

A
GENDER AUDIT

OF

**THE BASIC AND PRIMARY
EDUCATION PROGRAMME – II**

Nepal

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Gender Audit of Basic and Primary Education Programme Phase-II

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Preface

It is my great pleasure to introduce this valuable report on the Gender Audit of BPEP II. This is a long awaited study, recommended by the BPEP II Joint Review Mission of November 2000. This report has focused among others, on all the three major objective areas of BPEP II: **Access and Retention, Learning Achievement, and Capacity building.**

The Department of Education is aware of, and very much concerned about, the situation of girls and women in education. The disparity between enrollment of boys and girls is very high in Nepal. MOES data of 2000 shows the net enrollment rate for girls to be only 74.6 % in comparison to 86 % of boys. Similarly, the completion rate for girls is only 42% whereas it is 65% for boys. Also the literacy rate of girls and women varies from district to district ranging from 88% to 22%.

Throughout the 'Jomtien decade' Nepal has put great efforts into improving girls' access by introducing incentive schemes, secondary education incentive schemes, and ensuring that every school in Nepal has at least one female teacher.

Now the outcomes of the Dakar Conference on EFA are being implemented, and Nepal is committed to achieving the EFA goals. The Government of Nepal is putting its best effort into *'eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality by 2015, with focus on ensuring girls' full and equal access to and achievement in basic education of good quality.'*

In view of this commitment of the Nepal Government, the Gender Audit Report is very relevant and timely. The report contains in depth analysis and relevant recommendations including **Ten Actions** to integrate and mainstream gender in education. I hope that all the education planners and implementing agencies give due recognition to this report and pursue its recommendations accordingly. On behalf of the DOE I would like to thank the International Consultant Ms. Juliet McCaffery, and National Consultants Ms. Chapala Koirala and Ms. Neelam Basnet for their valuable contributions.

I also want to thank the Gender Audit Support Group, which supported the study team throughout its work.

Finally, I would like to extend my thanks to the European Commission, DANIDA and UNICEF for supporting this study.

Thank you,

May 2002

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The team thanks the members of the Gender Audit Support Group, which consisted of representatives from the Primary Education Division of the Department of Education, the Women's Education Section, the EC Co-ordination Office, DANIDA and UNICEF who were all unfailing in their support and advice.

The team hopes that this audit will contribute to the process of mainstreaming gender, ensuring gender equity in education. This would contribute to raising the status and position of women in Nepal and enable them to participate fully in the social and economic development of both their communities and their country.

Juliet McCaffery
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May 2002

ABBREVIATIONS

ADB	Asian Development Bank
ASIP	Annual Strategic Implementation Plan
AWP	Annual Work Plan
BPEDU	Basic and Primary Education Development Unit
BPEP	Basic and Primary Education Programme
CAS	Continuous Assessment System
CBO	Community Based Organisation
CDC	Curriculum Development Centre
CERID	Research Centre for Educational Innovation and Development
CG	Central Government
CIP	Core Investment Programme
DANIDA	Danish International Development Assistance
DDC	District Development Committee
DEC	District Education Committee
DEO	District Education Office
DEP	District Education Plan
DFA	Dakar Framework for Action
DFID	Department for International Development
DOE	Department of Education
EC	European Commission
ECD	Early Childhood Development
EFA	Education for All
EGWN	Education of Girls and Women
EMIS	Education Management Information System
FGD	Focus Group Discussion
FINIDA	Finland, Department of International Development Co-operation
FOE	Faculty of Education
FY	Fiscal Year
GASG	Gender Audit Support Group
GAT	Gender Audit Team
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
HMG	His Majesty's Government
HRD	Human Resource Development
IA	Institutional Analysis
IDA	International Development Association
ILP	Institutional Linkage Programme
JICA	Japanese International Cooperation Agency
LG	Local Government
LSGA	Local Self Governance Act
MLL	Minimum Learning Level
MOES	Ministry of Education and Sports
MOF	Ministry of Finance
MTR	Mid -Term Review

NCB	National Competitive Bidding
NCED	National Centre for Educational Development
NER	Net Enrolment Ratio
NFEC	Non-formal Education Centre
NGO	Non-Governmental organisation
NFE	Non-formal Education
NORAD	Norwegian Agency for Development
NPC	National Planning Commission
NIEPA	National Institute of Educational Planning and Administration
OSP	Out-of-School Programme
PAT	Programme Advisory Team
PEB	Programme Execution Board
PEDP	Primary Education Development Project
PEP	Primary Education Project
PIP	Programme Implementation Plan
PMIS	Programme Management Information System
PST	Planning and Support Team
PTTC	Primary Teacher Training Centre
RC	Resource Centre
RDU	Research and Development Unit
RED	Regional Education Directorate
RP	Resource Person
SEDU	Secondary Education Development Unit
SEDP	Secondary Education Development Plan
SIP	School Improvement Plan
SMC	School Management Committee
SSDP	Sub Sector Development Plan
TA	Technical Assistance
TOR	Terms of Reference
TPR	Third Party Review
TSAG	Technical Support Advisory Group
TU	Tribhuvan University
UNDP	United National Development Programme
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
VDC	Village Development Committee
VEC	Village Education Committee
VEP	Village Education Plan
WB	World Bank
WEP	Women's Education Programme
WES	Women's Education Section

The Ministry of Education and Sports is committed to raising the status and position of women and to providing Universal Primary Education for all girls, as well as boys, irrespective of their ethnic origin, religion, culture or linguistic heritage or disability.

Working practices, recruitment, training and promotion will be based on gender equity and be open and transparent so that no employee is disadvantaged.

Every individual man and woman in every department, division, section and implementing agency is responsible for ensuring that girls as well as boys benefit from all their work.

Possible policy statement on gender in education

A GENDER AUDIT OF THE BASIC AND PRIMARY EDUCATION PROGRAMME - II

EXECUTIVE SUMMARY

The women of Nepal must be recognised as 50% of the social capital of the country, possessing the right to education, status, bargaining power, decision making, access to resources and experience of the political and economic world.

Education is the key to development, yet wide gender gaps exist in education as in all other aspects of Nepalese society. The Basic and Primary Education Programme supports His Majesty's Government of Nepal to improve the effectiveness and efficiency of the education system and to achieve the goals of Education for All which have a strong focus on girls education as well as boys.

Accordingly, a Gender Audit was commissioned to analyse the Basic and Primary Education Programme, Phase II from a Gender Perspective. The audit did not assess the overall achievements or failures of BPEP- II, but sought to identify whether the programme is of equal benefit to boys and girls.

1. The second phase of the Basic and Primary Education Programme (BPEP-II) commenced in July 1999 and is scheduled to end in 2004. BPEP-II was designed to incorporate and consolidate the successful elements of BPEP-I and integrate the programme activities into the regular structure of the Ministry of Education and Sport in order to ensure sustainability.
2. The literacy level of people six years and above is 54% in Nepal¹. The low level of literacy, with only 65% of men and 42.5% of women literate, as well as the gender disparity in the Net Enrolment Rate of boys at 86% and girls at 74.6%, made it imperative to ensure girls' educational needs as well as those of boys were being addressed through the programme. The Fourth Joint Supervision Mission of November 2000 recommended:

"That a comprehensive screening of the programme is carried out, in order to identify more pertinent strategies for making girls' and women participate more fully in primary education and the management of it."

¹ Central Bureau of Statistics. Census 2001

3. Terms of Reference for the audit (Appendix 1) were drawn up by the Women Education Section (WES) of the Department of Education (DOE) and agreed by the Ministry of Education and Sports (MOES) in September 2001. An international and two national consultants were appointed and started work in December 2001. The objectives of the audit were to:
 1. Analyse existing strategies and their implementation to improve girls' access and outcome of basic education.
 2. To identify strengths, constraints and weaknesses.
 3. To suggest more comprehensive strategies to be included in BPEP-II in connection with the mid term review.

A literature review was carried out by a national consultant prior to the gender audit.

4. At the beginning of the audit, the political context was favourable to moving forward rapidly on improving the enrolment, retention and educational achievement of girls. The Constitution of Nepal states that there will be no discrimination on the basis of religion, caste, creed, sex or principles. HMG subscribes to the international commitment to Universal Primary Education, and "Education for All" agreed at Jomtein, Thailand in 1990 and the international statements to improve the status and position of women. The Tenth National Plan incorporated the goals of the Dakar Framework for Action (DFA) and BPEP-II was developed under the long-term perspective emphasised in the Ninth Plan (1997-2002) and the Sub Sector Development Plan (1999-2003). Moreover, specific initiatives and incentives to support girls' education, such as the hostel programme and the scholarship programme have been in place for a number of years.
5. Government policy continues to place strong emphasis on the education of girls, but the recent insurgency by the Maoists is threatening to disrupt current plans and strategies. Though perceived to be in favour of education, particularly non-formal education, there have been attacks on district education headquarters, teachers have been beaten up and sometimes killed and school buses have been burned. The normal functioning of the education system under these circumstances is difficult. It is to be hoped that the insurgency will be short lived and normal conditions will soon prevail. However the present difficulties should not be underestimated.
6. In undertaking the audit, the gender audit team used a range of research methods and research instruments. The team analysed relevant documents from a gender perspective including the BPEP-II Programme Implementation Plan, national and international policy documents, the Institutional Analysis of the MOES, the ASIP Proposals for 2000/2001, the Technical Panel Report, Aide Memoires, previous reports and literature on girls' education in Nepal. Semi structured interviews were held with personnel at all levels and focus group discussions with teachers, NCED trainers, Resource Persons, female staff at the Department of Education

and District Education offices, mothers and fathers, children and School Management Committees.

The team also undertook field observation in five districts, Parsa, Chitwan, Dhanusha, Kavre and Banke, visiting a total of nine primary schools, four of which were all-through schools. The team also observed the training of teachers and RPs and training on the School Improvement Plan.

7. The team reviewed the 17 components under the three key goals of BPEP-II, - Capacity Building, Learning Achievement and Access and Retention to assess their achievements in relation to girls' education, the barriers and constraints, and made recommendations on improving the delivery of each. (Chapters 3, 4, and 5) These 17 components are now amalgamated to 5 and the team fully agrees with this rationalisation.
8. However Despite the efforts of Ministry of Education and Sports and the Department of Education, the physical surroundings and educational environment was poor and a disincentive to positive learning. Many SMCs were not yet constituted and the rural communities visited had been unable to maintain the buildings. Community involvement and the maintenance of the buildings were better in the urban schools visited. There was severe overcrowding in many schools, a high percentage of girls enrolled in the urban schools, but poor teacher attendance and low attendance rates of children in the rural schools. Books and materials, though frequently arriving late and with problems of distribution, were attractive. Nevertheless the quality of education needs to be substantially improved if parents are to value education. This is particularly true of dalit parents and parents from minority caste and cultural groups on marginal incomes who can ill afford to lose the direct or indirect contribution their children make to family survival. The attendance of girls from these groups, and handicapped girls is significantly lower than that of boys.
9. The team reviewed the incentive programmes, and though recognising that the improvement in girls' retention and enrolment as a direct result of each individual programme is marginal, the range of incentives, scholarships, mobilisation campaigns, feeder hostels and women's literacy combines to increase girls' enrolment and suggests these, including an improved feeder hostel programme, be continued.
10. The team was impressed by the teacher training programmes and recorded the teacher's appreciation of these, but noted that new methods had not been implemented in the classroom. The Grade Assessments noted the levels of achievement had not significantly risen and there is a slight disparity in the levels of achievement between boys and girls.
11. The team noted with concern the lower level of enrolment of girls in the special focus groups and the lack of attention to the education of handicapped girls. The social inclusion of all groups includes the girls as well as the boys and cannot be said to be effective unless girls from these groups are also benefiting.

12. The Early Childhood Development programme is designed to benefit children of below school age, to improve retention levels in the transfer from Grades 1 to 2 and relieve older girls from the care of siblings, thus enabling them to attend school. The team found some evidence that communities had difficulty in supporting these programmes to the extent required.
13. The team was concerned that the policy of employing a minimum of one female teacher in each primary school had not been implemented. 8000 schools are still without a female teacher. The team does not accept that there are no qualified women able to take the posts. Informal education programmes, such as the COPE programme, have identified suitably qualified women. The reasons for non-appointment appear to be political and cultural. All the educational personnel spoken to thought that increasing the number of female teachers, still only 25.3% (MOES 2000) in primary schools, would benefit all children, particularly the younger children and give parents confidence in sending their daughters to school. Female teachers can also act as role models and mobilisers within the community.
14. The team is concerned at the exceptionally low numbers of female trainers and resource persons. Only three out of sixty three National Centre for Educational Development (NCED) trainers in the districts are women: forty two, (4.7%) out of eight hundred and eighty three resource persons are women and twenty six out of four hundred and eighty seven supervisors are women, (5.3%). All teachers interviewed agreed that it was necessary to have female as well as male supervisors and trainers to enable the particular problems female teachers may encounter, to be sympathetically addressed and to ensure that a female perspective was included in support, supervision and training. This situation has yet to be addressed.
15. Women are barely represented in educational management, only 5.0%, with no women at Gazetted Class 1. The team supports the findings and recommendations of the Institutional Analysis and the statement in the Joint Government Donor Mid-Term Review of March 2002 that:

"In order to allow women to move from implementers to policy makers, the MOES will have to be completely committed to developing female leadership."

Women's perceptions, contribution, skills and knowledge will be required at all levels of the education system if the goals of Education for All are to be achieved.
16. The Civil Service Regulations should be reviewed in relation to recruitment, training and promotion and "family friendly" conditions of employment. The team has also recommended training to develop women's skills in leadership, policy formulation and strategic planning.

17. The key finding of the audit is that despite the commitment to girls' and women's education, the programme is male focused in concept and operation and is not addressing some of the key issues relating to women and girls. While some of the incentives to encourage girls are excellent, girls' education is placed as one of the special components focusing on disadvantage and minorities. 50% of the school age population are girls and girls should be at the heart of the programme along with boys.
18. BPEP-II is structured so that special programmes for girls are designed to enable them "to catch up" with boys. A women in development welfare model is used to "help" girls and women, rather than a model of gender equity and empowerment that enables girls and women to take their rightful place in society in both the private and public spheres on an equal footing with men. The education of girls to which HMG is fully committed, is being undertaken in isolation, rather than as one of a number of the strategies to raise the position and status of women to enable them to fully participate in the country's development. The continued exclusion of all but a very few women from senior management and decision and policy-making positions in the education sector is one example of this.
19. GAT noted that BPEP-II is to a great extent gender neutral. Though the objectives and policies are sometimes given a gender focus, the strategies generally are not, except in the specific interventions relating to girls. Given the international donor focus on integrating gender into the mainstream, this is disappointing. As few objectives and targets are gender specific much statistical data is still not gender disaggregated. Evaluating the programme in relation to the benefits gained by boys and girls is sometimes very difficult. For example the number of female and the number of male teachers trained is not separately given, nor is the sex of the children in the ECD programme.
20. The language of the BPEP-II, Programme Implementation Plan (PIP) is largely gender neutral referring to *teachers, staff, and children*. In English these words are seen by some to be inclusive of both sexes; in practice women are frequently overlooked unless there is specific reference to their inclusion. Care should be taken in translation. Gender biased language is used "head master" and "master trainer" denote men in these positions. Unfortunately this language is replicated in the current AWP for 2002.
21. The incentive programmes for girls are delivered by a separate unit, physically and conceptually separated from the main DOE building and likewise separated from the mainstream programme. Departments and sections are thereby able to absolve themselves of the need to consider the requirements of girls while special programmes for girls are delivered by the Women's Education Section (WES).
22. To achieve gender integration, the gender audit team proposes that the current role and remit of WES should be reviewed in accordance with the proposal of the Technical Panel, November 2001, quoted in the MTR of

April 2002 to:

"Shift the role and responsibility of the Department of Education from that of planning, managing, implementing and monitoring district level components to providing policy guidelines, setting strategies, specifying standards, planning support activities and monitoring outcomes".

As WES is a section of the Primary Education Division of DOE, WES should undertake a similar role in relation to the promotion and implementation of gender equity.

A change of name would be appropriate for a wider remit and a gender-integrated strategy - such as Gender Unit or Gender Focal Point. Any unit or focal point should be provided with the human, financial and physical resources to carry out the remit.

The proposed shift in role would be a major undertaking and the DEO may require support and advice on the processes of undertaking this restructuring.

23. Recommendations for moving forward on the seventeen components in the three areas of Capacity Building, Learning Achievement and Access and Retention are made in the report, summarised below and collated in Annex 1. They build on the suggestions put forward by the gender audit team in January 2002, "Integrating Gender into BPEP-II, Proposals for ASIP" (Annex 2) and include suggestions from the Stakeholder Workshop held on March 14 2002.

Capacity Building

1. *Revise the role and remit of WES to shift from implementation to a Gender Unit or Gender focal Point to focus on policy formation, advice, monitoring and evaluation*
2. *Integrate gender into all departments, divisions, and sections of the DOE and MOES and encourage implementing agencies to do the same. Every individual should be responsible for ensuring that girls as well as boys benefit from all their work.*
3. *Train male and female staff in gender and strategic planning and provide professional development for female staff in order to achieve gender equity in educational management and administration.*
4. *Review Civil Service Regulations and appointment procedures to assist in the recruitment of female staff and the introduction of "family friendly" policies to benefit both men and women*
5. *Integrate gender into the decentralisation process*

Learning Achievement

1. *Implement the policy on female teachers in primary schools and appoint female head teachers.*
2. *Train male and female professional and technical staff on gender sensitisation and provide professional development for female staff.*
3. *Develop modules/topics for teacher training on gender sensitisation and awareness in primary education.*
4. *Recruit female trainers and RPs.*
5. *Recruit female head teachers for primary schools.*
6. *Eliminate gender bias from primary textbooks.*
7. *Continue continuous assessment.*

Access and Retention

1. *Continue the incentive programmes and review the feeder hostel and scholarship programmes.*
 2. *Disaggregate statistics on impact of special focus and special education programmes on girls and boys.*
 3. *Improve physical facilities of schools addressing the specific needs of girls and female teachers, classroom environment, water, toilet facilities and boundary walls.*
 4. *Continue the community mobilisation programmes.*
 5. *Review the Women's Literacy Programme.*
24. The key recommendation is to refocus and place the education of girls at the centre not at the periphery of the programme. To achieve this HMG and BPEP-II should:

Integrate gender into all aspects of the education system so that every individual man and woman in every department, division, section and implementing agency is responsible for ensuring that girls as well as boys benefit from all their work.

25. A ten-point practical action plan is proposed in order to move forward on mainstreaming gender:

TEN ACTIONS

TO INTEGRATE AND MAINSTREAM GENDER IN EDUCATION

- 1 Develop, agree and disseminate a gender policy for MOES/DOE
- 2 Redefine the women's remit in line with the recommended shift in the Department of Education from implementation to planning, policy and evaluation, moving from a Women's Education Section to a Gender Unit or Gender Focal Point.
- 3 Integrate gender into all departments, divisions, sections and educational implementing agencies.
- 4 Set specific gender focused goals, objectives and targets and ensure monitoring and performance indicators are gender specific.
- 5 Gender disaggregate ALL statistics.
- 6 Implement the policy on female teachers.
- 7 Increase the number of female managers at all levels to achieve 30% in five years.
- 8 Revise Civil Service Regulations to make them "family friendly" to benefit spouses and parents.
- 9 Present gender equitable roles and ensure all teaching materials are free from gender bias.
- 10 Incorporate gender issues into all training.

26. In order to mainstream gender into the department and the primary education division, to reduce gender disparity and achieve Education for All, fundamental action needs to be taken. The gender audit team proposes that a Gender Working Group is formed in the MOES/DOE composed of senior representatives from each division and chaired by a Class 1 Gazetted Officer. This group will set the agenda for change by formulating a gender policy, reviewing WES and establishing a Gender Unit or Gender Focal Point and reviewing staff recruitment, training and promotion procedures.
27. A Gender Working Group in the Primary Education Division is proposed with seven specific tasks and Gender Audit Task Groups are proposed to take forward the recommendations from the Gender Audit, drawing on the detail of the ASIP proposals (Annex 2) and the sample Action Plans (Annex 3).
28. Professional support will be provided by the Gender Unit /Gender Focal Point and by staff with designated gender responsibilities in each section.
29. The first stage of the gender audit has been undertaken. A second stage focusing on short research studies was envisaged. In undertaking their review the gender audit team finds that a significant amount of research has already been undertaken and many of the problems are known. Accordingly the team recommends BPEP-II focus on action related research which will have a direct impact on policy and practice.
30. The main challenge to improvement is implementation. The political will is well documented and both women and men in the DOE, the implementing organisations and the women's network are frustrated that research findings and recommendations are not implemented. The Gender Audit has suggested a way forward and proposes that the remit for a second Stage of the Gender Audit should focus on assisting the DOE develop the mechanisms for implementation.

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May 2002

A GENDER AUDIT OF THE BASIC AND PRIMARY EDUCATION PROGRAMME II

1.0 INTRODUCTION

This report reviews the second Basic and Primary Education Programme, (BPEP- II) from a gender perspective. It does not aim to assess the overall achievements or failures of BPEP- II, but by auditing the programme from a gender perspective aims to determine whether the programme is of benefit to girls as well as boys and whether the policies and strategies in place effectively address barriers to girls' education. While a gender audit is concerned that benefits accord equally to both sexes, the current cultural climate in many countries currently focussing on developing universal primary education has frequently resulted in greater educational benefits to boys than to girls. Reducing the disparity between the enrolment, retention and achievement of boys and girls is now a key objective in many countries including Nepal. The conference on education held in Senegal in April 2000 was called to assess the progress made in the ten years since the declaration on "Education for All" made in Jomtein, Thailand in 1990. The Framework for Action agreed at Dakar (DFA) stated that more effort should be made to eliminate gender disparity. Greater attention should be focussed on:

"Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education by 2015"

His Majesty's Government of Nepal was a signatory to this commitment. The Ninth Education Plan incorporates many of the principles of this agreement including that of gender equity.

1.1 The Economic, Social, Cultural and Political Context

The education of girls takes place in a particular economic, social and political environment. The status and position of women in Nepal can be compared to that in many countries of the world, but while many commonalities and many of the challenges are very similar, the specific situation is particular to each country. Advances in the status and position of women have to be made within the particular economic, cultural and social context.

1.1.1 Nepal is best known for containing the highest range of mountains in the world and tourism could be a flourishing industry under normal circumstances, but on the other hand the mountainous terrain has been a barrier to the social and economic development of the country. . In fact Nepal is one of the poorest countries in the world. The National Planning Commission (NPC) estimates that 42% of the population lives in absolute poverty and recent reports² state that 5 million people are underfed. Around 90% of the poor live in rural areas and poverty is highest in the western areas. Women have even less access to resources than men. The eighth plan (1992-1997) aimed to achieve an annual GDP growth rate of 5.1% in real terms. Though there were sharp fluctuations, a growth rate of 4.7% was achieved. However growth in population mitigated the impact with the result that the per capita income barely rose and is estimated at US\$ 210 per annum. Population growth for during the Ninth Plan is estimated to be 2.36% higher than indicated by the 1991 census. Over the last decade there has been a decline in agricultural employment, an increase in production and in migrant work outside Nepal, particularly in the Gulf States.

1.1.2 Levels of literacy are key indicators of human development. Human development in Nepal is low. The Human Development Index (HDI) computing the level of living, knowledge and health is 0.378. According to the 1991 census the overall literacy rate for the population of Nepal over the age of six years was 40% with a female literacy rate of only 25%. The adult literacy rate was 32% with a corresponding female adult literacy rate of 18%³. This indicated that a major effort was required if the population was to be equipped to meet the challenges of the 21st century. Significant progress was made during the decade of the 1990s, but while the literacy rates of males over the age of six rose to 65% and females rose to 42.5%⁴ the gender gap has reduced only marginally.⁵ Net enrolment at all educational levels continues to show a wide gender disparity and the goal of eliminating gender disparity by 2005 will be difficult to achieve⁶.

	M	F
Literacy rate (over the age of 6)	65 %	42.5%
Primary NER	86%	74.6%%
Lower Secondary NER	38.6%	27.9%
Secondary NER	24.1%	16%

The gender gap in NER enrolments at primary level has reduced slightly. Enrolment at lower secondary level is still extremely low for both sexes and

² Kantipur Daily, Report on the Ministerial Meeting of SAARC Countries, May 17, 2002

³ Basic and Primary Education Programme (BPEP-II) 1999-2004, Programme Implementation Plan, HMG, Ministry of Education, Keshar Mahal, Kathmandu, Nepal, February 1999. P.6 par. 1.4.10

⁴ CBS data 2001.

⁵ Ministry of Education 2000 quoted in TORs for Gender Audit BPEP-11, Annex 1, 7 March 2001, P.1.

⁶ MOES 2002 and CBS data 2001

the gender gap remains at 10%. The enrolment rate at secondary level remains virtually unchanged for both boys and girls with a slight decrease in enrolment of boys. This results in a very limited number of both boys and girls with sufficient education to become teachers, particularly secondary level teachers. It should be noted that there is considerable variation in literacy levels across the country. Geographic regions vary and access to all services is difficult in the mountain regions. However mountainous terrain is not the determining factor. Enrolment is lower and gender disparity greatest in the terai region where communication is better and access to education easier. Cultural factors and religious factors are important determinants of enrolment, retention and achievement in education.

1.1.3 The position and status of women is low in Nepal. One of the most telling statistics is the maternal mortality level at 475 per 100,000⁷. Women represent 4.5% of members of parliament, but there are very few females at ministerial or sub ministerial level. 90% of women are involved in agriculture⁸, the mainstay of the economy and earn about 50% of the household income. Women have the lowest status in some of the terai regions and a higher status in some of the hill communities such as those of Burmese / Tibetan stock in eastern Nepal.

Hinduism is the predominant religion in Nepal. 10.74% of the population are Buddhist, 4.2% are Muslim, Kirat 3.6% and Christian 0.45%.⁹ Religious beliefs and cultural traditions are often intertwined, though all the major religions preface men over women each has its particular taboos and restrictions. In common with many countries throughout the world a combination of traditional and conservative beliefs and practices in Nepal exclude women and those from the lower castes from education. Learning was inclusively for higher caste males. Nepal is still a strongly patriarchal society in which women follow their traditional roles as wife, mother and homemaker.

Women's work has always been important, if often discounted, in the agricultural sector. While the number of women entering the employment market is increasing they very rarely hold senior or decision making positions. Women represent only 7.5% of the civil service including the health sector. No concessions are made to working women's dual of reproduction and household maintenance and the demands of salaried/ waged work. Women at different levels of the education sector interviewed by the gender audit team all stated the difficulties of combining work and domestic responsibilities. In the case of all interviewed family support was crucial, where this was not forthcoming or appeared to be lapsing significant difficulties were foreseen.

Men interviewed expressed the view that domestic responsibilities hindered women's professional commitment and ability to take senior positions at work.

⁷ UNDP Human Development Report 1999

⁸ Kathmandu Post 17.5.2002

⁹ Kantipur Daily, 17.5.2002

Those interviewed did not mention the possibility of sharing domestic responsibilities or developing family friendly work practices. The acceptance of this strong patriarchal framework by both men and women makes the education of girls a challenging task.

1.1.4 The importance of educating girls, fully recognised by His Majesty's Government (HMG) does not appear to be related to the recognition that women represent 50% of the country's human resources and social capital and their development is essential to the development of the family, the community and country. There is a need for discussion and debate to achievement a much greater awareness of the contribution women make to the country's development, both socially and economically.

1.1.5 Patriarchy is the accepted form of social organisation, but Nepal is uniquely culturally and ethnically diverse. Analysis of the 1991 census and subsequent research¹⁰ shows that there are around 60 caste and ethnic groups and 19 spoken languages. Ethnic groups are identified though caste/ethnicity, mother tongue and language and religion or belief. This diversity is predominantly in the terai and hill districts with almost 30 ethnic and caste groups in each and only 2 in the mountainous regions. The constitution of Nepal recognises this diversity and prohibits all forms of discrimination based on caste, creed, sex or religion. The state is committed to the promotion of the languages and culture of the minority groups. However old ways die slowly and without a clear gender focus, improving the status and position of girls and women within these groups will be a slow process. Economic and social disadvantage is concentrated among these groups. The double disadvantage of gender and caste/ethnicity faced by many women needs to receive greater acknowledgement. Only one out of five women is literate and the gender disparity in school enrolment and achievements is greatest among these groups.

1.1.6 When the gender audit commenced the political context was favourable to the education of girls. Multi party democracy was restored in 1990 and a number of reforms instituted. There is a strong commitment to Universal Primary Education, the education of girls as well as boys. Policies are in place but putting policies into practice is proving more difficult. The primary education system suffers from several constraints that limit its effectiveness¹¹.

- (a) inadequate access and low participation
- (b) low retention of students in the schools
- (c) low level of educational quality
- (d) inequities in relation to various regions and social groups
- (e) inadequate financing and
- (f) limited management capacity and inadequate institutional support

¹⁰ CERID, 1997, Social Assessment Report

¹¹ Basic and Primary Education Programme (BPEP- II) 1999-2004, Programme Implementation Plan, HMG, Ministry of Education, Keshar Mahal, Kathmandu, Nepal, February 1999. Page 6.

