

NEPAL

Country Implementation Plan for IEES Activities

March 1988

IEES

Improving the
Efficiency of
Educational
Systems

Ministry of Education and Culture
and the
Improving the Efficiency of Educational Systems Project
Florida State University
Howard University
Institute for International Research
State University of New York at Albany

United States Agency for International Development
Bureau for Science and Technology
Office of Education
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Improving the Efficiency of Educational Systems (IEES) is a project funded in 1984 by the Agency for International Development (AID). The principal goals of the IEES Project are to help developing countries improve the performance of their educational systems and strengthen their capabilities for educational planning, management, and research. To achieve these goals, a consortium of US institutions has been formed to work collaboratively with selected host governments and USAID Missions over the 1984-1994 period. There are seven countries participating in the IEES Project: Botswana, Haiti, Indonesia, Liberia, Nepal, Somalia, and the Yemen Arab Republic. The members of the IEES consortium are Florida State University (prime contractor), Howard University, the Institute for International research, and the State University of New York at Albany.

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TABLE OF CONTENTS

1. INTRODUCTION	1
1.1 Purpose of the Country Implementation Plan Update	1
1.2 Overview of the IEES Project	4
1.3 Development of the Nepal Country Implementation Plan	5
2. CONTEXT	7
2.1 Fiscal and Management Capacity	7
2.2 Overview of the Sector	8
2.3 National Goals for the EHR Sector	10
2.4 Selected External Assistance Activities	11
3. STATUS OF IEES ACTIVITIES	13
3.1 Data Management Capacity	13
3.1.1 Introductory Information Management Workshop	13
3.1.2 Microcomputer Workshop	15
3.1.3 Data Base Development	15
3.1.4 Staff Training	16
3.1.5 Policy Research Initiative	16
3.1.6 School Mapping	16
3.2 Evaluation and Research Capacity	16
3.2.1 Evaluation Planning	16
3.3 Planning and Policy Analysis Capacity	17
3.3.1 Original IEES Scope of Work	17
3.3.2 Country Implementation Plan and CIP Update	18
3.3.3 Education and Human Resources Sector Assessment	18
3.4 International Networking	19
3.4.1 IEES Conferences	19
3.4.2 IEES International Steering Committee	19
3.4.3 IEES Documentation	20
3.5 IEES Personnel	20
4. PROPOSED ACTIVITIES	21
4.1 Activities	21
4.1.1 Improving Data Management Capacity	23
4.1.2 Evaluation and Research Capacity	32
4.1.3 Planning and Policy Analysis Capacity	37

4.1.4 International Networking	47
4.2 Guidance and Staffing	49
4.3 Estimated Schedule	50
4.4 Estimated Budget	51

Tables

Table 1 IEES Activities: Nepal 1985 - 1988	14
Table 2 IEES Personnel: Nepal 1985 - 1988	20
Table 3 IEES Country Implementation Plan Update: Activities January 1988 - June 1989	22
Table 4 Schedule: IEES Activities January 1988 - June 1989	50
Table 5 Estimated Budget, January 1988 - June 1989	51
Annex A Persons Interviewed	52
Annex B <i>Education Brief</i> Primary School Enrollment 2043 (1986).	53
Annex C IEES Resident Technical Advisor Scope of Work	55
Annex D Nepalese Data Management Consultant Scope of Work	56
Annex E Nepalese Evaluation Consultant Scope of Work	57

1. INTRODUCTION

This document presents the background, rationale, and proposed activities for the continuation of the Improving the Efficiency of Education Systems (IEES) project in Nepal from January 1, 1988 through June 10, 1989. It is an update of the original *Nepal Country Workplan (1986)*. The proposed activities are the result of discussions and decisions made in Kathmandu by representatives of HMG, the USAID Mission to Nepal, and the IEES project during January-February 1988.

Section 1 states the purpose of the Country Implementation Plan (CIP) Update, presents an overview of the IEES project, and describes the Update's development. Section 2 describes the context for IEES activities in Nepal, particularly in light of the recently completed education and human resources (EHR) sector assessment. Section 3 provides a status report of IEES activities. Section 4 provides a rationale for and describes specific CIP activities proposed for support from IEES funds. These activities address data management, evaluation and research, planning and policy analysis, and IEES international networking.

1.1 Purpose of the Country Implementation Plan Update

The primary objective of the CIP Update is to identify and justify priority activities for IEES assistance through June 1989. This is accomplished by evaluating the existing *Nepal Country Workplan (1986)* for IEES activities and adjusting it for the period under consideration, as necessary. The Update identifies activities that (1) strengthen the institutional and individual capacity of the EHR sector to support education planning and management, and (2) build on each other and take advantage of lessons learned in earlier efforts.

Improvement of educational efficiency is the objective of all IEES activities in Nepal. This objective cuts across macroeducational (central, regional, and district) as well as microeducational (school and classroom) levels. Institutional development is not an IEES goal *per se*. It is a major means to improving the efficiency of resource allocation.

Since the original CIP was developed several decisions and activities have had an impact on the sector. In May 1987 HMG announced its decision to implement a Basic Needs Strategy. This has major implications for the education sector. In particular, the goals of universal primary education and a significant increase in the literacy rate by the year 2000 A.D. mean that the Ministry of Education and Culture

(MOEC) has to plan for and implement an increased level of activity over the 13 years from this decision.

The MOEC is also in the process of reorganization. The proposed new structure recognizes the need for increased capacity in all areas related to primary education. This is partly in response to demands that will be placed on the MOEC as the Basic Needs Strategy is implemented. There is little time for planning prior to implementing the program, and there are increasing demands for the information to assist decisionmaking.

During June through August of 1987 an 11-person team conducted an assessment of the entire education sector. This assessment was conducted jointly by MOEC and IEES representatives and addressed many of the issues raised by the introduction of the new Basic Needs Strategy. The *Nepal Education and Human Resources Sector Assessment 1988* provides in a single document a detailed description of the current status of the education and human resources sector (including synthesis, economic and financial capacity, management capacity, external assistance and summaries of the primary, secondary, teacher education, technical and vocational, and nonformal subsectors). It also includes an analysis of needs, constraints, and issues facing the educational system, followed by conclusions and recommendations for each of the topical areas. A number of recommendations from the Sector Assessment have already been implemented by the MOEC.

In light of these important developments, it is both appropriate and timely for the IEES project to assess the progress and relevance of the original 5-year *Nepal Country Workplan (1986)* and to reorient and adjust its planned activities accordingly.

Adjustments in the plan for continuation of IEES activities are consistent with the project's long-range objectives and the basic strategies identified in the original workplan. These are summarized below.

There are four long-range objectives in the CIP Update. These support the ultimate IEES goal of improving educational efficiency through the intermediate goal of building the capacity of the MOEC and local educational agencies. These long-range objectives are to:

- Improve data management capacity
- Improve evaluation and research capacity
- Improve planning and policy analysis capacity
- Participate in IEES international networking activities.

These objectives are also consistent with the overall goals of the MOEC as it attempts to meet its Basic Needs targets. Nine basic strategies are reflected in the CIP Update. They are consistent with the long-range objectives outlined above.

- **Sector Approach.** The first and most fundamental strategy underlying the plan is the use of the *Nepal Education and Human Resources Sector Assessment 1988* and the Basic Needs Strategy document as the bases for the identification of priority sector needs. Information from these documents is supplemented by the 3-year experience of the project in Nepal. The sector approach demands that the education system be viewed in its entirety and that priority needs be determined for the entire sector and not on a piecemeal basis.

- **Long-Term Strategic Planning.** A major IEES strategy is to take a long-term view. The initial contract period for the IEES project extends until June of 1989 and may then be extended for another five years. This allows planning for activities to cover a 10-year period.

- **Collaborative Process.** The third strategy used by the project and this plan is collaboration. The development of plans and their implementation are collaborative processes. This CIP Update was developed by a joint MOEC-IEES team. All IEES activities are designed with a view toward collaborative implementation.

- **Flexible Approach and Rapid Response.** Even as we keep a long-term perspective, our activities reflect a strategy of maintaining flexibility and rapid response capabilities. The CIP Update recognizes the dynamic nature of the EHR sector and the need to be responsive to evolving priorities.

- **Institutionalization.** This strategy emphasizes improvement of institutional capabilities related to the four long-range objectives. We have established a long-term collaborative relation with the Planning Division of the MOEC; with the Radio Education Unit; the Center for Educational Research, Innovation, and Development (CERID); and New ERA. We shall continue these, and expand our collaboration to include other units of the MOEC as well as other Nepalese organizations.

- **Knowledge Building and Networking.** An important IEES strategy involves the sharing of problem-solving experiences and expertise among different participating countries. Nepal will continue to play a significant role in networking activities through the planned third international conference, the IEES International Steering Committee, clearinghouse activities, and the Policy Research Initiative (PRI).

- **Systematic Training and Phased Withdrawal.** Training is a key IEES strategy for capacity building. Training activities will be available both within and outside of Nepal. IEES has developed a training strategy that is consistent with the goals of IEES and MOEC needs. Our ultimate aim is to provide continuing instruction for Nepalese educators by Nepalese who have completed our earlier training activities.

- **Local Access to Technical Assistance.** To the extent possible, IEES provides technical services locally. This allows rapid response to critical needs as they develop. We do this through employing a Resident Technical Advisor (RTA), Dr. Barbara Butterworth, and both long-term and short-term consultants who are locally based.

