



**Education for All 2000 Assessment  
Country Report**

**NEPAL**

**EFA Assessment Committee  
Ministry of Education, Kathmandu, Nepal**



**UNFPA**



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# Foreword

The Global Campaign of Education for All, (EFA) initiated by the Jomtien Conference in 1990, provided a very significant impetus to the efforts of educational development in Nepal. This launching of the EFA campaign coincided with the restoration of the democratic multi-party system in Nepal, and the hopes and aspirations of social and economic development generated by the change. Since 1990, His Majesty's Government of Nepal has accorded top priority to primary and basic education as an important means of eradicating illiteracy and poverty, and promoting human rights and good local governance. In the same vein, the government has committed itself to achieving the goal of quality basic and primary education for all.

Accordingly, the government has taken several important steps towards achieving the goal. For example, the Basic and Primary Education Master Plan (1991-2001) was prepared and National Education Commissions (1992 and 1997) were formed to review the national status of education and to discover the aspirations of the people. The periodic National Development Plans gave policy directives as well as programme guidelines for expanding access, enhancing quality and improving the management capacity in the area of basic and primary education. Necessary changes have been effected in the structure of the Ministry of Education for the implementation of the plans and policies. The newly changed scenario lays emphasis on the participatory involvement of the local bodies, NGOs, and the community organisations in the development of basic and primary education in Nepal. To effect the aforementioned changes, the Basic and Primary Education Programme (BPEP) has been put into operation and is considered to be an important national programme.

A national EFA 2000 Assessment was conducted to evaluate the changes brought about by the campaign started in 1990. The national assessment is part of the global endeavour to make an appraisal of the progress made towards the Education for All goals, to identify the problems and potentialities in accelerating the progress and to map out future directions.

The EFA assessment was conducted through a participatory process whereby key institutions and individuals working in the area of EFA contributed to the assessment study. Several round-table meetings consisting of the National EFA Assessment Group and the other concerned parties were conducted to discuss the assessment report. This report of the assessment incorporates all the valuable contributions made by the study partners.

The EFA committee would like to acknowledge all the individuals and institutions, both national as well as international, which have contributed in various forms in undertaking the assessment and in preparing this report.

EFA Assessment Committee  
Ministry of Education  
Kathmandu  
January, 2000

*National EFA Assessment 2000*

# **Executive Summary**

The national EFA 2000 Assessment is part of a global endeavour to evaluate the changes brought about by the campaign started in 1990. The following are the major objectives of the EFA 2000 Assessment:

- to construct a comprehensive picture of the progress made towards the Education for All goals since 1990;
- to identify priorities and promising strategies for overcoming obstacles and accelerating progress; and
- to draw future strategies in line with EFA objectives

## **EFA Assessment Procedure**

In response to the guidelines of the International Consultative Forum on Education for All (the EFA Forum), His Majesty's Government of Nepal formed a National Education for All Assessment Group, comprising 43 members representing various concerned agencies. A Technical Committee was formed to prepare reference guidelines covering the different aspects of the EFA study and this Technical Committee formed four sub-committees to look into the different areas of EFA.

The EFA report was prepared through a participatory process whereby key institutions and individuals had the opportunity to provide their ideas and views. The report was presented in a round-table meeting consisting of the National EFA Assessment Group and the others concerned. It was presented to the Delhi sub-regional workshop and to the follow-up sub-regional workshop held in Kathmandu in October 1999. The revised draft was presented in a round-table meeting held in December and a separate round-table meeting was held to discuss the future directions. The final report has incorporated all the comments and suggestions generated.

## **National EFA Goals, Targets and the Progress**

A National Plan of Action (NPA) was developed in 1992 that identified the EFA goals and targets to be attained by the year 2000. These were then redefined in the Eighth and the Ninth National Development Plans.

Several important steps were taken during the EFA period towards achieving the national goals and targets. Some of the major steps were:

- Preparation of the Basic and Primary Education Master Plan (1991-2001)
- Formation of the National Education Commission (1992) to review the national status and study the national aspiration to be reflected in the national educational policy and programmes
- Development and implementation of the Eighth Development Plan (1992-1997)
- Design and implementation of the Basic and Primary Education Project (BPEP) (1992-1998) to cover 40 of the 75 districts in the country
- Design and implementation of the Primary Education Development Project (PEDP) (1993-1999) to cover 11 districts not covered by BPEP

- Placement of at least one female teacher in each primary school (1996)
- Preparation of the Basic and Primary Education Master Plan (1997-2002).
- Development and implementation of the Ninth Development Plan (1997-2002)

The following is a summary of the major EFA targets and the progress made towards achieving them.

### ***Expansion of early childhood programmes and development activities***

[Indicators 1 and 2]

The NPA estimated the need for 34,814 ECD centres by the end of 2000 to provide one year of pre-school education for pre-school age children. During the Eighth Plan period, 1,038 ECD centres were established under phase one of the Basic and Primary Education Project. During the Ninth Plan period, 10,000 community-based ECD centres will be opened. About 4,000 private schools and several public schools have opened nursery and kindergarten classes and several NGOs are running community-based ECD programmes. The government considers ECD as an instrument for developing children to their full potential and also as a strategy for improving the quality and efficiency of primary education.

### ***Universal access to, and completion of, primary education***

[Indicators 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14]

The NPA target was to achieve 107.2% GER and 100% NER. The Eighth Plan target was to achieve 121% GER and 90% NER. By the end of the Eighth Plan, the GER achieved was 122% and the NER was 69.6%. Based on these experiences, the Ninth Plan aims to attain an NER target of 90%. Several important measures in the form of budget allocation and teacher provisions have been made to achieve the targets. Following is a brief description of the progress made.

Indicators	1991	1995	1997
<b>Indicator 5:</b> Gross enrolment rate (Grades 1-5 total)	106	114	122
Total			
Male	140.9	141.4	139.7
Female	86.8	97.6	103.8
<b>Indicator 6:</b> Net enrolment rate (Grade 1-5 total)	NA	67.5	69.6
<b>Indicator 7:</b> Public current expenditure on primary education as:			
(a) a percentage of GNP; and	a) 0.8	1.3	1.4
(b) per pupil as a percentage of per capita GNP	b) 5.1	7.9	8.8
<b>Indicator 8:</b> Public expenditure on primary education as a percentage of total public expenditure on education	46.77	50.87	52.21
<b>Indicator 9:</b> Percentage of primary school teachers having the required academic qualifications	93.9	95.8	96.4
<b>Indicator 11:</b> Pupil:teacher ratio	39	39	38

Despite the efforts and progress made, problems still continue. As the following efficiency indicators show, the efficiency of primary school education is not satisfactory. Grade repetition is still a problem, particularly at Grade 1.

# Acronyms

ACS	Any Composite Score
ADB	Asia Development Bank
AEP	Adult Education Programme
AL	Adult Literacy
APPEAL	Asia Pacific Programme of Education for All
ARNEC	All Round National Education Committee
ATPL	APPEAL Training Materials for Literacy Personnel
BASE	Backward Society Education
BBK	Bal Bikash Kendra
BLC	Basic Learning Competency
BPE	Basic Primary Education
BPEP	Basic and Primary Education Project
CARE	Co-operative for Assistance and Relief Everywhere
CBCDC	Community-based Child Development Centre
CBO	Community-based Organisation
CBS	Central Bureau of Statistics
CDC	Curriculum Development Centre
CEFA	Centre for Education for All
CERID	Research Centre for Educational Innovation and Development
CPE	Compulsory Primary Education
CTEVT	Council for Technical Education and Vocational Training
CTSDC	Curriculum Textbook and Supervision Development Centre
DANIDA	Danish International Development Agency
DEC	Distance Education Centre
DEO	District Education Officer
ECD	Early Childhood Development
ECE	Early Childhood Education
EFA	Education for All
EMIS	Education Management Information System
EU	European Union
FAO	Food and Agriculture Organisation
FINIDA	Finish International Development Agency
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GO	Governmental Organisation
GTZ	Gessellschaft fur Technische Zusammenarbeit (German Development Assistance)
HMG	His Majesty's Government
HMTTC	Hotel Management and Tourism Training Centre
IDA	International Development Assistance
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
INGO	International Non-governmental Organisation
IPC/C	Interpersonal Communication and Counselling
IRDP	Integrated Rural Development Project
JICA	Japan International Co-operation Agency
KOICA	Korean International Co-operation Association
MLL	Minimum Learning Level
MOE	Ministry of Education
MOEC	Ministry of Education and Culture

MOECSW	Ministry of Education, Culture and Social Welfare
MOF	Ministry of Finance
NCED	National Centre for Educational Development
NCNFE	National Council for Non-formal Education
NEC	National Education Commission
NEEN	National Education for All Evaluation Nepal
NER	Net Enrolment Rate
NFE	Non-formal Education
NFEC	Non-formal Education Council
NGo	Non-governmental Organisation
NNEPC	Nepal National Education Planning Commission
NORAD	Norwegian Assistance for Development
NRC-NFE	National Resource Centre for Non-formal Education
ODA	Overseas Development Association
ORS	Oral Rehydration Solution
ORT	Oral Rehydration Therapy
OSP	Out-of-School Programme
PC	Programme Co-ordinator
PCRW	Production Credit for Rural Women
PCTDU	Primary Curriculum and Textbook Development Unit
PEDP	Primary Education Development Project
PEP	Primary Education Project
PTTC	Primary Teacher Training Centre
RC	Resource Centre
RED	Regional Educational Directorate
RP	Resource Person
SDC	Swiss Development Co-operation
SFDP	Small Farmer Development Project
SK	Shishu Kakshya
SLC	School Leaving Certificate
SMC	School Management Committee
SOS	Save Our Soul
SPIP	School Physical Improvement Programme
SSDP	Sub-sector Development Programme
SSNCC	Social Service National Co-ordination Committee
TEVT	Technical and Vocational Training
TITI	Technical Instructor Training Institute
TNA	Training Need Assessment
TU	Tribhuvan University
UCEP	Education for Under-privileged Children
UK	United Kingdom
UMN	United Mission to Nepal
UNDP	United Nations Development Fund
UNESCO	United Nations Educational, Social and Cultural Organisation
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
USA	United States of America
USAID	United States Agency for International Development
VDC	Village Development Committee
VEC	Village Education Committee
WEP	Women's Education Programme
WHO	World Health Organisation

Indicators	1991	1995	1997
<b>Indicator 12:</b> Repetition rates at Graded 1 and 5	Grade 1: 41 Grade 5: 18.0	Grade 1: 41.9 Grade 5: 17.4	Grade 1: 41.7 Grade 5: 21.3
<b>Indicator 13:</b> Survival rate to Grade 5	43.6	45.3	44.4
<b>Indicator 14:</b> Coefficient of efficiency to Grade 5	41.1	42.1	40.5

### ***Improvement in learning achievements***

[Indicator 15]

A national assessment study of learning achievement of Grade 5 children shows that mean scores in the subjects of Nepali language, social studies and mathematics are 51.4%, 41.79% and 27.25% respectively.

### ***Reduction of the adult illiteracy rate and gender disparity***

[Indicators 16, 17 and 18]

The NPA made a target to reduce illiteracy of the 6+ population group to 33% (achieving 67% literacy) by 2000. The Eighth Plan target was to achieve a 40% illiteracy rate (60% literacy rate). By the end of the Eighth Plan, the illiteracy rate was reduced from over 60% (40% literacy rate) to 52% (48% literacy rate).

On the other hand, the adult literacy rate (of the 15+ population group) increased from 33% in 1991 to 44.8% in 1997. The progress in the literacy rate of the 15-24 age group is better than that of other age groups, as the following indicators show.

Indicators	1991	1997
<b>Indicator 16:</b> Literacy rate of 15-24 population	49.6	67.4
<b>Indicator 17:</b> Literacy rate of 15+ population	33.0	44.8
<b>Indicator 18:</b> Gender parity index (female to male literacy rate) of 15-24 years old	0.48	0.67
15+ years old	0.35	0.44

There is also progress in gender parity in the development of literacy education. However, the situation is still far from the ideal of achieving a gender parity of 1.0. Several programme strategies, including various forms of adult literacy, out-of-school programmes (OSP) for school-age children, functional literacy education for women and mass literacy campaigns, have been conducted to increase literacy. Special priority has been given to programme design and implementation for disadvantaged communities and women.

### ***Expansion of basic education and life skill for youth and adults***

Making the school curriculum life-skill-oriented has been emphasised by the NPA, the Eighth Plan and the Ninth Plan, as well as the National Education Commission Reports. Accordingly, school curriculum revisions have made efforts to integrate life skills into the regular school curriculum. Vocational education is included in the secondary education curriculum as an optional subject.

Besides life skills, there is a need for job-oriented skills training for youths and adults. Various short-term and long-term skills-training programmes are conducted by government organisations, NGOs, INGOs and other International agencies, and the private sector. The Council for Technical Education and Vocational Training (CTEVT) has been constituted and geared to co-ordinate and to provide technical and supervisory

support to technical training. The Council for Employment Development has also been formed to develop employment opportunities. One of the important aspects of the Employment Development Committee is to review the skill-level situation and facilitate training for the promotion of employment.

During the Eighth Plan period, emphasis was given to training in agriculture, health, cottage industry, environmental protection and population education. This is also being continued in the Ninth Plan, but a market-oriented strategy has been pursued in skills training whereby private providers identify design and conduct skills-training programmes.

### ***Media mobilisation for increased acquisition of the knowledge, skills and values required for better living and sustainable development***

The government of Nepal has been utilising mass media for raising people's awareness and for transmitting educational messages and information. Several government agencies, NGOs and the private sector are also mobilised for launching awareness programmes, as well as for providing knowledge and skills. Those who have taken a leading role in the various activities include the Distance Education Centre, the Ministry of Education, Radio Nepal, Nepal Television, Gorkha Patra Sansthan, independent newspapers and magazines, the Nepal Press Institute, FM radio stations, journalist associations and NGOs.

The government has recently promulgated the National Broadcasting Act to facilitate the development of independent FM stations and the mobilisation of radio and TV for alternative channels of continuing education. The Distance Education Centre is already conducting accredited in-service training for primary school teachers through distance education. Radio and television programmes on subjects such as agriculture, health, primary education, general information, interaction forums and social advocacy will be developed and broadcast regularly.

## **Special Efforts and Promising Strategies**

His Majesty's Government of Nepal initiated special efforts and implemented large-scale projects to expand, consolidate, and improve the functioning and quality of basic and primary education. Special efforts initiated in the direction include:

- Preparation of the Basic and Primary Education Master Plan by a national team of educationists (1991-2001)
- Formation of the National Education Commission by the newly-elected democratic government (1992)
- Design and implementation of the Basic and Primary Education Project (BPEP) (1992-1998)
- Design and implementation of the Primary Education Development Project (1993-1999)
- Preparation of the Basic and Primary Education Master Plan (1997-2002)
- Preparation of the Sector Development Plan and Project Implementation Plan (1999-2004)
- Creation of the Department of Education (1999)
- Preparation of the Annual Strategic Implementation Plan (1999-2004)

Some of the major promising strategies are:

- Co-operative and participatory planning processes at the central, district and community levels
- Establishment of Resource Centres (RCs) and provision of Resource Persons (each for about 15-25 schools) to create a training, supervision and support system for the qualitative improvement of primary and basic education
- Integration of special education programmes with primary and basic education

- Encouragement and recognition of local quality-improvement efforts, such as the development of the Resource Centre, and the development and use of teaching/learning materials at the school level
- Management and use of educational information at the school and the RC levels

## **Future Directions**

Based on the past experiences, several schemes have been developed to refine basic and primary education policies and programmes in Nepal. The focus of all of these policies and programmes will be, by and large, on achieving equitable access to quality education for all, bringing about continuous improvement in the quality of education, and strengthening institutional capacity. The policy of promoting participatory approaches and partnerships with local communities and other related bodies will be continued and accelerated.

# Analysis of EFA Indicators: Progress towards goals and targets

## *Expansion of early childhood programmes and development activities.*

[Indicators 1 and 2]

Indicators	1991	1995	1997
<b>Indicator 1:</b> Gross enrolment in early childhood development programmes, including public, private, and community programmes	–	–	8.07 Female: 6.69
<b>Indicator 2:</b> Percentage of new entrants to primary Grade 1 who have attended some form of organised early childhood development programme	–	–	13.47 Female: 12.6

## *Universal access to and completion of primary education.*

[Indicators 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14]

Indicators	1991	1995	1997
<b>Indicator 3:</b> Apparent (gross) intake rate in Grade 1 as a percentage of the population of official entry age	NA	NA	129.8
<b>Indicator 4:</b> New entrants to primary Grade 1 who are of the official primary school entrance age as a percentage of the corresponding population	NA	NA	53.8
<b>Indicator 5:</b> Gross enrolment rate (Grade 1-5 total)	106 140.9 86.8	114 141.4 97.6	122 139.7 103.8
<b>Indicator 6:</b> Net enrolment ratio (Grade 1-5 total)	NA	67.5	69.6
<b>Indicator 7:</b> Public current expenditure on primary education (a) as a percentage of GNP and (b) per pupil as percentage of GNP per-capita	a) 0.8 b) 5.1	1.3 10.5	1.4 8.8
<b>Indicator 8:</b> Public expenditure on primary education as a percentage of total public expenditure on education	46.77	50.87	52.21
<b>Indicator 9:</b> Percentage of primary school teachers having the required academic qualification	93.9	95.8	96.4
<b>Indicator 10:</b> Percentage of primary school teachers who are certified to teach according to national statistics	NA	NA	NA
<b>Indicator 11:</b> Pupil teacher ratio	39	39	38
<b>Indicator 12:</b> Repetition rates at Grade 1 and 5	Grade 1: 41 Grade 5: 18.0	Grade 1: 41.9 Grade 5: 17.4	Grade 1: 41.7 Grade 5: 21.3
<b>Indicator 13:</b> Survival rate to Grade 5	43.6	45.3	44.4
<b>Indicator 14:</b> Coefficient of efficiency to Grade 5	41.1	42.1	40.5

### ***Improvement in Learning Achievement***

(Indicator 15)

<b>Subject</b>	<b>Mean achievement</b>	<b>Basic Learning Competencies (% of the students scoring 33 or more)</b>
Nepali	51.46 Female: 52.12	90.00 91.10
Mathematics	27.25 Female: 24.64	36.40 29.00
Social Studies	41.79 Female: 41.26	78.10 78.50

### ***Reduction of the adult illiteracy rate and the gender disparity***

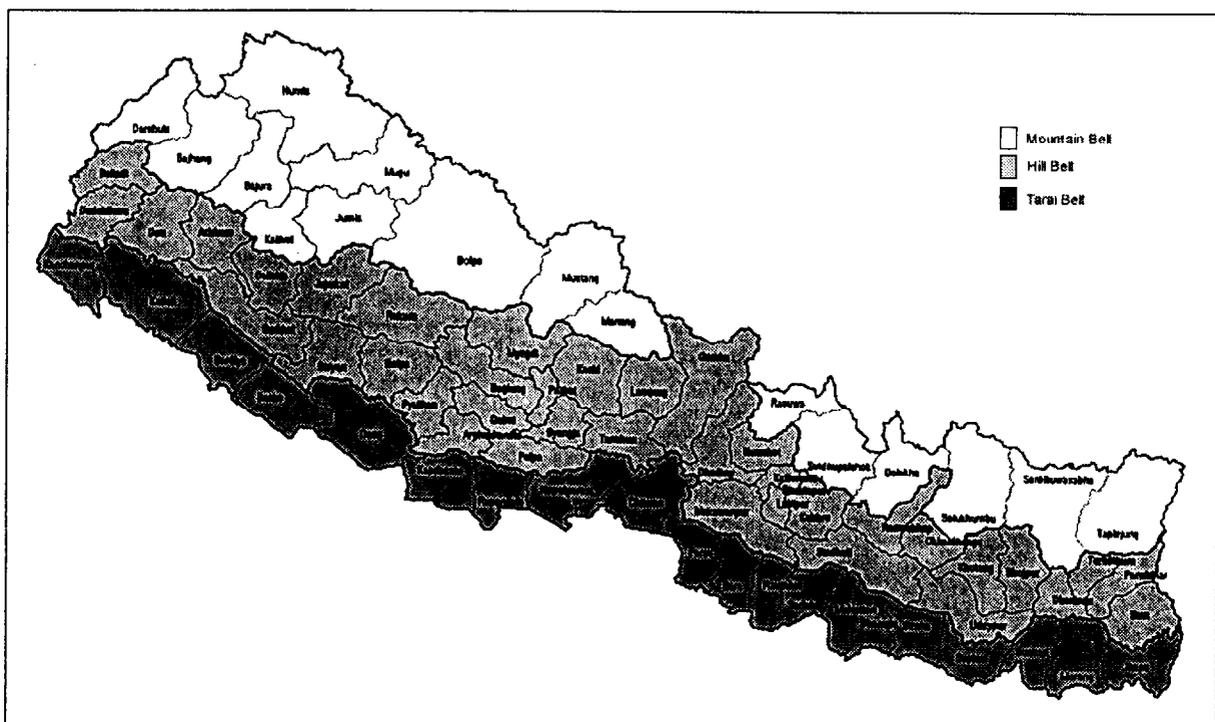
(Indicators 16, 17 and 18)

<b>Indicator</b>	<b>1991</b>	<b>1997</b>
<b>Indicator 16:</b> Literacy rate of 15-24 years old population	49.6	67.4
<b>Indicator 17:</b> Literacy rate of 15+ years old population	33.0	44.8
<b>Indicator 18:</b> Gender parity index (female to male literacy rate) of 15-24 years old	0.48	0.67
15+ years old	0.35	0.44

## 1.1 Country Context

Sharing its east, west and south with India and to the north by China, Nepal is a landlocked country with an area of 147,181 square kilometres. The country can be divided into three elongated strips – the low-land or plains known as the Terai along the southern belt, the snow-capped Himalayas that include Mount Everest along the north, and the middle hills between the Terai and the Himalayas. The Terai belt (about 17% of the land) is flat and fertile and has an altitude of between 60 and 300 meters above sea level. The hill belt (68% of the land) consists of valleys and mountains with altitudes ranging from 600 to about 5,000 meters. The Kathmandu Valley is situated at an altitude of 1,300 meters. The Himalayan belt, 15% of the land, consists of high mountains ranging from 5,000 to 8,848 meters. According to the 1991 National Census, Nepal has a total population of about 21,200,000. About 8% of the population live in the mountain region, 47% in the Terai and the remaining 45% in the hill belt. The total population is comprised of people with several different languages, cultures and ethnicities.

