed to address redress local problems.

(f) Greater Community Involvement. The initial activity of the project in a specific area was related to the school rehabilitation program, where a "seed money" grant of up to 40% of the estimated cost of rehabilitating a school was made to the community. In this way, considerable community funds were generated for primary education, while at the same time, the community became more aware of their children educational needs. This also facilitated the introduction of the non-formal education components of the project.

(g) Improved Instructional Materials. Teachers have been provided both with basic teaching aids created and supplied by PEP and with the skills to prepare teaching/learning aids specific to their own classroom needs (see Part III: Statistical Information, Table 4.2).

(h) Improved Literacy. Even though the original project was limited to primary school based strategies, it was soon realized that improvements in the primary sector were also dependent upon such

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4/ MOEC, Primary Education Project Evaluation Unit, "An Impact Study of PEP Inputs on Student Achievement", Kathmandu, February 1991.

factors as community awareness and involvement in the educational scene and the educational status of the population in general. When it became clear that there was a strong correlation between non-school attenders and the illiteracy of their parents, efforts to reach parents and adolescents were intensified. Programs such as the Out-of-School Program within PEP have contributed to increase literacy in Nepal. By the end of the project, beneficiaries from non-formal education included about 24 thousand women, 37 thousand out-of-school children and 22 thousand participants in the Adult Education Programs (see Part III: Statistical Information, Table 4.3).

(i) Strengthened Technical Staff. The Project did not fully achieve its objective of strengthening the administrative and technical capacity of the sector. However, the Project has provided MOEC (and now the Basic and Primary Education Project) with a corps of experienced and trained staff (see Part III: Statistical Information, Table 4). Much of the training has been gained through on-the-job and program activities. The Project lost the opportunity of consolidating this base by not utilizing the considerable funds at its disposal for professional staff training. The fact that the project is being expanded and continued through the Basic and Primary Education Project for a further eight years will provide the opportunity for correcting this situation and for moving trained planners, programmers and educational researchers into more central positions within the MOEC itself.

(j) Improved Physical Environment. The Project has provided additional office space to MOEC at central, regional and district levels. Six districts have been provided with Resource Centers and about one thousand three hundred schools have been rehabilitated (see Part III: Statistical Information, Table 4).

38. Lastly, the project exerted a positive influence on sectoral investment decisions by drawing attention to the problems of education at primary and basic level. The share of primary education in the total education budget increased from about 29% in 1981/82 to more than 50% in the current fiscal year. The project was the main focal point for in-country preparations for the Education for all (EFA) Jomtien World Conference which led to increased priority being given to primary education. Within the sector the project had a profound impact on curriculum development, supervision strategies and out-of-school education. Community contribution to education was greatly increased through the cost-sharing school rehabilitation program. The activities leading to the preparation of a second project, led the MOEC to set up a high-level team of experts to develop a Master Plan for Basic and Primary Education. The project lived through three political eras: the Panchayat One-Party System, the Interim Government of 1990-1991, and the new democratic multi-party system from mid-1991. Throughout these difficult times, overall the project was able to carry out its programs and keep the issues of primary education in focus.

H. Project Sustainability

39. Based solely on previous experience, the likelihood of sustainability of project components could only be rated as low. Nepal's educational development is characterized by examples of pilot projects which have never impacted on sector policy, nor managed to operate on a scale of any significance. Many of PEP's programs were innovative and took considerable time to be sufficiently "internalized". While sustainability in education cannot be assessed within a short time-frame, the follow-on project gives reason for an optimistic forecast of sustainability. The major reason for this is that the second phase, or Basic and Primary Education Project, is now a national program, one to which both government and the donor community are strongly committed. The principal challenge as regards sustainability is therefore not whether, but at what level of quality and efficiency the project's activities will be sustained. The Government and donor community have agreed on a Financial Plan which will provide adequate resources for a profound change in the sector. The question remains as to the degree to which technical ability, commitment and public support can be harnessed to utilize these resources.

I. IDA Performance

40. IDA supervision missions were fielded regularly (16 missions in the course of seven years) and provided substantive assistance to in the areas of policy development, institutional upgrading and human resource development. While the missions consisted of staff with the required skills, high staff turnover resulted in a weakening of systematic follow-up. The absence of a major in-depth mid-term review was a drawback. An evaluation study conducted by the Center for Educational Research at Tribuvan University was found to be of unsatisfactory quality. Cooperation with the parallel donor, UNICEF, was satisfactory up to the end of the official project period 1989/90. However, it is not known whether full utilization of the UNICEF grant component (US$1.7 million) has been achieved and perhaps better IDA/UNICEF monitoring of this could have helped.

41. While IDA mission reports consistently drew attention to poor management performance by the Project staff, it proved impossible to effect any significant changes in project personnel. In the latter years of the project the attention of most mission members was focused on preparation activities for the follow-on project. The BPEP preparation missions interacted mostly with PEP project staff and with the Secretary and Additional Secretary of the MOEC, rather than with Ministry staff at large.

J. Borrower Performance

42. The project disbursed approximately 67.4% the IDA Credit. The main reasons for the shortfall were the depreciation of the US dollar vis-a-vis the SDR and of the Nepali rupee vis-a-vis the US dollar, and HMG's refusal to spend IDA funds in certain categories, especially technical assistance and training. While most of the components were implemented either above or to a satisfactory degree, there were some shortcomings in the quality of

supervision at the local level. This was possibly caused by the unclear relationship between the project and MOEC at district level. Further, the project did not succeed in bringing about any substantial improvement in the general planning and programming skills of the MOEC as a whole. Project management did, however, improve particularly in the late stages, prompted possibly by the attention given to BPEP preparation. An important lesson for the future relates to the need to place more emphasis on practical, project-component-specific management training.

43. IDA staff and Project officials cooperated very positively and in a very friendly atmosphere. However, the professional relationship was not adequate. Briefings by Project officials were lacking in analytic content and the ability of other parts of the MOEC to inform missions of educational developments, and of PEP's impact on such, was poor. Too often missions had to rely on expatriate technical advisors for professional briefings and discussions.

K. Consulting Services

44. Construction contractors were generally satisfactory for central level operations. However, there were considerable difficulties with contract work at district level. This led in part to a discontinuing of the contractor method for Resource Center construction in the last year of the project.

45. The major external consultancy to PEP was provided to the Office of Controller of Examinations to improve the SLC and to assist in the computerization of examination data. The poor relationship between the Project Office and the OCE, the weaknesses at OCE itself, and the inappropriateness of the level of technology (main-frame computer) weakened this component. The consultants themselves were of high quality but the design and management of the component was at fault. As a result, efficiency and quality of the secondary examination system has not improved as expected.

L. Project Documentation and Data

46. The Staff Appraisal Report was developed in the early 1980s. The Project did not get going effectively until 1985 and ended in 1992. Therefore the situation and the proposed activities described in the SAR were at some variance with the situation obtaining by the end of the 1980s. There was need, therefore, for either updating of parts the SAR or transforming the SAR into something akin to an Operations Manual, which could be used as the basic reference and working document for successive missions. While the data in the SAR and other preparatory documents was adequate, it did not form the basis for the monitoring and evaluation work of the Projects Evaluation Unit. Project Initiating Workshops could help in the general task of ensuring that the SAR and related documents get translated into project working documents.

47. Preparation for a follow-on project. As early as April 1989 the Bank and HMG/Nepal reached agreement in principle on the need for a second project. By July 1989 the MOEC was able to present a project proposal which led IDA to field project identification and preparation missions. The

motivating goal was the then Government's declared Basic Needs Policy, which proclaimed, inter alia, the goal of basic education for all by the year 2000. General donor concern and interest in the sector led UNDP to assist MOEC to set up the BPEP Master Plan Team which commenced work in 1990. The political unrest in Nepal in 1990/91 slowed down the process of project development but the momentum was sustained by the new democratic political order and by the new government's desire for change.

48. The BPEP Master Plan provided an excellent framework for donors and government to negotiate a program rather than adopt a discrete project approach to educational development in the 1990s. A comprehensive financial plan was developed and, to a considerable extent, this has to a considerable extent, guided donor investment plans. Complete donor coordination was not possible owing in part to the varying project preparation processes of the different agencies. However, there is almost complete consensus among the donors and government on the priority assigned to primary education and on the strategies to be adopted, and this promises well for the future.