- **Coordination with Other External Assistance Agencies.** To maximize the return on IEES investments, the CIP Update does not include activities that conflict with or duplicate ongoing or planned activities being conducted by the MOEC or other government or nongovernmental agencies. The planning team was careful to study current and planned activities in the sector as well as the progress and problems associated with earlier IEES activities. The activities set out in the CIP Update reflect the strategies outlined above. The activities also build upon activities supported by the MOEC and other agencies. Thus, the proposed activities are well integrated with others in the EHR sector.

1.2 Overview of the IEES Project

The IEES project is a 10-year, multi-country project to improve the efficiency of education and to strengthen the institutional and individual capacity of the EHR sector for improved educational planning and management. Seven countries are working with the IEES program to improve educational efficiency: Botswana, Haiti, Indonesia, Liberia, Nepal, Somalia, and the Yemen Arab Republic. In addition to activities sponsored within each country, there are a number of international activities included in the project. These facilitate information sharing and learning among all participating countries.

The approach employed in the IEES project is based on an analysis of assistance to education in the developing world over the past 25 years. This analysis shows that a sustained, systematic, and multi-dimensional approach to the programming of human resource development assistance is required if there is to be a lasting impact on the performance of educational systems. Thus, the IEES project is characterized by five important features. These are long-term commitment, the

sector approach, operating with resource constraints, collaboration, and institutional development. The IEES program consists of five components. These are EHR planning, research and development, field projects, knowledge building and exchange, and training and institutional capacity building. These components are designed to be mutually reinforcing.

In each country IEES activities are designed and implemented in collaboration with an advisory committee consisting of host country nationals and representatives from the USAID Mission. In some cases RTAs are assigned to assist host country counterparts in managing IEES activities.

The IEES project is funded by the Education Office of the Bureau for Science and Technology of the United States Agency for International Development under Contract Number DPE-5823-C-00-4013-00 and, in some cases, by individual USAID Missions as well. The project is implemented by a consortium based in the United States. The Florida State University (FSU) is prime contractor. Subcontractors are Howard University, the Institute for International Research (IIR), and the State University of New York at Albany (SUNYA).

The IEES project activities in Nepal are funded by the Education Office of the Bureau for Science and Technology of AID/Washington and by USAID/Kathmandu. The MOEC provides in-kind support. All funding for the project is coordinated through the MOEC.

1.3 Development of the Nepal Country Implementation Plan

The work of the planning team that prepared this CIP Update in Kathmandu was under the direction of the Secretary of Education, Dr. Narsing N. Singh. The planning team consisted of an IEES CIP Update Advisory Group, chaired by Mr. Keshab Nepal, Joint Secretary for the Planning Division, and representatives from USAID and the IEES consortium. Members of the Advisory Group are listed below:

- Mr. Keshab Nepal, Joint Secretary, MOEC
- Dr. Kedar Nath Shrestha, Director, CTSDC, MOEC
- Mr. Bhisno Nath Aryal, Joint Secretary, MOEC
- Mr. Prayag Man Shrestha, Under Secretary, MOEC
- Mr. Uttam Amatya, Assistant Secretary, MOEC
- Mr. Prachandra Raj Singh Suwal, MOEC (retired)

Other members of the planning team were Dr. Mary Joy Pigozzi, Team Leader and Country Co-Coordinator (IIR), Dr. John Mayo, Country Co-Coordinator (FSU),

Dr. Barbara Butterworth, RTA (FSU), and Dr. Jean Meadowcroft, Program Officer (USAID/Kathmandu).

A draft of the team's proposed activities for inclusion in the CIP Update was reviewed in Kathmandu, and suggestions and recommendations are incorporated in this revised CIP Update.

The identification of activities for inclusion in the Update was a collaborative process. The planning team began with a discussion of goals and objectives of the IEES project and a review of its activities in Nepal. Members of the planning team then proposed activities for possible inclusion in the Update that were consistent with both MOEC and IEES goals and objectives. These activities were discussed in light of three general criteria. These were potential for meeting shared goals and objectives, feasibility, and relationship to ongoing MOEC and IEES activities. Where appropriate, proposed activities were discussed with other individuals whose work is relevant to IEES activities in Nepal. These individuals are listed in Annex A. This combination of assessment of previous and ongoing activities, interviews, and deliberations of the planning team resulted in the proposals contained in Section 4.

2. CONTEXT

This section of the CIP Update describes the context for IEES project activities in Nepal. The context illustrates the conditions and factors that influence the operation of the EHR sector and provides an overview of the current goals and status of the system. It also addresses the activities of major external assistance agencies in the sector.

A comprehensive assessment of the education sector was undertaken by IEES with the MOEC in the summer of 1987. The Sector Assessment provides a rational basis for the development of further IEES activities in Nepal. The information reviewed in this section is discussed and analyzed in depth in the Sector Assessment document.

2.1 Fiscal and Management Capacity

The expansion and improvement of the education system as required by the Basic Needs Strategy depends on the capacity of the government to mobilize resources, not only nationally but at the local level. However, a number of factors have constrained domestic resource mobilization. As a result, the government has become increasingly dependent on external resources for financing its development program. The factors affecting domestic resource mobilization are:

- "A low per capita economic growth rate of about 0.1 percent per year during 1970-1980 and one which is currently negative
- A low rate of industrialization
- Poor performance of public enterprises
- Existence of a large non-monetized sector
- Inefficient tax administration
- Inadequate utilization of natural resources (water resources mainly), and excessive use of forest resources
- Lack of effective adequate returns to investment in the public sector."
(*Nepal Education and Human Resources Sector Assessment 1988*)

Fiscal policies in recent years have emphasized the following six measures for greater mobilization of resources: (1) increasing income elasticity in tax revenue; (2) improving revenue administration; (3) streamlining public enterprises; (4) raising taxation rates on luxury items (imports); (5) broadening the tax base on urban houses and all land; and (6) raising rates on public utility services such as water and electricity.

During the past year, the government has devoted about 10 percent of its budget (regular and development) to the education sector. In constant prices, the growth of education expenditures averaged about 14 percent per year between

1980/81 and 1985/86. In 1986/87, primary education accounted for 36 percent of the total education budget, higher education 28 percent, and lower secondary and secondary education 15 percent.

Although government provides the bulk of the resources for education, especially at the primary level, local communities are expected to provide and maintain school facilities. At the primary level it is estimated that 36 percent of the cost of primary education is contributed by local communities or by individual students. At the lower secondary and secondary levels, government contributes only 17 percent and 50 percent, respectively, of the teachers' salaries.

The MOEC manages one of the most far-flung systems for providing social services in the country. In 1986, there were 12,314 schools, which employed 75,190 teachers. This vast educational network, reaching to the most remote parts of all 75 districts, is managed by a staff of about 3,200 MOEC employees located in Regional and District Education Offices as well as in Kathmandu. District education supervisors are supposed to be the link between the schools and the District Education Offices. Due to a lack of funds for field allowances, however, supervisors are unable to adequately fulfill this function.

In general, MOEC employees are not as effective as they might be for the following reasons:

- "Inadequate salaries
- The absence of an effective incentive system to support and encourage high performance
- A lack of training in skills specific to the job situation. (*Nepal Education and Human Resources Sector Assessment 1988*)

2.2 Overview of the Sector

This overview provides a general status of education. It is based on the findings of the EHR Sector Assessment that was conducted in the summer of 1987.

The following figures portray the size of the education system. In 1985 there were 11,873 primary schools and 4,899 secondary schools. Also in 1985 there were 51,266 teachers and 1,270,449 pupils in primary schools. At the secondary level there were 18,362 teachers and 469,821 students. In the same year 3,407 students were enrolled in teacher training programs at the University.

The educational system has both efficiencies and inefficiencies. For example, the Adult Education Section of the MOEC employs a very efficient method for using its limited resources to provide literacy training to adults. The number of years of schooling it takes to produce a single primary school graduate is high as a result of repetition and dropout rates, however.

There is a great deal of educational innovation and it is encouraged at every level. For example, the Primary Education Project has had success with clustering schools around a resource school. A variety of inservice teacher training programs are in operation. Some have been developed by externally funded projects and others by the MOEC. All include innovations adapted to the Nepalese context. The results of the Sector Assessment indicate a need for quality improvement throughout the system, and for incorporation of successful innovations.

The MOEC's decision to focus on primary education is appropriate. There are plans to provide universal primary education by the year 2000 A.D. The current strategy under consideration to meet this goal is very expensive and may need revision.

The focus on primary education should not exclude consideration of related needs for secondary education. The implementation of an expanded primary system will place heavy demands on the secondary system within a few years. These should be anticipated and planned for.

Readers are directed to the sector assessment document for detail on the various components of the EHR sector. This part of the Update summarizes seven areas of policy concern that cut across all components of the sector.

Strengthening of planning and management capacity is needed throughout the sector to enable individuals to develop appropriate and realistic strategies to meet sector goals. This would also help the MOEC to better utilize internal resources and external assistance in support of educational activities. Training is a key component for improving planning and management capacity.

Significant resources are already being devoted to improving instructional processes. There are serious concerns, however, about the amount of learning actually occurring. There is a need for more attention to the instructional process to improve its quality and efficiency. The data from the assessment suggest that a multifaceted approach to improving instruction would be most effective.

The availability of more reliable and current data, and the increased capacity to perform timely analyses, would improve data-based planning and decisionmaking throughout the sector. The basic procedures for collecting and analyzing data already exist and could be easily improved. Both short-term and long-term training could be considered.