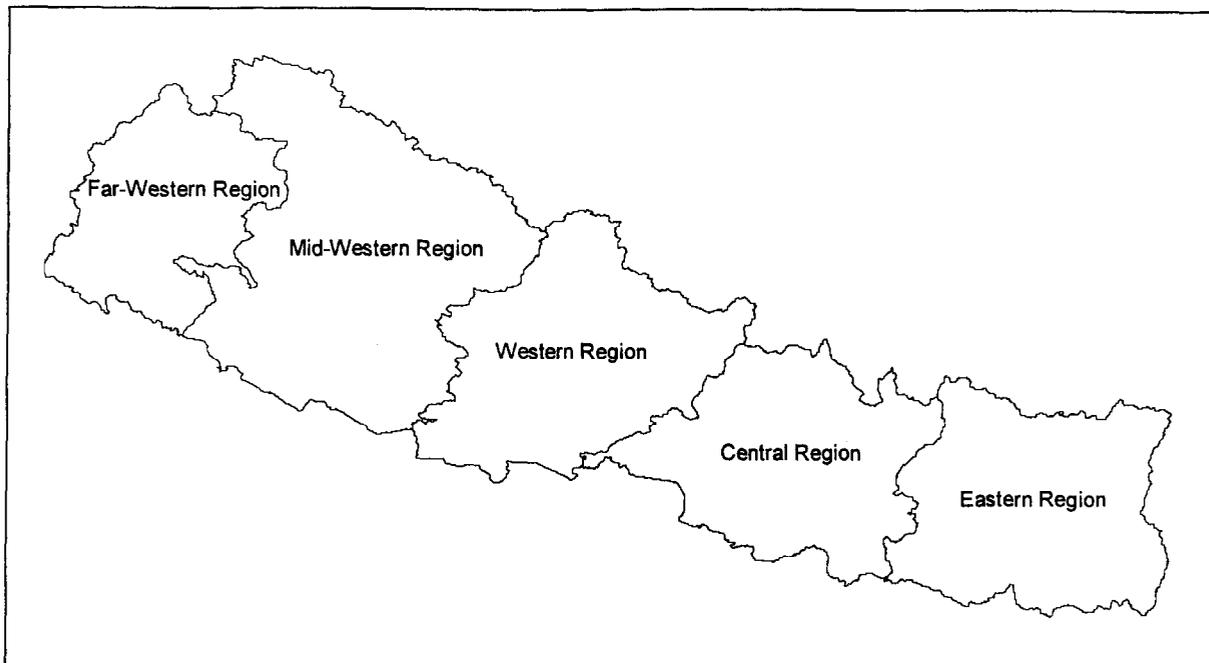
**Figure 1** *Ecological Zones and Districts of Nepal*



Nepal is divided into five Development Regions (see Figure 2), 14 Zones and 75 administrative districts. The smallest unit in this set-up is known as a ward. A collection of nine such wards in a rural area constitutes a Village Development Committee (VDC). Municipalities are the local administration in the urban centres, consisting of many more wards and having a larger population size. The country has 3,985 VDCs, 54 municipalities, 3 sub-metropolises and 1 metropolis; Kathmandu.

Nepal is predominantly an agricultural country. According to the 1991 census, the economy of 82.6% of its population directly depends upon agriculture. The remaining people are in other economic occupations, mainly related to the production and service sectors.

**Figure 2** *Development Regions of Nepal*



For many centuries, until the 1950s, Nepal remained virtually isolated from the outside world. The internal social dynamics also lacked rigorous interaction between various ethnic groups. This internal and external isolation was mainly due to the country's rugged topography and segregated social system. Consequently, there are more than 36 language groups, some of which are predominant in terms of the number of the people speaking the 'national language', Nepali, as well as in terms of the status of overall language development, including literature. Similarly, there are more than 63 social groups based on ethnicity, caste and language differences. Because of this situation, Nepal should be considered as a mosaic of different social and ethnic groups where the term "minority" should be understood not as small demographic sections but as the social sections at the periphery, competing for a fair share of the political and social power at the centre. This situation also explains the lagging-behind of Nepal in terms of overall development.

### ***1.1.1 Socio-economic Context***

Nepal underwent several major political changes through several political movements from the late 1940s. The last political change took place in the 1990s, in which multi-party democracy with a constitutional monarchy was established. Major social and economic developments in Nepal, including education, could be related to these political changes. In Nepal, formal school education has been in the process of development only since 1950, when the total literacy rate was about 2%.

The expansion of education has taken place in terms of both concept and process, and there has been a consistent increase in the magnitude of educational facilities and student size over the last two decades (see Table 1).

**Table 1 Expansion of Schooling**

	Year			
	1976	1981	1991	1997
<b>Total No. of Schools</b>	<b>11,577</b>	<b>14,332</b>	<b>24,818</b>	<b>32,668</b>
Primary	8,768	10,628	18,694	23,284
Lower Secondary	2,289	2,786	4,045	6,062
Secondary	520	918	2,079	3,322
<b>Total Students</b>	<b>929,765</b>	<b>1,762,192</b>	<b>3,812,611</b>	<b>4,773,674</b>
Primary	644,000	1,388,001	2,884,275	3,460,756
Lower Secondary	189,000	169,564	378,478	828,767
Secondary	74,000	144,331	395,330	344,034
<b>Total Teachers</b>	<b>32,146</b>	<b>46,288</b>	<b>99,127</b>	<b>128,599</b>
Primary	20,775	29,134	74,495	91,464
Lower Secondary	7,932	12,245	13,005	20,641
Secondary	3,439	4,909	11,627	16,494

Source: MOE

Although the development is significant, the current status of Nepali education is still below the world standard. About 50% of the 6+ age group is still illiterate, and about 30% of primary age children are still not enrolled in school. A significant proportion of the children who are enrolled in primary school repeat Grade 1 or drop out of school. Many of these problems pertain to the social and economic situation of the country.

The following table presents a list of some of the important development indicators of Nepal and their development trends in the past two decades. The figures indicate that Nepal is still one of the poorest countries in terms of the indicators and that the development rates are not impressive.

**Table 2 Population and Other Indicators**

	Year			
	1976	1981	1991 (Census)	1997
Total population <sup>1</sup>		15,022,839	18,491,097	21,843,068
Female population		7,327,503	9,270,123	10,903,447
Life expectancy at birth <sup>2</sup> (in years)		44	54.3	56.5
Literacy (%)		19	39.6	48 <sup>3</sup>
Hospital beds (1994/95)	2,098		4,570	4,848
Doctors <sup>4</sup>		562	1,196	1,497
% change in GDP (from-to)		2.5 (70-80)	2.31(88-89)	3.60(95-96)
Per capita GDP (US\$) <sup>5</sup>		169(1985)	183	220
Per capita GNP (US\$) <sup>5</sup>		172(1985)	186	223
Consumer price index 1995/96 (base year 1983/84=100) <sup>4</sup>			197.6	330.2

Sources: <sup>1</sup> Statistical Year Book, CBS 1991/97;  
<sup>2</sup> World Development Report 1982 and 1997;  
<sup>3</sup> Recent estimate of Ministry of Education;  
<sup>4</sup> Nepal in Figures 1997;  
<sup>5</sup> Economic Survey 1996/97 and 1990/91

As can be seen from the table, the current GDP per capita is around US\$ 220. Currently, about 40% of the people live in absolute poverty. It will take some time for the improvement of the economic situation because the economic growth rate is not very high (the current GDP growth rate is about 2.3%). Furthermore, there are the problems of demographic pressure (the population growth rate is about 2.2% per year), and disparities arising from social and gender inequality.

## 1.2 Nepal's Participation in EFA

The Jomtien Conference adopted the *The World Declaration on Education for All* and *The Framework of Action to Meet Basic Learning Needs*. The conference called on all countries to prepare a national plan of action to implement the World Declaration on Education for All, taking into account their needs, potentialities and constraints.

In October 1991, a regional planning workshop was held in Jomtien to prepare work plans for EFA. Following this workshop, Nepal prepared a National Plan of Action (NPA) in order to achieve the EFA goals. This NPA preparation exercise included a review of the status of universal primary education and literacy, policies to promote basic and primary education, and attainment of education for all during 1992-2000.

Nepal has fully endorsed the Jomtien Declaration (1990) *Education for All* and has made commitments towards achieving its goals. Accordingly, it has taken several measures to achieve EFA.

The following is a list of major activities leading towards EFA.

**Table 3** *Nepal Education for All Assessment 2000*

<b>Date</b>	<b>Activities</b>
5-9 March 1990	A signatory of the Jomtien Declaration on Education for All (1990)
31 July 1991	Preparation of the Basic and Primary Education Master Plan (1991-2001)
18 May 1992	Formation of the National Education Commission by the newly-elected democratic government (1992)
15 July 1992	Implementation of the Eighth Five Year Development Plan (1992-1997)
15 July 1992	Design and implementation of the Basic and Primary Education Project (1992-1998)
January 1994	Implementation of new primary education curriculum and revised textbooks and teachers guides (1992-1996)
18 May 1992	Design and implementation of the Primary Education Development Project (1993-1999)
22 July 1995	Adoption of the National Special Education Policy (1995)
1995	Mid-term review of EFA targets
14 May 1996	Adoption of the Resource Centre (RC) structure and provision of School Management Committees as a tier of educational management (1996)
4 December 1992	Placement of at least one female teacher in each primary school (1996)
15 May 1997	Preparation of the Basic and Primary Education Master Plan (1997-2002)
15 July 1997	Implementation of the Ninth Five Year Development Plan (1997-2002) Preparation of the Sector Development Plan
26 October 1998	Formation of the National Education for All Assessment Group
22 November 1998	Formation of the Technical Committee for Nepal EFA Assessment
February 1999	Basic and Primary Education Programme: Programme Implementation Plan (1999-2004)
23 May 1999	Creation of the Department of Education
28 September 1999	Preparation of annual strategic implementation plan (1999-2000)

Shortly, the EFA campaign will be ten years old, which also marks entry into the 21st century, and into a new millennium. This EFA 2000 Assessment is part of a global endeavour to evaluate the changes brought about by the campaign in the past decade, in order to understand the current situation and seek new directions for the future.

### **1.3 Objectives**

The major objectives of the EFA 2000 Assessment are:

- to construct a comprehensive picture of the progress made towards Education for All goals since 1990;
- to identify priorities and promising strategies for overcoming obstacles and accelerating progress; and
- to draw future strategies in line with EFA

The result of the EFA Assessment will be useful for policy-makers, planners and managers, both within and outside the government. It would also provide an opportunity to re-focus attention on basic education and reinvigorate efforts to meet the basic learning needs of children.

### **1.4 EFA Assessment Procedure**

#### ***1.4.1 International Consultative Forum***

The International Consultative Forum on Education for All (the EFA Forum) has been created for global co-ordination of the EFA 2000 Assessment. The Forum has provided general guidelines for the assessment to ensure some uniformity and comprehensiveness among country EFA reports. The assessment process is important in itself, offering an opportunity for broad consultation among many partners in view of planning the further development of basic education. A set of technical guidelines has also been prepared, explaining in detail what factors need to be examined and how progress may be measured.

#### ***1.4.2 National Education for All Assessment Group***

In response to the call for participation in the Education for All Assessment, His Majesty's Government of Nepal formed a National Education for All Assessment Group, under the chairmanship of Honourable Member, National Planning Commission on 26 October 1998. The group comprised 43 members representing parliamentarians, and Secretaries of the Ministries of Education, Women and Social Welfare, Local Development, Labour, Agriculture, Health, and Information and Communications. The group also included journalists, heads of different divisions of the Education Ministry, educational NGOs, school teachers, university teachers and researchers. The National Education for All Evaluation Group held its first round table meeting on 22 November 1998.

#### ***1.4.3 Technical Committee***

Following the recommendations of the round-table meeting, a technical committee of 17 people was formed.

In line with the EFA Assessment guidelines and reference documents provided by the international forum for EFA, the Technical Committee prepared a reference work guideline. This guideline covered the following aspects of EFA study, which were to:

1. review the main themes and targets of the Jomtien Conference on EFA and the policies, plan and programme of EFA submitted by Nepal to achieve the goals of the Jomtien Conference;
2. assess the progress towards EFA by 1998 and the likely achievement in the year 2000;
3. collect and analyse data on 18 EFA indicators;
4. suggest areas for thematic study and case studies to supplement the indicators;
5. co-ordinate the EFA Assessment-related activities of the government and other agencies to collect pertinent data and also to help to interpret them;
6. prepare a draft national EFA Assessment report and submit it to the concerned bodies for comment and suggestions; and
7. prepare a plan and programmes for the National Conference and Sub-regional Conference on EFA

Technical Committee meetings were held routinely to discuss the working strategy and progress made. The Technical Committee adopted the strategy of forming four sub-committee task groups for undertaking assessment.

#### ***1.4.4 Technical Sub-committee Task Groups***

1. Early Childhood Education
2. Primary Education
3. Literacy
4. Skills Education and Education Media

The task groups prepared preliminary reports covering the following key specific areas of EFA:

- Early Childhood Education
- Universal access to and completion of primary education
- Improvement in learning achievement
- Adult literacy and continuing education
- Expansion of basic education, skills training, and vocational education
- Mobilisation of mass media and other forms of communication for educational expansion

#### ***1.4.5 Report Finalisation***

The task-group reports were synthesised to produce the first draft of the national EFA Assessment report. This synthesis report was presented at the Delhi sub-regional workshop, and based on the comments on the report from the sub-regional seminar the report was revised. A Report Finalisation Committee was formed under the chairmanship of the Secretary, Ministry of Education. The revision work included finalisation of the presentation of the data on EFA Assessment indicators, revision of the report according to the general guidelines provided by the international consultative forum, and incorporation of the comments and suggestions from the sub-regional seminar.

A follow-up sub-regional workshop was held in Godavari, Kathmandu in October 1999 for finalisation of the assessment reports. A final draft was prepared, incorporating all the comments and the suggestions from the workshop and was presented in the round-table meeting held in December. A similar round-table meeting was held a week later to discuss the future directions listed in this report. This report has been prepared incorporating the comments and suggestions from the round-table meeting.

## National EFA Goals and Targets

### 2.1 The NPA, and the Eighth and Ninth Five Year Plans

In 1992, the Nepal National Commission for UNESCO prepared a comprehensive National Plan of Action (NPA) on Education for All (EFA) for 1992–2000, which was prepared in the spirit of the work plans prepared in the first Regional Planning Workshop in Jomtien (October 1991). It attempted to estimate the magnitude of educational development that was required for achieving EFA goals by 2000. However, the Eighth Plan (1992-1997) developed a more practicable set of targets based on the resource capabilities and on the experiences of the last National Development Plan and its programmes. The NPA targets were later revised and incorporated into the Ninth Five Year Plan (1997-2002) based on the experiences and the outcomes of the Eighth Plan. The following table lists the major goals and targets set by the NPA, the Eighth Plan and the Ninth Plan.

**Table 4** *National EFA targets*

	<b>NPA (1992-2000)</b>	<b>Eighth Plan (1992-1997)</b>	<b>Ninth Plan (1997-2002)</b>
ECD	34,814 Pre-primary Education Centres	Encouragement for the establishment and expansion of pre-primary classes	10,000 community-based ECD centres
Primary Education	GER: 107.2 NER: 100.0	GER: 121.0 NER: 90.0	GER:— NER: 90.0
Cycle completion rate	50.0%	Raising internal efficiency of school education	70.0%
Reduction of illiteracy of the 6+ population to:	33.0%	40.0%	30.0%
Skills training	Integration of skills training in the regular school curriculum.	Expanding the number of vocational training centres  Need-based vocational training (focused on agriculture, health, cottage industry, environmental protection and population education)	Market-oriented skills training  Mobilisation of the private sector  Development of polytechnic institutions
Education media		Mobilisation of media for awareness-raising, teacher training, social education	Mobilisation of media for awareness raising, teacher training, social education

The details of the evolution of the goals and targets and programmes in relation to each of these targets are described in the following section.

## 2.2 The EFA Targets on ECD

The NPA has listed the programme targets signifying achievement of 100% enrolment of the children aged 5 years by the end of 2000. Accordingly, it estimated the required number of ECD centres to be 34,814. During the Eighth Plan period, the Basic and Primary Education Project (BPEP) aimed to develop an ECD programme in order to enhance the internal efficiency of Grade 1 and also to improve the classroom environment. Based on the experiences of setting up 1,038 ECD centres in the first phase of BPEP, the Ninth Plan targeted the establishment of 10,000 Community-based Child Development Centres. Of these, 7,000 centres are to be established under the BPE programme of the Department of Education, and the remaining 3,000 centres are to be set up by NGOs and others groups.

**Table 5** *ECD Targets of the NPA, the Eighth Plan and the Ninth Plan*

NPA (1992-2000)	Eighth Plan (1992-1997)	Ninth Plan (1997-2002)
34,814 ECD Centres	Encouragement for establishment and expansion of ECD by government committees and the private sector	10,000 Community-based ECD Centres

Community participation in the development of ECD has been the strategy of the government since the Seventh Plan (1987-1992). Accordingly, provision was made for the opening up of pre-primary schools by communities, NGOs, groups or individuals. This provision was made primarily to address the problems of the high repetition rate in Grade 1, which was a result of the enrolment of under-age children in Grade 1. Many schools needed to open different sections, particularly for low achievers, which consisted mainly of under-age children coming to school with their elder siblings.

The Education Regulations of 1992 also continued the provision for opening up pre-primary schools by communities, NGOs, groups or individuals. It was anticipated that with these provisions there would be progressive development in early child-care services both in terms of quantity as well as quality, with this development being aided by government, communities, NGOs, as well as private entrepreneurs.

Community participation in the development of ECD has also been the strategy of the Ninth Plan. The high-level National Commission Report also emphasises the role of community in the development of ECD. Through this strategy of community-based ECD, the government aims to build up partnership with the communities in management as well as in cost-sharing. Under the provisions of BPEP II, in order for a community to run a *Shishu Kakshya* (SK, child-care centre), it should first of all form a management committee to work out the details of running an ECD centre, and then formally apply to the District Education Office for permission to run the centre. The community must provide rooms and other physical facilities necessary for running the SK, as well as provide a salary for the SK teacher. BPEP responsibility is limited to providing training to the SK facilitators and making some of the teaching/learning support materials and facilitator guidebooks available.

In the early 1990s, pre-primary classes were established to enhance the quality of primary education by preparing pre-school age children for Grade 1 of primary school. This was also an important strategy to reduce the high repetition and drop-out rates at primary level. The Ninth Plan aims to make early childhood centres different from primary school, to make them community-based centres for the overall development of the child within a playful and enjoyable environment. The high-level National Commission for Education (1997) has also emphasised the need for developing caring and child-friendly ECD centres in the community.

In order to ensure that ECD centres provide a joyful and caring environment for children, in line with the concept of overall development needs of a child, BPEP II aims to develop suitable ECD curricula and children's learning materials, and most importantly provide training for the facilitators.

Although various targets are set by the NPA, the Eighth Plan and the Ninth Plan, the targets do not provide EFA Assessment indicator-based information. Necessary steps are being undertaken to expand the government information system to include several ECD indicators, including those listed by EFA Assessment.

## 2.3 Targets and Goals of Universal Access to and Completion of Primary Education

Universal access to and completion of primary education are the most important aspects of the EFA campaign in Nepal. From the early 1990s, Nepal has put its utmost effort into improving both access to and quality of primary education.

The following table presents a list of major targets set by the National Plan of Action and national development plans:

**Table 6** *Enrollment Targets of the NPA, the Eighth Plan and the Ninth Plan*

NPA 1992-2000	Eighth Plan targets (1992-1997)	Ninth Plan Targets (1997-2002)
<ul style="list-style-type: none"> <li>• NER: 100</li> <li>• GER: 107.2</li> </ul>	<ul style="list-style-type: none"> <li>• NER: 90</li> <li>• GER: 121</li> </ul>	<ul style="list-style-type: none"> <li>• NER: 90</li> </ul>

In order to achieve the above-mentioned targets and goals, HMG has been implementing various programmes and activities under the Ninth Plan and BPEP II. The specific programmes and interventions will be discussed in subsequent paragraphs.

