

RECOVERY AND ACCELERATED LEARNING (ReAL) PLAN (2023-2028)



Government of Nepal
Ministry of Education, Science and Technology
Singhadurbar, Kathmandu, Nepal

FOREWORD

The pandemic of COVID-19 had detrimental impact on Nepal's school education. A nation-wide lockdown of public movement and services was initiated by the Government upon the confirmation of the first cases of COVID-19 in Nepal in March 2020. In line with this, the Ministry of Education, Science and Technology (MoEST) was forced to shut-down schools. Schools remained closed for almost eight months until the end of October 2020. Due to surge in COVID-19 cases as a result of the emerge of the Delta variant, schools were re-closed in April 2021, only to re-open gradually in September that year. Another surge in cases a result of the Omicron variant caused schools to close yet again for a month at the beginning of 2022. To reduce the effect of the disruptions of services, the MoEST approved the national School reopening Framework in November 2020, providing guidance for local governments and schools on the safe reopening of their schools. However, the diverse context and available resources meant that the requirements were not equally feasible for all 753 local governments and that schools in some areas remained closed longer than in others. Furthermore, there were stark differences in the extent to which children had access to alternative education programs and resources to continue their learning during school closures, causing learning loss to be distributed unevenly across Nepal's student population.

As schools have returned to normal service, it is clear that schools throughout Nepal require additional support to meet the diverse range of needs that their children present. As a result, the Ministry of Education, Science and Technology (MoEST) has developed the Recovery and Accelerated Learning (ReAL) Plan in order to provide the framework and mechanisms for schools to receive the support they need. In addition, it is hoped that the good practices that result from recovering the lost learning will be integrated into the regular teaching and learning practices in schools so that children experiencing other shocks to their education, or those who need remedial support, will benefit in the future.

The MoEST will implement the ReAL Plan as part of the School Education Sector Plan (SESP). The focus of both plans is the support and capacity building of teachers, school leadership and Local Levels to implement effective education that identifies and responds to students' needs. As such, the focus of the ReAL Plan is at the local and community level and on the foundation literacy and numeracy skills that are essential to students' studies.

Whist the months of lost schooling can never be replaced, this plan will help ensure that lost schooling does not become long term lost learning. By focusing on foundational skills, we believe that children will be able to address the challenges they have faced while their schools were shut, and they will not suffer the lifelong barriers of lost education. The MoEST would like to thank all the contributors and stakeholders who have participated in the development and review of the ReAL Plan. In particular, the SESP Joint Financing Partners: the, the Asian Development Bank, the European Union, the Embassy of Finland, the Royal Norwegian Embassy, the United Nations Children's Fund (UNICEF), the United States Agency for International Development (USAID) and the World Bank have given time and resources to support the plan. In addition, the wider education development community, including the Association of INGOs, other civil society organizations and other active development agencies have given their support in the development of the plan. Moving forward, the MoEST is grateful for the cooperation and collaboration of all stakeholders as we collectively support the local levels and schools who will be contextualizing and implementing the ReAL Plan according to their specific needs.

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ABBREVIATIONS

AAL	Above Average Learner
ADB	Asian Development Bank
AL	Advance Learner
ASER	Annual Status of Education Report
BL	Basic Learner
BBL	Below Basic Learner
CAS	Continuous Assessment System
CB-EGRA	Classroom Based Early Grade Reading Assessment
CEHRD	Center for Education and Human Resource Development
CDC	Curriculum Development Center
CLAs	Central Level Agencies
DEO	District Education Office
DOE	Department of Education
DP	Development Partner
ECD	Early Childhood Education
ECED	Early Childhood Education and Development
EDCU	Education Development Coordination Center
EGR	Early Grades Reading
EGRA	Early Grades Reading Assessment
EGMA	Early Grade Math Assessment
ERO	Education Review Office
ETC	Education Training Center
FLN	Foundational Literacy and Numeracy
GON	Government of Nepal
GPA	Grade point Average
ICT	Information, Communication, Technology
I/NGO	International/Non-Government Organization
LEG	Local Education Group
LG	Local Government
MOE	Ministry of Education
MOEST	Ministry of Education Science and Technology
MoU	Memorandum of Understanding
NARN	National Assessment of Reading and Numeracy
NASA	National Assessment of Student Achievement
NEB	National Examination Board
PL	Proficient Learner
PETC	Provincial Education Training Center
PMEC	Priority Minimum Enabling Condition
PPC	Pre Primary Class
RC	Resource Center

ReAL	Recovery and Accelerated Learning
RP	Resource Person
SMC	School Management Committee
SS	School Supervisor
SSDP	School Sector Development Plan
SSRP	School Sector Reform Program
TA	Technical Assistance
TaRL	Teaching at Right Level
TLM	Teaching and Learning Materials
USAID	United States Agency for International Development

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Government of Nepal
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Recovery and Accelerated Learning (ReAL) in Schools in Nepal

Nepal's Context

The pandemic of COVID-19 had detrimental impact on Nepal's school education. In particular, because the country was just recovering from devastating impact of the earthquake of 25th April 2015 that had left many schools and classrooms in dilapidated condition. When the cases of COVID-19 were detected in Nepal, MOEST was forced to shut-down schools until further notice on 19 March 2020. Soon after, the Government of Nepal had to impose a full-lockdown on 24th March 2020. While the lockdown was gradually eased, schools remained closed for multiple time during past two academic years. Schools first closed in March 2020 and remained closed for almost 8 months until the end of October 2020. Schools had to close again in April 2021, due to surge in cases as a result of Delta variant. Schools reopened in September 2021, but had to shut-down again for approximately one month in January 2022 due to surge in cases as a result of omicron variant. In early November 2020, MOEST issued school operations guidelines allowing local governments to reopen schools by following the guidelines. However, meeting those requirements mentioned in the guidelines were not equally favorable for many local governments. As a result, schools were kept closed for almost a year in many parts of the country after the first shut down of schools.

Between then and now, various snapshot surveys, piloting and testing have been conducted by the government, bi-lateral and multilateral agencies and I/NGOs to trace the impact of COVID on education, especially about learning loss. These studies and reports provide enriching information in assessing the loss and in setting the context for Nepal.

While loss of an academic year itself is irrecoverable, loss of learning can be recovered by adopting measures that are appropriate and specific to the country context. For this, measures applied need to be contextual and should be part of/ aligned with the education sector's institutional set up.