Much of the formal education system is decentralized, but there is a pressing need to clarify roles and procedures surrounding decentralization. Nepal has a

history of decentralization, which provides good information for policy analysis and policy reformulation in this area, and an excellent foundation on which to build.

There are few mechanisms to control the quality of education at all levels. This is due to the limited communications infrastructure, a lack of clarity regarding where responsibilities lie, a supervisory structure that is undergoing significant change, and variability in student attendance and teacher qualifications, especially in the primary and secondary schools. Instituting mechanisms to identify obstacles to quality could provide valuable information for future investments in support of improved learning.

Educational activities are financed by a wide range of sources. The sources and the extent of their contributions appear to have been underestimated in the past. A better understanding of the magnitude of available resources and their sources for each level in the formal system (primary, secondary, higher, and technical and vocational education) would support the development of plans that are more feasible to implement.

The MOEC is fortunate to have a number of external assistance agencies that support some of its activities. There needs to be a better balance between the short-term needs of external assistance agencies and the long-term goals of HMG and the MOEC.

2.3 National Goals for the EHR Sector

The Seventh Plan (1985-1990) sets forth the following development objectives for education and training:

- Promote a rapid increase in literacy through primary and adult education
- Increase basic and medium level manpower to meet local needs by expanding the number of technical schools
- Place special emphasis on the production of University graduates in the fields of agriculture, medicine, engineering, and science
- Create incentive programs to increase women's education and employment.

Specific targets to be reached by 1990 include:

- Provision of educational facilities for 87 percent of the children between the ages of 6 and 10 years of age. This necessitates the provision of an additional 1,000 schools and 12,838 teachers
- Provision of literacy training to 1.5 million adults

- Creation of seven new vocational centers (trade schools) in various development zones
- Graduation of 14,677 university students in technical fields.

Strategies for reaching these targets include:

- Provision of free primary education for grades 1-5 and free textbooks in grades 1-3 and to girls in grades 4 and 5 in the remote areas
- Development of preprimary education with people's participation
- Initiation of compulsory primary education in some town panchayats
- Provision of grants to secondary schools that are established with people's participation, but only after successful operation for a specified period
- Provision of scholarships and hostel accommodations to increase female participation
- Establishment of educational standards to evaluate and recognize local school achievement
- Mobilization of School Management Committees to run schools according to the expectations of the people.

The MOEC recently prepared an education sector program guide for meeting the basic needs of the people by the year 2000 A.D. This document specifies the attainment of universal primary education of five years duration and of desirable quality. To enhance the quality of primary education 100 percent of teachers will be trained by 1998.

2.4 Selected External Assistance Activities

One of the major strategies of the IEES project is collaboration, including collaboration with other organizations providing external assistance. External assistance agencies have been active in Nepal for over 30 years, and there are currently many external assistance agencies active throughout the country. They have contributed to the planning, design, and implementation of many educational activities.

The Asian Development Bank (ADB), the World Bank (WB), the United Nations (UN) system agencies, and the United States Agency for International Development (USAID) are the major contributors to the sector. Other external assistance agencies are also active in all of the major subsectors.

USAID supports the IEES project and has a continuing involvement in the Radio Education for Teacher Training Project (RETTTP). It has just initiated a major project which provides support to the Institute of Forestry at Tribhuvan University.

The ADB is a growing contributor to the sector. It has just re-initiated the Technical Schools Project and is planning a Teacher Education Project. The WB is supporting the Primary Education Project in cooperation with UNICEF. It has also provided support to the vocational and technical and higher education subsectors.

The UN system provides significant resources to the sector. It supports the Education for Rural Development in the Seti Zone Project and the Secondary Science Education project. UNICEF cooperates with the Norwegian Agency for Development and with UNESCO in the Education for Girls and Women Project. UNICEF supplies the MOEC with paper so it can provide textbooks at no cost in the first three primary grades, and is considering support to improving the primary curriculum.

Support from the Japanese International Cooperation Agency (JICA) has been primarily for medical education. Currently, the Swiss Association for Technical Assistance (SATA) supports technical and vocational training and the University. The United Kingdom provides support to higher education, trade schools, and the Buhanihkantha School.

In addition, there are many non-governmental agencies working under the Social Services Coordinating Council that have educational components in their programs.

3. STATUS OF IEES ACTIVITIES

In January 1985 initial goals and terms of collaboration were established for the IEES project and the MOEC. This process involved representatives of the MOEC, AID/Washington, USAID/Kathmandu, and the IEES project. Since that time the project has built carefully and incrementally on the initial activities.

This section of the CIP Update summarizes the current status of IEES activities. It is organized according to the four major areas of activity: data management capacity, evaluation and research capacity, planning and policy analysis capacity, and international networking. Table 1 provides the same information in the sequence in which it occurred.

3.1 Data Management Capacity

The MOEC Manpower and Statistics Division labored historically under constraints associated with inadequately trained staff at the central, regional, and district levels. Identified problems were (1) headmasters and teachers who did not fully understand the necessity of keeping accurate and current records on student enrollment and attendance, school characteristics, finances, etc.; (2) little coordination among MOEC units responsible for collecting information on the schools; and (3) a lack of necessary equipment to ensure the timely and accurate processing, analysis, and reporting of data. The poor quality of information which resulted from these problems had severely constrained planning and reduced efficiency at all levels.

The IEES project responded to these needs in two ways. It provided an RTA, Dr. Barbara Butterworth, to the MOEC and assisted with 6 separate but related activities which are described immediately below.

3.1.1 Introductory Information Management Workshop

In-country training for staff of the Manpower and Statistics Division and their counterparts in the MOEC's regional and district offices began with an introductory Information Management Workshop in January 1986. The workshop provided hands-on instruction in the design and field testing of procedures and instruments required to collect, process, and report school data. Participants also drafted a questionnaire on the physical and financial status of schools.

Table 1
IEES Activities: Nepal 1985 - 1988

Date	Activity	MOEC Coordinating Unit(s)
Jan. 1985	Initial Goals and Terms of Collaboration Set	Planning Division
May-Jun. 1985	IEES Planning	Planning Division Radio Education Teacher Training Project (RETP)
Nov. 1985	Radio Education Evaluation Workshop	RETP and the Research Center for Educational Innovation & Development (CERID)
Jan. 1986	RTA Placement	Planning Division
Jan. 1986	Information Management Workshop	Manpower and Statistics Section
May 1986	Introductory Microcomputer Workshop	Manpower and Statistics Section
May 1986	International Steering Committee	Planning Division
Jun. 1986	Integrated Evaluation Plan for RETT Project	RETT Project and CERID
Jun. 1986	Four-year Country Plan	Planning Division
Nov. 1986	Sector Assessment Scope of Work and Policy Research Initiatives Approved	Planning Division
Feb. 1987	IEES International Conference (Denpasar)	Planning Division
Jun.-Aug. 1987	EHR Sector Assessment	Various MOEC Divisions
Sept. 1987	Section Chief Completes Computer Training (Bangkok)	Manpower and Statistics Section
Nov. 1987	School Mapping Study Begins	Manpower and Statistics Section
Jan. 1988	Distance Education Seminar	RETT Project
Jan.-Feb. 1988	Education Management Information Study Review	
Jan.-Feb. 1988	Sector Assessment Review	Various MOEC Divisions
Jan.-Feb. 1988	Country Implementation Plan Update	Various MOEC Divisions
Mar. 1988	RTA Contract Funded by USAID Mission	Planning Division

3.1.2 Microcomputer Workshop

An Introductory Microcomputer Workshop for staff of the Manpower and Statistics and other Sections of the MOEC was held in May 1986. The focus of this two-week activity was the care and use of computer hardware and software, keyboard skills, and basic data entry and retrieval skills. The Manpower and Statistics Section has been supplied with two computers, two printers, and several software packages to facilitate its work.

3.1.3 Data Base Development

Building upon the initial information management and computer training provided by IEES, the Manpower and Statistics Section has developed forms for standardizing and streamlining the collection of data from the nation's schools. Four copies of each form are now distributed on a regular basis to each school in Nepal's 75 districts. One copy is kept by the school, and additional copies are sent to the District Education Office (DEO), Regional Education Office (REO), and Manpower and Statistics Section within the MOEC.

Although school data in Nepal are tabulated at the district level, having a record for each school at the central level now facilitates both the double checking of district calculations and the conduct of secondary analyses by a variety of MOEC divisions. In addition, a tabulation form and a new district summary form have been prepared for use with the basic school survey instrument. Two persons from each district were trained to use these forms at one of five regional workshops conducted in 1986 by the Manpower and Statistics Section Staff.

District-level data have been entered on the computer, beginning with information gathered in 1985. Computerizing such data meant that the Educational Statistics Report for that year was ready for distribution six months prior to the customary date. Beginning with 1986 new data were available as a result of using a standard school form. These include information on teacher status (temporary/permanent) and years of teaching experience as well as more detailed data on urban and private schools.

Using 1983/84 data, a study was conducted on primary school dropout and repetition rates. It indicated that: (1) the most severe wastage occurred between first and second grades; (2) 23 percent of all primary students are repeaters; and (3) girls drop out and repeat at approximately the same rate as boys, although their initial enrollment rate is much lower.

3.1.4 Staff Training

The staff of the Manpower and Statistics Section continued to receive on-the-job training following the introductory Microcomputer Workshop in May of 1986. Training has been in data entry, basic computer literacy, and the use of the software package "ENABLE".