49. In addition, IDA was able to assist in human resource development for the follow-on project by successfully negotiating a Grant Fund (US$1.6 million) from the Japanese Government to enable MOEC hire the necessary consultants and train the necessary staff so as to be able to plan and implement the follow-on project more effectively. There were initial delays in the use of the fund but it is expected that by the date of termination (March 1993) a sufficient number of national staff will have been trained in the skills required to ensure PEP sustainability and successful BPEP implementation.

PART II: PROJECT REVIEW FROM BORROWER'S PERSPECTIVE

A. Background

The project objectives were to:

(a) achieve a low-cost qualitative improvement in primary education;
(b) strengthen the administrative and technical capacity of the sector. A third objective was added half-way through the project period;
(c) develop non-formal strategies for out-of-school children and functional literacy programs for adult women.

B. The Project Components

These are described in Part I of the completion report.

C. Project Implementation

General. The first IDA intervention in the primary sector in Nepal, co-financed by IDA and HMG/Nepal, with parallel financing from UNICEF became effective in July 1984. The planned date of completion was June 30, 1989 and the closing date was June 30, 1992. The reasons for the extension were:

(a) the slow start-up to the project;
(b) the increase in project targets;
(c) the consequences of the trade dispute with India in 1989/90 which badly affected the construction component;
(d) the need for a transitional period to ensure continuity with a follow-on project.

The total projects costs were designed as follows:

HMGUS$ 2.19
IDA CreditUS$12.78
UNICEFUS$ 1.70
TotalUS$16.67

The estimated expended amounts are as follows:

HMGUS$2.75
IDA CreditUS$8.39
UNICEFN/A
TotalUS$11.14

The project succeeded in improving the quality of primary education, in strengthening the infrastructure through construction of educational facilities and rehabilitating primary schools, and in developing and implementing effective non-formal educational programs. The project was not very successful in strengthening the administrative and technical

capacity of the sector. However, as most of the project's components have been adopted into a larger and nationally-focused follow-on project, BPEP, the project can be said to have been a success.

D. Civil Works

1. Achievements. The project completed all planned civil works:

(a) an educational complex at Sanothimi, including a Curriculum & Textbook Development Center, an Examinations Center, an Educational Library and Hostel facilities for training programs;
(b) a Project Office which is part of the MOEC complex;
(c) two Regional Education Offices and Training Centers;
(d) four District Education Offices;
(e) one hundred and 33 Resource Centers; and
(f) rehabilitation of approximately 1,400 schools (SAR target: 750).

2. Problems. The Project's School Construction Unit was understaffed and did not receive the technical assistance needed. The primary school construction component was badly designed. In the first years of the project there was no quality control of school construction standards. (A number of these schools collapsed in a earthquake in 1989). The Bank's insistence on the contractor system for Resource Center construction caused considerable delay especially when the project began to operate in the more remote rural areas. (This was rectified in the last year of the project when RCs were constructed on a community-contract basis). Insufficient attention was given to developmental aspects of the work: preparation of appropriate designs, studies of building materials use and availability; community involvement strategies, staff development. In comparison with other components the SCU had the highest turnover of staff, especially among district overseers. The trade dispute with India in 1989/90 led to shortages of building materials and a consequent slowdown in all building activities in the country. The MOF decision to put a moratorium on construction components of projects in 1990/91 led to a severe halt in program development.

3. Lessons and Recommendations. The project succeeded in generating considerable private support in education. Communities contributed an estimated 70% of the cost of school rehabilitation. While this kind of contribution can be seen as a form of indirect taxation, it has shown that the concept of "seed money" works. A valuable lesson is that the community should not be seen simply as a cheap labor source but that the project activity should be the cutting edge of educational interventions in the same communities: functional education programs, health, nutrition, environmental activities, etc. The project has led to the official recognition of the Government's role in the physical construction of schools. A Physical Planning Unit has been formally set up within the new project (BPEP/MOEC) to act as the planning and monitoring center, while a Schools' Construction Unit has been set up within the Ministry of Housing and Physical Planning. The future success of school building in Nepal will depend on the success of these two units, not least in their ability to work closely and cooperatively. The component's successes were not fully assessed by the IDA in its preparatory

work for the follow-on project. In particular, the project's staff experience in dealing with local communities and its ability to respond to the specific needs of different areas are valuable lessons for community development in Nepal. The main recommendation is that much more attention must be given to the professional development of the two planned Units. It is hoped that the proposed DANIDA assistance will address this issue.

E. Supplies and Equipment Procurement

(a) Achievements. The project was quite competent in the procurement of the supplies and equipment required.

(b) Problems. The absence of a maintenance component for all equipment is a serious drawback, though it is difficult in many cases to acquire such services especially in rural areas.

(c) Lessons and Recommendations. Maintenance and training aspects should be addressed in the follow-on project.

F. Educational Management

(a) Achievements

4. The most innovative management intervention was the introduction of the school clustering system, with the accompanying Resource Center, Resource Person and RC Management Committee system. While the clustering system is not new to the Asia region, there was very little knowledge of its functions and, probably more critically, no research or study done on how best the concepts could be adapted to the Nepalese situation. This possibly accounts for the considerable confusion in the first years of project operation.

5. The fact that both the MOEC-BPEP Master Plan Report (1991) and the National Education Commission Report (1992) endorsed the concept and strategy and that the RC is a major component of the follow-on BPEP (1992-97) project is confirmation of its impact and initial success. Evaluation studies which show increased teacher professional knowledge, improved teacher classroom performance and higher student achievement scores (compared to non-project districts) can be reasonably imputed to the RC strategy by virtue of its ability to deliver services and support at school-based level.

6. The project, through its specific unit structure of management, has developed a cadre of experienced and professional educational planners, programmers, evaluators, physical school designers, curriculum developers, textbook writers and designers, at central level, and a new type of school supervisor, focusing on qualitative inputs, in the form of Resource Persons, at the district level. Very few of the above were available to the MOEC at the outset of the project. Central and District level regular MOEC staff benefited, though to a much lesser degree, through their direct and indirect involvement in project component implementation.

(b) Problems

7. The project did not make a strong impact on MOEC's capacity for educational management. This can be attributed to the existence of a separate Project Office (for almost five years separate and at a distance from the MOEC), to the fact that programs at district level were operated through a discrete project office, and to the absence of mechanisms to ensure greater integration between project units and the relevant MOEC sections, directorates and departments. The project's work on curriculum development best illustrates the dilemma: the project could hire the kind of staff required for curriculum work and had the funds and freedom (as well as some foreign technical assistance) to put in motion the process approach to curriculum development, while the official unit, the primary section of CTSDC, hampered by lack of funds and development assistance, was not actively incorporated into the whole exercise. The success of the project's initiative led to the promulgation of the first grade textbooks based on the new primary curriculum.

(c) Lessons and Recommendations

8. The situation described above could possibly have been avoided through better project design and/or through better Ministry/Project monitoring and management of the situation. On the other hand, such a situation may be one of the development phases that have to be experienced in order to change the whole direction of the public service, regarded at the end of the 1980s as unproductive and inefficient.

9. The first precondition for an effective integration of project and line Ministry functions has been met in the case of the follow-on (BPEP) project: all BPEP components are national programs. Therefore, the very process of BPEP development will keep the issue in focus and demand joint planning and evaluation. However, conscious and deliberate strategies must be developed to resolve the issue in a productive and collaborative manner. By the end of BPEP Phase 1 there should be no distinction between any BPEP activity and those of the relevant MOEC section. By the end of BPEP (10, 15? years hence), MOEC and Project sections/units should be totally integrated.

G. Teacher Training

10. Achievements. When the project started in 1985 there was no provision for primary pre-service teacher training in the country. Mandatory training was not required and whatever training was offered, it was mostly project based and/or training for specific purposes. That primary teachers could also be recruited without a Secondary level certificate indicates the then serious condition of primary teacher education.