### 2.3.1 Programmes, Goals and Targets

The target of The Eighth Plan (1992-1997) was to achieve a net enrolment rate of 90% for 6-10 year old children. Likewise, the numbers of new primary schools and additional teachers were expected to reach 2,025 and 8,000 respectively. The addition of the schools and teachers has already exceeded the target as the number of new schools has reached 3,524 and the additional teachers 14,883. The enrolment target, however, still remains far from achievement.

The nutrition programme has been in operation in 12 districts of the country since the Eighth Plan. The objective of the programme is to increase student enrolment in primary schools, to maintain regular attendance of students, and to reduce the drop-out rate. Day-meals for students are being provided in schools in order to increase students' attendance and pass percentage, and to improve their nutrition and health. This programme will be extended to four other food-deficient and low-enrolment districts during the Ninth Plan period. The aim is to provide food to 250,000 students by the end of the plan period. There will also be health materials on the control of parasitic worms, and on health and nutrition in primary schools, and communities will be involved in the delivery of the services.

Under the Ninth Plan (1997-2002) the government has envisaged compulsory primary education (CPE) as a strategy to achieve universal access and full retention of primary school students until they complete the primary education cycle. It includes creating conditions in schools and local communities for universal primary schooling. The current strategies of CPE are to mobilise local bodies and communities to achieve universal primary education and, through the provision of incentives, to motivate and attract children to school. So far, there has been no legislation regarding CPE, but the current education regulations have provisions for the implementation of CPE by VDCs and Municipalities in their areas.

CPE activities were piloted in two districts, namely Chitwan and Ilam, and have been extended to three additional districts – Syangja, Surkhet and Kanchanpur – covering all five Development Regions. The

districts are selected according to their educational advancement, level of educational infrastructure and potential for local involvement, conditions considered to be essential for achieving universal enrolment and attendance. While launching this, many of the existing programmes, services and resources will be fully integrated and utilised as a CPE package.

In the Ninth Plan period, 19,000 classrooms will be built and 10,000 schools will be reconstructed in the context of extending physical facilities in schools. Likewise, 1,000 new Resource Centres will be established and 500 Resource Centre buildings will be constructed. There will be additional 3,000 primary schools with 15,000 teachers. All the municipalities and 10% of all VDCs will be given the responsibility to conduct and manage primary schools in their areas.

BPEP II has been developed as a major programme for the achievement of the Ninth Plan objectives regarding basic and primary education. Increasing access to and retention in primary schools is one of the major focus areas of BPEP II. Besides attaining a net enrolment rate (NER) of 90 (85 for girls), the target for the gross enrolment rate (GER), also set under the BPEP, is 106 (100 for girls). BPEP II has also set a target of 75% for the Cycle Completion Rate of primary education and a GER of 100 for disadvantaged groups, including *dalit*, a disadvantaged caste group.

The following policies and strategies to achieve the goals and targets set by the BPEP II to increase children's access to primary education are outlined below:

1. The current free primary education programme will be gradually made compulsory throughout the Kingdom, based on the experience of the areas where compulsory education has already been enforced.
2. School infrastructure, including physical facilities, educational provisions and human resources, will be strengthened with the active participation and involvement of communities.
3. Special education programmes will be strengthened and operated to provide disabled persons with educational opportunities from literacy level to the higher education level. Non-governmental organisations and communities will be encouraged to participate in the development of special education.
4. Scholarship programmes for women, children of disadvantaged ethnic groups and *dalit* communities will be effectively implemented.
5. A clear policy will be formulated and implemented to save the costs of education at different levels by different components without affecting the participation in education.

BPEP II will be extended nationally to cover the 40 BPEP I districts and the remaining 35 districts.

## **2.4 Targets and Goals of Improvement in Learning Achievement**

Learning achievement is one of the most important measures of the quality of education. It is also intricately linked to school efficiency because the promotion and repetition rates are directly related to the learning achievements of the students, to which in turn, the school drop-out rate can be attributed.

The NPA, Eighth and Ninth Plans have listed several measures for quality enhancement of education. These are presented in Table 7.

**Table 7 Targets of the NPA, the Eighth Plan and the Ninth Plan for Better Learning Achievement**

NPA	Eighth Plan (1992-1997)	Ninth Plan (1997-2002)
<ul style="list-style-type: none"> <li>Examination reform</li> </ul>	<ul style="list-style-type: none"> <li>Teacher training will be expanded for raising the quality of instruction.</li> <li>The policy relating to examinations and examination management will be reformed.</li> </ul>	<ul style="list-style-type: none"> <li>National standards will be set up for primary education.</li> <li>180 school days will be made mandatory.</li> </ul>

In order to improve the learning achievement of students, the Ninth Plan envisages setting up a national standard of primary education. A minimum of 180 school-operation days will be made mandatory. Similarly, the minimum regular presence of students and teachers will be fixed. Parents, local agencies and local people will be involved in the formulation, implementation, monitoring and evaluation of programmes in order to make the management and implementation of primary education effective.

#### 2.4.1 Programmes, Goals and Targets

BPEP II has set the following levels for achieving the Ninth Plan targets:

*Table 8. Present and Future Goals on School Improvement*

School Improvement	BPEP II Target (1998/99-2003/04)
Pass rate for Grades 1 to 3 (%)	100
Pass rate for Grades 4 and 5 (%)	90
% of children acquiring minimum learning level (MLL) for Grades 3 and 5	70
Average test score for Grade 3 and 5 children	75
Average daily attendance of students (%)	90
Average daily attendance of teachers (%)	80
% of teachers attending recurrent training	100
% of trained teachers (first module)	90
% of teachers completing 10-month training	50

Source: PIP (1999-2004), BPEP, MOE, HMG

BPEP II targets are intended to bring about necessary reforms both in quality of instruction as well as in the evaluation system in order to achieve a 100% pass rate for children of Grades 1 to 3. Similarly, the pass rate of children in Grades 4 and 5 will be raised to 90%. A minimum learning level in Grade 3 and 5 Nepali and Maths will be achieved by 70% of the children.

BPEP II also aims to achieve a daily attendance rate of 90% for students and 80% for teachers. Instructional time-on-task will be raised to 90%, which will be spent by teachers and children on focused learning tasks. This will include continuous assessment as an integral part of teaching

Multi-pronged approaches taken in BPEP for the improvement of learning achievements include improvement in teacher training, curriculum, textbooks, instructions and classroom environments.

Curriculum development is taking on a new dimension after the completion of BPEP phase I: the target for BPEP phase II includes implementation of continuous assessment instead of the current practice of annual examinations for evaluating the students' performance for grade promotion. Liberal promotion of students in primary grades will be adopted, beginning from Grades 1 to 3. The school curriculum will be revised to make classroom practices more interactive and student-centred. The quality of teaching/learning materials, including textbooks, will be improved.

Teacher training provision will be expanded through:

- a) recurrent cluster-based teacher training;
- b) long-term in-service teacher training (2.5 months x 4); and
- c) short-term recurrent teacher training.

All primary-level teachers will be provided with a minimum of 10 days of classroom-based training per annum.

The role of Headmaster as a supervisor in the school will be strengthened. Similarly, the role of SMC in the development of the overall school environment will be enhanced.

## 2.5 Targets and Goals for the Reduction of Illiteracy and Gender Disparity in Literacy

The 1991 census showed a literacy rate of 39.7% for the age group of six years and above. The female literacy rate for this age group was 25%. In 1991, the literacy rate for adults over the age of 18 was 32%, and the female adult literacy rate was 18%. The rural village population constitutes most of the illiterates in Nepal. The population consists of both adults and school-age children who could not join school. Therefore the National Plan of Action as well as the National Development Plans have emphasised the need for literacy education for both adults and out-of-school children. Following are the literacy targets set by the NPA, the Eighth Plan and the Ninth Plan for children aged 6 and above.

**Table 9** *Literacy Targets of the NPA, the Eighth Plan and the Ninth Plan*

NPA	Eighth Plan (1992-1997)	Ninth Plan (1997-2002)
<ul style="list-style-type: none"> <li>• Reduce the adult illiteracy to at least half of the 1990 level with special focus on the 15-35-year age group.</li> <li>• Reduce the gender gap in literacy by enhancing female literacy.</li> </ul>	<ul style="list-style-type: none"> <li>• Raise the literacy rate to 60% by the end of the plan period and to 67% by 2000.</li> <li>• Reduce the gender gap in literacy by enhancing female literacy.</li> </ul>	<ul style="list-style-type: none"> <li>• Raise the literacy rate to 70%.</li> <li>• Reduce the male and female gap in literacy from 30% to 20%.</li> </ul>

Source: NPA (1992), Eighth Plan and Ninth Plan

In the Eighth Plan period, in order to attain the set target of 60% literacy, there was an estimated need to make 1.4 million illiterate persons literate. In the Ninth Plan, there was a target to provide effective literacy training to 3,216,000 illiterate adults and 784,000 out-of-school children in order to make them literate. Nepal intends to achieve 100% literacy for the children aged above 6 by the end of the Twelfth Five Year Plan (2012).

### 2.5.1 Programmes, Goals and Targets

Until recently, the literacy rate in Nepal has been calculated for children aged over 6. The programme visualisation for enhancing the literacy percentage therefore focuses on entire groups under this age, and age-specific and community-specific literacy programmes are being developed and implemented. Following are some of the national-level programmes and their targets in relation to the overall targets and goals set by the NPA, the Eighth Plan and the Ninth Plan.

## Out-of-School Education Programme (OSP)

According to the Central Bureau of Statistics, the number of 8-14 year old children who were out of school numbered 4,497,268, 45% of whom were illiterate. By 2001, illiteracy among this target group is expected to be reduced to 34%. However, there will still be a need to address OSP for about 1,924,754 people because of the expansion of the population, as the following table shows.

**Table 10** Literacy and Population of 8-14 Year Age Group

	Population		Illiterate	
	Total	Female	Total	Female
1991	4,497,268	2,183,379	2,023,771	1,222,692
2001	5,661,040	2,748,435	1,924,754	1,181,827

Source: CBS (1991)

According to the above projection there were about two million (2,040,740) illiterates among the children of the 8-to-14-age group in 1991. Although the percentage of illiterates is expected to decrease by 2001, the total illiterate population of this age group will still be close to two million (1,925,344). Out-of-School Programmes (OSP) are run to address the basic education needs of the children.

The major objectives of OSP are:

- to provide accelerated non-formal basic education to those primary-school-age children who could not join primary school and those who have dropped out of school;
- to enhance the school enrolment rate by motivating basic-level (OSP I) completers to enter formal schools;
- to reduce gender disparity in literacy by increasing the school enrolment of girls;
- to provide functional education in order to provide the knowledge and necessary skills for undertaking income-generating activities.

One of the major objectives of OSP is to bring the OSP class completers into formal schooling. Provision has been made to enrol OSP class completers in Grade 3. *Shikshya Sadan* for boys and girls and *Chelibeti* for girls only are two popular OSPs.

### Programmes for Adult Literacy

The government aims to run different adult education programmes to address the needs of adult illiterates of the 15 to 45 age group. The objectives of the education programmes for this age group are to impart literacy skills as well as basic knowledge and skills in the areas of health and sanitation, water usage, environmental protection, deforestation, agriculture, and income generation.

The adult literacy programmes aim to run activities in at least two phases: to impart basic literacy and skills; and to help adults get involved in income-generating activities, community service, co-operatives, health and family planning. The latter phase is often called a post-literacy programme. Post-literacy programmes are also considered important because they deepen and sustain the literacy skills acquired in the first phase.

The Women's Education Section of the Ministry of Education aims to enhance adult female literacy through special programmes. Accordingly, it has been running special functional literacy programmes for women of 15 to 35 years of age, which are focused on child-care, health, agriculture, sewing, weaving etc.

## **Literacy Campaigns**

The Ninth Plan identifies literacy campaigns as one of the major strategies to achieve the targets it has set. Accordingly, phase-wise literacy campaigns have been scheduled to cover all parts of the country, with special priority for rural areas and disadvantaged communities.

## **Special Programmes for Reducing Gender and Community Disparities**

Different programmes are being conducted to make primary education accessible to girls and to provide functional education for adult females. The Ninth Plan aims to provide scholarships for all female students of 10 remote districts, and girls' scholarship quotas in the remaining 65 districts. Altogether, 162,404 female students will benefit from the scholarship programme in the planned period. There is a similar programme for disadvantaged communities. Provision of at least one female teacher in every school, preference for female teachers to take part in training, and school-based incentive programmes for girls are some of the other measures to expand girls' enrolment in primary school. Activities of the Curriculum Development Centre (CDC) to remove gender and community disparities reflected in the curriculum, textbooks and teacher training manuals is another important step in this direction.

The monitoring and evaluation system will be systematised in order to conduct women's education programmes effectively. Local agencies will be mobilised for the development and publicity of women's education programmes.

## **Training**

The Ninth Plan aims to institutionalise the training of the facilitators and the other people involved in NFE activities. Information regarding the literacy situation will be improved and literacy mapping will be conducted to reflect the literacy situation.

## **Co-ordination and Mobilisation of NGOs, INGOs and CBOs**

NGOs as well as community-based organisations are also playing a very significant role towards expanding adult literacy. The Ninth Plan has also focused the need for co-ordination of GOs working in this area with NGOs, INGOs and CBOs. A NFE council represented by NGOs, INGOs and the government has already been working towards this goal. Similarly, the Ministry of Education has established a NFE centre to undertake various research and innovation activities in this area.

## **2.6 Targets and Goals for Life Skills Education and Vocational Training for Youths**

One of the important endeavours in Nepal has been to provide contemporary knowledge and skills needed for better living in this ever-changing world. In this regard, the Eighth and the Ninth Plans have clearly emphasised the mobilisation of all aspects of education, including formal education, continuing education, the open learning system and vocational education. The goals of the National Plan of Action, the Eighth Plan and the Ninth Plan are given in the following table:

**Table 5** *Life Skills and Vocational Education Targets of NPA, the Eighth Plan and the Ninth Plan*

NPA	Eighth Plan (1992-1997)	Ninth Plan (1997-2002)
<ul style="list-style-type: none"> <li>• Make basic and primary education more functional and life-skills oriented.</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare basic and middle-level human resources in the areas of agriculture, health and construction</li> <li>• NFE programmes for adults will focus on basic knowledge and skills regarding agriculture, health, cottage industry, environmental protection and population education.</li> </ul>	<ul style="list-style-type: none"> <li>• Preparation of basic and middle-level human resource will be made more flexible and more in accordance with market needs.</li> <li>• The private sector will be encouraged to run skills-training vocational education programmes.</li> </ul>

Source: NPA (1992), Eighth Plan and Ninth Plan

The Eighth Five Year Plan objectives focused on utilising education as a means of enhancing the capabilities of people as producers. The Eighth Plan emphasised:

- a. increased technical and vocational training facilities; and
- b. making the curriculum more relevant to the actual needs of the economy, e.g., emphasising agriculture, environment, health, nutrition, inculcation of the work ethic, etc.

Based on the experiences of the Eighth Plan period, the Ninth Plan emphasised the need to make skills training and vocational education more flexible and more in accordance with market needs. It also emphasised the need to enhance the involvement of the private sector in running skills training and vocational education programmes.

### **2.6.1 Programmes, Goals and Targets**

#### **School Curriculum-based Programmes**

Life skills are incorporated into the school curriculum in different forms at various levels. At the primary level, it is in the form of making the children aware of the surrounding environment and better ways of living. At the secondary level, it is in the form of work ethics and orientation to various areas of skills training and vocational education. Vocational education is offered as an optional subject at the secondary level.

#### **CTEVT Programmes**

The Council for Technical Education and Vocational Training (CTEVT) was formed in 1989 to formulate policies, ensure quality monitoring and provide services to facilitate technical education and vocational programmes all over the country. The council has set up nine technical schools to cover the needs of all the regions of the country. The target is to expand this number to 20 by the turn of the century. Soon after the government made a policy of promoting the private sector in technical education, 118 technical schools were opened by private enterprises in affiliation with CTEVT. These private technical schools run short-term technical courses in various areas.

During the Eighth Plan period, 2,595 long-term training courses and 2,034 short-term training courses were envisaged under CTEVT. The Ninth Plan period envisages 5,000 long-term training courses and 20,000 short-term training courses.

## Training Programmes under Various Ministries

Besides CTEVT, there are various specific skills-training programmes conducted by various ministries such as the Ministries of Education, Labour, Women and Social Welfare, Industry, Communications, Tourism and Water Resources. The following is a list of targets set by the various ministries for the fiscal year 1998/99.

**Table 11** *Skills-training Programme Targets of Various Line Ministries (1998/99)*

Ministries	Total Number of Trainees	Budget (NRs. in 000s)
Ministry of Education	847	82,834
Ministry of Labour	5,045	46,235
Ministry of Tourism	1,046	12,335
Ministry of Industry	21,125	205,539
Ministry of Health	12,180	90,562
Ministry of Local Development	4,551	9,460
Ministry of Agriculture	2,050	29,290
Ministry of Land Reform	645	11,895
<b>Total</b>	<b>47,489</b>	<b>488,150</b>

Source: Employment Co-ordination Committee, 1997

## Committee for Employment Development

His Majesty's Government formed a committee for the development of employment in 1997 to provide consultative help to the government to formulate employment policies and programmes, to explore employment areas within the country as well as abroad, to develop training relevant to employment possibilities, to develop statistics on the employment situation, and to co-ordinate among the employment-related training providers. Following is the five-year employment training projection during the Ninth Plan period prepared by the committee for the VDC, municipality and national levels.

**Table 12** *Five-year Employment Training Projection (1997-2002)*

	VDC		Municipality		Total	
	1 Year	5 Yrs	1 Year	5 Yrs	1 Year	5 Yrs
Construction and mechanical	19,541	97,691	5,841	29,193	25,382	126,884
Agriculture and animal husbandry	27,705	138,508	7,108	35,531	34,813	174,039
Health	16,431	82,152	484	2,418	16,915	84,570
Hotel management	944	4,714	1,358	6,786	2,302	11,500
Carpets and garments	8,757	43,782	2,742	13,702	11,499	57,484
Office management	963	4,812	1,130	5,642	2,093	10,454
Education	1,565	7,824	323	1,612	1,888	9,436
Environment conservation	4,392	21,960	935	5,480	5,327	27,440
<b>Total</b>	<b>80,298</b>	<b>401,443</b>	<b>19,921</b>	<b>100,364</b>	<b>100,219</b>	<b>501,807</b>

Source: Employment Co-ordination Committee, 1997

The country's need for basic and middle-level skilled manpower for different development programmes will be fulfilled by producing manpower at the local level. In order to conduct technical training and vocational education programmes, physical and economic resources will be mobilised at the local level for the establishment of training centres. Improvements will be made to make technical schools effective and appropriate to their investment. There will be co-ordination between governmental and non-governmental technical and vocational training organisations. The organisations will be standardised and

the training accredited. High-level centres that conduct training in the private sector will be provided with technical assistance.

Steps will be taken to establish polytechnic schools in order to produce middle-level manpower required at the local level. Internal and external resources will be mobilised to run this type of school. Community development and vocational training centres will be expanded and trainers will be trained in order to develop and expand technical education.

## 2.7 Targets and Goals for Media Mobilisation

The government of Nepal has been promoting mass media to raise people's awareness of education and to give educational messages and information. Mass media have also been mobilised to conduct special training programmes. In these various activities, the major contributors are the Distance Education Centre, the Ministry of Education, Radio Nepal, Nepal Television, Gorkha Patra Sansthan, several independent newspapers and magazines, the Nepal Press Institute, FM radio stations, journalists associations and NGOs. The government plans to enhance the role of various media partners in promoting social and family values and social understanding and has recently promulgated the National Broadcasting Act to facilitate the development of independent FM stations and the mobilisation of radio and TV as alternative channels of continuing education.

**Table 13** *Targets of the NPA, the Eighth Plan and the Ninth Plan*

NPA (1992-2000)	Eighth Plan (1992-1997)	Ninth Plan (1997-2002)
-	Mobilisation of media for awareness-raising, teacher training and social education	<ul style="list-style-type: none"> <li>• Establishment of independent FM stations and TV channels</li> <li>• Accredited training for primary school teachers</li> </ul>

During the Ninth Plan, there will be provision of accredited in-service training for primary school teachers through distance education and other media. Radio and television programmes on several subjects, including agriculture, health, primary education, general information, interaction forums and social advocacy, will be developed and broadcast regularly. Appropriate policies will be developed for an information management system and the development of libraries for educational communication and information.

## **Analysis of EFA Indicators**

### **Progress towards goals and targets**

The objectives and targets of the basic learning needs outlined by the framework of action to meet the EFA goals are divided into six areas and presented under six headings. The analyses attempt to assess the achievement in terms of the national targets set by the National Development Plans. The six areas of analysis are as follows:

1. Expansion of early childhood programmes and development activities  
[Indicators 1 and 2]
2. Universal access to, and completion of, primary education  
[Indicators 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14]
3. Improvement in learning achievements  
[Indicator 15]
4. Reduction of the adult illiteracy rate and gender disparity in education  
[Indicators 16, 17 and 18]
5. Expansion of basic education and life skills for youths and adults
6. Media mobilisation for increased acquisition of the knowledge, skills and values required for better living and sustainable development

#### **3.1 Expansion of Early Childhood Programmes and Development Activities**

In the early 1990s, no explicit targets were set for early childhood programmes and development activities. There was some reference to this aspect of education in the Eighth Plan (1992-1997). The Ninth Plan set explicit targets for early childhood development (ECD), although they were limited to the opening of a target of 10,000 ECD centres in the country. However, the Ninth Plan has not made any reference to the access or participation of a certain proportion of children of the relevant age group in such activities. Consequently, indicators 1 and 2 were not available in 1991 and 1995. They are still not in the national information system.

