

***PROMOTION OF GOVERNANCE THROUGH
VERIFICATION OF PRINTED AND DISTRIBUTED SCHOOL TEXTBOOKS
IN SSRP***

Project Completion Report (CARTA – SSRP)

(A CARTA PROJECT)



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Acronyms

CARTA	Citizens Action for Results, Transparency and Accountability
CDC	Curriculum Development Center
CRC	Citizen Report Card
CSO	Civil Society Organization
DEO	District Education Office
DFGG	Demand for Good Governance
DoE	Department of Education
EoI	Expression of Interest
FGD	Focus Group Discussion
FO	Field Officer
GoN	Government of Nepal
HDI	Human Development Index
IM	Inventory Monitor
JEMC	Janak Education Material Center
JSDF	Japanese Social Development Fund
JSSK	Janak Shikshya Samagri Kendra
MoE	Ministry of Education
PTA	Parent Teachers Association
PTF	Partnership for Transparency Fund
RP	Resource Person
SMC	School Management Committee
SSRP	School Sector Reform Program
STRMPTD	School Textbooks and Reading Materials Printing and Distribution Guidelines
SWAP	Sector wide Approach
TB	Textbooks
ToR	Terms of Reference
TPM	Third Party Monitoring

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1 EXECUTIVE SUMMARY

The School Sector Reform Project (SSRP) is a continuation of the ongoing *Education for All* program in Nepal. In 1975, the Government of Nepal began distributing—at no cost—textbooks to primary students in remote districts. Since 2010, free textbooks have been distributed to all students up to grade 10 in community schools throughout the country.

The primary role of the Citizen Action for Results, Transparency and Accountability (CARTA) sub-project¹ was to provide data about the textbook production and delivery process, and to familiarize stakeholders with these processes. The specific goals² of the sub-project were to verify the quantity of printed textbooks versus plan, and to report the numbers received by students. Implemented by SKY Samaj Nepal, with technical support from Helvetas Swiss Intercooperation Nepal and the Partnership for Transparency Fund (PTF), the sub-project worked with 150 community schools and 49,002 students in 15 districts. Beginning March 2014, the sub-project ended in December 2014, ten months later.

The government agency responsible for implementing SSRP is the Department of Education under the direct supervision of the Ministry of Education (MoE). The overall management of school-textbook printing and distribution is regulated by the School Textbooks and Reading Materials Printing and Distribution Guideline (Guideline). The Curriculum Development Centre (CDC) develops curriculum and school textbooks under the MoE³. The Janak Education Material Center (JEMC) was established to manage the production of textbooks and educational materials.

Several organizations are involved in the textbook printing and distribution process. JEMC, a government entity, and private printers are responsible for both textbook production and distribution: JEMC prints 60% of the total, while private printers produce 40 percent. JEMC has legal authority to distribute textbooks for grades 1 to 10 throughout the country, while private printers are limited to certain development regions, districts, and classes. A total of 19 private printers were assigned to print and distribute textbooks for the academic year 2013/14.

Over 3,83,38,000⁴ textbooks were planned for the academic year 2013/14. According to the Guideline, students are expected to receive their textbooks by April 28 (within the two weeks of the start of the academic session) throughout the country⁵. Unfortunately, textbooks are not getting to students on time. The textbook shortage is always a big issue throughout the country, especially at the start of every academic year. Many media articles report stories about the unavailability of textbooks, with numerous culprits blamed—printers, distributors, politicians, schools, and government ministries—but the lack of data makes it difficult to pinpoint problems and take corrective actions.

¹ The sub-project was entitled ‘Promotion of governance through verification of printed and distributed school textbook in School Sector Reform Project (SSRP)’.

² The sub-project had four objectives- a) to familiarize stakeholders with the printing and distribution process, b) to verify the quantity of printed school textbook as per printing plan; c) to gather data about the distribution process, and d) to make recommendations to improve the process.

³ The CDC designs the textbooks, and provides computer/camera ready copy to printers

⁴ The Indian Numbering System is used in tables in this report. Numbers over 9,999 are written in two-digit groups (or a mix of two- and three-digit groups) e.g. 1,000,000 in the International Numbering System is written as 10,00,000 in the Indian Numbering System

⁵ Except in a few mountainous districts where the session starts in February

The CARTA sub-project reported the following data about the printing and distribution process for 2014:

- ♦ JEMC Results
 - ♦ The plan for JEMC called for a total of 2,25,56,000 textbooks to be printed and delivered by April 14.
 - ♦ JEMC delivered 82% of the available printed textbooks by April 14.
 - ♦ That represented only 46% of its plan (2,25,56,000) due to the printing shortfall as JEMC had printed only 56% of its plan by April 14.
- ♦ Private Printers Results
 - ♦ The sum of all of the printing plans that private printers submitted called for 2,09,77,500 textbooks to be printed and delivered by April 15.
 - ♦ Private printers delivered 76% of the available printed textbooks April 15.
 - ♦ That represented only 58% of their plan (2,09,77,500) due to the printing shortfall as private printers had printed only 76% of their plan by April 15.
 - ♦ Note that the flash report, which is based on prior year's student numbers, showed a total of 1,46,46,000 textbooks required from private printers. Compared to that lower objective, private printer performance appears stronger than it does when compared to the aggregated printing plan of 2,09,77,500 textbooks.
- ♦ CRC Student Survey Results
 - ♦ The CRC survey revealed that 45% of students reported receiving an incomplete set of textbooks by April 28, 2 weeks after the start of the school year.
 - ♦ 68 % of students were satisfied with the time when they received the textbooks.
 - ♦ 10% of students used older textbooks, possibly because of the delivery shortfall of new textbooks.

The factors that led to delayed printing and distribution included:

- ♦ Private printers did not trust the targets for printing textbooks and therefore produced fewer.
- ♦ JEMA, the state-owned printing house responsible for printing 60 percent of textbooks, faced managerial and organizational problems, such as overstaffing and financial constraints, and could not reach its printing targets.
- ♦ Policy changes that released some of the restrictions on distribution by private printers occurred too near the beginning of the academic year to have an impact.
- ♦ Monitoring mechanisms at different levels were not functioning well. The monitoring committees at the school and district level, PTA and SMC, were not functional. Consequently management did not have timely information to improve the process.
- ♦ The funds to purchase textbooks (transferred from the DEO to schools) often were not released on time; consequently, purchases were delayed.

The data developed by the sub-project on textbook distribution has been accepted by the District Education Offices, and the DEOs are making changes to improve the printing and distribution process. According to the Assistant District Education Officer (ADEO) of the Dhanusa district, one of the eight districts included in the sub-project, "the main problem is the lack of accurate information throughout the printing and distribution process. The system is not functioning." He and others in the district office during a meeting explained the problem: "the central authorities believe the local enrollment numbers are inflated, and so send only 60-75% of the money requested to the schools to purchase books. The schools know this will happen, and routinely increase the enrollment figures to compensate. The

ministry hears about this strategy, and decreases the amount sent to buy books by even more. No one trusts the numbers at this point.” It is important to note that the district asked the CARTA sub-project to expand their data collection activities to include larger samples from more locations so that they can have accurate data.

Tools and methods used:

SKY used a survey, key interviews, focus group discussions, and physical inventory counts to collect baseline data. Inventory monitors counted inventory levels at selected sites. Survey and focus groups were used to collect data from students to determine if they actually received the textbooks. In the survey, 4,920 students were selected from 150 schools, or about 11 percent of total students in these schools. To meet one of the four sub-project goals, various familiarization activities were designed to disseminate knowledge. SKY organized 150 meetings at the school level with 2,642 participants.

Several recommendations were suggested to improve the processes.

- ♦ Standardize the reporting of data as part of the contract with the private printers and even JEMC,
- ♦ Gradually increase the amount of the first tranche of textbook funds transferred to schools to encourage them to provide more realistic data.
- ♦ Ensure the timely release of textbook funds to the schools by starting the process earlier.
- ♦ Organize systematic orientation training to new district and school level stakeholders who are directly engaged in the distribution of books to students so that they are aware of their responsibilities.
- ♦ Encourage greater participation by private printers, as long as the JEMC has insufficient funding to upgrade its production facilities.

2 BACKGROUND

2.1 Description of SSRP

The School Sector Reform Project (SSRP) is a continuation of the ongoing *Education for All* (EFA) program in Nepal. The government agency responsible for implementing SSRP is the Department of Education under the direct supervision of the Ministry of Education. The School Textbooks and Reading Materials Printing and Distribution (STRMPTD) Guideline (2067 BS) regulates the overall management of school-textbook printing and distribution. According to the Guideline, students are expected to receive their textbooks by April 28 (within the two weeks of the start of the academic session) throughout the country⁶.

Under the National Education System Plan (NESP) in 1971, the Curriculum Development Centre (CDC) was established to develop curriculum and school textbooks under the Ministry of Education (MoE)⁷. The Janak Education Material Center (JEMC) was established to manage the production of textbooks and educational materials. In 1975, the Government of Nepal (GoN) began distributing—at no cost—textbooks to primary students in remote districts. Since 2010, free textbooks have been distributed to all students up to grade 10 in community schools throughout the country.

⁶ Except in a few mountainous districts where the session starts from February

⁷ The CDC designs the textbook and provides a camera-ready copy to printers

Several organizations are involved in the textbook printing and distribution process. JEMC and private printers are responsible for both textbook production and distribution; JEMC prints 60% of the total, while private printers produce 40%. JEMC has legal authority to distribute textbooks for grades 1 to 10 throughout the country, while private printers are limited to certain development regions, districts, and classes⁸. A total of 19 private printers⁹ were assigned to print and distribute textbooks for the academic year 2013/14 (Annex 7.3 lists the private printers).

Efficient textbook distribution is critical to ensure that books arrive at schools on time. The standard process seems straightforward: printers ship textbooks to local booksellers; the school purchases the books (after receiving funds from the government) from these booksellers, and then the school distributes the textbooks to students. The funds to pay the bookseller are disbursed from the Department of Education (DoE) to schools through District Education Offices (DEOs). For the last several years, Sajha Publication Cooperative Limited (Sajha Prakashan [SP]), a government body, had sole responsibility to distribute textbooks printed by JEMC all over the country. Sajha Prakashan had dual responsibilities: printing textbooks as a private printer and distribution of JEMC printed textbooks as well. However, due to internal managerial problems, SP did not have the right to distribute JEMC printed textbooks nor to print textbooks for this academic year. As a result, JEMC revised its distribution policy and initiated a bidding process, inviting private distributors to submit expressions of interest to distribute school textbooks across the country. The notice was announced just 17 days before the start of the academic session. Since private printers were busy printing textbooks for other grades and regions, they couldn't respond in a timely way, and the short notice was thought to be one reason for the delayed distribution of JEMC school textbooks to Region and 1-5 in Far Western Development Region, which had delayed the selection of private printers.

Unfortunately, for this reason and others, textbooks are not getting to the schools on time. The textbook shortage is always a big issue throughout the country, especially at the start of every academic year. Many media articles report stories about the unavailability of textbooks to students; numerous culprits are blamed—printers, distributors, schools, the government—but the lack of data makes it difficult to pinpoint problems and take corrective actions.

2.2 ToR with Implementing Agencies

The original scope of work for the CARTA sub-project included an assessment of the quality, quantity, timeliness and fiduciary risks in textbook production and distribution under SSRP. However, after a series of meetings with Helvetas Swiss Intercooperation and the World Bank, the scope of the sub-project was limited to an assessment of the timeliness and quantity of the textbooks printed and distributed to schools. With the consent of Helvetas Swiss Intercooperation and PTF, the original ToR was then revised, excluding any monitoring of fund flows for textbooks production/distribution, and the quality of textbooks¹⁰.