11. MOEC took two important policy decisions during the course of the project period: all teachers were required to have an SLC and all teachers had to receive a minimum amount of training (150 hours Basic Needs Training). PEP was at this stage well underway with its training program but was able to adapt to the new situation (though a considerable number of non-SLC teachers had received training and were then dismissed). Critical features of PEP's

teacher training strategy were:

- content based on needs assessment and local school conditions;
- programs developed by central level staff on workshop basis;
- the modular approach was used: all modules of 12 days duration;
- each day's work was structured on a 4-part basis: diagnosis, demonstration, workshop (practice) and plenary session. Each day's theme was an identified issue related to actual school/classroom conditions; and
- each module was evaluated.

By the end of the project a basis for a full, integrated and systematic in-service teacher training system was in place.

12. **Problems.** Evaluations have shown that the trainings have had a very strong and positive impact on teachers' professional knowledge and classroom practice. However, the absence of a national teacher training strategy has left the future of the training programs uncertain. It is to be hoped that the planned ADB-funded Teacher Training project will utilize the experiences, materials, delivery system, etc. of the PEP strategy which has the advantage of being fully tested and modified under an on-going evaluative process.

13. The project has developed 15 modules relating to all aspects of teacher training needs. Only three of the modules are officially recognized for career development purposes (Basic Needs Training). This relates to the problem concerning the absence of a national teacher development institute or commission which could develop policy and carry out the kinds of policy research needed to provide the country with an integrated teacher training program.

14. **Lessons Learned and Recommendations.** The value of training based on the actualities of the current classroom situation was repeatedly confirmed by evidence of teacher application of skills mastered during training sessions. The 12-day RC-based training meant minimum disruption of the school's programs; however, more use should be made of vacation periods and head teachers should be advised on how to plan for the systematic release of teachers. The Trainer and Trainee manual system meant that a consistency was maintained throughout project sites; teachers were able to use their manuals as valuable reference materials.

H. Curriculum Development and Educational Materials

15. **Achievements.** The major achievement was the project's ability to change focus during the course of the project, away from a supplementary materials approach to a curriculum reform strategy. It was found that the supplementary materials were unable to shift the focus away from the textbook (itself unchanged since 1965 and accepted as a very poor learning instrument) and therefore made no impact on classroom activity. The situation now is that a new, reformed and relevant curriculum is in place which can guide the development of textbooks and supplementary materials in a coherent manner.

16. The project was also able to introduce and make effective the process approach to curriculum development: objectives - materials - testing - trialling - monitoring - evaluation - revision. The new Grade 1 curriculum to be launched in January 1993 was implemented in 30,300, and 600 schools over a period of three years. The process approach was applied nationally in the preparation of the New Curriculum Program 1993-97.

17. The question of student assessment and primary examinations was taken up by the project. Strategies were developed to improve the Grade 5 examination and to introduce systematic student assessment. The project provided very valuable on-the-job experience to curriculum writers and text designers. The project also provided support materials (chalkboards, rulers, AV aids, etc.) to all the concerned schools.

18. Problems. See Section E above for problems relating to institutional development. Of all the qualitative factors involved in primary education, the quality of the curriculum and its attendant teaching/learning materials is probably the most critical. Quality depends on committed, skilled and trained staff. PEP's curriculum development activities have provided excellent on-the-job training opportunities but does not have the necessary trained personnel in the critical areas of textbook development and production.

19. Lessons and Recommendations. Most of the lessons/insights gained from PEP's experiences have been addressed in the design of BPEP. The skilled manpower issue, however, involved factors outside the control of the project itself: government staffing policies, sometimes inappropriate selection of the candidates for training, lack of incentives to produce quality work, etc. These issues must be addressed during BPEP's period of operation.

I. Examinations and Student Assessment

20. Achievements. Provision of adequate physical facilities for the Office of the Controller of Examinations; purchase and installation of a mini-frame computer sufficient to handle all examinations data; training of senior staff; improvements in some aspects of examination procedures. The OCE component on PEP was able to utilize its technical assistance component by virtue of a special arrangement between IDA and the contractor, Cambridge University Examinations Syndicate.

21. Problems. While OCE did have access to adequate technical assistance and training opportunities, ironically this did not have any great impact on the overall objective: reform of the SLC examination. The reasons are complex but they include:

- lack of professional staff;
- lack of total commitment to carry out the degree of reforms necessary;
- poor utilization of trained staff;
- poor management and organizational ability at OCE to set up the necessary structure to effect change;
- lack of the kind of leadership necessary to affect change.

22. **Lessons and Recommendations.** The OCE component did not fit easily into a primary education project as OCE deals exclusively with secondary education. The component would be more at home in a project relating to secondary education development. In its latter years, PEP began to pay attention to student assessment and Grade 5 examination problems. Student assessment is now an integral part of the curriculum development component of BPEP. BPEP should also continue the promising work done on Grade 5 examinations: eventually any real change in secondary examinations can only be realized when students entering secondary education have been exposed to good testing techniques and come to understand the value of testing as an essential feed-back mechanism.

J. Research and Evaluation

23. **Achievements.** The PEP evaluation unit carried out an impressive amount of work, albeit without an overall evaluation and research strategy. The unit was a very innovative idea and much was learned on an on-the-job basis. The unit worked in three major areas: (a) base-line data collection, (b) process studies, and (c) impact evaluations. Concepts such as item banks, tracer studies, participatory evaluation, etc., were introduced through the project. The fact that the unit will have a more sharper focus and better defined long- and short-term objectives in the follow-on project is due to the advocacy work done by PEP, based on a realization of the critical important role the evaluation unit played especially during the latter period of the project.

24. **Problems.** Initially much of the evaluation was quantitative with little attention to the need for evaluation to relate as closely as possible to the objectives of the project. The Unit did not, for example, help define qualitative indicators at the outset so that the achievements and problems of PEP could be more easily verified. A major criticism of PEP's evaluation was that it was an "in-house" affair: the project evaluating itself. In the first place, the MOEC's own Program and Evaluation Section lacked expertise to provide the necessary services. Secondly, the issue should not be "in-house" versus "outside" services but rather the quality of the product. The Center for Educational Research (CERID) was contracted to carry out a mid-term evaluation of the project but the exercise did not succeed in focusing attention on the real issues and problems affecting the project. One possible reason was the management of CERID at that particular time, and/or the absence of seriousness of approach to the work at hand. More important was the Project's failure to establish a productive working relationship with the MOEC's Statistical and Manpower Unit, which would have strengthened the overall data collection of MOEC and provided better sources for monitoring activities.

25. **Lessons and Recommendations.** The MOEC needs a strong, skilled and independent evaluation and research unit. Further, the MOEC needs to be able to commission external evaluation and research on critical policy issues and programs. Therefore, the first need is an overall, comprehensive research and evaluation policy for MOEC. (BPEP could start the process by developing a policy-research component.) This should be followed by an integrated program

approach maximizing the contributions of the MOEC's own Statistics and Manpower Unit, the BPEP Evaluation Unit, CERID and external research bodies.

26. BPEP will start with programs which, as a result of PEP's evaluation work, can now be replicated nationally. The thrust of BPEP's evaluation therefore must be in the area of policy research: by the end of BPEP the MOEC must know the cost-effective and cost-benefit indices of all BPEP programs and thereby allow the government to utilize its resources to the maximum benefit of the social sector.

27. To counter the accusation of "in-house" evaluation, BPEP should pursue the idea of institutional linkage. Working in collaboration with an international research institute will not only enhance the status of the work of the unit but will provide very necessary exposure and training for national staff.

K. Professional Services

28. Professional services were used for the examination component (Cambridge Examinations Syndicate), construction (Chinese Company and Nepal Architectural and Physical Planning Company). An Indian firm, PCS, was awarded the contract for the supply of the computer equipment to the National Computer Center for examinations data process and analysis.

L. Technical Assistance

29. UNICEF signed an agreement with MOEC/PEP to provide technical services to the project in the form of advisers and staff development training. UNICEF provided approximately 90 mm of foreign advisory services from 1984 to 1990. DANIDA provided a Chief Technical Advisory for the period January 1990-September 1992. A clear strategy for technical assistance, focusing on both transfer of skills and national staff development, was absent from the beginning. In some cases, advisers were more at the service of the donor than of the project, leading at times to a conflict of interests.