Improving quality of education in community schools in Nepal has been one of the key objectives of the various sector plans that have been implemented over the last two decades. Unfortunately, this has not yet led to the improvements envisioned, with

a report published in 2019 by the MoEST's Education Review Office (ERO) indicating that only 28 percent and 45 percent of students demonstrated adequate proficiency in Mathematics and Nepali language, in grade 5 and 3 respectively¹. Another study², conducted by ERO in 2018 shows only 8.41% of students in Grade 3 could meet the grade-level reading proficiency as defined by MoEST³. These numbers confirm both that prior to the COVID-19 related disruptions, there was significant learning loss occurring in the system and that there is a need to focus interventions towards ensuring foundational learning in the early grades. Failing to acquire proficiency in basic reading and numeracy skills during these years will prevent these children to progress in their later learning and life opportunities, thereby affecting sustainable development in the long run⁴.

If we examine closely, learning loss caused by frequent and sometimes long-term closure of schools, has occurred throughout past years before the pandemic as a recurrent phenomenon in Nepal's schools. The loss has been caused by frequent school closure due to climate, geography, and human induced causes such as floods, draught, fire, earthquake, and strike actions etc. Therefore, although unprecedented in its duration and impact, the school closures caused by the COVID-19 pandemic were not unique in terms of disruptions in the Nepal education system contributed to learning loss.

It is however important to take note of the fact that this learning loss is different across regions and different groups of learners, based on the pre-COVID-19 existing quality of education, pre-vulnerability of the learners in terms of drivers of disparity that they face based on their location, ability, caste/ethnicity, gender, social economic status, mother tongue, etc. Therefore, when attempting to address learning loss, an equity-perspective must be included in terms of analyzing where this loss has been disproportional and additional resources and measures must be mobilized/applied to recover. Some major considerations that are informing the analysis of the existing pre- and post-COVID-19 learning assessment- and educational administrative data to understand these drivers of disparity in terms of learning loss have been stated below.

1. **Insufficiency of quality infrastructure**, both physical and academic, has long been a concern in community schools in Nepal. The Government of Nepal and its development partners felt the need to improving the quality of school's learning environment. As such, the School Sector Reform Plan (SSRP) 2009-2015, introduced specific policy on meeting the prioritized minimum enabling conditions (PMEC) in all community schools of Nepal. Poor learning environment in schools have been categorically indicated as being one of the major enabling factors for students to drop out early.

1 GON. 2019. National Assessment of Student Achievement, 2018: Main Report. Ministry of Education, Science and Technology, Education Review Office, Sanothimi, Bhaktapur.

2 GoN. 2020. National Assessment of Reading and Numeracy in Grade 3. Ministry of Education, Science and Technology, Education Review Office, Sanothimi, Bhaktapur.

3 Students should read 45 or more words correctly in one minute and comprehend 80% or more questions related to the text of 60 words.

4 World Bank. 2019. Learning Poverty. World Bank.

2. **Work related migration** has contributed to **decreasing youth's career expectations**. Declining career expectation is associated with political instability and lack of opportunity for income and career growth within country. Because of low career expectations, the demand for high quality education is also low. A passing grade is what many youths just look for as in many cases they have already set their minds to migrate for job. While a large share of the national economy depends on remittance sent home by these migrating work force, majority of them land in an unskilled and low wage job due to lack of proper training and education.
3. **Highest impact of school closure is on early graders⁵** who did not have access to remote learning.
4. Along with the learning loss, **increase in number of school dropouts⁶** is inevitable if nothing is done to address the fact that student learning levels will have further deviated within their respective age groups due to the unequal impact of the disruptions. Flash Report-II (2021-22) indicates 13.6% children in ECED/PPEs; 14.5% students in lower basic (Grades 1-5); and 10.5% students in upper basic (grades 6-8) education were not regularly attending throughout the school year, which can be taken as an indication that these children are on the verge/in the process of dropping out.
5. **Gender equity and social inclusion⁷** is likely to widen in the days to come. As the equity index shows, caste/ethnicity, followed by gender were the two dominant drivers of disparity in the local governments with the highest disparities in learning outcomes, which have been computed under the consolidated equity strategy since 2018 onwards.
6. Nepal is a country that is **highly prone to different forms of natural and human induced disaster** and therefore **school closure has time and again remained as a common phenomenon**.
7. **Increased poverty and food shortage is forecasted⁸** for countries like Nepal which will have profound effect on education and learning.

5 The World Bank. 2022. Accelerating Learning Recovery: A Guidance Note for Addressing Learning Losses in the Context of COVID-19 and Building Back Better.

6 Cited in World Bank (2022) UN Secretary-General warns of education catastrophe, pointing to UNESCO estimate of 24 million learners at risk of dropping out

7 The World Bank. 2022. Accelerating Learning Recovery: A Guidance Note for Addressing Learning Losses in the Context of COVID-19 and Building Back Better.

8 Ibid.

Challenges

1. Impact of COVID-19 on school education is gradually coming into the sight with its impact not only in lower grades but also in higher grades. Recently published Secondary Education Examinations (SEE) of year 2078 BS which was held between April 22 and May 03, 2022, has shown deteriorating quality of exam scores. Percent of students with higher GPA scores have dropped significantly compared to previous years.
2. The learning loss is recoverable, but making up for loss of time will be a challenge in terms of covering curriculum that was planned during the two years of school closures. It is necessary that students, while in higher grades, must gain the basic competencies that was expected to be achieved to graduate to higher grades. Since, two years' time has been elapsed without learning due to the pandemic, students are required to achieve quite a lot to be able to manage the course in the grades they are currently enrolled.
3. Going beyond recovery, the education system must be strengthened to facilitate accelerated learning so that learning gains exceeds the learning loss so as to meet our quality norms and standards.
4. Learning recovery and accelerated learning are not a short-term solution. A thorough assessment of learning status and learning objective is necessary to plan ahead. This will also require reform in policies, curricular objectives and the pedagogy.
5. Diverse language background of learners has consistently posed a challenge in managing language of instruction in schools and in achieving a balanced and equitable learning among all learners.
6. Teacher preparation and building local capacity is the vital component of this recovery and accelerated learning plan. However, the structure and functions of institutions that existed earlier, such as the Education Training Centers (ETCs), Resource Centers (RCs), Resource Persons (RPs) and School Supervisors (SS), have been abolished. These structures were primarily providing a range of need-based capacity building in schools and communities. Therefore, until the new system and structure with clearly delineated functions are in place, alternative ways and means to continuing capacity building in schools and communities is needed.
7. Accelerated learning will require students learning levels to be reached at par. For this, we must compromise on swapping/merging grades, trimming academic course load, or repeating certain courses from lower grades. What is clear to us is that 'business as usual' will not help recover the learning loss. We need extra time, extra effort and a new approach to recover and to bring students learning levels at par. Only when, student's learning levels is reached at par, we can rollout accelerated learning.