3.1.5 Policy Research Initiative

Participation in the IEES Policy Research Initiative (PRI) is increasing the MOEC's efforts to develop its knowledge base in education and allow it to share such information with other nations through IEES' networking arrangements. The focus of the PRI activity in Nepal has been the development of an Education Management Information System. This activity parallels training efforts already underway within the MOEC's Manpower and Statistics Section, and focuses on primary and secondary schooling.

3.1.6 School Mapping

IEES involvement in a school mapping study began with the preparation of a draft proposal to the World Bank. In 1986, following a request from the King of Nepal for a plan to establish new schools within the country's Far-Western Development Zone, the Manpower and Statistics Section developed a specific school mapping proposal. IEES provided some technical assistance in the design of the study as well as funds for the preparation of data collection forms.

3.2 Evaluation and Research Capacity

Nepal has had a chronic undersupply of qualified and trained primary school teachers ever since educational opportunities were expanded exponentially in the 1970s. There is little hope that the country's traditional, campus-based teacher training programs can satisfy the need for rural primary teachers in the foreseeable future. For this reason, the MOEC has turned to radio and related distance-teaching strategies as a potentially cost-effective means of inservice teacher training.

3.2.1 Evaluation Planning

IEES assistance in radio education was in response to MOEC and USAID requests. One of the weaknesses attributed to the first Radio Education Teacher Training Project (RETT I, 1978-83) was the early abandonment of formative

evaluation. IEES assistance was sought to ensure that (1) the developers of multi-media learning packages have access to listener feedback and learning data, and (2) a cadre of evaluators be trained to conduct field research on radio-based teacher training as well as future distance education initiatives.

The design of the second Radio Education Teacher Training Project (RETTP), begun in 1984, called for a multi-faceted evaluation to be carried out by two groups: an in-house research unit at RETTP headquarters and the Research Centre for Educational Innovation and Development (CERID), part of Tribhuvan University. An Evaluation Planning Workshop was conducted by IEES personnel in November 1985. It reviewed current approaches to program evaluation and specified the kinds of information that RETTP producers and scriptwriters would need to develop and revise their program series.

During the first two years of RETTP broadcasts (1986/87), IEES personnel assisted in the design and execution of all evaluation efforts. Reports were published on participating teacher characteristics, baseline English achievement studies, as well as post-test results. Project leaders ultimately decided to concentrate on a better qualified audience in the future. This will require a thorough revision of program content as well as careful monitoring of the self-instructional materials and face-to-face contact sessions which are now an integral part of the RETTP instructional package.

3.3 Planning and Policy Analysis Capacity

It is difficult to separate IEES activities specifically designed to assist in improving planning and policy analysis capacity. The preceding groups of activities (data management and evaluation and research capacity) both contribute to planning and policy analysis capacity. This section summarizes specific planning and policy activities that have been supported by the IEES project. These activities consist of the original IEES scope of work, the *Nepal Country Workplan (1986)* and this CIP Update, and the Sector Assessment.

3.3.1 Original IEES Scope of Work

The original IEES scope of work for Nepal was established in early 1985. Priority areas for collaboration included:

- improving the data management and planning capacities of the MOEC Manpower and Statistics Section; and

- strengthening evaluation capacities within the MOEC Radio Education Teacher Training Project.

A preliminary workplan prepared by IEES representatives, MOEC officials, and USAID personnel was submitted to the Secretary of Education and approved in September 1985. The workplan included the posting of an IEES RTA, beginning in February 1986, to oversee implementation of IEES assistance.

3.3.2 Country Implementation Plan and CIP Update

Preparation of a *Nepal Country Workplan (1986)* for IEES activities was completed in June 1986. In the absence of a comprehensive sector assessment, there was need to document the major opportunities and constraints for improved efficiency within Nepal's educational system. Once this information was collected, three areas of opportunity for continued IEES work were endorsed:

- MOEC Planning Division: assistance to improve data collection, analysis and dissemination through training in-country and abroad;
- Radio Education Teacher Training Project: assistance to support the design and implementation of formative and summative evaluation activities; and
- Cross-National Policy Research Initiative: participation in the Education Management Information Systems study, along with the Yemen Arab Republic and Somalia.

The plan elaborated a variety of planning, evaluation, and training activities associated with the above areas and specified a five-year timetable as well as a preliminary budget for completing them. All recommendations were reviewed and revised on the basis of suggestions from USAID personnel and from the MOEC's Joint Secretary for Planning. Official approval of the Plan was received from the Government of Nepal in November 1986.

In September 1987 it was decided that the results of the Sector Assessment and the MOEC's new Basic Needs mandate called for a review of the 1986 CIP. This CIP Update was scheduled for January/February 1988 and the results are reported in this document.

3.3.3 Education and Human Resources Sector Assessment

Based upon IEES achievements in Nepal, and the consortium strategy of using sector assessments as essential planning and training tools, the MOEC and USAID approved such a study for Nepal in December 1986. An eleven person

Nepalese-IEES team carried out the assessment during June and August 1987. It was conducted under the guidance of a steering committee selected by the MOEC. The following topics were examined in detail: economic and financial characteristics of human resource development; education systems management; primary education; secondary education; teacher education; technical and vocational training; non-formal education; and external assistance. The long-term objective of the exercise was to help the nation achieve a more efficient allocation of its own and external resources in education. Means to achieve this include: (1) identification of needs, strengths, and constraints within each subsector; and (2) data-based recommendations for the more efficient use of limited resources to meet the country's educational goals under its Basic Needs Strategy. The final version of the *Nepal Education and Human Resources Sector Assessment 1988*, incorporating recommendations of the MOEC Steering Committee and other interested parties, was completed in Spring 1988.

3.4 International Networking

International networking consists of several activities. These are the international IEES conferences, participation in the IEES International Steering Committee, and documentation activities coordinated by the IEES clearinghouse which is based at the Florida State University. These activities are described below. Several other activities, such as training and the policy research initiative, could be included under international networking. They have not because it is felt that they are more appropriately described under the substantive areas listed earlier in this section.

3.4.1 IEES Conferences

Mr. Keshab Nepal, Joint Secretary for the Planning Division, and Mr. Madhup Dunghana of New ERA represented Nepal at the February 1987 IEES conference. This was held in Denpasar, Indonesia. The conference discussions focussed on how specific, targeted research can assist in policy analysis and support educational decisionmaking.

3.4.2 IEES International Steering Committee

Dr. Ishwar Upadhyay was an original member of the IEES International Steering Committee, one of the policymaking bodies for the project. He participated in the Committee's second meeting, which was held in Tallahassee, Florida, in May 1986. Mr. Keshab Nepal now serves as Nepal's representative on the IEES International Steering Committee.

3.4.3 IEES Documentation

The MOEC has received of a number of documents related to educational efficiency. These documents are contributions to the MOEC's working collection of materials in support of its planning activities. The MOEC also has received a set of the materials used by the team that completed the education and human resources sector assessment. It will also receive a complete set of materials related to the seven-nation IEES project.

3.5 IEES Personnel

The IEES project has placed an RTA, Dr. Barbara Butterworth, to work with a counterpart in the Manpower and Statistics Section of the MOEC. Other personnel participating in the project do so as short-term consultants on an "as-needed" basis. IEES personnel and their institutional affiliation are listed in Table 2.

Table 2
IEES Personnel: Nepal* 1985 - 1988

Name	Organization
Chuda Nath Aryal	Consultant, IIR
George Axinn	Consultant, IIR
Jack Bock	FSU
Barbara Butterworth	FSU
David Chapman	SUNYA
Victor Cieutat	IIR
Madhup Dunghana	Consultant, FSU
Michael Green	SUNYA
Om Prakash Gupta	Consultant, IIR
Dibya Man Karmacharya	Consultant, FSU
Fran Kemmerer	SUNYA
Tirtha Manandhar	Consultant, IIR
John Mayo	FSU
Jerry Messec	FSU
Robert Morgan	FSU
Mary Joy Pigozzi	IIR
Jay Salkin	SUNYA
Suresh Raj Sharma	Consultant, IIR
Gajendra Man Shrestha	Consultant, IIR
Silvasailam Thiagarajan	IIR
Douglas Windham	SUNYA

* With the exception of Butterworth, all IEES personnel have served in the capacity of short-term consultants.

4. PROPOSED ACTIVITIES

This section includes the proposed activities that support the objectives of the IEES project in Nepal. Each activity is presented with a statement of purpose and a rationale. Anticipated outcomes, required resources, a suggested schedule, and cost estimates (excluding RTA and long-term Nepalese consultant costs) are also given. The first part of this section is organized according to the four major areas of IEES activity: data management capacity, evaluation and research capacity, planning and policy analysis capacity, and international networking. This is followed by a description of the proposed guidance and staffing arrangements, a schedule, and an estimated budget.

4.1 Activities

Activity descriptions are presented in four groups as described above and listed in Table 3. These activities build upon the current work of the project and are designed to support IEES and MOEC objectives.

4.1.1 Improving Data Management Capacity

IEES has been working with the Manpower and Statistics Section of the MOEC since January 1986 to improve the data collection, tabulation, and reporting activities managed by that office. In addition, help has been provided to other sections in developing projections to serve as the basis for Basic Needs Strategy planning. The following six activities continue to expand capabilities in these areas.