30. In the future, technical assistance should be the result of much more careful preparation. It is unfair on both parties, project and donor, if realistic and feasible objectives are not specified. While there is some justification to the complaint of some advisers that they did not have clear instructions from the project, on the other hand it is the job of a technical adviser to identify the issues and suggest/implement programs, and not wait to receive precise instructions.

31. There is no doubt that MOEC needs considerable technical assistance and trained national manpower. The project's failure to use fund resources at its disposal for this purpose is one of the most serious failures of the project. While it is true that in general HMG prefers not to use credit funding for these categories, it is the job of project personnel to advocate much more strongly on this issue and to ensure that any such investment directly benefits the project, the MOEC and the national human resource base.

M. Fellowships

32. Technical project staff were provided with short-term fellowships (maximum three months courses) under the terms of the project. A coherent fellowship strategy was lacking from the beginning. However, government practices at the time did not promote a developmental approach to fellowships. This should be rectified in the follow-on project.

N. Project Management

33. Bank Aide-Memoires continuously referred to poor management performance. Project personnel responded that as PEP worked within the regular HMG system, it was affected by the general weaknesses of the national management and administration structures. That the project is now considered a modest success reflects on management improvement during project implementation. However, in view of HMG's intentions to radically reform the public service it is critical that the follow-on project takes a much more serious view of its management needs and ensure that a skilled management team is in place at the onset of the project. This issue should be addressed in the first six months of the project.

O. Evaluation of Bank Performance

34. The Bank's impact on the project was weakened by the high turnover of mission staff. In latter years PEP supervision missions took second place to BPEP and other project preparation and development activities. The Project would also have benefited from a more "problem solving" approach to Missions; this would have taken more time but would have been more productive and beneficial to project staff.

35. There is also a mismatch between the IDA's Quarterly reporting mechanism and the supervision mission strategy. The Quarterly reports are never used during supervision missions; they seldom, if ever, elicit responses from the Bank; and, finally, seem to be a fairly futile exercise.

36. The Bank could also perform a valuable role in staff development through the promotion of staff development workshops, preparation of Project Management Manuals, and in assisting the project develop performance indicators.

P. Additional Activities

37. School Mapping. PEP began the planning process for a follow-on project as early as 1990. A school mapping project, which arose out the deliberations on district selection, was initiated and to date 25 districts have been mapped. This exercise is very valuable for the overall planning processes of MOEC.

38. Physical Survey of Schools. In view of the Government's intentions to play a great role in school construction, rehabilitation and maintenance, PEP decided that a physical survey was necessary to determine the exact state

of schools and to help assess the amount of assistance required. With some assistance from DANIDA, a survey system was developed and tested. This will now be used for all future schools' physical planning.

39. BPEP Preparation. PEP staff, especially in the last six months of the project, were very actively involved in BPEP preparation. It is thanks to their efforts that the new project, BPEP, was able to become effective, with minimum disruption, in July of 1992.

40. Conclusion. PEP was a success by virtue of its impact on the shape of national primary and basic education programs. While there is some truth in saying that in view of the situation obtaining in the 1980s almost any intervention would succeed, this should not detract from the fact that PEP succeeded in focusing public attention to the needs of the sector, developed and tested strategies for improvement, made a positive impact on classroom teaching/learning behavior, increased student achievement scores, and led to the development of a follow-on project which has moved away from a discrete project approach to development in favor of a program approach, thus operating on the scale needed if Education for all 2000 is to be remotely achievable.

PART III. STATISTICAL INFORMATION

Relevant IDA Credits

Table 1: IDA CREDITS RELEVANT TO THE PROJECT

Loan/Credit Title	Purpose	Year of Approval	Status	Comment
1534-NEP Agricultural Manpower		1985	Being implemented. Was extended up to 06/30/93.	The project is designed to assist MAG in improving the quality and relevance of middle level agricultural pre-service training, strengthening higher level agricultural pre-service training at IAAS by establishing a BS degree training program in animal sciences. Project implementation was stalled for about 3 years but resumed in early 1991.
2044-NEP Engineering Education		1989	Being implemented. Closing Date 12/97.	The objectives of the project are: expanding the enrollment capacity of the technician training program, raising the quality of engineering education, and improving management through strengthening the office of the Dean and developing an MIS.
2047-NEP Earthquake School Rehabilitation		1989	Being implemented. Closing Date 02/93.	The project is to provide assistance to reconstruct/rehabilitate 2,350 schools in the earthquake affected areas and introduce earthquake resistant design features into reconstructed school buildings. The project made a promising start, but severe budget restrictions and a contracts freeze, required a substantial scaling back of construction during FY90-92.
2357-NEP Basic and Primary Education		1992	Became effective 07/92.	The project would improve the quality of primary education, increase equitable access to primary school and strengthen the management of the formal and non-formal primary education delivery system.

Table 2: PLANNED, REVISED AND ACTUAL DATES OF PROJECT TIMETABLE

Item	Planned Date	Revised Date	Actual Date
- Identification			12/81
- Preparation			03/82
- Pre-Appraisal Mission			11/82
- Appraisal Mission			07/83
- Issues Paper			08/83
- Credit Negotiations			01/84
- Board Approval			04/24/84
- Credit Signature			07/11/84
- Credit Effectiveness			12/04/84
- Closing Date	06/30/89	06/30/92	06/30/92
- Project Completion Report	03/31/93		

Disbursements

Table 3: ESTIMATED AND ACTUAL CUMULATIVE DISBURSEMENTS
(US$ Millions)

IDA Fiscal Year and Semester	Estimated Cumulative	Actual Cumulative	% Disbursed
1985			
1st (07/84-12/84)	0.19	-	-
2nd (01/85-06/85	0.78	0.04	-
1986			
1st (07/85-12/85)	1.81	0.19	1.5
2nd (01/86-06/86)	3.33	0.40	3.1
1987			
1st (07/86-12/8	5.20	2.39	18.7
2nd (01/87-06/87)	7.15	2.39	18.7
1988			
1st (07/87-12/87)	9.03	2.81	22.0
2nd (01/88-06/88)	10.60	4.21	32.9
1989			
1st (07/88-12/88)	11.85	4.21	32.9
2nd (01/89-06/89)	12.78	5.32	41.6
1990			
1st (07/89-12/89)		5.81	45.5
2nd (01/90-06/90)		6.89	53.9
1991			
1st (07/90-12/90)		6.89	53.9
2nd (01/91-06/91)		6.89	53.9
1992			
1st (07/91-12/91)		6.89	53.9
2nd (01/92-06/92)		7.78	61.0
1993			
06/92-09/92		8.61	67.4

Project Implementation

Table 4: IMPLEMENTATION INDICATORS

Indicators	Appraisal Estimate	Actual
1. Students, Teachers and Schools Covered 1/		
(a) Formal Education		
Students	136,968	370,357
Teachers	3,500	8,374
Schools	700	1,861
(b) Non-Formal Education		
Women		24,183
Out-of-School Children		37,522
Adult Education Programs		22,106
2. Construction of Major Buildings		
- MOEC Building (PIU)	1	1
- Sanothimi Educational Complex		
CTSDC Building	1	1
OCE Building	1	1
Educational Library	1	1
Hostel Building	1	1
- Regional Educational Directorate Offices (Pokhara and Dhankuta)	2	2
- District Education Offices (Dang, Surkhet, Dhankuta and Tanahu)	4	4
3. Resource Centers Construction	76	133
4. School Rehabilitation Program	700	1,326
5. Staff and Positions		
- Field Coordinators (FC)	12	18
- Resource Persons (RP)	76	96
- Subject Curriculum Specialists	3	3
- Assistant Subject Specialists (PIU, PSTU, PMU)	33	33
- Field Coordinators for Non-Formal Education		6
- Non-Formal Education Specialist		1
- Non-Formal Subject Specialist		14
- OCE Examiners	4	4
6. Training (see Table 4.1)		
7. Curriculum Development (see Table 4.2)		
8. Non-Formal Education (see Table 4.3)		

Table 4 - cont.

Indicators	Appraisal Estimate	Actual
9. Evaluation Report (see Table 4.4)		
10. Office of Controller of Examinations (see Table 4.5)		

1/ Actual coverage of training, materials and school rehabilitation programs in the six districts.