⁸ For the academic year 2014, 19 private printers were assigned to print and distribute textbooks in 32 districts of Eastern and Western Development Regions for Grades 1 to 8, and 9 districts in the Far-western Development Region for Grades 1 to 5. JEMC has no legal restriction in selling of school textbooks throughout the country for all Grades: 1 to 10.

⁹ Sajha Prakashan (a private printer) could not print textbooks due to management problems. Sajha had been distributing JEMC printed textbooks throughout the country for several years.

¹⁰ A previous study report entitled, *Assessing the scope for improving the process, quality, and timeliness of school textbook printing and distribution*, by the MoE in 2013 covered these topics.

In particular, the sub-project was designed to provide data resulting from the following activities:

- ♦ Based on a small sample covering all 5 regions and at least 15 districts with up to 10 schools per district, the sub-project would report on textbook delivery to students. In addition, the sub-project would:
- ♦ Monitor the performance of JEMC printing and distribution in all regions.
- ♦ Monitor the performance of private sector printers in the Eastern and Western regions.
- ♦ Prepare a “process map” that shows the textbook printing and distribution process in the country (both JEMC and private).
- ♦ Monitor the planning process of textbook distribution, and implementation of the distribution plan.

In the process of data collection the sub-project would identify the key governance challenges and bottlenecks in the textbook printing and distribution system and make recommendations.

2.2 Governance gaps and accountability issues addressed by the CARTA sub-project

The CARTA sub-project provided missing data for the agencies charged with oversight of the printing and distribution process. While numerous cases of anecdotal evidence were reported in the SSRP project, there was a significant lack of detailed data for each step in the production and distribution cycle that would allow management to make changes in policies and operations.

The sub-project conducted a survey that was completed in June 2014, three months after the start of the sub-project, to determine the status at that time. Excerpts from this initial survey report indicate a textbook system with numerous problems. In particular the following issues were noted at that time:

- ♦ ***Deficit in number of textbooks printed by both JEMC and private printers***
By the start of academic session (April 14), JEMC had printed only 56% of the textbooks planned, while private printers had printed 76% of the planned textbooks and a higher percentage when compared to the flash report, which is based on prior year student numbers.
- ♦ ***Delayed distribution of textbooks***
Out of the 4900 students sampled at 150 schools, only 45% received a complete textbook set by 15 April. By 17 July, 5% of the students sampled at 150 schools still did not have a completed textbook set.
- ♦ ***JEMC’s distribution mechanism***
JMEC’s distribution mechanism was uncertain until 17 days prior to the start of the academic session. The distribution channel was changed to involve greater numbers of private distributors, instead of Sajha Publication.
- ♦ ***Functioning of monitoring mechanism***
District level textbook distribution monitoring committees were not functioning properly. The Parent Teachers Association (PTA) and school-level textbook distribution monitoring committees were not performing their roles adequately.
- ♦ ***Familiarity with process map***
Both the School Management Committees (SMCs) and PTAs were not aware of the school textbook printing and distribution guidelines, including process maps of textbook printing and distribution.

- ♦ **Information dissemination on status of textbooks at school level**
Schools did not use notice boards to disseminate information about the status of textbook delivery.
- ♦ **Release of first funds by the DEO to purchase textbooks**
The partial release of funds from District Education Offices (DEOs) was reported as one cause of delayed textbook distribution¹¹. Schools usually pay with their own funds to get the full allotment then make a claim against the DEO for the amount they spent. Some schools do not have funds to pay for all the books needed. Due to lack of resources, ten schools reported that they could not purchase complete textbooks for all students against the funds received, especially in Siraha, Dhanusha, and Morang.
- ♦ **Textbook distribution practices at school level**
In three schools (two districts), students were asked to purchase textbooks directly under a modified reimbursement system (the guideline state that a school should purchase the textbook and distribute them to students).
- ♦ **Cross-border sales of textbook have accelerated textbook distribution**
JEMC and private printers normally have separate distribution territories. To accelerate the distribution of textbooks to schools, the DoE allowed private printers to sell textbooks in selected JEMC areas. This change accelerated textbook distribution in those areas.
- ♦ **Reliability of Flash-I Report**
The “Flash- I Report” is the basis for the planned quantity textbooks printed in any year by both JEMC and private printers; however, there is some concern about the reliability of the numbers. Comparing student enrollments in Flash-I reports with attendance in final examinations indicated that the Flash I reports overstated the numbers of students by 12%, with higher discrepancies in schools in the *terai* region. Note the following comment from a meeting with the Assistant District Education Officer (ADEO) of the Dhanusa district, one of the eight districts included in the sub-project, “the main problem is the lack of accurate information throughout the printing and distribution process. The system is not functioning.” He and others in the district office during a meeting explained the problem: “the central authorities believe the local enrollment numbers are inflated, and so send only 60-75% of the money requested to the schools to purchase books. The schools know this will happened. And routinely increase the enrollment figures to compensate. The ministry hears about this strategy, and decreases the amount sent to buy books by even more. No one trusts the numbers at this point.”
- ♦ **Duplication in student enrollment**
In some *terai* districts (Siraha, Dhanusha, Morang and Kapilvastu) some students enroll in more than one school for the purpose of receiving benefits (e.g., scholarships). Duplicate admissions lead to unreliable enrollment numbers and a lack of trust in reported numbers.
- ♦ **Uses of old textbooks**
Some students use old textbooks especially in the *terai* districts and the Pyuthan district in the hill region. This seems to be mainly due to supply problems, but this phenomenon should be studied more.

¹¹ DEOs release around 70% of the budgeted funds in the first installment.

While there are many components in an efficient textbook production cycle that have to work well together to assure delivery of enough high quality textbooks each year, the sub-project did not have the resources or the time needed to look at every factor. The CARTA sub-project focused only on verifying the quantities of textbooks, and the timeliness of deliveries, not on quality factors. SKY verified the inventory records of printers based on expected quantities at different times in the production cycle.

2.3 CARTA Objectives

CARTA's objective is to enhance the development, impact, sustainability, and local ownership of projects. The Partnership for Transparency Fund (PTF) manages the CARTA project, but uses a local partner (Helvetas in Nepal) and local civil society organizations (CSOs) to manage and implement specific sub-projects. Funds for the project are from the Japanese Social Development Fund (JSDF), administered by the WB.

PTF makes grants to CSOs to support activities such as a) third-party tracking of project processes and results, b) promoting potential beneficiaries' access to information, c) strengthening citizen capacity to respond to emerging issues/concerns, and d) increasing citizens' abilities to improve project outcomes by making project implementation agencies more responsive. Ultimately, the experience of the CARTA Program will build a significant body of knowledge and good practice in promoting citizen's demand for good governance in Nepal.

2.4 Scope of the CARTA Sub-project

Beginning March 2014, the sub-project ended in December 2014. The CARTA sub-project was implemented in 15 districts covering three ecological belts—*terai*, hill and mountain—in five development regions. There were ten schools from each district; overall, data was collected from 150 community schools. Of the 150 schools, 63 were primary, 33 were lower secondary, and 55 were secondary/higher secondary.

Table 1: Types of schools and number of students

SN	District	Types of Schools			Number of Students in each school
		Primary	Lower Secondary	Secondary/ Higher Secondary	
1	Ilam	4	3	3	1,656
2	Morang	4	3	3	3,742
3	Dhanusha	4	1	5	6,138
4	Siraha	4	1	5	4,052
5	Sindhupalchok	4	3	3	2,562
6	Dolakha	4	3	3	3,057
7	Tanahun	5	1	4	2,536
8	Lamjung	5	2	3	2,004
9	Kapilvastu	2	3	5	5,101
10	Arghakhanchi	2	2	6	2,714
11	Pyuthan	5	2	3	2,531
12	Rolpa	5	2	3	3,577
13	Kailali	5	2	3	3,894
14	Kanchanpur	4	3	3	3,526
15	Dadeldhura	5	2	3	1,912
	Total	62	33	55	49,002 students
	Total	150 schools			

3 DATA COLLECTION METHODOLOGIES AND TPM TOOLS

The sub-project collected data using different methods. In a typical project, data is gathered at the beginning of the project, before an intervention, and then again at the end. The data sets are then compared, and changes can be analyzed to determine the extent attributable to the intervention. This sub-project used another approach, since the primary purpose was to collect data during one yearlong textbook production cycle. Consequently, rather than repeat the same methodology to collect the same data for comparison purposes, different data gathering methods were used that were thought most effective to gather data at different times in the production cycle. The purpose was not to compare data, but to provide the most accurate data possible using the best tool. Essentially the data provides a snapshot of existing conditions and cannot show trends.

First Survey:

Data was collected through a survey, focus group meetings with SMC and PTA, and key informant interviews near the beginning of the sub-project, but already several months into the textbook production cycle. Survey respondents were expected to be school representatives, such as head teachers. The survey consisted of a structured questionnaire that gathered data on schools and students, including student numbers, demographics, number and types of schools, and textbook distribution practices (See Annex 7.7). Fifteen key informants were also interviewed from the District Education Offices to triangulate the reported information.

Inventory count:

Data from the supply side was also gathered. A checklist (See Annex 7.8) was developed to measure inventories of JEMC and private printers against their printing plans submitted to the CDC. Feedback on the checklist was also collected from CDC and DoE officials so that DOE's monitoring indicators could also be incorporated. Data was collected on the number of planned textbooks, printing progress, and distributed amounts. In the case of JEMC, the inventory data from its central office was again verified with those of regional offices and sales records. Likewise, in the case of private printers, their inventory records were triangulated with their printing and distribution plans.

Information on the final status of textbook printing and distribution was collected from JEMC and 18 private printers, based on the developed checklist.

Student survey:

A Citizen Report Card (CRC) survey (Annex 7.9) was used to gather student perceptions about the timely receipt of textbooks and their knowledge of the textbook cycle. A CRC survey was used rather than an ordinary survey in order to obtain both quantitative data about when the students received textbooks as well as qualitative data about student satisfaction with the process and quality of the textbooks received. The process included both a questionnaire and focus groups.

The sub-project engaged 49,002 students in 150 community schools in 15 districts. A sampling methodology was designed to ensure proportional representation of students from different grades, caste/ethnicity and sex composition.

The sample population consisted of 55% female and 30% Dalit students. The survey indicated that 45% of the students sampled had received textbooks within the timeframe specified in the Guideline. Sixty-eight percent of the students responded that they were satisfied with the textbook distribution

practices in respect to timeframe, and 75 percent were satisfied that they had received complete sets of textbooks with no textbooks missing.

Many suggestions were collected from school-level stakeholders regarding the smooth and timely distribution of textbooks at schools, such as complete release of budget for textbooks purchase to schools, and effective mobilization of SMC and PTA, especially to manage the textbook distribution by the start of the academic session.

Starting the project in the middle of the textbook printing and distribution cycle presented some challenges. The survey was conducted during August and September, six months after the target textbook receipt date (April 15); this probably introduced some bias into the survey results. Since the sub-project began in the middle of the printing and distribution cycle and only included one partial cycle, it was not possible to conduct a base-line survey for one cycle and an end of sub-project survey for a subsequent cycle to show project impact. Capacity building was not part of this sub-project.

