

PROJECT APPRAISAL REPORT (PAR)

PD-AAD-024-D1

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1. PROJECT NO. 37-11-610-060	2. PAR FOR PERIOD: April 1971 to Nov. 1971	3. COUNTRY Nepal	4. PAR SERIAL NO. 72-B
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5. PROJECT TITLE

Teacher & Technical Education

6. PROJECT DURATION: Began FY 1954 Ends FY 1972	7. DATE LATEST PROP July 2, 1971	8. DATE LATEST PIP -	9. DATE PRIOR PAR March 23, 1971
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10. U.S. FUNDING Only	a. Cumulative Obligation Thru Prior FY: \$ 4,346,000	b. Current FY Estimated Budget: \$ 194,000	c. Estimated Budget to completion After Current FY: \$ -
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
			The attached report substitutes for a regular PAR covering the period from November 1970 to November 1971, inclusive.	

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D. REPLANNING REQUIRES

REVISED OR NEW:  PROP  PIP  PRO AG  PIO/T  PIO/C  PIO/P

E. DATE OF MISSION REVIEW

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE

A. M. Donidion

MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE

William C. Ide

Evaluation Officer: PG:LCHeilman

6/7/72

K. M.  
Educ.  
File

EDUCATION APPRAISAL REPORT

Given:

1. IMG has developed a National Plan for Education which is purely Nepalese and for which they take full credit. They do not want it identified as the production of foreigners. Not only is it revolutionary in some regards for Nepal, but it also contains many elements that US advisors have recommended for years.
2. The task confronting Nepal under this Plan is staggering: 56.6% of the age group enter Grade One; 32% of the age group attend Grades 1-5; 5.2% of the age group attend high school; 5-10% of the population is estimated to be literate; 23.4% of those enrolled in Grades 1-5 in 1961 were enrolled in Grades 6-10 in 1966; there are approximately 16,000 (12,000 in primary) untrained teachers who have to be upgraded; the primary grades require 3,000 new trained teachers per year, but present training capacity is 750-1000; the lower secondary grades require 1700 new trained teachers per year, but present training capacity is 200; upper secondary grades require 600 per year, but present production is 25. Yet the purpose of the Plan is not to expand the educational system rapidly; rather it is to change the nature and quality of it.

No one suggests that the development of a plan such as this will solve all educational problems. What is laid out is staggering, and one could predict chaos and failure. One can predict, with no fear of error, that schedules will fall badly behind, that teachers will not be trained on the time table projected, and that a multitude of serious problems will surface, any one of which could conceivably spell disaster. While this paper does not suggest that observers should be sanguine about implementa-

tion of the Plan, neither does it suggest gloom. The Plan marks a historic milestone for Nepal, and HMG is to be commended, and should be supported by well wishers in its efforts to translate a plan into reality.

3. The objectives of the Plan and logic leading to those objectives are as follows:

a. To make education relevant to the largely rural population by "vocationalizing" it.

Although 90% of the population is rural, education is concentrated in Kathmandu Valley, and the content of that education is almost purely academic and rote memory. Under the new Plan, all the schools will have a practical component, with lower secondary concentrating on the "pre-vocational" for 10% of the curriculum; general secondary will have 20% "vocational;" vocational secondary will have 30% "vocational."

b. To modify the curriculum and to standardize it nationwide, commensurate with the objective listed under "a" above. The curriculum is being reformed (or developed in the case of the "vocationalization" objective); a curriculum center is being organized with full responsibility for curriculum innovation, experimentation, development, and reform, and which is conceptually well-conceived. JEMO will be given full responsibility for translating the curriculum into textbooks and will build a strong editorial staff for this purpose, contracting out actual writing duties. (This plan is conceptually sound.)

c. To upgrade the teaching profession in order to heighten morale and prevent turnover as well as provide a vehicle for translating the first two objectives above into reality. To this end, salaries are being raised to make teaching attractive, and ambitious new certification goals are

being set. (At present, fewer than 25% of the teachers are "trained.") The MOE has discovered that, to reach their goal, they should probably be training 8,000 teachers now rather than the 1,000 being trained.)