As the national educational information system does not report the status of ECD, the statistics presented in Table 10 were obtained from surveys of 4,168 schools in 23 districts. These surveys were conducted by the Basic and Primary Education Project (BPEP I).

### 3.1.1 Progress in Indicators

**Table 14** *Gross Enrollment in ECD and Percentage of New Entrants into Grade 1 with ECD Experience*

Indicators	Targets	1991	1995	1997
<b>Indicator 1:</b> Gross enrolment in early childhood development programmes, including public, private, and community programmes	–	–	–	8.07
<b>Indicator 2:</b> Percentage of new entrants to primary Grade 1 who have attended some form of organised early childhood development programme	–	–	–	13.47

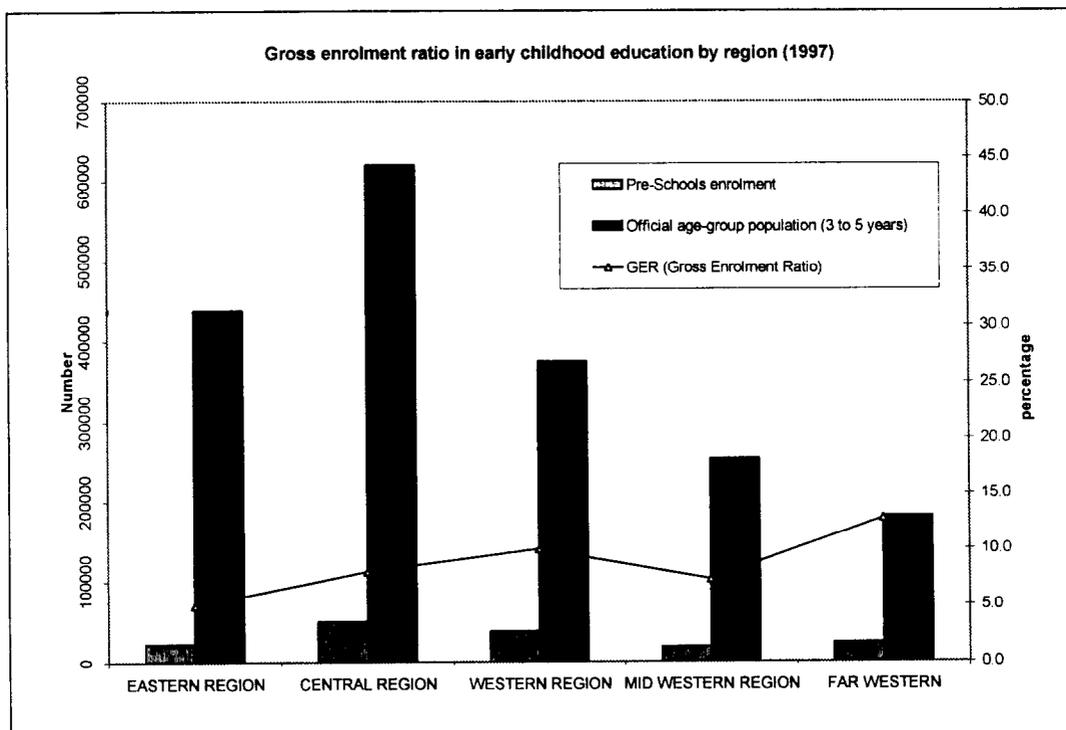
As can be seen from the above table, the gross enrolment ratio of ECD is 8.07. Since the survey area does not include Kathmandu Valley and other major city areas, it is likely that the figures would be higher than the percentage of new entrants to Grade 1 with early childhood education (13.47).

**Table 15** *Gross Enrollment Rate in Early Childhood Education, by Sex (1997)*

	Pre-school enrollment	Official age-group population (3 to 5 years)	GER (Gross Enrollment Rate)
Total	150,767	1,869,196	8.07
Male	89,076	956,310	9.38
Female	61,044	912,886	6.69

Source: MOPE, MOE and BPEP (by sampling)

**Figure 3** *Gross Enrollment Rate in Early Childhood Education, by Development Region (1997)*



As can be seen from the above table, more boys tend to have access to ECD than girls. There are also regional variations in the GER in ECD, as Figure 3 depicts.

Although there is a higher level of enrolment in the Central Region than in other regions, the gross enrolment ratio in this region is smaller than that of the Far Western and Western Regions. Although the total enrolment is lowest in the Far Western Region, the gross enrolment ratio in this region is the highest.

The number of new entrants to Grade 1 is slightly higher for boys than for girls and there is a very large difference between private and public schools, in favour of private schools.

**Table 16** *Percentage of New Entrants to Grade 1 with ECD Experience, by Sex*

	New entrants to Grade 1	Number with ECD experience	Percentage of new entrants to Grade 1 with ECD experience
Total	136,244	18,358	13.5
Male	76,245	10,788	14.1
Female	59,999	7,570	12.6

Source: MOE, and BPEP (by sampling)

**Table 17** *Percentage of New Entrants to Grade 1 with ECD Experience, by Public and Private Schools*

	New entrants to Grade 1	Number with ECD experience	Percentage of new entrants to Grade 1 with ECD experience
Public	112,343	11,782	10.5
Private	23,901	6,576	27.5

Source: MOE, and BPEP (by sampling)

The table shows that a greater proportion of private school-goers have ECD experience than their counterparts attending public schools.

### 3.1.2 Analysis of the ECD Situation

In line with the goals of NPA and the targets of the Eighth and Ninth Plan, the following major steps have been undertaken by the government for early childhood development:

1990	Explicit statement is made in the Constitution of Nepal regarding the state's responsibility of providing basic needs of children and protecting children's rights.
1991	<i>Shishu Kakshya</i> is launched under the Basic and Primary Education Project (BPEP)
1992	Amendment in education regulations contained the provision for opening pre-primary schools by private individuals or groups
1995	Establishment of National Child Development Council
1997	Early Childhood Development (ECD) concept is stressed explicitly in the Ninth National Development Plan
1997	ECD curriculum is developed by the Curriculum Development Centre (CDC)

Institutionalised early childhood development in Nepal can be traced to the decades following the development of primary education. The expansion of ECD centres has not taken place on a scale comparable to primary education but nevertheless, various models of ECD are found operating in Nepal:

1. *Balmandirs*
2. School-initiated provisions for under-age children
3. *Shishu Kakshyas* of BPEP
4. Community-based ECD centres
5. Privately-run nurseries, kindergartens and day-care centres
6. Welfare programmes

## **Balmandirs**

In Nepal, Balmandirs were the early approaches by the government to address the needs of pre-school age children. Balmandirs were established in the 1970s at the district level to provide play-school environments for young children. However, the capacities of the Balmandirs are very limited—each Balmandir caters to about 50 children in the district centres, and the total capacity of all Balmandirs is about 3,750.

## **School-initiated Provisions for Under-age Children**

Although primary school regulations require that a child should be six years old in order to enrol in Grade 1, there have been many instances where underage children have been admitted to Grade 1. This situation has arisen because of the lack of other provisions for pre-school-age children and it is likely that this situation will remain for some years to come. In most of these cases of underage enrolment, the child stays in the school for two years or more. In an effort to address this, some schools have formed what they call children's classes.

## **Shishu Kakshyas of BPEP**

This programme was started in 1992 with a view to addressing the problem of under-age children accompanying their siblings in Grade 1. *Shishu Kakshyas* are attached to primary schools and are mostly run as preparatory classes for Grade 1. By 1997, 1,038 *Shishu Kakshyas* had been established under phase 1 of BPEP

During the Ninth Plan period, 10,000 ECD centres will be established, with BPEP phase II intending to establish 7,000 ECD centres. The remaining 3,000 centres will be established with the participation of communities and NGOs. These ECD centres will be managed and run by communities and will be different and separated from primary schools.

## **Community-based ECD Centres**

In 1992, the Research Centre for Educational Innovation and Development (CERID) undertook a three-year innovative and experimental research project entitled Pre-school Education for Better Nutrition. This project was an integrated programme that had adopted the basic principles of early childhood development. Likewise, the home-based child-care programme, known as Entry-Point, also addressed the issue of educating children below three years of age. These programmes were developed by Seto Guras National Child Developmental Services and were implemented mainly by the Production Credit for Rural Women (PCRW) Project and the Small Farmer Development Project (SFDP) in their project districts.

In 1995, there were 95 child-care centres established under PCRW. The child-care centres established under the PCRW project of the Ministry of Local Development and under SFDP of the Agricultural Development Bank aim to help mothers do productive jobs by freeing them from continuously attending to their children.

Most of these home-based programmes have short-term training courses for facilitators, typically of two weeks' duration. In most cases, a large proportion of the financial requirement for the operation of the programmes is shared by the respective projects or organisations. Most of the organisations also raise matching funds from the parents in the form of monthly fees.

## **Privately-run Nurseries, Kindergartens and Day-care Centres**

Almost all of the 4,004 private schools in Nepal have pre-primary nursery and kindergarten classes. Most of these private schools have three sections: nursery, Lower KG and Upper KG. Although data on the pre-school programmes of private schools are not available, an estimate based on 30 children per section would come to about 360,000 enrolled children.

## **Welfare Programmes**

Besides the three major streams of ECD services, some welfare organisations are also running ECD centres, mainly for orphans and destitute children. Many programmes of this type are conducted by philanthropic organisations like the Nepal Children's Organisation, SOS Children's Villages, UCEP and Paropkar. The Children Welfare Co-ordination Committee under the National Social Service Co-ordination Committee monitors and co-ordinates the activities of these organisations.

### ***3.1.3 Government Efforts to Provide Curriculum and Training***

The Pre-primary Education Unit in the Curriculum Development Centre has developed a pre-primary curriculum. It has conducted a number of training activities for pre-primary teachers. In 1999, an Early Childhood Development Section was established under the Department of Education to look after the ECD development needs in the country.

BPEP has developed a teachers guide for pre-primary teachers, as well as a pre-primary curriculum. The BPEP has been conducting regular training of trainers and training of teachers involved in pre-primary education programmes. The project has also been conducting parental awareness activities using posters and booklets.

### ***3.1.4 Assistance of INGOs***

UNICEF Nepal has been providing continuous support for the development of the ECD concept in the form of a number of programmes. The Interactive Radio Programme for ECD is a relatively new development and is implemented by UNICEF in collaboration with Radio Nepal. UNICEF has also provided resource kits for ECD classes is working with the Ministry of Health to prevent disease and malnutrition among children.

Similarly, many INGOs such as the Save the Children Alliance, Plan International, Educate the Children, Redd Barna and SOS have been conducting several programmes for the development of ECD in Nepal.

## **3.2 Universal Access to and Completion of Primary Education**

Four sets of indicators were developed to evaluate the accomplishment of EFA targets of access to and completion of primary education. The indicators are categorised under access, expenditure, teacher provision and internal efficiency.

### ***3.2.1 Progress in Indicators***

#### **Access Indicators**

Two major rates namely, intake rate in Grade 1 and enrolment rate in primary education (Grades 1 to 5), have been included as indicators of children's access to primary education. Both of these rates have been further divided into gross and net values.

Table 18 shows the magnitude of access to and participation in primary education in the country. Data for indicators like gross intake, net intake and net enrolment rates are unavailable for the early 1990s. The wide gap in gross and net intake rate in Grade 1 indicates that both under-age and over-age children are enrolled in Grade 1. This is also true for other grades of primary schools.

**Table 18** *Progress toward Access Indicators, by Selected Years*

Indicators	EFA Targets	1991	1995	1997
<b>Indicator 3:</b> Apparent (gross) intake rate in Grade 1 as a percentage of the population of official entry age	–	–	–	129.8
<b>Indicator 4:</b> New entrants to primary Grade 1 who are of the official primary school entrance age as a percentage of the corresponding population	–	–	–	53.8
<b>Indicator 5:</b> Gross enrolment rate (Grades 1-5 total)	106	106	114	122
<b>Indicator 6:</b> Net enrolment rate (Grades 1-5 total)	90	NA	67.5	69.6

The high GER clearly suggests that the primary school system in the country has expanded to a considerable degree and has the capacity to absorb a large number of children. However, about one-third of the total primary school-going age children still remain outside the formal system of primary education. Studies and observations show that formal primary education has yet to attract children from disadvantaged communities.

Access-related and participation-related data were analysed by gender and Development Region as well. This analysis reveals that the participation of girls is lower than that of boys. It also reveals that problems of low participation in primary education are widespread in the Far Western Region of the country. Analysis of specific indicators by gender and region are presented in the following tables and figures.

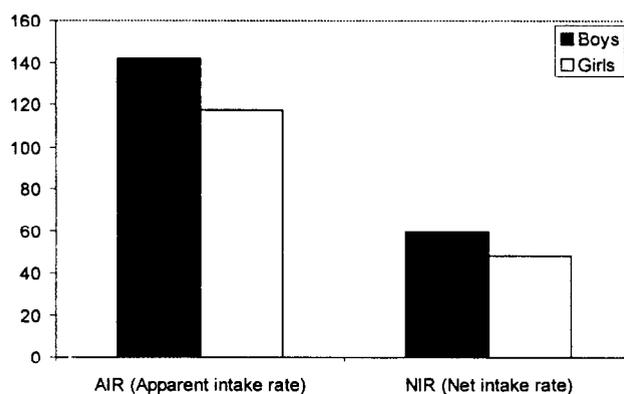
Table 19 and Figure 4 indicate a considerable gap between the intake rates of boys and girls in Grade 1. However, there is not much difference in the gender gap between gross and net intake rates (gender parity indices for gross and net intake rates are 0.83 and 0.81 respectively).

**Table 19** *Apparent (Gross) and Net Intake Rates in Primary Education, by Sex (1997)*

	New entrants of all ages	New entrants of primary school entrance age	Total population of primary school entrance age	AIR (apparent intake rate)	NIR (net intake rate)
<b>Total</b>	770,133	318,904	593,337	129.80	53.75
<b>Boys</b>	429,753	179,599	303,296	141.69	59.22
<b>Girls</b>	340,380	139,385	290,041	117.36	48.06

Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

**Figure 4** *Apparent (Gross) and Net Intake Rates in Primary Education, by Sex (1997)*



Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

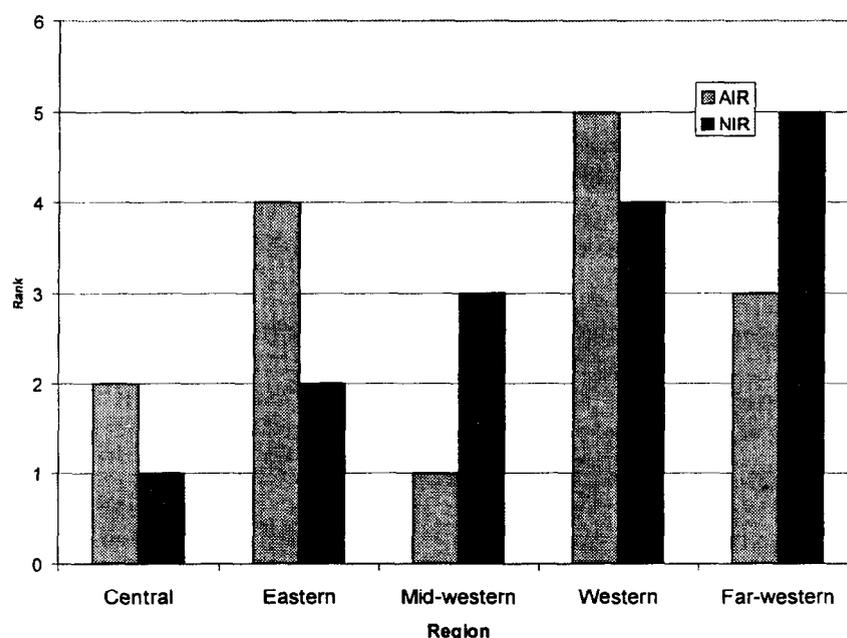
There are distinct variations in the intake rates of the five Development Regions, as indicated in Table 20 and Figure 5. The Central Development Region has the highest NIR, whereas the Far Western Development Region has the lowest. However, it is also apparent that the rank positions of regions vary by type of intake rate, either gross and net.

**Table 20** *Apparent (Gross) and Net Intake Rates in Primary Education, by Region (1997)*

Development Region	New entrants of all ages	New entrants of primary school entrance age	Total population of primary school entrance age	AIR (apparent intake rate)	NIR (net intake rate)
Eastern	183,537	84,251	141,518	129.69	59.53
Central	278,936	129,018	198,124	140.79	65.12
Western	119,708	51,220	119,113	100.50	43.00
Mid-Western	111,283	38,300	78,315	142.10	48.91
Far Western	76,669	22,309	56,267	136.26	39.65
Nepal	770,133	318,904	593,337	129.80	53.75

Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

**Figure 5** *Rank Order of Development Regions, in Terms of Apparent and Net Intake Rates*



Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

The gross enrolment rate has increased slowly (from 114.4 to 122.1) in the first seven years of the 1990s—on an average of 1% increase every year (Table 21). However, a distinct difference in the growth rate can be observed for boys and girls. The GER for boys has remained almost at the same level over these seven years, whereas a higher rate of increase is visible in the case of girls. This is due to an increased emphasis on girls' education. On the other hand, the boys' rate was already very high (140.9) in 1991 and it has almost stabilised. In the future, it may even decline. Overall, due to an increase in girls' participation, the GER is still increasing in Nepal.

**Table 21** *Gross Enrolment Rate, by Sex (1991-1997)*

Year	Boys	Girls	Total
1991	140.9	86.8	114.4
1992	143.0	92.2	118.1
1993	142.0	93.1	118.0
1994	142.1	96.1	119.5
1995	141.4	97.6	119.9
1996	143.3	103.1	123.6
1997	139.7	103.8	122.1

Source: MOEP, MOE and Educational Statistics of Nepal (1991-1997)

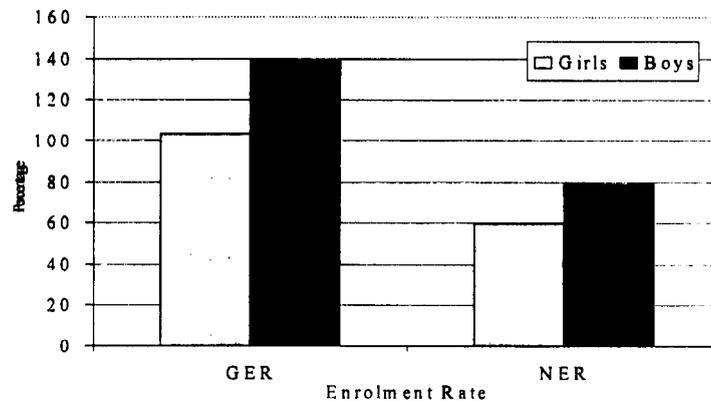
Table 22 also indicates the presence of a distinct gap between boys and girls in the NER. The NER for boys in 1997 was around 80, whereas the rate for girls was only around 60. The gap between boys and girls in both the GER and NER are almost the same—a gender parity index of 74 for GER and 76 for NER in 1997.

**Table 22** *Net Enrolment Rate, by Sex (1996-1997)*

Sex	1996	1997
Girls	58.7	59.9
Boys	79.4	78.9
Nepal	69.4	69.6

Source: MOEP, MOE and Educational Statistics of Nepal (1991-1997)

**Figure 6** *Gross Enrolment Rate and Net Enrolment Rate, by Sex (1997)*



Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

An analysis of the GER and NER by Development Region reveals a gap of about 20 points between the regions with the highest (Western) and the lowest (Far Western) NER (see Table 23). Unlike intake rates, the positions of regions do not vary by type of enrolment, gross or net.

**Table 23** *Gross Enrolment Rate and Net Enrollment Rate, by Development Region (1996-97)*

Development Region	1996		1997	
	GER	NER	GER	NER
Western	145.4	78.1	141.9	76.9
Eastern	115.8	71.0	120.3	70.7
Central	107.8	64.8	116.8	68.8
Mid-Western	103.7	66.0	115.0	66.6
Far Western	111.3	67.3	111.9	58.0

Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

In summary, analyses of access-related indicators reveal a slow increase in the rate of participation of children in primary education. The rate for girls has grown faster than that of boys. Moreover, a wide gap exists among various regions in terms of children's enrolment. Wider gaps between the gross and net enrolment rates and between the gross and net intake rates indicate the increase in participation of over-age (due to various social, economic, health and nutrition factors) as well as under-age children in the primary school system.

A number of interventions initiated at both the governmental and non-governmental levels continued to expand access to basic and primary education during the 1990s. Box 1 summarises the major programmes geared towards the universalisation of primary education. In the second phase of BPEP, in addition to further consolidation of many important programmes initiated during phase I, some other programmes are also introduced.