Table 4.1: IMPLEMENTATION INDICATORS: TRAINING

1. The PSTU (Primary Supervision and Training Unit) has been responsible for imparting various types of training. It provided training to the RPs/FCs/teachers on:

a. Basic Needs Teacher Training (150 hours)
b. Educational Improvement Training
c. Subject-wise Training
d. Educational Management Training
e. Curriculum Dissemination Training
f. Extra Curricular Activities Training
g. Additional Input Training

2. Training Modules

The different training modules under each type of training are as follows:

A. Basic Needs Teacher Training (150 hours)
   i. Module 1: Teaching Methods - 12 days
   ii. Module 2: Educational materials - 12 days
   iii. Module 3: Evaluation and learning strategy - 12 days

B. Educational Improvement Training
   i. Grade teaching - 12 days
   ii. Multi-grade teaching - 12 days

C. Subject-wise Training - 12 days
   i. English training
   ii. Math training
   iii. Science training

Table 4 - cont.

D. Educational Management Training
   i. HM (Headmaster) training - 12 days
   ii. Supervision training

E. Curriculum Dissemination Training
   i. Grade 1 Curriculum New Material Training - 12 days

F. Extra Curricular Activities - 6 days

G. Additional Input Training
   i. Special Education - 12 days
   ii. Health and Nutrition - 12 days

3. Training Strategy

Each training module operates through the cascade training module. The following are the targets and achievements of the project:

Training for Trainers

Training Category	No. of Trainers Planned 1984-92	Achieved	Achievement Percentage
1. Teaching Methods Training for FCs/RPs (12-day)	88	88	100
2. Educational Materials for FCs/RPs (12-day)	88	88	100
2.1 Educational Materials for FCs/RPs (Revised Package)	36	36	100
3. Learning Strategies and Evaluation for FCs/RPs (12-day)	88	88	100
4. Supervision Training for FCs/RPs (12-day)	136	136	100
5. Grade Teaching Training for FCs/RPs (10-day)	136	134	100
6. Multigrade Teaching Training (started since 1989/90)	124	124	100

7. Extra-curricular Activities Training for FCs/RPs (6-day)	145	145	100
8. Content Training for Trainers (12-day)			
(a) English	67	53	79
(b) Mathematics	63	49	77
(c) Science	55	41	74

Training for Teachers and Managers

Training Category	No. of Teachers Planned (1984-1991)	Actual (1984-1991)	Achievement in %
1. Basic Needs Teacher Training			
- Teaching methods	5,346	5,046	94
- Educational materials	5,651	4,933	87
- Evaluation and learning strategy	2,510	2,512	100
2. Instructional Improvement Training			
- Grade teaching	1,307	1,034	79
- Multi-grade teaching	646	188	29
3. Content Training			
- English	1,832	711	39
- Mathematics	1,832	676	37
- Science	1,852	702	38
4. Educational Management Training			
- Headmasters Training	380	345	91
5. Extra Curricular Activities	1,139	1,144	100

Sources: Primary Education Project: A Report on Quantitative Performance of the Project (February 1992).
PSTU (Primary Supervision and Training Unit) Sanothimi.
DEI (District Education Inspectorate Office), Jhapa, Dhankuta, Tanahu, Kaski, Dang and Surkhet.

Table 4 - cont.

Table 4.2: IMPLEMENTATION INDICATORS: CURRICULUM DEVELOPMENT

New Grade 1 Curriculum Materials

1. Phase I, 1991

The new grade 1 curriculum materials were produced in the subjects:

i. Nepali (Mero Pahilo Kitab)
ii. Mathematics (Mero Ganit)
iii. Sociocy (Mero Sero Phero)

2. The number of RCs, schools, teachers and students involved in the first phase were as follows:

Phase I, 1990

District	RCs	Schools	Teachers	Students
6	12	24	40	3,500

3. Phase II, 1991, New Grade 1 Curriculum Materials

In phase II, the new grade 1 curriculum materials were implemented with the following strategy:

i. The provision of textbook and workbook was made in all the three subjects, Nepali, Mathematics and Social Studies.
ii. Textbooks; shared 1:2, or 1:3.
iii. Textbooks stored in classroom.
iv. Work book individual.

Implementation Strategy as follows:

District	RCs	Schools	Teachers	Students
6	24	330	457	33,842

Training: 4 days training for all the teachers.

Table 4 - cont.

4. Phase III, 1992, New Grade 1 Curriculum Materials

In 1992 the new grade 1 curriculum materials were used in 600 schools of PEP districts 2/

District	RCs	Schools	Teachers	Students
6	45	600	998	50,000

Training: 12 days for trainers; 12 days for teachers.

5. Evaluation Reports

5.1 Interim Reports on the Introduction of New Curriculum Grade 1 Materials, May 1990.

5.2 Reports of the Review Meeting, July 1990.

5.3 New Grade 1 Curriculum Materials; Impact Study, August 1990.

5.4 New Grade 1 Curriculum Materials; End of Year Evaluation, February 1991.

5.5 New Grade 1 Curriculum Materials; Field Visit Reports:

i. Dang, April 1991
ii. Dhankuta and Jhapa, April 1991
iii. Kaski and Tanahu, April 1991

5.6 New Curriculum Materials Program; Draft Report; School Evaluation; First Phase, July 1991.

New Grade 2 Curriculum Materials

1. New Grade 2 curriculum materials were produced in the subjects; Nepali, Mathematics and Social Studies.

2. In 1991 these materials were used in 30 schools.

3. In 1992, the new grade 2 materials are being used in 330 schools.

2/ The new grade 1 curriculum has been approved by MOEC for National dissemination during the current school year, starting in January 1993.

Table 4 - cont.

Development of the Learning Outcomes

1. A draft paper on the learning outcomes after completing the primary cycle (grades 1-5) was prepared as an outcome of the 6-day seminar on this topic. The draft of learning outcomes is in the process of field testing.

Table 4.3: IMPLEMENTATION INDICATORS: NON-FORMAL EDUCATION

1. Programs

Non-formal programs were started in 1987. The non-formal programs are:

i. Out-of-School Program
ii. Women Education Program
iii. Adult Education Program
iv. Environmental Education Program
v. Community Reading Center

Brief Glimpse of Each Program

Programs	Objectives	Duration (Month)	Trainer's Training (Days)	Trainers' Refresher Training (Days)	No. of Participants Enrolled (Per Center
Out-of-School Program (Siksha Sadan I)	- to provide basic literacy skills; - to encourage students enroll in primary schools.	9	9	3	25
Out-of-School Program II (Siksha Sadan II)	- to sustain literacy; - to provide functional education up to grade 5.	9	6	no	25
Women Education I	- to make literate; - to provide functional skills training on life related activities.	9	12	3	25
Women Education II	- to sustain literacy; - to give advanced functional skills training on life related activities.	6	6	no	25
Adult Education	- to make literate and give functional knowledge.	9	9	3	25

Table 4 - cont.

2. Achievements

Centers and Participants
(1987-1992)

Programs	No. of Centers 1987-1992	No. of Participants Enrolled
Out-of-School Program I (Siksha Sadan I)) Out-of-School Program II (Siksha Sadan II)	1,495	37,522
Women Education	975	24,183
Adult Education	917	22,116
Environmental Education	310 (schools)	n.a.
Community Reading Centers	173	n.a.

n.a. = not available

3. Evaluation Reports

i. Effectiveness of the out-of-school program based on Surkhet district (1989).
ii. Impact and the Status Report on the Women Education Program phase I based on Surkhet district (1990).
iii. Impact and the Status Report on the Women Education Program phase II (1991).