4 OUTPUTS

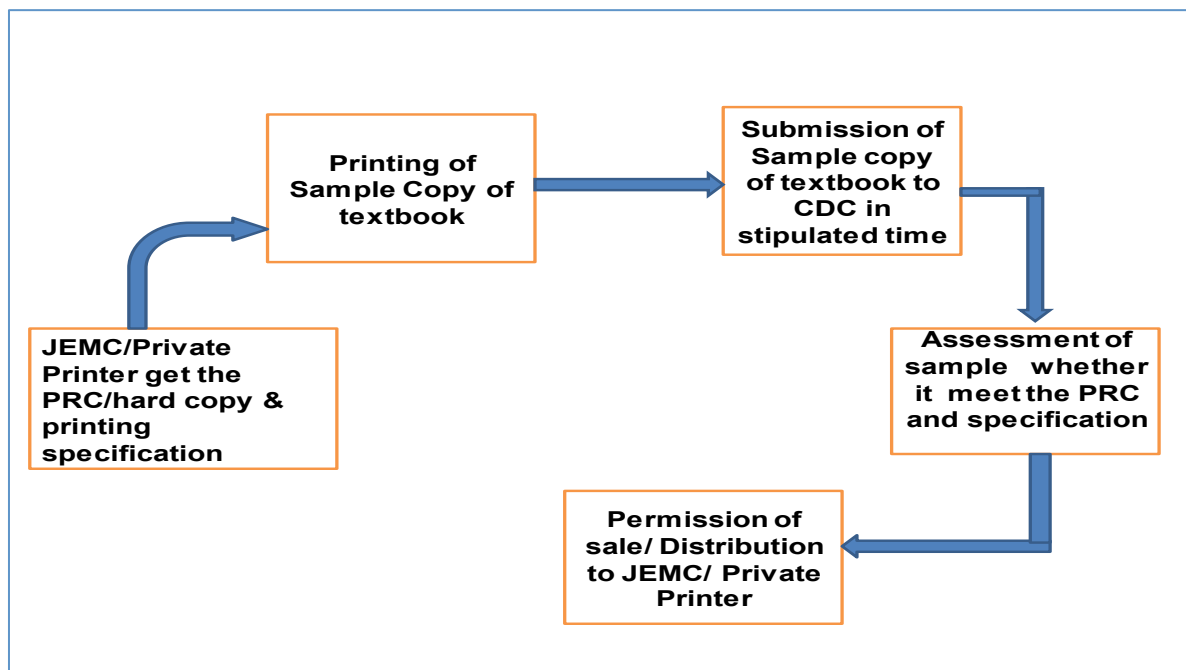
Output 1: District and school level stakeholders will be familiarized with a textbook printing and distribution-process map

SKY-Samaj Nepal prepared a textbook distribution process map as part of the sub-project. Sky reviewed the Guidelines # 2067 BS, and consulted with CDC authorities in order to develop the process map. The process map was completed during the first two months of the project.

The initial assessment of district and school stakeholders' familiarity with the process map showed that they had limited knowledge of textbook printing and distribution. Hence, the sub-project disseminated information about the TPDP map. SKY organized meetings to familiarize stakeholders, explaining the step-by-step distribution channels for textbooks from printing houses to schools. Fifteen introductory meetings (with 258 participants) were organized at district headquarters; participants included the District Education Officer, RP, HT and DEO officials¹². Also, 150 meetings were organized with 2,642 participants at schools (See Annex 7.5). The discussion topics included the roles and responsibilities of the PTA and SMC, the Guideline, process maps, and general information about the textbook production cycle.

Textbook printing process map: The printing process of school textbooks generally begins once the JEMC and private printers receive *camera-ready* copies (CRC) or print-ready copies (PRC) from the Curriculum Development Centre (CDC). When the curricula of certain grades are newly developed or revised, as an initial step, the P/CRC needs to be developed at least six months before the beginning of the next academic session. Generally the CDC makes printing specifications available to printers and distributors within 15 days from the date of application registration for printing of textbooks. Printers then prepare sample print copies and submit them to the CDC within the specified timeframe. Once the CDC determines whether the printing samples meet the P/CRC and its specifications, printers get permission to print their allocation of textbooks.

¹² A summary of these meetings is presented in Annex 4.



Textbook distribution process map of private printers: Altogether 19 private printers were assigned for printing and distribution of textbooks for grades 1-8 in Eastern and Western Development Region and grades 1-5 in Far Western Development Region. Private printers are also involved in the distribution of textbooks in these districts. The distribution process of the private printers seems a bit shorter and faster than JEMC since it involved fewer steps, as shown in annex 7.6.

Output 2: Stakeholders will be informed on any variance between planned and printed textbook quantities and their planned delivery dates

Based on the data collected, there are two primary reasons why textbooks are not reaching the schools on time. The first involves the printing process: either too few books are printed in total, or textbooks are printed too slowly. Second, the distribution process may be the cause: perhaps enough books are printed, but they are not delivered on time because the process is inefficient.

Printing

Both the JMEC and private printers could not meet their textbook printing targets within the timeframe¹³.

JEMC, the government owned printing house, is primarily responsible for textbook production and distribution, producing over 60% of the total textbooks. However, it is also the greatest cause for the lack of textbooks in the schools. The following table shows the printing progress at JEMC.

¹³By the 28th April or within 15 days of start of academic session students are supposed to receive complete sets of textbooks. Generally the closing date of textbooks printing of the JEMC is July. After July, physical verification of printed textbooks usually starts. The Nepali fiscal year ends 15 July and afterwards JEMC starts printing textbooks for next academic year.

Table 2: Variance between plan and progress in textbook printing at JEMC

Printing plan (A)	Printing progress		Deficit (C)	% of plan completed(B/A)*100
	Timelines	Actual (B)		
2,25,56,000	Up to April 7	1,18,70,027	1,06,85,973	53%
	Up to April 13	1,25,27,194	1,00,28,806	56
	Up to April 28	1,32,72,256	92,83,744	59
	Up to May 8	1,39,80,140	85,75,860	62
	Up to May 22	1,46,41,743	79,14,257	65
	Up to May 29	1,49,42,471	76,13,529	66
	Up to June 18	1,61,32,465	64,23,535	72
	Up to July 6	1,66,95,359	58,60,641	74%

Private printers have a substantial and growing responsibility to print textbooks. Nineteen private printers were assigned to print 40% of the required total textbooks for this academic year. The plan called for a total of 2,09,77,500 textbooks, and by the target delivery date, 14 April, 76% of the target had been reached. By April 28 private printers had printed 91% of their plan, and thus could not meet their printing target. However, the flash report¹⁴, the official guide, which is based on numbers of students from the previous year, called for 1,46,46,000 textbooks to be printed¹⁵. When private printers performance is compared to the flash plan, their printing numbers exceeded the flash plan by 30 % as of April 28. The table below reveals the printing performance of private printers.

Printing Progress of Textbooks--Printing Plan Private Printers

Printing Plan	Printed textbooks			Remarks
2,09,77,500	Up to March 29	Up to April 14	Up to April 28	1,46,46,000 - <i>total scope of work; based on flash report</i>
Number of Textbooks	15045508	15881808	19080008	
Percentage of Progress vs. printing plan	72%	76%	91%	

Output 3: Quantity and timely delivery/distribution of textbooks will be observed and reported

This data focused on the distribution of printed textbooks. SKY assessed the performance of textbook delivery from printing houses to students by collecting inventory data. As already mentioned, JEMC and the private printers have different delivery channels; nevertheless both JEMC and private printers could not deliver the required numbers by the start of the academic session. Unfortunately, the private printers’ plans were not very specific and clear, lacking milestones. JEMC had a specific printing schedule, but no clear distribution plan. Both issues led to some difficulties in collecting sufficient data to pinpoint the problems.

¹⁴The MOE determines the number of textbooks to print each year on the basis of “Flash reports” (enrollment figures). Based on these estimates, private printers submit their plans to the CDC. The JEMC, as a government-owned body, doesn't submit a plan to the CDC; it has its own plan for textbook printing and distribution. Based on the data collected, JEMC is not able to meet its plan. To meet demand, some private printers, who printed more books than they needed, have distributed textbooks in JEMC distribution regions, even though this is prohibited in the Guidelines.

¹⁵ Note that private printers, in total, are permitted to exceed the numbers in the flash report when submitting their plans.

Table 3: Textbooks delivery status by JEMC

Printing Plan (A)	Printed textbooks available (B)	Delivered textbooks		
		Date	Number (C)	Percent of available textbooks delivered (C/B)*100
2,25,56,000	1,18,70,027	Up to April 7		
	1,25,27,194	Up to April 13	1,03,08,910	82%
	1,32,72,256	Up April 28	1,08,61,883	82%
	1,39,80,140	Up May 8	1,13,91,888	81%
	1,46,41,743	Up to May 22	1,21,24,598	83%
	1,49,42,471	Up to May 29	1,23,87,223	83%
	1,61,32,465	Up to June 18	1,33,69,110	83%
	1,66,95,359	Up to July 6	1,37,88,490	83%

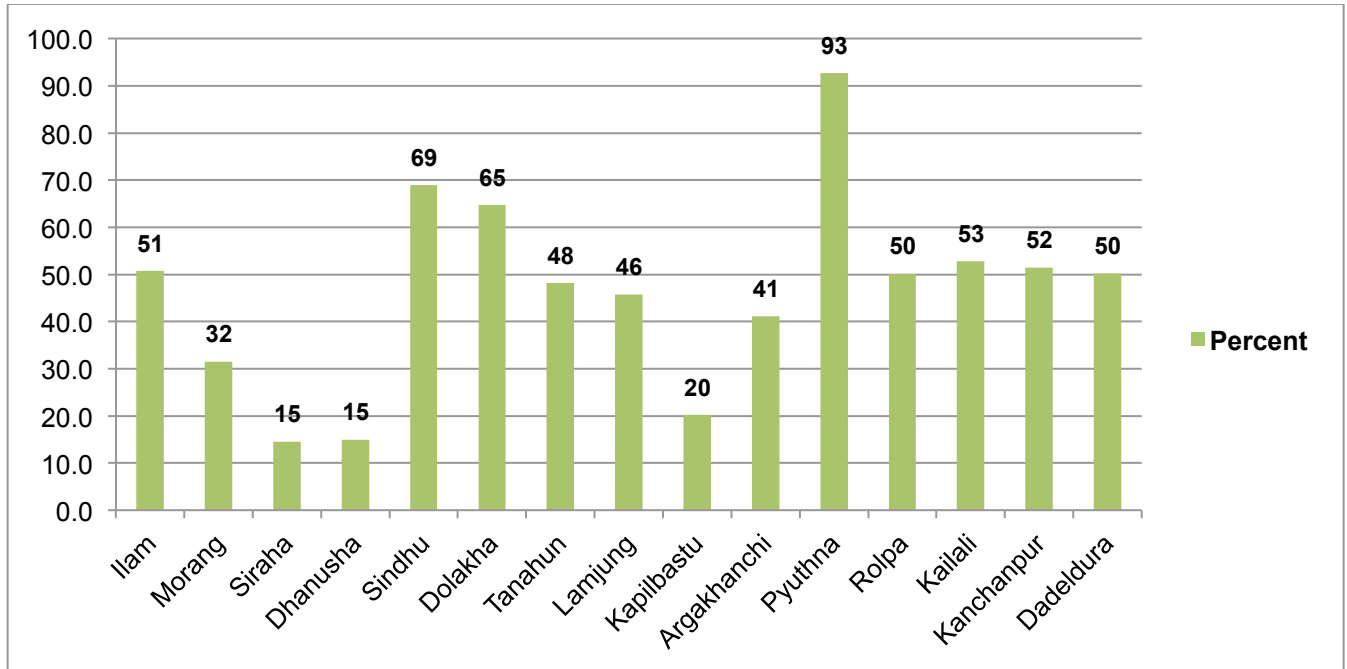
At the start of the academic session, April 14, JEMC delivered 82% of the available textbooks and did not increase the percentage delivered over the next three months. Private printers delivered 76% of the available textbooks by the delivery date, April 15. The delivery channel of private printers was short compared to that of JEMC and as a result, there was rapid progress in private printer textbook delivery, between March 19 and April 15 as seen in the table below.