8. As the levels of learning loss are different in different grades and levels and is also different in different subject, there is a need to prioritize the interventions under the plan. Focusing on Basic Education would help minimize the unprecedented burden.
9. The School Education Sector Plan (2022-31) has been recently initiated in Nepal, but will now need to be contextualized into the provincial- and local education sector plans. At the same time, the learning recovery agenda and the commitments that Nepal has made during the Transforming Education Summit (TES) and as part of the Strategic Partnership Agreement (SPA) of the Global Partnership for Education (GPE) have to be accommodated. The transformational initiatives will inevitably require adjustments in our existing curricula and the pedagogy. In this regard, it would be timely to form a curricula and pedagogy reform committee to address both current and upcoming requirements for educational reform.
10. The recovery plan and accelerated learning will require significant additional resources in a time when both domestic- and development assistance budgets are under pressure. While a number of the proposed strategies can be accommodated under the SESP, additional financing will be required in a number of areas to roll out activities.

Opportunities

While there are a number of challenges that are crucial to be addressed timely and with appropriate measures, there have been a few lessons learned and best practices already tested during COVID-19 which provides opportunity to build and scale-up.

1. With the SESP initiated, there is a concerted effort among the Government and development partners to support local governments in the contextualization of this plan in their local plans and budgets, which offers a way for a systematic inclusion of learning recovery elements.
2. Use of ICT, digital platforms, on-line systems and applications have improved substantially in the aftermath of COVID-19. Although, this is concentrated mostly in urban areas, these practices can be extended gradually in rural and remote areas with appropriate infrastructure and backstop support.
3. Government accelerated its ICT programs in schools by providing additional funds and for equipment and software as needed in as many schools as possible within its budget. Applications and digital platforms are already in operation where both students and teachers can join and interact. Along with the government, private sector has also made huge investment in developing digital means and platforms for online teaching and learning. Teachers have received trained to use ICT effectively in continuing teaching and learning activities.

4. The consolidated equity strategy, and the equity index developed as a part of this to measure and monitor disparities in education outcomes, provides a framework to ensure that interventions can be tailored on a need-base across the different local governments and groups of learners.
5. Home schooling and a number of non-school based programs and activities were also introduced by both government and non-government actors that provides enriching information about these best practices whereby student and teachers were virtually connected.
6. Government also provided flexible funds to the local government to implement programs related to recovery of learning loss. Some schools and government have already introduced and running recovery activities in schools within their jurisdiction.

The Road Map for Recovery and Accelerated Learning

Background

The Government of Nepal (GoN), in collaboration with Development Partners, has developed this Recovery and Accelerated Learning Plan (ReAL) that aligns with and is a part of the School Education Sector Plan (SESP, 2022-2030). This plan draws on research and experience gained during the pandemic to scale successful interventions that identify and address learning loss, and furthermore, to institutionalize new practices that have been proven to accelerate learning. The framework of the ReAL Plan essentially follows the RAPID Framework⁹ to address the learning loss and to accelerate the level of learning in schools. The five policy actions recommended in the RAPID Framework has been contextualized and translated into actionable strategies by aligning them with the existing policies, plans and the governance system of the country. These policy actions are:

1. Reach every child and retain them in school
2. Assess learning levels regularly
3. Prioritize teaching the fundamentals
4. Increase catch-up learning
5. Develop psychosocial health and wellbeing

The plan has two phases: In the first two years of the SESP program, the ReAL plan will roll out interventions to improve basic literacy and numeracy using Teach at the Right Level (TaRL)¹⁰ approach that assesses students' needs and provide targeted support. These interventions will be around six to ten weeks¹¹ in duration which will be determined by the local government depending on school and student's learning level and the need for recovery support.

The second phase of ReAL plan will identify school and classroom practices that are proven to be highly effective and will ensure their institutionalization across the education system. This scaling up of best practices will assist education providers with contextually appropriate and sustainable strategies to accelerate learning and improve system wide learning outcomes.

Considering the possibility of students dropping out of school, due to being absent from school for a long time and lagging behind in learning, the plan will make special arrangements for identifying such students and bringing them back to school and/or supporting them for continuing their education through formal or non-formal means.

9 World Bank, the Bill & Melinda Gates Foundation, FCDO, UNESCO, UNICEF, and USAID. 2022. Guide for Learning Recovery and Acceleration: Using the RAPID Framework to Address COVID-19 Learning Losses and Build Forward Better. Washington, DC: World Bank.

10 Radhakrishnan, K., et.al. 2021. Remote Learning: Evidence from Nepal during COVID 19. Policy Brief – July 2021. The World Bank.

11 Variation in duration will depend on student's level of competencies. Weaker student will require longer support and above average students will require lesser support. TaRL program in Nepal was 8 weeks long and 2 hours each day.

Goal

Building a resilient and responsive education system with the capacity to address and recover learning loss among students based on identified needs.

Objectives

1. To recover the loss of learning caused by the COVID-19 pandemic
2. To institutionalize best practices for recovery and accelerated learning in schools.

Strategies

1. Comprehensive assessment of student's learning level and system's capacity.

During the past two years, various rapid surveys and analyses have been conducted by the government, development agencies and I/NGOs to trace the impact of COVID on education, which to various amounts capture pre- and post-COVID-19 learning outcome data. These studies and reports provide enriching information in assessing the loss and in setting the context for Nepal. As part of the joint efforts on moving from the COVID-19 response to recovery, it was agreed to undertake a learning loss analysis for informing the learning loss recovery and accelerated learning initiatives. The learning loss analysis informs the classification of LGs based on the prevalence and severity of expected learning loss, based on which different need-based support packages that include intensive curriculum and accelerated learning campaigns planned under the ReAL Plan during then start of the academic years of 2023-24 and 2024-25.

It is therefore necessary that children are assessed in terms of their learning competencies to set benchmarks for both learning recovery and accelerated learning of students at different levels of learning.

Moreover, it is also necessary to keep a comprehensive account on availability and quality of infrastructure, teaching and learning facility in schools, and the quality and availability of schoolteachers. To keep these accounts readily available for determining right level of teaching, this comprehensive assessment remains as critical-pathway for the recovery and accelerated learning.