These challenges are considerable, but the progress made by HMG since 1951 at the end of 104 years of feudal rule by the Rana dynasty is extraordinary. During the 1950s, national literacy was around 4% and female literacy 0.7%. 9000 boys were enrolled in 351 schools. Almost fifty years later at the start of BPEP-II, there were 22,218 schools.

1.1.7 A key strategy for improving educational efficiency is to devolve decision making and accountability to districts and individual schools and encourage greater community participation. The concept of decentralisation has been accepted. The Decentralisation Act and the Local Self-Governance Act were passed in 1999. However there are still issues to be resolved as the decentralisation processes outlined in these two acts are not fully reflected in the 7th Education Amendment Act passed in February 2002.

1.1.8 The current Maoist insurgency is placing severe constraints on implementation. The Maoists are not perceived to be against education and appear to support the education of girls and women particularly through non-formal education (Male, 2002). However, teachers have been intimidated, beaten and even killed and schools and district education offices attacked and burnt. The exact situation in the remote areas and the extent to which the educational service has been disrupted still has to be fully determined.

1.1.9 The gender audit's remit is to identify constraints and make recommendations for the improvement of girls' education. The critique and recommendations are made within the social and economic context and the recognition of the current low status of women, but also with an awareness of the remarkable achievement in developing a nation wide education system in a comparatively short time span and the commitment of the government to equity in education.

1.2 Rationale and Terms of Reference for the Gender Audit

The second phase of an ambitious Basic and Primary Education Programme, known as BPEP-II was implemented in mid-July 1999 and is scheduled to end in 2004. BPEP-II was designed to incorporate and consolidate the successful elements of the first phase and to integrate the programme activities into the regular structure of the Ministry of Education in order to ensure sustainability. A number of specific policies to encourage girls' access have been employed but despite these, only modest progress has been made in increasing girls' enrolment. As the enrolment of girls is still slower than that of boys and progress in reducing gender disparity has been slower than expected, it was decided that the BPEP-II should be assessed from a gender perspective. In November 2000 the Fourth Joint Donor Supervision Mission recommended:

" that a comprehensive gender screening of the programme is carried out, in order to identify more pertinent strategies for making girls' and women participate fully in primary education and the management of it." (para.24)

A consultant was commissioned to carry out a literature review. In March

2001, the terms of reference for a gender audit were prepared by the Women's Education Section (WES) of the Department of Education (DOE) with the assistance of a number of women from other sections and organisations. The full TORs are provided in Appendix 1. The objectives of the audit of BPEP-II are to:

- Analyse existing strategies and their implementation to improve girls' access and outcome of basic education.
- To identify strengths, constraints and weaknesses
- To suggest more comprehensive strategies to be included in BPEP-II in connection with the mid-term review.

The outputs are to be:

1. A report containing an analysis of BPEP-II's existing strategies, shortcomings and promising aspects. This should be based on a participatory approach reflecting the wishes of the stakeholders.
2. A set of specific and realistic recommendations/strategies relating to programme objectives i.e. improving girls' and women's access, retention and outcome, as well as programme management (suggestions for mainstreaming, monitoring of policies and their outcomes etc). This has to fit in to the decentralisation strategy of BPEP-II
3. A set of recommendations/strategies related to improving women's role in educational management at all levels (recruitment, positive action rules, promotion, training and upgrading activities and policies).

The work was initially envisaged in two phases. A first phase would be from October - December 2001 to:

- Analyse women and girls' participation in all BPEP's 17 components from the point of view of women as actors (in educational management) and girls and women as beneficiaries and participants.
- Analyse the financial and human resource allocation to specific activities in promoting girls' and women's participation.
- Consider any interesting and promising experiences carried out by NGOs and other initiatives in relation to proposals for developing new strategies¹².
- Suggest further analytical/research work as a result from this phase.

A second phase was intended for January - February 2002 in which a number of studies might be carried out. The following were identified as possible areas:

- The quality of education in relation to girls' under achievement in relation to

¹² The Girls Club, the Gate Project, the gender element in the Secondary Education Development Project etc, Gender Audit TORS, WES/DOE, March 2001,

- boys, identified by the EFA assessment 2000¹³.
- The extent to which girls are encouraged to participate in curricular and extra curricular activities in grades 3-5.
- Involving girls and women in defining what a "girls friendly school environment" means.
- Strategies for increasing access and participation in professional development of female managers.

1.2.1 As a result of the audit, donors and HMG will revise strategies aimed at increasing gender equity in basic education, plan for improving women's role in educational management at all levels, and develop a strategy to build commitment to gender equity and implement the recommendations arising from the audit and the mid-term review.

1.2.2 Unfortunately there was considerable slippage in the planned timetable for the gender audit. The first phase was rescheduled to September 2001, but further postponed, as the necessary documentation was not in place. Confirmation that the audit could proceed was agreed by HMG in the last week of September 2001.

1.3. Audit Procedures and Processes

1.3.1 An international consultant with experience of gender mainstreaming, gender equality and gender planning was appointed on a short-term contract to the European Commission.

1.3.2 The audit was supported throughout by a Gender Audit Support Group (GASG) consisting of representatives from EC, DANIDA, UNICEF, the Department of Education and WES. The donor co-ordinator (Finland) occasionally attended a meeting of the group. The GASG provided practical and logistical support and held regular minuted meetings throughout the audit to monitor progress and to assist with the work.

1.3.3 In consultation with the international consultant, GASG interviewed and appointed three national consultants on December 3, 2001 on short-term contracts to UNICEF and DANIDA. Unfortunately one of the consultants resigned a week after taking up the appointment. To avoid further delay the consultancy team agreed to share the work of the third consultancy rather than make a new appointment.

1.3.4 The audit was to be conducted in a participatory manner and it was intended that WES personnel would work with the Gender Audit Team and that the process of auditing BPEP-II would develop and enhance the capacity of WES. Accordingly it was agreed that the team would be based in the WES office at Sanothimi which is close to, but in a separate building from the DOE. A computer and furniture and stationery were provided.

¹³ The EFA 2000 assessment of achievement in Grades 1-5 in 1999 identified boys as achieving better in all subjects. The skills test referred to in the assessment showed boys achieving in all subjects except social science where it was equal

1.3.5 The international consultant undertook four missions to Nepal between October 2001 and May 2002. Reports on these missions are available from the EC-Education Co-ordination Office and WES.

1.3.6 The significant delay in starting the audit resulted in the two phases planned to cover a period of 6 months being merged and undertaken in half that time in order to meet the deadlines for the ASIP on January 18 2002 and the AWP and the MTR at the beginning of March 2002. This imposed considerable pressure on the consultants.

1.3.7 A gender audit should ideally include all stages of education. One of the issues in primary education is the lack of female teachers. Low enrolment rates at lower secondary and secondary level limit the potential supply of teachers. There are significant issues around the transfer of girls from primary to secondary education, which need to be analysed. Ideally the team would have wished to consider secondary education from a gender perspective, but as stated, time was limited and it was not possible to incorporate a gender perspective on secondary or tertiary education into this audit. This should be the subject of a separate study.

1.4 Methodology

A strategy and timetable for undertaking the audit was submitted and agreed by GASG on December 17 2001. (Appendix 3)

1. Analysis of documentation
2. Assessment of achievements, barriers and constraints
3. Development of strategies and action plans
4. Completion and presentation of the audit report.

The strategy and timetable were adhered to and ASIP proposals submitted on time though the final report was slightly delayed for technical reasons.

1.4.1 At the request of the gender audit support group and in line with the policy of stakeholder participation a report on the initial findings of the audit was presented to the Women's Network on January 22 2002. Following this a successful workshop was held on March 14 2002 at which a discussion paper was presented by the national consultants outlining the key barriers to improving the education of girls. The participants were invited to suggest strategies to overcome these. The recommendations resulting from the workshop were considered by GAT and incorporated into the final recommendations. A presentation was also made to the MTR on March 21 2002. At the end of the audit a presentation was made to key personnel on May 17 attended by the Minister for Education and Sports, the Director General of the Department of Education and the Commissioner for Women.

1.4.2 It should be stressed that the report does not assess the achievements and failures of BPEP-II. Though gender issues and gender planning should be integral to the implementation of the whole programme, we have sought to

identify those areas where, in our view, a lack of gender integration has negatively impacted on achieving the desired outcomes. We have also sought to assess the extent to which the gender specific interventions have achieved the expected outcomes. We have tried not to repeat work that has already been undertaken, or to comment on it, but to use previous studies, research findings, assessments and evaluations as a basis for our analysis.

1.4.3 Accordingly international and national commitments were analysed to assess the congruence of the programme to national and international policies on the education of girls. The BPEP-II programme implementation plan (PIP) and logical framework were analysed from a gender perspective as were, the Aide Memoires, the Status Report, the Institutional Analysis, the Third Party Review and the Report of the Technical Panel. The audit team has drawn heavily on these documents whose findings and recommendations the audit team in general supports. A range of literature, progress reports and analysis of specific strategies and related projects were analysed and numerous reports related to the education of girls were considered. A list of the documents consulted is provided in the bibliography.

1.4.4 A range of methods, research instruments and research tools were employed. These included focus group discussions with teachers, trainees mothers and fathers and SMCs; semi structured interviews, with DEOs, headteacher and RPs; observation of both teaching and training; interaction with trainees and students and a PRA mapping exercise with a group of Grade 5 boys and with a group of Grade 5 girls. The research instruments are provided in Appendix 5. The team is grateful for their time, and their perceptions, all of which contributed to our conclusions and recommendations. A list of those consulted is provided in Appendix 4.

Field visits were arranged to observe the realities of education and the challenges facing the DEO. Five field visits were undertaken.

Location	Region	Purpose	Summary of Programme	Findings
Parsa District	Terai	To observe the CERID course "Women as Change Agents"	Course observed. Urban all through, and semi urban primary schools visited, semi structured interview with DEO and head teachers, FGD with trainees and teachers and SMC	Disparity between urban and semi urban schools, the poor rural school environment, the variation in levels of community involvement
Chitwan District	Terai	To observe pilot training on the SIP	Observe SIP and training or RPs from 16 districts training, FGD with RPs and trainees. Informal discussions with accompanying senior DEO officers	The principles and the process of introducing SIP; the difficulties facing female RPs
Danusha District	Terai	To visit primary schools, observe teacher and	Visited urban all-through school, and two rural primary schools, observed classes FGD with trainers, teachers, students and parents. Semi structured interview with	The disparity between rural and urban schools, demand by girls for education in the urban area, poor condition of buildings and low attendance of teachers

Location	Region	Purpose	Summary of Programme	Findings
		RP training	DEO	and students in the rural schools, desire of rural parents for better quality education
Kavre District	Hill	To visit primary schools,	Interview with DEO and visit district education offices, two all-through rural schools, FGD with teachers, discussion with SMC chair	Differences between sample schools in terai and hill districts, optimal use of poor quality building, significant community participation in enrolment and upgrading quality of building
Banke District	Terai	To observe WES/ DEO gender training for teachers, VDCs and Chairpersons , to observe the special education	Observed gender training and held discussions, observed special education in two schools. Discussion with special education teachers	Successful integration of disabled children in mainstream school, need for support staff and training of teachers. Education of disabled girls given little consideration.

These observational visits were most valuable in enabling the team to assess the reality of the state of primary education and see at first hand the impact of the BPEP-II programme at community and district level. The team is particularly grateful to the DEOs who organised the visits for not showing “just the best” but a range of educational provision. The variation in quality enabled the team to see some of the severe constraints as well as some of the best educational practice. The team listened to the perceptions and ideas of stakeholders and identified some of the constraints and barriers that are hindering the implementation of the policy to increase the enrolment and achievement of girls in primary education. Unfortunately it was not possible to visit the most remote or mountain regions during the audit due to the security problems posed by the insurgency. The districts and schools visited and the stakeholders consulted are listed in Appendix 4

1.5 The Basic and Primary Education Programme – (BPEP-II)

The Basic and Primary Education Project (BPEP) was started in 1992 with multi donor funds. The first phase, BPEP-I, was implemented under the Eighth Five-Year Plan (1992-97). The three major objectives were to expand access to basic and primary education, to improve the quality of primary education and to strengthen management efficiency

When the project completed its first phase, the government of Nepal decided to implement a second phase within a sub sectoral framework within the context of the Ninth Plan (1997-2002). The Basic and Primary Education Programme, known as BPEP-II was started in July 1999 and is scheduled to end in 2004. BPEP-II was designed to incorporate and consolidate the

successful elements of the first phase and to integrate the programme activities into the regular structure of the Ministry of Education in order to ensure sustainability. BPEP-II is funded by donors as a Sector Wide Programme for integration into HMG's budget for education. Donors contributing to this "basket funding" are Denmark, the EC, Finland, IDA and Norway. This is known as the Core Investment Programme (CIP). Additional to CIP is technical assistance from Denmark, the EC, Finland, Norway and UNICEF referred to as the sub-basket. JICA and ADB provide support under separate arrangements.

The medium term development objective of BPEP-II is to:

"Strengthen the institutional capacity at the national and community levels to plan and deliver more efficient and better quality basic and primary education services thereby raising learning achievement and increasing equitable access, especially for girls and under served communities"

BPEP-II has a complex framework detailed in the Programme Implementation Plan (PIP). Annex 1 of PIP sets out the policy framework and the long-term goal that:

"The majority of school age children will complete five years of primary school education that is of good quality and well supported by institutions at the community, district and national levels"

It sets out key performance indicators and the four objectives

Objective 1

"Strengthen institutional capacity at national, district and community level to deliver more efficient basic and primary education services".

Objective 2

"Raise learning achievement especially in Grades 1-3".

Objective 3

"Increase equitable access to basic and primary education especially for girls and disadvantaged children".

Objective 4

"Upgrade the quality of school physical environment through community management"

There are seventeen components of the BPEP-II program under three key areas, which relate to the four objectives.

ACCESS & RETENTION	
1	School physical facilities
2	Alternative Schooling

3	Education of Girls
4	Education of Focus Groups
5	Special education
6	Early childhood Development
7	Community Mobilisation
8	Literacy Programmes
LEARNING ACHIEVEMENT	
9	Curriculum and Textbooks
10	Continuous Assessment
11	Recurrent cluster based training
12	Certificated training
CAPACITY BUILDING	
13	Strengthening DOE
14	Strengthening district planning (SIP)
15	Local capacity building
16	CIP Core Investment Program Management
17	TSAG Technical Support Advisory Group

The total development budget is 147.447 million US\$ of which 111.664 is CIP.¹⁴ In order to improve effectiveness and efficiency, the Ministry of Education and Sports was restructured and a Department of Education was established (DOE) in July 1999.

¹⁴ BPEP-II, PIP, table 2.7.3, page 51

2.0 ANALYSIS OF DOCUMENTATION FROM A GENDER PERSPECTIVE

GAT undertook an analysis of the international and national documentation in which BPEP-II is framed and an analysis of the BPEP-II programme Implementation Plan. The purpose was to determine:

- Whether HMG's policy on the education of girls was in line with international commitments.
- The extent to which national policy targets the education of girls,
- Whether BPEP's implementation plans, aims, objectives, targets, monitoring and performance indicators are gender integrated, gender specific, gender neutral, gender blind or gender biased.¹⁵

2.1. International Policies

There is now an international focus on the importance of education for girls. The conference on Education for All held in 1990 in Jomtein, Thailand and the statement which followed urged countries to take action to reduce illiteracy among both men and women and adopt a policy of education for all, girls as well as boys. Internationally agreed policy statements provide a generic framework in which governments can draw up policies in accordance with their national context in promoting the advancement of the position and status of women and the education of girls.

2.1.1 The Vienna Declaration on Human Rights, 1993, recognised for the first time that the human rights of women and the girl child are:

“an inalienable, integral and indivisible part of universal human rights”

Other international declarations have been:

- Convention on the Elimination of all Forms of Discrimination Against Women, (CEDAW) 1981.
- Declaration on "Education for All", Jomtein, Thailand 1990.

¹⁵ Gender integrated: strategies and interventions are clearly targeting both boys and girls, all statistics are gender disaggregated and the programme is evaluated on the impact on both boys and girls.

Gender specific: plans and interventions specifically relate to boys or girls.

Gender neutral: neither boys nor girls are specified and language is neutral using words like people, teachers and children which should be taken to refer to both sexes but women and girls are often unconsciously omitted.

Gender blind: apparently unaware of gender differences.

Gender biased: appear to favour boys over girls, men over women, often using masculine nouns like "headmaster", "master trainers" and teaching texts which show boys in active and achieving roles and girls in passive and supporting roles.

- The Vienna Declaration on Human Rights, 1993.
- "The Platform of Action " agreed at the Fourth United Nations Conference for Women, Beijing, China, 1995.
- The Dakar Framework for Action adopted at Dakar, Senegal, 2000.

2.1.2 The commitment of the education and training of women agreed by CEDAW commits governments to take all appropriate measures to eliminate discrimination against women. These measures should ensure women equal rights with men in the field of education, continuing education including literacy programmes, career and vocational guidance, access to the same curricula, elimination of stereotyped concepts of men and women, equal access to scholarships and grants, sports, information on health and well being and family planning. HMG is a signatory to the convention.

2.1.3 The declaration on "Education for All" urged countries to take action to reduce illiteracy among men and women and adopt a policy of education for all. As two thirds of the million children not in school are girls, the declaration is particularly relevant to the education of girls and the importance of finding appropriate strategies to enable and encourage them to attend school”.

2.1.4 The Platform of Action agreed at Beijing identified 12 areas of critical concern and defined a list of strategic objectives and actions to be taken by governments, non-governmental organisations and the private sector for women's advancement and equality. On the basis of this, the Ministry of Women, Children and Social Welfare took the lead in Nepal of formulating a Plan of Action for the advancement of women in the country. A Beijing Working Group was formed under the then Minister of State and 12 sub committees were formed consisting of representatives of relevant ministries, Non Government Organisations and agencies. A National Plan of Action on education was drawn up with gender focused strategic objectives relating to access, training and capacity building. Although well focused much of the plan could be considered aspirational rather than realistic. Nevertheless it has been an important contribution to addressing gender issues within education.

2.1.5 In April 2000, a conference was held in Dakar to assess progress in the ten years since the conference in Jomtein and the Declaration on Education for All. The forum adopted the Dakar Framework for Action (DFA). The Forum focused on six major areas:

1. Expanding and improving comprehensive early childhood care and education especially for the most vulnerable and disadvantaged children.
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and children from ethnic minorities have access to good quality, completely free and compulsory primary education.
3. Ensuring that the learning needs of all young people are met through equitable access to appropriate learning and life skills programmes.
4. Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to learning and basic

- education for all adults.
5. Eliminating gender disparities in primary and secondary education by 2005, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality.
 6. Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

2.1.6 HMG reviewed and acknowledged these goals and formulated policies and programmes in accordance with these including the aspiration of universal primary education. The Tenth Plan draws heavily from the DFA. The goals are likewise incorporated into BPEP - II. The Mid Term Review recommended that HMG and the BPEP - II educational indicators should be more closely aligned to those of Education for All.

HMG has taken account of international commitments and declarations on education in general and on the education of girls and women and incorporated these into national policy frameworks.

2.2 National Policy

Since 1950 when there were only 9000 students in 321 schools, HMG has been firmly committed to developing a comprehensive and high quality education system in Nepal. With the establishment of democratic government a number of initiatives were undertaken to expand educational opportunities. The creation of a Nepal National Education Planning Commission in 1953 marks the beginning of the systematic development of education in Nepal. In 1973, two years after the Education Act, primary education was declared free. A National Education System Plan (NESP) implemented from 1971-6 made significant achievements in the expansion of primary education. However the plan resulted in discouraging local initiative in relation to education and the power of local school management committees was withdrawn as the government assumed complete responsibility for the education system

During the 1980s the government piloted two innovative projects with external funds. The aim was to develop primary education as a force for rural development and provision of non-formal education especially for out-of-school girls. In 1984 the Primary Education Project (PEP) was launched in six districts with IDA and UNICEF funding. During the latter half of the 1980s there was a rapid growth in the number of primary schools and in the numbers of children enrolled. In 1992 after the restoration of multi party democracy, the government formed a National Education Commission (NEC) to restructure the educational system.

2.2.1 In common with experience in other parts of the world, the education of boys proceeded faster than that of girls. Through involvement in international debates and its own recognition of the importance of educating girls, the government in the last three decades has consistently developed, adopted and implemented strategies to increase the enrolment of girls.

2.2.2 The Constitution of Nepal 1990 guarantees that there will be no discrimination on the basis of religion, caste, creed, sex or principles. However, it further says that law provides special protection for women, elders, and mentally and physically disabled, socially deprived and educationally backward groups. The government has a duty to give special attention to including women in the mainstream of education.

2.2.3 The first Education Act was passed in 1971 and amended in October 1992. The preamble to the Act recognises the importance of education to national development:

"Where as, in order to prepare manpower for national development and to maintain good conduct, decency, and morality of the people in general consonance with the multi-party democratic system, it is expedient to promote quality education through improvements in the management of existing and future schools throughout the kingdom of Nepal."

It could be argued that the act implies the education of girls as well as boys, and aims to prepare women as well as men for national development. However this cannot be assumed. The need would have been to develop, at least in part, a waged economy, and to develop the appropriate skills required to run a multi-party democracy. These would be considered male domains. There would have been no real need to educate girls to the same extent. By 1998 six amendments to the Act had been passed. A seventh has been passed and enforced since February 7 2002.

2.2.4 Throughout the act, as translated into English, masculine nouns are used – 'manpower', 'he,' 'headmaster', 'chairman', 'chairmanship' - throughout the act. The act makes no reference to the uplifting of women. The Act is male based and gender biased. Specific clauses to address particular concerns of women were included in the Education Regulations 1992.

Clause II of the Act has specified the representation of one woman teacher in the District Education Committee out of the four teachers to be represented from Higher Secondary, Secondary, Lower Secondary and Primary Schools. The requirement for all is ten years experience.

However, there is no requirement to have females in the Teacher Service Commission, which appoints teachers to vacant posts and to positions created by the government and also makes recommendations on promotion.

- Clause II specifies that the district education officer should make two nominations to the District Education Committee. One of the nominations should be female.
- Clause II K. b. provides for one woman representation on Village Education Committee from among the social workers or educationalists.

- Clause 12. b. provides for one female representation on the School Management Committee from among parents to be selected by the parents themselves.
- By using the word "headmaster", the act assumes a male head teacher
- Clause 16 d. (2) states that a provision will be made for girl children and the students from the Dalit and tribal classes that fall below the poverty line.

Provision is made for inviting supervisors and resource persons as observers in SMC; there is no reference to female representation. 'Supervisors and resource persons' are understood to be male.

Under the regulation of 1992, there is made a provision for at least one female teacher at the primary level. The Act also specifies the training required for permanent positions - for primary school teachers, completion of SLC or equivalent and 10 month teacher training, and for lower secondary, completion of Certificate in Education with education major or with the additional 10 month training.

2.2.5 These female specific regulations, although not fully implemented everywhere, have been of tremendous importance, in recognising the importance of women's contribution, if limited, to the decision-making bodies. The recognition in law of the importance of having women in the teaching profession was also a major step forward.

2.3 National Development Plans

Development plans frame the government agenda and provide a working tool for strategic development. The plans show a slow but increasing recognition of the need to encourage women's development and the education of girls.

2.3.1 The government started to address the issue of women's development in the Fifth National Development Plan (1975-80). Included in this plan were adult literacy and skill training for women in home science. The Fifth Plan also specifically mentioned the appointment of female teachers in primary schools in order to increase the enrolment of girls.

2.3.2 The Sixth Plan (1980-85) was a landmark in terms of addressing women's issues. A separate chapter on women's development was included. The Plan stated that special programmes would provide educational opportunities to areas where women suffered extreme educational disadvantage.

2.3.3 The focus on women increased in the Seventh and Eighth Plan. The Seventh Plan focused on special arrangements for increasing access to education in remote areas and providing scholarships to girls and hostel facilities in these areas.

2.3.4 The Eighth Plan gave special emphasis to increasing female participation in education by increasing the number of female teachers in primary schools and female participation in the non-formal sector. Additionally the Eighth Plan tried to move from a women in development welfare approach (WID) in which specific programmes are developed to assist females "to catch up" with the male focused mainstream and to "help" them improve their situation; to a gender integrated approach. This is often referred to as a Gender and Development approach in which the specific needs of boys and girls, men and women are addressed within the core programme (Moser 1989). Strategies and objectives are gender focused, statistics are gender disaggregated and implementation is monitored and evaluated on the extent to which both sexes have benefited from the programme.

2.3.5 Despite good intentions there are many examples of a gap between policy and implementation. The appointment of female teachers to schools was, and continues to be, one such area. A programme was developed to prepare females as teachers, but ensuring their appointment remains difficult. No concrete policy regarding the appointment of female teachers was formulated before 1992 when the policy of recruiting a minimum of one female teacher to each primary school was enacted. As mentioned elsewhere there is still considerable difficulty in implementing this policy.

2.3.6 A long-term perspective is emphasised in the Ninth Plan (1997-2002) and the SSDP (1999-2002). By the end of the 10-year period, the government intends to extend the duration of basic education from the present 5 years to 8 years. The Government believes that this provision can ensure the universal attendance of children and the legal provision for compulsory schooling to be fully enforced. The Ninth Plan was the first to adopt a gender and development approach, particularly in relation to the education sector. The Plan aims at gender equality by expanding opportunities for and accessibility of women to education. One of the most important gender focused objectives is

"To expand opportunities for and accessibility of women education for enhancing gender equality". (*Ninth Plan, page 614.*)

Two strategies very clearly focus on gender; one is making basic and primary education available to achieve gender equity. The other is adopting effective policies to extend the accessibility of women to education in order to increase gender participation in education

"Basic and primary education will be made available as per the need of gender equality, to weaker sections, ethnic tribes and communities deprived of education opportunity. A specific emphasis will be given to develop qualitative aspects of this education." (*Ninth Plan, page 615*)

2.3.6.1 Other wording in the plan is less specific and is gender neutral. In the sector of access for example:

"To make primary education easily accessible to people, conduct programme for making primary gradually compulsory." (*Ninth Plan, 1997, p. 613*)

"Education opportunity will be made easily available and scholarships will be provided to children of backward ethnic tribe and oppressed class." (*Ibid. p. 618*)

2.3.6.2 One of the objectives is gender biased

"To extend higher technical education for the supply higher level technical manpower." (*Ibid, page.614*).

This clearly implies that technical education is not relevant to women.

2.3.6.3 Some implementation strategies are gender neutral:

"An emphasis will be given to increase equal participation in education by providing free access of education to deprived people inhabited in the remote areas and backward communities". (*Ibid. p. 615*)

2.3.6.4 The Ninth Plan has aimed at developing education as an effective means for human development, but in relation to achievement in education, the objective is gender neutral, such as:

"To conduct a literacy programme as national campaign by making it skilful knowledgeable and information oriented." (*Ibid.p. 614*).

The strategies have focused on developing quality in education, which will be provided as per the need of gender equality, weaker sections, ethnic tribes and communities deprived of educational opportunity. There is a strategy to provide primary education in the mother tongue as well as the national language to improve levels of achievement but it is silent about addressing gender. Strategies also focus on the timely and appropriate reform of the syllabus, textbooks and education but does not mention the importance of gender balance on them. It also refers to the need to upgrade the quality of education and improve internal and external efficiency but important gender issues in relation to this are not referred to.

2.3.6.5 The Ninth Plan has a strategy to strengthen the physical, human and educational infrastructure with the active participation of community. It also refers to various programmes to raise the competence of the teaching profession through reform in the appointment, evaluation, promotion and career development of teachers, teacher training and promotional and motivational programmes. Here is one example:

"In order to make teaching more respectable and responsible, reform will be carried out in aspects like appointment, evaluation, promotion, and career development of teachers. Professional aspects of education will be strengthened through the medium of training: promotional programmes will be conducted to create motivation, commitment and self-confidence towards their profession." (*Ibid., page. 616*).

The specific barriers to increase the number of female teachers, improving their competency through training and promoting to senior levels in the education service is not mentioned and by default are subsequently ignored.

The strategy also has focussed on providing basic training at least for primary level teachers through distance education and various appropriate means and also short term and refresher training programmes to upgrade teachers' teaching quality. This also does not refer to female teachers.

2.3.6.6 The Plan also refers to introducing an effective policy for decentralising education management to increase the level of local participation, but there is no reference to ensuring female participation in a decentralised system.

The Plan states the importance of integrating the projects which have been implemented into the Ministry of Education to enhance the quality of education and accordingly improve the organisation of the Ministry in order to increase its capacity.

The Plan has addressed the need to revise the syllabi in line with the national needs and the national and international context. It has plans to simplify the textbook distribution system.

2.3.7 The draft of the Tenth Plan has focused on the need to make primary education compulsory and addressed the importance of increasing the participation of girls and the minority and disadvantaged of communities.

Under the strategies the Plan has stressed gender balance in the adult education sector and in the disadvantaged communities, and has also addressed the need for scholarships for girls.

The plan is also specific on female teachers:

"The policy of employing female teachers at the primary level compulsory, will be made effective",

However many other strategies, particularly those relating to capacity building are gender neutral and do not address the need for greater female participation in the management of education.