**Box 1** *Major Programmes to Increase Access*

1992	<ul style="list-style-type: none"> <li>• Basic and Primary Education Project phase I launched (eventually covering 40 districts). (Supported by World Bank, DANIDA, UNICEF, and JICA.)</li> <li>• Primary Education Development Project (focussing on physical facilities and capabilities of the schools and professional capabilities of the teachers) launched in 11 non-BPEP districts. (Supported by the Asian Development Bank.)</li> <li>• Regulations for opening and running schools by private individual or groups</li> <li>• Nutrition programme (afternoon meals for primary school children) implemented in 12 districts</li> </ul>
1993	<ul style="list-style-type: none"> <li>• Primary school scholarships initiated in 65 districts, covering 31,928 students</li> <li>• School uniform distribution for girl students (covered 75 districts)</li> <li>• Free textbook distribution (covering all primary school children up to Grade 3, all girl students up to Grade 5, and all of the boys and girls from remote areas up to Grade 5.)</li> </ul>
1994	<ul style="list-style-type: none"> <li>• Piloting of compulsory primary education in Banepa Municipality of Kabhre District and Ratna Nagar Village Development Committee of Chitawan District</li> </ul>
1996	<ul style="list-style-type: none"> <li>• Primary school girls' scholarships in 10 remote districts, covering 81,776 primary school girls</li> <li>• Nutrition programme in 10 districts, covering 200,000 children</li> </ul>
1997/8	<ul style="list-style-type: none"> <li>• Piloting of compulsory primary education in five districts (Ilam, Chitawan, Syangja, Surkhet and Kanchanpur)</li> </ul>
1998/9	<ul style="list-style-type: none"> <li>• Implementation of BPEP II. (DANIDA, NORAD, FINIDA, IDA, ADB and EU have joined to support basic and primary education development in Nepal.)</li> </ul>

Source: MOE, Educational Statistics of Nepal (1991-1997)

### 3.2.2 Progress in Public Expenditure on Primary Education

Two of the 18 EFA indicators are related to public financing of primary education (see Table 24).

**Table 24** *Public Expenditure on Primary Education (1991-1997)*

Indicators	1991	1995	1997
<b>Indicator 7:</b> Public current expenditure on primary education as: (a) a percentage of GNP; and (b) per pupil as percentage of GNP per-capita	a) 0.8 b) 5.1	1.3 7.9	1.4 8.8
<b>Indicator 8:</b> Public expenditure on primary education as a percentage of total public expenditure on education	46.77	50.87	52.21

Source: MOF & MOE

Table 24 indicates that in 1991, HMG spent 0.8% of the GNP on primary education. This was increased to 1.3% in 1995 and 1.4% in 1997. Similarly, per pupil expenditure as a percentage of GNP per capita reached 8.8% in 1997. These figures indicate a rise in public funding of primary education in the 1990s.

Table 25 shows that the percentage of the total budget spent on education has increased from 10% to 12% in 1991/92 and stabilised at about 13% throughout the 1990s.

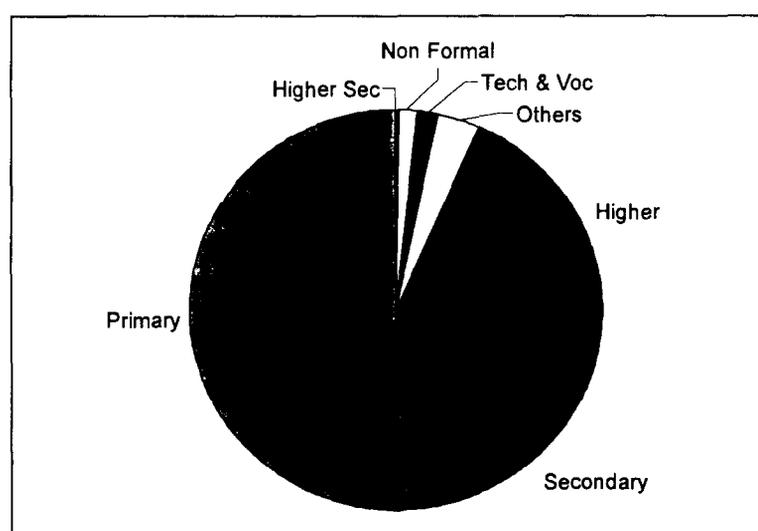
**Table 25** *Percentage of Total Budget on Education (1985-2000)*

Year	1985-1990	1991/92	1992-1997	1997/98	1998/99	1999/2000
Percent of Total Budget	10.01	12.03	13.55	13.76	12.5	13.2

Note: 1997/98 Revised Budget Estimates; 1998/99 Budget Estimates. Source: Red Book (Ministry of Finance) of different years

In the same way the government budget for primary education as a proportion of the total government budget for education has remained high compared to the budget allocated for other levels (see Table 25). The budget for primary education has remained steady at about 50% in the 1990s, slightly increasing from below 50% in the early 1990s to above 50% in the following years.

**Figure 7** *Public Expenditure on Primary Education (1991-1997)*



Source: MOPE, MOE, and Educational Statistics of Nepal (1991-1997)

The trend in expenditure on education shows a steady progress in the indicator values from the pre-1992 period to the post-1998 period. This progress corresponds to the EFA implementation campaign. Two important national projects – the Basic and Primary Education Project (BPEP) and the Primary Education Development Project (PEDP) – launched in 1992, have contributed to this steady growth.

Primary education up to Grade 3 has been free since 1975, and all grades up to Grade 5 have been free since 1981. The operating cost of primary education has been totally financed by His Majesty's Government. However, 95% of the government's support goes toward teachers salaries. In the 1997, the government spent NRs. 4,155.1 million on 3,460,756 primary school students, resulting in a per-student expenditure of NRs. 1,200.63.

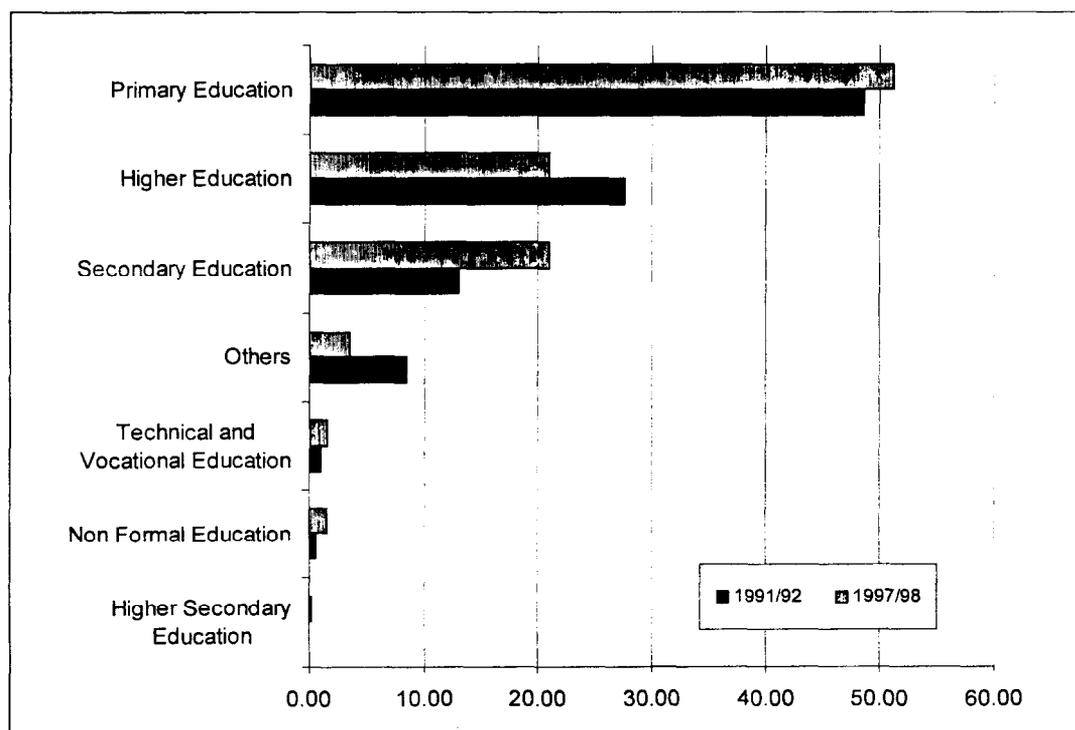
Data indicate that there has been a steady increase in allocation to the primary education sub-sector (see Table 26). However, due to a lack of sufficient funds, even a certain portion of the outlay on education is borne by external assistance.

**Table 26** Budget Estimates, by Sub-sector (in millions of rupees)

S.N.	Sub-sector	1991/92		1997/98	
		Amount	%	Amount	%
1.	Primary Education	1,588.4	48.6	4,155.1	51.2
2.	Secondary Education	424.6	13.0	1,702.2	21.0
3.	Higher Secondary Education	0.0	0.0	13.9	0.2
4.	Technical and Vocational Education	54.3	1.07	133.7	1.6
5.	Higher Education	902.2	27.6	1,700.5	21
6.	Non-Formal Education	19.7	0.6	120.0	1.5
7.	Others	277.8	8.5	2,840.2	3.5
	<b>Total</b>	<b>3,268.0</b>	<b>100.0</b>	<b>8,114.9</b>	<b>100</b>

Source: MOE, and Educational Statistics of Nepal (1991-1997)

**Figure 8** Budget Estimates, by Sub-sector (1991-1997)



Source: MOE, and Educational Statistics of Nepal (1991-1997)

There has been a growing trend in international assistance to educational development in Nepal. In 1990/91, the percentage of international assistance to education was less than 10% of the total educational expenditure. This figure reached about 25% in 1995/96.

According to the government budget (Red Book) of 1999/2000, grants constitute about 57.7% of the foreign aid in the current education budget. Table 27 shows the progress in the international assistance in loans and grants during the 1990s.

**Table 27** *International Assistance to Educational Development in Nepal (in NRs. ten millions)*

	1990/91	1991/92	1992/93	1993/94	1994/95	1995/96	1996/97	1997/98
<b>Grant</b>	3.08	5.82	57.3	16.5	45.2	46.46	85.18	47.7
<b>Loan</b>	9.14	14.69	13.93	45.21	86.68	85.3	93.39	92.36
<b>Total</b>	12.22	20.51	71.23	61.71	131.88	131.76	178.57	140.06

Source: Economic Survey (1999), MOF

### 3.2.3 Progress on Teacher Provision

Teacher provision, quality of teachers and teacher training are crucial to achieving EFA goals and targets. Three indicators have been identified to evaluate the progress on teacher provision. Table 28 presents the proportion of qualified primary school teachers and the pupil: teacher ratio at three specific points in time. Indicator 10 – the percentage of primary school teachers who are certified – is not applicable in Nepal, as a nationwide certification system has not yet been established.

**Table 28** *Indicators on Teacher Provision*

Indicators	1991	1995	1997
<b>Indicator 9:</b> Percentage of primary school teachers having the required academic qualifications	93.9	95.8	96.4
<b>Indicator 10:</b> Percentage of primary school teachers who are certified to teach according to national regulations	NA	NA	NA
<b>Indicator 11:</b> Pupil: teacher ratio	39	39	38

As can be seen from Table 28, the percentage of teachers with basic entry qualifications is nearing 100% and the pupil: teacher ratio is favourable at around 38 to 39. Furthermore, the pupil: teacher ratio has not significantly changed between 1991 and 1997 and there is a slight regional variation in the pupil: teacher ratio. In 1997, it ranged from 26 in Kathmandu to 46 in the Terai. It is highest in the Far Western Region (42), and 37/38 elsewhere. There is also a variation in the pupil-teacher ratio when comparing public and private schools. In private schools, the ratio is below 26, whereas in the case of public schools, it goes as high as 50. It is interesting to note that the gender parity index with regards to the ratio of qualified-teacher percentage is almost 1. This ratio of the actual numbers of female and male teachers is very low. Gender parity in terms of teacher numbers was 0.29 in 1997, and was only 0.16 in 1991. This rise in gender parity is mainly due to the government policy to recruit at least one female teacher in each primary school.

In Nepal, teacher licensing is not practised yet. However, the Ministry of Education under the National Centre has conducted teacher certificate training for Educational Development (NCED). There are now nine training centres distributed in nine different sectors of the country. The training consists of four 2.5-month packages, totalling 10 training months. Those who complete the 10 months of training are given certificates and are considered to be trained teachers. In the future, there will be a teacher certification programme based on this training.

At present, about 50% of primary teachers have received in-service training, short-term or long-term. Those having the minimum prescribed training of 10 months constitute only 30%. The rest of the teachers have received short-term training only.

### 3.2.4 Progress on Internal Efficiency

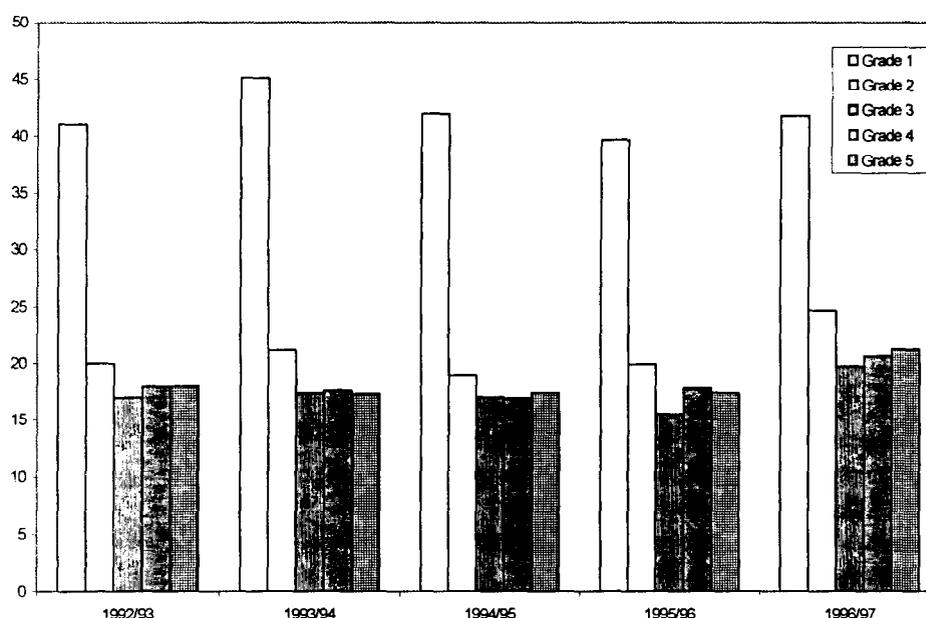
Three specific indicators have been identified for assessing the progress towards internal efficiency in primary education. Table 29 presents repetition rates of Grade 1 and 5 students, survival rates to Grade 5, and coefficients of internal efficiency of primary education in three specific years in the past decade.

**Table 29** Indicators of Internal Efficiency of Primary Education

Indicators	1992	1994	1996
<b>Indicator 12:</b> Repetition rates at Grade 1 and 5	Grade 1: 41 Grade 5: 18.0	Grade 1: 41.9 Grade 5: 17.4	Grade 1: 41.7 Grade 5: 21.3
<b>Indicator 13:</b> Survival rate to Grade 5	43.6	45.3	44.4
<b>Indicator 14:</b> Coefficient of efficiency to Grade 5	41.1	42.1	40.5

The internal efficiency of Nepalese primary education is very low. Table 29 indicates a high repetition rate of above 40% for Grade 1 students in 1992, 1994 and 1996. The repetition rate for Grade 5 students was also quite high at around 20% at these points in time. In other grades, the repetition rates in 1996 were 24.6%, 19.7%, 20.6%, and 21.3% for Grades 2, 3, 4 and 5 respectively. The repetition rates did not vary much throughout the period of 1992 to 1996 (see Figure 9).

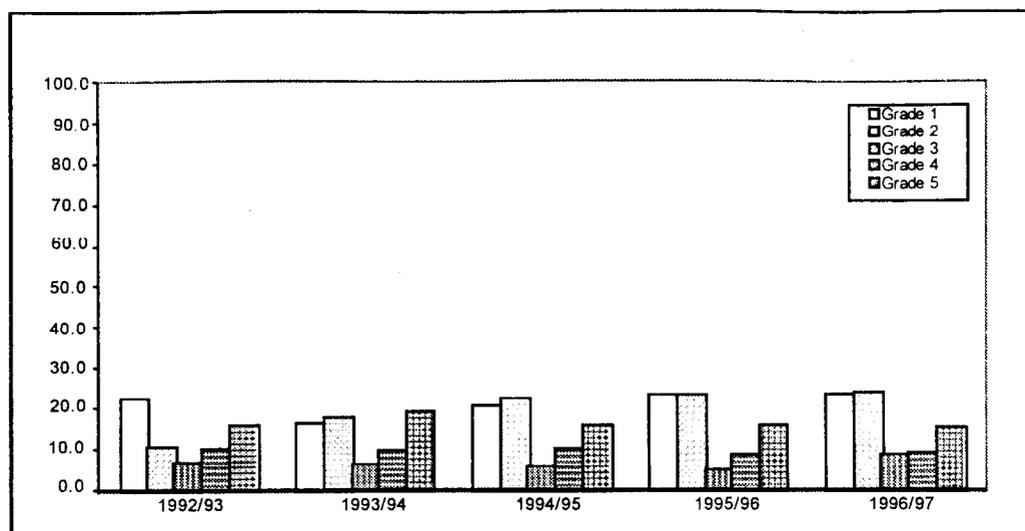
**Figure 9** Repetition Rates in Primary Education, by Grade (1992-1996)



Source: MOE, and Educational Statistics of Nepal (1991-1997)

The student drop-out rate was highest in 1996 for Grade 1 students (23.1%), followed by 15.1% in Grade 5 (see Figure 10). In Grades 2, 3, and 4, the drop-out rates were 4.6%, 8.2% and 9% respectively. As was the case with the repetition rate, drop-out rates did not change considerably in the period from 1992 to 1996. The annual examination for grade promotion, under-age enrolment in Grade 1, and poor school and classroom environments account for the high drop-out and repetition rates.

**Figure 10** *Drop-out Rates in Primary Education, by Grade (1992-1996)*



Source: MOE, and Educational Statistics of Nepal (1991-1997)

Because of the high repetition and drop-out rates in lower grades, especially in Grade 1, the survival rate up to Grade 5 of 44.4% is very poor. It indicates that the majority of children dropped out of school before completing the primary education cycle.

Consequently, the coefficient of internal efficiency is grossly low for the primary education system in Nepal—in 1996, it was 46.3% for up to Grade 4 and 40.5% for up to Grade 5. These figures are lower than those in 1988: 52.5% and 45.6% for up to Grade 4 and up to Grade 5 respectively. The efficiency percentages are found to fluctuate from 45% to 52.5% for up to Grade 4 and between 40% and 46% for up to Grade 5.

One of the major causes of the high repetition rate is the enrolment of under-age children in Grade 1. It was discussed earlier that the net intake rate at Grade 1 was only 53.75%, whereas the gross intake rate was 129.8% in 1997. Enrolment of under-age children mostly accounts for the disparity.

Although the official entry age at Grade 1 is six years old, the problem of under-age children accompanying their elder siblings to school could not be curbed. In view of the problem of under-age children enrolled in Grade 1, *Shishu Kakshya* (pre-school classes) have been initiated under the Basic and Primary Education Programme.

The high repetition rate, drop-out rate, and the coefficient of efficiency are of great concern. It is especially alarming because of the persistence of the problems throughout the 1990s. As the access to primary education is expanded and more children are enrolled in schools, it is likely that the increased access to schooling has brought in more children from disadvantaged communities. In these communities, schooling is a new experience for children as well as their parents. This could be one of the reasons for the persistence of the problem.

The other reason for such high rates of repetition and drop-out pertains to the quality of the school environment and classroom practices. Since most of the teachers are not trained, classroom interaction and other activities are likely to be sub-standard. Furthermore, there is no provision for training teachers, administrators and other concerned people in social sensitivity. This has led to the creation of an unfavourable school environment for the children from disadvantaged communities. Disadvantaged people do not foresee any promising future prospects from education.

The development of an appropriate school environment is a challenging task, notwithstanding the several steps being taken by the government in the form of school improvement plans under BPEP.

### 3.3 Improvement in Learning Achievement

Nepal has not carried out a comprehensive study to determine the nationally defined basic level of learning competencies of Grade 4 students. It was not possible, therefore, to include information about the achievement level of students according to the generally agreed format. Instead of reporting about the level of competence of Grade 4 students, Grade 5 student achievement is discussed here.

The achievements of Grade 5 students are included here for two reasons. Firstly, in Nepal it is a highly significant grade because it is the primary education level completion grade and therefore student achievement at this level indicates the achievement level of the primary education completers. Secondly, a national assessment of Grade 5 students was carried out during the EFA assessment 2000 period and the data could be used to represent Indicator 15.

It should be noted here that in Nepal, basic learning competencies in terms of skill and abilities have been a topic of research. It was decided that the achievement of 30%, which is the standard minimum score for passing a school test in any subject, would be used to indicate basic learning competency. However, it does not mean much in terms of basic skills and abilities.

The national-level achievement test at Grade 5 was conducted in three subjects: Nepali, mathematics and social studies. The following is a discussion of the study outcomes related to Indicator 15.

#### 3.3.1 Progress in Indicators

**Table 30** Grade 5 Achievement Test Scores and Basic Learning Competencies

Indicators	1999		
	Subject	Mean achievement	Basic Learning Competencies (% of the students scoring 33 or more)
Indicator 15	Nepali	51.46	90.00
	Mathematics	27.25	36.40
	Social Studies	41.79	78.10

Table 30 indicates a wide variation in students' achievement in three subjects. In Nepali, the mean achievement was around 50%, whereas in the other two subjects it was lower, particularly for mathematics.

Taking into consideration the type of tests developed and used in this study, which were based on the expected learning outcomes of the curriculum, it can be concluded that students' achievement mathematics was particularly poor.