Table 4: Percentage of delivered versus available textbooks by private printers

	Up to March 19	Up to April 15
Available (printed) textbooks	1,50,45,508	1,58,81,808
Delivered textbooks	20,23,103	1,21,12,573
Percentage of delivered textbooks versus available (%)	13%	76%

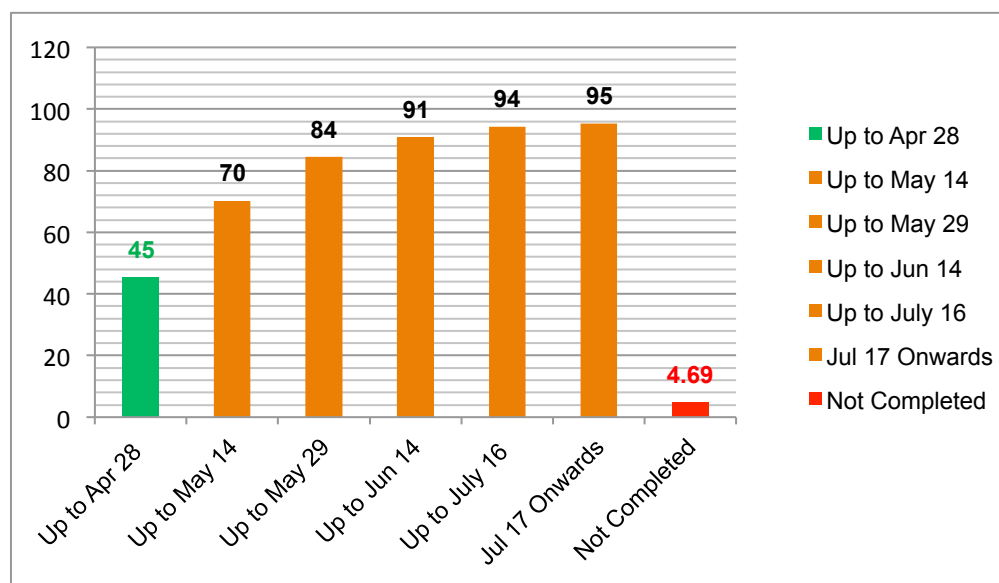
Data at the student level was also collected using a citizen report card (CRC) to determine if the students received textbooks. Students, who are the ultimate beneficiaries of the SSR Project, completed a questionnaire based on their experience. The data showed that 45% of students received complete sets of textbooks within two weeks of the start of the academic session. There were variances, especially in *Terai* districts (Dhanusa, Siraha and Kapilvastu), where students reported lower levels. The table below summarizes the self-reported student data.

Figure 1: Percentages of textbooks distributed versus plan by April 28



The student survey also showed that by July, three months after the start of the academic session, 95% of the students received a complete set of textbooks, and that by August almost all had received their textbooks. Interestingly, 67% of students were satisfied with the textbook distribution practices in respect to timeframe, and 75% were satisfied in respect to sets of textbooks (quantities of textbooks). The following figure shows the aggregated percentage of textbooks receipt at schools by date.

Figure 2: Percentages of students with a complete set of textbooks by date



The overall percentage of textbooks distributed versus plan within 15 days of the start of the school year was 45%.

Output 4: Shortcomings and required rectifications in printing, delivery and distribution will be recommended

The sub-project documented shortcomings, and recommended remedial actions to improve the timely printing and delivery of school textbooks. These recommendations are elaborated in the section on recommendations, but are summarized here.

Shortcomings:

- ♦ Printing and distribution plans were not available in a timely manner
- ♦ Schools were not aware of guidelines
- ♦ Plans were not monitored during the printing and distribution process
- ♦ Progress was not communicated to DoE and CDC in a timely way
- ♦ Private printers were constrained district-wise

Remedial actions:

- ♦ Develop district-level printing and delivery plans during the February-March period prior to the academic session, with milestones for JEMC and private printers to deliver the required number of textbooks to schools 15 days prior to the start of the session
- ♦ Communicate the plans to schools
- ♦ Monitor progress against printing and delivery plans and report to DoE and CDC
- ♦ Provide more flexibility for private printers to distribute cross border

These recommended improvements were presented to central level stakeholders in sharing meetings attended by policy-regulating authorities (MoE/DoE/CDC) and implementing agencies (JEMC/Private Printers).

5 PROJECT MANAGEMENT

The SSRP sub-project was funded under the CARTA program, which was managed in Nepal by Helvetas Swiss Intercooperation Nepal in partnership with the PTF. SKY Samaj Nepal, a civil society organization (CSO), implemented the CARTA sub-project in 15 districts covering 150 schools. For management purposes, the 15 districts were divided into 7 clusters, considering geographical accessibility, ecological belts, and workload. The CSO staff, team leader, governance expert, and finance officer were stationed in the Kathmandu Office to be in close coordination with the central stakeholders, including the project-implementing agency (PIA). A field officer (FO) was hired for each cluster, and their working stations were in their assigned districts. Of seven FOs, two were female, and one was from a disadvantaged community. In addition to the FOs, four inventory monitors (including two women) verified the printers' inventory.

Before the official sub-project intervention in 15 districts, SKY coordinated with MOE and DoE formally and informally so that the sub-project would have a smooth start up. In each district the DEO also assigned one staff as a Focal Person (FP) to coordinate sub-project's activities locally and at resource centre/school level.

The sub-project was primarily needed for data collection and to familiarize stakeholders in the printing and distribution process. Various tools and activities were used to gather data; these included two surveys and input tracking—counting inventories. To familiarize school-level stakeholders, SKY organized 300 events—introductory and sharing meetings in 150 community schools. The status of textbook

printing and delivery was also shared with the stakeholders at schools before arranging the citizen report card survey. The findings of the CRC and final verification status of textbook production and delivery were shared in each district. Finally, the sub-project's findings, as well as SKY's impression on the causes for delays in textbook production and distribution, along with recommendations for improvement, were shared with the implementing agencies (MOE, DOE, CDC), and JEMC and the private printers.

5.1 Problems and challenges encountered

- ♦ *Delayed start of the sub-project:* Since the sub-project started in March, SKY could not cover an entire printing cycle, missing the inception stage of the textbook printing process (calls for expressions of interest-EOI by the CDC to private printers, the selection of printers, the preparation and distribution of camera ready copy by the CDC, and the CDC's final approval to printers for textbook printing and distribution). These processes were thoroughly reviewed in principle after the sub-project's start, but the sub-project was not able to review these processes in real-time.
- ♦ *Unspecific printing and distribution plan:* It was difficult to assess the progress of printers because their plans lacked details, such as milestones.
- ♦ *Inventory verification of printers:* The printers were very busy and as a result, gathering inventory data was initially difficult. This problem was resolved through regular coordination meetings, through both formal and informal channels.

5.2 Sub-project sustainability

The question is: Can the primary sub-project activities—data collection and familiarization—continue in the future? The answer is not clear, although there is a working hypothesis that there is a positive cost-benefit calculation that indicates the activities should continue. Obviously, more studies are needed to quantify that benefit, and the costs.

It is clear that the information provided by the sub-project can be very useful to improve the timely distribution of textbooks; however, it is not clear who should be responsible for data collection in the future. Printers may not have enough incentive to gather sufficient data, even though it makes sense for them to do it on their own if it makes them more efficient (saves money). Even if collection is a requirement (e.g. a contract condition), the quality of the data may be low, because gathering data is costly, and also because the printer may want to conceal unfavorable information. An independent party would be the best option since information gathering can be unbiased and objective; it is also not clear that external collection would be more expensive.

The DOE could do familiarization activities—if there were sufficient funds available, which is not likely. Unless these activity costs are embedded in the printing and distribution process (spreading out the costs), any training effort will receive scant attention. Training as an “add-on” to the production cycle will most likely not be funded adequately; it needs to be included in the cost calculation for textbook production.

5.3 Dissemination of results

Both formal and informal methods were used for sharing findings.

- ♦ SKY organized formal consultation meetings (five with JEMC and four with private printers), and conducted three central-level (MOE/DoE/CDC/JEMC/Private Printer) sharing meetings during the sub-project.
- ♦ In addition, two sharing meetings both at district and school level were organized to inform the stakeholders about the data collected, including the result of the CRC survey. Feedback was also collected from them, especially suggestions to improve timely textbook production and delivery.
- ♦ Finally, findings, observations and recommendations were shared at the final central level sharing meeting with implementing agencies on 22nd December. The sharing meeting acknowledged the significance of the findings and recommendation, and suggested organizing a meeting at DoE with central level stakeholders, incorporating the suggestions made during the final sharing meeting. This meeting was held on 5th January, 2015 at DoE office premises. Participants highly acknowledged the recommendation sheet with an action plan (see annex 7.11), which incorporated the suggestions from the final sharing meeting.

6 LESSONS LEARNED AND RECOMMENDATIONS

6.1 Lesson Learned

Monitoring should be coordinated with the printing cycle: The sub-project started late, lasted only ten months, and could not verify all the processes in a complete printing cycle. Initiating the start of the sub-project with the beginning of the textbook production cycle could produce more comprehensive data.

Monitoring takes time, and the printers had little time available: JMEC and private printers were rushed, which meant it was initially difficult to collect plans and data.

Inventory monitors need more time: Originally four inventory monitors (IM) were budgeted for two months. This time was inadequate. Consequently, field officers were also mobilized to collect inventory data.

6.2 Recommendations

Based on the findings and lessons, the following recommendations for different stakeholders are suggested.

Janak Education Material Centre (JEMC)

- ♦ **The factors of production need more analysis:** JEMC had difficulty meeting the printing targets, which led to a negative, trickle-down effect on distribution. The oral, anecdotal causes were budgetary constraints, poor information systems, older equipment, and a shortage of raw material (paper). JEMC states that these factors are the main causes of printing shortfalls, but more data is needed. JEMC is seeking government support to overcome these challenges and also to restructure the organization. These production factors should be analyzed in a separate study as part of any recommendations to government.
- ♦ **Strategic changes to the textbook production cycle have to be made much earlier:** The textbooks that were ready to be distributed to district distribution centers from JEMC were not delivered on time, due to a policy decision by JEMC. JEMC decided to invite “Expressions of

Interest” (EoI) from private distributors to distribute the JEMC-printed textbooks only 17 days prior to the start of academic session.

- ♦ **Systematic data collection is needed to make accurate reporting of printing and delivery:** During the course of sub-project implementation, it was found that JEMC had not followed the systematic reporting to DoE regarding the progress of printing and delivery of textbooks. Consequently, the DoE could not take any remedial steps due to lack of timely information. Hence, it is recommended that JEMC should establish and follow a systematic reporting system about progress made on textbook printing and delivery so that curative measures can be taken if discrepancies exist.
- ♦ **Make the optional subject textbooks available:** JEMC has responsibility for printing and distribution of optional textbooks for grades 9 and 10 throughout the country. Unfortunately, students faced a scarcity of optional subject textbooks. Proposals from the private sector should be considered to meet this demand.