2.4 A Gender Analysis of BPEP - II Programme Implementation Plan

BPEP-II is in accordance with international commitments in relation to promoting education for all and is developed under the long-term perspective emphasised in the Ninth Plan (1997-2002) and SSDP (1999-2004). The Programme Implementation Plan (PIP) translates the policies into strategic programmes.

2.4.1 Monitoring and evaluating the programme against the implementation plan is problematic, as many of the monitoring and evaluation indicators are not specific. Targets are frequently given as percentages without defining a percentage increase, as in:

"% of female teachers trained in CAS through recurrent training" (*BPEP-II, PIP Annex 3 Performance Indicator, Objective 2, page xxxviii*)

Where there are performance indicators these are rarely gender specific as in

"100% of teachers trained in 2.5 months module" (*BPEP-II, PIP Annex 3 Performance Indicator, Objective 1, page xxxviii*)

In addition there was some difficulty in correlating Annex 1 with Annex 3 and relating the components to the objectives and interventions. This and the lack of gender focused targets presents difficulties for gender specific evaluation whether evaluating the impact on boys or girls.

2.4.2 The long term goal:

"The majority of school age children will complete five years of primary school education that is of good quality and well supported by institutions at the community, district and national level. (Annex 1 p. 1 PIP 1999 – 2004)

This is not gender specific and while it can be assumed to refer to girls and boys, the use of both nouns rather than the collective "children" would ensure that this was clearly understood.

2.4.3 Medium-term Development Objectives do refer specifically to girls:

"To strengthen institutional capacity at the national and community levels to plan and deliver more efficient and better quality basic and primary education services thereby raising learning achievement and increasing equitable access, especially for girls and underserved communities. (Annex 1 p. 1 PIP 1999 – 2002)

2.4.4 The importance of gender as a factor in all elements of the programme is referred to in the programme implementation plan

" Gender issues cut across all components. Gender bias would be removed from curricula and materials. Gender neutral messages and positive role models for girls will be included in the text. Teacher training will include gender sensitisation so that biased messages are not conveyed explicitly or implicitly. The administrators will also be sensitised in gender perspectives. Modules on gender awareness will be included in the recurrent teacher training programme." (*BPEP-II PIP para 2.3.47, page 24*)

The above quotation shows an excellent understanding of the importance of integrating a gender dimension to all areas of the programme. However this is not followed through in the rest of the plan.

2.4.5 Gender specific policies relate primarily to specific interventions to

increase girls' access retention and achievement. These are to achieve policy objective 2

"Increase equitable access to basic and primary education especially for girls and disadvantaged children"

Thus the interventions under component 3 " Education of Girls" of Access and Retention are gender specific. These are the scholarship and the feeder hostel programmes.

Although not referred to in Annex 1, Objective 6 in Annex 3 refers directly to the intervention on adult literacy:

"Increase access for and enhanced demand from adults, especially to women education programmes" (BPEP-II, PIP Annex 3. Objective 6, page vi)

Objective 4 is to:

"Upgrade the quality of school physical environment through community management"

While the objective does not mention girls the strategies to achieve this in Annex 1 of PIP do mention girls in relation to selecting priority districts with the lowest GER of girls and disadvantaged children and the criteria for selection of districts is also GER below 100 and girls GER below 60.

2.4.6 The only gender specific policy in raising learning achievement is regarding the distribution of free text books to all girls and to boys in Grades 1-3.

The only gender focused policies or strategies in building capacity are:

"50% of new replacement teachers will be female (BPEP-II, PIP Annex 1, page iii)

And the strategy to implement the policy to establish a department of education is to:

"Appoint technically qualified staff, male as well as female. (BPEP-II, PIP Annex 1, page ii)

2.4.7 Specific gender focused policies and strategies assist the programme to incorporate gender issues and girls' education into the mainstream of the programme. Where there is no gender focus, the policies are gender blind or gender neutral. This is particularly noticeable in the areas of building capacity and learning achievement. For example:

"Number of government primary school teachers to remain at 1999 ceiling, i.e. 83,000". (BPEP-II, PIP, Annex 1, page iii)

The number of male and female teachers within the total should have been specified.

2.4.8 The policy to decentralise education is gender blind as it does not refer in anyway to developing the capacity of women at district and community to participate effectively in the process, nor does it suggest a greater representation of women on the representative committees.

2.4.9 Policies and strategies relating to teacher training and promotion would have benefited by being gender specific and targets for the numbers of male and female teachers who should receive training would have enabled the programme to evaluate the benefits to female as well as male teachers. Without such targets there is a universal tendency for male teachers to be given preference for training. Discussions with female teachers suggested, that though many did attend training, men appeared to be given preference.

2.4.10 The gender analysis shows that the Programme Implementation Plan is male focused, does not integrate gender issues into the mainstream of education and conceptually links specific interventions for girls with interventions for minority groups.

2.4.11 The lack of a clear and mainstreamed gender focus in a donor funded programme is disappointing as the integration of gender into programmes and projects is a priority for the European Commission (EC) and the World Bank. The EC had a report especially prepared for the Directorate General for Development (DGVIII) on "National Machineries for Women in Development" (Byrne et al.1996) detailing experience from other countries. The report also gives clear and specific guidelines on strategies and instruments for including gender concerns in national development plans and budgets.

Donors should also be aware of:

"The persistent marginalisation of women's perspectives on development objectives and on means to achieve them." (Goetz, 1997)

2.5 Gender Analysis of BPEP- II Budget

1 % of the total CIP budget is allocated to girls and women under component 3 "Education of Girls". If the 3.536 million USD\$ allocated to component 2 "Alternative Schooling" is added, the percentage rises to 4.5% of the total.¹⁶ Given that the medium term objective of raising achievement and increasing access is "especially for girls", the percentage allocated to this is surprisingly low. The report on Gender Assessment in the Education Sector has pointed out that 1% of the total Education Budget for 2001/02 was allocated to the specific programme for girls and women (New ERA, June 2001).

¹⁶ BPEP-II, Table 2.7.3. Distribution of Total Programme Costs by Components, para 2.7.4, page 51

2.5.1 From a gender perspective there are two categories of programmes, one is the general programme which goes to both males and females whilst another type is meant for females only. The latter type is the budget allocated for the girls and women specific programme.

Allocation on Various Categories of Programmes in Budget for 2000/01.

(RS. In millions)

Category of Programmes	Allocations (in RS. Million)	Percent
Girls and women specific (Category 1 and II) Programmes benefiting both genders (Category II1)	116.3	1.0
	11,633.2	99.0
Total	11,749.5	100.0

Source: New ERA, 2001

2.5.2 According to the same report the budget for the year 2000/01 had allocated RS. 4474.2 millions to the public primary schools, and RS. 2285 millions for public lower secondary and secondary schools. The majority of the government grants for the public schools go to the salary of the teachers and a minimum amount is for the educational materials and administrative expenditure. From this, it can be derived that since the percentage of female teachers was 23.8 as per the DOE data of 1999, approximately a similar percentage of the budget would be spent for the females - 23%.

PIP has outlined the total budget from 1999 to 2002 as follows:

Components	RS. In Million		US. \$ Million	
	Total	CIP	Total	CIP
Access and Retention	3846	2874	56.588	42.279
1. School physical facilities	2151	1541	31.640	22.661
2. Alternative schooling	240	240	3.536	3.536
3. Education of girls	56	56	0.830	0.830
4. Education of focus groups	24	24	0.360	0.360
5. Special Education	382	382	5.620	5.620
6. Early childhood development	232	232	3.405	3.405
7. Community mobilisation	83	83	1.219	1.219
8. Literacy programme	678	316	9.978	4.647
Learning Achievement	3638	2179	53.506	32.046
9. Curriculum and textbooks	1206	139	17.734	2.024
10. Continuous Assessment	923	923	13.572	13.572
11. Recurrent cluster based training	1117	1117	16.437	16.472
12. Certificate Teacher Training system	397	-	5.768	-
Capacity Building	2540	2539	37.353	37.339
13. Strengthening DOE	465	464	6.831	6.817
14. Strengthening district planning	987	987	14.513	14.513
15. Local Capacity building	678	678	9.972	9.972
16. CIP Programme Mgmt. (DOE)	258	258	3.797	3.797
17. Technical Support Advisory Group (TSAG)	152	152	2.240	2.240
Total Development Budget	10024	7592	147.447	111.664
Regular budget	19006	-	279.505	-
Total Programme Costs	29030	7592	426.952	111.664

Source: BPEP II PI, 1999

2.5.3 Out of the total costs, the CIP costs for national level activities are US \$55.8 million, which is 50 percent. The remaining 50 percent is for district and school level activities. The budget allocated for the Access and Retention comes out to be 38 percent of the total development budget. The budget allotted for females under the component of Education of Girls which is school facilities, female teachers, outreach programmes, flexible schooling, Out of School programmes, and incentive programmes for girls from deprived areas is US \$ 56 million. This is 0.19 percent of the total programme costs and 1.45 percent of the total costs under Access and Retention.

2.5.4 The proportion of girls enrolled in primary school is 46% of the total (including private schools), so the amount spent on girls can be calculated as 46% of the total minus the allocation to the private sector. However it would also be important to know the gender allocation in the Education of Focus Groups, Special Education and ECD where there are few females involved but since there is no gender disaggregated targets and no gender disaggregated data regarding participation it is hard to determine the percentage of the budget spent on females. In the literacy programmes which include both men and women it is most likely that considerable numbers of women have participated but since compilation of such information would take a long time it could not be covered by this study. It might need a separate study. However New Era (2001) has calculated the budget for girls and women in 2000 -2001 on the basis of their participation in relevant sub sector programmes according to the following table.

Sub Sector programmes	Total Sub-sector Budget	Share of Girls and Women	% Share of Girls and Women in Total Sub-Sector Budget
a. Non formal education	92.4	69.3	75.0
b. Literacy campaigns	52.6	42.1	80.0
c. Women's Education	27.0	27.0	100.0

(Extracted from Table 4.5. P 64 Gender Assessment in the Education Sector, New Era, June 2001)

BPEP-II Budget Allocation by the components for the fiscal year 2000/01:

(RS. in Million)

Components	District	Centre	Total	% of Dist.
Access and Retention	426	66.6	492.6	86.5
1. School physical facilities	245.9	25.3	271.2	90.7
2. Alternative schooling	22.5	5.3	27.8	80.8
3. Education of girls	13.1	3.2	16.3	80.5
4. Education of focus groups	6.4	1.5	7.9	80.6
5. Special education	54.2	14.4	68.6	79.0
6. Early childhood development	31.3	3.5	34.8	90.0
7. Community mobilisation	14.3	3.6	17.9	80.0
8. Literacy Programme	38.3	9.8	48.1	79.7
Learning Achievement	166.6	178.5	345.1	48.3
9. Curriculum and textbooks		29.4	29.4	0.0

10. Continuous assessment	25.0	68.1	93.1	26.9
11. Recurrent cluster-based training	101.9	32.1	134.1	76.0
12. Certificate Teacher Training system	39.6	48.9	88.6	44.8
Capacity Building	260.8	166.3	427.1	61.1
13. Strengthening DOE		23.5	23.5	0.0
14. Strengthening district planning	67.8	7.8	75.6	89.7
15. Local capacity building	82.3	6.8	89.0	92.4
16. CIP Programme Mgmt. (DOE)	110.8	116.1	226.9	48.8
17. Technical support Advisory Group (TSAG)	-	12.1	12.1	0.0
Total	853.4	411.4	1264.8	67.5

Source: DOE, BPEP II ASIP, 2000/01

From the above figures it is seen that the budget allocated for the component "Education of Girls" is Rs.16.3 million. This component constitutes 1.29 percent of the total BPEP- II Basket Budget and actually 1.03 percent of the total reaches to the girls because 0.25 percent is allotted to be spent in the centre.

2.5.5 As stated above in the previous figure, the literacy programme which also includes women education programme (WEP I and II) has not separated the budget, therefore how much will be spent for WEP is not known unless an in depth study done. BPEP II has proposed to provide life skill education to young women of 15 to 45 years of age. The BPEP II PIP has estimated to serve 3.2 million adults including 2.4 million women through the government and non-government programmes to achieve the literacy target of 70 percent by raising the literacy of men to 80 percent and that of women to 60 percent. The PIP has set the physical target of women participants, but it has not fixed the financial targets. The programme of 2000/2001 had targeted to conduct 1600 WEP I classes and 1600 WEP II classes (New ERA, 2001).

In the ASIP prepared for the year 2002-2003, the total programme budget (CIP) is RS 252,649 thousand and the budget for girls and women under the headings of Girls Education and Literacy Programme for Women are RS 3528 thousand and RS 8763 thousand respectively. The budget allocated specifically for girls and women is RS 12,291 thousand which is 4.9 percent of the total CIP budget. To analyse the proportion of the budget that goes to girls and women and to boys and men, disaggregated targets are necessary. These are not currently available.

2.5.6 The lack of gender specificity in the programme implementation plan is illustrative of the approach of both HMG and BPEP-II to the education of girls. Both are highly committed to girls' education and many of the specific programmes are far reaching, but the percentage of the budget devoted to these is minimal.

3.0 CAPACITY BUILDING:

ANALYSIS OF OUTCOMES FROM A GENDER PERSPECTIVE

GAT has endeavoured to identify any gender disparity in the implementation and impact of the three areas, Capacity Building, Learning Achievement and Access and Retention and their constituent components. It has already been noted that the programme is not fully gender integrated and that specific components are designed to assist girls to “catch up”. This is indicative of a deficit – welfare model of girls’ education rather than addressing the similar and differing needs of boys and girls as equally integral to the programme.

GAT has addressed the objectives in Annex 1 of BPEP-II and endeavoured to address the individual components under three of these objectives. Objective 4 Annex 1 ‘*Upgrade the Quality of School Physical Environment through Community Management*’ has been subsumed under Objective 3 ‘*Access and Retention*’ as this is where it is placed elsewhere in PIP.

The objective to which each component refers to is given, followed by a brief description, a summary of the outcomes and the constraints, and GAT’s recommendations for improving gender integration. Proposals made at the stakeholder workshop on March 13 2002 have been included.

The objective to achieve the capacity building goal of BPEP-II is to:

“Strengthen institutional capacity at national level, district and community level to deliver a more efficient basic and primary education service”. (Objective 1 Annex 1 BPEP-II PIP)

The following components and their related sub – components are as follows.

Component 7 Strengthening Institutions:

- 7.1 Strengthening DOE and Central Level Institutions (13)
- 7.2 Strengthening District Planning and Implementation (14)
- 7.3 Local Capacity Building (15)

Component 8 The Core Investment Programme (CIP) Management /DOE:

- 8.1 Programme Management (16)
- 8.2 Technical Support Advisory Group (17)

It is to be noted that ‘The role of women in management of education’ and ‘The Women’s Education Section’ (WES) are addressed within the sub-component ‘Strengthening DOE and Central Level Institutions’.

Human resource development and institutional capacity building are both essential in strengthening institutions. The educational institutions are not gender integrated. A strongly patriarchal culture has led to a lack of

awareness of the need to utilise all available human resources, not just the 49% of the population who are men. Effectiveness and efficiency are increased when the talents of the whole population are drawn upon. Accordingly GAT has looked specifically at the role of women in educational management. GAT has also considered the outcomes of strategies to strengthen the DOE and central level institutions from a gender perspective to determine whether the structures currently in place promote or constrain gender integration

3.1 Strengthening Institutions: Component 7.0 (13)

3.1.1 Strengthening DOE and Central Level Institutions: Sub-component 7.1 (13)

a) Description

BPEP-II made provision for establishing a department of education under the Ministry of Education and Sports. The department was established in July 1999 under the decentralised framework of the Ministry. This component of BPEP-II was expected to enhance the national capacity of DOE in educational planning, management and administration as well as the technical disciplines of career development, assessment, education research, monitoring and evaluation. The aim was to provide an effective organisational structure for the management of the basic and primary education sub-sector. The DOE is a self-standing organisation within MOES and is responsible for the conduct and development of primary, lower and secondary schooling throughout the country.

One of the key elements of this component is a human resource development programme with the inclusion of technical assistance, local and foreign training as an integrated strategy consisting of short term and long term training courses with built-in-systematic upgrading of staff and research activities. Two other important elements of the component are an education management system to provide timely, more reliable education statistics and provision for facilities, equipment and vehicles.

The 'Strengthening of the DOE' component is also designed to enhance the management efficiency of the central level agencies.

GAT has not assessed the capacity or effectiveness of the DOE. This has been analysed in the IA, the Third Party Report and the Report of the Technical Panel. GAT agrees with these analyses and the recommendations for improving the effectiveness by clarifying policy, implementation and monitoring and support roles and the relationship between the DOE and the educational institutions. GAT's remit is to consider the DOE from a gender perspective and to determine whether the present structure promotes or hinders the achievement of girls in primary education and whether it promotes or hinders gender integration across the primary sector and in related educational organisations.

The District Education Offices function as extensions of the central government. There are five sections – technical, planning and school administration, non-formal education and teacher training, administration and finance. Under BPEP- II the district education officers have been given additional functions and are expected to shift from being mainly administrative to planning, management, monitoring and evaluation – taking responsibility for the development of a School Improvement Plan, compiling school statistics under the EMIS and developing the district education plan.

b) Outcomes/Achievement:

Support for capacity building has been provided through technical support to assist the development of skills and information in specific areas such as special education, curriculum development, and assessment. An extensive short term training programme has been designed and implemented for district level education officials, resource persons, head teachers and teachers covering awareness raising, planning and management training and specific skills. DANIDA supported an Institutional Linkage Programme for higher education for senior officials of MOES and DOE. BPEP-II allocated approximately USD 37.4 million for the capacity building programme, including the support to the TSAG. In financial terms capacity building is a key priority area.

The Report of the Technical Panel (2001) states that the DOE and DEO have been considerably strengthened. The publication of School Level Educational Statistics of 1998, 1999 and 2000 provides a much more robust statistical base for policy formulation. Planning processes have improved as evidenced by the ASIP's and AWP prepared for the year 2001–2002. Staff training has been undertaken and senior staff has reported benefits from the Institutional Linkage Programme.

However both the IA and the Technical Panel report that many challenges remain and that the training has not yet resulted in generating a permanent change in work processes.¹⁷ The reports of the IA, the Technical Panel and also the Third Party Review clearly indicate the many challenges ahead. GAT is concerned that in reviewing the impact of strategies to strengthen the capacity of DOE, mechanisms for addressing gender issues at policy making level and in implementation have not been sufficiently addressed.

At the district level the Technical Panel reports that many of the new DEO functions like special education, ECD and secondary education are not yet in the organisational chart and administrative and technical functions are not yet separated. GAT was particularly impressed by the knowledge and commitment of the DEOs in Danusha District and in Parsa District. Both were extremely positive about girls' education, very much aware of the difficulties and accepted the responsibility of their office in promoting girls' education in their districts. Both DEOs showed GAT schools which faced considerable challenges in relation to teachers, buildings and community support, as well

¹⁷ Report of the Technical Panel. November 2001, para 7.1, page 47

as schools with committed staff, high numbers of girls and, though the structures were not always in place, high levels of community support.

The DEOs the GAT team met, were highly supportive but at the present time the only section at central level with a clear responsibility for implementing gender related programmes is the Women's Education Section, a section of the Primary Education Division. WES is possibly the only section, which recognises an institutional responsibility for reducing the gender imbalance and promoting the education of girls.

c) Constraints

The differing roles of MOES and DOE have been addressed in the reports and clarification of these is recommended. There must be clear demarcation of work between MOES and DOE, in respect to policy formulation and programme implementation. The need to improve co-ordination between different sections has also been noted. Co-ordination between educational line agencies of the MOES such as NCED, CDC, SEDEC, and NFEC and the DOE still requires clarification. It is not clear whether they are independent technical institutions responsible to the MOES or they are the technical wings of DOE. The DOE has no role in the capacity building of these institutions except that of allocating the BPEP-II budget. These are issues that go beyond a gender analysis, yet their resolution will have a significant impact on the ability of the MOES and the DOE to integrate gender into the mainstream of their work and that of the educational line agencies.

There is no clear separation among the programmatic, supportive and administrative functions within the structuring of the DOE. DOE seems to be operating like a project office concentrating on the different components of BPEP-II. It is still not clarified whether this is for undertaking development, technical work, administrative supervisory work or both.

There is a separation of work of the same nature to different institutions. For example, the girls education is being undertaken by Women's Education Office whereas Literacy Programmes for women are undertaken by the Non-formal Education Centre. GAT has been unable to identify capacity building in gender awareness, planning, monitoring or integration in MOES or DOE or in training and curriculum development provided by the educational agencies. GAT is not aware of any technical assistance to provide this apart from that provided by DFID to SEDUs.

Furthermore the establishment of the DOE and the consequent reallocation of staff to different posts does not appear to have affected the number of women in educational management who would at least bring a different perspective to the management of the education of both boys and girls.

At the district level, DEOs are posted to different districts for a period of time. Three of the DEOs GAT visited were recently posted. GAT had the opportunity to hear the views of a newly appointed female DEO who had had the good fortune to participate in the Institutional Linkage Programme in

Denmark. She was not posted to a location near her family and would have to prioritise her career over her family. Because her posting came in the middle of the year she had been unable to find places in boarding schools for her children. She stated that advance notice and posting at the beginning of the school year would have helped her considerably. Male DEOs also had difficulties when posted away from their families

d) Recommendations

- 1. Establish clear demarcation of work between the MOES and DOE in respect of policy formulation and programme implementation.*
- 2. Clarify the relationship between the MOES, DOE and NCED, CDC, DEC, SEDEC, and NFEC and the responsibility of the DOE for integrating gender into the work of these agencies.*
- 3. Seriously address the lack of gender awareness in all sections of DOE and in all line agencies involved in the primary sector.*
- 4. Provide training in gender planning, gender analysis, gender awareness and gender sensitisation for men and women.*
- 5. Provide training in strategic planning for men and women*
- 6. Train men and women in gender sensitive monitoring and evaluation*
- 7. To enable both men and women to better balance family and professional responsibilities, develop a family friendly posting policy, post DEOs within reasonable travelling distance to their home base whenever possible and provide sufficient notice to enable family arrangements to be made.*

3.1.1.1 The Role of Women in Educational Management

One of the strategies to achieve BPEP-II Objective 3 is to

"Appoint technically qualified staff, males as well as females on a competitive basis and establish key functional units for policy planning and monitoring of basic and primary education."

The monitoring indicator is

"qualified staff recruited, % female, to functional units."

No specific numbers or targets are identified.

a) Description

The low number of female staff in policy, decision making and management positions at all levels of the education service reflect the low status and position of women in Nepal. The analysis of the role of women in the MOES by Bista and Carney, (July 2001), paint a damning picture of gender discrimination in the Civil Service. They state that the data shows the participation of women in the Civil Service to be alarmingly low with women constituting only 7.5% of the total work force in Nepalese bureaucracy. This is despite the inclusion of the Ministry of Health where 50% of the staff are women as women occupy almost all nursing positions.

The position of women in the Education Service under MOES shows a similar disparity.

Position	Female	Male	% Female
Class 1 Gazetted Officers	0	21	0%
Class II Gazetted Officers	10	135	6.9
Class III Gazetted Officers	40	810	4.7%
Section Chiefs in MOES and DEO	4	23	14.8%
Regional Directors	0	5	0%
DEOs	2	73	2.7%
Technical Section Officers	0	75	0%

Bista and Carney, para 6.3 page 100,101 tables 6.3 and 6.4

b) Outcomes

The statistics speak for themselves. The analysis in the IA finds that:

“The representation across the MOES of women and disadvantaged groups is dismal and there is little evidence that the MOES has thought seriously about how to end the discrimination that these groups incur. They have virtually no access to formal power or influence and are grossly under represented in leadership positions”

The capacity to address the educational needs of 51% of the population is severely compromised by this lack of female staff.

The Government has committed itself to reducing discrimination between men and women and adopted five steps to enhance women's participation which are:

- (a) Preparatory courses for female candidates to help them succeed in public service examinations.
- (b) A reduced probationary period (6 months) as compared to men (one year).
- (c) An extended entry age (40) for females (as against 35 for men).
- (d) Early eligibility for promotion to the next higher level of the Civil Service.
- (e) Maternity leave of 60 days

These steps appear to have had little impact to date.

The IA finds that that women take five years longer than men to move from Gazetted Officer III to II due to the way credit is allocated. Women are given fewer opportunities for training, about a third less. Average figures for men for overseas training including study programmes are 3.1 weeks for men and 1.6 weeks for women per year.

c) Constraints

The IA analysis points out that there is

"a perception that women are deficient in the necessary managerial traits and skills required for success in administrative leadership." (page102)

These sentiments echo those expressed by men in many countries including the western countries, where women aspire to managerial positions. This demonstrates that there is little awareness that these prejudices have been disproved in countries with a range of cultural contexts. The IA also points out that the view of what constitutes good governance and leadership is limited. Respondents felt that professionalism, managerial efficiency and organisational productivity might suffer from the introduction of the managerial style often associated with women - caring, committed to participatory processes and promoting community and co-operation.

GAT found these views reflected in many of their discussions with both male and female staff. While there was a general appreciation that more female teachers might be of benefit in schools, the same sentiments were not expressed in relation to education management. Practical support structures such as the provision of childcare, part time positions and job shares had not been considered. Housework and the responsibilities of caring were still thought of as exclusively women's responsibility and one of the causes of their inefficiency in the workplace. GAT did not hear any expression of the possibility that men in the household might share some of these tasks.

The conclusion Carney and Bista draw is extremely depressing

"There is no significant constituency within the MOES prepared to promote the view that women are as competent as their male colleagues. Rather, women are viewed as lacking the qualities often associated with professional leadership. The unacceptable practices of male managers are supported and reinforced by women managers themselves who undermine their own self image rather than reflecting some perceptive insight, such views are built on the foundation of wide spread social prejudice and reinforced by the self interest of the male elite. Such attitudes restrict greatly the chances of women obtaining positions of institutional power and influence."¹⁸

The Government of Nepal recognises the need to bring women into the mainstream of development to bring about significant improvement in the socio-economic situation, but unless attitudes change, and ways can be found to do this, change will continue to be extremely slow.

One positive aspect is that the disparity in the numbers of male and female

¹⁸ Bista, Min. B and Carney,S. "The Role of Women in the MOES," Chapter 6, para. 6.7 page 105

educational managers is now recognised, some steps have been taken and there is the possibility that further practical steps will be taken to increase the number of women. Training on gender awareness, gender planning and the importance of women's role in the process of economic and social development might over time influence attitudes.

d) Recommendations

The IA makes several positive recommendations, which the GAT team fully endorses. Human Resource Development is a key area and the proposals include open and transparent appointment and promotion procedures; the development of job descriptions and performance criteria; recognised and transparent criteria for individual and institutional training. To improve the participation of women in leadership positions the IA states:

"Capacity development must target gender disparities and foster gender balance. The different needs of men and women must be assessed...women's needs and constraints must be seriously considered while taking decisions on placements, transfers and staff development."

In an HRD plan the skills required for educational management are the ability to manage an educational management system for monitoring access, equity, quality and relevance as well as for policy and programme planning. Gender sensitisation is a general skill required by all MOE (and DOE) staff. Among the recommendations is a policy that allows reservation of females in administrative positions within the education system.

GAT endorses these recommendations and regrets that the Report of the Technical Panel while noting the gender disparity in some areas does not address the gender disparity in educational management:

GAT makes the following recommendations to improve gender equity and increase the number of women in educational management

1. *Professional training to achieve gender equity in educational management and administration:*
 1. *Assertiveness training for women.*
 2. *Leadership training for women.*
 3. *Balancing domestic and professional responsibilities for women and men.*
2. *Review of the Civil Service Regulations and Appointment Procedures*
 1. *Amend the Civil Service Act to increase the number of women in policy/ decision making.*
 2. *The performance of women should be evaluated on the basis of ability and performance.*
 3. *The practice of scoring for service in remote areas should be discontinued for men and women. Men or women serving in remote areas should be given an extra allowance not a score.*

4. *In each new recruitment exercise, one third of positions should be allocated to women who have passed the written Civil Service Exam.*
5. *One third of the Civil Service recruitment and interview panels should be women.*
6. *The present age limit on study leave should be extended to ensure equity for women entering the Civil Service at 40.*
7. *Pension regulations should be reviewed to ensure gender equity in eligibility.*
8. *Recruitment for all posts should be open and transparent, with clear descriptions of job responsibilities and the experience and professional qualities required for the post.*
9. *The policy of transferring male and female senior officers to posts far from their families should be discontinued as it is disruptive to family life and a stable society.*

The goal, purpose, financial implications and anticipated outcomes are given in Annex 3 as are the target groups, performance indicators and outcome indicators for training interventions.

3.1.1.2 The Women's Education Section

The Women's Education Section (WES) is a section under the primary education division of the DOE. Many of the challenges identified in improving the effectiveness and efficiency of the DOE are therefore applicable to WES.

a) Description

The forerunner to WES was the "Equal Access of Women to Education Project" established in 1971. The objective of this project was to increase the number of female teachers in order to raise girls' access to education, as it was realised that female teachers could bring positive changes in the enrolment of girls in schools. In 1983 the same project was renamed the "Education of Girls and Women" (EGWN) and with the support of UNICEF was extended as a new project. During this period, besides training female teachers, other incentive programmes were introduced for the purpose of increasing the access of the girls from disadvantaged groups as well as of girls living in remote areas. In 1992 EGWN was converted into the Women's Education Unit and continued as a Unit until 1998. Between 1992-1998 most of the programmes were supported by His Majesty's Government of Nepal with a few supported by the Primary Education Project and BPEP-1.