4. We have entered a new era of assistance. The Plan says loudly and clearly that this is Nepal; that since education determines very directly what the country will be like, education must be completely Nepalese; that schools operating under foreign tutelage but for the education of the Nepalese must adhere to a common set of rules; that Nepalese have achieved a degree of sophistication, education, and national pride that places different and higher requirements on foreign advisors, and that such advisors -- while needed in restricted areas -- must be fewer in number, higher in professional quality, and better able to live and work in the Nepalese setting. (This last point is not made specifically in the Plan, but it is a theme that runs through all discussions of assistance to Plan implementation.)

This new era of assistance suggests that <sup>BEST AVAILABLE COPY</sup> donor agencies must assume that the Nepalese will run their own ship and that they will play the major role in determining policies relating to assistance. Donor agencies will, of course, retain the right of saying "yes" or "no" on particular requests, but once the "yes" is given, major determination will be Nepalese.

5. Institutions with which AID has been working over a large number of years have reached "Institutional" status. That is, they are built, staffed, and operating. One of them, the National Vocational Training Center, has changed objectives completely under the Plan. From a vocational center designed to train people for jobs, it is being converted into one of the many "institutes" and will be devoted to training teachers for the

new "vocationalization" thrust. The College of Education has reached a limited degree of maturity, as has the Janak Education Materials Center, though this last named institution will have a modified set of objectives also under the new Plan.

This being true, it would be unwise for AID to continue its somewhat paternalistic "institution building" role for the College of Education, NUTC, and JEMO. For better or for worse, they are "institutions." The multipurpose high schools, another of AID's major activities (we assisted 25), are changing thrust and are becoming a part of a consolidated "vocationalization" program which will be nation-wide. In fact, some of them will become a part of the new vocational school group, while others will become part of the general high school group. Hence, efforts to further "institutionalize" them in U.S. terms would be futile at this juncture.

6. The new Plan will be terribly difficult to implement, as all spokesmen for the HMG admit. However, it is their challenge, not ours; and they are proud of what they have laid out. They are in too much turmoil, as a result of the plan, to absorb very many advisors even if they wanted them. The next year will be largely a shakedown; and as that year progresses, the chinks in the plan will become increasingly clear.

7. There is a subtlety in the "New Era" alluded to. There is not a total rejection of all advisory help. The theme is low key (i.e., programs cannot be identified as foreign); very small numbers; high quality, both professionally and personally as they relate to professional Nepalese; in areas of HMG priority; and doing identifiable jobs in areas of priority.

If the above is true, and supporting evidence is overwhelming, is there a place for AID technical assistance? The answer is "yes," but in limited numbers, over a limited time span, to carry out well-defined assignments, and in direct response to HMG requests.

1. Curriculum and Teacher Training.

HMG is determined that curriculum will be identified as completely Nepalese, a posture that we respect. Curriculum and teacher training are seen as the warp and woof of the plan, with lack of teachers being the most immediate bottleneck. Science and mathematics are viewed as essential to the improvement of education, and both subjects must be addressed during the plan period. They can be addressed in part through the College of Education. Hence, AID has been requested to provide one highly qualified specialist in each of these subject areas to be posted at the College of Education, specialists who are expert in school level mathematics and science and who are equally expert in teacher training. If such specialists are made available, they will be expected to be on call to work with the curriculum center and to work with textbook production as required. HMG requests that job descriptions be agreed to prior to the selection of such personnel and their assignment to post.

Additionally, AID has been asked to provide a third person to be posted at the College of Education who has expertise in administration and supervision, who would help develop a curriculum for teacher training in its various aspects, and who would be willing and able to travel extensively, if needed, to work in the development of the five teacher training centers.

It would be assumed that these advisors would be assigned for a maximum

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of four years, but the effectiveness of the program should be the determining factor.

Finally, AID might be asked, and should be prepared, to provide limited short term help.

## 2. Janak Education Materials Organization.

The Janak Education Materials Organization has demonstrated its capacity to turn out books. It has produced 25 titles over the past four months, and the presses have been running twelve hours a day for the last two months. It now employs 200 persons but is adding 60 more in anticipation of its new status under the plan as a semi-autonomous press. As a corporation, it will set its own pay scale and can, therefore, overcome some of its present problems of poor typists and proofreaders. The planning task for its new role is great.