Table 3
IEES Country Implementation Plan Update:
Activities January 1988 - June 1989

Data Management Capacity

- Activity 1: On-the-job and locally available training for staff in the MOEC
- Activity 2: Training for staff in the Regional and District Education Offices in data collection, tabulation, and reporting
- Activity 3: Short-term, out-of-country training
- Activity 4: Support for school mapping study
- Activity 5: Computerization of the data management process at the regional level
- Activity 6: Participation in the IEES Policy Research Initiative

Evaluation and Research Capacity

- Activity 7: Evaluation planning and training in support of radio education
- Activity 8: Comparative cost-effectiveness evaluation of various in-service teacher training programs

Planning and Policy Analysis Capacity

- Activity 9: Seminars to orient MOEC units to the Manpower and Statistics Section
- Activity 10: MOEC-sponsored policy analysis seminars and possible follow-up studies related to the Basic Needs Strategy and IEES Sector Assessment findings
- Activity 11: Study tour for educational planners
- Activity 12: Support to the MOEC Program Planning and Budgeting System (PPBS)

International Networking

- Activity 13: International networking

Guidance and Staffing

- Activity 14: Monitoring visits

Activity 1: On-the-job and locally available training for MOEC staff.

Purpose To enhance the skills of the staff of the Manpower and Statistics Section and other MOEC staff working with computers in the areas of data management and analysis and to expand the ability of the section to meet the data and planning needs of other sections within the MOEC.

Rationale Improving the data management capacity of the MCEC requires skilled manpower. The staff of the Manpower and Statistics Section has begun to develop basic skills in data entry and data management. Because of staff turnover, basic skills need to continue to be taught as well as more advanced skills in data analysis and reporting that are directly relevant to the activities of the section. Immediately relevant skills can best be taught through on-the-job training. As these skills are developed, the section will be able to report data in a more timely fashion and provide basic analyses useful to planners and policy makers.

In addition, selected members of the staff need to expand their background knowledge and conceptual understanding of computers so as to better meet the data needs of the MOEC. There are numerous, locally available training programs that would introduce the staff to different software packages as well as fundamentals of the computer itself. Alternatively, local consultants could offer training programs at the MOEC.

Anticipated Outcomes At least three members of the staff of the Manpower and Statistics Section will be trained in basic data entry so they can enter the standard district level data collected by the section as well as data needed for sample surveys, the school mapping project, or other projects identified by the MOEC. These members will have data entry as their primary task.

In addition, at least three members of the MOEC staff will develop the capability to design and implement data bases needed by the MOEC using software packages such as ENABLE and D Base III+.

These staff will also be able to produce data summaries and basic analyses of the data for use by planners and policy makers.

As the MOEC staff become trained, the demand for data and data analyses may increase. In this case, the need may arise for a third computer in the Manpower and Statistics Section. If the two computers currently in the section are in use more than 80 percent of the time and additional demands for data justify the need for a third computer, a computer with a hard disk drive and Devenagri capability will be added to the resources of the section.

Resources	RTA	3 months
	Local consultants	
	Locally available training programs	
	Additional computer	
	Maintenance contract for the computers	
	Software, supplies, and spare parts	
Timeframe	February 1988 - June 1989	
Estimated Cost	\$7,500	

Activity 2: Training for staff in the Regional and District Education Offices in data collection, tabulation, and reporting.

Purpose To improve the reliability and timeliness of data collection by up-grading the skills of those staff most directly responsible for data collection and tabulation.

Rationale The School Form, the basic data collection instrument of the Manpower and Statistics Section, is distributed through the District Education Offices (DEO) to each school. Forms completed by the school are then returned to the DEO where the data are tabulated and transferred to a summary form which is then sent to the Regional Education Office (REO) and the MOEC. At present the DEO's staff bear the major responsibility for collecting data from the schools and assuring that the schools provide timely and accurate information. To assist the DEO staff responsible for data tabulation, tabulation forms have been prepared by the Manpower and Statistics Section. In 1986, these staff received one two-day training program in data tabulation run by the Manpower and Statistics Section. Since that time many staff have been transferred and the school level and tabulation forms have been revised. Consequently, there is a critical need to train the staff currently responsible for this data collection and tabulation process.

The impact of this training can be enhanced if certain aspects of the data collection process are decentralized to the regional authorities who can compel the timely collection and reporting of data from the districts. If the decentralization proposal currently under consideration by the MOEC is approved, REO staff need to be appropriately trained so that they, in turn, can train and supervise the DEO staff.

Providing training to all those involved in the data collection process is critical to improving the quality of the data and the efficiency of the data management process.

Anticipated Outcomes Two staff members from each of the 75 DEO's will be oriented to the importance of working with headmasters to provide reliable data

and will be trained in data collection, tabulation, and reporting. Two staff from each of the five REO's will receive training in data collection and management.

Resources	RTA	1 month
	Nepalese Data Management Consultant	3 months
	Allowances for District Level Staff Training	
	Allowances Regional Level Staff Training	
	Materials	

Timeframe If the proposed schedule for collecting school level data is adopted, then the DEO staff training will be conducted over a two month period between April and June 1988. If the August collection schedule is maintained, then the workshops would be conducted in the Fall of 1988.

REO training is contingent upon approval of the decentralization of data collection proposal.

Estimated Cost	\$14, 000
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Activity 4: Support for the School Mapping Study

Purpose	Provide support in computer-based data analysis to the school mapping study .
Rationale	A school mapping study has been undertaken by the MOEC to identify areas not presently served by a primary school. Data from more than 4000 panchayats will need to be analyzed in order to develop a plan for providing access to primary education for all children by the year 2000 A.D. The analysis will be conducted more quickly and more reliably to the extent that this data can be computerized. Local consultants will be called on to determine what role computers can play in the data analyses and to design a system for conducting these analyses. The process of entering and analyzing such a large data base will provide excellent on-the-job training for the staff in data management.
Anticipated Outcomes	If computerization is appropriate, the school mapping study will be completed more quickly and more reliably than if all the analysis were done by hand.
Resources	Local, short-term consultants RTA 2 months
Timeframe	The study must be completed by July 1988.
Estimated Cost	\$3,000

Activity 5: Computerization of the Data Management Process at the Regional Level.

Purpose	Assist the MOEC with the development of a proposal for the purchase of computers for each of the five REOs, and provide training to these offices if the proposal is funded.
Rationale	Data processing is a time consuming and error laden process when the data are tabulated by hand as is the case in DEOs. The introduction of computers at the regional level would enhance the data processing and encourage its decentralization. New ERA is currently undertaking a study of the Data Management Information System in Nepal as part of the Policy Research Initiative and will examine the feasibility of introducing computers in the REOs. The decision to computerize at the regional level will await the recommendations of this study.
Anticipated Outcomes	If the recommendation of the Policy Research Initiative is positive, a proposal for computer funding will be developed. If computers are provided to the REOs, at least two staff from each of these offices will receive training in basic computer literacy, data entry and simple data management.
Resources	RTA 1 week Nepalese Data Management Consultant 1 month
Timeframe	After June, 1988

Activity 6: Participation in the IEES Policy Research Initiative (PRI).

Purpose To conduct policy-oriented research on Educational Management Information Systems (EMIS) as described in the cross-national project.

Rationale Applied research and development are critical components of IEES strategy. Work in Nepal focuses on national-level policy formation in education in order to improve its operation and utility. A study is underway to determine:

- (1) the congruence between the information MOEC policy-makers say they need, the information currently available to them, and the types of data and standards of data quality that existing research literature says policy-makers should use;
- (2) the extent to which the development of an EMIS may contribute to greater congruence among the above factors; and
- (3) the extent to which development of an EMIS within the MOEC may be expected to increase the use of quantitative data in the formulation of educational policies.

To address such concerns, the following tasks have been identified:

- (1) identify data needs of the MOEC and other agencies involved in the education sector;
- (2) assess quality, coverage, and timeliness of information currently available to policy makers;
- (3) examine how currently available data are actually used by policymakers;
- (4) identify existing data gaps and their effect, if any, on administrative and policy making procedures; and
- (5) identify issues related to the use of microcomputers in education.

Anticipated Outcomes The PRI activities will increase understanding of how data are currently collected and analyzed within the MOEC. Specific

recommendations for improving the accuracy, timeliness, and interpretability of educational data will also be provided. Together, these outcomes should heighten awareness and broaden appreciation of how a well conceived EMIS can improve policy making.

Resources	National Research Team (New ERA) TA/DA Research Instruments and Materials Other Direct and Indirect Costs Nepalese Data Management Consultant 3 months RTA 3 weeks
Timeframe	On-going until March 1989
Estimated Cost	\$37,000

4.1.2 Evaluation and Research Capacity

Evaluation is essential for determining the utility and impact of educational activities, and research provides an important avenue for analyzing specific questions so decisions can be formulated or revised. The two activities described below (numbers 7 and 8) are designed to strengthen evaluation and research capacity in support of improved management and efficiency. Each requires and produces data. Thus, these activities are closely linked to the preceding group.

Activity 7: Evaluation Planning and Training in Support of Radio Education.

Purpose To provide continuous training and assistance in formative and summative evaluation, with particular emphasis on methods for comparing the cost-effectiveness of radio instruction with other teacher training strategies.

Rationale The RETTP was established in 1984 to increase the number of qualified (SLC-pass) and trained primary school teachers. Under its Basic Needs Strategy, HMG has determined that approximately 72,000 teachers will have to be provided in-service training by the year 2000 A.D. At the same time, the MOEC recently instructed the RETTP not to enroll any more under-SLC teachers (the target group for the radio tuition courses developed over the past two years). Henceforth, the project will develop in-service training packages exclusively for SLC-pass teachers. The packages will consist of radio instruction in primary school curriculum and teaching methodologies, along with self-instructional materials and intermittent contact sessions. Rigorous and continuous evaluation of all program elements is required to insure that this distance-teaching system will reach its objectives.