Activities

- 1.1 Undertake comprehensive analysis of learning loss based on secondary system data to identify prevalence and severity of learning loss among different groups of learners
- 1.2 Development of diagnostic tools for rapid diagnostic and regular assessment of student's learning level.

- 1.3 Assessment of system capacity – school infrastructure and teaching and learning environment, teacher strength and capacity, community and home support system.
- 1.4 Improving and strengthening IEMIS database to include school, student and teacher information to support design and delivery of recovery and accelerated learning program.
- 1.5 Support school and teachers to conduct rapid assessment of student learning status using the diagnostic tools.

Outcome

- 1.1 Percent of students with learning level in each LG is determined for planning recovery activities.
- 1.2 Student groups are identified as “Below Basic Learner (BBL)”, “Basic Learner (BL)”, “Below Average Learner (BAL)”, Proficient Learner (PL), and Advance Learner (AL) in each grade.
- 1.3 Schools are able to use the diagnostic tools for regular assessment of student’s learning status.
- 1.4 Schools received appropriate support to improve their capacity.
- 1.5 Teachers are recognized and received capacity building for recovery and accelerated learning purpose.

2. Redefining measurable “learning skills” and the pedagogy

Learning skills are commonly referred to as 4C’s: critical thinking, creative thinking, communicating, and collaborating. These can be expanded to include more domains of learning that are relevant to our context. Literature provides enriching and wide range of scope for transforming education pedagogy to meet country specific needs as well as meeting the 21st century skills.

The concept of educating the whole child in early grades has long been in practice. The whole child approach builds social and emotional skills at relatively early ages that are crucial in situations like pandemic and other forms of school closure. The whole school approach focuses on Social, Emotional, Physical, Cognitive and Creative skills¹² among other things. A whole child approach, which ensures that each student is healthy, safe, engaged, supported, and challenged, sets the standard for comprehensive, sustainable school improvement and provides for long-term student success¹³. Social and emotional skills are in particular relevant to our context where we regularly face natural and human induced disasters that cause sudden trauma and panic among young minds. These skills are seen to build resilience and social responsibility.

12 Fisher, D., & Frey, N. (2019). Better Learning Through Structured Teaching: A Framework for the Gradual Release of Responsibility, 3rd Edition. Alexandria, Virginia: ASCD, [2021].

13 Retrieved from <http://www.wholechildeducation.org/about/> on 7/09/2022.

The learning crises has also offered us an opportunity to transform our education system by maximizing use of technology-based learning and diversification of pedagogy to include non-school based learning and survival skills. This will require setting new policies, goals and targets for quality education that will include equipping and connecting all schools with the technology and focusing exclusively on technical education and vocational skills, and other life skills.

Hence the following reform actions around curricula and pedagogy will be ensured:

Foundational learning plus non-academic skills

There's no argument against investment in foundational learning – early literacy and numeracy. However, recent literature repeatedly suggested rethinking about the ultimate goal of education and then making the right decision on investment¹⁴. While foundational skills are basic requirements, researchers suggest that that's not enough for ensuring long-term benefits and wellbeing of learners. Hence, suggest making investments in other domains as well, such as Socioemotional skills, health and nutrition, safety, etc.

Integrated curricula already introduced in schools in grades 1-3 includes 5 major soft skills such as, thinking skills, intrapersonal skills, interpersonal skills, multiliteracy skills, and citizenship skills. Likewise, there are 29 sub-skills already included in the Integrated curriculum of Grade 1-3. These skills and sub-skills will be reviewed and refined to extend it in grades 4-8.

Activity

1. Review of existing curricula against:
 - a. teaching and learning practices in schools and curricular expectations
 - b. learning benchmarks and level of achievement
 - c. global trends and expected skills and competencies in the curricula
2. Refining curricula based on the review recommendations including refined learning benchmarks.
3. Rollout of refined curricula and learning benchmarks in schools

¹⁴ David K. Evans and Susannah Hares. 2021. "Should Governments and Donors Prioritize Investments in Foundational Literacy and Numeracy?" CGD Working Paper 579. Washington, DC: Center for Global Development. <https://www.cgdev.org/publication/should-governments-and-donors-prioritize-investments-foundational-literacy-andnumeracy>.

Outcomes

1. Curricula includes foundational skills including social and emotional skills.
2. Curricular objectives and learning benchmarks are aligned with our expectation,
3. Learning benchmark clearly defines basic skills and minimum competencies required to progress into higher grades that also includes suggestions about what to aim for at times of emergencies like pandemic.
4. School teachers are prepared about learning benchmarks and the pedagogy to be followed.

Structured pedagogy

Although there's no consensus in the literature about Structured Pedagogy, it broadly refers to “a systemic change in educational content and methods, delivered through comprehensive, coordinated programs that focus on teaching and learning, with the objective of changing classroom practices to ensure that every child learns. The ultimate goal of structured pedagogy is that all children gain foundational (literacy and numeracy) and transferable (social and emotional) skills, as an essential grounding for ongoing learning and for life and work”¹⁵.

Structured pedagogy provides “coordinated interventions for improving instruction; program components include teaching and learning materials (lesson plans, teacher guides) teacher professional development, and assessment”¹⁶. Flipped classroom concept is also in practice for sometimes now globally and also in Nepal which can be expanded further cost-effectively.

Activity

1. *Regrouping of grades for redefining learning objectives and learning benchmarks*

Curricular revisions will not happen until the third of year of the ReAL plan. Based on the lessons learned during the first two years of recovery activities, existing structure of grade level and curricular objectives and learning outcomes can be redefined as:

1. Pre-Primary / ECD/PPC (5–6-year age) – One year pre-school concept with readiness for graded learning. Basic orientation and recognition of alpha/numeric image, its sound and relationships, recognition of images of natural world –flora and fauna, and basic health and hygiene including recognition of social and cultural relations.
2. Early Basic Level – Grades 1-3 (6–9-year age) – Along with Foundational Literacy and Numeracy (FLN), basic Social and Emotional skills, health and hygiene practices, and introductory ICT.

15 Chakera, S., Haffner, D., Harrop, E., (2020) UNICEF Eastern and Southern Africa Region Working Paper – Structured Pedagogy: For Real-Time Equitable Improvements in Learning Outcomes. UNICEF: Nairobi.

16 The World Bank. 2022. Accelerating Learning Recovery: A Guidance Note for Addressing Learning Losses in the Context of COVID-19 and Building Back Better.