4. Materials prepared in the Non-formal Unit:

Name of the Programs	Name of the Materials	Target Group
Out-of-School Program I (Siksha Sadan I)	Package Naulo Bihan (early morning) Part I " " Part II	Participants "
	Test Paper Test paper based on Naulo Bihan Part I " " Part II	" "
	Training Manuals Trainer Manual " "	Trainer Facilitator
	Advocacy Book Siksha Sadan Ma Padhaun	Parents
Out-of-School Program II (Siksha Sadan II)	Package Nayan Fadko (New Path Part I) " " (" II)	Participants "
Women Education I	Package Mahila Shaksharta (Women Literacy Book) Ghar Angan (Home and Courtyard)	" "
	Test Paper Test paper based on Mahila Shaksharta " " " " Ghar Angan (Home and Courtyard)	" "
	Training Manuals Trainer Manual for Women Edu. Program " " " " " "	Trainer Facilitator
Women Education II	Package Gaon Besi Part I " " " II	Participants "
Adult Education	Training Manual Trainer Manual for Adult Edu. Program " " " " " "	Trainer Facilitator
Environmental Education Program	Booklets Posters	School and Community

Note: In each program an Implementation Strategy book is available.

Table 4 - cont.

Table 4.4: IMPLEMENTATION INDICATORS: EVALUATION AND STUDIES

The Evaluation Unit's mandate was to monitor the project's progress and determine its impact. The lists presented below gives the details of the Evaluation Unit's output. The EU's work was based on:

i. Baseline Surveys
ii. Training Modules
iii. Impact Studies of PEP activities

A. Years: 1985-1989

1. Training in School Management for FCs and RPs: An Evaluation Study 1985/86

2. An Evaluative Study Report on Primary Education Project: CERID 1985/86

3. District Level Training for Primary School Teachers: An Evaluative Study, 1985/86

4. An Evaluative Study in Educational Materials Training Workshop for FCs and RPs, 1986/87

5. Seminar for Headmasters of Resource Centers, 1986/87

6. Evaluation of Training in Project Implementation Strategies and Teaching Methods for RPs, 1986/87

7. An Evaluative Study Report on Materials Development (Refresher Training) Workshop for FCs and RPs (1985 Group), 1986/87

8. Data Profile of Baseline Survey: 1985/86

9. Data Profile of Baseline Survey 1985/86: 1986/87

10. Training Data Profile, 1987/88

11. 12-Day In-Service Teacher Training at Project District (1985 and 1986 Group), 1987/88

12. Module III Supervision Training for FCs and RPs (1985 Group), 1987/88

13. Module III Supervision Training for RPs (1986 Group), 1987/88

14. 10-Day Educational Materials Training Workshop for Primary Teachers (1985 Group), 1987/88

Table 4 - cont.

15. Evaluation Report on the Training of Learning Strategies and Learning Evaluation (Module 5th and 6th), 1988/89

16. Learning Strategies and Learning Evaluation Training for FCs and RPs (1985 and 1986 Group), 1988/89

17. An Interim Evaluative Study Report on Primary Education Project: CERID, 1988/89

B. Year: 1989/90

1. Evaluation of Educational Materials Training Workshop for FCs and RPs, 1989/90

2. Analysis Report on Educational Materials Training Workshop, 1989/90

3. Analysis of Baseline Data, 1989/90

4. Evaluation of District Level Training (150 hrs.), 1989/90

5. Evaluation of District Level Training in Materials Development

6. Analysis of Scores of 150 hrs. Training, 1989/90

7. Preparation of District Selection Criteria for Proposed Primary Education Project, 1989/90

8. Development of class observation form, November 1989/90

9. Preparation of Summary Sheet of Training, December 1989/90

10. Preparation of Summary Sheet of Training, December 1989/90

11. Development of Computer Program of Teachers Behaviors in Classroom, January/February 1990

12. Revised Quantitative Performance of Project (1989/90)

13. Baseline Survey of Selected School (PEP and Non-PEP Comparative)

14. Non-formal Education Need Assessment (Dang, Illaka No. 9)

C. Year: 1990/91

1. An Impact Study of PEP Inputs on Student Achievement, February 1991

2. An Impact Study of the Training (Basic Needs) on Teachers Behavior in Classroom, January 1991

Table 4 - cont.

3. A Comparative Analysis of Students Data: Repetition, Promotion and Dropout Rates (Baseline Survey of Schools), January 1991

4. Revised Quantitative Performance of the Project, December 1991

5. First Phase: New Grade 1 Curriculum Materials Evaluation, July 1991

6. Profile of Training Data

D. Program for 1991/92

1. New Grade 1 Curriculum Materials Evaluation School Survey

2. New Grade 2 Curriculum Materials Evaluation

3. Utilization of Resource Centers and RPs

4. Non-formal Education Program:
   Advance Level Women Education Program
   Advance Level Out-of-School Education Program

5. Quantitative Performance of the Project

6. Baseline Data

7. Training Data Profile

8. Inter-District Grade 5 Test

9. Introducing Criterion Reference Tests on Grade 1 Materials

Table 4 - cont.

Table 4.5: IMPLEMENTATION INDICATORS:
OFFICE OF COMPTROLLER OF EXAMINATIONS (OCE)

A. Training and Research Unit

Types of Training/Seminars/Workshop	Trainers	Fiscal Year & No. of Participants 1986/87	1987/88	1988/89	Total	Beneficiaries
1. Subject Training for SLC Examiners (Eastern and Central)	British Consultants, OCE Specialists and Resource Persons	100	44		144	Teacher/Subject Experts Region
2. Policy of SLC Examination (Rules and Regulations of Examination)	OCE Specialists and Resource Persons		11		11	Teacher/Subject Experts
3. Subject Training for SLC Examiners - Maths, Science and English (Central and Western Region Based)	OCE Specialists and Resource Persons			134	134	Teacher/Subject Experts
4. Seminar for Model Question paper preparation (Central Region based, Kathmandu)	British Consultants, Head Examiner, Question setter and OCE Specialists			71	71	Teacher/Subject Experts
5. Model question paper construction workshop (Eastern, Central, Western and Mid-western region based)	Head Examiner, Question setter and OCE Specialists			113	113	Teacher/Subject Experts
6. Seminar for preparation of multi-subject scheme construction workshop (Central Region based, Kathmandu)	Head Examiner, Question setter and OCE Specialists		44	98	142	Teacher/Subject Experts
7. Examination reform seminar (Central, Eastern, Western and Far Western Region based)	Head Examiner, Question setter and OCE		136		136	Teacher/Subject Experts
8. Administrative Staff Training (Central level Kathmandu)	OCE Specialists and Resource Persons		22		22	Teacher/Subject Experts
9. Seminar for Final Model Question Paper (Central level, Kathmandu)	OCE Specialists and Resource Persons			10	10	Teacher/Subject Experts
10. Subject Training for SLC Examiners	OCE Specialists	100			100	Teacher/Subject
11. Subject Training for SLC Examiners	OCE Specialists and Resource Person		17		17	Teacher/Subject Expert (Eastern Regional)
12. Subject Training for SLC Examiners	OCE Specialists and Resource Person		27		27	Teacher/Subject Expert (Central Regional)
13. Policy of SLC Examination (Rules and Regulations of Examinations)	OCE Specialists and Resource Person		11		11	Teacher/Subject Expert
14. Subject Training for SLC Examiners (Math, Science and English Kathmandu based)	British Consultants and OCE Specialists			63	63	Teacher/Subject Expert
15. Subject Training for SLC Examiners (Pokhara)	British consultants and OCE Consultants			71	71	Teacher/Subject Expert
16. Seminar for Model Question Paper Construction (Kathmandu based)	OCE Specialists, Question Setter Head Examiner and British Consultants			35	35	Teacher/Subject Expert
17. Seminar for Model Question Preparation (Kathmandu based)	OCE Specialists and Resource Person			36	36	Teacher/Subject Expert
18. Model Question Paper Construction Workshop (Pokhara based)	OCE Specialists and Resource Person			26	26	Teacher/Subject Expert
19. Model Question Paper Construction Workshop (Nepalgunj based)	OCE Specialists and Resource Person			32	32	Teacher/Subject Expert
20. Model Question Paper Construction Workshop (Kathmandu based)	OCE Specialists and Resource Person			30	30	Teacher/Subject Expert
21. Model Question Paper Construction Workshop (Dharat based)	OCE Specialists and Resource Person			25	25	Teacher/Subject Expert

Table 4 - cont.