The following activities were continued under these programmes.

- Female Teachers Training Programme

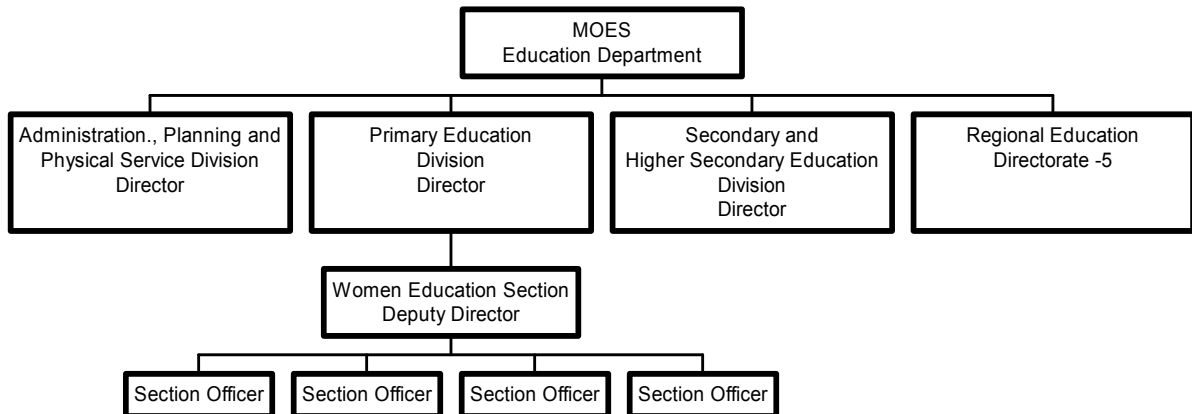
- Feeder Hostel Upgrading
- Secondary School scholarship
- Primary School Scholarship
- Out of School Girls (Non-formal Education)
- Publicity Campaign (Advocacy)
- Self financing
- Support for Women Volunteers as Teachers/Counsellors
- Administrative Support (Women's Unit)
- Studies, Survey, Pilot programmes
- Monitoring and Evaluation
- Direct Support for Primary School Girls in Selected Areas (Scholarships, uniforms and other incentives)

(Source: MOES, 1983)

His Majesty's Government of Nepal gave notification of the establishment of the Department of Education under the Ministry of Education and Sports in the Nepal Gazette of 23rd March 1999 and it came into being on 16 July (1st Shrawan, 2056). In this new structure the Women' Unit became the Women's Education Section under the Primary Education Division within the Department. The structure of the DOE and WES's place within it, are shown in the diagram below.

The Ministry of Education and Sports

Department of Education



a) WES was established with the following objectives

1. To make primary education available to girl children through various programmes.
2. To increase enrolment of girl students and encourage them to remain in the schools.
3. To encourage the maximum number of girl students to complete secondary education.
4. To encourage girls with a Secondary Level Pass to enter the teaching profession.

b) Functions

1. To prepare policies relating to girls' education and focus groups.
2. To monitor, co-ordinate and to increase the participation of women in educational programmes.
3. To set criteria and the basis for recruiting female teachers.
4. To prepare and implement the programmes relating to female education with the help of district resource centres, NGOs, INGOs.

c) Current Activities of WES

- ◆ Scholarship Programme
 - Primary level scholarships for the primary level school girls were continued up to 1991 on the basis of set criteria within the available quota (number) of scholarships and implemented in 63 districts
 - Primary level girls' scholarship programmes, started in 1996 with

- all girls in 12 districts receiving scholarships
- Local School Scholarship for girls of lower secondary level from grades 6 to 10 within a fixed number of scholarships
- ◆ Feeder Hostels
 - Girls from the lower economic strata who have passed class eight are brought to the Feeder Hostel are provided with the opportunity of education up to SLC. In the case of remote districts like Humla and Jumla the girls who have passed class six are brought to the hostels and given the opportunity to complete SLC
- ◆ Campus Scholarship/Plus Two Scholarship
 - Students studying for the Certificate Level of Education are selected for scholarships
- ◆ Incentive Programme
 - An Incentive Management Committee at the village level in 8 districts (2057/58) is authorised to recommend the school for a financial award for retaining the maximum number of girls in the primary level and helping them continue their education up to higher level

d) Organisational set up of WES:

There are 12 staff members in WES:

Deputy Director	1
Section Officers (Gazetted Officers III)	4
Non-Gazetted I class	4
Computer Operator	1
Peon	1
Driver	1

e) Physical Location of WES

The WES offices are located in a house in Sanothimi in Bhaktapur district, and separated from the Department of Education, other educational organisations and other educational line agencies. The DOE provided office space for the gender audit team in the same building. The team was grateful for this facility

Both decision making power and the operational resources of WES are limited. The lack of adequate operational resources makes effective working very difficult. Despite considerable effort on the part of both the Primary Education Division and WES, physical constraints relating to access, heating and space, (despite furnishing of two rooms only one had heating) and technical constraints relating to computers, e-mail facility and telephone impacted negatively on the work. GAT operated under these conditions for only four months, WES operates under them permanently.

b) Outcomes

WES and its predecessors have made a significant contribution to improving the education of girls. WES advocated support to girls and then designed and delivered programmes. WES staff must be congratulated on these important achievements. The extent to which these programmes have been successful is discussed under Access and Achievement.

When the DOE was established and the functions of WES were defined, they followed the model of the time; establishing a separate unit to implement special programmes for women. However the conceptual framework has changed. The issue to be considered now is whether WES, as currently established, assists or constrains the integration of gender into all the operations of the MOES and DOE and related educational agencies and institutions. GAT has seen little evidence of joint working between WES and the operational units or implementing agencies such as NCED, CDC or DEC. There is little evidence to suggest that they draw on the experience and expertise of WES to improve gender equity in their operations. GAT believes the conceptual framework within which WES operates needs to be reviewed. GAT further believes the current operational framework hinders gender integration across the departments and enables different sections and educational agencies to ignore their responsibilities for developing and implementing gender equity strategies.

The donors formed a Gender Audit Support Group to support the work of the gender audit. The group has expressed some concern over the limited resources with which WES operates and the lack of good communication systems. The donors have an important role to play in ensuring proper support is given to a Women's Section, Gender Unit or Gender Focal Point in terms of human, financial and physical resources.

c) Constraints

The physical difficulties under which WES operates, which GAT witnessed while working in the WES offices during the gender audit, hinder operational efficiency. Informal contact between women female managers and male managers is difficult for cultural reasons (Bista and Carney 2001, Koirala 2001). The physical separation of WES from the DOE and other educational organisations significantly increases this difficulty and contributes to operational isolation.

Conceptually DOE is still working to the old model of "women in development" which provided special initiatives for girls and women. Research has demonstrated that in all parts of the world separate women's units are frequently isolated, have little effective power and are poorly resourced. By comparison WES is well resourced and comparatively effective. However current thinking suggests that in the long term an integrated approach to gender equity in which every section and all agencies take responsibility for gender equitable policies, implementation strategies and monitoring and evaluating mechanisms is more effective. When it is the responsibility of only

one section or unit, other sections and organisations are able to shift responsibility away from themselves and ignore the issue.

The IA states that:

“The Women’s Education Section is mostly occupied with routine tasks rather than on-going and comprehensive analysis of gender gaps in educational policies and programmes, gender audit of curriculum and training materials, monitoring and supervision of gender related activities and addressing concerns related to equity. Gender inclusive strategies that aim to gain male support for gender equity in teaching and educational management are lacking.”¹⁹

Vision and leadership is required to move the section to new ways of working.

d) Recommendations

GAT recognises the strengths of WES and suggests these would be more effectively utilised in a different way. GAT recommends that in order to achieve gender mainstreaming, WES focus on policy formulation, gender analysis, monitoring, evaluation and training, not on implementation. This recommended shift is in line with the recommendation of the Technical Panel, referred to in the MTR of March 2002:

"Shift the role and responsibility of the Department of Education from that of planning, managing, implementing and monitoring district level components to providing policy guidelines, setting strategies, specifying standards, planning support activities and monitoring outcomes."²⁰

WES as a section of the Primary Education Division of DOE should undertake a similar role in relation to the promotion and implementation of gender equity.

In addition WES should advise NCED, CDC, DEC and the department on integrating gender into training, curriculum development and learning materials.

In order for WES to influence policy and play a greater role in setting the strategic direction to mainstream gender issues GAT proposes that the implementation of specific interventions to support the education of women and girls are devolved to the appropriate sections in the DEO. For example the Non-formal Education Section implements the Women's Literacy Programme and the Primary Education Division should implement the Feeder Hostel and Scholarship Programmes

Accordingly GAT makes the following recommendations:

¹⁹ Bista and Carney, Institutional Analysis, July 2001, par 6.7, page 105

²⁰ Nepal- Basic and Primary Education Programme II, Joint Government-Donor Mid Term Review, March 2002, page 3.

1. *Review the role and remit of WES with a view to increasing the policy and advocacy role and transferring the implementation role to the appropriate sections and educational agencies. Specific proposals are put forward in Appendix 6 "Future role and Remit of WES".*
2. *Consideration should be given to changing the name to reflect the wider remit – Gender Unit or Gender Focal Point.*
3. *Develop mechanisms by which strategies and work plans agreed by the DOE and MOES are carried out by the appropriate section working together with WES /Gender Unit /Focal Point and so drawing on their knowledge and experience.*
4. *The skills and knowledge required by WES to deliver a new remit, such as skills in advocacy and policy formation, should be identified and any staffing adjustments required in order to fulfil the new role should be identified.*
5. *The skills, knowledge and experience of WES / Gender Unit/Focal Point staff should be fully utilised by the DOE to assist in the process of integrating gender awareness and gender related operational effectiveness into all sections and educational agencies.*
6. *The WES /Gender Unit/ Focal Point whatever its role and remit, must be physically located within the main building of the DOE and provided with the human, financial and physical resources necessary to carry out its role*
7. *Staff should be provided with appropriate training, including training in IT skills, in leadership, policy formulation, strategic planning and monitoring and evaluation to carry out its role effectively.*

3.1.2 Strengthening District Planning and Implementation, Sub-component 7.2 and Local Capacity Building, Sub-component 7.3

The planning process is complex. The planning division within the MOES is responsible for the overall planning of programmes and providing guidance for the development of sub sector plans and programmes. Each sector and agency develops its own plans and these are then compiled into a sector wide annual work plan and budget and then submitted to the National Planning Commission (NPC) and Ministry of Finance (MOF) for final approval. The concept of strategic planning in the form introduced by the donor agencies is new to the MOES. The DOE has the overall responsibility for co-ordinating the annual planning process.

a) Description

The strategy in the Ninth Plan to achieve the gradual introduction of Compulsory Primary Education (CPE) is built on the assumption that local initiatives are necessary to define and enforce school attendance and take relevant promotional measures. All districts will plan, manage and implement basic and primary education programmes in a decentralised planning and management framework. Authority will be devolved to local communities with respect to school management and planning to promote community ownership of the school. Schools will prepare their own quality improvement plans and funding will be based on their performance. Educational planning is to be a 'bottom up' process with a School Improvement Plan developed by the Head Teacher and the School Management Committee as the cornerstone of the process. It is also envisaged that LG Institutions such as the District Development Committees (DDCs) Village Development Committees (VDCs) and Village Education Committees (VECs) will also play an important role.

GAT fully endorses these long-term aims and believes ownership and accountability at district and community level will improve the quality of the education and the environment in which it is provided. The community is also to have a much greater role in education, including responsibility for maintenance and repairs of the school buildings and the provision of nutritious meals.

b) Outcomes

There is a clear move towards decentralisation, local ownership and local accountability. As stated above District Education offices have been strengthened in a number of ways. DEOs have been trained, offices strengthened and EMIS systems put in place. Five districts have been identified initially and training in district and SIP planning is taking place. The school improvement planning observed by a member of GAT was impressive and effective, although there was a marked lack of women from either the education sector or as local government representatives. However BPEP-II has supported LG capacity building including the empowerment of female representatives. The Technical Panel reports that progress in developing the annual plans in the last three years has been substantial.

c) Constraints

The Technical Panel reports that the decentralised planning process is not yet functioning due to a variety of reasons²¹. The report summarises the major weaknesses and shortcomings that have yet to be overcome. There are contradictions between the provisions of the LSGA and the education regulations²² and an overlap and lack of clarity of function. The planning process is being carried out by state institutions at local level, as district and community stakeholders have yet to be fully involved. The constraints to achieving full local involvement at school and community level - time

²¹ Report of the Technical Panel, Nov. 2001, page 10

²² Ibid para 8.2 page 50. The budget allocations are not yet taking account of local need.

commitment, sufficient income level, confidence and capacity - have yet to be addressed.

Fiscal decentralisation is also problematic. The LSGA prescribes devolution of powers to collect resources to carry out their functions, but DDCs and VDCs are heavily dependant on state grants, particularly in low income communities, whereas municipalities have better possibilities of raising a percentage of the money required. DDCs and VDCs are therefore highly dependent on local grants. Due to the security situation these will be reduced in 2002-3. Monitoring systems still need to be established to monitor financial input with physical output.

The involvement of civil society at local level is weak. On the basis of field visits GAT would concur with this. The team saw little evidence of co-operative working between NGOs and state organisations. NGOs can engage in activities at community level, which it is far more difficult for state organisations to do. However the state sector can analyse and draw on the modalities used by successful NGOs, such as COPE and integrate these into their own systems when appropriate.

The many challenges remaining to achieve the decentralisation process should be set against the importance and size of the task and should not detract from some of the excellent work, such as the SIP training that is being carried out.

However from a gender perspective, there is almost a total lack of recognition in the education sector of the need to incorporate the perception of female educators and female community members. Their involvement would enable them to contribute their knowledge and experience to identify the strategies and the mechanisms that need to be put in place to increase the enrolment of girls and the steps that need to be taken at local level to retain the girls in school and raise their levels of achievement.

d) Recommendations

To ensure women's contributions are heard and that their concerns and perceptions are not overlooked. The Teams's recommendations are:

1. Integrate gender into the decentralisation and planning process

- i) Increase the number of women on each elected representative body, DDCs, VDCs and SMCs first to a minimum of two and within five years to a minimum of one third.*
- ii) A training programme on gender sensitisation and gender planning be carried out*
 - To ensure that both men and women's concerns and ideas are included in the planning processes at community school and district level*

- *The importance of increasing the enrolment and achievement of girls is recognised*
 - *School building up grading and maintenance includes the particular needs of girls such as an adequate number of female toilets.*
 - *Females teachers are recruited and fully supported*
2. *All training on decentralisation, school improvement planning and capacity building at district and community level should include a percentage of women.*
 3. *Statistics on invitations to attend and attendance at training for decentralisation should be gender disaggregated to ensure an appropriate number of women are represented.*

3.2 The Core Investment Programme (CIP) \ Management DOE: Component 8

a) Description

The two sub components are Programme Management 8.1 (16) and Technical Support Advisory Group (TSAG) 8.2 (17).

For programme management the DOE will be staffed by a group of professionals to provide technical support for decentralised management and financing. The role of women in educational management has already been discussed. The principal function of the TSAG is to provide technical support and training to the districts by assisting them with the implementation of the programme at the district level.

“The TSAG has the following functions (a) develop TORs for different TA / training /RME activities (b) seek proposals (c) assist in selecting experts and institutions, monitor and co-ordinate TA training / RME activities and (d) guide testing and innovations”²³.

The core group of the TSAG comprises the Director General of the DOE, co-ordinator BPEDU, DANIDA / PAT Advisor, donor representatives, consultants and expert invitees. Under the TSAG a group of multi disciplinary experts is to be established including a gender specialist. The experts would be drawn from national institutions as necessary. This group is responsible for the direction of the programme and therefore for the level of gender integration.

²³ BPEP-II PIP para. 2.5.46. page 47

b) Outcomes

The Third Party Review concludes that the formation of the TSAG was a positive step. The TSAG has set the direction of research in line with BPEP-II and developed conceptual frameworks for TOR preparation and reports.

c) Constraints

However the Third Party Review also comments that there were many constraints to the group's effective operation and because of this, the interest of the members of the group diminished. As a highly placed advisory group the TSAG was in a position to promote gender integration in a variety of ways. TSAG was dissolved following the Seventh Joint Review Mission.

d) Recommendations

GAT has already commented on the need to increase the number of women in management roles. The team would also wish women to be included in the membership of any highly placed advisory groups. Therefore GAT recommends that:

- 1. Women should be included in all advisory groups*
- 2. The number of female managers should be increased at all levels.*

4.0 LEARNING ACHIEVEMENT:

ANALYSIS OF OUTCOMES FROM A GENDER PERSPECTIVE

Raising the standard of teaching and the quality of the learning environment is essential to raising the achievement of both boys and girls and is a long term and complex task. GAT is concerned to ensure that the interventions of BPEP- II to raise learning achievement are relevant to and address the particular needs of girls as well as boys.

A gender perspective is also concerned with policies and practices that adversely affect boys or particular groups of boys. The boys in special groups such as Dalit boys, boys whose first language is not the language of instruction, boys with special educational needs and boys from low-income families fall into this category. An equity based school system aiming at social inclusion will address the needs of these boys as much as the needs of girls. Nevertheless, although these groups of boys are under served, the girls in these groups are even less well served and their enrolment, retention and achievement levels are well below that of the boys. On the field visit to Banke GAT observed that the education of girls with special needs was not considered as important as the education of boys with special needs.

As the gender imbalance is in favour of boys, GAT's primary focus is on the education of girls.

The objective to achieve the learning achievement goal is:

“Raise Learning Achievement, especially in Grades 1-3”
(Objective 2 Annex 1, BPEP- II)

The components to achieve this objective are:

Component 5. Curriculum Renewal and Assessment

5.1 Curriculum and Textbook Renewal

5.2 Continuous Assessment

Component 6 Teacher Training and Professional Support

6.1 Recurrent Training and Support

6.2 Certification Training

The recruitment of female teachers and the recruitment of female head teachers for primary schools are addressed in this section on learning achievement in paragraphs 4.3 and 4.4 respectively. Although the issue is also relevant to capacity building and access and retention, teachers are technical staff and there is evidence from other countries to suggest that female teachers positively affect the quality of the learning environment and the learning achievement of girls.

“Low representation of female teachers is thought to be a constraint on improving access of girls to education and quality of girls education, due to (a) parental worries about contact of adolescent girls with male teachers, particularly in highly sex-segregated societies; (b), conversely the lack of attention given by male teachers to female students; and (c) the need for female teachers as a role model for girls.” (Baden and Green 1994)

Countries with low representation of female teachers also tend to have low enrolment ratios of females in schools and low gender parity. Nepal has a significantly lower percentage of female primary teachers than other countries in Asia, apart from Bangladesh. In 1988 in all countries in Asia except Bangladesh, over 25% of primary teachers were female, a level that Nepal is only reaching now.

a) Description

BPEP-II PIP. The goals for raising achievement are:

- 75% of all children including girls, complete the full five years in five years
- 70% of children in grades 3-5 achieve minimal learning levels in Nepali and Maths
- Average scores on the assessment at grade 3 will rise from 50% to 75%

The components are designed to achieve these.

Despite the specific reference to girls in I above, the policies, strategies and monitoring indicators in BPEP-PIP Annex 1 Objective 2 are not gender specific, referring to children, not to girls and boys and to teachers rather than male and female teachers. This has resulted in the particular needs of girls in the teaching and learning situation and the importance of the contribution of female teachers being overlooked.

b) Outcome

The Technical Panel reports that the overall Gross Enrolment Rate (GER) improved, from 123.9% in 1998 to 119.8% in 2000. The Net Enrolment Rate (NER) improved from 70.5% in 1998 to 80.4%. The improvement of girls' NER is above the average from 61% to 74.6 % over the same period.

However, improvement is not uniform throughout the country. The NER in certain districts remains consistently low. Of the ten with the lowest girls GER and NER, 7 of the 10 lowest for girls NER are in the terai district, of which 5 also have the lowest GER. This clearly indicates that cultural factors are as important as ease of transportation and communication, which is better in the terai than in other areas. 3 of the worst performing districts are in the high

mountain region.²⁴ The EMIS table gives the 10 districts with the Lowest Girls NER and the rate of change within two years.

District	1998	2000	% change
Rautahat	22.6	40.5	17.9
Achham	30.0	79.6	49.6
Sariahi	30.7	41.7	11.7
Kapilvastu	31.1	55.0	23.6
Mahottari	32.1	51.1	19.0
Bara	33.3	52.6	17.3
Saptari	34.1	52.9	18.8
Kalikot	35.0	88.0	43.0
Rupandehi	36.8	63.0	26.2
Siraha	36.9	49.7	12.8

EMIS 2001 Table 2.14

Seven of these ten districts recorded a very high rate of change and this has to be continued for the remaining two years under BPEP- II in order to meet the national target of 90 % NER

In other districts where the girls' NER has actually decreased, considerable extra efforts to increase girls NER will be required. These include Gorkha, Lamjung, Parbat, Syanza, Palpa, Arghakhanchi, Parsa, Dhanusha, Taplejung and Illam. The largest decrease in NER was in Lanjung from 95% to 68.4% and the smallest decrease in Parsa from 43.4% - 42.8%.

The enormous progress His Majesty's Government of Nepal has made in establishing primary education across the country is recognised, as is the commitment and dedication of many teachers and officials, but school is not necessarily a pleasant experience.

"A child of 6 years at his/her first entry into grade 1, faces a crowd of unfamiliar faces in an unstimulating atmosphere in the hands of a not so caring and not so responsive teacher. Further if a child comes from a language background other than Nepali and from a disadvantaged group, he/she faces a daunting challenge of coping with non familiar language and with subtle/disregard on account of belonging to a disadvantaged group or ethnic minority." (Technical Panel, November 2001, para 6.2, page 41)

This describes the situation many children still face on entering school. In the three rural schools in terai²⁵ GAT visited, there were fewer teachers than classes, little experience of multi grade teaching and two of the teachers in each school were absent. In two of the schools there were insufficient classrooms, and these were dirty and ill kept. Three out of five classes were held, in one case in the open air and another under open shelters.

The quality of education needs to be addressed urgently if attending school is

²⁴ HMG/ MOES Report of the Technical Panel, Nov.2001 para 6.1, page 39

²⁵ Birganj, Parsa and Dhanusha

to have any value for either girls or boys. If there is little to be gained, only income to be lost, the most marginalised parents will not send their children to school.

To date two Grade 3 assessment tests have been carried out, in 1997 and 2001. In 1997, students were able to answer less than half the questions in Mathematics, Nepali and Social Studies correctly. There was a slight improvement in 2001 in Nepali and Social Studies.

There has been one assessment of Grade 5 undertaken in 1999, which also gave scores below 50%. While these tests may have certain flaws they indicate a low achievement level which is not significantly improving. There has been some analysis of gender related achievement

The assessment was undertaken in Mathematics, Social Studies and Nepali Student variables having significant impact on students' achievement were:

- Sex of students: A boy is more likely to score higher than a girl (54.9%) in mathematics and in Social Studies (54.1%).
- Number of days absent in the month of Chaitra was significant: the more regular the student, the more likely a high score; the number of days the students absent was 2.65
- Number of times grade(s) repeated: those who repeat grades more are likely to score lower (average. number of times repeated was 0.51)
- Students who study other books other than textbooks are likely to score higher (46.7% students studied additional books other than textbooks).
- Availability of electricity at home: Those who have electricity at home are likely to score higher than those who do not. (55.8% students had electricity at home).
- Nepali as a language used for communication at home: Students who speak Nepali at home are likely to score higher than those who do not (73.8% students spoke Nepali at home)

No parent related factors were found to significantly affect learning achievement.

Other factors which were found to have no significance on students' achievement were:

- Work at home (88.3% work at home)
- Time required to get to school (13.17 minutes on average)
- Study in pre-school (Nursery/KG) (25.9% students had this level of education)
- Help in study at home (92.9% students received help at home for their study),
- Availability of the textbooks (98.9% had the textbooks in all three subjects)

These findings are not considered to be the final and further investigation is suggested. Moreover the findings did not differentiate the impact of the

different factors between boys and girls.

Student-related factors were the same in the case of all of three subjects studied, but there were some differences in the teacher-related variables. Students scored higher in Mathematics if they had the teachers with the higher qualifications and if they were frequently monitored and supervised. Under the school-related factors, the physical environment and higher expenditure on students contributed to higher scores, whereas it was found that the higher proportion of female teachers, the lower the score in mathematics. This indicates that female teachers require further training and the opportunity to gain higher qualifications. For the social studies the younger the teacher and the higher the qualification, the higher was the score.

School related factors that were significant for higher scores were:

- Schools with higher grades,
- Higher proportion of girls in the class
- Smaller size of the class,
- Primary teachers with higher qualification than SLC,
- Availability of textbooks
- Higher expenditure on instructional materials.
- For Nepali, students taught by experienced teachers and teachers who taught more than one subject, scored less.

Students in schools with the availability of textbooks and a higher percentage of teachers with qualifications above SLC, scored higher.

This information from the assessment is very valuable but from a gender perspective should be disaggregated to a much greater extent. The assessment shows that boys scored better than girls in Mathematics and Social Studies, but the difference is slight. The school related factors are relevant, but the home-related factors, particularly the amount of work undertaken in the home and the availability of textbooks, need further study. Research in other countries shows that the significantly greater amount of domestic work undertaken by girls severely limits their study time. Research in Peru showed that a key factor in the achievement of girls was the availability of their own textbook, while this made no significant difference to boys. In the community-based schools for girls in Upper Dir, North West Frontier Province, Pakistan, with a female friendly environment and local, well trained and well supported female teachers, the girls' achievements were considerable.

The Education Assessment Report does not disaggregate the achievement levels by gender. Base line studies and assessments tests are essential to monitor the impact of the interventions on learning achievement. The tests need to be developed further and all scores gender disaggregated.²⁶ There were differences across the geographical regions and between public and private schools. Scores were highest in the Kathmandu valley and private schools in the valley scored higher than the public schools.

²⁶ HMG/MOES Report of the Technical Panel, Nov.2001, para 6.2, page 43

It is apparent that many challenges remain. The Report of the Technical Panel states that in their view the education system is not functioning properly and that many schools are not effective. Many teachers are poorly trained if at all. Head teachers lack both the power and the capacity to manage their school effectively and the system of supervision still needs considerable improvement.

c) Constraints

The task of training teachers, the teacher trainers, head teachers and the resource persons is considerable. Moreover, developing the capacity of the DE offices to support the task is equally difficult. The process of appointing teachers and the apparent inability of many districts to appoint a single woman as a member of staff, despite government policy for 20 years is also of great concern.

d) Recommendations

Recommendations relating to learning achievement are presented under each component and sub-component.

4.1. Curriculum Renewal and Assessment: Component 5

4.1.1 Curriculum and Textbooks: Sub-component 5.1

The particular focus of this objective is to raise learning achievement in Grades 1 – 3:

a) Description

The following activities for the renewal of curriculum and textbooks under this component were planned to:

- Renew primary curriculum and textbooks.
- Produce a teachers' guide for all subjects in primary grades,
- Develop optional textbooks.
- Distribute textbooks and other materials,
- Set up a publishing unit in the Basic and Primary Education Development Division (BPEDU)

In order to ensure that well-designed textbooks and instructional material support instruction, the following strategies were proposed:

- Establish minimal learning levels for each grade in order to link to pedagogical techniques and materials that will help teachers integrate continuous assessment of student progress into their daily classroom practice,
- Develop methods and materials to support grade teaching especially in Grade 1 to 3 wherever feasible,

- Develop methods and materials appropriate for multi -grade organisation in small schools,
- Develop additional materials to supplement and support curriculum implementation and textbook use,
- Provide textbooks and teachers guides, supplementary reading materials and workbooks.

During BPEP I the curriculum and textbooks were completely reviewed with a focus on developing an outcome based pedagogy. The government decided that as the curriculum was not yet fully implemented, it should not be reviewed for at least five years and the textbooks for another three years. Curriculum and textbooks were evaluated on the basis of the findings of the national assessment of class III students for organisation, sequencing, relevance and simplicity but not from a gender perspective.

BPEP-II is recording experiences, identifying potential problems and issues regarding the implementation of the curriculum to inform a later review.

On the basis of feedback from the curriculum and the findings of the national assessment of Grade 3, supplementary teacher guides and student workbooks will be developed for the difficult areas of curriculum. (PIP p.31.2.4.II)

BPEP-II planned to introduce bi-lingual methods of education and develop materials for improvement in literacy and mathematics in Grades 1-3 of primary school in order to raise learning achievement. (PIP p. 32, 2.4.14).

b) Achievements/Outcomes

Many of the outputs have been achieved and are summarised below;

(i) Summary of the Progress at the Central Level²⁷

S. No	Programme	Activities	Annual Target		Annual Progress		Remarks
			Target	Unit	Achievement	%	
9.	Curriculum and Textbooks Reform	9.1. Curriculum and textbooks updated and Renewal	19	-	19	100	
		9.2 Production of textbooks materials in Rai and Magar for grade I Awadhi, Bhojpuri, Maithali, Tharu, Tamang, Newari and Limbu for grade IV	9	-	9	100	

²⁷ Status Report of BPEP-II, MOES / DOE, Nov. 2001, page 151.