The Ministry of Education has determined that expansion of JEMO is required, and has asked that AID provide a highly qualified specialist from the publishing field to help lay out a five year plan for such an expansion. JEMO has gone from perhaps 25% utilization of one year ago to a high utilization now. The press is currently operating at a high point to meet crisis requirements. The contention that JEMO needs to be expanded has apparently been based on the current output, and this is a questionable method for establishing needs.

The expansion of any publishing facility must be based on: 1. Long range projections of requirements; 2. Scheduling of the requirements in a sequential manner so that both slack periods and overscheduling will be avoided; 3. Careful analysis of press, paper, personnel, and administrative requirements to meet the needs. All alternatives must be considered if

AID has been asked, as noted above, to provide a highly qualified specialist for a limited period to help lay out a five year plan for JEMO. He should not be brought in to lay out an expansion plan, but should instead lay out a utilization plan for the new responsibility. He must be someone from the industry with the breadth of experience and knowledge to enable him to project requirements, analyze press utilization and projected utilization, analyze paper and other needs, lay out a clear method for scheduling in order that the press may avoid peak and slack periods, and develop an organizational and administrative plan for meeting new requirements. The MOE suggests that a minimum of three months and a maximum of one year will be required for the work to be completed. If the right person is identified, it is possible that he could be called on for further short term help. In addition, AID has been requested to provide limited short term help in specialized areas of JEMO if such needs are identified.

No further long term help to JEMO is presently anticipated, though the projected study has been designed to establish the need for such help if it exists.

### 3. Participant Training.

Participant training has been requested, both third country and in the United States. A need is also seen for some very short observational tours of third countries. Numbers have not been discussed, but the emphasis will be in supervision, curriculum and textbook writing, and teacher training, with a limited number of advanced degrees being projected. A great need exists in the College of Education for more highly trained personnel in subject areas, supervision, and research and planning. The

participant program must be a tightly structured activity, with careful selection and carefully delineated objectives.

#### 4. Construction.

Facilities continue to be a major need, particularly in the teacher training centers. Of the five existing centers, three have their own buildings or are in the process of getting them. Two have only rented facilities. A badly needed sixth center is projected for the West.

A second area of need that has been identified is in the "vocation-alization" components of the secondary schools. Dimensions of this need are not available, but, when they are, various avenues will be explored for fulfillment of the need.

#### 5. College of Agriculture.

HMG appears perfectly willing to accept and participate in a thorough study of the need for, and the projection of, such an institution. They ask that such a study review the need and lay out a plan for this institution. They also ask that the team designated for the task be expanded to include members who could thoroughly review agriculture education at the school level, for they are convinced that without a study of this scope, the results will be misleading. They expect to make use of the results of this study to shape school level agriculture education and to shape the teacher training for school level agriculture as well as to shape the University.

#### 6. The National Vocational Training Center.

This is a troubled and troubling institution. It has suddenly been given a completely different role, that of vocational teacher trainer for the nation under the new plan. In five years, there is to be a

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vocational section in each of the high schools. The NVTC has a hastily developed curriculum outline but no books and few trained teachers for the approximately 35 courses for which they must train. Teachers teach with prepared handouts. Science and math and the skill courses are in particularly bad shape. In connection with this institution, I was told a Nepalese proverb: "If you want to cause someone trouble, give him an elephant as a reward. It is fine as long as you feed it; but when you stop feeding it, it eats up everything in sight and causes much trouble."

The MOE has informally requested help of the IIO, we are told, and they asked us for help in developing a teacher training program.

Recommendations:

1. College of Education: That AID provide the three specialists requested. A potential new principal for the COE has been identified, a top-notch man.
2. JEMO: That AID provide the short term advisor as requested and make provisions for other limited short term help as may be requested over the next year.
3. College of Agriculture: That AID proceed with the study as outlined and that either rupee support or grant support be identified for possible use in the event that the results of the study are positive.
4. NVTC: The problems of NVTC relate completely to the sudden immersion of that institution into a new role for which it was not prepared. Its planning capacity and the Ministry planning capacity, in agriculture particularly, are very low. I do not recommend a favorable response to the trades and industry proposal, at least until (1) the MOE shakes down the role of NVTC in this regard; (2) possible assistance of the IIO in the trades area is explored; and (3) direction and curricula for the trades

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areas at the pre-vocational and vocational level are established.