Types of Training/Seminars/Workshop	Trainers	Fiscal Year & No. of Participants 1986/87	1987/88	1988/89	Total	Beneficiaries
22. Seminar for Preparation of Multi Subject Marking Scheme Construction (Kathmandu based)	OCE Specialists and Resource Person		44	98	142	Teacher/Subject Expert
23. Examination Reform Seminar - Central Region	OCE Specialists and Resource Person			30	30	
24. Examination Reform Seminar - Eastern Region	OCE Specialists and Resource Person			34	34	
25. Examination Reform Seminar - Western Region	OCE Specialists and Resource Person			37	37	
26. Examination Reform Seminar - Mid and Far Region	OCE Specialists and Resource Person			37	37	
27. Administrative Staff Training - Central Level	OCE Specialists	22			22	
27. Model Question Paper Final Seminar - Central Level	OCE Specialists		10		10	
TOTAL		222	366	980	1,568	

Table 4 - cont.

OFFICE OF COMPTROLLER OF EXAMINATIONS (OCE)

Activities

1989/90

1. Prepared (MS) marking scheme for model questions (Eng + Math + Science)
2. Prepared statistics of 1988
3. Prepared MS for 20 subjects of 1989
4. Planning of co-ordination meeting of Head Examiners
5. Preparation of Item Bank (English + Math + Science)

1990/91

Types of Training/Seminars/Workshops	Trainers	No. of Participants
1. Reform in the Question Papers Seminar (Nepali, History and Geography)	Head Examiners, Question Setters & OCE Specialists	30
2. Seminar for the Preparation of Marking Schemes	"	30
3. Coordination Meeting of Examiners and Head Examiners (Math, Science and English)	Head Examiners and Examiners	30

Activities

1. Preparation of Item Bank (English, Math, Science) - Field test of item in Kathmandu, Lalitpur, Bhaktapur, Sindhupalchowk, Surkhet, Kaski and Banke	
2. Printing and distribution of Statistics	75 districts

Project Costs and Financing

Table 5: PROJECT FINANCING
(US$ million)

Expense Category	SAR				Actual			
	GON	IDA	UNICEF	TOTAL	GON	IDA	UNICEF	Total
1. Civil Works	0.55	3.13	-	3.68	0.49	2.68	-	3.17
2. Building Materials and Furniture	0.17	2.28	-	2.45	0.42	1.31	-	1.73
3. Equipment, Books and Journals	0.09	2.01	-	2.10	0.01	0.96	-	0.97
4. Professional Services and Project Studies	-	0.80	-	0.80	-	0.04	-	0.04
5. Technical Assistance, Local Consultants and Miscellaneous Costs	-	1.69	1.70	3.39	0.03	0.38	1.70	2.11
6. Educational and Other Consumable Materials	0.14	0.56	-	0.70	0.22	0.63	-	0.85
7. Staff Salaries, Allowances, Training and Operating Costs	1.01	1.03	-	2.04	1.69	2.39	-	4.08
8. Preparatory Activities	-	-	-	-	-	0.22	-	0.22
9. Unallocated	0.24	1.28	-	1.51	-	-	-	-
Total Project Costs	2.19	12.78	1.70	16.67	2.86	8.61	1.70	13.17
Less Taxes and Duties	0.77	-	-	0.77	-	-	-	-
Total Net Project Costs	1.42	12.78	1.70	15.91	2.86	8.61	1.70	13.17

Table 6: PROJECT COSTS a/

Components	Appraisal Estimates (US$ Million) Local	Foreign	Total	Actual Costs (US$ Million) Local	Foreign	Total
A. PRIMARY SCHOOLS AND RESOURCE CENTERS	1.12	1.92	3.04	0.77	2.39	3.16
B. FIELD ADMINISTRATIVE OFFICES						
1. REGIONAL EDUCATION OFFICES						
Eastern Regional Office	0.20	0.18	0.38	0.06	0.20	0.26
Western Regional Office	0.11	0.12	0.23	0.05	0.21	0.26
Sub-Total (Regional Education Offices)	0.32	0.29	0.61	0.10	0.41	0.52
2. DISTRICT EDUCATION OFFICES	0.56	0.34	0.91	0.82	2.43	3.25
Sub-Total (Field Administrative Offices)	0.88	0.64	1.51	0.92	2.84	3.77
C. CENTRAL ADMINISTRATIVE OFFICES						
1. Ministry of Education & Culture	0.64	0.73	1.36	0.14	0.39	0.53
2. Curriculum Textbook Supervision Development Center	1.56	2.04	3.60	0.64	1.89	2.53
3. Office of the Controller of Examinations	1.37	1.08	2.44	0.36	1.02	1.38
Sub-Total (Central Administrative Offices)	3.56	3.85	7.41	1.14	3.30	4.44
D. STUDIES	0.50	0.06	0.55	0.03	0.08	0.11
Total BASELINE COSTS	6.06	6.46	12.52			
Physical Contingencies	0.61	0.65	1.25			
Price Contingencies	1.48	1.42	2.90			
TOTAL PROJECT COSTS	8.14	8.53	16.67	2.86	8.61	11.47

a/ Costs financed by UNICEF not included.

Project Results

Table 7: PROJECT BENEFITS

1. Impact of Training on Teachers' Professional Knowledge

The following table reveals that the grand average score is 33% in pre-tests whereas it is 59% in the post-tests,3/ indicating that the teachers have benefited from PEP training by improving their professional knowledge and skills.

Table 7.1: PRE- AND POST-TEST SCORES (%) OF TEACHERS PROFESIONAL KNOWLEDGE IN PEP DISTRICTS
(Total Number of Examinees: 154)

District	Pre-Test	Post-Test	% Gain
Thapa	37	70	89
Tanahu	31	53	71
Kaski	34	58	71
Dang	29	54	86
	—	—	—
Grand Average (%)	33	59	79

3/ Pre-tests are administered before the intended training and post-test are administered to participants once they completed the training course.

Source: Evaluation Unit, PEP, MOEC.

Table 7 - cont.

Data in Table 7.2 indicates that the grand average percentage score of teachers' knowledge of the PEP districts is 59 whereas in the non-PEP districts it is 26.

Table 7.2: AVERAGE SCORES OF TEACHERS' PROFESSIONAL KNOWLEDGE IN PEP AND NON-PEP DISTRICTS

(Number of PEP Teachers: 154; non-PEP: 165)

Districts	Average Score (%)	Difference in Scores (%)	% Difference
Thapa (PEP)	70)	44	169
Morang (Non-PEP)	26)		
Tanahu (PEP)	53)	29	120
Tanahu (Non-PEP)	24)		
Kaski (PEP)	58)	31	115
Lamjung (Non-PEP)	27)		
Dang (PEP)	54)	27	100
Dang (Non-PEP)	27)		
Grand Average - PEP	59)	33	127
Non-PEP	26)		

Source: Evaluation Unit, Primary Education Project, MOEC.

2. Impact of Training on Teachers' Behavior in the Classroom

Table below (7.3) shows that the PEP trained teachers' behavior in classroom have been significantly improved.

Table 7 - cont.

TABLE 7.3: RATINGS OF TEACHERS' BEHAVIOR IN PEP AND NON-PEP DISTRICTS

PEP Districts: Kaski and Tanahu
No. of PEP Schools: 30
No. of PEP Teachers: 60

Non-PEP Districts: Lamjung and Gorkha
No. of Non-PEP Schools: 26
No. of Non-PEP Teachers: 52

Maximum Score: 100
Minimum Score: 0

Components of Teachers' Behavior		Mean Score (%)	Difference in Score Mean (%)	Difference (%)
1. Lesson Plan Preparation and Use	PEP	63.7		
	NPEP	2.7	60.9	95.7
2. Types of Teaching Methods Used and Appropriateness to the Lesson Taught	PEP	70.5		
	NPEP	33.0	37.4	53.1
3. Use of Educational Materials	PEP	71.4		
	NPEP	37.9	33.4	46.8
4. Students' Participation in Learning Activities	PEP	74.8		
	NPEP	48.5	26.2	35.0
5. Evaluation of Lesson Taught	PEP	74.5		
	NPEP	32.7	41.8	56.1
6. Homework Assignments	PEP	72.5		
	NPEP	23.1	49.4	68.1
7. Overall Achievement of Lesson Objectives	PEP	66.2		
	NPEP	33.9	32.3	48.7
8. Overall Impression of Observers (classroom management, motivation and presentation)	PEP	66.7		
	NPEP	32.7	34.0	51.0

Source: Source: Evaluation Unit, Primary Education Project, MOEC.