Statistically significant differences have been found in the mean scores of boys and girls (see Table 31). In Nepali, girls performed significantly better than boys, whereas in mathematics and social studies, boys performed better.

**Table 31** Grade 5 Learning Achievement Test Scores, by Sex

Sex	Mean score			BLC		
	Nepali	Maths	Social Studies	Nepali	Maths	Social Studies
Male	50.88	29.56	42.26	89.00	42.90	77.80
Female	52.12	24.64	41.26	91.10	29.00	78.50

Source EDSC (1999)

With regard to regional disparities, there were slight variations in the mean achievement as well as in the BLC level across the five development regions and three ecological regions of the country. See the following table.

**Table 32** *Grade 5 Learning Achievement Test Scores, by Region and Ecological Zone*

Region and Eco-zone	Mean score			BLC		
	Nepali	Maths	Social Studies	Nepali	Maths	Social Studies
National	51.46	27.25	41.79	90.00	36.40	78.10
Eastern Region	51.32	31.40	42.17	86.70	45.90	77.20
Central Region	51.91	30.09	41.72	84.10	43.00	71.80
Western Region	52.89	24.26	43.68	95.10	29.60	85.70
Mid-Western Region	50.78	21.25	38.87	94.60	22.70	75.30
Far Western region	49.71	26.77	39.04	92.50	36.50	79.20
Mountain	53.76	27.66	42.29	93.90	38.10	81.40
Hill	52.95	24.91	44.22	95.40	30.50	84.60
Terai	46.91	28.49	36.87	80.50	40.00	66.30
Valley	62.74	36.29	51.17	98.30	55.40	93.10
Urban	53.29	27.08	43.58	91.80	36.50	83.40
Rural	50.91	27.30	41.25	89.40	36.40	76.50
Kathmandu Valley	68.60	42.12	50.41	99.60	73.00	96.30

Source: EDSC (1999)

Table 32 indicated a considerable variation in student achievement by Development Region as well as by ecological zone. There was no distinct pattern in terms of any particular region doing better in all the three subjects, however, students in the Western Region and Eastern Region did relatively better than students in the Mid-Western and Far Western Regions. Similarly, the students of the Terai were poor in the Nepali language and social studies, whereas they fared better in mathematics. Moreover, urban students fared better in Nepali and social studies than students of rural areas.

The study also made a comparison of private and public schools in the Kathmandu Valley and the results indicated a better performance by the students of private schools in Nepali and social studies.

Basic learning competencies can be defined in various ways and the tests conducted accordingly. A sample study conducted by CERID in seven districts defined Basic Learning Competencies as basic level reading, writing, mathematical and life skills. Students who had completed Grade 5 were administered separate tests requiring them to read from the specified simple language write-ups, write simple text, perform simple arithmetic and answer simple life-related questions. Following are the results obtained from the study:

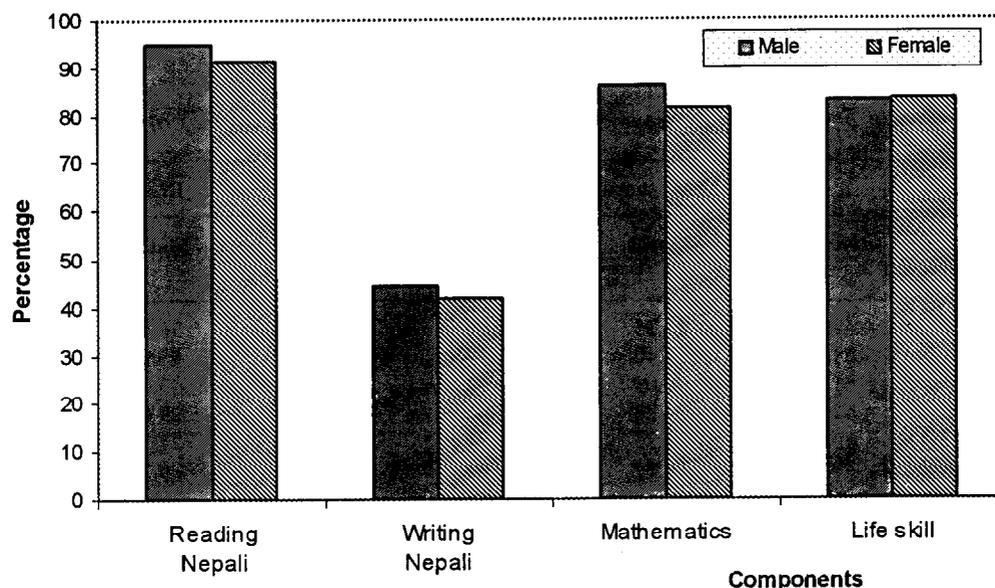
**Table 33** *Achievement Test Scores in Basic Learning Competencies, by Sex*

	Nepali		Mathematics	Life Skills	CS*
	Reading	Writing			
Total	93.18	43.18	83.77	83.12	32.47
Male	94.90	44.59	85.99	82.80	33.12
Female	91.39	41.72	81.46	83.44	31.79

\*CS refers to Composite Score, i.e., pupils achieving passing score.

Source: CERID (1998)

**Figure 11** Achievement Test Scores in Basic Learning Competencies, by Sex



Source: CERID (1998)

The results of this sample test are similar to those obtained from the recently conducted national achievement-based BLC test in reading of the Nepali language. However, the test also showed that when it comes to writing, the children did not score high marks. This weakness in writing also coincides with the low level of achievement in conventional tests in Grade 5, which are based on writing.

A study of the national achievement level of Grade 3 students was conducted in 1997. It was a sample-based study undertaken in 15 districts; five from mountainous areas, five from the hills and five from the Terai. The test focussed on three major subjects: Nepali, mathematics and social studies, also referred to as 'Serofero'. The following are the national mean achievements:

**Table 34** Grade 3 Achievement Test Scores

Subject	Mean achievement
Nepali	45.65
Mathematics	43.81
Serofero	50.37

Source: EDSC (1997)

The national achievement level of Grade 3 students in Nepali, mathematics and Serofero was within the 41 to 50 score range.

It could be argued that although the children's achievement in terms of writing is poor, this does not necessarily indicate their actual capabilities. However, it has consequences on grade promotion of the students. It should be emphasised that only about 45% of the children who enrol in Grade 1 complete up to Grade 5. At Grade 5, only about 65% of the students pass and become eligible for Grade 6. The following table shows the pass rate of Grade 5 students from 1992/93 to 1996/97.

**Table 35** Promotion Rate of Grade 5 Students (1992-1997)

	1992/93	1993/94	1994/95	1995/96	1996/97
<b>Total</b>	68.1	63.5	67.0	67.1	63.6
<b>Girls</b>	64.1	63.2	66.8	65.4	60.9

Source: Educational Statistics of Nepal, MOE

### 3.4 Reduction of the Adult Illiteracy Rate and Gender Disparity in Education

The literacy rate in Nepal as expressed in various documents including the NPA, the Eighth Plan and the Ninth Plan refers to the literacy situation of the population of 6+ years. Nevertheless, the literacy rates of a range of age groups are available for 1991 from the census and for 1997 from the NMIS study cycle 5. The indicator-based information is based on the 1991 Census Report and the 1997 study.

In the table below the literacy rates for people aged between 15 and 24 and for the 15+ age group are given.

**Table 36** *Literacy Rates and Gender Parity of Populations 15-24 Years and 15+ Years (1991/1997)*

Indicators	1991	1997
<b>Indicator 16:</b> Literacy rate of population 15-24 years old	49.6	67.4
<b>Indicator 17:</b> Literacy rate of population 15+ years old	33.0	44.8
<b>Indicator 18:</b> Gender parity index (female to male literacy rate) population 15-24 years old	0.48	0.67
population 15+ years	0.35	0.44

According to the 1991 census, the literacy rate of the population of 15-24 year olds was 49.6% (male 62% and female 37%), whereas the literacy rate of the population of over 15 year olds was only 33% (male 49.2% and female 17.4%). From 1991 to 1997, there was an increase of 17.4% in the literacy rate by for the 15-24 year age group, whereas for the 15+ age group, the increase was only 11.8%. For the 6+ age group, the increase was 8.3%. These figures suggest that the literacy programme has benefited the 15 to 24 year old population. The gender parity data (Indicator 18) show a positive development towards gender balance, which was prominent in 1997 among the 15-24 year olds.

In 1991, the urban literacy rate for the 6+ age group was 66.9%, whereas the rural literacy rate was 36%. There is no rural/urban data available for 1997 for this age group. For the 15+ age group, the urban and rural literacy figures were 68.2% and 43.5% respectively. The percentage of literates in the 15-24 age group was 84.8% (in urban areas) and 66.5% (in rural areas). These figures show that there has been improvement in terms of a decrease in the rural and urban literacy gap and that the situation has improved the most for the 15-24 year olds.

Similarly, there are variations in the literacy rate for the different Development Regions. In 1991, the Eastern Region was leading in literacy among the 15+ age group, whereas the Western Region was marginally leading among the 15-24 age group. In 1997, the Western Region was far ahead of the others in the 15-24 age group and also lead other regions in the 15+ age group. The Mid-Western and Far Western Regions of the country lagged behind in the national literacy rate in 1991 as well as in 1997.

Similarly, the literacy situations of the mountains and the Terai are still below standard and growth in literacy in the Terai has been minimal compared to other ecological zones.

According to the NMIS survey, literacy rates are higher in the younger age groups. The literacy rate was 47% for the 6-9 age group, 63.2% for the 10-14 age group, and 54.7% for the 15-19 age group. After 15-19 years, there are sharp declines in literacy rates for each successive five-year age group. The lowest literacy rate (13.6%) was found among the 60-64 year age group.

**Table 37** Literacy Rate, by Development Region and Ecological Zone (1991 and 1997)

Age group	1991		1997	
	15+	15+	15-24	15-24
Nepal	33.0	44.8	49.6	67.4
Eastern Region	37.6	44.6	55.7	68.4
Central Region	32.8	39.1	48.8	60.7
Western Region	34.9	55.7	56.8	82.8
Mid-Western Region	25.8	26.8	38.3	53.0
Far Western Region	26.5	35.1	38.1	52.9
Mountain	27.2	38.0	42.2	61.6
Hill	32.0	49.1	50.3	74.5
Terai	30.8	36.6	45.8	55.2
Kathmandu Valley	60.6	NA	75.9	NA
Urban	NA	68.2	NA	84.8
Rural	NA	43.5	NA	66.5

Source: CBS Census 1991, and NMIS, Cycle 5

Because of the school system and the institutionalised programmes that promote school education, young people have more access to school education and therefore have a better chance of becoming literate. Lack of institutional development is another constraint that has been hindering the expected steady growth in adult literacy. The high literacy rate among the younger age group is attributed to the rapid expansion of primary education in the past four decades.

Although there has been significant improvement in the rate of literacy and gender parity during the EFA period, the goals and targets are still far from being attained. Several problems have been encountered in the planning and implementation of literacy programmes and these have been mainly related to the lack of resources; human, financial and material. The other major problem is connected with socio-economic factors; many adults as well as children find it too difficult to join literacy activities because of their disadvantaged economic and social situation. As a result of this situation, an effort has been made to combine literacy with socio-economic development programmes. Many NGOs, INGOs and CBOs are working in tandem with the government and most are in the form of non-formal education programmes.

### 3.4.1 Literacy Programmes in Operation

#### A. Adult Literacy Programme

- Goal: Basic literacy and numeracy
- Functional Content: Health and sanitation, water usage, environmental protection, deforestation, agriculture, and income generation
- Target Group: Illiterate persons between the ages of 15 and 45
- Duration: 6 months, 2 hours/day, 6 days/week

#### B. Adult Post-literacy Programme

- Goal: Sustain and deepen literacy skills
- Functional Content: Income-generating activities, community service, co-operatives, health and family planning
- Target Group: Participants who have completed the basic literacy programme and those who have literacy skills equivalent to the basic literacy course (school drop-outs)
- Duration: 3 months, 2 hours/day, 6 days/week

### **C. *Shikshya Sadan* (boys and girls) and *Chelibeti* (girls)**

Goal:	Provide literacy equivalent to the education of primary level Grade 3
Functional Content:	Preparation for entry into the school system and for post-literacy programmes
Target Group:	Out-of-school children of ages 8-14, focus on girls; <i>Chelibeti</i> for girls only
Duration:	9 months, 2 hours/day, 6 days/week

### **D. Women's Education (BPEP)**

Goal:	Basic literacy and numeracy skills
Functional Content:	Child care, health, agriculture, sewing, weaving, etc.
Target Group:	Women between the ages of 18 and 35
Duration:	9 months, 2 hours/day, 6 days/week

The country's national target is to eradicate illiteracy by the end of the Twelfth Plan. In the Ninth Plan period, the target is to achieve 70% literacy among the 6+ age group. This will require the provision of effective literacy to 3,216,000 illiterate adults and 784,000 out-of-school children. This is a challenging task and in order to fulfil this target, national literacy campaigns have been organised.

### **Mass Literacy Campaigns**

The Ninth Plan of Nepal has emphasised literacy campaigns as one of the major strategies for the eradication of illiteracy. This strategy has been adopted based on national experiences as well as on similar international efforts.

In 1992, Mass Literacy Campaigns were launched in Vyas VDC of Tanahun District with the assistance of the government and some INGOs (World Education and PACT). Similarly, Banepa Municipality of Kabhre District launched the campaign with the assistance of the government, UNESCO and a local NGO (CEFA). Banepa Municipality is reported to have achieved a 94% literacy rate among its 6+ population.

In 1997, the National Council of Non-Formal Education of the Ministry of Education decided to launch mass literacy campaigns in five districts (one each in the five Development Regions) of Nepal.

1. Taplejung in the Eastern Region
2. Parsa in the Central Region
3. Lamjung in the Western Region
4. Dang in the Mid-Western Region
5. Achham in the Far Western Region

The National Council for Non-Formal Education intends to expand the campaign, gradually extending it to other districts.

#### **3.4.2 *Efforts to Develop the Role of Non-formal Education towards EFA Goals***

In view of the problems and also the potential of developing NFE, and its contribution towards the achievement of EFA goals, the government conducted a national workshop entitled *Education for All: The Role of Non-Formal Education*. The workshop was jointly organised by the National Council for NFE and the UNESCO National Commission in collaboration with UNESCO/PROAP. Below are some of the workshop's recommendations:

1. Non-formal education should be considered as part and parcel of the national education system and priority should be given to the NFE Programme.
2. A system for the collection and up-keep of statistics on literacy should be developed.
3. Various levels of literacy should be defined in terms of their equivalents with formal education.
4. The challenging task of the eradication of illiteracy cannot be fulfilled by a simple programme approach alone. Therefore, literacy campaigns with firm national policy backing and commitment should be continued.

The Literacy Programme has been divided into three levels:

- I. Basic Level
- II. Middle Level
- III. Self-learning Level

The time allotment was 300 hours for the Basic Level, 150 hours for the Middle Level and 150 hours for the Self-learning Level.

The National Council of Non-Formal Education, Ministry of Education, developed and published a National Non-Formal Education Curriculum in 1997. According to the National NFE Curriculum there are seven functional content areas:

- a. Environment and sanitation
- b. Family life
- c. Income generation/agriculture
- d. Civic consciousness
- e. Women's development
- f. Culture and customs
- g. Health and nutrition

The curriculum has been prescribed for the entire country.

### ***3.4.3 Role of NGOs in EFA through the Promotion of Literacy Programmes***

NGO contribution to expanding non-formal education in Nepal, especially in rural areas, has been recorded as very significant. According to the report *Impact study of Adult Education in Nepal* carried out by CERID in 1996, about 500 organizations, mainly NGOs, are carrying out literacy promotion activities in Nepal. International NGOs, such as PACT and World Education Inc., are also implementing literacy programmes, with financial assistance from USAID. Similarly, the United Mission to Nepal and the Save the Children Alliance can be found at the INGO level engaging in promoting literacy programmes in Nepal.

### **Partnerships with NGOs**

In view of this important contribution towards EFA and also in view of the continued interest and commitment of NGOs in playing an important role in the achievement of EFA in the country, an NGO Round Table Meeting on EFA Assessment 2000 was held jointly by APSE and the National Research Centre for Non-Formal Education (NRC-NFE) in Kathmandu on 23 May 1999. This Round Table meeting aimed to review the current situation of NFE activities regarding OSP and adult literacy education as well as to explore the roles of NGOs towards achieving the national EFA goals.

### 3.5 Expansion of Basic Education for Life Skills and Vocational Training

One of the main purposes of youth education is to prepare youths for productive employment. The Jomtien Declaration has also included skills training of youths as a dimension under Basic Learning Needs .

The targets outlined in the NPA as well as the National Development Plans have included a numbers of programmes. The Eighth Plan and the Ninth Plan have, however, listed the targets of the training courses to be provided by the Council for Technical Education and Vocational Training (CTEVT).

#### 3.5.1 Progress towards Development of Skills Training and Vocational Education

Nepal has taken several steps towards achieving the goals of EFA by expanding basic education and life skills to youths and adults. The first step in this direction is to incorporate life skills into the school curriculum in various forms, catering to lower secondary and secondary school students, a total population of 1,172,801. Vocational education has been incorporated into school education as an optional subject at the secondary school level, aimed at the total secondary school student population of 344,034.

In order to develop specific job-related skills training and education, the following steps have been undertaken by the government:

Date	Major Steps
1992	<ul style="list-style-type: none"> <li>• Formulation of the CTEVT Act:</li> <li>TEVT network to cover all segments of the population with a focus on underprivileged sections</li> <li>Linking TEVT with industrial development</li> <li>Provision of skills training addressing the labour market and providing certification</li> <li>National instructors licensing system</li> <li>Enhancing private sector in skills training and developing co-operation</li> <li>Co-ordination and development of information system</li> </ul>
1993	<ul style="list-style-type: none"> <li>• Establishment of CTEVT for the purpose of regulating and updating the standard of technical education and vocational training</li> <li>• Formulation of TEVT policies for both the public and private sectors</li> <li>• Planned Programmes and activities for five years by CTEVT</li> </ul>
1997	<ul style="list-style-type: none"> <li>• Formation of the Council for the Development of Employment</li> <li>• Formation of the Committee for Employment Development</li> </ul>

Source: CTEVT profile 1998

Review of the Eighth Plan (1992-1997) indicates that CTEVT has undertaken more short-term programmes than targeted, whereas some long-term training programmes were unattained, as the following table shows:

**Table 38** *Targets and Progress of Training Courses Conducted by CTEVT*

	Target	Progress
1. Regular Training	2,595	2,274
2. Short-term Training	2,034	6,709

In the Ninth Plan, CTEVT aims to train 5,000 recipients in basic and middle-level technical training. Different technical and vocational training centres under CTEVT will provide short-term training to 20,000 people. After the development of the CTEVT Act, 160 private sector training institutions have opened. Although detailed data regarding the number of training courses from these institutions are not available, it is estimated that private institutions are running programmes worth NRs. 324 million.

CTEVT constitutes a section of the total training providers. The report of the Employment Development Committee presented an estimate of 100,219 training courses covering all aspects of skills requirements in the VDCs and municipalities. The following table lists the major training providers, training provided and expenditure regarding skills-training activities:

**Table 39** *Technical and Vocational Education Providers in Nepal*

S.N.	Providers	Trainees Short-term	Trainees Long-term (1 year or more)	Budget (NRs. in millions)
1.	CTEVT	1,200	5,341	100
2.	Ministry of Labour	120	3,860	130
3.	Ministry of Tourism	950	96	83
4.	Ministry of Industries		10,000	20
5.	Dept. of Cottage and Small Industry		20,000	21
6.	Ministry of Health		12,000	90
7.	Ministry of Local Development		5,000	18
8.	Ministry of Women and Social Welfare		4,500	74
9.	Ministry of Agriculture		2,000	292
10.	Ministry of Land reform		600	12
	<b>Total</b>		<b>63,398</b>	<b>840 million</b>

Source: CTEVT profile, Women Development Programme Progress Report, 1996/97, Cottage Industry Digest, Shram bazar suchana, Department of Labour, Employment Promotion Centre Report.

Annually, the government has been spending about NRs. 700,000,000 on skills training and vocational education. Besides the national programmes, several international agencies are providing assistance to the national programmes, as well as running their own special training. Table 40 lists the various international agencies involved in technical training assistance.

**Table 40** *International Agencies Supporting Technical Training in Nepal*

S.N.	Agencies
1.	Overseas Development Association (ODA)
2.	United Mission to Nepal (UMN)
3.	Asian Development Bank (ADB)
4.	Swiss Development Co-operation (SDC)
5.	KOICA
6.	DANIDA/MS
7.	WHO
8.	ILO
9.	UNFPA
10.	UNICEF
11.	ADB ( micro-credit project)
12.	IFAD (credit)
13.	UNFPA (reproductive health)
14.	World Bank
15.	FAO (agriculture production)
16.	ADB (community development and training)
17.	GTZ (appropriate technology)
18.	UNIFEM (database)

Source: CTEVT records, SDC official records, and Women Development Progress Report

The trend in the labour market indicates that there will be a growing demand for skilled labourers and a decline in the demand for unskilled labourers. Moreover, if Nepal is to attract foreign investment, it should have trained manpower and potentially trainable people in high technology industries. In this direction, in addition to mobilising the existing training institutions, new agencies are also being developed.