	9.3 Reproduction of textbook in Limbu and Awadhi (15,000 copies)	2	-	2	100	
	9.4 Development of curriculum in Gurung language	1	-	1	100	
	9.5 Effectiveness studies	1	-	1	100	
		11	-	10	100	

Progress in curriculum and textbooks also includes 330080 workbooks of grade 1, 2 provided and distributed and instructional materials for grades 1-5 and teacher and resource materials in mathematics developed and distributed.

(ii) Publishing Unit, Basic and Primary Education Development Unit

During the period of PEP and BPEP I, there was a unit for curriculum textbooks and materials development for primary education.²⁸ Once, the unit developed camera ready copy of the curriculum, textbooks and materials, it was handed-over to Janak Education Materials Centre (JEMC). JEMC had a responsibility to publish and produce commercially for distribution at district level through "Sajha Prakashan". A publishing unit was set-up in the Basic and Primary Education Development Unit (BPEDU) in order to strengthen the professional skills of the staff through training and appropriate publishing equipment - hard and software and providing services of external expertise.

c) *Constraints/Barriers*

Despite efforts in regard to curriculum and textbooks, there are still shortcomings; for example, measurable improvement in learning outcomes has yet to be demonstrated as a result of these inputs.

- Curriculum and textbooks are not revised and rewritten according to the needs of situation, the time and context.
- Teachers' guidebooks for all primary subjects in all grades from 1-5 still need to be developed and made available to concerned teachers nation wide.
- The teaching learning process in primary classrooms has not yet been transformed
- Parents and SMC and not yet fully involved in supporting the new teaching and learning processes.²⁹

²⁸ Leaflet of acknowledgement about the distribution of textbooks, DOE, Sanothimi, 2057/58. (Nepali version)

²⁹ Report of the Technical Panel, para 7.3, page 48

c) Gender constraints

The curriculum in some primary textbooks is gender-biased. This may be because most of the curriculum designers are male and not gender sensitive. Therefore, male-based words and sex stereotyping are too common.

For example, in Grade 4 English Language, under the tag-question of 'Order and Scope of Language Function,' the question is:

'Your father is a teacher, is he not?'

'Yes he is'

'No, he is not'.

There are plenty of examples in the textbooks where male focused words are being used and in the pictures, stories, portrayals and illustrations, women's subordinate and traditional roles are presented demonstrating to the students the subordinate status of women and girls. Such presentations make the women invisible and less professional. There are many examples in English textbooks and in the Grade 5 Nepali book

d) Recommendations

- 1. Curriculum and textbooks should be revised, renewed or rewritten as the time, situation and national and international context demands.*
- 2. Curriculum developers and textbooks writers should receive training on gender issues, gender bias in textbooks and how to develop materials without gender bias which promote the status and position of girls and women.*
- 3. Female writers and, female curriculum developers should be involved.*
- 4. Curriculum and textbooks should be free from gender, social and regional bias.*
- 5. Teachers' guidebooks and supplementary reading materials should be developed and distributed to all concerned.*
- 6. Teachers should be trained to implement the curriculum as well as use the textbooks.*
- 7. Supervision and assessment of curriculum should be implemented on a routine basis.*
- 8. Curriculum and textbooks and reading materials should be distributed on time as needed.*
- 9. The curriculum and teacher training should be co-related with the continuous assessment system.*

4.1.1.1 Textbook Distribution

a) Description

Free distribution of textbooks for primary school children was one of the key government strategies for UPE. This sub-component was launched in the international year of the child 1978 with grant support from UNICEF to cover the cost of printing paper to produce textbooks. Free education and free

textbooks were introduced for all students up to Grade 3 and for girl students in Grades 4 and 5 in the remote areas. Under the Basic Needs Programme in 1987 textbooks were distributed free to the girl students up to Grade 4 in the academic year 1988/89.

Janak Education Material Centre published the textbooks on the basis of student numbers. After publication the textbooks were delivered to the DEO offices of 75 districts through Sajha Prakashan. After receiving the textbooks DEO office authorised different agencies for distribution. Textbooks were given to the schools as per the criteria of one set for each student. The textbooks were not provided free to the private primary schools (VRG 1993).

This procedure for distributing textbooks was not very successful. It was found wasteful due to the lack of accountability at district as well as school level. Schools demanded more books than they needed. The DEO office also gave away books liberally without checking.

In 1993 the distribution mechanism was changed:

- Students would have to buy the textbooks themselves at the beginning of the session. They would be reimbursed for the total amount of books from the district level authority through headquarters.
- Books were available at the district headquarters through authorised dealers of JEMC.
- The schools could buy the required books in bulk and get the amount reimbursed from DEO office after submission of the receipts for each student.

This scheme also did not seem to be appropriate and feasible for the schools and parents of all districts. The MOES adopted the following mechanism as a pilot programme for the effective distribution of textbooks,

- A coupon system has been implemented in 3 districts.
- A system of reusing durable textbooks has been introduced in 3 districts.
- Local purchase order system has been introduced in 3 districts.
- Bulk distribution system has been introduced in 3 districts.³⁰

b) Achievements/Outcomes

To date in Nepal there has been no analysis of the impact of textbook distribution on girls' education. However, research in other countries suggests that the possession of textbooks contribute significantly to girls' achievement. Possession of the textbook has a greater impact on girls' achievement than on boys' achievement.

³⁰ A Leaflet of Acknowledgement about the Distribution of DOE, Sanothimi, 2057/058. (Nepali Version)

c) Constraints

1. Books are not being distributed on time.
2. On one hand, due to poverty, parents cannot buy books; on the other hand even if they can, they do not want to invest the little they have in the education of girls.
3. The quality of books is low.
4. Parents place little value on educating girls so that they are not interested in buying books for girls.
5. Rural parents had difficulties going to district headquarters to buy books for their children.
6. The distributing agencies book storage is far away.
7. The distributor Sajha was not supplying books to dealers or agents in time.
8. Submission of fake bills.
9. Parents had to go to the district headquarters many times to be reimbursed for the purchase of books.

d) Recommendations

1. *Distribution of free textbooks should be continued and distribution procedures reviewed.*
2. *The pilot projects for textbook distribution should be assessed.*
3. *The quality and size of textbooks should be improved.*
4. *The process of textbook distribution needs to be widely disseminated.*
5. *Wastage should be avoided and the distribution system made cost effective.*
6. *The printing and distribution of the textbooks should be on time.*
7. *Textbooks should be made available through schools at the school level with the involvement of parents, SMCs and VECs in distribution.*

4.1.1.2 Continuous Assessment: Sub-component 5.2

This is the second sub component of component 5:

a) Description

Continuous assessment is one of the policies to raise learning achievement. The concept is to promote children in Grades 1-3 without any formal test but by determining a minimum level of learning at each grade. The assessment is continuous and intended to be included as an integral part of learning techniques. When children do not achieve the required learning outcomes, they will be given the opportunity to learn these in the upper grades. There is also provision for giving learning assistance to children having learning difficulties. It is planned to replace subject teachers with teachers responsible for the grade.

The objectives are to make the assessment student oriented using effective

techniques. Intelligent students are to be encouraged and the weaker ones supported. It is hoped that continuous assessment will provide a more conducive atmosphere and so reduce drop out and repeating rates

The programme has been piloted in Grades 1 and 2 in 2061 schools in five districts over the last two years.

b) Achievements/Outcomes

- *Five days portfolio training and one day refresher training (thrice) provided to 2000 and 1911 primary school teachers respectively.*
- *120,000 portfolio materials produced and distributed to school.*
- *One day orientation programme organised for 6825 stakeholders.*
- *330,000 copies of workbooks produced and distributed.*
- *1911 portfolio boxes distributed to all CAS implementing primary schools.*
- *Computer training provided to 10 personnel of the DDC.*
- *Workshops for model questions development for grade five students organised in all 75 districts.*

c) Constraints

There are a considerable number of constraints to the implementation of CAS. Many educational personnel, teachers included are afraid that a policy of liberal promotion will lower educational standards. Teachers are not used to multi grade or differentiated teaching, nor are head teachers.

The ratio of students to teachers is very high in Grade 1 though the programme's target is 1:30. The number of teachers is not adequate to cover all classes in some schools. There are constraints on the finances available for educational materials. The cost of the CAS programme is very high.

d) Recommendations

1. *An adequate number of teachers should be made available to schools where the programme is being implemented.*
2. *Where there are large numbers of students these should be divided into two classes.*
3. *Regular training should be provided for the teachers and head teachers to familiarise them with the programme.*
4. *Teachers should receive pedagogical training.*
5. *Cost recovery should be explored to make the programme sustainable.*
6. *Evaluation of continuous assessment should assess the impact on girls as well as boys and any differences identified.*

4.2 Teacher Training and Professional Support: Component 6

The sub-components are the following:

- 6.1 Recurrent Training and Support
- 6.2 Certification Training

Good planning, good management, new and improved school buildings and good textbooks, are all designed to support good quality teaching in the classroom. Quality teaching from dedicated and informed teachers is absolutely essential to raise standards and improve students' achievement. In order for all students to progress teachers should have a good understanding of the particular needs of all students. They should understand the constraints placed on girls and boys from low income and low caste families, on girls and boys whose first language is not Nepali and on girls and boys who are physically disabled or have hearing or sight impairment. Teachers acquire this information through good training. 40,000 teachers with no training are currently working in primary schools. As part of BPEP-II's support the investment of \$16,416,000 in recurrent teacher training is second only to the investment in improving school buildings at \$22,661,000.

The government policy on training primary school teachers is to:

- (a) Establish an overall teacher development strategy including pre-service, in-service and professional support.
- (b) Train the untrained teachers as quickly as possible.
- (c) Prevent the entry of untrained teachers into the teaching force by strictly adhering to the policy of the mandatory ten month teacher training policy and making provision for this training.
- (d) Introduce a credit system to recognise professional experience and participation in recurrent training.

4.2.1 Recurrent Training and Support: Sub-component 6.1

a) Description

School based and cluster based training will be provided followed by regular professional support organised by the school or resource persons at local level. BPEP-II states that "All teachers will receive 10 day current training every year" (BPEP-II PIP, 1999, page 35) initiated recurrent training and professional support by providing regular training inputs through resource centres. BPEP-II aims to consolidate these strategies. MOE/DOE Training and Professional Support Units within the new structure will be responsible for the training. Each Resource Centre will have a bank of training modules from which teachers and schools will choose. BPEP-II, PIP states that 17 modules on different curriculum topics and multi grade teaching have already been developed.

Resource persons will visit schools to follow up and work with teachers to translate the ideas learnt on the training into classroom practice. RP's qualifications, selection procedures, training and job descriptions will be modified. RP's will be recruited from among permanent teachers.

"Wherever available female teachers will be encouraged to work as RPs" (BPEP-II, PIP para 2.4.43, page 36)

All RP's will be provided with a month's job induction training, followed by a week's recurrent training each year to provide them with the specific skills required for their job. Different ways of providing professional support to schools in hill and mountain districts including itinerant RPs, sub clusters of schools and greater use of radio will be explored.

Experienced and qualified primary school teachers will be identified to work as Resource Teachers (RTs) to provide additional support to support the RPs and to take leadership roles in the school. They will continue to have teaching responsibilities and the support role will be part time.

b) Outcomes

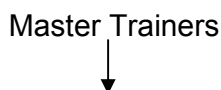
By October 2001, recurrent training had been organised in 1035 RC's established in 60 districts. Training for the current fiscal year will take place in 1275 RC's covering all 75 districts. This is a massive undertaking. The target for the year 2001/2 was 66,000 teachers trained, but the DOE approved the resources for training 62,108 teachers as in some districts the teachers had already received training.

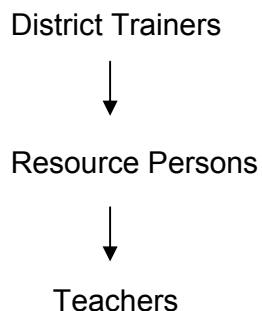
GAT spoke to teachers, RPs and trainers during their field visits to Parsa, Dhanusha and Chitwan and Kavre. The teachers at Dhanusha were very positive about the training they had undertaken, felt they had learnt important new techniques and methods such as working in groups, lesson planning and developing their own materials, but various constraints limited the extent to which they could put the training into practice. RPs too were positive about the training they gave but when they visited the trained teachers they also felt the extent to which the new methods were put into practice was limited.

Despite the considerable effort put into recurrent training and professional support, a transformation in the quality of teaching in the classroom is yet to be achieved. The number of female RP's has not increased.

c) Constraints

In a cascade model of training it is difficult to avoid a dilution of the training through three layers of training before it reaches the fourth layer, the training of the teachers in the classroom.





In focus group discussions, both RPs and Master Trainers thought they themselves needed more and better training in order to perform their roles more effectively. RP's felt that a month's training was insufficient.

A female from the CDC felt that boys and girls were treated equally in the training and the learning needs of both were incorporated into the training. However master trainers, RPs and teachers were not able to identify any training elements that addressed gender issues. The teachers in Dhanusha expressed interest in knowing more about this area.

GAT is most concerned at the very low numbers of female trainers and female resource persons – only 3 out of 63 NCED trainers are women, 42 out of 883, (4.7%), of RPs are women. 26 out of 487, (5.3%) supervisors are women. There is a general agreement among educational personnel that female teachers are required in schools, but less appreciation of the need for female trainers at all levels to provide a female perspective on training issues and to support female teachers in the classroom. In discussions, male trainers and RP's felt they were not able to adequately address all the problems of female teachers and women might be prepared to confide in another woman more readily than in a man. Similarly, although they genuinely felt they were able to address the learning needs of girls and boys, there were some areas, where they felt a female perspective would be advantageous.

Though the rules for appointment as an RP have been relaxed and temporary females as well as permanent female teachers can apply, the issue of female trainers and RPs appears not to have been seriously considered, let alone addressed. The assumption seems to be that there is no particular need for women and in any case women would not want the job as it involves travelling from school to school and sometimes in the case of master trainers being posted away from home.

No thought has been given to how the demands of the job could be modified to encourage female recruitment. One of the female RPs interviewed, highlighted the travel and mobility difficulties she experienced, the size of the cluster group and the difficulty of managing household and professional responsibilities. She felt her work would be much easier if the work was planned for the week rather than being called suddenly from one place to the other with no time to organise her domestic responsibilities. Various measures could be taken to reduce these difficulties, similar to those being

considered in the hill and mountain areas, in order to recruit more female trainers and RPs. For example trainers could be posted in or near their hometowns, RPs could job share or posts could be half time. A greater number of RPs could be appointed and school clusters could be smaller involving less travelling. Furthermore these measures would also improve the situation for men.

d) Recommendations

From a gender perspective there are two very important areas to be addressed - the recruitment of more female trainers and RPs and the incorporation of gender training into the training modules and packages. Teachers should be given clear and specific training in the different difficulties experienced by boys and girls in school and in the community, both in the mainstream and in special programmes, for dalits and girls and boys with special needs. Without such training girls will continue to be disadvantaged.

1. Recruit Female Trainers and RPs

- 1. Review the criteria for the positions and the conditions of the posts to eliminate the bias against women applicants.*
- 2. Give women teachers positive encouragement to apply for the posts of trainers and resource persons.*
- 3. Either reduce the number of schools in a cluster for RPs to reduce travel or provide them with suitable transportation, or running costs for private vehicles.*
- 4. Serious consideration should be given to providing for half time appointments for both female and male professional staff.*
- 5. NCED to recruit trainers locally domiciled for certificated training and employ them to train in their districts.*
- 6. Make transfer of trainers optional.*
- 7. Provide a career structure for trainers and RP's including possibilities of promotion and financial incentives.*

2. Develop Modules/ Topics for Teacher Training on Gender Sensitisation and Awareness in Primary Education

- 1. Develop a specific training module on gender issues in the education sector.*
- 2. Review all training modules and incorporate topics directly addressing the different needs of boys and girls in all training areas and review all training modules in order to eliminate gender bias in the representation of women and girls which limits their role and*

status in society.

3. Training of Professional and Technical Staff to Raise Learning Achievement

1. *Gender training (in gender planning, gender analysis, gender awareness and gender sensitisation for male and female trainers, RPs, PTTCs, head teachers and NCED trainers; prioritise females for training.*
2. *Assertiveness training for female teachers, female head teachers, female RP's and female trainers.*
3. *Leadership training for female head teachers, assistant head teachers, RPs and supervisors.*
4. *Balancing domestic and professional responsibilities for women for all female head teachers, trainers and RPs.*
5. *Run the CERID "Female Teachers as Agents for Change" course in 5 districts and evaluate the impact of the course after three months prior to running a follow up course.*

4.2.2 Certification Training: Sub-component 6.2

a) Description

Under BPEP-II a strategic plan for in-service and pre service training will be developed, and the curriculum revised accordingly. This will be delivered through a series of packages by NCED and DEC. The first module will be provided to teachers directly and the second, third and fourth packages through distance learning.

b) Outcomes

The NCED has completed the task of developing a basic plan for pre-service in-service training and revised the teacher-training curriculum. The revision did not include analysing it from a gender perspective.

NCED has developed its capacity to train 4725 teachers annually, but the output has fallen far short of the targets for the first three years with a total of 11,280 teachers having taken a package against the target of 13,275. The main reason for this is a take up of almost a third less than planned for the first package, which therefore affected take up of subsequent packages.

However, teachers GAT spoke to were pleased to have the opportunity to study and found the packages generally useful.

c) Constraints

NCED is operating at only 80% capacity. It is not clear what incentive teachers will receive after training.

d) Recommendations

1. *Clear incentives should be provided to teachers undertaking training*
2. *The packages should be reviewed to ensure gender issues are incorporated into to all. packages*
3. *Additionally there should be a module on gender issues in education*
4. *The aim should be mandatory training for all teachers before teachers take up posts.*
5. *Female teachers should be asked to apply for training*

4.3 Recruitment of Female Teachers

a) Description

BPEP-II PIP makes a number of statements regarding the need to increase the number of female teachers

“The MOE will take necessary steps to increase the number of female teachers”

One of the policies under Objective 1 “*Strengthening institutional capacity*” states that:

“*50% of new replacement teachers will be female.*”

GAT believes that the strategies to achieve this policy are insufficient.

The long-standing policy to recruit a minimum of one female teacher to each primary school is far from being achieved. According to MOES statistics the total teaching force is 130,650 of which 24,455, (19%) are women. There is a serious shortage of female teachers, with severe shortages in rural and remote areas. Experience in educational development suggests that a greater participation of female teachers increases the enrolment and retention of girls and improves the quality of teaching.

b) Outcomes

During the first phase of BPEP-1, 4,000 female teachers were recruited centrally, though with mixed results, as local communities were not involved and teachers recruited from urban areas were unwilling or unable for cultural reasons to go to remote areas. There are still 8000 primary schools with no female teachers, despite a general agreement among all the team spoke to, male and female, of the need to have more female teachers. Female teachers the team interviewed felt that being the only female imposed a considerable burden on them, that they were asked to do “female” tasks, male teachers were not asked to do and if they were the only female in the school, they were

“invisible”. A “critical mass” of female teachers is required to change the culture and positively affect learning achievement, particularly among girls.

The IA states that:

“The aims and effectiveness of the Ministry’s current policy of attempting to allocate female teachers in scarce number across the entire school system requires serious examination” (IA, 2001, para,6.4, page 102)

Both the Third Party Review and the Technical Panel, pay insufficient attention to this lack of female teachers.

c) Constraints

The main constraint on the appointment of female teachers is the low status and position of women in a strongly patriarchal society. Despite government policy there is a reluctance to appoint women. A number of excuses are given for not appointing women. The most common excuse is that there are no women with sufficient qualifications in the community. GAT is sceptical of this, bearing in mind the success in rural areas in other countries and of COPE in finding females with sufficient qualifications for their “out of school programme for girls” and the success of ECD in finding sufficiently qualified female facilitators in the community.

Discussions with various people in the community and the education sector suggest that political interference is another constraint on appointing females. It appears there is sometimes a desire to appoint a particular person for a particular reason. However in one instance the community rejected the man appointed and demanded the woman interviewed was appointed. The SMC had to agree.³¹

d) Recommendations

A number of recommendations are made to overcome this problem:

- 1. Collect information at community level on vacant or male filled female quotas.*
- 2. Undertake a local survey with the assist of female teachers and NGOs to identify the number and location of SLC passed girls in the communities.*
- 3. Announce the vacancy for the post specifying the school where the vacancy has occurred and ensure the interview and appointment is transparent.*
- 4. Prioritise B level passed women if available when appointing female teachers.*

³¹ Interviewee on field visit to Parsa. Oct. 2001

5. *Provide opportunities for the Test Passed (sent up) girls in the remote areas and fix the deadline for them to pass the SLC within two years otherwise they will be replaced.*
6. *Provide pre-service training to Secondary Level girls.*
7. *If female teachers are not appointed, the DEO should record all interviews and appointments. The DEO has to approve all appointments and should not approve a male appointment in a school where there are no females if a female is available.*
8. *Improve the physical facilities for female teachers.*
9. *Increase the target of one female teacher per school to a target of 1/3 in three years.*
10. *Create a cadre of female teachers to work as change agents in their communities and encourage women to apply.*
11. *Provide training for SMCs on the value of appointing female teachers.*

4.4. Recruitment of Female Head Teachers for Primary Schools

a) Description

Out of 653 head teachers of primary schools, only 3.4% are women. This very small number reflects the small number of women in the teaching force.

b) Outcomes

The very low number of female primary head teachers shows that any attempts to increase the number have met with little success

c) Constraints

Not only are there few primary teachers, but they have less opportunity for training, particularly for earning higher academic degrees or of being selected for in-country and overseas training courses and study tours which are important when promotion is considered. Additionally the promotion system gives credit for the number of years spent in remote areas and very remote districts. Most women find this difficult for cultural reasons unless they are from that district.

d) Recommendations

1. *The criteria for appointing female head teachers should be reviewed to eliminate bias against women.*
2. *All appointment committees should contain two women to reduce gender bias.*
3. *Leadership training and training for promotion should be provided for experienced female teachers.*
4. *Set a target of 100% increase in female head teachers by 2005.*
5. *Set a target of 1/3 female primary head teachers within 10 years.*

5.0 ACCESS AND RETENTION:

ANALYSIS OF OUTCOMES FROM A GENDER PERSPECTIVE

"The main objective of this component is to improve enrolment, retention and completion rates of primary children, particularly from socially disadvantaged groups (girls, socially deprived children, linguistic minorities, out of school children, children with disabilities and children from small and remote communities who have limited access to educational opportunities)." (BPEP-II, PIP para2.3.1, page 16)

Objective 1, Annex 1 of BPEP-II is:

" Increase access to basic and primary education especially for girls and disadvantaged children."

Objective 4, Annex 4 of BPEP-II is:

"Upgrade the quality of the school physical environment through community management."

As the improvement of the school environment is more frequently referred to in BPEP-II under Access and Retention it is included in this section.

Including improving the school physical environment, there are eight components under Access and Retention. These are:

1. School Physical Facilities
2. Alternative Schooling
3. Education of Girls
 - Feeder Hostels for Girls
 - Scholarship Programme
4. Education of Special Focus Groups
5. Special Education
6. Early Childhood Development
7. Community Mobilisation
8. Literacy Programme

There are two sub components under Education of Girls. The team has also included a review of the girl focused Nutritious Food Programme and the School Uniform Programme under 'Education of Girls'. However Alternative Schooling, the Education of Girls, Education of Special Focus Groups and Special Education are also placed on page 16 of BPEP-II, PIP as sub components of Special Education.

This ambiguity reinforces the male focus of the programme and the lack of conceptual clarity regarding the education of girls. Though girls are disadvantaged, they are not a minority group in the same way as the other targeted groups, as girls comprise at least 50% of each target group. It is therefore inappropriate to categorise them as a sub group of their own. The

targeted disadvantaged groups consist of both boys and girls. By referring to girls as a distinct sub group and using the gender neutral “children”, rather than referring to boys and girls, the girls in the sub groups can be, and as our research showed, have been, overlooked and their specific needs inadequately addressed.

Special incentives are targeted at girls, disadvantaged students and children with disabilities. ECD centres are to be established for under age children to

“lower the tendency of enrolling under age children in Grade 1 and thereby contribute to increase the internal efficiency of primary education system.2 (BPEP-II, para.2.3.64, page 27)

The ECD centres will also provide children with pre school experience, reduce the over enrolment and subsequent drop out in Grade 1 and relieve older sisters of the care of younger children and enable them to attend school.

These components are appropriate interventions targeting previously hard to reach groups. A brief description of each component is given, including the BPEP-II objective to which it relates, followed by a summary of the outcomes, achievements and the constraints and concludes with recommendations.

5.1 School Physical Facilities: Component 1

Though a separate objective in the Annex, school physical facilities are generally considered under the Access and Retention goal.

Objective 4 Annex 1

“Upgrade the quality of school physical environment through community management.”

a) Description

This component has been accorded high priority in BPEP-II in terms of financial allocation. The focus of this component is to improve access, more particularly, of girls and disadvantaged children and reduce overcrowding in the classroom of Grades 1 and 2. It aims to enhance the quality of classroom space and upgrade the environmental and health situation in primary schools with a strong emphasis on sanitation and water supply.

BPEP-II has stated that although the number of classrooms and the number of teachers in Nepal on average is adequate to accommodate 45 children in one classroom with one teacher, there is an imbalance in the distribution among districts. In some districts there are no facilities to serve all of the 6-10 year-old children, whereas in others, there is an over supply of teachers as well as classrooms. There are about 12,000 classrooms of a temporary nature, which are not good enough to provide even minimal quality of education. There are another 16,000 classrooms, which are small, dark and are not suitable in rain

and cold. BPEP-II has also addressed the need for sanitation, water facilities, school gardens and compound walls or fences, all of which are very relevant to girls. BPEP-II provides support for these facilities for those schools, which have programmes of classroom construction and rehabilitation.

The objectives of the component are:

- To make provision for drinking water and toilet facilities.
- To implement the programme on a cost sharing basis (25% to be borne by the local community).
- To implement the programme giving priority to the schools with low GER (< 100) and low NER (< 60) of girls.

b) Achievements/ Outcomes

i) Japanese international Cooperation Agency (JICA) Components

S.N	School Physical facilities	Construction of School facility in FY 1999/2000 (Phase 1)		Construction of School Facility in FY 2000/2001 (Phase II)	
		PIP Target	Achievement	PIP Target	Achievement
1	Classroom construction	800	846	900	900
2	RC Construction	14	14	17	17
3	Toilet blocks	269	269	300	300
4	Water Supply	136	136	147	147
	Progress		100%		100%

Status Report of BPEP-II, p 4

ii) The BPEP-II school improvement programme is implemented on a cost sharing basis, with the SMCs taking the lead. The progress and achievements are:

	School Physical Facilities	1999/2000		2000/2001	
		PIP Target	Progress	PIP Target	Progress
1	New or replacement classrooms	600	0	1200	0
2	Classroom rehabilitation	1800	1283	2000	1406
3	Drinking water, toilet and compound wall	-	690	-	566

Source: Report of Technical Panel, 2001 p 18

iii) Progress to 2001

S. N.	Activity	Target	Progress
1	Classroom rehabilitation	2308	1406
2	Toilets, Drinking water and Compound Wall	-	-
3	Toilets	1050/ Schools	566
4	Drinking Water	1050/ Schools	545
5	Compound Wall/Fences/playground	1050	581
6	Construction of DEO building	7	5

Source: Status Report of BPEP- II, 2001, page 14

c) Constraints/ Barriers

The building programme, under JICA has had considerable success but a range of factors still need to be addressed in order to maximise the impact of the school building and reconstruction programme. These include:

- Inadequate classroom space, as the policy of one teacher to 45 students has not been met. Even in the schools where BPEP-II has constructed classrooms, the space is insufficient to accommodate all the students.
- Inadequate and broken furniture in the classes.
- Temporary arrangement of classes and classes with thatched or leaking roofs or without walls and therefore inappropriate in the summer and during cold weather.
- In some schools there is no toilet and in some even though there is one, it is insufficient for the number of boys and girls.
- In some districts there is a cultural demand for separate classes for boys and girls from Grade 5.
- Within the Department of Education, the EMIS and PMIS provide the only monitoring system.
- Lack of coordination among divisions and affiliated bodies within the system of MOES.
- The Annual Progress Reports of BPEP-II have been less effective due to their late production and their emphasis on quantitative rather than qualitative aspects, creating difficulties monitoring actual outcomes of the programme.
- Needs identified from school visits, progress reports from schools, discussions and consultations with RPs, supervisors, parents and head teachers are not included in the programme implementation.

d) Recommendations

A large building programme places very substantial demands on the education system and a number of areas need to be addressed to maximise the outcome of the programme. It is necessary to:

1. Improve the implementation capacity of the Department of Education.
2. *Create an in-built system to make the local government accountable for the school improvement and monitoring the*

progress.