3. Lower-Basic Level – Grades 4-5 (9–11-year age) – basic mastery in reading, numeracy, and social and emotional skills, survival/life skills, ICT and subject specific knowledge.
4. Upper Basic Level – 6-8 (11–14-year age) – advanced level skills in ICT, introduction of technical and vocational skills, and specific subjects such as Science, geography, culture, history, etc.

2. ***Focused and refined instruction***¹⁷:

1. *Targeted instruction*: Providing instruction that is appropriate to the learning levels of each child, usually by using assessments to group students by level of proficiency rather than by age or grade, for a dedicated hour or period
2. *Small group tutoring*: complements classroom instruction by offering personalized teaching and guidance to small groups of students
3. *Self-guided learning*: Allows students to progress, incrementally and at their own pace, toward mastery of foundational skills with minimal support from teachers; can serve as complement to regular instruction and can leverage (digital) technology when conditions are appropriate.
4. *Individualized learning*: teacher should be able to use diagnostic tools individually for determining targeted intervention for individuals and small groups.

Outcome

1. Learning objectives and instructional designs are aligned with students’ age and grade that allows at least two years’ time for the student and their teachers to achieve.
2. Learning outcomes are measurable and clearly defined for each grade.
3. Teachers are trained to switch and adopt appropriate pedagogy as needed.

3. Strategy for Learning Recovery

Learning loss has been a recurrent phenomenon that is caused by ad-hoc events such as COVID-19 pandemic, and natural and human induced disasters. Moreover, there are also recurrent learning loss caused by the system itself. Such as, students not meeting minimum learning benchmarks is the loss of learning. The percent of student not meeting the minimum benchmarks are huge and is a regularly occurring phenomena. Therefore, it is suggested to include ways in the curricula and pedagogy so as to provide regular remedial support for students to lagging behind in key learning domains.

What we have learned so far is that, “business as usual” model will not help recover the gap and in reaching the trajectory that will lead us to an accelerated learning. Several action steps are hence necessary to gain the basic competency so as to trigger the accelerated learning.

¹⁷ Ibid.

Activities

1. ***Intensive but flexible program*** – Local Government and schools will be able to select package that is for learners based on their learning recovery needs. Local governments and schools will determine learning recovery needs based on assessment of students that they will carry-out using diagnostic tools.
2. ***Consolidated and focused curricula for Recovery of Learning Loss*** – focused curricula will be designed to achieve basic skills and competencies required for students to be in a specific grade or level. First two years of the plan will focus in achieving the competencies determined in the recovery curricula.
3. ***Remedial support with extended learning time*** (with option for multiple interventions) – in some cases there may be need for extend teaching and learning hours, but in majority cases it is possible by squeezing a few hours out of the education hours and to offer remedial support.
4. ***Expansion and recognition of non-school based teaching and learning*** It has increasingly become a necessity to diversify the scope and recognition of education beyond school. Hence, the education system must be made flexible and open to incorporate various forms of education both as part and whole of learning. Some of the sub-action points are following to open-up our education system:
 - a. ***Remote learning and homebased support*** have increasingly become a necessary condition for both recovery and accelerated learning. Hence, both strategies must be fully optimized and made available to the large group of learners and especially for those who **preparing parents, guardians and children everyone to play teacher’s role** as mandatory.
 - b. ***Expansion of Outreach Centers and Outreach Programs*** targeting vulnerable and at-risk children, including learning deprived children and out of school children.
 - c. ***Empowering local bodies to run community learning centers*** to catch up on learning loss due to sudden school closure for whatever reason
 - d. ***Recognition and promotion of learning beyond schools***, not only for those who are unable to attend school but all those who find it safe and comfortable to attend those centers than the school.
 - e. ***Self-directed learning***, such as peer to peer learning, learning at community centers, using internet and open and interactive learning, etc.
5. ***Learning Recovery Campaign*** – to inform and encourage participation of parents, community and other stakeholders by mobilizing media, social network, governments and political bodies, and the civil society.

6. **Strengthening and enhancing learning portals** already existing such as *Sikai Chautari* for learning recovery, expanding this into a Learning Management System (LMS) that include options for peer support and exchange of problems and good practices among local governments and teachers with regard to learning recovery.
7. Learning recovery is included in SIP and LGs include it in the MEP.
8. Model schools will be required to develop and follow contextual strategies to adopt and also support other schools to implement.
9. SMC/PTA will include learning recovery as priority agenda in their regular meetings.
10. **Teacher preparation for remedial support**
 - a. **Assessment of teaching force** against redefined Learning skills and development of their full potential
 - b. Support teachers to **develop subject-specific pedagogical and digital skills** by providing continuous teacher training and coaching. Expand the number of and support teacher coaches and peer learning forums
 - c. Intensive, short-term and refresher training to all teachers
11. **Preparing parents, guardians and children** to perform teacher's role as mandatory condition.
12. Encouraging Local government and Civil Society to mobilize volunteers for coaching, mentoring and supervision and learning in tole reading groups.
13. **Frequent assessment of student's learning.** Refining various tools and processes of student assessment including EGRA/EGMA, CBEGRA, NASA, NARN, and other regular tools used by schools.
14. Strengthening and **updating IEMIS** to increase full- and timely reporting and the use of EMIS data in monitoring, planning and budgeting of learning recovery activities.
15. **Support schemes** for families living in extreme poverty and with school going age children.

4. Strategies for Accelerated Learning

1. Policy Reform
 - a. **Teacher development policy** including provision of structure and functional mandate to existing institutions such as PETCs, and EDCUs.
 - b. Policy on **pedagogical practices** including institutionalization of remedial and extended learning support system to students lagging behind. Consolidated curricula, revised learning objectives and benchmarks, learning standards, and recognition of different forms of learning – remote and home-based, self-directed learning, etc.
 - c. Policy on the **use of volunteers and civil society** in conducting short-term and intensive teacher training programs, and in conducting teaching, mentoring, and coaching services in select school and communities.
 - d. Mandatory policy on **community learning centers** to be run and managed by the local government.
 - e. Mandatory policy on **Family Registration** in nearby community school as school of their community. This will help ensure free enrollment and free education and to offer a wide range of benefits to those families. In return, the family must provide some support to school.