### 3.6 Media Mobilisation for Increased Acquisition of the Knowledge, Skills and Values Required for Better Living and Sustainable Development

In order to promote Distance and Media Education in Nepal, Radio Nepal and Nepal Television are playing a major role. Recently established private radio stations and TV channels, and other media companies have also become active in providing media education.

Gorkhapatra Sansthan, the government-owned press, has played a great role in media education. Similarly, other newspapers are also aware of their social obligations. Radio dramas and street dramas performed by the Ministry of Health and the NGO Sarvanam are found to be very effective.

Some of the education programmes broadcast by Radio Nepal are as follows:

**Table 41** *Radio Nepal Programmes on Education*

S.N.	Programme	Description	Frequency
1.	Bhanyang Choutari	Interactive Radio Instruction for early childhood development	Twice a week
2.	Hatemalo	Children's programme	Sunday, Wednesday
3.	Bal Aawaj	Children's programme	Once a week
4.	Bal Karyakram	Children's programme	One a week
5.	Agricultural Programme	Farmers' programme	Twice a week
6.	Environmental Programme		6 days a week
7.	Women's Programme		Twice a week
8.	Health Programme		Twice a week
9.	Teacher's Training		6 days a week
10.	Population programme		Once a week
11.	Tourism Programme		Once a week

Source: Talim Nirdeshika, Distance Education Centre, Radio Nepal Broadcasting, NTV Broadcasting

The Distance Education Radio Programme entitled "Service Brings Reward" was introduced with the aim of promoting and crystallising the know-how and the skills acquired by the grassroots-level health workers in connection with reproductive health and contraceptive measures. The programme was introduced in Dang District on a trial basis at the end of December 1995 and terminated in the first week of June 1996.

Test results show that as a result of the programme, the participants increased their knowledge and skills and developed a positive attitude. They gained new information and skills in the areas of family planning, contraceptive methods and counselling and preliminary analysis of the impact evaluation shows some promising results.

The preliminary result of the Nepal RCP Impact Monitoring Study 1995-96 shows that because of the Distance Education Course, the quality of client-provider interaction increased. Further analysis shows even better results were obtained when the course was combined with four days of on-the-spot Interpersonal Communication and Counselling (IPC/C) training.

*Table 42. Education Media broadcast by Nepal Television*

S.N.	Programme Description	Duration	Frequency
1.	Krishi Karyakram (programme for farmers)	20 minutes	Every day
2.	Children's Programme	20 minutes	Every day
3.	Jagriti (current various issues)		One a week
4.	Natural Calls		One a week
5.	Aayam (informative)		One a week
6.	Devi (educational service)		One a week

Source: Nepal Television

Recently, Nepal Television has been broadcasting the Meena cartoon series, a cartoon series that deals with issues of cultural rights, participation, protection against violence and exploitation, the minimum age of working, access to information, child-care facilities and social security. The Meena cartoon series also provides messages about discrimination, children's rights, community and family responsibility, nationality, standard of living and health care concerns.

In relation to health issues, the Ministry of Health reaches the people through different kinds of advertisements. Recently, the Ministry of Information and the Ministry of Health jointly banned smoking and alcohol-related advertisements from the electronic media and replaced them with the advertisements about health related programmes.

The Distance Education Centre (DEC), under the Ministry of Education, is running several programmes for the dissemination of basic knowledge and important information related to day-to-day life, as well as important educational subjects, such as English, mathematics, science, environment, health, music and drawing. DEC has also started to run modules 2 and 3 of its 10-month (2.5 months x 4) training programme in collaboration with NCED.

## Special Efforts and Promising Strategies

### 4.1 Special Efforts

In line with its commitment to achieve education for all, His Majesty's Government of Nepal initiated special efforts and implemented large-scale projects to expand, consolidate and improve the functioning and the quality of basic and primary education. Such special efforts included:

- Preparation of the Basic and Primary Education Master Plan (1991-2001) by a national team of educationists
- Formation of the National Education Commission by the newly-elected democratic government (1992)
- Design and implementation of the Basic and Primary Education Project (1992-1998)
- Design and implementation of the Primary Education Development Project (1993-1999)

#### *4.1.1 Preparation of the Basic and Primary Education Master Plan (1991-2001)*

In 1991, His Majesty's Government commissioned a team of national educationists to prepare a primary education master plan with the aim of achieving universal primary education by the year 2000. The team prepared a detailed 10-year plan covering all major components of basic and primary education.

#### *4.1.2 The National Education Commission (1992)*

In 1992, the newly elected democratic government constituted a National Education Commission to frame education policies in line with national aspirations. In 1992, the National Education Commission reconfirmed the commitment of His Majesty's Government to achieve universal primary education and to improve the quality of education in line with the Jomtien Declaration of Education for All (1990) and the summit goals of the United Nations Convention on the Rights of the Child (1990). The 1992 Commission endorsed most of the policy and programmatic recommendations contained in the Basic and Primary Education Master Plan. The new democratic government gave top priority to primary and basic education as a means of promoting basic human rights and as a strategy for poverty alleviation. Among other priorities, the 1992 Commission emphasised the urgent need to address the educational needs of different linguistic groups and ethnic minorities, and to bring about the long overdue quality improvement of the education system.

#### *4.1.3 The Basic and Primary Education Project (1992-1998)*

The Basic and Primary Education Project (BPEP) was designed to identify efficient management structures, to expand and enhance access and learning conditions, and to improve the quality of primary and basic education. BPEP was implemented gradually, covering 19 districts in the year 1992/93, adding six districts in 1993/94, and extending to another 15 districts in 1994/95 (thus totalling 40 of the 75 districts in the country). It was executed with the financial assistance of DANIDA (US\$ 16.28 million), UNICEF (US\$ 4.64 million), JICA (US\$ 15.73 million) and IDA (loan of US\$ 30.60 million). The external assistance amounted to 26% of the total BPEP expenditure and the remaining 74% (NRs. 10,976 million) was borne by His Majesty's Government.

BPEP adopted a management structure which led to the efficient delivery of project inputs on one hand, and which facilitated the development of programmes and materials on the other.

BPEP has made a significant contribution in programme development of different components, including:

- development of the new primary education curriculum;
- revision of textbooks, teachers guides and development of supplementary materials;
- development of schools and Resource Centres;
- development of teacher training packages;
- development of management training programmes;
- development of non-formal education packages;
- development of the special education programme; and
- development of the women's education programme

BPEP implemented several activities in order to improve the quality of primary education in the project districts. A summary of the activities is presented in Table 43.

**Table 43** *Achievement Status of BPEP Activities in Quality Improvement*

Quality Improvement	Achievement
Implementation of primary education curriculum (Grades 1 to 5)	Nation-wide
Distribution of textbooks and teachers guides (Grades 1 to 5)	Nation-wide
Distribution of supplementary materials (districts)	40
Teacher training (teachers)	
• 2.5 months	8,511
• Grade Teaching	994
• Multi-Grade Teaching	3,943
• Extra-curricular	1,448
• Whole School Approach	37,690
Resource Centre (RC)	
• Resource Centres	669
• Resource Persons on duty	569
• Basic RP management training	834
• Advanced RP management training	482

Source: BPEP, Monitoring Reports 1994-1998.

BPEP adopted a strategy of constructing additional classrooms, promoting non-formal programmes, and gradual introduction of compulsory primary education. The achievements made toward promoting equitable access to the basic and primary education are summarised in Table 44.

**Table 44** *Promoting Equitable Access: Achievement for 1992-1998.*

	Achievement
<b>Improvement Physical Facilities</b>	
• New classroom construction	14,112
• Classroom rehabilitation	7,522
• Furniture for classrooms	11,646
• RC building construction and furnishing	306
• DEO buildings	19
• Distribution of manuals for school building maintenance (sets)	7,690
• Maintenance training	7,152
• Maintenance tools (sets)	7,152

**Table 44 Promoting Equitable Access: Achievement for 1992-1998 (cont'd)**

	Achievement
<b>Non-Formal Education Programme</b>	
• Out-of-School Programme I	114,197
• Out-of-School Programme II	336,156
• Out-of-School Programme III	1,500
• Women's Education Programme I	204,397
• Women's Education Programme II	56,416
• Women's Education Programme III	11,049
• Adult Education Programme I	39,505
• Adult Education Programme II	6,154
• New Literacy Programme I	265
• Chelibeti Programme	19,818
<b>Women Education Programme</b>	
• Recruitment of female teachers	4,151
• Training for female teachers	3,588
<b>Special Education Programme</b>	
• District Disability Survey	15
• Scholarships for disabled children	2,700
<b>Early Childhood Development (ECD)</b>	
• Training of ECD teachers	2,232
• Establishment of ECD classes	1,200
<b>Compulsory Primary Education (CPE)</b>	
• CPE initiated in districts	5

BPEP also institutionalised several measures to strengthen the management of basic and primary education at different levels.

**Table 45 Strengthening Management, Achievements for 1992-1998**

Management Strengthening Activities	Achievement
• Annual work-plan preparation workshops	7
• Programme management workshop for DEOs/PCs	7
• Orientation on monitoring package for DEOs, PCs, RPs, Overseers and NFE facilitators	480
• Distribution of district, RC and school registers (copies)	13,384
• Initiation of long-term degree-oriented programme for senior MOE officials	36

Source: RME Unit, BPEP, Kathmandu, 1999

On the basis of the positive experiences from BPEP implementation, HMG has made the following policy decisions:

- Adoption of the Resource Centre structure and provision of School Management Committees as a tier of educational management
- Government decision to provide at least 10 days of recurrent training to every teacher each year
- Placement of at least one female teacher in each primary school
- Inclusion of ECD component in the regular structure of the MOE
- Decision to introduce the coupon system instead of the reimbursement policy for receiving free textbooks from dealers in the districts
- Inclusion of parents and representatives from disadvantaged communities on School Management Committees
- Gradual introduction of Compulsory Primary Education (CPE) in all 75 districts

#### **4.1.4 The Primary Education Development Project**

The Primary Education Development Project (PEDP) was implemented in 1993 with the aid of an ADB loan of US\$ 20 million. The aim of the PEDP was to complement the BPEP and its focus was the development and consolidation of the teacher training system. The most significant contribution of the PEDP was the establishment of a network of nine primary teacher-training centres. Specific details of PEDP's contribution toward improving the quality of basic and primary education are outlined below.

- The National Centre for Educational Development has been established as an apex body of primary teacher training with the responsibility of planning, programming and managing primary teacher training, as well as training school supervisors, headmasters and education management personnel. The infrastructure of NCED has been built in Sanothimi, Bhaktapur.
- Nine Primary Teacher Training Centres have been established in Bhojpur, Sunsari, Janakpur, Kavre, Bara, Tanahun, Rupandehi, Surkhet and Doti Districts to provide long-term training for untrained primary school teachers and school management training for primary school headmasters from 75 districts.
- Six District Education Office buildings have been completed.
- The project has succeeded in providing training for 22,141 teachers, 4,659 headmasters, 264 supervisors and 115 education management personnel.
- Out of a target of 1,500 schools, 1,495 schools have been built and 1,425 schools have been provided with furniture. Toilets and drinking water have been provided to 950 out of 1,000 targeted schools.
- The project has supported the improvement of physical facilities (rehabilitation and educational materials) of the Faculties of Education of Birgunj Campus and Sanothimi Campus and provided funds for the production of qualified manpower for primary education (B.Ed. in primary education).

## **4.2 Promising Strategies**

The 1990s have remained a decade of development and consolidation in the areas of primary and basic education in Nepal. Experiences gained and lessons learned from these efforts point to some promising strategies that could make a difference in optimising the quality and efficiency of the primary and basic education system. Some of the promising strategies include:

- co-operative and participatory planning processes at the central, district and community levels;
- establishment of Resource Centres and provision of Resource Persons (each for about 15-25 schools) to create a training, supervisory and support system for the qualitative improvement of primary and basic education;
- integration of special education programmes with primary and basic education;
- encouragement and recognition of local quality improvement efforts such as development of the RC as a community resource, and development and use of teaching/learning materials at the school level;
- management and use of educational information at the school and RC levels; and
- establishment of the afternoon food programme for children in rural areas as a motivation for students to enrol and complete primary education.

## Future Directions

### 5.1 Context

With the restoration of the democratic multi-party system in 1990, His Majesty's Government of Nepal has accorded top priority to primary and basic education as the main means of eradicating illiteracy, promoting human rights, eradicating poverty and promoting good local governance. In this line, the government has committed itself to achieving the goal of basic and primary education for all. Accordingly, the country set the target of achieving a 100% literacy rate for children over 6 by the end of the Twelfth National Development Plan in 2012. In addition the Ministry of Education has taken steps to implement the compulsory primary education policy and the government is also considering taking the necessary steps to extend basic and primary education to Grade 8 instead of the current level of Grade 5.

Nepal has accumulated rich experiences in the formulation of relevant policies, in the design and development of programmes, and in experimenting with educational development, particularly in the area of basic and primary education. Nepal continues to refine its basic and primary education policies and programmes based on the feedback and results obtained from field implementation. The focus of all of these policies and programmes will be on achieving equitable access to quality education for all, bringing about continuous improvement in the quality of education, and strengthening institutional capacity. The policy of promoting a participatory approach and partnerships with local communities and other related bodies will be continued and accelerated. Along these lines, the government has already made regulations for governance of the school system at the VDC/Municipality level. The salient features of future directions in basic and primary education are described below.

### 5.2 Equitable Access to Quality Education

During the last decade, Nepal has made considerable progress in expanding and improving access to basic and primary education. However, the following problems have persisted.

- low participation of disadvantaged groups of people;
- the continuing incidence of underage enrolment;
- the poor physical learning conditions in a large number of schools; and above all
- the inability of local communities to oversee and intervene in the quality of education imparted to all children.

In order to achieve equitable access to quality education by means of addressing these persistent problems, His Majesty's Government intends to give priority to the following components.

#### 5.2.1 *Improving Physical Learning Conditions*

The government recognises the need to improve the physical learning environment in schools in order to raise the quality of primary education. It will continue its policy of improving physical facilities as a strategy to improve the overall learning environment. To address the problem of poor enrolment, retention and completion rates of disadvantaged primary children, including socially-deprived children, linguistic minority children, out-of-school children, disabled children, and children from small and remote communities who have limited access to educational opportunities, the government will undertake construction of new physical facilities to serve these children.

The allocation of resources for physical facilities improvement will be based on objectively identified requirements. The civil works programme will be based on micro planning and a physical facilities survey conducted prior to undertaking the task of rehabilitation and construction. Schools will be consolidated based on school mapping to achieve economy of scale. New school will be constructed, where necessary, after all the dilapidated but repairable or incomplete structures have been rehabilitated. Local communities, under the technical supervision of the programme staff, will undertake the construction work. Continuous efforts will be made to develop cost-effective designs, and communities will be given the opportunity to choose the appropriate design to suit their local conditions and needs.

Teachers, VDC technicians, parents and community members will be provided with school maintenance training to enable them to carry out minor repairs required for taking care of the school buildings. In addition to technical matters, the training will sensitise community members to the importance of the physical learning environment and sanitation at schools.

### ***5.2.2 Creating Alternative Arrangements for Promoting Basic and Primary Education***

The government is committed to ensuring schooling opportunities for all children whose educational needs are not fulfilled by formal primary schools. To this end, alternative schooling arrangements will be made by adopting: (a) school outreach programmes, (b) flexible schooling programmes, and (c) out-of-school programmes (OSP) as the means of reaching hard-to-reach groups.

Under the school outreach programme temporary classes will be conducted, offering regular Grade 1 to 3 primary education curricula in pockets where children do not have easy access to regular schools. Students who pass Grade 3 will be transferred to regular schools.

#### **Special Teacher Training for Outreach Programmes**

For these satellite schools, local teachers will receive intensive training before they start teaching. The training will focus on the methods of delivery, and the teachers will be provided with well-structured teaching guides and materials. The teachers will also become familiar with the techniques of multi-grade teaching. Since this programme is part of the formal system, regular primary school teachers, or persons who have the required qualifications, will be employed in these schools. The teachers for the outreach programme will have training similar to regular primary school teachers.

In addition, outreach teachers will need training in multi-grade teaching methods. Incentives need to be provided to children who pass grade three level of the outreach programme to continue schooling in regular schools. Since the satellite schools are part of the regular schools, methods for the parent schools to supervise and guide the teachers in satellite schools have to be developed and tested through experience. A continuous student assessment system similar to that in regular schools is also required to measure the quality of education and learning achievements.

Village Education Committees (VECs) will be involved in monitoring children's attendance in school and the services provided to ensure that children learn in the classrooms. Head teachers from the parent schools will be made responsible for the successful implementation of the outreach programme and for providing guidance to the teachers.

#### **Flexible School Provisions and OSP**

A model for flexible school hours for working children is required to address the opportunity costs of children's, especially girls', household and farm work so as to enable them to combine schooling with domestic chores. Therefore, the MOE is planning to provide five regular years of schooling in a three-year condensed curriculum with flexible hours through OSP centres and alternative schools. The intention is not to transfer these students to regular schools but to prepare them directly for primary school final examinations. The programme is mainly intended for urban, out-of-school primary school children aged 8-10. Since flexible schooling is essential for children from rural areas where the majority of children work to help their parents, it should also be provided in rural areas. The 8-10 age group should be

interpreted as being at enrolment age, thus allowing pupils to complete at a higher age. The programme would be flexible in that pupils may be allowed to aim not only at Grade 5 examinations, but also for the equivalent of Grades 3 or 4.

The overall objective of the alternative schooling programme is to provide guaranteed access to schooling for out-of-school children. The government will mobilise local bodies and NGOs for the alternative schooling programme, to establish and run OSP and Non-formal classes. BPEP II will support the establishment of non-formal primary education classes as alternatives to formal schooling for isolated small communities and for out-of-school children.

By the end of BPEP II, MOE will have established 1,150 outreach schools, 1,150 alternative schools and 1,000 OSP centres. Alternative schooling sites will have been identified through decentralised planning exercises and an area-based strategy will have been adopted, replacing the existing quota-based approach.

### **Reducing Gender Gaps in Basic and Primary Education**

The government feels that concerted efforts must be made to remove barriers to girls' education, especially for girls from disadvantaged communities. To this end, special strategies and approaches will be adopted which will include the following: (a) scholarships for secondary school girls; (b) gender audit of curriculum materials; (c) deployment of female teachers in primary schools; and (d) schooling incentive programmes targeting girl children.

To ensure an adequate supply of female secondary school graduates who might consider teaching careers, the feeder hostel programme for secondary school girls will be revived. Girls will be provided with scholarships to enable them to attend secondary schools on the condition that they agree to serve as teachers in the relevant area for a certain period of time after graduation. This programme aims to encourage girls from disadvantaged communities to become teachers in their own communities. By 2004, some 5,000 scholarships will have been provided to girls from remote districts of Nepal.

Gender bias will be removed from school curricula and materials. Gender-neutral messages and positive role models for girls will invariably be included in the texts. Teacher training will include gender sensitisation so that biased messages are not conveyed to students. Administrators will be sensitised in gender perspectives and modules on gender awareness will be included in the recurrent teacher-training programme. The government will take a pro-active role in involving the community, especially mothers, in identifying, designing, implementing and evaluating educational needs to ensure cultural appropriateness and the effectiveness of interventions.

One important policy decision of the government has been to recruit at least one female teacher in each primary school. The government policy is to increase the percentage of female teachers from the current 20% level to 30% of all teachers. The government will deploy female teachers in schools where girls' enrolment is low and priority will be given to female teachers for teacher replacement due to attrition. At least 50% of the new teachers needed to fill vacant positions will be females, and the posting of new teachers and the redeployment of existing teachers will be carried out in such a way that female teachers get posted to schools where there are currently no female teachers.

The government will introduce incentive schemes to encourage girls and disadvantaged children to attend school. These incentives will include distribution of free textbooks to all children up to Grade 5, scholarships to girls and *dalits*, and a school nutrition programme in selected areas. BPEP II will attempt to increase the effectiveness of these programmes and initiate additional activities such as flexible school times and a contextual calendar, provision of bilingual education through local teachers, provision of book banks in schools, awards to best performing schools in terms of enrolment and retention, and provision of funds for improving the physical environment of schools. The government also proposes to explore affordable alternatives and innovative models to address the barriers of direct costs of uniforms, materials and fees. Programmes will be run for those disadvantaged girls who are in real need.

## **Meeting Educational Needs of Children with Disabilities through Inclusive Education**

Universalisation of primary education cannot be achieved unless children with disabilities are provided with the opportunity of education. BPEP II seeks to promote inclusive primary education for children with mild to moderate disabilities. To achieve this aim, the programme will support primary schools in identifying and assessing such children, train special education teachers and provide appropriate teaching-learning materials designed to ensure effective mainstreaming of these children in primary school.

Resource classes will be established to prepare children with disabilities to enter normal classes, and they will be established in selected regular primary schools. Each resource class will have 10 students with the same type of disability and will be provided with one trained teacher in the respective area of disability and adequate teaching-learning materials. Multiple ways of involving communities in providing financial support and temporary residential care for resource classes for children with moderate disabilities have been proposed. Specialised NGOs will be supported in providing education to children with disabilities who cannot attend inclusive classes.

Teacher training services will be made an integral part of the teacher training system, and flexibility and capacity will be planned according to the needs of integrated special education. Co-ordination between government-supported NGOs in the running of special education classes in private institutions and special education programmes in the public school system have been developed to ensure consistency of services.