3. *Sensitise local government personnel on gender issues and encourage them to collect information on the constraints on girls, due to the lack of physical facilities in schools.*
4. *Ensure there is sufficient water and toilets for girls and female teachers.*
5. *Encourage the community to maintain the physical facilities, mobilising local resources with government co-funding.*
6. *Include an element of provision for improving physical facilities for schools in the government's regular budget allocated to VDCs.*
7. *Adopt COPE modality in a phase-wise manner.*

5.2 Alternative Schooling: Component 2

The objective in providing alternative schooling is:

Objective 3 Annex 1

“Increase equitable access to basic and primary education especially for girls and disadvantaged groups.”

a) Description

Alternative schooling is for those who, for various reasons, have difficulty in attending formal schooling. The main focus of the programme is to reach isolated small communities and out-of-school children by guaranteeing access to schooling for all of them. The programme targets all children from primary level to adolescents. The specific objectives of this component are to provide opportunities for completing primary education to school aged children by providing alternative arrangements and to provide literacy programmes to children of 11-14 years who have missed the opportunity for education.

To achieve these objectives, three strategies have been designed:

- Out-of-School Programmes (OSP) for adolescents (10 –14 years of age) for two nine-month periods of literacy training.
- Out Reach Programme (Grades 1 to 3) for primary age children (6-8 years of age).
- Alternative Flexible Schooling Programme for primary school age working children for 18 hours a week for 3 years. This strategy intends to prepare children for the primary school final examination by providing a condensed curriculum to be completed within three years. This is designed taking the opportunity costs for working children, especially girls, into account.

Both objectives and the strategies are gender blind using the gender neutral "children" and do not specify whether boys or girls are targeted. Many such programmes in other countries are targeted at girls who have been withdrawn from school on reaching puberty and at working children.

Gender specific targets would have clarified the objectives.

b) Achievements/Outcomes

The programmes are managed by the Non – formal Education Centre and carried out by local NGOs and CBOs.

School Out Reach

- Support has been provided to districts to establish 150 school outreach centres with Grades 1 to 3 to benefit 2500 within the age group of 6 – 8 years. However, as the numbers are not disaggregated by gender the audit team is unable to state whether the programme is meeting its objectives.

Flexible Schooling Programme

- Support has been provided to 15 districts to operate 150 centres of flexible schooling at primary level.

Out of School Programme

- 700 classes are operating in 44 districts in two phases of nine months each benefiting 17,500 children.
- Training was provided to master trainers at the Centre and districts, to train facilitators for both first and second phases.

c) Constraints

- The lack of illiteracy mapping has made it difficult to select the most needy districts/areas.
- Due to a lack of information the programme has not reached the most disadvantaged groups.
- Due to a lack of co-ordination with and between NGOs and INGOs, in some places there is a duplication of work and in others there is no programme.
- There is no co-ordination among organisations at the grass-roots level.
- Gender sensitivity is lacking among higher level officials.

d) Recommendations

1. *Illiteracy mapping should be carried out at the earliest opportunity with gender disaggregated information as well as information on disadvantaged groups.*
2. *On the basis of illiteracy mapping, priority should be determined by the needs of girls and boys from disadvantaged groups.*
3. *Literacy should be implemented in the form of a package programme, including literacy, ECD and income generating programmes.*
4. *Co-ordination should be established between local level government and non-government organisations.*
5. *Gender sensitivity training is needed at all levels in phases starting*

with the higher levels.

6. *All statistics, including the statistics of those attending and those teaching in out-of-school programmes and flexible programmes, should be gender disaggregated. The aims and objectives of the programme can then be evaluated and strategies developed to reach girls and boys still on the periphery.*

5.3 Education of Girls: Component 3

Annex 1 Objective 3:

"Increase equitable access to basic and primary education especially for girls and disadvantaged children."

Annex 3. Outputs, Objective 5:

"Increased access for, and demand from, girls and disadvantaged children, for primary education."

There is no target in either annex against which to measure the increase in enrolment, retention or achievement of girls. Unquantified targets are given for the percentage of girls and percentage of disadvantaged children who receive related incentives on time and unquantified targets are given for interventions intended to increase female enrolment. This makes it difficult to monitor and evaluate the objectives.

The positioning of this component within the Programme Implementation Plan is confused. It is being addressed here as component 3 of Access and Retention, but in PIP it is also placed as a sub component of Special Needs Education. The education of girls and the education of children with a variety of special needs are two very different areas of education, requiring very different conceptual and methodological approaches including, the need to identify and cater for girls with special educational needs.

a) Description

Education for girls is an important element in BPEP-II and an area that has received much attention. US\$ 0.8 million has been allocated to the education of girls³². A package approach has been adopted to remove barriers and bring about a sustainable impact. The package includes:

School facilities, improved classrooms, toilet facilities and water supply.
Female teachers to increase girls' enrolment and attendance.
Outreach programmes to overcome the barrier distance to school.
Flexible schooling and OSP to address the opportunity costs of children, especially girl's schooling, to adjust work with schooling.

³² BPEP-II, PIP 1999, para 2.3.43, page 23

Early childhood development centres to free girls of younger sibling care (also improves school quality and efficiency).
Free textbooks to girls in Grade 4 and 5 to reduce direct costs of schooling.
Improve overall quality by providing curriculum and textbooks with gender neutral messages, reducing teacher absenteeism and improving teacher training.
Mobilise community through community awareness campaigns regarding the benefit of girls' education.

In addition to the above measures, measures have been taken under the component "Education of Girls". On page 16 of BPEP-II this component is a sub component of Component 2 "Special Needs Education", itself a component of Expanding Access and Improving Retention.

The Feeder Hostel and Scholarship Programmes are carried out by WES through the DEOs in the districts, orienting DEOs focal persons, school supervisors and RPs to the objectives and procedures of the programmes. The Nutritious Food Programme is carried out by HMG and the World Food Programme.

b) Achievements / Outcomes

Since the beginning of BPEP-II, the overall NER has improved from 70% to 80% and girls NER from 61-74.6%. The trend is generally upwards, but slow, and a significant gender disparity remains. Some districts show minimal improvement and in some girls NER has decreased (EMIS Table 2.13) However, overall the specific measures put in place under the "Education of Girls" component coupled with the other components are impacting favourably on girls' enrolments.

c) Barriers and Constraints

The Third Party Review surveyed the perceptions of community members in six districts; a) mixed group of community members and NGOs/ CBOs b) fathers and c) mothers. Their findings identify and rank reasons for not sending daughters to school:

1. Economic problems,
2. Household tasks, including the care of siblings,
3. Investment in a daughter is wasted due to marriage,
4. A low level of awareness among parents,
5. Preference for educating sons,
6. Quality school education and
7. Others not sending daughters ³³

Community perceptions in relation to the initiatives by schools to promote school participation differed slightly from those of parents. The provision of scholarships, school-bags and clothes were all ranked third while

³³ Third Party Review, October 2001, table 6.1, page 92

nutritional snacks were not mentioned.³⁴

The observations of the gender audit team and the focus group discussions the team undertook, broadly confirm the findings of the Third Party Review with poverty and the quality of schooling the greatest barriers to sending girls to primary school.

In all the schools visited in the terai districts, it was observed that the classrooms were too small, too dark, untidy often with broken furniture and bricks stacked at the back as storage for nutritional flour and large cooking utensils. The environment was depressing and not conducive to learning. In two of the three rural primary schools classes were being held outside, partly out of choice and partly because the classrooms were not large enough to house the number of children attending. In the all-through school in Janakpur there was insufficient room to house the girls in Grades 9 and 10. 120 girls had enrolled in Grade 10 and 80 in Grade 9.

In all three rural primary schools, attendance on the day visited, was 30 - 40% of those enrolled and in all cases 2 out of 4/5 teachers were absent for training, illness or other reasons. GAT concurs with the observation made by parents that if teachers are absent, parents have little reason to send their girls, or boys, to school when they can be usefully employed at home.

The enrolment of girls is rising, albeit slowly. If educational facilities, in terms of adequate buildings, regular and good teachers are not supplied, parents will make realistic choices regarding sending or not sending daughters to school, particularly in poor families in culturally traditional areas. If provision is adequate the enrolment of girls will rise.

d) Recommendations

- 1. The special programmes for girls should be continued*
- 2. Interventions and programmes to improve the quality of education should be continued to ensure that from girls from poor families attending school gain visible and measurable benefits.*

5.3.1 Feeder Hostel for Girls

Objective 3 Annex 1

"Increase equitable access to basic and primary education especially, for girls and disadvantaged children."

The strategy to achieve the objective is:

"Existing feeder hostels will be rehabilitated and maintained."

³⁴ IBID, table 6.3, page 94

a) Description:

Feeder Hostels fall within the component of 'Education for Girls' in the BPEP-II. This programme is intended to encourage girls in remote communities to become teachers in their own community. The girls of Grade 8 were accommodated in hostels and provided with the training called B Level and they were appointed as primary level teachers in their own communities. The MOE through BPEP has been supporting the rehabilitation of 18 hostels.

Feeder hostels were started in 1971 when HMG had started the project "Equal Access for Women to Education" with the objective of preparing role model female teachers in the rural and remote areas. The first training for secondary level girls was started on the Pokhara Campus and due to the success of the training, it was extended to other districts, Dhankuta in 1972 and in Nepalgunj in 1976.

The major objectives of the programme were as follows:

- Increase the number of female teachers in primary schools by providing opportunities for training to girls, especially in remote areas, who have not passed SLC.
- Provide academic upgrading programme to girls from disadvantaged groups as a prerequisite for teacher training programmes, since it was difficult to find girls with the minimum qualification for training.
- Mobilise rural people towards developmental activities with the help of female teachers in the literacy programme and in schools.
- Develop a positive attitude towards girls' education.

During the early eighties NORAD supported the government to provide physical facilities for the upgrading programme. The hostels were affiliated with the secondary schools of the district headquarters and they were constructed within the vicinity of the schools.

In 1980 the training was also gradually introduced for the girls who had passed SLC. Around 1985, the government enforced a policy of specifying a minimum qualification for teaching to be an SLC pass but it had a negative effect on the teachers without SLC qualification. Although they were provided with the opportunity to study SLC. Very few got through and about 3,000 teachers lost their jobs.

At present, there are 18 hostels in operation and the provision of hostels is one of the strategies to increase the number of the female teachers, which in turn will have a positive impact on girls' enrolment. The girls of the feeder hostels receive scholarships under the Upgrading Scholarship Programme.

Upgrading Scholarship

Since the EGWN programme started, the Upgrading Scholarship Programme has been implemented continuously in 18 feeder hostels. This scholarship is

provided to girls from remote areas of Classes 4 and 5 to continue their studies to SLC. In each feeder hostel, there is a provision for 20 girls depending on the accommodation available in each hostel. The scholarship rate was increased in FY 2056/57 (1996/97) from RS. 550 to RS. 850 per girl per month for feeder hostels in accessible districts and from RS. 850 to RS. 1050/ per girl per month for feeder hostels in remote areas. The total quota for Upgrading Scholarships for the 2000/2001 is 360 scholarships with a budget of RS 4230 thousand.

Along with the scholarship for girls, a warden, a cook and a guard are provided in each feeder hostel.

In addition to the government's regular budget allocated for the scholarship and some administrative support, BPEP-II has also supported the hostels financially as is shown in the following table.

Feeder Hostel Special Programme			
a) Coaching Class	Per Hostel	RS. 18,000/-	18 Districts
b) Extra activities	Per Hostel	RS. 5,000/-	18 Districts
c) Material Purchase	Per Hostel	RS. 20,000/-	18 Districts
d) Medicine and Water/Electricity	Per Hostel	RS. 12,000/-	18 Districts
e) Skill Development Training	Per Hostel	RS. 12,000/-	18 Districts
f) Seed Money	Per Hostel	RS. 10,000/-	18 Districts
g) Meeting Management Committee	Per Hostel	RS. 3,560/-	18 Districts
Total	Per Hostel	RS. 80560/-	18 Districts

Women Education Unit, DOE/MOES

b) Achievements/Outcomes (2000/01)

The impact of the feeder hostels is unclear. The original objective to support training for girls from remote areas is still valid. However the mechanisms by which the girls would be appointed to their local schools was never clarified. The girls were never requested to commit a number of years to teaching in return for the scholarship. The number of girls who entered the teaching profession as a result of the feeder hostel programme is not known.

- A Feeder Hostel manual has been prepared. A training package has not yet been developed for feeder hostels.³⁵
- Workshop on the smooth operation of the Feeder Hostels was conducted for 20 hostel wardens.
- A needs assessment for feeder hostel has been carried out.

c) Constraints/barriers:

- The hostels lack an environment conducive for learning (extra fees, disturbed environment, poor quality food, small scholarships for lodging).

³⁵ WES/DOE 2002

- The objectives of the feeder hostel are not clear to the students.
- The charges of tuition fees, admission fees, pocket allowance, electricity, telephone, fuel, water, repair and maintenance were to be borne by the girls, consequently some of the poor girls had to drop out unwillingly with heavy hearts.
- There are difficulties in learning English, Mathematics and Science.
- Generally, girls from far away drop out when they leave for home in the vacation due to their inability to bear expenses for someone to accompany them on the journey.
- Lack of information on the feeder hostel facility at grass-roots level.
- The hostels suffer from poor physical facilities (poor bed condition, lack of drinking water, lack of toilets.)
- The fiscal management of the hostels needs to be tightened.
- There is a lack of regular monitoring and supervision.
- There is a lack of educational facilities as the hostel wardens were not qualified to coach the girls in the subjects in which they had difficulties.
- In some districts the demand is decreasing. The reasons are identified as
 - Lack of facilities and low level of the scholarship
 - Lack of information about the hostel programme
 - No job guarantee after completing the study

d) Recommendations:

The following recommendations are made in order to improve the effectiveness of the feeder hostel system:

- 1. Provide girls with orientation training on the objectives of the hostel.*
- 2. Disseminate information on the feeder hostels at grass roots level to ensure parents and stakeholders know about the programme.*
- 3. Develop a clear and transparent policy to decide who should benefit from the feeder hostel programme.*
- 4. Establish better co-ordination between the hostel management, DEO and VDC.*
- 5. Develop uniform guidelines for running the hostels.*
- 6. Increase the scholarship amount to be sufficient to meet the educational materials and other expenses incurred in the hostels and schools.*
- 7. Provide proper facilities such as rooms, beds, library, compound wall.*
- 8. Provide one full time qualified warden able to coach the students.*
- 9. Make provision for a separate coaching class for the girls of grade 10 to prepare them for SLC.*
- 10. Make the scholarships available on time.*
- 11. Arrange for pre-teacher training for girls after the SLC examination.*
- 12. Obtain post study service bonds from the girls.*

Detailed recommendations on activities, organisations responsible for implementing the interventions are given in the Action Plan in Annex 3.

5.3.2 Scholarship Programme: Sub Component 3.2

Objective 3 Annex 1

“Increase equitable access to basic and primary education specially for girls and disadvantaged children” (BPEP, PIP, 1999)

The scholarship programme has been an important strategy in increasing the enrolment of girls and reducing the cost to parents and an important tool in motivating parents to send daughters to schools. A number of different scholarship programmes have been put in place in different parts of the country.

a) Description

Poverty is possibly the foremost factor limiting girls' educational opportunities. Parents have to bear two types of costs when sending their daughters to school, direct costs and opportunity costs. Some parents are not even able to pay the direct costs once a year and their daughters are therefore deprived of the opportunity of education. Some parents with very limited resources, prioritise the sons.

The scholarship scheme was included in the Equal Access of Women to Education Programme, which was initiated in 1971. This programme was meant to train rural girls as female primary teachers, as female teachers were considered to be an important determinant of the enrolment of girls. The girls of Grade 8 were motivated to join the training centre and were provided with B level training, as they were not SLC passes. These girls were given scholarships with residential facilities. Though the programme provided scholarships, they were part of the Teacher Training Programme.

The scholarship programme was continued from 1983/84 with direct support to primary school girls as a pilot project under the Education of Girls and Women in Nepal Project.

At first it was implemented in two districts, Kavre and Dhading. From 1985/86 it was extended to Makwanpur, Dolakha, Nuwakot, Mahottary and Doti. The scholarship provided was Rs. 30/ per girl for 500 girls for 50 months

In 1988 the late king Birendra Bir Bikram Shah Dev directed the government to fulfil the national commitment to increase the standard of living of the people by providing the six basic needs programme. Primary Education was one of those six basic needs. Under this programme, provision was made for school scholarships, and school dress particularly for girls, which was implemented throughout the country on a quota basis. There was a provision to increase the quota every year by 5 percent. Out-of-school education programme (Cheli Beti Programme) for girls of 10 to 14 years and deprived of formal schooling was also one of the activities of the project. During this period these programmes were implemented with the full support of UNICEF. The scholarship amount was fixed at Rs 250/ per educational year and one group of girls received RS 200/- as school dress and another group of girls

joined the out-of-school non-formal education programme.

Besides the primary level school scholarship programme, there were local school scholarships for girls providing Rs 600/ to Rs.1000/ per educational year in grades 6 to 10.

(i) Primary School Scholarships

At present the primary school scholarship programme is being implemented in 62 districts on the basis of yearly quotas to the district. The scholarship rate is still Rs. 250/ per girl per education year. Another scheme of the primary school scholarship programme for girls is implemented in 12 districts for all girls of Grade I to 5 enrolled in primary school. The amount of the scholarship is the same, RS. 250/ per girl, per educational year. In the current Fiscal Year 2001/02, the quota for the scholarships is 42,021 and scholarship budget is Rs.10,504 thousand.

Besides, BPEP-II has been providing an incentive programme as a pilot project to all girls aged 6 to 10 years at the primary level in the form of a dress allowance and educational materials at the rate of Rs. 500/- and Rs.300/ respectively per educational year in 2 VDCs of 17 districts. In the case of limited resources the incentive is given on a priority basis based on the survey undertaken by WES. 21,641 girls are benefiting from the programme. There are other incentives programmes under BPEP-II as follows:

Basic Primary Education Programme			
Programme	Description	Per girl/one Ed. Yr.	District
1. Programme Educational Incentive	Based on Survey	Dress – RS 500/- Ed. Material– RS. 300/	17 Districts (34 VDCs)
2. Educational Incentive Programme (Special Focused Group)	Based on Survey	Dress – RS. 500/- Ed. Material Rs.300/-	8 Districts (24 VDCs)
3. Secondary School Scholarship (Class 9 and 10)	Quota	RS. 1,200/-	25 Districts
4. Incentive Scholarship (for class five completed)	Top ten person	RS. 1,000/- (once)	75 Districts
5. School Prize (for those who retain more girls)	Per VDC One School	RS. 12,000/- Per School	17 Dist. VDCs SFG – 8 Dist. 24 VDCs
6. Awareness Raising Programme - Gender training for primary teachers (both male and female with equal numbers) VDC, chairperson - Street Drama - Educational rally with play card and posters			Documentary Film Show Street Drama

WES, MOES/DOE

Local School Scholarships

This scheme is continued from the period of EGWN project and is implemented in 75 districts at present. The objective is to increase the number of girls passing the SLC in the district, who can then enter the

teaching profession, thereby increasing the female teaching force. The scholarship rate is still Rs. 60- 100/ as per grade 6-10 per girl per month. This number of scholarships is based on yearly quotas for the districts. In the current FY the 2001/02 the quota for the scholarship is 14,951 and the budget is Rs.11,979/-.

Campus and Ten plus Two Girls Scholarship

This scholarship also continued from the EGWN project. Girls studying Education in the campus at Certificate level, are awarded Rs. 450/ per girl in easily accessible areas and Rs. 550/ in remote areas. This also is based on quotas. When there was no system of higher secondary education, this scholarship was given to campus level girls who were studying education. Now in some schools education can be taken as major subjects in class 11 and 12 and the girls of these grades can now get now a scholarship of the same amount as those of the campus level.

b) Achievements/Outcomes

The achievements of 2000/2001 are as follows:

S.N	Activities	Annual Targets and Progress		
		Target	Progress	%
1	Incentive Programme	34 VDCs	34 VDCs	100
2	Secondary Girls Scholarship	2500	2223	69
3	Feeder Hostel Programme	18	18	100
4	Scholarship for Top Girls	750	740	72

b) Constraints

Evidence of an increase in girls' enrolment as a direct result of the scholarship scheme is not very strong, though girls' participation and retention rate has increased over a period of time. In the five years from 1995 to 1999 the proportion of girls in the total number students increased by only 1 percent. This increased participation rate could be attributed to a number of factors including the scholarship programme. The number of scholarships is limited and comparatively few girls benefit. The value of the scholarships is very small and scholarships frequently arrive late. Scholarships are sometimes misused. Information on the scholarship is not always easily or widely available and it is not always the most needy girls who receive the scholarship, particularly in the 12 districts where there is a blanket approach and all girls receive scholarships. The scholarship amount is far less than the value of the work done by the girls. The programme is inadequately monitored and supervised.

In the Maoist insurgency areas, it appears that the Maoists give a monthly amount equivalent to about ten times the amount offered per year on the incentive scheme to girls to work with them. This is an abnormal situation, but the temptation this poses for girls and their families can be understood. It is unlikely the scholarship provided to the girls could ever equal this amount. It is

to be hoped that the rewards that education brings will encourage parents to send their daughters to school.

d) Recommendations

- 1. The quota and the amount of the scholarships at the primary level should be increased.*
- 2. Scholarships should be released before the school term starts*
- 3. Management of the scholarships should be streamlined and simplified at central and district level.*
- 4. Criteria for awarding scholarships should be standardised and information about the scholarships should be made available to all the community.*
- 5. Strict action should be taken against the misuse of scholarships, such as refunding the money.*
- 6. Effective follow-up and monitoring of the programmes should be carried out.*
- 7. An in-depth evaluation of the scholarship programmes should be carried out with particular emphasis on identifying measures for the best utilization of resources in terms of selecting needy girls instead of taking a blanket approach.*
- 8. A separate study should be carried out to evaluate the effectiveness of the Campus level scholarships.*

5.3.3 School Uniform

Objective 3 Annex 1

"Increase equitable access to basic and primary education especially for girls and disadvantaged children." (BPEP, PIP, 1999)

a) Description:

School uniform is part of the incentive programme package designed for out of schoolgirls from the most disadvantaged groups.

School uniform was first started in 1983 as one of the activities of the Project Administrative component of the Education of Girls And Women In Nepal Project signed between HMG and UNICEF for the period of five years. Scholarships, uniforms and other incentives were included in the Direct Support for Primary Girls in Selected Areas programme of the project. This was especially meant for Chepangs, one of the minority groups. The uniform allowance was fixed at Rs 400/ per year for two sets of uniforms. This programme was extended for another five years from 1988/89 to 1992/92 and again to 1997/98. It was implemented in:³⁶

- UNICEF Basic Services areas
- Other areas served by UNICEF supported projects
- Remote areas /districts
- Disadvantaged groups

³⁶ Source: MOES/UNICEF, 1983

- Support of project funded by other multi-lateral or bi-lateral agencies

The programme for Basic Needs Fulfillment in the Education Sector (1984-2001) also had provision for the school uniform distribution as one of the incentives for raising women's participation in education.

The strategy was to select 10 percent of the total girls of primary level from low-income families and who showed intelligence and to provide scholarships to 50 percent of them. The remaining 50 percent were given a uniform allowance. One of the requirements for the girls selected was an attendance rate of 80 %. This programme had fixed the amount for the allowance at Rs. 200/ for only one set of uniform.

b) Achievements/Outcomes:

Up to 1999/ 2000 671,847 girls got a uniform allowance. The piloting of 17 districts has been completed. The programme has been started in 2 VDCs of the 17 piloted districts. Girls' enrolment has been increasing.

d) Constraints/Barriers:

- The programme is a component of a package programme including education materials and scholarships, therefore the impact of this particular activity is hard to determine.
- Since the allowance of the uniform is given only once there is less chance of its effect on the retention of disadvantaged boys and girls.

d) Recommendations:

1. *The allowance should be provided according to the needs of the students, which may be more than once.*
2. *There should be updated information on the distribution of the allowance and it should be compiled in a comprehensive way.*
3. *A qualitative study should be carried out to identify the actual impact of the activity.*

5.3.4 Nutritious Food Programme

This programme is not included within the BPEP-II, however it seems relevant in the context of raising girls' access to formal schooling.

a) Description

The Nutritious Food Programme was first started on 30 August 1969 and was implemented under a national NGO, the Nepal Children's Organisation. From August 1979 to 1984 it was operated by the then Child Welfare Coordination Committee under the auspices of then Social Services National Coordination Council. From 1984 to 1993, it was operated directly by the Social Services National Coordination Council through the Nutritious Food Steering Committee. During that period this

programme was partially launched in 36 districts.

In January 1996, this programme was restarted as a project with new concepts and different objectives. It was decided to launch the project under the Ministry of Education and Sports through the joint investment from His Majesty's Government of Nepal and the World Food Programme. The objective of the project was to arrange midday meals for the children at primary level in the districts where the enrolment rate was low.

The first phase of the project was for 18 months. Due to the successful implementation of the project it was extended for a further five years from 1998 to 2002 with a plan to gradually extend the activities to other districts. In the current fiscal year 2001/2002, the World Food Programme with the assistance of the American Government has added five more districts: Nuwakot, Rasuwa, Makwanpur, Udayapur and Ramechhap under the Global Food for Education Initiative. This programme aims at providing nutritious food for 200,000 students from Grade 1-8. Under the girls' motivation programme, 57,000 girls from Grade 2 to 8 have been targeted to benefit from this programme.

The programme will end in August 2002. In order to continue the programme the World Food for Education project is in the process of preparing for 2002 – 2006 in order to:

- Increase students' stamina for study by providing food for relieving short-term hunger.
- Distribute medicine for de-worming and educate the children on this to improve their health and nutrition in order to help decrease the children's irregular attendance in school.
- Implement the girls' incentive programme in order to raise girls' enrolment, and improve their financial and nutritional situation.
- Introduce the Mother and Child Health Care project as a pilot project to improve the health of pregnant and lactating mothers.
- Raise the enrolment rate, particularly of girls, through the joint efforts of the school, the family and the community by reducing gender disparity and involving mothers in the day food programme.

b) Achievements/Outcomes

The following activities are being carried out:

- Nutritious flour 85 grams, sugar 15 grams and 10 grams ghee or oil to meet the calorie requirement of the children, have been distributed in the schools of 16 districts for the last 6 years where the enrolment rate of children is low.
- This year, five more districts have been added under the Global Food for Education Initiative. It aims to distribute Food for 200,000 students from class 1 to 8.
- This programme aims to benefit 57000 girls.
- In the districts of Doti and Dandeldhura, the parents who send their daughters to school are provided with cooking oil to at the rate of 3

litres per daughter for up to two daughters for two years. For more than two daughters the quantity remains the same at 6 litres. This programme only applies to primary schools. In the five districts to which the programme has recently been extended, the quantity is reduced to 2 litres per daughter.

- In Doti the number of school going girls has increased from 2800 to 4000 over two years.
- Students are given deworming medicine twice a year under the supervision of the health worker.
- The Mother Child Health Care Programme is implemented in Doti and Dandeldhura districts. Under the programme, nutritious food is provided for women 6 months into pregnancy and 6 months after delivery.
- Training in the management of the food is provided for the local social worker, intellectuals, teachers and RPs.
- Orientation programmes and awareness raising programmes are also being conducted.
- Supervision and monitoring is carried out to check the storage, maintenance and proper use of the food.

c) Constraints/Barriers

There is a lack of storage facilities in the schools without which the quality of food deteriorates making the food harmful and distasteful. Local social workers, teachers, and resource persons are insufficiently involved in managing the food. Parents and others concerned with the programme do not understand the importance of good nutrition.

d) Recommendations

1. *Community awareness programmes on the importance of nutritious food should be launched.*
2. *Provision should be made for the good storage of the food.*
3. *The feeding programme should also be linked with the BPEP-II programme.*
4. *The programme should be extended to districts where girls' enrolment is low.*
5. *A survey of the impact of the food programme on enrolment and retention should be carried out.*

5.4 Education of Special Focus Groups: Component 4

Objective 3 Annex 1

“Increase equitable access to basic and primary education especially for girls and disadvantaged children.” (BPEP-II, PIP)

a) Description

The population of Nepal is a unique mixture of cultural diversities. Based

on the 1991 census, the Social Assessment Report of CERID (1997) showed that in Nepal there are 29 caste groups and 26 ethnic groups, the former being caste based and the latter being ethnic/tribe based.

Similarly Gurung (cited in CERID, 1997) has described the social composition of the ethnic groups as, a) caste/ethnicity: b) language or mother tongue: c) religion or belief. The 1991 census report has listed 60 ethnic and caste groups of which 29 are from terai, 29 from the hill districts and 2 from the mountains also including the linguistic groups.

In earlier times there was Gurukula education and it was under the prerogative of the so-called high-class people according to Bista (cited in CERID 1007). People of other castes were excluded from educational institutions. Out-of-school children were given education by their parents in their own tradition. There was a belief that if low caste people were given access to education it would disturb the social system and pollute the learning itself. This was the belief in the case of women's education as well. Women were prohibited education.