Table 7 - cont.

3. Improvements in Students' Promotion, Repetition and Dropout Rates

In March 1990, a study to determine the impact of the PEP inputs in terms of repetition, promotion and dropout rates, based on student data of PEP and non-PEP adjacent districts, was conducted. The study showed that PEP inputs have contributed to a reduction of wastage in the primary education.

Repeater rates are lower in all classes of PEP districts, by gender and irrespective of gender, compared to the non-PEP districts. The combined data show that in the non-PEP districts the repeater rates are greater by 8.0% compared to the PEP ones.

The promotion rates of all classes by gender and irrespective of gender are higher in the PEP districts compared to the non-PEP districts. According to the combined data (grades 1 to 5) there is 12.9% greater promotion in the PEP districts compared to the non-PEP districts.

The new entrant rate of class 1 in the PEP districts is higher by 6.5% than non-PEP districts. The new entrant rates of other classes (grades 2 to 5) of PEP districts are lower than non-PEP ones, and this is because of greater rates of promotion from lower grades and lower rates of repeaters in grade 1 in the PEP districts.

The dropout rates within an academic year (i.e. computed taking the difference of initial and end of academic year enrollment) are lower for all classes irrespective of gender in the PEP district compared to the adjacent non-PEP adjacent districts. The grand total data (grades 1 to 5) show that the dropout rate is greater by 6.7% in the non-PEP districts than PEP ones.

The dropout rates between academic years, irrespective of gender, for all classes in PEP districts, are lower than non-PEP districts: there 8.4% more dropouts in the non-PEP districts compared to the PEP adjacent districts.

Table 7 - cont.

4. Improvement in Students' Achievements.

A study published in February 1991 was aimed at determining student achievements in the subjects taught at primary level (i.e. Nepali, Social Studies, Mathematics, Health Education, Science and Health Education and English) and at comparing student achievement levels in PEP and non-PEP districts.

Table 7.4: DIFFERENCES IN STUDENTS' POST-TEST SCORES IN PEP AND NON-PEP DISTRICTS

Subject	PEP Post-Test Diff Mean Score (%)	Non-PEP Post-Test Diff Mean Score (%)	Difference in PEP and Non-PEP Scores	Diff %
Nepali	62.5	47.5	15.0	31.6
Social Studies	60.2	39.5	20.7	52.4
Health Education	67.3	46.4	20.9	45.0
Mathematics	57.5	36.3	21.2	58.4
Science and Health Education	70.2	56.3	13.9	24.7
English	61.7	37.3	24.2	64.9
Grand Total	63.2	43.9	19.3	43.9

The findings indicate that the academic achievement levels of the PEP students in all subjects in the post-test are significantly higher than the non-PEP students.

Status of Covenants

Table 8: COMPLIANCE WITH MAJOR COVENANTS

Credit Agreement Section	Status	Description of Covenant	Comments
3.02	ok	Employment of consultants satisfactory to the Association.	
3.03(a)	ok	Insurance of imported goods.	
3.03(b)	ok	Goods and service to be used exclusively for the project.	
3.04	ok	Establish a Project Implementation Board (PIB).	
3.05	ok	Establish a Project Implementation Unit (PIU) with such powers staffing and funds as shall shall be required.	
3.06	ok	Prior to the establishment of a cluster of schools establish a Resource Center Management Committee.	
3.07	ok	Prepare and furnish full working drawings of the buildings.	
3.09(c)	ok	Use its best efforts to, upon completion and based on actual needs, appoint such staff as regular staff at adequate levels of seniority.	
3.10(a)	ok	Furnish, plans, specifications, reports, contract documents, construction and procurement schedules.	
3.10(b)	ok	Maintain records and procedures, disclose use of goods and services, enable IDA to visit facilities and sites and examine records and documents, furnish information, etc.	
3.11	ok	Carry out the development of the Sano Thimi Campus in accordance with the Master Plan.	

Table 8 - cont.

Credit Agreement Section	Status	Description of Covenant	Comments
3.12	ok	Take all such action necessary to acquire such land and rights for carrying out the project and furnish evidence.	
3.08(a)	not ok	Evaluate the adequacy of the organizational structure of MOEC regional and district offices... for cost effective implementation of the borrower's decentralization policies.	MOEC was reminded about this covenant during consecutive supervision missions. MOEC agreed to conduct the evaluation immediately after the March 1987 Supervision mission and subsequently to prepare the plan. At the time of the January 1988 supervision, MOEC had not done so. The need for the reform was considered not great enough to cause IDA to take harsher measures and the covenant was dropped as unenforceable.
3.08(b)	not ok	Furnish for review the results of the above evaluation and a draft comprehensive plan for the improvement of primary education and its administration.	
3.08(c)	not ok	Thereafter taking into account IDA's comments implement the said recommendations and adopt and utilize such comprehensive plan.	
3.09(a)	partially ok	Select suitably qualified candidates fromthe education cadre of MOEC for training under the project.	Partial compliance.
		Other Covenants	
4.01(a)	ok	Maintain records and separate accounts to reflect resources and expenditures.	
4.01(b)	ok	(i) maintain records on statements of expenditures;	
		(ii) retain such records until one year after the closing date;	

Table 8 - cont.

Credit Agreement Section	Status	Description of Covenant	Comments
		(iii) enable IDA to examine such records.	
4.01(c)	ok	Have the accounts referred to in 4.01(a) and 4.01(b) audited and furnished to IDA.	Often delayed.

ok = Covenant complied with.

Use of Bank Resources

Table 9: MISSION DATA BY STAGE OF PROJECT

Stage of Project Cycle	Month/ Year	No. of Persons	Total Days in Field	Specialization Represented 4/	Performance Rating Status 5/	Types of Problem 6/
Identification Mission	11/87	2	30	ED, C	-	-
Post-Identification Mission	03/82	1	23	ED	-	-
Preappraisal Mission	11/82	4	112	ED(2), A, MS	-	-
Preparation Mission	04/83	1	15	ED	-	-
Appraisal Mission	07/83	3	80	ED, A, MS	-	-
Follow-up Mission	05/84	2	15	ED, A	-	-
Follow-up Mission	11/84	1	10	ED	-	-
Supervision I	05/85	1	9	A	-	-
Supervision II	07/85	1	17	ED	3	F, M
Supervision III	02/86	1	11	ED	4	M
Supervision IV	04/86	2	20	ED, A	3	F
Supervision V	07-08/86	3	26	A, PO, ED	2	P
Supervision VI	03/87	2	32	ED, PO	2	M
Supervision VII	06-07/87	2	16	A, PO	2	M
Supervision VIII	01/88	2	25	A, ED	2	M
Supervision IX	10-11/88	2	26	ED, A	2	M, PR
Supervision X	10-11/89	2	40	ED, EC	2	M, F
Supervision XI	01-02/89	2	30	ED, A	2	F, PR, M
Supervision XII	05/90	1	5	EC	3	-
Supervision XIII	10/90	2	12	EC, PO	3	F, M
Supervision XIV	03-04/91	2	52	EC, PO	2	M
Supervision XV	09/91	1	19	EC	2	-
Supervision XVI	05/92	1	14	EC	1	-

4/ ED = Educator; A = Architect; C = Division Chief; PO = Program Officer; A = Architect; MS = Management Specialist; EC = Economist.

5/ 1 = problem free or minor problem; 2 = moderate problems; 3 = major problems; 4 = problem project.

6/ M = managerial; P = political; F = Financial; PR = procurement.

Table 10: STAFF INPUTS
(Staff-weeks)

Stage of Project Cycle	FY81	FY82	FY83	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	Total
Through Appraisal	0.1	0.1	20.5	29.4									57.1
Appraisal Through Effectiveness				16.5									16.5
Supervision (Bank Staff)			0.1	4.4	5.6	11.0	14.8	10.3	12.3	16.6	12.0	5.2	92.5
Supervision (Resident Mission)									2.6	6.9	5.2	0.5	15.2
TOTAL	0.1	0.1	20.6	49.3	5.6	11.0	14.8	10.3	14.9	23.5	17.2	5.7	181.3

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