## **Meeting Developmental Needs of Younger Children through ECD**

The government recognises the role of ECD in promoting wholesome development of children and in enhancing the quality and efficiency of basic and primary education. To this end, the government has followed a policy of mobilising NGOs, INGOs, local bodies and communities. An approach co-ordinated along with other concerned agencies, including other line ministries, will be taken to address the holistic needs of early childhood development. Under the policy, ECD activities are to be designed and implemented as truly community-based programmes in which local communities and parents are to manage the ECD centres with technical and partial financial support from the government.

The Ministry of Education has already prepared a detailed action plan, procedures and eligibility criteria for funding the accelerated implementation of its ECD programme. At the community level, parents themselves will form committees to organise, manage and supervise ECD activities. Personnel at the DEO offices will be made solely responsible for ECD programmes in the district, and at this level, the DEOs will monitor the ECD programmes and receive support from RPs and supervisors.

ECD activities will be targeted at poor communities where the enrolment and retention of primary children, especially of girls and disadvantaged children, are low. As much as possible, these centres will be detached from existing primary schools and will evolve as an integral part of community development, and focus on fulfilling the rights of children.

ECD facilities are currently available to children in urban and semi-urban areas. The government intends to implement the ECD programme nation-wide under the second phase of BPEP. The government aims to establish 10,000 centres by 2004 and it will encourage local NGOs and INGOs to contribute to the promotion of ECD programmes.

By the year 2004, it is estimated that the government-supported ECD centres, pre-school classes run by private schools and other ECD centres organised by NGOs as part of the community development programme will provide educational opportunities to 10% of the 4-5 year-old children in the country.

## **Non-formal Education for Adult Literacy and Continuous Learning**

In view of the high adult illiteracy rate in the country, particularly in rural areas, NFE will be considered a priority sector in education policy, planning and programme development. Accordingly, NFE programmes will be organised and expanded and there will be an increase in the government budget for the NFE sector.

A national literacy programme will be conducted with the involvement of national and international non-governmental organisations, locally elected bodies and local communities. Inter-relationships between literacy and basic primary education will be established, and opportunities will be provided for literate children to enter formal education.

Non-formal education development will be undertaken with the participation of communities, NGOs, INGOs and other agencies working in the field of non-formal education. Changes will be made to the structure of the Non-formal Education Council, in order to expand the representation of NGOs and other bodies. Necessary arrangements will be made in the district-level NFE co-ordination committees along these lines.

NFE Centres have been created under the NFE Council to develop, implement and monitor programmes according to the policy guidelines developed by the Council. NFE units will be set up in all District Education Offices to facilitate co-ordination of the NFE activities of the various government agencies under various line ministries, local NGOs and INGOs. In addition, political workers will be encouraged to get involved in NFE.

The Female Education Section of the Ministry of Education has been running school-based lead centres in three districts on a pilot scale and such lead centres will be designated in all the VDCs of Nepal to run continuing education for adults. The Resource Centres for primary education will also be developed as NFE resource centres.

In order to achieve a 70% literacy rate for children over 6 years by the end of the Ninth National Development Plan period, literacy education will need to be provided to 3,216,000 adults and 784,000 out-of-school children. Various programmes will be under-taken, especially in areas of low literacy, in order to achieve the targets. Programmes are also undertaken to reduce the gender gap in literacy from the current figure of 30% to 20%. Better evaluation and monitoring systems will be developed to improve the literacy rate. Training for NFE facilitators and trainers will be developed in an institutionalised way for the operation of literacy programmes.

While the government will continue its adult literacy programmes, BPEP II will focus on life-skills education for young women based on their demands and based on the experiences of the Adult Education Programme/ Women's Education Programme (AEP/WEP) implemented in BPEP I. A proposal has been developed to test the women's education programmes and experienced NGOs will take part in this process. The AEP/WEP programme will gradually be provided to a total of 100,000 beneficiaries by the fifth year of the project. Assuming that 30,000 people have already benefited from the programme, this would include an additional 70,000 during the plan period. In addition, the core programme would provide support for the gradual expansion (from 40,000 participants in FY 1998/99 to 100,000 in 2003/04) of the Adult Education and Women's Education Programmes started by BPEP I.

The literacy programmes of BPEP and that of other governmental and non-governmental agencies will serve 3.2 million adults (including 2.4 million women) in order to achieve a literacy rate of 70% by 2000 (male 80% and female 60%). Of the total target of 3.2 million adults, MOE's regular programmes and BPEP II activities will cover 1.28 million people (40%). The remaining will be covered by mobilising INGOs, NGOs and local bodies. Furthermore, a quota-based system of funding will be replaced with district planning. BPEP II will initiate these activities giving priority to areas, groups and communities where primary education is least developed and in particular, in districts selected for CPE programmes.

BPEP II will concentrate its funding on the development and launching of AEP/WEP programmes targeted at young women, the training of trainers, facilitators and supervisors, environment building campaigns and post-literacy follow-up.

## **Mobilising Communities and Media for Promoting Basic and Primary Education**

### *Mobilising Communities*

Community mobilisation activities will be designed and targeted on a large scale to address the issue of non-enrolment, non-attendance and low retention as it is recognised that community participation and ownership are essential to ensure long-term sustainability. The government intends to develop concrete plans to ensure bottom-up, community-based planning, where parents, teachers and other stakeholders are consulted. Community mobilisation will begin with the establishment of VECs and SMCs. Making them operational will require the active involvement of teachers and RPs/RTs. The strategies adopted will be:

- a) greater focus on community participation and bottom-up planning;
- b) community awareness and mobilisation programmes to mobilise village communities, existing groups, parents, young women and youths;
- c) linking the community mobilisation programme to other training programmes for teachers;
- d) participatory planning at the district level;
- e) use of SIPs as a vehicle for the inclusion of communities in planning;
- f) providing incentives to communities when their efforts result in, for example, increased girls' participation and retention,
- g) using simple slogans to mobilise the community; and
- h) developing training programmes for members of VECs and SMCs.

### *Mobilisation of Media*

Corresponding to the rise in the literate population in rural areas, several community newspapers have been established in various parts of the Kingdom in recent years. These newspapers are complementing the proliferation of theme-specific localised publication of wall newspapers and other awareness materials. This rapid development in print media has given rise to specialisation of publications. Many newspapers feature permanent columns on educational information and issues, and topics of social and economic interest. The government of Nepal aims to help increase the media's capacity to promote and popularize education. Such print media (newsletters, pamphlets and posters) will be further developed as well as adapted at the central and district levels for the purpose of expanding basic and primary education.

The broadcasting media such as TV and radio have been used for various education programmes, some of which are specifically focused on EFA. With the promulgation of the National Broadcasting Act, several independent FM radio stations have made their debut in rural areas, providing low-cost alternative channels of continuing education to the people. These broadcast media, along with other electronic media such as audiocassettes and video-films, will be utilised to inform people and build their awareness.

Media strategies will also utilise literacy programmes, local songs and dance, theatre and cultural activities to bring about community awareness. Every district and VDC will plan and implement door-to-door campaigns involving teachers, students, local NGOs, mothers groups, religious bodies and other local institutions. National and local events such as Children's Day, Literacy Day and Women's Day will be utilised for organising enrolment and retention drives.

Village Education Committees (VECs) will be strengthened within each target VDC to act as watchdogs of programme implementation, overseeing the effectiveness of local resource utilisation and the correct utilisation of BPEP inputs. VECs and other local groups will be supported to make wall writing a means of displaying messages regarding the education of children. Financial support to VECs will be limited to a period of three years for each VEC.

## 5.3 Quality Improvement

After completing implementing the new curriculum and revised textbooks from 1992-1996, various studies revealed that the transformation of classroom practice toward active student participation and raising the level of children's achievement remain to be realised. Nor has an effective network of Resource Centres and training programmes designed for quality improvements been fully attained. For the purpose of improving classroom practices and raising students' achievement level, the following activities have been identified as the major focus of quality improvement efforts.

The following actions will be taken to create a better learning environment in schools:

- a) increase the daily attendance of teachers and students;
- b) only enrol 5 year olds in Grade 1;
- c) create a healthy, safe and pleasant school environment;
- d) provide teachers with adequate and appropriate training and classroom support;
- e) provide textbooks and related teachers guides within two weeks of the start of the school year;  
and
- f) maintain class sizes with an appropriate student: teacher ratio.

The priority of the government will be to improve retention and learning achievement of children in the first three grades. The major focus will be on: (1) acquisition of basic competencies by all children; (2) support to non-Nepali speaking children through bilingual teaching techniques; and (3) pedagogical techniques and materials for continuous assessment as an integral part of teaching and learning.

### *5.3.1 Making Curriculum Relevant through the Provision of Adequate Instructional Materials*

The government considers renewal of textbooks and the preparation and revision of workbooks, teacher's guides, supplementary texts and training materials as important aspects of quality education. Therefore, the basic and primary education programme will:

- i) develop and provide reference reading materials for teachers;
- ii) translate primary curriculum materials into major indigenous languages and develop optional textbooks;
- iii) prepare early reading materials for children whose language is not the national language;
- iv) develop methods and materials appropriate for multi-grade organisation in small schools;
- v) develop additional materials to supplement and support curriculum implementation and textbook use; and
- vi) provide textbooks and teachers guides, supplementary reading materials and workbooks.

The government will set up school libraries in the schools where they are lacking and enhance those which are existing. The government is also considering doubling the supply of instructional materials to schools. These instructional materials will be procured locally, and published by governmental and private publishing houses.

The government has prepared an institutional matrix that clearly sets out the roles, responsibilities, skills and capacities of organisations responsible for carrying out curriculum and textbook development.

Over the next five years, the government is considering implementing a policy for curriculum revision and textbook renewal, and over the next three years, top priority will be given to curriculum implementation. Evaluation of curriculum and textbooks in terms of organisation, sequencing, relevance and simplicity will also be undertaken.

### ***5.3.2 Liberal Promotion and Monitoring Learning Achievement***

The government has adopted the liberal promotion policy (LPP) as a strategy for achieving age grouping in the primary grades. As a first step towards this end, it will adopt the policy of granting promotion to Grades 1 to 3 children by linking it with a continuous assessment system and recurrent teacher training. Under this policy, a minimum level of learning will be determined for each grade and the learning will be assessed continuously. Low-performing students will be provided learning assistance to help them achieve the minimum learning levels. For unachieved learning outcomes, the children will be provided opportunities to learn them in upper grades.

Continuous assessment of student learning achievement is a key element of a quality improvement strategy. BPEP II will support the establishment of the continuous assessment system and the improvement of Grade 5 examinations. In addition, under BPEP , phase II, instruments for continuous assessment of student performance will be developed in order to facilitate the introduction of liberal promotion and the improvement of Grade 5 examinations.

### ***5.3.3 Optimising Teachers Performance through a Teacher Support and Promotion System***

The government policy on primary teacher training is directed towards:

- a) establishing an overall teacher development strategy encompassing pre-service, in-service and recurrent training, and a professional support system;
- b) clearing the problem of existing untrained teachers within the shortest possible time period;
- c) stopping untrained teachers from entering the teaching force by strictly following the policy of mandatory 10-month teacher training and making institutional arrangements for the provision of such training; and
- d) introducing a teacher crediting system to recognise the professional experience and participation in recurrent teacher training.

In accordance with the above policy, the teacher training component will emphasise the continuous development of teachers through the development and implementation of an integrated system of pre-service (for prospective teachers), in-service (for teachers on the job) and recurrent teacher training. The teacher training policy of MOE links closely with the teacher credit system. Crediting strategies will be in line with strategies evolving from a pre-service certification-training proposal and the schedule for implementing the crediting system will take into account ongoing in-service training as well as the proposed pre-service training.

In the future, the minimum qualifications required to become a primary teacher will be raised from the current SLC pass (School Leaving Certificate, passing the national examination at the end of Grade 10) to undergraduate level education, or at least Higher Secondary graduation. Pre-service teacher training and teacher certification will be made mandatory.

Strategies to support teachers' ability to implement the curriculum will be adopted through school-based and cluster-based training programmes, followed by regular professional support organised by the schools or the Resource Person at the school level. All teachers will receive 10-day recurrent training every year and in order to increase the effectiveness of the recurrent training, a number of measures have been proposed. Recurrent training modules using a variety of approaches, including the whole school approach, will be delivered. Recurrent modules will be devised and implemented in such a way that they promote the efficient and pedagogical utilisation of teaching-learning materials, including textbooks, supplementary readers, teacher's guides and instructional materials.

### ***5.3.4 Developing Resource Centres as a Base for the Technical and Professional Support System***

Alternative approaches to school clustering and professional support activities will be explored, especially to suit the needs of people living in hilly and mountainous areas where distances between schools within a cluster may require a considerable amount of travel time for an RP. These approaches will include itinerant RPs, pairing of small schools, extension of the whole school approach to in-service training, greater use of radio, teacher/peer mentoring systems, sub-clustering schools, and rotating places of meetings. District and cluster training plans will be made more demand-driven and responsive to individual schools' needs and priorities.

A new approach to the delivery of distance education for teacher training has also been proposed. Its content and activities will be much more closely related to carrying out action research in participating schools and school clusters and these will be linked to improved subject knowledge and understanding of how children learn. Apart from this innovation, environment-specific strategies for tutorial and supervision support of participants in the distance education programme will be explored.

### ***5.3.5 Educational Technology Development***

Educational technology development is one of the key components of quality development in BPEP II, as well as in other educational programmes in Nepal. For this purpose, BPEP II has made provision under the DOE to undertake research, innovation and materials development. An instructional materials unit, a research unit and textbook and materials development unit will all acquire and develop relevant educational technology through BPEP II.

## **5.4 Institutional Capacity Building**

The government recognises that the capacity of institutions must be strengthened at all levels of educational management in order to achieve equitable access to quality schooling. The building of institutional capacity is the core of BPEP II. It seeks to strengthen the institutional capacity of the Ministry of Education (MOE) in order to improve policy-making, planning, co-ordination and system monitoring. In order to strengthen and consolidate activities related to basic and primary education, MOE has established a Department of Education (DOE) at the central level, headed by the Director General (DG). The DOE will be responsible for planning, programming, implementation and monitoring of basic and primary education programmes through its regional and district-level offices. The National Centre for Educational Development (NCED), the Distance Education Centre (DEC), the Curriculum Development Centre (CDC), and the Non-Formal Education Centre (NFEC) have been entrusted with responsibilities in specialised areas such as teacher training, curriculum and textbook development and non-formal education, respectively.

An education system can be only as good as the people who manage it. For the most part, the organisational effectiveness of a school depends on its quality and the skills of its education personnel. BPEP II will contribute to long-term technical sustainability of the basic and primary education sub-sector by developing managerial and technical competencies on the part of a large number of teachers, headmasters, administrators, managers, planners and other educational personnel. The MOE has identified human resource development (HRD) needs for the academic and professional upgrading of its personnel. A comprehensive staff development activity is currently underway, under which long and short-term theoretical and practical courses are provided, both in-country and overseas. MOE's technical and professional capacity is to be upgraded through the Institutional Linkage Programme (ILP) that brings national and international resource institutions together.

The government has created an institutional and organisational framework that better suits the decentralised education system. At the district level, programme planning, implementation and monitoring will be the responsibility of the DEO offices. BPEP II intends to devolve education management to promote active involvement of communities and local bodies in managing education institutions. HMG recognises the

need to develop district and local capacity to plan, manage, implement and monitor basic and primary education programmes. To this end, BPEP II proposes the decentralised planning process under which education plans are prepared by individual schools, VDCs and District Offices and funds flow according to the education plans prepared at different levels.

School management will be institutionalised and strengthened by empowering School Management Committees and head teachers. These SMCs will be formed through democratic procedure by the parents themselves. School headmasters will have all executive powers in matters relating to teacher management and training, management of instruction, community relations, school improvement and financial management. SMCs will oversee the general functioning of schools and will mobilise local communities for school development.

The head teachers, School Management Committees and Village Education Committees as well as parents and citizens will play an important role in supporting school quality improvement and monitoring school achievements. SMCs and VECs will have increased responsibility for monitoring school performance and learning outcomes by establishing early childhood programmes where needed; monitoring student and teacher attendance and taking action where needed; and checking that all students have textbooks and the necessary stationery and taking action if required. MOE/DOE and District Education Office teams will be responsible for monitoring both quality inputs and learning outcomes against equity criteria to ensure that all children have an equal opportunity to learn. In addition, periodic national assessments in Grades 3 and 5 will provide policy-makers with an independent assessment of changes in primary education quality standards over time.

#### ***5.4.1 Educational Management Information System (EMIS)***

Development of an Educational Management Information System (EMIS) is one of the important aspects of capacity building of the education sub-sector in Nepal. Under BPEP II, EMIS as well as PMIS (Programme Management Information System) will be established at national and district levels to provide information for monitoring, planning and overseeing BPEP activities. This system will also be expanded to provide national education information required for other various basic and primary educational purposes. All concerned have felt the need for the formation of a data co-ordination body, and it must be put in place in order to standardise national data and to expand the current information system to include new indicators on a continuous basis.

### **5.5 Technical Skills and Vocational Education for Development and Sustenance**

Technical skills and vocational education in Nepal are focused on the production of basic and medium-level manpower to meet the needs of different development programmes implemented in various parts of the country. Short-term training will be developed, according to the basic skill needs of the people, particularly in the villages, to enable them to implement basic development programmes in their areas.

Technical and vocational skills education and training programmes will be made employment-oriented and income-oriented. For this purpose, polytechnic schools will offer short term and long-term programmes.

During the Ninth Plan period, technical institutions that are currently operating will be strengthened and measures will be taken to make them more cost-effective. Arrangements will be made to establish effective co-ordination between government and non-government technical and vocational institutions and the private sector will be encouraged to establish technical and vocational training institutions. For this purpose, the Technical Education and Vocational Training Council will identify similar training programmes provided by private sector training institutes; co-ordinate with these institutions; play an active role in mobilising the resources; and provide necessary technical assistance for their development.

Physical, human and financial resources will be mobilised at the local level in order to establish training centres and internal and external resources will be mobilised to set up and run polytechnic schools.

It is anticipated that 5000 basic and medium-level trained persons will be produced and short-term training will be provided to 20,000 people.

## 5.6 Resource Mobilisation

The government plans to mobilise internal as well as external resources for funding educational programmes and development. This includes promoting the public and private sectors, as well as community participation in resource mobilisation. Different schemes of cost sharing will be enhanced and external donors and loans will also be mobilised for undertaking major programmes such as BPEP II. The government also plans to promote cost sharing with the local communities in financing ECD. The government will support local communities by providing establishment costs to meet the start-up expenses (NRs. 10,000), instructional materials and kits for children and ECD facilitators, and partial salary costs of facilitators. Local communities will provide physical space and voluntary labour to set up the centres. Local VDCs and municipalities will contribute to meet the partial costs of facilitators' salaries and recurrent costs of the ECD Centres and day meals for children will also be arranged locally.

Cost sharing is a major strategy of BPEP II for mobilising local resources as well as external funding. Under this strategy, limited funds are provided to schools that prepare School Improvement Plans (SIPs) that identify activities to be undertaken by the schools themselves. The maximum amount of such fund is NRs. 25,000 per school per year. The SIP guideline aims to mobilise teachers, students and communities in various school improvement activities. BPEP II will fund training activities, including the development of training materials for SMC and VEC members.

Each VDC will have a Village Education Committee (VEC) consisting of representatives of the VDC, SMCs, NGOs, headmasters, teachers and RPs. The primary function of this committee will be to conduct enrolment drives, participate in micro-planning and school mapping exercises, ensure maintenance, supervise primary schools, NFE and ECD centres, monitor teacher and student attendance, mobilise local resources, review and follow-up annual programmes, and create a supportive atmosphere for the implementation of BPEP activities and programmes.

HMG has shown its commitment by allocating 15% of total government expenditures to the education sector – including those funded via external donors (up from 13.1% allocated in 1997/98). The sub-sector plan has laid out points for cost reduction, cost efficiency and sustainability.

For efficient mobilisation and use of the external funds, a 'basket' approach has been adopted whereby each donor contributes funds towards the total list. Incremental activities would require a similar approach by the government. In this approach, each item of expenditure would be reimbursed by the donors group as a whole to, for instance, 90% of the total cost, with the government contributing the remaining 10%.

District Development Committees and VDCs/municipalities are expected to allocate funds to finance basic and primary education activities from their internal revenues and grants received from the government. It is proposed that VDCs allocate 10% of the development grants of NRs. 5,000,000 they receive from the government each year. The government also proposes a cost-sharing formula of 40% community funds and 60% government funds for classroom construction and rehabilitation.

In addition, multiple ways of involving communities in the provision of financial support and temporary residential care for resource classes for moderately disabled children have been proposed.

Literacy funds will be created with the participation of NGOs and INGOs and local bodies, NGOs and INGOs will be involved in the monitoring of NFE activities.

## **5.7 Conclusion**

The Ministry of Education has adopted and implemented a decentralised planning process of preparing District Education Plans as a means of providing broader participation in the management of basic and primary education. The intervention package and resource allocations to districts are based on the District Education Plan. A holistic approach to quality improvement has been followed in promoting educational change and development in the districts. Consequently, decisions are made at the district level to address the needs of under-served populations and those with special education needs, and to allocate resources to ensure improved efficiency and quality. In this way, it is anticipated that government support to localised educational reform will ensure equitable access to quality basic and primary education.