Private Printers

- ♦ **Include printing milestones in printing plans:** The expected quantities and delivery dates, with milestones, were not described in the plans. Private printers should prepare their plans with clear milestones, reporting actual versus planned figures.
- ♦ **Ensure delivery of textbooks to less accessible areas:** It was not clear if private printers delivered textbooks throughout their regions. They had a tendency to distribute their textbooks in areas that were easy to access and would promote their business. More data is needed to ensure on-time delivery in all regions.
- ♦ **Provide standardized systematic reporting of printing and delivery:** Private printers did not consistently report the progress of printing and distribution to the CDC and other authorities in standardized terms. The CDC should demand that private printers follow standard terms and reporting formats as part of their contractual obligations.

Department of Education (DoE)

- ♦ **Establish a standard monitoring system with data collection and reporting tools.** The DoE management of the process is less effective because it lacks accurate information. The DoE should create tools that show actual performance versus targets for JEMC and each private printer.
- ♦ **Maintain reliability of Flash Report Information:** While the “Flash-I” data is used to estimate the number of required textbook for the next academic session, printers are not confident that the numbers are accurate. They believe, and there is some anecdotal evidence to support them, that most schools report higher numbers because they know the government will only provide funds for a percentage (70%) of the reported enrollment numbers. As a result, printers hesitate to execute a printing plan in line with the student numbers stated in Flash-I reports. If the DoE can improve the reliability of the numbers in the Flash report, then everyone can operate more efficiently, knowing what is actually needed. One suggestion to build reliability is to slightly increase, each year, the first tranche of funds transferred to schools to purchase books. If schools believe they do not have to inflate the numbers to receive sufficient funds, they might start reporting accurate figures.

Curriculum Development Center (CDC)

- ♦ ***Build a sustainable monitoring system for private printers:*** The CDC has not developed a strong monitoring mechanism to track the printing and delivery process by private printers. Private printers are used to reporting once at the end of the production and delivery cycle, which is not sufficient to monitor and take curative measure as needed in time. As noted, the CDC has to standardize the process and make it part of all contracts with the private sector. An easy-to-use process control system can make use of social media tools and cell phones¹⁶.
- ♦ ***Pre-qualification of private printers should be done earlier:*** Private printers have to be pre-qualified to print textbooks each year by the CDC. Last year, CDC had pre-qualified them only three months prior to the start of the cycle, which was too late to complete the printing and delivery of all textbooks to districts in time. The CDC should pre-qualify private printers at least six months prior to the start of the printing and distribution cycle for smooth and timely distribution of textbooks to schools.
- ♦ ***The Print Ready Copy (PRC) has to be available earlier to the private printers:*** Delays in providing the PRC mean printing delays in all the subsequent phases in the production cycle. The CDC should consider redesigning its curriculum review process to produce a PRC at least 6 months prior to start of the production and delivery cycle.

Ministry of Education (MoE)

- ♦ The MoE makes at least two policy decisions that can affect the production cycle: the selection criteria and procedures for private printers, and the pricing of textbooks. Last year, a new restrictive procedure concerning private printers was controversial, ultimately resulting in an amendment by the ministry to increase the scope for private printers. This controversy resulted in delays. On the other hand, the price of a textbook for grades 9 and 10 has not been adjusted for the last 12 years. JEMC, has sole responsibility for printing and distribution of these textbooks but loses money on each unit since costs have not stayed the same. Unless JEMC can at least cover its costs, it will continue to lack funds to buy new equipment and upgrade its systems to meet production demands. It is recommended that the MOE review its pricing policies.

District Education Offices (DEOs)

- ♦ The District Level Textbook Distribution and Management Monitoring Committee has overall responsibility for managing textbook availability. Unfortunately, this committee was functioning at a low level in most districts. The responsibility was left with DEOs, who did make an effort to some extent to sort out the unavailability of textbooks and delays in distribution. The DEO should push this responsibility back on the committee, starting by orienting committee members on the printing and distribution process map and guidelines by conducting training sessions so that they can actively perform their responsibilities.

Schools

- ♦ School-level stakeholders (SMC/PTA) were neither familiar with the textbook printing and distribution map nor their roles and responsibility mentioned in the guideline. These groups should demand training.

¹⁶ It is highly likely a useful monitoring system already exists as a free application, available for downloading right now.

- ♦ Schools have to report genuine and reliable data for preparation of the Flash I report.

Other suggestions:

Deliver only complete sets of textbooks: The problem of the delivery of incomplete sets of textbooks could be resolved by packaging textbooks into sets for different grade levels. JEMC officials and private printers have acknowledged this issue, and understand that additional costs might be involved. The question is whether the benefits might be worth the cost. The answer requires more study.

7 Annexes

7.1 Logical framework of the sub-project

Outcome	Indicator	Baseline	Quarter Data	Means of Collection	Project Target
1. District and school level stakeholders will be familiarized with textbook Printing and Distribution Process Map	1.1 # of participants presence in district and school level introductory meeting/interaction	0	1.1 2642 (<i>School level</i>) 258 (<i>District Level</i>)	1.1 Attendance sheet of district and school level introductory meeting	1.1 3000 (<i>School level</i>) 225 (<i>District Level</i>)
	1.2 # of SKY staffs oriented on project modality	0	1.2 15 (<i>Staff Orientation</i>)	1.2 Meeting minutes of Orientation	1.2 NA
2. Stakeholders will be informed on variance between plan and actual printed textbook in respect to time and number	2.1 # of Central level stakeholder meeting events with participants in the meeting/workshop	0	2.1 Three events of central level meeting in MoE (14 participants presented)	2.1 Attendance sheet of participants in central level meeting	2.1 Three events of central meetings
	2.2 # and types of reports produced	0	2.2 Inception Report-1 Semi-annual-1 Event Report (Sharing Meeting at MoE) -1	2.2 Record of report produced and submitted	2.2 Inception Report-1 Semi-annual-1 Completion- 1 Event Reports
3. Quantity and timely delivery/distribution of textbooks will be observed and reported	3.1 # of meeting, interactions and observation with printers	0	3.1 Meeting/interaction observation with: <ul style="list-style-type: none"> ♦ JEMC (Centre)- 5 times ♦ JEMC (Regional Offices)- 9 times ♦ Private Printers- 24 times 	3.1 NA	3.1 NA
	3.2 # and types of reports produced	0	3.2 Inception Report-1 Semi-annual-1 Event Report (Sharing Meeting at MoE) -1	3.2 Records of reports produced and submitted	3.2 Inception Report-1 Semi-annual-1 Completion- 1 Event Reports
4. Shortcomings and required rectification in printing, delivery and distribution of textbooks will be recommended	4.1 # and types of stakeholders involved in central level sharing workshop	0	4.1 40 participants from MoE, DoE, Japanese Embassy JEMC, Private Printer, Sajha Publication, DEO and Schools	4.1 Attendance of the sharing workshop	4.1 Thirty (30) Participants from MoE, DoE, WB, CDC, DEO, JEMC/ Private Printer and Schools

7.2 Original ToR of SSRP Sub-project

Citizen Action for Results, Transparency and Accountability (CARTA) Program
SCHOOL SECTOR REFORM PROJECT
Sub-project Terms of Reference

HELVETAS Swiss Intercooperation Nepal (HELVETAS Nepal) is inviting qualified Civil Society Organizations (CSOs) to submit full proposals proposing how they would carry out the sub-project described below, which is intended to strengthen the implementation of the Government of Nepal's School Sector Reform Program. This program is supported by the Government of Nepal and fourteen development partners, of which nine pool their resources with the Government. The World Bank is one of these pooling partners. This sub-project will be financed by the CARTA program being managed in Nepal by HELVETAS Nepal in partnership with the Partnership for Transparency Fund (PTF). The CARTA program is described on HELVETAS Nepal's website, <http://www.helvetasnepal.org.np> which also indicates the CSO eligibility criteria and provides a template and instructions for submitting full proposals. The deadline for HELVETAS Nepal to receive full proposals for this sub-project is October 10, 2013.

Based on its evaluation of the proposals submitted, HELVETAS Nepal will select one CSO or more CSOs to implement the SSRP sub-project (although it reserves the right not to select any). The PTF will assign a Project Adviser who will provide advice to PTF and HELVETAS Nepal in selection of a suitable CSO and subsequently to the selected CSO.

THE WORLD BANK-FINANCED PROJECT TO BE SUPPORTED BY THE SUB-PROJECT	
1. Project information and components.	<p>Name: School Sector Reform Program (50157 NP) Start/End date: Dec 2009 - Oct 2014 Sector: Primary Education (70%), Secondary Education (30%) Themes: Education for All (67%), Other Social Development (33%) Physical Area: Whole country Objectives: Increased access to and improved quality of school education, particularly basic education covering grades 1-8, and with a specific focus on Basic Education, Secondary Education, and strengthening Institutional Capacity a. Enhancing access b. Promoting inclusion c. Improving quality Implementation Status: Completed MTR in March 2012 Components: Component 1: Basic Education, Component 2: Secondary Education and Component 3: Institutional Strengthening (as described in the Bank PAD, Government Core Document is described across nine chapters)</p>
2. Sources of further information about the project and related guidelines	<ul style="list-style-type: none"> ♦ SRP Core Document ♦ School Sector Reform Plan 2009 - 2015 ♦ EFA Final Evaluation Document ♦ SSRP Mid Term Evaluation Document ♦ Key Websites: www.moe.gov.np and www.doe.gov.np
3. Project implementation arrangements.	<p>The SSRP is implemented by the GON through a SWAp modality along with nine other pooling partners and five non-pooling partners. The government agency responsible for program implementation is the Department of Education under direct supervision and coordination of the Ministry of Education. Other key central</p>

	<p>level agencies include CDC, NCED, OCE, and NFEC. The Regional Education Directorates, the District Education Offices, and schools are at the frontline of service delivery in the regions, districts and at local levels. The overall size of the program for the first five years (2009/10-2013/14) was estimated at USD 2.6 billion with the Government committing about USD 1.8 Billion and the development partners committing 620 million and a financing gap of approximately USD 200 million. IDAs contribution amounts to \$71.5m of IDA Credit and \$58.5 IDA Grant. The GON and DPs have reached an understanding to extend the SSRP SWAp for an additional two years (until July 15, 2016), and IDA additional financing of US\$ 100 m has also been approved. Numerous CSOs participate in the program and these include: School Management Committees (SMCs) and PTAs, Traditional schools, INGOs, NGOs (not specific), Non-Formal Education CSOs.</p>
<p>4. Monitoring measures already included (or to be included) in the project</p>	<ul style="list-style-type: none"> ♦ There is a PMIS (Program Monitoring Information System) in place. An existing EMIS (Education Monitoring Information System) collects school level information twice a year through Flash I and II surveys. This is further supported with data from the Nepal Living Standards Survey, Demographic and Health Survey, and Population Census as needed ♦ MOE/DOE commissions qualitative and quantitative studies on topical issues and this year a public expenditure tracking survey is in progress covering Grades 1-8 ♦ MOE/DOE has started carrying out sample-based National Assessments of Student Achievement (NASA). The 1st round assessment of Grade 8 students is has been completed and the report is being finalized. The 1st round assessment of Grades 3 and 5 is also in progress. <p>There is a clearly defined results framework and monitoring tools are in place to provide annual reporting. There also exists a range of fiduciary assessments and tools in place to manage this aspect of the program.</p>
<p>THE SUB-PROJECT DESCRIPTION</p>	
<p>1. Governance gaps in the project's implementation arrangement to be addressed by the sub-project.</p>	<p><u>Quality and Governance issues</u></p> <ul style="list-style-type: none"> ♦ Governance surrounding textbooks printing and distribution is very weak and this leads to serious fiduciary and transparency issues. ♦ There is a concern over quality of textbooks printed and distributed in the market. ♦ Performance of private sector players in textbook printing and distribution in the Eastern and Western regions <p>Performance of JEMC/JSSK in textbook printing and distribution in all regions</p>
<p>2. Locations to be included in the sub-project.</p>	<p>The study will cover a sample of 15 districts from the five development regions and the three ecological belts. Three districts will be selected from each of the five development regions.</p>
<p>3. CSO or firm activities intended to address identified gaps</p>	<p>One or more CSOs could be engaged to monitor textbook printing and distribution. The sub-project's overall objective is independent monitoring of the quality and distribution of textbooks supported by the project. Given the governance issues above the TPM aims to:</p> <p>Monitor the management of the school textbook production, financing, and distribution system.</p> <p>The CSO will be responsible for the following activities:</p> <ul style="list-style-type: none"> ♦ Develop a process map for the textbook printing and distribution process in the country (encompassing both public and private sectors) <p>Monitor the planning process of textbook distribution and the implementation of the distribution plan</p> <ul style="list-style-type: none"> ♦ Monitor quantities of textbooks printed and packaged ♦ Monitor textbook delivery to students on a sample basis covering all 5 regions and at least 15 districts and up to 10 schools per district ♦ Monitor in the Western and Eastern region, quality of textbooks printed by private sector printers on a sample basis and compare them against stated Government quality standards