The analysis of data done in the study by Chetri (1996) census data of 1991 reveals that most of the disadvantaged population is concentrated in the terai belts with the exception of two districts, Rasuwa and Nuwakot in the mountain and hilly region where the highest proportion of the disadvantaged population exist (CERID,1997). Out of the 17 groups of disadvantaged people covered by the study, 7 are classified as remote area dwellers, 10 as linguistic minorities, 7 as so-called untouchables, 2 as shifting groups; almost all of them are impoverished.

The study revealed that there are variations in the pattern of settlements. In mountain areas settlements are more scattered and in the plains the settlements are located closer together.

The majority in these communities are poor wage earners and in some cases there are location specific occupations. On the whole, with very few exceptions, the common characteristic is poverty.

The study report on "Reaching the Unreached" (Team Consult 2001) has pointed out that female illiteracy is very high in Nepal with as many as three out of five women illiterate concentrated in the disadvantaged communities. The study has identified 114 such communities. According to the study, poverty is not caste specific as such, but it depends on location and resource ownership. In locations where lower caste people are the majority even so-called higher class people such as Brahmin or Kshyatriyas are disadvantaged.

According to the Social Assessment Study (CERID, 1997) schools are within 5 minutes to 90 minutes walk of the settlements and the Non-formal Education Centres are within 2 to 15 minutes walk. Accessibility is not the

major issue in most areas.

Efforts to promote primary education have been carried out since the early 1980s. The implementation of the Basic Needs Programme brought a rapid progress in the expansion of primary education within the country.

The policy intervention of BPEP-II has been to launch the activities as regular programmes throughout the country within the framework of decentralisation.

BPEP-II is addressing the unique problem of schooling the children of special focus groups by creating a special fund to support proposals to pilot incentive programmes focussing on this group. It has also proposed to integrate both formal and non-formal education interventions by involving NGOs in the preparation and running of programmes based on the assessment of students and teachers. The funds are to be channelled through NGOs.

The objectives of the Special Focus Group Component are:

- To encourage children of un-served communities living in isolated areas to attend school.
- To assist children who are attending to complete school.
- To support children by providing RS. 500/ to the students for school uniform and RS. 300/ for educational materials.
- To promote awareness of education among the communities of the special focus groups

b) Achievements/Outcomes

- The programme has been piloted in 24 VDCs in 8 districts, Ilam, Siraha, Rupandehi, Bardiya, Kanchanpur, Sindhupalchok, Kapilbastu and Kailali.
- The programme has contributed to increasing access and retention by about 13 % and improving learning achievement by around 7 %.
- 50,438 children benefited from this programme. The proportion of boys and girls is not known
- Advocacy programmes have been conducted in the “pocket” areas.
- Incentive Management Committees (IMC)s have been formed to distribute incentives.
- Orientation programmes were conducted for DEOs, school supervisors, resource persons, accountants and members of IMC.
(Status Report BPEP- II, 2001).

The Special Focus Group programme is trying to work with the Badi and Deuki community of western and far western Nepal where girls are earning through prostitution to support their families.

c) Constraints/Barriers:

In spite of the interventions made by the BPEP programme and others, the extent of coverage is limited.

- The school nutrition programme and the school dress programme also have very limited coverage of disadvantaged children; their impact is therefore limited.
- In the areas with a disadvantaged population, the proportion of trained teachers is very low.
- In the hilly areas some schools have incomplete primary Grades.
- Widespread poverty is one of the more pertinent reasons for not sending children to school, and priority is given to boys.

d) Recommendations:

1. *Location specific disadvantaged groups need be identified and targeted accordingly.*
2. *Food for Work and school nutrition programmes should be provided to support the disadvantaged target groups.*
3. *Continuous efforts need to be made to improve the quality of teaching through appropriate teacher training and production of quality teaching as well as learning materials in schools in these areas.*
4. *Appropriate and adequate physical facilities should be provided to these areas in order to attract and retain more children, especially girls in schooling.*
5. *The policy of one female teacher should be seriously enforced prioritising these areas.*
6. *Schools should have complete primary cycles of 1 to 5 Grades.*
7. *SMCs should be formed and mobilised for the monitoring and supervision of schools*
8. *Local NGOs and CBOs should be empowered and their schools should have the complete primary cycle of Grades 1 to 5.*
9. *Local NGOs and CBOs should be utilised by empowering them to prepare and offer programmes based on the needs assessment of teachers' and students'.*
10. *A Special Focus programme should be designed for Badi girls which includes social and economic programmes as well as education.*
11. *All the statistics in this programme should be disaggregated to ensure girls as well as boys benefit.*

5.5 Special Education: Component 5

Objective 3 Annex 1:

“Increase equitable access to basic and primary education especially for girls and disadvantaged children.” (BPEP-II, PIP)

a) Description

A class for blind (disabled) children was started by a laboratory school under the special education programme, through an integrated approach in 1964. A school for the deaf also was established by the then Nepal children's organisation at Naxal in 1966. The service was extended to physically disabled and blind children by an NGO – the Nepal Disabled and Blind Association (NDBA) in 1969. A training centre was also established for the blind and disabled at Jorpati, Kathmandu.

After the implementation of the National Education System Plan (NESP) 1971, the special education programme was included in the education system as a responsibility of the government for the first time in the history of the educational development of Nepal. Welfare organisations were also created for blind, deaf and mentally retarded children in 1981. 1981 was observed as the International Year of Disabled Children. In 1990, the Association of the Disabled and the National Federation of Associations of Disabled Persons was established.

After two years of implementation of NESP, a special education committee was formed under the chair of the Honourable Education Minister to formulate policy and guidelines for the implementation of its programme. The objective of the organisation was also to make available resources and manage curricula, textbooks and educational materials.³⁷

HMG/N, MOESW launched a national special education programme (NSEP) as an integral part of the BPEP-I. In 1994 it created a special education unit as the secretariat to the council and as well as an implementing agency.

By the end of BPEP-I, the special education programme was implemented with the DANIDA funding in 23 districts in the 5 development regions.

After the implementation of BPEP-II, the special education unit was merged into the regular government programme through the special education section of DOE. As a result special education is on going and implemented as one of the components of BPEP-II to increase equitable access to primary education for all kinds of disabled children. The integrated approach of BPEP-I is replaced by the inclusive approach of BPEP-II, which is more cost-effective. This programme has been expanded to 45 districts during phase II.

³⁷ A Leaflet of Special Education in Nepal: a historical background. MOES/BPEP Special Education Unit, 2051.

Key Strategies of the programme:

- A community based awareness programme for the identification and enrolment of disabled children within the catchment area.
- Inclusion of Special Education in the regular basic and primary education system.
- Integration of disabled children in regular primary schools either into the regular classroom, or in self contained classes.
- Access for disabled children to education and related services.
- Quality professional capacity building.
- Efficient and effective management of the programme and its gradual development in a co-ordinated fashion.
- A specific teacher training programme.
- Supply of special education materials.
- District based co-ordinators and assessment services.³⁸

This special education programme is being implemented for deaf, blind, physically disabled and mentally retarded children, in order to achieve social equity.

b) Achievements / Outcomes

According to the special education section of DOE:

- At present 228 resource classes are being implemented in 35 districts.
- Residential scholarships are being provided for more than 6000 disabled children.
- Scholarships are being provided for 3400 physically disabled children to access an integrated classes in the primary schools.
- An assessment centre has been established in 35 districts.
- Mass awareness programmes have been implemented in the districts where special education programmes have been introduced.

According to the status report of BPEP, Nov. 2001, achievements at district level as well as central level are:

i) Summary of Progress at the District Level

Programme	Sub total	Annual target		Annual Progress		Remarks
		Target	Unit	Achievement	%	
Special Education	1. Management of Resource Classes	17	Class	17	100	
	2. Material for resources classes	207	„	179	86	
	3. Integrated	201	person	201	100	

³⁸ A Leaflet of National Special Education Programme, MOESW, 2050.

education for blind and partially deaf				
4. Integrated education for physically handicapped	1200	„	809	67
5. Residential facility for physically handicapped	2070	„	1369	66
6. Establishment of assessment centre	26	Centre	26	100
7. Basic Training	230	person	143	62
8. Recurrent Training	190	„	81	43
9. Awareness Training	230	„	196	85
10. Training for Parents and caretakers.	2077	„	1415	68

BPEP-II, Status Report, MOES/DOE. Nov.20021, page 147

ii) Summary of Progress at the Central Level

Programme	Sub total	Annual target		Annual Progress		Remarks
		Target	Unit	Achievement	%	
Special Education	1. Disability Survey	4	-	0	0	
	a) Orientation for trainer	26	-	26	100	
	Resource Class Trainer Training	36	-	26	72	
	b) Upgrading Training	190	-	150	79	
	c) 2.5 month training for teachers	45	-	17	38	
	Support material development	2	-	2	100	
	v) Braille Books management	600	-	600	100	
	viii) Vocational Training	10	-	1	10	
	ix) Child and Parents integrated programme	188	-	188	100	

BPEP-II, Status Report, MOES/DOE, Nov. 2001 page 150

It has not been possible to determine how many boys and how many girls, mothers or fathers have been involved in the programme.

iii) Field observation of Special Education

Saraswoti Primary School

On 12th Feb.2002, one of the national consultants had an opportunity to visit a wing of special education at Saraswoti Primary School Nepalgunj, Banke. There were a group of 11 mentally retarded children. One male teacher was with them in the class during the visit time. One girl had started but she had

already dropped out. The rest of the children were of different age groups. According to the teacher it was very difficult to keep them in the class. There was a female helper yet it was quite difficult to look after them. According to the teacher they are quite different in their mental abilities. For most of the time they were included in the regular language and mathematics classes, otherwise they were taught separately in their own room in the same school. These children were mostly from the school catchment area. They came with the help of their parents. In the beginning some children sometimes created problems in the integrated regular classes, but after some time began to adjust

Normal children were not adversely affected, as they could understand the abnormalities of their friends even though it sometimes disturbed them. Tiffin was provided for the disabled children. This did not upset the other children who were not provided with tiffin.

The special education programme here appears to some extent to be gender biased. Very few disabled girls are attending school. Teachers told us that parents were not interested in sending their disabled girls to school. There appears to be no special efforts to encourage parents to send their disabled girls to school

Bageshwori N. R. Primary School

The other school visited was Bageshwori N. R. Primary School, Bilashpur, which was located in village ward no.16. This was established in 2040. In this school, there was an inclusive education programme, under the special education programme. This school was in a backward community (Bird killer). Due to the practice of closing on the last day of the month, the school was closed on the day of the consultant's visit. According to the RP and the female head teacher, particularly poor and needy children were coming from the catchment area. Under the inclusive education programme there were 13 children in the school the previous year and this year the number in Grades 1 –5 increased from 13 to 30, There were also some girls in the group.

c) Constraints

- Sometimes the Special Education Council supports NGOs to run the programme; this results in confusion about the role of council and the section of DOE.
- No co-ordination in the training of Special Education and other general training programmes.
- Lack of co-ordination between the Special Education section of the DOE and NGOs.
- Unstable supply of materials.
- Lack of data on the disabled children and data not gender disaggregated
- Resource classes are not functioning as remedial classes.
- Lack of information about the establishment of inclusive classes.
- Lack of preparation of other subjects of primary education for disabled children.
- Lack of initiatives to sustain the programme

- According to the teacher in the school in Banke, as just one teacher, it is very difficult to look after a class of mentally retarded children.
- Lack of trained helpers.
- Lack of appropriate learning as well as other necessary teaching materials, as well as a lack of furniture.
- There is no motivation for disabled girls to come to school.
- At present no girls participate in the special education programme in one of the two schools visited.

d) Recommendations

1. *Conduct a survey to determine accurately the number of disabled girls and boys.*
2. *Make the programme cost-effective.*
3. *Develop training for developing less expensive learning materials for disabled.*
4. *Avoid confusion and duplication.*
5. *Develop co-ordination between the government and NGOs and give greater responsibility for special education to NGOs.*
6. *Develop good mechanisms for constant supervision and follow-up programmes.*
7. *Expand inclusive classes on the basis of disabled children by schools and districts.*
8. *Organise different educational programmes to develop self-confidence and a feeling of being an equal citizen.*
9. *Child psychology should be included in the teacher-training programme.*
10. *Provide appropriate learning as well as other necessary materials.*
11. *Raise awareness among communities and school of the need to educate disabled girls as well as disabled boys.*

5.6 Early Childhood Development: Component 6

BPEP-II Objective 2 Annex 1

“Raise learning achievement especially in Grades 1 to 3.”

a) Description

The goal of the Early Childhood Development Programme is to bring about the overall development of children between 3 and 5 years old. The short-term objectives are to prepare children for primary schooling. The programme also aims to reduce the number of under age children in Grade 1, thereby improving the retention and learning achievements of Grade 1 children of school age. The programme is targeted at those areas where large numbers of underage children enrol in Grade 1.

The government has accorded a high priority to the development of Early Childhood Development (ECD) programmes as one of the strategies for achieving quality and efficiency in primary education.

The government intends that the communities themselves operate ECD programmes with some assistance for the cost of establishing the centres and technical costs. The programme envisages encouraging parents to work as volunteers to support the facilitators. All facilitators have to be women. The programme plans to operate 5700 ECD centres within two years.

Provision is made for an ECD National Council to formulate and update policies. The council will include representatives from the Ministry of Agriculture and Co-operatives, Ministry of Local Development, Ministry of Women, children and Social Welfare, the Federation of VDCs, Municipalities, DDCs & NGOs. At central level an ECD section has been established under the Department of Education to be the national focal point of the ECD programmes.

By February 2001, 2915 ECD centres had been established in 42 districts. The ECD programme is supposed to benefit both boys and girls, but much of the documentation refers to children, there is a risk of girls being overlooked.

The objectives of ECD programme are to:³⁹

- To promote the physical, intellectual, social and emotional development of children.
- To create awareness of the ECD programme among parents and communities.
- To relieve older girls of the care of younger siblings.
- To develop a feeling of confidence among children.
- To promote opportunities to enjoy nature.

b) Achievements/Outcomes

- 2195 ECD centres are operating in 42 districts.
- Curriculum and training packages have been developed.
- 210 persons from various organisations: DOE, DEO, NGOs were trained as trainers.
- 2360 facilitators were trained.
- 59000 parents were provided with parental education.

c) Constraints/Barriers

The ECD programme does not yet appear to be operating as part of the total educational provision. Stronger links need to be made with primary schools. ECD centres are also established by other organisations and there is no co-ordination among them. Female staff working in ECD centres need to develop a common voice.

Some communities are unable or reluctant to bear the costs or provide facilitators for the programme

³⁹ Status Report BPEP-II, 2001

d) Recommendations

1. *Planners and policy makers should be given training on the concept, purpose and importance of the ECD programme.*
2. *Orientation training should be given to parents, VDC members and the community.*
3. *There should be a close link between primary schools and ECD centres.*
4. *Gender disaggregated data on the attendance of boys and girls and ECD staff and managers should be compiled.*
5. *The ECD centres should be linked with the Nutritious Food Programme so that the children of the centres get a mid day meal.*
6. *A study on the ECD centres should be carried out to assess the success of the programme.*

5.7 Community Mobilisation: Component 7

Past experience indicates that central level management can achieve little without support and initiatives at local level. Therefore BPEP-II includes a community mobilisation component to promote the active involvement of local stakeholders such as DDCs, VDCs, VECs, SMCs, RPs, parents, local leaders, head teachers and teachers to address the issues of non-enrolment, non-attendance and low rates of retention in primary schools.

a) Description

Community mobilisation activities have been developed to overcome issues of access, retention and learning achievement through the involvement of people in the communities. Community stakeholders discussed and identified issues and agreed a common vision. It is assumed that this process will create a common understanding and awareness among people of the value of educating children, especially girls.

The main objectives of the community mobilisation programme are to ensure the enrolment of out-of-school children, especially girls and children from disadvantaged communities, to enhance internal efficiency and students' learning achievement by improving the regularity of teachers and students through increased community participation and to increase educational awareness among the beneficiaries of the school children and parents.

The key strategies to achieve this are:

- Implementing awareness raising activities and other advocacy programmes on a massive scale.
- Ensuring community participation in bottom-up planning.
- Focussing on the enrolment of girls and children from disadvantaged communities.
- Using the school improvement plan (SIP) as a vehicle for involving the communities in the school planning process.

- Developing information, education and communication (IEC) materials.
- Using printed as well as electronic media to disseminate and communicate information.
- Developing mobilisation activities in partnership with NGOs, CBOs and other community service providers.

b) Achievements / Outcomes

Community mobilisation activities have been implemented at grassroots level and generally result in an increase understanding of the value of education, the importance of good quality education and good management of schools. However community mobilisation is still needed in many un-served areas.

Some of the major community mobilisation programmes that were implemented have achieved the following targets in FY 2000/2001.

	Target	Annual Progress	%	Remarks
Awareness Workshop	290	276	95	
Street Drama	275	263	96	
Mothers Gathering	674	425	63	
Children Competition	430	415	97	
Children Rally	430	413	96	
Folk Song Competition	215	155	72	
Video Demonstration	400	239	60	
Classroom Song	20	14	70	
School Survey Programme	200	112	56	This is not in the district summary
Committee Formation	200	116	58	
Distribution of Musical Instruments	60	40	67	

BPEP-II, Status Report 2001

Other outputs according to the Third Party Review (2001) are:

- Bottom up planning has started in the education sector.
- Some SMCs have surveyed their catchment areas to identify children who have not been enrolled in school and to identify low retention rates of children who had been enrolled.
- The SIP programme has been initiated in a pilot form.

GAT had the opportunity to visit two schools in the Kavre district in Jan. 2002. One of them, Shree Hanuman Secondary School, Pataleket had been established in 1963. This was an all-through school. There were 12 teachers including 1 female teacher at primary level. There were 182 students of which more than half, 103, were girls. The school building was not in good condition; earlier there was no toilet and no drinking water facilities. There was no SMC but the local people, local club and local (Japanese supported), NGO Reukai, visited and assisted the school.

The team also visited Mahendra Secondary School Sangha, Kavre. This school also had no formal SMC. The acting SMC chairperson, who attended the meeting of the audit team with the staff at the school, was also the VDC

chairperson. He had mobilised the people in Sangha and they provided labour, brought wood from the community forest and raised the sum of Rs 30,000 from the VDC and renovated the school building the previous year (2000). The chairperson was very impressive and very committed to the school and the education of the community.

c) Barriers / Constraints

The outcomes mentioned above demonstrate the importance of community involvement and community mobilisation in achieving the objectives of BPEP-II. However in many districts there are many challenges to achieving community mobilisation.

According to the Third Party Report (2001) SMCs and VECs have not been constituted in most communities. The GAT visit to Kavre and Dhanusha confirms this. In general people's participation in school affairs is very low. There is a notion that the spirit of community contribution no longer exists because of the low economic status of the people. There is also evidence that after the introduction of the plan for the new education system in 1971, a bureaucratic flaw led to the loss of the community mobilisation aspect in the education sector. BPEP-II has tried to revive this, focussing on gender as well as social equity.

d) Recommendations

- 1. Encourage community participation by presenting certificates or awards in recognition of individual or group efforts.*
- 2. Provide training to people in educational management at local level to enable them to mobilise the local community.*
- 3. Hand over management of the school and monitoring responsibilities to local people, women as well as men.*
- 4. Involve local men and women in the financial management of the school.*
- 5. Give the local community a sense of ownership of the school through implementing the decentralisation policy in a real sense.*
- 6. Adopt the COPE modality for community participation.*

5.8 Literacy Programme (Women Education Programme): Component 8

Objective 1 Annex 1

“Strengthen institutional capacity at national, district and community level to deliver more efficient basic and primary education services.”
(BPEP-II, PIP)

a) Description

The literacy programme was started in Nepal after the end of the Rana rule in the 1951. It was initiated as a supplementary programme to meet the needs of out-of-school children and non-literate adults. Currently the Non-formal

Education Centre is operating adult literacy programmes. These are expected to increase the enrolment rate of children, raise their attendance rate, decrease drop out rates and raise their learning achievement. The Non-formal Education Centre is also implementing other types of non-formal programmes for children and adolescents to bring the out-of-school children within the mainstream of education. Along with the government's regular adult literacy programme for both men and women, BPEP- II has focussed on the women's literacy programme. The activities under this programme aim at raising female literacy in the 15 to 45 year age group.

There are two phases of the programme, Women Education Programme, WEP phase I and WEP phase II. WEP phase I focuses on delivery of basic literacy and WEP phase II is designed to provide functional skills with a stress on the literacy skills relevant to income generating. Under BPEP-II, 200,000 women are targeted to benefit from the programme by the end of the project. WEP is gender specific focussing on women; other adult literacy programmes cater for both men and women.

WEP has three aims - to raise the level of literacy among women, to provide the literacy necessary for income generation to empower women economically, to promote parental literacy in order to reduce children's drop out and raise the attendance rate.

b) Achievements/Outcomes

WEP is currently operating in 60 districts. 1600 reading materials have been revised under WEP I for 60 districts. Training of trainers (TOT) has been provided to 40 trainees in the 60 districts. 60 local supervisors have been trained for the 60 districts. In addition 90 income generation programmes have been conducted and educated local women have been trained as facilitators.⁴⁰

c) Constraints/ Barriers:

Due to the lack of illiteracy mapping it is difficult to assess the needs of the districts. There is high rate of drop out in the WEP 1 and this needs to be addressed by reviewing the teaching learning methodologies, the relevance of the programme and the training and support provided to facilitators. There is little monitoring and supervision at the district level. Improvement in literacy levels as a result of this programme is not known

d) Recommendations.

- 1. Mapping of the literacy levels in districts involved in BPEP-II should be carried out at the earliest opportunity.*
- 2. The literacy and numeracy required by women in the districts should be identified and programmes developed which address these requirements.*

⁴⁰ Status Report BPEP-II 2001

3. *Feasibility studies and market research should be carried out to identify appropriate income generation activities so that marketing problems do not arise.*
4. *Effective monitoring, supervision and evaluation systems should be established at central and district level.*
5. *A range of teaching and learning methods should be used, and modes of learning developed by NGOs considered as appropriate.*

6.0 CONCLUSIONS AND RECOMMENDATIONS

In concluding the gender audit, this chapter briefly summarises the considerable achievements and also presents the challenges facing the MOES/DOE. A summary of recommendations in relation to improving the effectiveness of the components is given. In order to achieve the EFA goals, the gender team strongly recommends moving away from the current practice of implementing programmes for girls through a separate Women's Education Section, to a strategy of integrating gender into the policy and practice of all divisions and sections of the MOES and encouraging the implementing agencies to do the same. A 10 point Action Plan for achieving gender integration in education, including developing a gender policy, is proposed and a series of tasks identified in order to achieve gender integration in the department.

6.1 Achievements

The achievements of HMG in establishing a comprehensive nation-wide structure for basic education are considerable. 90% of children are within 15-90 minutes walk of a primary school. The NER for both boys and girls is improving, though there is still a significant gender disparity. There is less disparity in boys' and girls' retention and educational achievement. WES has implemented a number of incentives which taken together have improved girls enrolment. There is a greater awareness not only of the need to educate girls, but also of some of the difficulties they face and ways are being found to overcome some of the cultural and economic barriers. Decentralisation is proceeding and there is an awareness of the need to ensure women are included in this process. The statistical information in EMIS provides a valuable, though as yet incomplete monitoring tool.

6.2 Challenges

There are still a number of districts in which girls' enrolment is not increasing for cultural and economic reasons. Dalit girls and girls from special groups, linguistic and cultural, and handicapped girls attend school in significantly lower numbers than boys from the same groups; this needs to be closely monitored.

6.2.1 Special Incentive Programmes:

The special incentive programmes are appropriate, but the Feeder Hostel Programme needs significant improvement if it is to achieve its objective to train girls from remote areas to become teachers. The scholarship programme is effective but limited in scope. The amount given in local and primary scholarships is very low and the number receiving scholarships is small, though there is now a blanket approach in 12 districts. It appears (May 2002)

that the Maoists may be offering substantial monetary incentives to girls to join their ranks. This may negatively affect girls' enrolment even with the incentive of a small scholarship.

6.2.2 Teacher Training:

By October 2001 recurrent teacher training had been organised in 1035 resource centres established in 60 districts. Training for the current financial year will take place in all 75 districts in 1275 resource centres. For some experienced teachers this is the first training they have received. Teachers interviewed say they benefited from the training, learning new methods like lesson planning, group work and developing materials. However, both they, the trainers and RPs said that the techniques learned in training were not always put into practice, partly due to a lack of materials. RPs and trainers requested a longer period of training for themselves to improve their effectiveness. There were no separate training modules on gender; gender issues need to be incorporated more fully into the regular recurrent training programme.

The exceptionally low numbers of female NCED trainers is of great concern, more particularly as this does not appear to have been considered an issue. A female perspective is needed in all areas of the education system if girls are to receive the education and female teachers the training and support they need. The lack of awareness of the gender imbalance in this area supports the need for a much greater focus on integrating gender into the implementing agencies such as the NCED, CDC and DEC as well as the DOE divisions and departments.

6.2.3 Female Teachers:

Non enforcement of the policy of appointing at least one female teacher in each primary school is disappointing. 8000 schools are still without a female teacher and the female teachers still only constitute 25.3% of primary teaching force. NGOs such as COPE operating non-formal education programmes have been able to find sufficiently qualified girls in the communities in which they work. It is therefore reasonable to assume that the reasons for non-appointment, as was indicated to the audit team, are political and cultural. More women are required in senior positions and experienced female teachers should be encouraged to apply for promotion to head teacher.

6.2.4 Quality of Education

Mobilisation campaigns, incentives and recruitment of female teachers can, in combination, have a positive impact on the enrolment of girls, but parents will make economically and socially based decisions regarding sending their daughters to school, weighing up the economic and social benefits in the long term and the economic loss in the short term. If there are no long-term benefits, they will not be prepared to sustain the shorter term, but very serious, loss to their scarce income.

Good gender sensitive teaching, good unbiased teaching and learning

materials, caring, gender sensitive male and female teachers, a good, female friendly classroom atmosphere, good physical facilities, toilets, water and boundary walls and good gender sensitive school management will improve the internal efficiency and effectiveness of the education system and encourage parents to send both boys and girls to school.

6.2.5 Equity in Educational Management

The gender audit team has noted with concern the low number of women in educational management and supports the findings and recommendations of the IA and the statement in the Joint Government Donor Mid -Term Review that:

"The HRD plan needs to be revised to go beyond gender sensitising training and to actually allow women to be in the decision making from school level to DOE/MOES level. In order to allow women to move from implementers to policy makers, the MOES will have to be completely committed to developing female leadership." (March 2002, page 12)

As well as gender sensitisation, which the team believes is essential if gender issues and gender mainstreaming is to be understood conceptually and implemented practically, the gender audit team has proposed a review of the Civil Service Regulations in relation to recruitment, training and promotion. The team has also recommended training to develop women's skills in leadership, policy formulation and strategic planning.

Many recommendations regarding improving the access, retention and achievement of girls in education have been put forward in a number of excellent reports and many excellent policies, such as recruiting female teachers, are in place. These recommendations need to be implemented Accordingly a significant number of our recommendations echo those made in previous reports and the team can only urge the government to take these forward.

6.3 Recommendations

Much research on girls' education has already been undertaken. The team recommends BPEP-II to focus on action-related research that will have a direct impact on policy and practice. One issue that is under researched and requires further investigation is girls' security in the school environment, particularly as they reach puberty. There are serious issues in many countries concerning sexual harassment of female students by male students and male teachers and the consequent anxiety of parents, which deters them from sending daughters over a certain age to school. This is an area that needs more attention than it has received in the past.

6.3.1. Short Research Studies

- 1 Investigate the girls' security in the school environment and the frequency and perceived frequency of issues affecting girls physical security including sexual harassment.
- 2 Review the packages on certification training for gender sensitivity and gender bias.
- 3 Conduct a survey on experienced head teachers to ascertain barriers to promotion to head teacher.
- 4 Conduct a survey of the impact of the Nutritious Food Programme on enrolment and retention.
- 5 Conduct a survey to determine accurately the percentage of handicapped boys and girls in the communities who enrol in and complete primary school and those who are out of school.
- 6 Identify the number of girls with SLC passes in each school community, in each district; verify this with a survey conducted by teachers in the school community. The information should be held at district and central level and all girls with SLC written to and invited to apply whenever a vacancy occurs.

6.3.2 Summary of Recommendations on the 17 Components

The analysis of each of the 17 components on Capacity Building, Learning Achievement and Access and Retention concludes with a series of recommendations, collated in Annex 1. These are based on the recommendations put forward for the ASIP as presented to the DOE and Gender Audit Support Group on January 18 2002. These are given in Annex 3 of this report. In addition, suggestions from the presentation to the Women's Network Workshop in January 2002 have been considered by the gender audit team and incorporated as appropriate. The team is pleased to note that the section on gender equity in the Annual Strategic Plan includes some of the recommendations.⁴¹

Capacity Building

- 1 *Revise the role and remit of WES to move from implementation to a Gender Unit or Gender Focal Point to focus on policy formation, advice, monitoring and evaluation.*
- 2 *Integrate gender into all departments, divisions and sections of the MOES / DOE and encourage implementing agencies to do the same. Every individual should be responsible for ensuring that girls as well as boys benefit from all their work.*
- 3 *Train male and female staff in gender and strategic planning and provide professional development for female staff in order to achieve gender equity in educational management and administration.*

⁴¹ Annual Strategic Implementation Plan 2002-03. A Strategic Overview, MOES. March 2002, page 21.