IEES will continue to provide critical evaluation support to RETTP's reformulated program. Such support will involve the construction and administration of radio curriculum achievement tests, participant observations in the studio and at reception sites, baseline and end-of-course participant surveys, District Education Officer and supervisor interviews, as well as administrative and cost analyses. Formative evaluation studies will be conducted primarily

by RETTP staff, while CERID and RETTP staffs will share responsibility for carrying out the summative evaluation program. IEES' evaluation consultant will assist RETTP's director in the coordination of such efforts.

During the next phase of RETTP/IEES collaboration, special attention also will be paid to issues of project costs and the feasibility of conducting a comparative evaluation of the variety of in-service teacher training programs which the MOEC is currently supporting. To lay the groundwork for such a study, a three-week training workshop on cost-effectiveness and cost-benefit analysis of distance learning will be provided to 20-25 researchers from RETTP, CERID, the Faculty of Education (FOE), and perhaps other agencies to be designated by the MOEC. In the course of the proposed workshop, participants will examine the advantages and disadvantages of various evaluation designs and develop one suitable for application across the major in-service training programs.

Anticipated Outcomes A comprehensive evaluation plan for RETTP's third broadcast year will be implemented by trained personnel from the Radio Education Division and from CERID. The evaluation will yield reliable information which RETTP administrators can use to develop and revise all elements of their distance-teaching package. Evaluation personnel from RETTP, CERID, and other educational research organizations will be able to critique and apply various cost-effectiveness strategies pertaining to radio-based teacher training and other distance-teaching strategies. Workshop participants will develop an evaluation design to serve as the basis for Activity 8, a comparative cost-effectiveness evaluation of in-service teacher training programs, and determine if its application early in 1989 is feasible.

Resources

Nepalese Evaluation Consultant	7 months
TA/DA for Evaluation Specialist	
External TA in Educational Economics	4 weeks
Travel and per diem	
Instructional materials	
Other direct costs	

Timeframe	RETTP Evaluation - July 1988 to March 1989 (est.)
	Workshop - Nov./Dec. 1988
Estimated Cost	\$15,000

Activity 8: Comparative Cost-effectiveness Evaluation of Selected In-service Teacher Training Programs.

Purposes To assist the RETTP and other MOEC in-service teacher training programs in the further design and implementation of a study comparing the cost-effectiveness of their respective programs. To provide on-the-job training in appropriate methodologies for evaluating the cost-effectiveness of different programs.

Rationale In recognition of the need to provide in-service training to primary school teachers, the MOEC has developed a variety of programs in the past 6 years. These include: the RETTP, the Education for Rural Development in Seti Zone Project, and the Primary Education Project (PEP). More recently, the MOEC has decided to implement an intensive (150 hour) in-service training course which will be delivered throughout the Kingdom by mobile units of teacher educators. Each of these programs contains noteworthy innovations, and some have already produced impressive results, albeit on a limited scale. There is also a need for closer monitoring and coordination of the programs. Accreditation of participants and of the programs themselves are additional concerns which, if unattended, could become serious problems in the future.

The recently completed EHR Sector Assessment emphasized the importance of "a strong research base . . . for identifying effective training materials and modalities" (Recommendation 14, p. 6-41). It also pointed out the potential advantages of eventually combining elements of different in-service programs to enhance cost-effectiveness. Recommendation 4 (p. 6-39), for example, envisioned the development of:

"a multi-media package for in-service teachers, including the use of radio and self-instructional modules involving face-to-face contact with experienced teacher trainers . . . such a package would ensure active participation by in-service teachers and promote the introduction of new technologies into teacher education."

Before elements of an effective multi-media package for in-service teachers can be identified, existing programs must be more rigorously evaluated and compared than in the past. Such

comparisons would have to take into account the unique contextual conditions under which each existing program has been developed, along with examining its performance in relation to its costs to date. An additional concern would be the cost implications of expanding different strategies (either alone or in combination) to meet MOEC teacher training targets.

Anticipated Outcomes	A comparative cost-effectiveness evaluation of existing in-service primary teacher training programs will produce:	
	(1) a cadre of evaluators within CERID and other participating programs (RETTP, SETI, PEP, FOE) able to conduct such studies on a continuing basis in the future;	
	(2) a data base with which to compare teacher training programs, now and in the future;	
	(3) improved criteria to determine the most cost-efficient means for allocating MOEC and external assistance resources in support of teacher training; and	
	(4) recommendations for combining elements of different programs into a stronger, more cost-effective approach to teacher training.	
Resources	Nepalese Evaluation Specialists (2)	6 months
	TA/DA for Evaluation Specialists	
	External TA in Evaluation Design	6 weeks
	Travel and per diem	
	RTA	2 weeks
	Research Materials	
	Other Direct Costs	
Timeframe	November 1988 - June 1989	
Estimated Cost	\$22,500	

4.1.3 Planning and Policy Analysis Capacity

The MOEC is at a critical point in its history. It is faced with having to make major decisions in order to implement the Basic Needs Strategy. The units and individuals responsible for planning and policy analysis are already experiencing increasing demands for data and analyses to address difficult issues. The four activities described below (numbers 9, 10, 11, and 12), which are proposed for IEES support, are designed to assist the MOEC in its work. IEES recognizes that it does not make policy decisions but wishes to provide appropriate support to the decision-making process in a timely manner. Activities designed to strengthen planning and policy analysis capacity build on and contribute to the groups of activities described earlier in this section.

Activity 9: Seminars to Orient MOEC Units to the Work of Manpower and Statistics Section

Purpose To provide an opportunity for representatives from other sections in the MOEC to (1) understand the functions and activities of the Manpower and Statistics Section, (2) understand what kinds of data are available from the Section and relevant to their work, (3) learn how data from the Manpower and Statistics Section can be used in various planning activities, and (4) give feedback to the Section related to the utility of its data and the services it provides.

Rationale The Manpower and Statistics Section is one of the few sections in the MOEC that has an RTA. Its staff have been engaged in an extensive process of learning mechanized data management procedures. Because the Section has maintained a low profile many other members of the MOEC are not aware of the resources it offers. To remedy this situation the MOEC has requested that the IEES project support a series of orientation seminars.

The Planning Division will sponsor, with IEES support, a series of orientation seminars unit by unit in the MOEC. Staff of the Manpower and Statistics Section will prepare for each one by first meeting with staff of the visiting unit. In this initial meeting, Section staff will determine the kinds of planning questions unit employees ask and the types of data that are likely to be useful to

them. The discussions that the Section has had recently with the Women's Education Unit can serve as a useful example of how to elicit appropriate planning questions.

Each orientation session will involve representatives from other MOEC Units visiting the Manpower and Statistics Section. Manpower and Statistics Section staff will describe the functions and activities of the Section, with special emphasis on data relevant to the visiting unit. Section staff will demonstrate how data can be accessed and analyzed using the materials they have prepared. The orientation sessions will stress participation from members of the visiting unit.

The Planning Division will work with other divisions and the Manpower and Statistics Section to determine the order in which different units will participate in the orientation seminars. It is anticipated, however, that units associated with the implementation of primary education related to the Basic Needs Strategy will be among the first to receive this orientation.

This approach is selected as the most efficient way to engage large numbers of MOEC staff in data utilization and analysis. These orientation activities will serve to increase and improve communications between the Planning Division and the other units of the MOEC.

Increased interactions will also support the work of the Manpower and Statistics Section. They will assist the Section to determine the utility of its data and may identify other useful data sources. Furthermore, They will provide the Planning Division with current information on the kinds of policy questions and decisions that require data throughout the MOEC.

**Anticipated
Outcomes**

In the short run it is anticipated that various MOEC units will have a better understanding of the kinds of data that are available to inform decisionmaking. These orientation sessions will also improve communications within the MOEC and may improve the quality of data and data analysis in the Manpower and Statistics Section. In the long run it is hoped that individuals will come to rely more on

current data and their analyses for informing both policy and day-to-day decisions.

Resources	RTA Materials Photocopying Other Direct Costs	1 month
Timeframe	One per month up to a total of 12 orientation seminars	
Estimated Cost	\$500	

Activity 10: MOEC-Sponsored Policy Analysis Seminars and Possible Follow-Up Studies Related to the Basic Needs Strategy and IEES Sector Assessment Findings.

Purpose To provide an opportunity for high level decisionmakers in the MOEC to discuss issues and consider various policy options in light of existing data. The seminars will encourage decisionmakers to discuss critical issues with their colleagues within the educational community. If seminar discussions identify areas of critical importance, special studies could provide additional information on targeted issues.

Rationale The recent EHR Sector Assessment identified key policy questions that need to be addressed as the Basic Needs Strategy is implemented. It also highlighted the critical need for individuals involved in the educational process to interact with other professionals more frequently. The policy seminars will provide such an opportunity, and the Sector Assessment findings offer an excellent starting point for discussions.

The policy seminars will provide an appropriate environment for policy analysis. They will serve as informal forums for busy individuals to focus on specific issues or problems, and to consider the costs and likely impacts of alternative policy choices. Relevant data from the Manpower and Statistics Section will be provided to enrich this analysis. The seminar will also allow participants to consider non-quantifiable variables as part of their policy analysis.

Policy discussions of this kind are especially important at this time in the MOEC's history. The Ministry is facing an immense challenge as it embarks on the implementation of the Basic Needs Strategy. Its human, material, and financial resources are limited. Meeting the specified targets will require careful planning, hard work, and inventiveness. The seminars can serve as a necessary catalyst to finding feasible approaches to meeting the challenge.