	<ul style="list-style-type: none"> ♦ Monitor in the Mid West, Far West and Central regions, the quality of textbooks printed by JEMC on a sample basis and compare them against stated Government quality standards ♦ Based on the above, identify the key governance/accountability
4. Information and analyses to demonstrate and measure impacts of the sub-project on the project	<ul style="list-style-type: none"> ♦ Regular monitoring of inventories of both materials and printed books will be a key feature of this effort. The CSO or firm will monitor the process starting from the printing and packaging of books to the storage and delivery of textbooks to schools in accordance with the laws of the Government of Nepal. The CSO will also monitor the funds flow to schools for textbooks and its linkage with textbook purchasing by schools. ♦ The TPM will also survey stakeholders in a sample of schools, to determine whether the delivery of textbooks has taken place as planned and in a timely manner. ♦ Respondents may wish to consider using ICT and social media (e.g. Facebook) for receiving citizens' feedback and comments on the status of textbook delivery. For an example, refer to this link: http://www.checkmyschool.org/main-page; for textbook specific feedback, refer to: http://www.checkmyschool.org/feedback/Textbooks.
5. Desirable characteristics of CSOs or firms applying for sub-project	The CSO(s) will be capable of deploying individuals across the country to monitor the progress in textbooks printing and distribution.
6. Cost Ceiling	The ceiling for the grant for this sub-project is USD 70,000.

7.3 Name of Private Printers

SN	Name	Location	Sample	Remarks
1	Oxford International Publication Private Limited	Kathmandu	Sample	Renewed Printers –have been printing school textbooks for many years
2	Express Color Press Company Limited	Kathmandu	Sample	
3	Kapil Groups and Private Limited	Kathmandu	Sample	
4	Krishna Printers	Morang	Sample	
5	Graphic Upset Printers	Morang	Sample	
6	Panchaknya Printers	Morang	Sample	
7	Printers Partners Printing Publishing & Materials	Kathmandu	Sample	
8	Printers Publishing World House	Morang	Sample	
9	Mahabir Printers	Morang	Sample	
10	Sahayatra Printers and Publishers	Morang	Sample	
11	Sajha Publication Cooperative Limited	Kathmandu	Sample	
12	Sudipa Trading Company	Kathmandu	Sample	
13	Hanshbahini Printers and Publication	Morang	Sample	
14	Bidhyadhari Printing Press	Kathmandu	Sample	
15	Triyuga Upset Printing Press	Kathmandu	Sample	
16	Ashutosh Printers	Kathmandu	Sample	Pre-qualified in this year
17	Jagadamba Publication	Kanchanpur	Sample	
18	Paduka Kalsaini Printing Press	Nepaljungj	Sample	
19	Mission Printers and Media Pvt. Ltd.	Kathmandu	Sample	

7.4 List of District Level Introductory Meetings

SN	Cluster	District	Date	Nos of Participants	Participation
1	I	Ilam	21-Apr	10	District Education Officer, DEO Officials, School Supervisors, Resource Persons, Teachers Union, Head Teachers
2		Morang	9-Apr	23	
3	II	Dhanusha	10-Apr	20	
4		Siraha	16-Apr	21	
5	III	Sindhupalchok	6-Apr	14	
6		Dolakha	18-Apr	23	
7	IV	Tanahun	2-Apr	21	
8		Lamjung	10-Apr	16	
9	V	Kapilvastu	6-Apr	13	
10		Arghakhanchi	7-Apr	14	
11	VI	Pyuthan	6-Apr	10	
12		Rolpa	10-Apr	10	
13	VII	Kailali	9-Apr	24	
14		Kanchanpur	10-Apr	22	
15		Dadeldhura	23-Apr	17	

7.5 List of School level Introductory Meetings by Cluster

Cluster: I

SN	District	Name of School	Date	Nos of Participants	Participation
1	Ilam	Adarsha Lower Secondary School	25 Apr	10	SMC/PTA/Head Teacher/teachers
2		Mahamai Lower Secondary School	23 Apr	17	
3		Durga Primary School	24 Apr	11	
4		Amar Higher Secondary school	24 Apr	10	
5		Purna Smarak Higher S. School	23 Apr	10	
6		Geetanjali Lower. S. School	18 May	12	
7		Balmandir Primary School	20 May	18	
8		Shree Bhagawati H.S. School	22 May	29	
9		Bidhya Primary School	25 May	13	
10		Rukmini Primary School	26 May	19	
1	Morang	Nimna Madhyamik Vidhyalaya	11 May	16	
2		Jyoti Primary School	12 May	11	
3		Ravi Primary School	15 May	19	
4		Janpath Higher. S. School	15 May	27	
5		Satyanaryan Primary School	16 May	24	
6		Devkota Secondary School	18 May	26	
7		Janata Bal Secondary School	11 Jun	18	
8		Janata Bal Lower. S. School	12 Jun	14	
9		Laxmi Primary School	12 Jun	11	
10		Bidhya Bikas L.S. School	13 Jun	13	

Cluster II

SN	District	Name of School	Date	Nos of Participants	Participation
1	Siraha	Rashtriya Primary School	18 Apr	21	SMC/PTA/Head Teacher /teachers
2		Janata Primary School, Santanagar	20 Apr	13	
3		Janata Primary School, Gadiyani	21 Apr	20	
4		Pashupati Adarsha HSS	22 Apr	16	
5		Hanuman Prasad Sharada HSS	23 Apr	15	
6		Prathamik Bidhyalaya	15 May	13	
7		Shramik PS	16 May	18	
8		Gopal Sarayug Nayak Janata SS	18 May	14	
9		Nimna Madhyamik Bidhyalaya, Ramaul	19 May	21	
10		Nepal Rashtriya Ful Kumari Mahato HSS	21 May	15	
1	Dhanusha	Madhyamik Vidyalaya, Mithileshwar	25 Apr	17	
2		Nimna Madhyamik Vidhyalaya, Basbitti	27 Apr	17	
3		Mithila Rashtriya Primary School	29 Apr	22	
4		Rashtriya Primary School, Sukhgor	2 May	14	
5		Nimna Madhyamik Vidhyalaya, Mansingpatti	5 May	11	
6		Adarsha Rashtriya SS	7 May	16	
7		Janajati Rashtriya PS	8 May	14	
8		Nathuni Goit LSS	9 May	22	
9		Rashtriya PS, Tintale	11 May	17	
10		Sakal Bhawan Kanya HSS	12 May	16	

Cluster III

SN	District	Name of School	Date	Nos of Participants	Participation
1	Sindhupalchok	Kalikasharan Lower Secondary School, Haibung	22 April	28	SMC/PTA/ Head Teacher/ teachers
2		Golmadevi Secondary School, Helambhu	25 April	33	
3		Indreshwory Higher Secondary School, Melamchi	26 April	23	
4		Paropakar Lower Secondary School, Bhimtar	27 April	26	
5		Ratnaganga Higher Secondary School, Chautara	30 April	13	
6		Sarswati Primary School, Lagarche	4 May	20	
7		Kalidevi Primary School, Thulosirubari	19 May	20	
8		Sharada Higher Secondary School, Baharbise	10 May	12	
9		Kalika Primary School, Kalika	15 May	10	
10		Ghumti Primary School, Jethal	28 May	17	
1	Dolakha	Kalinchok Higher Secondary School, Charikot	14 May	12	
2		Jalpadevi Lower Secondary school, Namdu	21 May	26	
3		Dhungeshwory Secondary School, Jiri	22 May	19	
4		Nawakanchan Primary School, Jugu	23 May	17	
5		Sangute Secondary School, Phasku	24 May	11	
6		Dadakharka Secondary School, Dadakharka	30 May	12	
7		Nawajoti Primary School, Suri	31 May	15	
8		Debilingshwory Lower secondary School, Orang	1 June	14	
9		Dudhapokhari Lower Secondary School, Dudhapokhari	11 Jun	18	
10		Dewarali Primary School, Lapilang	17 Jun	17	

Cluster IV

SN	District	Name of School	Date	Nos of Participants	Participation
1	Tanahun	Min Higher Secondary School	23 April	11	SMC/PTA /Head Teacher /teachers
2		Parvati Primary School	23 April	16	
3		Shukla Primary School	5 May	11	
4		Janakalyan Secondary School	17 May	10	
5		Bhangeri Primary School	25 May	11	
6		Pabitra Higher Secondary School	26 May	22	
7		Dil Primary School	28 May	9	
8		Bed Vyas Primary School	30 May	16	
9		Shivapanchayan Lower Secondary	11 Jun	12	

		School			
10		Karmada Secondary School	17 Jun	11	
1	Lamjung	Yeso Brahma Secondary School	12 May	11	SMC/PTA /Head Teacher /teachers
2		Laxmi Primary School	19 May	16	
3		Sidda Primary School	20 May	13	
4		Jana Mandir Lower Secondary School	21 May	11	
5		Marshyandi Lower Secondary School	12 Jun	14	
6		Chandrodaya Primary School	13 Jun	19	
7		Navin Primary School	14 Jun	19	
8		Bhaktinamuna Higher Secondary School	15 Jun	16	
9		Shanti Niketan Primary School	15 Jun	11	
10		Balkalyan Higher Secondary School	16 Jun	14	