I do recommend a favorable response to the request for a vocational agriculture teacher trainer. The MOE and NVTC are trying very diligently to work out a plan of action, policies on relations with the on-going College of Agriculture, policies on the ultimate responsibility of these institutions for teacher training in agriculture, actionable programs for the schools, machinery for bringing this about. Because of (1) long-standing interest of the U. S. in agriculture in Nepal, (2) interest in support for a College of Agriculture, (3) involvement at NVTC in its previous role, (4) support for the basic idea of "vocalionalizing" schools in the field of agriculture, and (5) U. S. interest in seeing this activity succeed, I recommend the provision of one highly competent vocational agriculture teacher trainer who is already knowledgeable about the problems of agriculture and agriculture education in Nepal to work with the Ministry of Education and the NVTC in a basically planning and development role. This will be a highly demanding role to play and will require very special skills and background if it is to work; nevertheless, a highly important kind of assistance is requested, and AID should respond favorably.

5. Participant Training: This should be continued in terms outlined above in this paper, though the following might be added:

- a. Short term, but well planned, tours could be scheduled for selected participants to study educational planning and upper elementary education in Korea; vocational education in Thailand, particularly the mobile trade training units; and radio education in the Philippines.

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- b. Any academic program in the United States or elsewhere which

occupies one full academic year or more should culminate in a degree, and those selected for such training should be eligible to meet this requirement.

6. Construction: AID should narrow and limit its support for construction, and the following terms/principles should apply:
  - a. No further rupee allocations should be made until the present books are cleared, i.e., until the status of all present building has been established, and all such building has been completed or on the way to completion.
  - b. Further construction support should be limited to one or two areas of highest priority as determined by IMG. At present, these appear to be in teacher training and agriculture, suggesting that construction costs for three teacher training centers and one college of agriculture might be reasonable considerations.
7. Radio: The most exciting educational activity on the horizon, the one which could revolutionize it, is radio. AID should not get involved, for UNESCO, the World Bank, the BBC, the British Council, and the Colombo Plan are interested. AID should, however, give this effort full intellectual support, but should use every opportunity to caution the most careful kind of planning; for without such planning, this effort will fail.

Addendum I STEEP and PRIME

These two experimental/developmental programs have been of interest to AID since their inception, for they represented an attempt in science and mathematics not only to relate the subjects to the needs of a wide range of students and to their everyday needs, but also to make them experimental and logical rather than simply memorization. As such, they represented admirable programs, and have had an impact.

Over the years, each of the programs has evolved its own small organization and budget. A curriculum has been developed for grades 6-10 in STEEP and 6-8 in PRIME, and is being tried out in 27 schools in STEEP and 34 in PRIME. In those schools, special examinations had to be developed and approved because clearly the students would not be preparing for the standard SLC examination. (It must be kept in mind that these programs were developed as potentially national programs rather than as purely experimental curricula which would eventually be introduced into the national curriculum. Hence, there were in fact two parallel programs developed for Nepal.)

The Ministry of Education has now decreed that all curriculum development activities will be carried out under the auspices of the Curriculum Development Center, and they will be purely experimental in nature.

It is clear that, by setting these programs in place, the system has decreed that students in selected schools are geared into a program leading to an examination other than the traditional SLC examination. It would be unfair to drop such students, a fact that the Ministry appreciates, and so has provided that students now studying under these programs will be taken through their examination. This is necessary to maintain credibility. New students will not be taken into the two programs. This means that students will be in the pipeline at least until 1977-1978 at which time all students will come under the national curriculum. It also means that all purely developmental work from this point will be under the Curriculum Development Center, and that STEP and PRIME, possibly under other names, will be geared toward improving the national curriculum.

Since two years of curriculum work remain to be done to carry already enrolled students through their program, the math advisory position should be retained through the present incumbent's contract. The science advisory position should be retained for a more limited period simply to phase out U. S. involvement if the U. S. decision is to withdraw from math and science development at the College of Education and elsewhere. If, on the other hand, the U. S. decision is to play a role in math and science development in Nepal, that position should be retained as a needed phase-in device for the new program.

B. Newberry  
12/7/71

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