Inviting representatives from different divisions of the MOEC and other educational agencies, as appropriate, to participate in the seminars will encourage improved communications and joint problem solving. Individuals will be in a position to explore different

perspectives on the same problem, taking advantage of the range of experiences represented by seminar participants.

The seminars will build on and integrate existing IEES activities. IEES has assisted in strengthening the MOEC's data management capacity. It is appropriate that this capacity now be used by an expanded number of MOEC units. Furthermore, the seminars can provide an avenue for decisionmakers in the MOEC to discuss the findings of the Policy Research Initiative, which is focussing on data availability, flow, and use in relation to the education sector.

Selection of topics for the policy seminars will be the responsibility of the Planning Division in consultation with other units. Where appropriate, seminars will be co-hosted. It is anticipated that findings from the sector assessment and issues emanating from the Basic Needs Strategy will be likely starting points. The following are provided as possible topics:

- improving the quality of primary education
- patterns in primary school enrollment
- issues surrounding girls' enrollment
- anticipated demands on secondary education

Prior to each seminar, the staff of the Manpower and Statistics Section will prepare an *Education Brief* for discussion. This will outline the basic information available on the selected topic and may raise some critical questions. An example of the kind of information to be contained in an *Educational Brief* is given in Annex B.

The above approach is selected to disseminate educational information because it is known to be effective. Face-to-face communication is important, especially for busy individuals who are highly placed in their organizations. They do not have sufficient time to read research reports in detail, and they rely on others to provide them with critical information. Adoption of this approach will allow engagement of key individuals in a systematic way.

It is possible that the seminar discussions will identify the need for further study to support decisionmaking. There is sufficient flexibility in the IEES project for this to occur as long as the studies are carefully targeted and designed to answer specific

questions in a short period of time. Possible topics for follow-up studies include the following:

- what are the characteristics of effective primary schools?
- what do head teachers need to know to organize and run their schools more effectively?
- what are cost effective strategies for increasing girls enrollments ?

Anticipated Outcomes This activity will encourage data based policy dialogue and analysis. It should improve communications among different units which are responsible for arriving at common solutions. In the long run it should improve decisionmaking and planning throughout the education sector. The activity will assist in the identification of studies supportive of the planning process.

Resources	RTA	2 months
	Nepalese Data Management consultant	2 months
	External TA (TBA)	3 weeks
	Materials	
	Photocopying	
	Other Direct Costs	

Timeframe At least 6 policy seminars and 1 policy study

Estimated Cost \$25,000

Activity 11: Study Tour for Educational Planners

Purpose To familiarize two senior-level MOEC planning and/or data management staff with the work of their counterparts in one or more IEES countries, and to enhance the officials' analytic and planning capacities through exposure to selected training materials.

Rationale The IEES international conferences, International Steering Committee meetings, and the Policy Research Initiative study team orientations have provided some opportunity to share experiences cross-nationally. There have been few other opportunities for officials from IEES countries to work together on problems of common concern. Yet, many of the challenges facing educational planners across the seven IEES countries are remarkably similar, and there is much to be gained by having high-level officials pool their insights and achievements in an atmosphere conducive to reflection, dialogue, and problem solving.

The study tour envisioned for senior MOEC planning officers will be designed to enhance communication and problem solving among participants from more than one IEES country. A second, but equally important objective will be short-term training in advanced planning and data management techniques. The Economic Development Institute of the World Bank and IEES have jointly developed a training program for mid-level government planners. It is intended to enhance data management and analysis skills through the use of new and relatively simple techniques. They include the use of microcomputers to analyze case studies that incorporate data bases from IEES countries. This training package has been developed in both French and English, pretested at the University of Benin in Togo, and is now available for use by planners from Nepal and other IEES countries. Therefore, a significant portion of the proposed study tour may be devoted to work with counterpart IEES representatives on the training package.

Anticipated Outcomes Senior MOEC officials will increase their knowledge of planning issues and techniques by: (1) meeting with counterparts from one or

more of those countries and (2) by working with them on a workshop built around IEES' educational policy training package.

Resources Travel and per diem
 Training materials

Timeframe To be decided on the basis of participants' availability across various
 IEES countries, but no later than April 1989.

Estimated \$20,000
Cost

Activity 12: Support to the MOEC Program Planning and Budgeting System (PPBS)

Purpose To assist MOEC as it institutes procedures for requesting budget allocations based on the relationships between costs and benefits of its different expenditures.

Rationale The IEES concern with educational efficiency is ultimately a concern about the relationship between the costs of alternative educational inputs and the relative benefits of resulting outputs. The concern is addressed at the macro level (the larger economic and managerial context, policy, and budget allocations) and at the micro level (performance in schools and classrooms). The project has also had a significant focus on data use and management because it is these data that allow one to measure both costs and benefits.

The Ministry of Finance (MOF) is in the process of working with line ministries to introduce a Program Planning and Budgeting System (PPBS) as part of its structural adjustment loan. This system requires each line ministry to re-think the way it budgets. Rather than presenting budgets in the traditional fashion (such as staff salaries and equipment), ministries are required to present budgets according to program (topical or substantive) areas such as teacher training, curriculum development, textbook production, and examinations.

The objectives and benefits of each new (program) line item have to be clearly identified. Ministries will have to show what their budgets were by program area for the two preceding years and submit a program-defined request for the next budget. Any proposed increases in the budget request will have to be justified in terms of the relationships between costs and benefits. The MOEC has been selected for PPBS implementation in 1988.

This approach to budgeting is consistent with the IEES concern for improved educational efficiency. IEES will assist the Planning Division as it works with MOF on this activity. Specifically, the project will assist the Division mobilize its various resources and assemble the necessary data for the budgeting activities, and provide "add-on" support for relevant, short-term, out-of-country training.

Anticipated Outcomes	In the short run the MOEC will gain a clearer view of the importance of accurate data for planning and budgeting, and of the strengths and weaknesses of its data management system in relation to the needs of the PPBS. In the long run it is anticipated that IEES support to this activity will further strengthen and support IEES efforts to improve resource allocation in the sector.	
Resources	RTA Short-term training	1 month
Suggested Timeframe	January - October, 1988	
Estimated Cost	\$5,000	

4.1.4 International Networking

Networks are an important means of sharing information. The IEES project plans and supports networking activities to facilitate interaction among its participants.

Activity 13: International Networking

Purpose To promote information sharing, cross-fertilization, and joint problem solving with other participants in the IEES project.

Rationale The IEES project consists of a program of activities that are conducted in seven different countries. Although each country is unique, the countries also face many similar problems and the networking activities provide an opportunity to learn from one another. Furthermore, the combined wisdom gained from participation in the project contributes to the knowledge base on educational efficiency in the developing world.

The establishment of a local documentation center related to educational efficiency and located in the Planning Division will provide useful information on educational planning in Nepal and other IEES countries.

The international conferences and documentation activities provide excellent opportunities to build the in-country knowledge base on educational efficiency. Participation in the International Steering Committee enables Nepal to participate in the management of the project and to influence its activities through policy formulation.

Anticipated Outcomes The international networking activities should foster a better understanding of the overall scope of the project as well as build each country's general knowledge base on educational efficiency.

Resources Provided centrally
Nepalese Data Management consultant 2 months

Suggested	Steering Committee	- March 1988
Timeframe	International Conference	- February 1989
	Documentation	- ongoing

Estimated	Provided centrally
Cost	

4.2 Guidance and Staffing

The MOEC has requested the establishment of a Project Implementation Committee (PIC) to guide and advise all IEES activities. This committee will meet quarterly to review progress in relation to the CIP Update, to suggest improvements, and to assist in the solution on any problems that might arise.

The PIC would be chaired by the Secretary of Education, or his designee. Representatives of HMG, USAID/Kathmandu, IEES, and the IEES RTA will also serve on the committee, although it is realized that a IEES representative may not be present at every meeting. It is proposed that two monitoring trips for IEES personnel be budgeted over the next 18 months. To the extent possible, PIC meetings should be scheduled when IEES staff are in Kathmandu on other project business.

Training is the essential process through which IEES seeks to assist the MOEC achieve its data management, policy planning, evaluation, and research objectives. Only through the preparation of skilled and motivated people at various levels will the MOEC achieve self-sufficiency in the specialized areas which it deems as critical to the efficient operation of the nation's school system. The attainment of new and relatively sophisticated planning capacity and greater self-sufficiency are important criteria for determining whether or not outside technical assistance is warranted and, if so, at what levels.

Given the technical complexity of much of the training to be completed in the activities elaborated in this plan, it is important that highly qualified individuals with detailed knowledge and experience in Nepal's educational system be recruited for the key advisory positions. Whereas IEES is prepared to provide external short-term advisors as needed to meet specific needs of the Project, the bulk of the day-to-day training will be provided by one resident technical advisor and two long-term Nepalese consultants.

As IEES' resident technical advisor for the past two years, Dr. Barbara Butterworth has played an important role in the continuity, follow-up and integration of training activities already underway within the Planning Division and the RETTP. A detailed list of her responsibilities for the coming 16 months is contained in Annex C of this CIP Update. In addition to Dr. Butterworth, this Update documents the need for two long-term Nepalese consultants. The first, a data management specialist, will help coordinate information management and training activities in the district and regional education offices. The second consultant, a distance-learning evaluation specialist, will work with RETTP's Chief-

of-Party to ensure that reliable and useful evaluation procedures are installed and maintained within the innovative RETTP teaching programs, and that a cadre of project staff are prepared to carry on such activities in the future. The scopes of work for the data management specialist and the distance-learning evaluation specialist are presented in Annexes D and E, respectively.