Cluster V

SN	District	Name of School	Date	Nos of Participants	Participation
1	Kapilvastu	Tauleshwornath Sanskrit H.S.S	21 Apr	23	SMC/PTA /Head Teacher /teachers
2		Gautam Buddha L.S.S, Sadawa	22 Apr	17	
3		Sundar P.S, Malpara	21 Apr	11	
4		Odari H.S.S, Odari	23 Apr	22	
5		Janachetana L.S.S, Motipur	27 Apr	18	
6		Ram L.S.S, Padariya	27 Apr	17	
7		Chhatrapali Tirtha Devi H.S.S, Pakad	20 Apr	32	
8		Janachetana S.S, Bishanpur	4 May	22	
9		Shesh P.S, Jawavari	18 May	11	
10		Duhadhari S.S, Gugauli	23 May	13	
1	Arghakhanchi	Janajyoti H.S.S, Sandhikhark	9 May	20	SMC/PTA /Head Teacher /teachers
2		Janata Krishna H.S.S, Kimdada	7 May	18	
3		Shanti H.S.S, Bangi	26 May	18	
4		Jyoti H.S.S, Thada	28 Apr	12	
5		Shiva Madan H.S.S, Adaguri	8 May	19	
6		Gyana Prakash S.S, Divarna	6 May	17	
7		Samajkalyan L.S.S, Sandhikhark	11 May	18	
8		Shanti L.S.S, Sitapur	2 May	23	
9		Jana Shanti P.S, Kimdada	12 May	21	
10		Kanya P.S, Thada	30 May	13	

Cluster VI

SN	District	Name of School	Date	Nos of Participants	Participation
1	Pyuthan	Mahendra HSS- Khalanga	6 Apr	19	SMC/PTA /Head Teacher /teachers
2		Bhumiswori LSS, Kumikot	29 Apr	12	
3		Araniko LSS, Dhakhawadi	6 May	10	
4		Saraswati PS, Thapdanda	30 Apr	9	
5		Amar HSS, Bhingri	19 May	12	

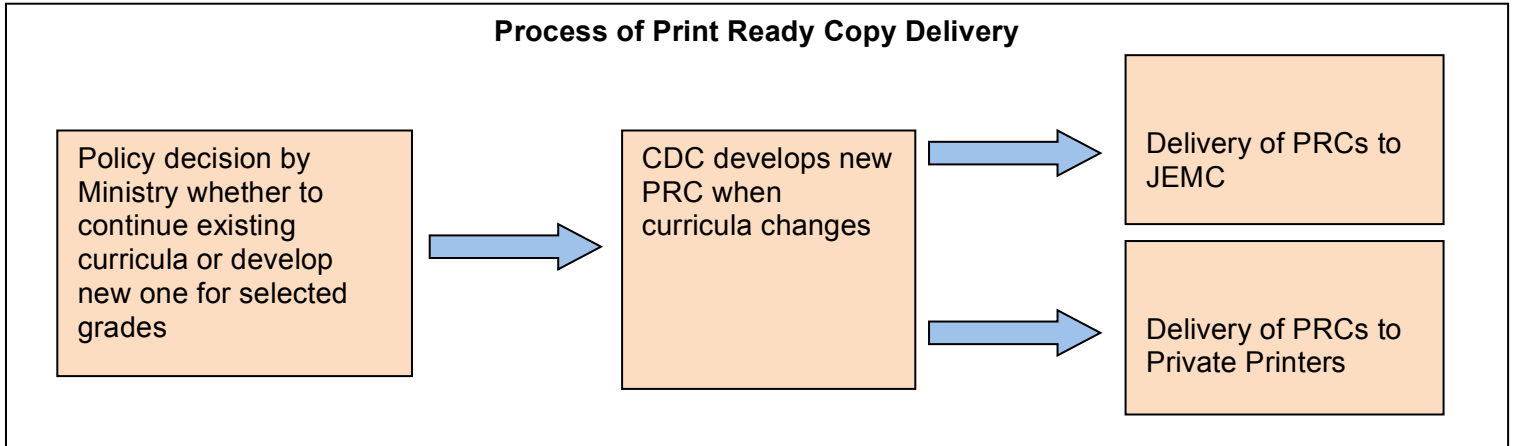
6		Swargadwari PS, Bhingri	18 May	9			
7		Bal Bikas PS, Bhingri	20 May	9			
8		Bal Shikshya HSS, Okharkot	4 May	11			
9		Gaumukhi PS, Okharkot	5 May	10			
10		Siddheswari PS, Okharkot	4 May	9			
1		Rolpa	Bal Kalyan HSS, Libang	13 May		14	
2			Bageswari LSS, Sallibot	8 May		12	
3			Krishna PS, Libang	9 May		10	
4			Bageswari PS, Titrikot	8 May		9	
5			Nepal Rastra HSS, Aresh	15 May		12	
6	Janata PS, Aresh		16 May	9			
7	Lisni PS, Aresh		15 May	9			
8	Janajwoti SS, Pachabang		11 May	15			
9	Bal Shikshya LSS, Thunikot		11 May	10			
10	Dip Jwoti PS, Obang		12 May	9			

Cluster VII

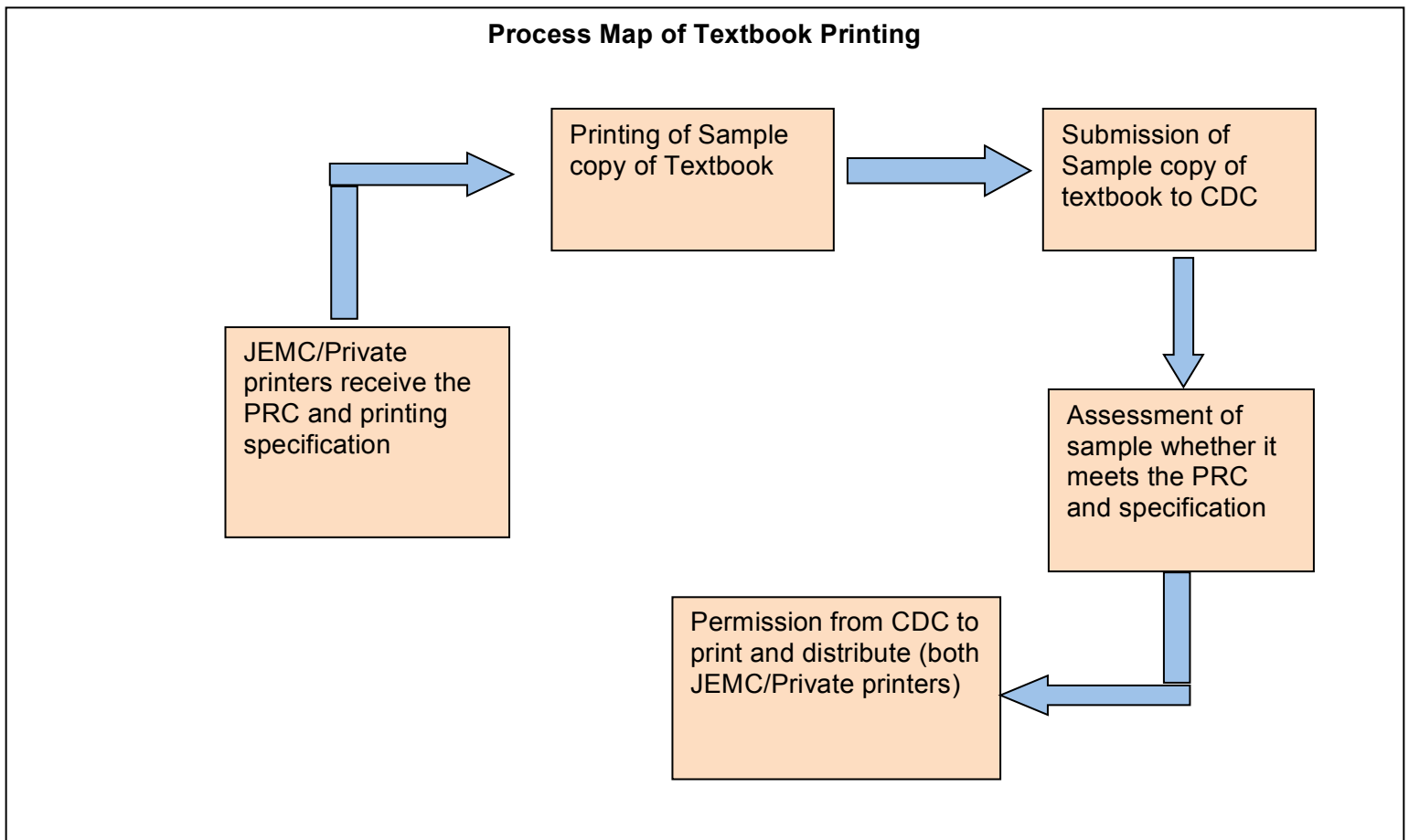
SN	District	Name of School	Date	Nos of Participants	Participation
1	Kailali	Nabajyoti LSS, Malakheti	19 May	15	SMC/PTA/ Head Teacher/ teachers
2		Srawasti PS, Chakidada, Malakheti	18 May	15	
3		Nabadurga SS, Mohana	13 May	15	
4		Krishna LSS, Teghari, Kailali	5 May	15	
5		Janapriya HSS, Limka	21 Jun	15	
6		Rastriya HSS, Sukhkhad	27 Jun	16	
7		Janata PS, Bauniya	1 July	12	
8		Janahit PS, Chuha	2 July	15	
9		Saraswati PS, Bhajani	30 Jun	17	
10		Adarsha PS, Mashuriya	21 Jun	14	
1	Kanchanpur	Bahnu HSS, Dodhara	6 Jun	15	SMC/PTA/ Head Teacher/ teachers
2		Kalika LSS, Latththaghat Chadani	3 Jun	9	
3		Maalika PS Chadani,	1 Jun	12	
4		Nagarpalika PS, Basantpur	1 Jun	9	
5		Baijanath Bidhyanikatan PS, Pipriya	30 May	10	
6		GauriShankar PS Kaluwapur	27 May	17	
7		Pabitra PS, Krishnapur,	25 May	15	
8		Bhrikuti HSS, Mahendra Nagar	24 May	10	
9		Sayapati LSS, Krishnapur	22 May	10	
10		Udaya HSS, Bank	30 May	10	
1	Dadeldhura	Bhageshwor SS, Salone	7 June	15	SMC/PTA/ Head Teacher/teachers
2		Selaning PS, Budum, Aalital	6 June	14	
3		Kalika PS, Seribhawar	5 June	15	
4		Tripura Sundari LSS, Birkhamba	5 June	13	
5		Sarasawti HSS, Lakam Bagarkot	3 June	13	
6		Samaiji PS Haat, Ajayameru	4 June	12	
7		Lakeshore LSS Amargadhi, Malam	30 May	14	
8		Bhumiraj PS Bagchaur	30 May	9	
9		Saharsaling HSS Rai, Amargadhi	1 June	12	
10		Janata PS. Koral, Kailapal	1 June	15	