5. Implementation Strategies

As discussed earlier, the plan will be implemented in two phases with its first phase focusing more on recovery and achieving basic competencies and skills that each student must acquire to be in a specific grade or level of education. Similarly, because of diverse learning needs and due to challenges in reaching out every single school-age child in the country, one blanket approach would not be appropriate for all. Hence a multipronged approach would be adopted as the local context may demand.

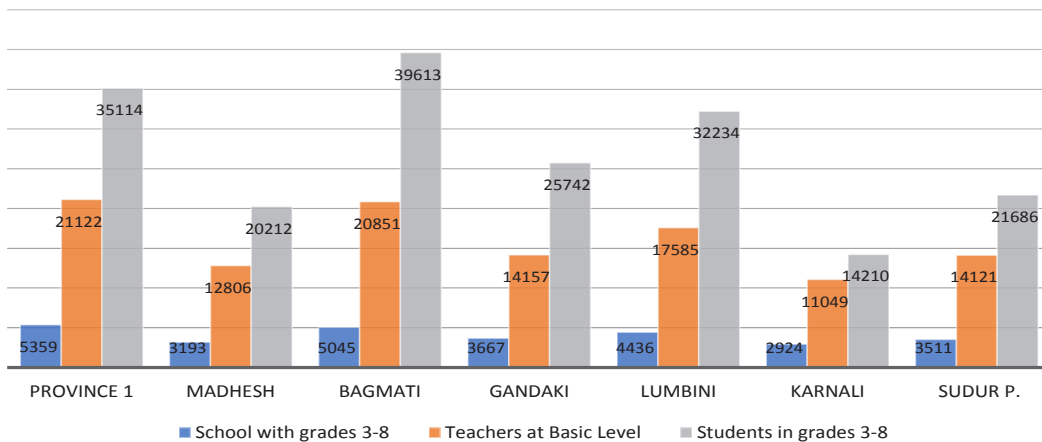
Since we must regain the loss of learning at the earliest possible and before learning loss becomes permanent and irrecoverable, a concerted efforts and productive engagement of all stakeholders including government and non-government agencies, private sector, media, organized professional and occupational groups, and the community and parents is a must. Hence, the plan has recommended for running an intensive campaign for the recovery of learning loss.

Phased and Prioritized Implementation for Learning Recovery

The plan will roll out interventions to improve basic literacy and numeracy using a Teach at the Right Level (TaRL) approach that assesses students' needs and provides targeted support. These interventions will be around six to ten weeks in duration and

will focus on rapid recovery of basic skills and competencies among students. The exact duration of intervention will be determined by respective Local Government based on student’s level of learning. The second phase of ReAL will identify school and classroom practices that are proven to be highly effective and ensure their institutionalization across the education system. This scaling up of best practices will assist education providers with contextually appropriate and sustainable strategies to accelerate learning and improve system wide learning outcomes.

Number of School, Students, and Teachers in Grades 3-8 by Province



Source Flash Report I, 2077 (2020-21). CEHRD

First Phase: Recovery of learning loss phase

The first phase of the plan will run for two years from mid-April 2023 through March 2025. In these two years, the plan will primarily focus in regaining loss of learning in all schools across the country. While, all community schools throughout the country will receive earmarked grant for learning recovery, intensive recovery program will be launched in schools in selected 50 LGs with priority to those with lowest learning level as determined based on comprehensive assessment. Second year will continue to expand coverage of intensive recovery activities in 250 LGs.

The Standard Operating Procedures and Guidelines (SOPG) prepared specifically for the implementation of recovery activities, provides flexibility for the implementation intensive recovery activities by interested LGs and I/NGOs to work in additional LGs with their own resources.

A national campaign for the recovery of learning loss will be organized widely across the country using media and other social platforms for to welcome both government, private sector and I/NGOs to expand implementation of intensive recovery activities in schools and communities.

First-year Activities

1. Undertaking of comprehensive analysis of learning loss, including mapping of secondary data sources and assessments, institutional capacity building and development of tools that local governments can use to unpack their data to identify levels of learning loss and disparities within this.
2. An ***intensive but flexible intervention*** in prioritized LG and schools to recover the learning gap among students lagging behind in foundational literacy and numeracy including social and emotional skills. LGs and schools will be able to select appropriate package of intervention that will range from a few weeks to 10 weeks based on assessment of student's learning level. Using the diagnostic tools and the operational guidelines provided by CEHRD (Annex A), local government and school will determine student's learning level.
 - i. ***For in-school children:*** CEHRD will mobilize school and teacher led campaign to reach all school-going children currently attending school.
 - ii. ***For out-of-school children:*** CEHRD will call all development partners, LEG, civil society and the local governments to participate and contribute to this mission in reaching all school-going age children who are currently out-of-school including children with disability, marginalized and deprived, and with different sexual orientation.
3. **National Campaign.** CEHRD in collaboration and partnership with all three levels of government, private sector and interest groups, civil society and professional organizations, and national and international non-government organizations will run a two day long national campaign for the recovery of learning loss through out the country. Different forms of media and social platforms will be utilized to propagate the message for effective participation and support for its implementation.
4. ERO will carry-out series of research, development and testing works:
 - i. Conduct a broad-brush type research using mostly secondary sources of information with limited primary research to ***quantify the loss*** in school education due to COVID-19 pandemic in Nepal.
 - ii. Develop and administer ***diagnostic tools*** (Annex B) to assess students' learning level in each grade and in key subjects – especially in grades 3-8. Grade 3 is a transition grade for acquiring certainly level of mastery in foundational skills and then moving into advanced levels of learning in grade 4 and onwards.
 - iii. Develop appropriate software and online system to assess students' performance results. Based on the test results, students can be grouped as *below basic learner, basic learner, proficient learner and advance learner which has been already in use by CEHRD.*
5. CDC capacity will be developed for the following task for overall reform for minimizing systemic loss plus accelerated learning:

- i. Comprehensive and comparative research on Nepal’s school curricula against regional and international best practices and its compatibility with emerging trends in pedagogical practices in the regional and internationally.
 - ii. A thorough review and assessment of vertical and horizontal coherence of the school curricula
 - iii. Equipping CDC with high-tech communication lab to host regular interaction programs with provincial and local bodies, schools, school teachers, and educators on subjects related curricular objectives, teaching and learning materials, and pedagogy and instructional designs.
6. **Development of Teaching Resource Materials (TRM)** for Learning Recovery that will include diagnostic tool, adjusted content, and individual/small group learning enhancement plan. The technical team will develop the TRM (Annex C) in coordination with CEHRD, CDC, ERO and NEB. The Technical Team will also develop TRM for Accelerated Learning at some later stage.
7. **Partnership with Teacher Professional Organizations** to run the remedial program.
- i. CEHRD will work closely with the teacher professional organizations for
 1. Preparing teachers for both **remedial campaign** and also for running the **refresher courses for accelerated learning** that will follow from the next school year.
 2. Incentivizing teachers for additional work load for the remedial campaign and for the accelerated learning.
 3. Working out the modality for teacher capacity building, use of diagnostic tools and to administer need based remedial and refresher program.
8. **Partnership with Provincial and Local Governments** to run the recovery program.
- i. CEHRD will sign MOU with local governments to mobilize both school teachers, volunteers, and the locally based civil society organizations to support the recovery campaign for students in both schools and out-of-school.
 - ii. CEHRD and the local governments will work-out the modality of incentives for schools, teachers and volunteers including technical support and the cost-sharing schemes between the local government and CEHRD.
 - iii. A joint monitoring team will be formed to periodically monitor and supervise the campaign in their respective jurisdictions.
9. CEHRD will jointly develop and share **operational guidelines** with **implementation plan** of the recovery to be launched at the start of the school year.
- i. **Continuation and effective implementation of integrated curriculum** in Grades 1-3.

Although, grades 1-3 is not part of the intensive recovery intervention under the ReAL Plan, it is necessary that these founding grades of basic education continues to receive priority intervention. Under the SESP, integrated curriculum will be implemented effectively to meet the learning needs of these early grade children.

1. Effective implementation of Early Grade Learning Programs for grades 1-3
2. Supply of teacher guides and additional learning materials for children.
3. Regular assessment of students' progress through one assessment tool (CAS/ CBEGRA like tool)

ii. Remedial/Refresher program in the classroom for Grades 3-8

1. Set the basic learning competency/benchmarks to be achieve during the recovery plan.
2. Regularly assess students using the diagnostic tool (ERO to design the tool)
3. Set aside adequate time in the beginning of the school calendar (at least 3 hours each day) for conducting remedial classes for students lagging behind.
4. Divide children into groups and teach to their level/ needs

iii. Student Assessments periodically to monitor progress and to adjust teaching and learning inputs. Even after completion of the recovery plan activities, teachers will continue to practice student assessment throughout the session. Contents of the assessment needs will be inbuilt in the existing CAS.

Phase I – Second-year Activities

1. **Continuation of Intensive campaign** and other activities or year one in the remaining schools throughout the country.

Second Phase: Accelerated learning phase

The second phase will run for three years beginning from April 2025 through March 2028. In these three years, the plan will focus in institutionalizing best practices for improving learning level by including remedial and extra coaching and mentoring as part of the pedagogy. This will help improve learning loss caused by both ad-hoc and system induced recurrent loss. These programs will be imbedded in the current SESP to prioritize learning objectives and skills that not only meet the needs of the country but is also in sync with the global trends and directions such as Transforming Education initiative.

Activities

- a. After the intensive campaign in the first phase, CEHRD in collaboration with CDC and ERO will **introduce a mandatory refresher course**, based on assessment/CAS results, included in the regular curricula and the pedagogy to be taught at the beginning of school year
 - i. The refresher course will address the recurrent learning loss caused by systemic issues including any additional loss caused by ad-hoc phenomena.
 - ii. The refresher course will be basically designed to refresh and reinforce students' learning so that they are ready and stepped-up for taking the new and advanced level curricula that will be taught in their current grade. This refresher course will be administered at the beginning of the grade level education.
 - iii. These refresher courses will be designed to cover between 10-20 percent of the curricula that was taught in the lower grade. Schools will select the appropriate level of refresher based on student's learning status. Five levels of refresher courses will be designed to address students with different learning level. Students at **Below Basic Learner** will receive approximately 30% of the curricula as refresher, students at "**Basic Learner (BL)**" level will receive approximately 25% of refresher, students at "**Above Average Learner (AAL)**" level will receive 20% of refresher course, **Proficient Learner (PL)** level students will receive 15% and the **Advance Learner (AL)** will receive only 10% of the refresher course.

- b. CEHRD in collaboration with ERO will **introduce diagnostic tool**¹⁸ designed for assessing performance level of students in each grade. These diagnostic tools will be developed based on curricular objectives and minimum learning benchmarks specified in the curriculum. Schools will use these diagnostic tools at the beginning of school year. Students will be placed for appropriate level of refresher course.
 - i. With the support from ERO, schools will use rapid assessment tools to assess students' performance level during and at the end of the refresher course. All these results will be stored in the EMIS so that the progress records can be traced for regular study and to update the policy and strategies of refresher programs.
 - ii. The diagnostic tools will be simple, mostly structured and fully computerized so that school teachers will not be required to score or evaluate students work. A simple software will allow teachers to input in the data in any devices connected to internet such as mobile phone, iPad, laptop/desktop etc. Once the results are entered it will auto generate the list of students with their grouping as above average, average, and below average.

¹⁸ Note: The diagnostic tools used during the remedial campaign will be readjusted to meet the curricular outcomes expected in each grade and subject.

- c. **Partnership with Teacher Professional Organizations to implement the Accelerated learning program**
 - i. CEHRD will work closely with the teacher professional organizations for
 - 1. Preparing teachers for running the mandatory *recovery and refresher courses* as outlined in the TRM for both recovery and accelerated learning purpose.
 - 2. Working out the modality for teacher capacity building, use of diagnostic tools and to administer the refresher program.
- d. **Partnership with the Local government to implement the accelerated learning in their schools**
 - i. CEHRD to provide grants to local governments participating in the program
 - ii. Local governments to schedule and follow the school operation guidelines
 - iii. CEHRD to provide supplementary learning materials to schools and the necessary teacher training
 - iv. Local government to regularly conduct regular monitoring and assessment of learning improvement
 - v. Local governments to provide additional resources if necessary

6. Implementation Arrangements

A. Institutional Arrangements

a. A coordination committee at the MOEST

- a. coordination with local governments, DPs, TPGs, and I/NGOs

b. A Technical Team

- a. consisting of CEHRD, CDC and ERO to provide technical and logistic services
- c. Respective LGs to implement the ReAL plan
- d. Partnership with LGs Civil Society, and other government and non-government agencies
- e. ERO to lead series of research, development and testing works
- f. CDC to develop *remedial and refresher courses* replace with TRM
- g. CEHRD to build capacity for the implementation of ReAL plan
- h. Operational guidelines