4.3 Estimated Schedule

Table 3 lists the tentative timing for each of the planned activities discussed in this CIP Update.

Table 4
Schedule: IEES Activities
January 1988 - June 1989

Activity	Timing
1. On-the job training	January 1988 - June 1989
2. Regional/District training	April - June 1988
3. Short-term training	Complete by June 1989
4. School mapping	Complete by June 1988
5. Regional level computers	After June 1988
6. Policy Research Initiative	Ongoing until March 1989
7. Evaluation and training support workshop	April 1988 - March 1989 November/December 1988
8. Evaluation of teacher training	November 1988 - June 1989
9. Orientation seminars	April 1988 - April 1989
10. Policy analysis seminars/studies	May 1988 - May 1989
11. Study tour	To be determined
12. Program Planning and Budgeting	February - October 1988
13. International Networking	March & October 1988
Documentation Center	Ongoing
14. Monitoring visits	2 visits

4.4 Estimated Budget

Table 4 lists the estimated cost for each activity discussed in this CIP Update, with the exception of the costs for the RTA and the two long-term Nepalese consultants. This budget includes funds from AID/Washington and USAID/Kathmandu.

Table 5
Estimated Budget, January 1988 - June 1989

Activity	Cost
1. On-the job training	\$7,500
2. Regional/District training	14,000
3. Short-term training	15,000
4. School mapping	3,000
5. Regional level computers	---
6. Policy Research Initiative	37,000
7. Evaluation and training support workshop	15,000
8. Evaluation of teacher training	22,500
9. Orientation seminars	500
10. Policy analysis seminars/studies	25,000
11. Study tour	20,000
12. Program Planning and Budgeting	5,000
13. International Networking	---
14. Monitoring visits	<u>12,500</u>
Total	\$177,000

Persons Interviewed

Uttam Amatya, Under Secretary, MOEC
Ross Amerie, Director, ADB Team
Vishnu Nath Aryal, National Education Committee
Warren Exo, MOF
Frank Farner, World Bank
Geoffrey Hurley, ADB Team Member
Dwight Holmes, Advisor, RETTP
Madev Mainali, Director, CERID
Jean Meadowcroft, PDIS, USAID/Kathmandu
Keshab B. Nepal, Joint Secretary, MOEC
Alex O'Reilly, ADB Team Member
Gopi Nath Sharma, Joint Secretary, MOEC
Hem Chandra Shrestha, Project Chief, RETTP
Kedar Nath Shrestha, Director, CTSDC
Prayag Man Shrestha, Under Secretary, MOEC
Gajendra Man Shrestha, Dean, Faculty of Education, Tribhuvan University
Narsing N. Singh, Secretary, MOEC
Shankar Lal Singh, Under Secretary, MOEC
Prachandra Raj Singh Suwal, MOEC (retired)
Ishwar Prasad Upadhyay, Controller of Examinations, MOEC
David Wilson, Director, USAID/Nepal
Fred Woolley, ADB Team Member

Education Brief
Primary School Enrollment 2043 (1986)

The total primary school enrollment for 2043 is 1,857,658. This represents an increase of 2.5 percent over last year's enrollment. The total Grade 1 enrollment is 766,034, and increase of 4.3 percent over last year's Grade 1 enrollment.

Certain targets have been set for primary school enrollments in order to achieve universal primary education by the year 2000 A.D. The following shows the relationship between this year's enrollment and the target set for 2044 (1988), the first year identified in the Basic Needs Document:

	Year	6-10 Population	Primary Enrollment	Gross Enrollment
Actual	2042 (1985)	2,189,561	1,812,098	82.8%
Actual	2043 (1986)	2,265,081	1,857,658	82.0%
Projected	2044 (1987)	2,343,234		
Target	2045 (1988)	2,424,113	2,079,134	85.8%

In order to meet the target set for 2045, there must be an increase of 221,476 in the number of students enrolled over the next two years. This represents an enrollment growth of 11.9 percent between 2043 and 2045 or about 6 percent per year.

To put this growth rate in perspective, the following table gives the growth rates for total and first grade enrollments for the last 5 years.

	Year				
	38-39 (81-82)	39-40 (82-83)	40-41 (83-84)	41-42 (84-85)	42-43 (85-86)
Increase in total primary enrollments	6.2%	10.3%	7.5%	3.6%	2.5%
Increase in Grade 1 enrollments	6.0%	8.0%	6.3%	0.6%	4.3%

There is generally a declining rate of growth in primary enrollments. It appears that reaching a 6 percent growth rate per year is not likely to happen if the current trend continues. In the past, significant increases in the primary school growth rate occurred with the introduction of free primary education and free textbooks for students in Grades 1-3.

Increasing Grade 1 enrollments is one way to increase gross enrollment rates and reach the identified target. If many students do not currently have access to schools, then opening new schools would tend to increase the growth rate. However, there appear to be many students who have access to schools but still do not attend. Some of the lowest gross enrollment rates occur in the central Tarai districts where most students have access to schools. Achieving a 6 percent growth rate in these areas would be difficult.

Gross enrollments rates can also be increased by reducing rates. According to data prepared by the School Administration Section, the drop-out rate for Grade 1 is 27 percent. If the drop-out rate is reduced to the level of the drop-out rate for Grade 2, it becomes 17 percent. With this reduction in the first grade dropout rate, the number of new entrants only needs to grow at a rate of about 4 percent per year instead of 6 percent per year. Reduction in drop-out rates at all grades will improve gross enrollments rates and therefore facilitate the achievement of the Basic Needs targets.

IEES Resident Technical Advisor

Scope of Work

1. **On-the-job training.** Provide continuous, on-the-job training to the staff of the Manpower and Statistics Section in the use of computer software for data management and in basic data analysis and reporting.
2. **Technical support.** Provide appropriate technical assistance for the entry and analysis of data at the school, district, and regional levels and for the production of timely, accurate, and relevant reports.
3. **Additional locally available training.** Identify and arrange for additional training as needed in the areas of computer-based data management and analysis for the staff of the Manpower and Statistics Section and for other MOEC staff working with computers as appropriate
4. **District and Regional Education Office Staff Training.** Assist in the design of workshop materials and activities for training Regional and District personnel in the collection and analysis of data. Train the staff of the Manpower and Statistics Section to implement workshops using these materials.
5. **Short term, out-of-country training.** Identify and arrange for appropriate internship/training opportunities for permanent staff of the Manpower and Statistics Section.
6. **School Mapping Study.** Work with local consultants to identify ways to computerize the data analysis process and assist the staff of the Manpower and Statistics Section with the implementation of an appropriate strategy.
7. **Radio Education Section.** Provide support as needed to the activities of the Nepalese Evaluation Consultant and participate in the process of designing a study comparing the cost-effectiveness of various programs.
8. **Data Management Specialist.** Support and supervise the activities of the Data Management Specialist.
9. **Orientation Seminars.** Assist in the design and implementation of seminars to orient other sections of the MOEC to the work of the Manpower and Statistics Section. Through these seminars, improve the capability of the Manpower and Statistics Section to meet the MOEC needs for data and analysis.
10. **Policy Analysis Seminars and Studies.** Assist in the identification of topics and preparation of data for these seminars. Assist in the design and implementation of policy studies.
11. **Program Planning and Budgeting.** Assist the MOEC in the organization and implementation of the Program Planning and Budgeting system.

**Nepalese Data Management Consultant
Scope of Work**

1. Assist in organizing and conducting regional and district level workshop and training activities related to data collection, tabulation, and reporting which are the responsibility of the Manpower and Statistics Section.
2. Act as liaison between the IEES project and the MOEC for the Data Management Study and in other areas as appropriate to facilitate the implementation of IEES sponsored activities.
3. Assist in the administrative organization of education seminars to be jointly sponsored by the MOEC and IEES.
4. Organize and maintain the document collection consisting of IEES related documents and information relevant to the activities of the Manpower and Statistics Section. Collect other education related data, particularly studies done by research groups and Non-Governmental Agencies.
5. Participate in the research study on Nepal's Data Management Information System.
 - assist in conducting interviews
 - assist in mapping the flow of educational data and information
 - assist in data interpretation and other areas as appropriate
6. Participate in data preparation for special studies.

Nepalese Evaluation Consultant

Scope of Work

1. **Technical assistance.** Provide on-the-job consultative help to any RETTP evaluation activity.
2. **Instrument design.** Assist in the design of questionnaires, survey instruments, and observation forms to collect field data for RETTP evaluation.
3. **Instrument validation.** Assist in conducting on-the-spot observations in the field to try-out, improve, and validate various data collection instruments.
4. **Sample selection.** Facilitate the selection, formation, and orientation of representative teachers for the formative evaluation groups.
5. **Evaluation meetings.** Participate in formative evaluation meetings to derive suitable prescriptions from the feedback data.
6. **Data analysis.** Facilitate the entry tabulation and processing of field data for appropriate analyses.
7. **Project monitoring.** Keep track of scheduled evaluation activities and project progress. Remind and assist appropriate personnel to carry out all scheduled evaluation activities.
8. **Liaison.** Act as a liaison between the RETTP administration and CERID to coordinate evaluation work of the two organizations.
9. **Coordination with IEES RTA.** Keep the RTA informed of progress, problems, and plans for the RETTP evaluation and related workshops.
10. **Coordination with STTAs.** Work with IEES short-term technical advisers during workshops and reviews by providing background information and local expertise.