7.6 Process Maps of PRC Delivery, Printing and Distribution

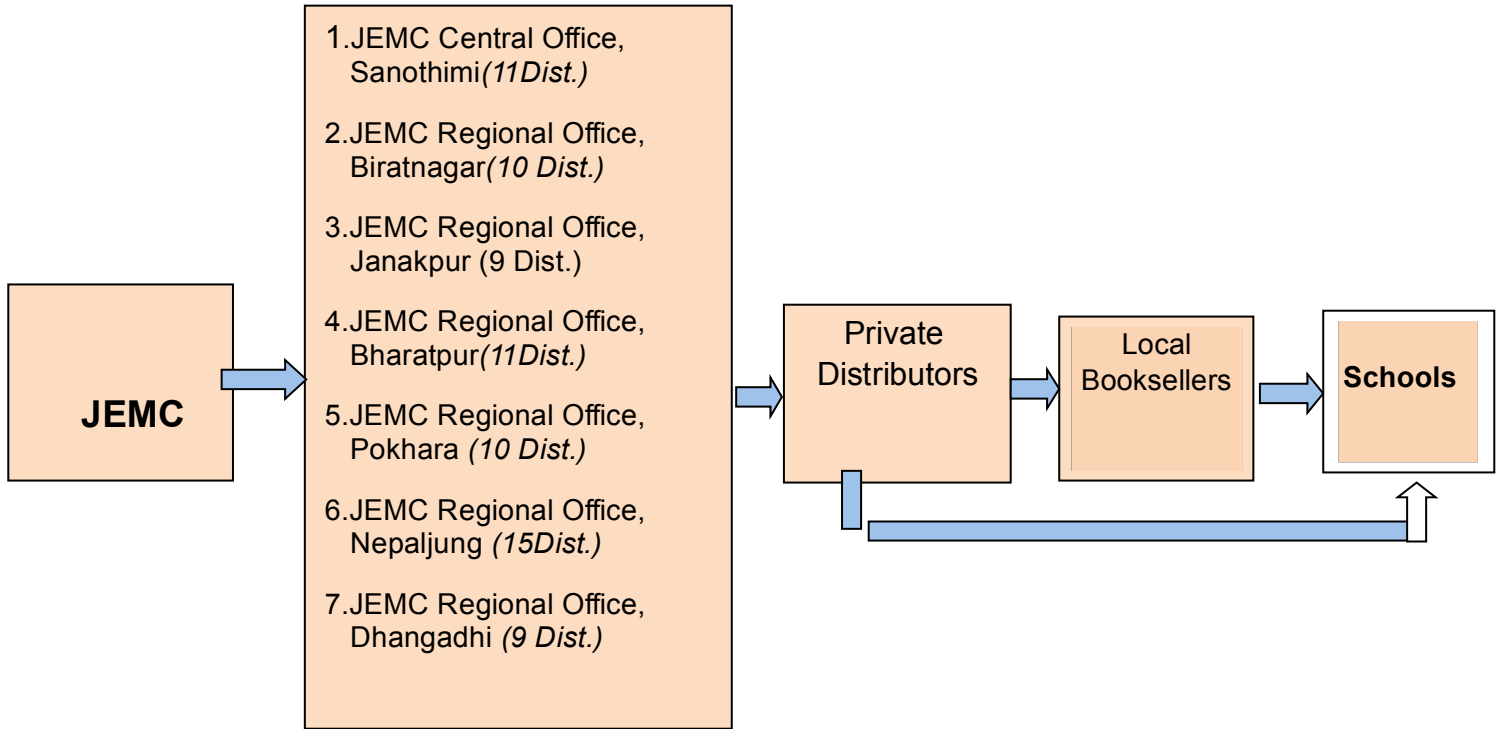
Process of Print Ready Copy Delivery



Process Map of Textbook Printing

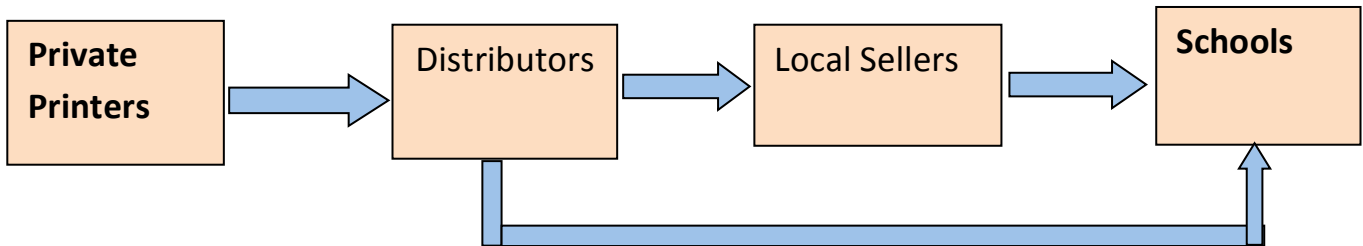


Textbook Distribution Process Map
Janak Education Material Centre (JEMC)
(As per policy decision of JEMC dated 25th Mar, 2014)



Process Map of Textbook Distribution

Private Printers



7.7 Baseline Questionnaire

Name of School:

Code No:

District:

VDC:

Level of School:

Resource Center:

1. Which day was the first day of Academic Session last year?

Month..... Day.....

2. How many students were there in Academic Session 2070 as per admission register?

Grade		1	2	3	4	5	6	7	8	9	10	Total
No of Student	Girls											
	Boys											

3. When was distribution of textbook started last year?

Month..... Day.....

4. When was distribution of textbook completed last year?

Month..... Day.....

5. Which system was followed to distribute school textbook last year?

a) Purchased and distributed by school b) Reimbursement system c) Token system d) Any other

6. Was textbook distribution register maintained (last year)?

Yes..... No.....

7. If Yes, was the date of distribution and quantity (complete set/partial) stated in distribution register ?

Date- Yes..... No.....

Quantity- Yes..... No.....

8. Do you know who prints the textbook?

a) Ministry of Education b) Curriculum Development Centre c) JEMC d) Department of Education e) Private Printers

9. Who provides the permission of printing to printers?

a) Ministry of Education b) Curriculum Development Centre c) JEMC d) Department of Education

10. Who deliver the textbook from printing house to Distributors?

a) Ministry of Education b) Curriculum Development Centre c) Printers d) Department of Education

11. Who is the responsible to purchase and distribute the textbook to the student?

a) District Education Office b) Book Seller c) Head Teacher d) School Management Committee

12. Has the textbook distribution register maintained this year in respect time and quantity?

Yes..... No.....

13. If Yes, has the date of distribution and quantity (complete set/partial) stated in distribution register?

Date- Yes..... No.....

Quantity- Yes..... No.....

14. Was the information regarding distribution of textbook to students has displayed in the school notice board in last year?

Yes..... No.....

15. If Yeas, when did they display the information in last year?

Date-

16. When was formal reporting done about the textbook distribution to DEO last year ?

Month..... Day.....

17. How many students were reported in Flash-I last year?

Grade		1	2	3	4	5	6	7	8	9	10	Total
Nos of Students	Girls											
	Boys											

18. How many students were attended in final exam last year?

Grade		1	2	3	4	5	6	7	8	9	10	Total
Nos of Students	Girls											
	Boys											

7.8 Checklists for Inventory Verification

Monitoring Checklist for Printer:

Date:

Name of Printer:

Name of Respondents:

Address of Printer:

Designation:

Contact No. (Office):

Cell Phone:

1. Printer involved in printing of School Textbook foryears.

2. Date of selection of printer by CDC for textbook printing.

..... (*Notice date of section by CDC*)

3. Printers has awarded for printing textbooks for following Grade and Subject

Grade.....

Subject.....

Grade.....

Subject.....

Grade.....

Subject.....

Grade.....

Subject.....

4. Number of textbook sets/pieces to be printed.

Grade.....SetsPieces.....

Grade.....SetsPieces.....

Grade.....SetsPieces.....

Grade.....SetsPieces.....

Grade.....SetsPieces.....

Grade.....SetsPieces.....

Grade.....SetsPieces.....

6. Date of getting permission from Curriculum Development Centre (CDC) for printing textbooks

.....

7. Number of days taken to receive Print Ready Copy (PRC) from date the application for getting PRC

Date of application.....

PRC receiving date.....

8. Starting date of printing

.....

9. Date of submission of sample textbook to CDC for permission of textbook sale/distribution

.....

10. Date of permission received for Selling and distribution

.....

11. Starting & completion date of textbook printing as per printing plan

Date of Starting date.....

Completion date.....

13. Proposed milestones with respect to time and quantity by grade

Grade.....

i).....(Date).....(Quantity)

ii)(Date)..... (Quantity)

iii).....(Date).....(Quantity)

iv)(Date)..... (Quantity)

v)(Date)..... (Quantity)

14. Progress achieved against proposed milestones in respect to Grade

Grade.....

i).....(Date).....(Progress/Quantity)

ii)(Date)..... (Progress/Quantity)

iii)..... (Date)..... (Progress/Quantity)

iv)(Date).....(Progress/Quantity)

v)(Date)..... (Progress/Quantity)

15. Numbers of textbooks remaining to be printed Grade wise

Grade..... Remaining number of Textbook to be print.....

Grade..... Remaining number of Textbook to be print.....

Grade..... Remaining number of Textbook to be print.....

16. Number of textbook printed per day in average.

.....

17. Starting and completion date delivery of textbook as per delivery plan

Starting date.....

Completion date.....

19. Proposed milestones in respect to time and quantity in respect to Grade

i).....(Date).....(Quantity)

ii)(Date)..... (Quantity)

iii).....(Date).....(Quantity)

iv)(Date)..... (Quantity)

20. Progress achieved against these milestones in respect to Grade

i).....(Date).....(Progress/Quantity)

ii)(Date)..... (Progress/Quantity)

iii)..... (Date)..... (Progress/Quantity)

iv)(Date).....(Progress/Quantity)

21. Number of textbooks to be delivered in respect to Grade

Grade..... Remaining number of Textbook to be deliver.....

Grade..... Remaining number of Textbook to be deliver.....

Grade..... Remaining number of Textbook to be deliver.....

22. Number of textbooks delivered per week

.....

7.9 CRC Survey Questionnaires and FGD Checklists

A. General Information			Remarks
1	District	
2	Name of School	
3	VDC	
4	Name of Student	
5	Class	
6	Sex	Male <input type="checkbox"/>	1
		Female <input type="checkbox"/>	2
7	Caste/Ethnicity	Dalit <input type="checkbox"/>	1
		Janajati <input type="checkbox"/>	2
		Others <input type="checkbox"/>	3
B. Textbook Distribution Information			
1	Which system of textbook distribution is practiced at school?	Purchased and distributed by school <input type="checkbox"/> Token System <input type="checkbox"/> Bill Reimbursement <input type="checkbox"/> Others <input type="checkbox"/>	1 2 3
2	When did you get textbook first time, this year? And what is the date?	Month Day: 1- 15 <input type="checkbox"/> [.....]16-31 <input type="checkbox"/>	
3	Did you receive books in complete set at that time?	Yes <input type="checkbox"/> No <input type="checkbox"/>	1 2
4	If no, state the number of book/s missing.	
5	Have you received complete set of textbooks this year till now?	Yes <input type="checkbox"/> No <input type="checkbox"/>	1 2
6	If yes, when did you receive textbook in complete set?	Month: Day: 1- 15 <input type="checkbox"/> [.....]16-31 <input type="checkbox"/>	
7	Have you used old text book/s this year?	Yes <input type="checkbox"/> No <input type="checkbox"/>	1 2
8	If yes, state the number of old text book/s used.	
9	Did you return the old textbooks that you have used last year?	Yes <input type="checkbox"/> No <input type="checkbox"/>	1 2
10	Are you satisfied with the distribution of textbook in respect to time?	Satisfied <input type="checkbox"/> Moderately Satisfied <input type="checkbox"/> Not Satisfied <input type="checkbox"/>	1 2 3
11	Are you satisfied with the distribution of textbook in respect to set?	Satisfied <input type="checkbox"/> Moderately Satisfied <input type="checkbox"/> Not Satisfied <input type="checkbox"/>	1 2 3

Checklists for Focus Group Discussion (FGD)for CRC Survey

1. Suggestions/feedback on timely distribution of school textbooks
2. Reuse of old textbooks-types/subjects/grades
3. Roles/involvement of SMC and PTA in textbook distribution at school level
4. Roles/involvement of concerned authorities in textbook distribution
5. School textbooks that are not available at school
6. Practice of relevant information dissemination regarding textbook distribution in school notice board

7.10 Process Map of Fund Flow for Textbook