B. Preparatory Activities – between January to March 15, 2023

In collaboration with ERO and CEHRD collection and consolidation of data available on learning loss from various sources:

1. *Develop and test learning Benchmarks for Recovery purpose:*

1. Collect documents on Benchmarks currently in use by different organizations
2. Review and prepare set of benchmarks and test it in on students with different background.
3. Finalize

2. *Develop diagnostic tools for learning recovery with menu of option for different learners*

1. Collect documents on Diagnostic tools currently in use by different organizations
2. Review and prepare set of tools and test it in on students with different background.
3. Finalize

4. *Develop intensive content for learning recovery with menu of option for different learner*

1. Develop intensive curricula/content for recovery
2. Develop rubrics and for assessment and testing
3. Design monitoring and follow-up support mechanism in the standard operation procedure guidelines

5. *Develop Teacher and Teacher Resource Materials (TRM)*

1. Develop and provide short and intensive training to school teachers, volunteers and other resource persons to run the remedial and refresher courses.
2. Develop and distribute materials that can and should be used for the recovery of learning loss.

Estimated Cost of ReAL Plan for First Phase of Activities

Scenario A: Estimated Cost for Nation-wide Coverage

Major Activities	Total Units	Cost per unit	First Phase				Total Budget
			First Year		Second Year		
			Target (80%)	Budget (in NPR '000)	Target (80%)	Budget (in NPR '000)	
School support logistics and incidentals @ NPR 20,000/school	28,135	20,000	10,000	200,000	10,000	200,000	400,000
TRMs for teachers to support students in grades 3-8	190,000	1500	160,000	240,000	160,000	240,000	480,000
Teachers	188,811	10,000	50,000	500,000	70,000	500,000	1,000,000
a) Incentive (5000/Tch)							
b) Training (5000/Tch)							
Preparatory works + Admin and incidental costs				200,000		200,000	400,000
Total		NPR in '000		1,140,000		1,140,000	2,280,000
		USD		\$ 8,769,231		\$8, 769,231	\$ 17,538,462

Note: Not all schools and students will require additional support, therefore over 70% schools, students and teachers have been targeted in this budget scenario.

Scenario B: Estimated Cost for 250 target LG

Major Activities	Estimated Units in 250 LG	Cost per unit	First Phase				Total Budget
			First Year (50 LG)		Second Year (250 LG)		
			Target (80%)	Budget (NPR '000)	Target (80%)	Budget (in NPR '000)	
School support logistics and incidentals cost per school	6,000	20,000	1,600	32,000	8,000	160,000	192,000
TRMs for teaching students in grades 3-8	40,000	1,500	14,000	21,000	56,000	84,000	105,000
Teachers	38,000	10,000	13,000	130,000	52,000	520,000	650,000
a) Incentive (5000/Tch)							
b) Training (5000/Tch)							
Preparatory works + Admin and incidental cost				200,000		200,000	400,000
Total		NPR in '000		383,000		964,000	1,347,000
		USD		\$ 2,946,154		\$ 7,415,358	\$10,361,538

Note: Not all school and student will require additional support, therefore 80% schools, students and teachers have been targeted in this budget scenario.

Financing: Cost sharing

The cost of learning recovery is not only additional to the on-going cost of educational program and activity, it is also recurrent in its nature due to the fragile geography and the impact of changing climates. Systemic loss of learning caused by inadequate educational infrastructure is even higher that demand greater attention on recovery activities in schools to meet the minimum learning benchmarks. In the backdrop of federal constitutional mandate, financing all these activities are neither feasible nor it is sustainable to be funded alone by the federal government alone. Hence, the following cost sharing scheme is suggested:

1. **Regular Program in All 753 LG.** The Project Implementation Plan of CEHRD has made specific provision for implementing activities in schools for the recovery of learning loss caused by COVID-19 and other disaster. The PIM has allocated a lumpsum grant of NPR 600,000; 500,000; and 400,000 for each Metropolitan, Urban LG, and Rural LG respectively for this task. This comes to be around US\$2.6 million per annum. This grant will be continued in all 753 LG during the ReAL Plan period. The PIM has already specified the type of activities, such as Additional Classes, Remedial Learning, and Tutorial Classes can be implemented using this grant. The SOPG (annex A) provides further clarification and operational guidelines for using this grant in schools.
2. **Intensive Program in 250 LG.** Besides the regular program discussed above, MOEST and the Joint Financing Partners have agreed to implement more focused and intensive program and activities in 250 LGs (50 LGs in the first year, and 250 LGs in the second year). The cost of the intensive program will be additional to the ongoing learning recovery grant. The program will include intensive recovery based on student's learning level. Teams of experts from CEHRD, CDC and ERO have already developed the SOPG, TRM and training packages, and the Diagnostic tools for this purpose (see annex A, B and C).
3. **Partnership with Provincial and Local Governments.** MOEST has already carried out consultation meetings with the representative of the federations of urban municipality and rural LG. The SOPG provides the option for LG's who are not in the list of 250 LGs with intensive program but are capable and willing to run the intensive program will be also entitled to receive the program materials and some technical inputs.
4. **Partnership with I/NGOs** – Several I/NGOs have already implemented recovery activities in schools in their respective program areas. CEHRD has taken the lead in mapping and working with the I/NGOs to come-up with their interest to implement the ReAL plan in LGs of their presence. I/NGOs presence with recovery activities is estimated to be in about 15% of LGs.

Tentative Schedule – Plan of activities

Activity	2022												2023												2024			2025	Supporting agency	Budgetary or non B
	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	12	1-12							
Month- →																														
A. Preparation and Development																														
Preparatory activities and discussions with stakeholders																														
ReAL draft plan is endorsed by GoN and DPs																														
Formation of task Force and committees																														
ERO develops diagnostic tools, pilot test and finalize																														
ERO completes research on quantifying COVID loss in school education in Nepal.																														
ERO completes tracer study on COVID-graduates focusing on high-school graduates during COVID.																														
ERO completes rapid assessment of student's status and the final report is shared																														
Prioritization of Local Governments and schools																														
ReAL plan is revised based on results of student assessment and finalized																														
Local Governments invited to partner for its implementation.																														
CEHRD develops packaged program for ReAL																														
Mapping of activities done by govt/non-govt partners relevant to the ReAL plan																														
SOPG for local governments on implementing the recovery of learning losses activities																														
CEHRD, in collaboration with LGs, develops a national awareness campaign on the importance of parent and community support to recovery of learning loss																														