- 4 *Review Civil Service Regulations and appointment procedures to assist in the recruitment of female staff and the introduction of "family friendly" policies to benefit both men and women.*
- 5 *Integrate gender into the decentralisation process.*

Learning Achievement

1. *Implement the policy on female teachers in primary schools and appoint female head teachers.*
2. *Train male and female professional and technical staff on gender sensitisation and provide professional development for female staff.*
3. *Develop modules/topics for teacher training on gender sensitisation and awareness in primary education*
4. *Recruit female trainers and RPs.*
5. *Recruit female head teachers for primary schools.*
6. *Eliminate gender bias from primary text books.*
7. *Continue continuous assessment.*

Access and Retention

1. *Continue the incentive programmes and review the Feeder Hostel and the Scholarship programmes*
2. *Disaggregate statistics of special focus, special education and ECD programmes.*
3. *Improve physical facilities of schools addressing the specific needs of girls and female teachers, classroom environment, water, toilet facilities and boundary walls.*
4. *Continue the community mobilisation programmes.*
5. *Review the Women's Literacy Programme.*

6.4. BPEP-II Gender-Integrated or Gender-Separated

In our analysis of BPEP-II from a gender perspective, the team, as requested, reviewed the implementation plans, the strategies and the specific interventions of the 17 components, now rationalised as five. Implementing the recommendations proposed by the audit team will assist BPEP-II achieve its objectives. However our greatest concern is the lack of gender integration in the programme.

BPEP-II is male focused in concept and operation. While some of the incentives to encourage girls are excellent, girls' education is placed as one of the special components focusing on the disadvantaged and minorities. 50% of the school age population are girls and they must therefore be at the heart of the programme along with boys.

6.4.1. BPEP-II is structured in such a way that special programmes for girls are designed to enable them "to catch up" with boys. Incentive programmes for girls are delivered by a separate unit, physically and conceptually separated from the main DEO building and likewise separated from the

mainstream programme. While WES delivers special programmes for girls, departments, divisions and sections, can view themselves as absolved of the duty to consider the requirements of girls

6.4.2. A "Women in Development" welfare model is used to "help" girls and women rather than a model of gender equity or empowerment that enables girls and women to take their rightful place in society in both the private and public sphere on an equal footing with men.

6.4.3. BPEP-II, PIP is to a great extent gender neutral. Though the objectives and policies are sometimes given a gender focus, the strategies generally are not, except in the specific interventions relating to girls. As few objectives and targets are gender specific. Much statistical data is still not gender disaggregated with the result that evaluating the programme in relation to the benefits gained by boys and the benefits gained by girls is almost impossible in some areas. For example the number of female and the number of male teachers trained is not separately given, nor is the sex of the children in the ECD programme. Field observation and reports reveal that attendance of Dalit, minority and handicapped girls is lower than that of boys, but the statistics are not disaggregated. Furthermore we note that statistics in the most recent MTR are not gender disaggregated.

6.4.4. The language of the document is largely gender neutral referring to teachers, children and trainers. While in English these words are seen by some to be inclusive of both sexes, in practice women are frequently overlooked unless there is specific reference to their inclusion. Moreover the English word *teachers* translates into *shikshakharu*, *shikshikaharu* (male teachers, female teachers) and children translates as *balakharu*, *balikaharu* (male children, female children). Are both forms used when the objectives and targets are translated, or is only the masculine form used in translation? In this case there would be no perceived requirement to include girls or train female teachers. Gender bias in language should be avoided as "head master" and "master trainer" clearly denote men in these positions. Unfortunately this language is replicated in the current AWP for 2002.

6.4.5. The education of girls to which HMG is fully committed, is being undertaken in isolation, rather than as one of a number of the strategies to raise the position and status of women to enable them to fully participate in the country's development. The continued exclusion of all but a very few women from senior management and decision and policy-making positions in the education sector is one example of this.

6.4.6. To achieve the targets for Education for All in relation to girls, ten key actions should be taken to integrate and mainstream gender into education issues which are:

TEN ACTIONS

TO INTEGRATE AND MAINSTREAM GENDER IN EDUCATION

1. Develop, agree and disseminate a gender policy for MOES/DOE
2. Redefine the women's remit in line with the recommended shift in the Department of Education from implementation to planning, policy and evaluation, moving from a Women's Education Section to a Gender Unit or Gender Focal point
3. Integrate gender into all departments, divisions and sections and educational implementation agencies
4. Set specific gender focused goals, objectives and targets and ensure monitoring and performance indicators are gender specific
5. Gender disaggregate ALL statistics
6. Implement the policy on female teachers
7. Increase the number of female managers at all levels to achieve 30% in five years
8. Revise Civil Service Regulations to make them "family friendly" to benefit spouses and parents
9. Present gender equitable role models and ensure all teaching materials are free from gender bias
10. Incorporate gender issues into all training

6.5 A Gender Policy for MOES/DOE

The gender team strongly recommends that MOES/DOE formulate a Gender Policy. A Gender Policy would provide a clear vision and direction for the department, the divisions, sections and individual staff. The process of drawing up such a policy would in itself be a valuable exercise. Such a policy would demonstrate the importance of girls' education, commit the MOES/DOE to gender equity in its internal structures and give staff a clear guidance on what is expected of them. Such a statement might read something like the one below, but considerable discussion and consultation will be required to agree such a statement:

The Ministry of Education is committed to raising the status and position of women and to providing Universal Primary Education for all girls, as well as boys, irrespective of their ethnic origin, religion, culture or linguistic heritage or disability.

Working practices, recruitment, training and promotion will be based on gender equity and be open and transparent in order to ensure that no employee is disadvantaged.

Every individual man and woman in every department, division, section and implementing agency is responsible for ensuring that girls as well as boys benefit from all their work

6.6 A Revised Gender Remit

The conceptual and physical separation of WES must be addressed because:

“Despite the fact that integration of women in development is officially sanctioned by many governments, such machineries constantly face the problem of insufficient funds, understaffing and marginality to the mainstream work of the institutions concerned.” (Goetz, 1997: 77)

In order to achieve gender integration, GAT proposes that the current role and remit of WES should be reviewed in accordance with the proposal of the Technical Panel, November 2001, quoted in the MTR of April 2002 to:

"Shift the role and responsibility of the Department of Education from that of planning, managing, implementing and monitoring district level components to providing policy guidelines, setting strategies, specifying standards, planning support activities and monitoring outcomes."

WES as a section of DEO would benefit from this shift and could undertake a similar role in the promotion, implementation and monitoring of gender equity.

6.6.1 There should be a shift from an emphasis on a “women in development” model delivered through female specific programmes, to a “gender integrated”

model in which all departments, divisions and sections and implementing agencies adopt a gender integrated approach both in their internal organisation and their service delivery. This is a wider and more strategic role than hitherto attempted and the status of the unit / focal point and the grading of staff, particularly the Head should be at policy level and involved in decision making processes.

6.6.2 If a wider remit is developed, a change of name might be appropriate - such as Gender Unit or Gender Focal Point.

6.6.3 The detailed implementation of specific programmes which WES currently undertakes should be in future implemented by the respective section or implementation agency who would call on WES/GU's experience for advice. This would allow WES or a Gender Unit /Focal Point to influence policy and play a greater role in setting the strategic direction of mainstreaming gender issues.

6.6.4 The team recognises the proposed shift in role would be a major undertaking and the DEO may require support and advice on the processes of undertaking this restructuring.

6.6.5 The donors in the form of the Gender Audit Support Group have been highly supportive of WES. This support should continue for the new and wider remit because human, financial and physical resources will be necessary to carry out the remit, and donors have an important role to play to ensure these are in place.

6.7. Integrating and Mainstreaming Gender into MOES/DOE

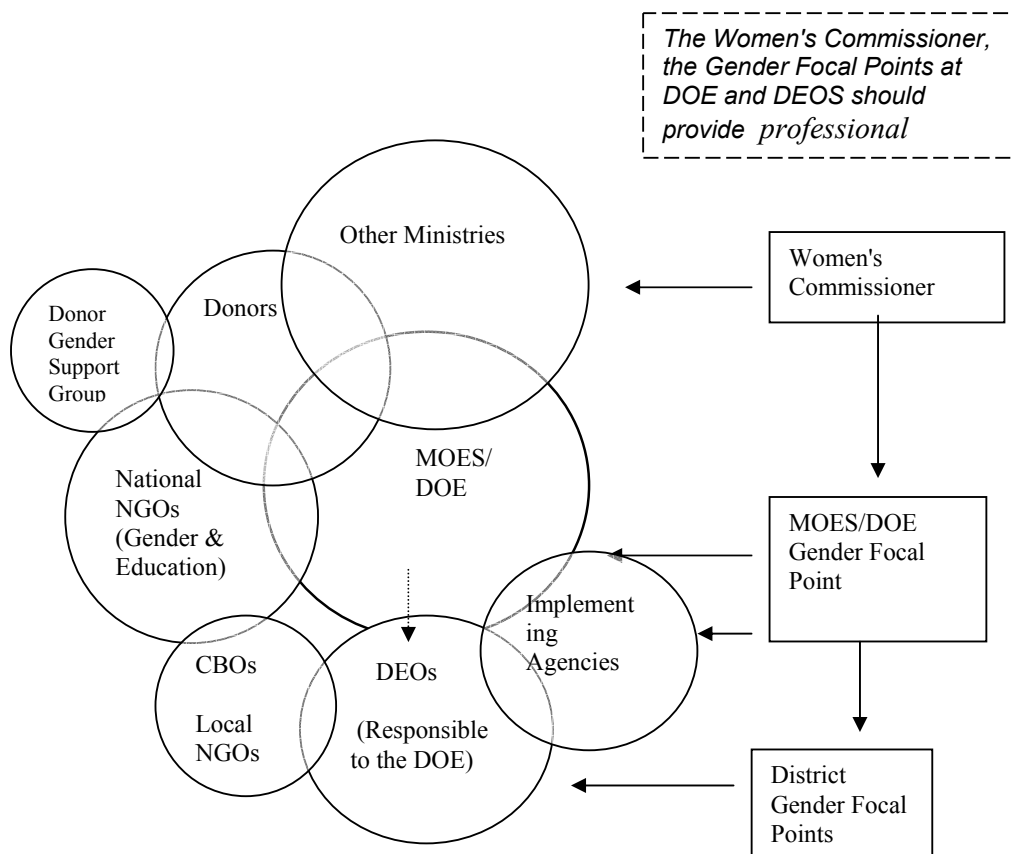
If HMG is serious about raising the position and status of women, reducing gender disparity and achieving UPE, fundamental action needs to be taken, not just to integrate gender into BPEP-II policy and practice but to integrate gender into the MOES /DOE mainstream.

The four organisational foci in relation to mainstreaming gender into education are:

- MOES /DOE,
- District Education Offices,
- Donor Groups
- NGOs and CBOs.

These inter-link and relate to each other, as the diagram below shows.

6.7.1 Mainstreaming: Interrelationship of Educational Agencies



All will need to be involved in integrating and institutionalising gender into the education sector. Professional expertise will be required. This can be provided by the Gender Unit or Gender Focal Point at central level and by staff with responsibility for gender issues at the district level. At the most senior level, the recently appointed Women's Commissioner would be able to provide professional support. She is also responsible for co-ordinating gender integration across Ministries at national level. External professional support may also be required initially while establishing the system.

6.7.1.1 The Gender Audit Support Group established by the donors to support the Gender Audit was highly effective and should be continued both to support the DOE and to refer back to and inform the Donor Group of progress in gender mainstreaming.

“Donors should ensure that funding supports capacity building (for gender mainstreaming) as well as short term project objectives.” (Byrne et.al 1996, page 42)

6.7.1.2 In order to develop the structure necessary to integrate changes and to avoid unnecessary delay action will need to be made at different levels

simultaneously. Mechanisms for achieving this are suggested. The gender audit specifically addressed primary education. Thus, in order to make the changes necessary to raise the status and position of women and meet the EFA target to removing gender disparity by 2005, the most senior staff in the DOE will need to lead the changes and accordingly the responsibility has been placed on them although they may wish the Primary Education Section to draw up the initial strategies for change. The first step will be to establish a Working Group in the MOES/DOE of senior representatives from each division chaired by a Senior Class 1 Gazetted Officer, preferably the Director General as head of the DOE. Three key tasks, for this group will set the agenda for change,

Key Tasks

- 1 Develop a gender policy for the MOES/DOE, which makes the aims of the MOES/DOE in relation to gender clear and sets out the responsibilities of all departments, divisions and sections, and the responsibilities of all individual staff.
- 2 Review WES and refocus the remit to create a Gender Unit or Gender Focal Point with clear responsibilities, transparent appointment procedures and an agreed work plan.
- 3 Review staff recruitment, training and promotion procedures with the aim of recruiting more female staff and promoting more females to senior positions.

The Working Group would be assisted in this process by the Gender Focal Point / Gender Unit.

6.7.1.3 At the same time each section should designate an officer, man or woman, with a commitment to and an understanding of gender issues to be the focus for and provide support on gender issues. The Departmental Working Group with the assistance of the Gender Unit would draw up the remit and responsibilities for these officers who might be referred to as Gender Focal Points. One of the first responsibilities of the officers will be to set up section Gender Audit Task Groups to take forward the recommendations from the Gender Audit drawing on the sample action plans (Annex 3) and the detailed ASIP proposals (Annex 2) and on the professional support of the Gender Unit and external consultants if required.

The mechanisms for taking integration forward and the strategies for change are:

6.7.2 Mechanisms and Strategies for Change

	Body	Membership	Chair	By
1.	MOES/DOE Gender Working Group	Divisional Heads, Head of Gender Unit /Focal Point	Director General	Aug.2002
	Task 1			Sept. 2002
	<ul style="list-style-type: none"> Develop, agree and disseminate a gender policy for MOES/DOE 			
	Task 2			Sept. 2002
	<ul style="list-style-type: none"> Review WES, refocus the remit to create Gender Unit / Focal Point. For the department Draw up job descriptions and competencies required for posts Invite applications for posts and make appointments 			
	Task 3			Dec. 2002
	<ul style="list-style-type: none"> Review recruitment, appointment, training and promotion procedures in the DOE and make recommendations on the Civil Service Regulations as appropriate 			
	Body	Membership	Chair	By
2.	Gender Working Group in Primary Education Division	Sectional Heads, Head of Gender Unit / Gender Focal Point	Head of Primary Education Division	Aug.2002
	Task 1			Aug.2002
	<ul style="list-style-type: none"> Establish remit, responsibilities and membership. 			
	Task 2			Sept. 2002
	<ul style="list-style-type: none"> Assist the Departmental Gender Working Group establish the Gender Unit /Gender Focal Point. 			
	Task 3			Sept.2002
	<ul style="list-style-type: none"> Designate an officer in each section to take responsibility for supporting and advising on gender integration. 			
	Task 4			Sept 2002
	<ul style="list-style-type: none"> Relocate implementation of incentive programmes for girls (Feeder Hostel and Scholarship Programmes) into appropriate sections. 			
	Task 5			Sept.2002
	<ul style="list-style-type: none"> Establish Gender Audit Task Groups to take forward the recommendations on the BPEP-II components from the Gender Audit as per the proposals to ASIP for 2002 –3 <i>See below and refer to ASIP proposals (Annex 3)</i> 			
	Task 6			Oct.2002
	<ul style="list-style-type: none"> Receive reports from the Gender Audit Task Groups back on detailed plans for implementing recommendations and budget implications. 			
	Task 7			Oct. 2002
	<ul style="list-style-type: none"> Authorise Sections to implement recommendations. 			
	Task 8			Sept 2002
	<ul style="list-style-type: none"> Action Research Studies: agree and commission the action research studies recommended in the gender audit. 			

	Task 9 • Prepare 2 nd Stage Plans for ASIPs 2003 –4.			Jan.2002
3.	Body	Membership	Chair	By
	Gender Audit Task Groups	<ul style="list-style-type: none"> ▪ 2 officers from implementing section, ▪ 1 section officer responsible for gender issues ▪ Officer from Gender Unit / Gender Focal Point ▪ 2 members of implementing agency where required ▪ External gender consultant if required 	Head of Section	Aug.2002
	Task 1 • Review Gender Audit recommendations and draw up action plans for implementation including budget implications. <i>Refer to proposals for ASIP (Annex 2) and sample Action Plans (Annex 3)</i>			Sept. 2002
	Task 2 • Present Action Plans with budgetary implications to Primary Education Gender Working Group			Oct.2002
	Task 3 • Implement Action Plans as agreed.			Dec.2002 – April 2002
	Task 4 • Recommend proposals for ASIPs for 2003–4 drawing on the recommendations of the gender audit.			Jan.2003

6.7.3 Proposals for ASIP 2002-2004

The Gender Audit Task Groups will take forward the detailed work on the interventions proposed put forward for ASIP in January 2002, drawing on the plans developed in Annex 2 and the sample Action Plans in Annex 3.

Interventions	ASIP 2002-3	ASIP 2003-2004	Long term
ACCESS AND RETENTION	Appoint female teachers	Improve feeder hostels	Continue to develop and improve physical facilities
	Extend scholarship programme	Assess impact of special focus programme on girls in target groups	
	Appoint female RPs and female trainers	Recruit female head teachers for primary schools	Eliminate gender bias from text books

LEARNING ACHIEVMENT	Train male and female professional and technical staff on gender sensitisation and provide professional development for female staff	Develop modules /topics for teacher training on gender sensitisation and awareness	Continue continuous assessment
CAPACITY BUILDING	Train male and female staff in gender and strategic planning and provide professional development for female staff to achieve gender equity in educational management and administration	Review civil service regulations and appointment procedures	

Annex 1

These proposals are detailed, particularly in relation to training. Details of the activities, target groups, performance indicators, outcome indicators, and responsibility for implementation are given in Annex 3. In January 2002 the gender audit team suggested that the activities are not undertaken by WES alone but that WES should work with the appropriate department or implementing agency to organise the activity. The team proposes that the Gender Audit Task Groups assume this responsibility.

The financial implications of each intervention are given. It should be noted that many of the proposals, apart from training, do not have financial implications.

6.7.4 Action Plans

Action plans should similarly be developed by those with responsibility for implementing them. The recommendations for the components are detailed and translate easily into action plans. In addition GAT has also developed *sample* Action Plans for taking forward certain recommendations. These are given in Annex 2 and include:

Activity	Date
Extension of primary school scholarship programme	2002-3
Assertive training for women officers	2002-3
Text book distribution	2003-4
Appointment of female teachers	2002-3
Community mobilisation	continuous
Gender sensitisation training for curriculum developers and text books writers	2003-4

The Second Stage of the Gender Audit should focus on assisting the DOE undertake the tasks required to mainstream gender and the Audit Task Groups to implement the specific recommendations. Further detail is given in Appendix 7

6.8 The Political Context

When the gender audit commenced in October 2001 the political framework was conducive to moving rapidly forward to meet the challenges of educating all girls. While the government is still strongly committed, the political context has changed considerably. Whereas electronic and physical communication between the central DOE and the DEOs was good, the current insurgency has radically changed the situation. GAT is not sufficiently informed of the present situation in the districts to know the extent to which training teachers, training on SIP and other activities can take place or the extent to which incentives and teaching materials can be delivered. Nor are we aware of the level of security required for the schools to operate.

We anticipate a radical improvement in the situation in the near future and believe that our analysis and the proposals we put forward will assist HMG deliver a gender balanced, socially inclusive and efficient, effective and equitable education system which will contribute to the development of the country, a reduction in poverty and an improvement of the economic conditions on which insurgency feeds.

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Neelam Basnet
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May 2002

Women's perceptions, contribution, skills and knowledge will be required at all levels of the education system if the goals of Education for All are to be achieved.

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APPENDICES

Appendix 1 Terms of Reference for Gender Audit

Annex 1
7 March 2001 DRAFT

TORs for gender audit of BPEP-2.

Background:

The disparity between the enrolment of boys and girls in primary school in Nepal is one the highest in the world: boys net enrolment rate is 79.4% and girls 61.2% according to MOES data of 2000. Completion rates are much lower for girls (only 42%) than for boys (65%). Girls' net enrolment in lower secondary is 25.2% and for boys 35.7%. At secondary level only 15.9% of girls are enrolled against 24.5% for boys.

Data on girls' education and women's literacy rates vary tremendously from district to district depending on geographical and socio-economic-cultural factors. In Kathmandu girls' net enrolment is 88.8%, in the far west only 30% (Achham) and in some of the terai districts it is as low as 22.6% (Rautahat).

Although girls' enrolment is on the rise the gender disparity has not been significantly reduced. Women's adult literacy is only 30% while men's is 66% and the gender disparity is increasing. This is an indication that the underlying causes of disadvantage and discrimination against women and girls are not being addressed meaningfully.

The reasons for non-enrolment of girls are complex. Demand from the community and from women and girls themselves for education is one aspect. The nature of the supply of education, for example the school environment, the lack of female teachers and the cost of attending school is another. In addition, an intricate mixture of socio-economic, cultural and caste issues affect the ability and desire of women and girls to participate in education activities. A better understanding of decisive factors in determining school enrolment and retention of girls at the local level needs to be attained. In recent years a trend to enroll boys in private boarding schools (perceived by parents as providing better quality education than public schools), and girls in public schools has developed. This adds new dimensions to the complexity of the gender issue in education.

Furthermore, the huge diversification in Nepal calls for a high degree of local solutions to local problems. This should be made possible by the decentralized planning strategy that BPEP-2 has adopted as its key strategy.

Girls are not only disadvantaged in terms of access to primary education in Nepal, but learning achievement tests suggest that girls almost in all subjects are performing worse than boys⁴². These findings call for more research to identify the reasons behind this situation.

However, research-in-progress⁴³ and small surveys suggest that the teaching-learning environment in public schools consistently favors and encourages boys more than girls, by praising the boys in class more than the girls, for example. Girls spend more time than boys engaged in household chores. Parents appear to have lower expectations of girls to perform well at school. Girls are therefore disadvantaged at home and at school.

As beneficiaries of the education system, girls and women are consistently underrepresented. It is not surprising that this is also the case for women's participation in the delivery system. At all levels in the MOES, from primary teacher level all the way up to senior management, women are severely underrepresented. Despite a policy since the early '90s aimed at improving the number of female teachers, women hardly make up a quarter of the primary teaching force and 7.2% of the secondary

⁴² According to Nepal's country report on EFA-2000 Assessment an achievement test in basic learning competencies showed that girls performed significantly worse than boys in reading, writing and math while girls were achieving marginally higher on life skills.

⁴³ Jennifer Rothchild's PhD thesis in progress (unpublished)

education teaching force. Although 46% primary school teachers are trained, only 34.7% of the female teachers are trained. Less than 10 per cent of the resource persons are female and at present all the DEOs are male.

In the MOES, about 5% of the professional staff are female. There are no females at decision making level/joint secretary level in MOES. The Institutional Analysis (IA) by Dr. Min Bista, 2000, has pointed out women's under-representation at all levels in educational management and in terms of promotion, access to training and upgrading activities such as travel tours abroad etc. The IA also highlighted the negative attitudes to women displayed by male colleagues.

Throughout the 1990s, the 'Jomtien decade', improving girls' access to primary education has been a concern of HMG. Specific policies to encourage girls' access have been employed in selected VDCs and districts:

- incentive schemes;
- increasing the supply of female teachers through the feeder hostel strategy;
- secondary education incentives for girls;
- ensuring that every school in Nepal has at least one female teacher.

Despite these efforts, the rise in girls' enrolment in school has been modest. A third, or 8,000 of Nepal's primary schools are still without a female teacher. Under BPEP-II, two studies to analyze the effectiveness of the feeder hostel strategy and the recruitment and deployment of female teachers are in the process of being launched (March 2001). Results of these studies are planned to be ready to feed into the mid-term evaluation of BPEP-2 in 2002. The study on recruitment and deployment of female teachers is expected to come up with a monitoring system, so that this policy can be followed up systematically.

The 2000 Assessment of Achievements of the Jomtien decade was presented at the World Conference in Dakar in April 2000. The assessment showed that together with Sub-Saharan Africa, girls and women in South Asia are among the most disadvantaged in the world. The Human Development in South Asia Report, 2000, describes Nepal as among the "low achievers" within South Asia. The global assessment indicated that progress towards 'Education for All' had been made. However, the gender disparity in primary education persists in many countries and is even widening when it comes to adult literacy.

The Dakar Conference therefore stated that more efforts must be employed in eliminating the gender gap and specific and tight deadlines were set:

(v) eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

The expanded commentary to The Dakar Framework adds to the above goal:

" This requires that gender issues be mainstreamed throughout the education system, supported by adequate resources and strong political commitment. Merely ensuring access to girls' education is not enough; unsafe school environments and biases in teacher's behavior and training, teaching and learning processes, and curricula and textbooks often lead to lower completion and achievement rates for girls. By creating a safe and gender sensitive learning environment, it should be possible to remove a major hurdle to girls' participation in education. Increasing levels of women's literacy is another crucial factor in promoting girls' education. Comprehensive efforts therefore need to be made at all levels and in all areas to eliminate gender discrimination and to promote mutual respect between girls and boys, women and men. To make this possible, change in attitudes, values, and behavior are required.

It was also discussed in Dakar that unless political commitment from the highest levels is there little can be achieved. The commitment, or the intention, seems to be there in Nepal, at least to a high degree (Beijing, Dakar, the Constitution etc). Despite the good intentions, results are lacking. Is it the policies, their failed implementation or a combination, which should be blamed?

In accordance with the recommendations of the 4th Joint Donor Supervision Mission⁴⁴, these TORs have been prepared by the Women's Education Section in the DOE.

Objectives:

The objectives of these TORs are:

- to analyze existing strategies and their implementation to improve girls' access and outcome of basic education;
- to identify strengths, constraints and weaknesses;
- to suggest more comprehensive and effective strategies to be included in BPEP-2 in connection with the mid-term review.

Outputs:

1. A report containing an analysis of BPEP-2's existing strategies, shortcomings and promising aspects. This should be based on a participatory approach reflecting the wishes of the stakeholders.
2. A set of specific and realistic recommendation/strategies related to program objectives i.e. improving girls' and women's access, retention and outcome, as well as program management (suggestions for mainstreaming, monitoring of policies and their outcome etc). This has to fit into the decentralization strategy of BPEP-2.
3. A set of recommendations/strategies related to improving women's role in educational management at all levels (recruitment, positive action rules, promotion, training and upgrading activities and policies).

Strategy for the implementation of the TORs:

The present TORs have been formulated with the participation and contribution of a significant number of professional women from NCED, DEC, NFEC and DOE under the leadership of Women's Education Section/DOE. It is suggested that this process be continued also in the implementation of the TORs and the preparations for the mid-term review. The process should be conducted so that it serves as a capacity building exercise. The aim should be to strengthen the capacity of professional women in the DOE to conduct a gender analysis in education and devise gender equity strategies.

Scope of work:

Phase 1: May –August 2001:

To attain the above-mentioned objective and outputs a review of girls'/women's participation in all 17 BPEP-2 components should be undertaken. This should be done from the point of view of women as actors (women in educational management) and girls/women as beneficiaries and participants, and involve both men and women in a participatory process. The resource allocation (financial and human) to activities, having a specific role in promoting girls' and women's participation, should be analyzed.

The output of this phase would be a comprehensive analysis of past experience (primarily desk work and interviews) in girls'/women's education in BPEP-I and II, as well as suggestions for further analytical/research work on specific issues related to girls' access and achievement.

It is also suggested that a few interesting and promising experiences carried out by NGOs are analyzed. The results should be able to feed into the discussion about future strategies. The Girls' Clubs, the Gate project etc may provide valuable hints as to how to develop new strategies for BPEP-2.

⁴⁴ Aide Memoire, Nov.2000, para 24: "In view of the forthcoming mid-term review, it is recommended that a comprehensive gender screening of the programme is carried out, in order to identify more pertinent strategies for making girls and women's participate fully in primary education and in the management of it."

Furthermore, the transition between primary and secondary school is especially important. Account should be taken of the lessons learned in the Secondary Education Development Project regarding gender.

This phase would start in May to August 2001. Based on this report, a second phase will be initiated containing more specific case studies.

Phase 2: September- January 2002.

Based on the recommendations of the review produced under phase 1, a number of studies may need to be carried out. They will be designed to provide further information before concrete strategies and activities are designed. Separate TORs will have to be designed for those studies.

However, it is clear already now that work needs to be done in the following areas:

1. Quality of education:

According to various learning achievement studies, girls are systematically achieving lower than boys in all subjects (with the exception of social studies where they are almost equal)⁴⁵. The reasons for this are linked to both home and school. Girls have more household chores and thus less time for studying and they receive less encouragement to do their homework etc. Research (work in progress) is indicating that girls are consistently less encouraged to participate in classroom activities. (This is in line with research from many other countries.)

a) To strengthen interventions aiming at promoting girls' active participation in the teaching –learning process it is proposed to commission a study to shed light on girls' participation in school activities (curricular as well as extra curricular) for instance in grades 3 and 5. Previously, this type of work has not been done in Nepal, except in a very ad-hoc way and in mini format.

b) Involving girls and women teachers in defining what a girls' friendly school environment means. This could be done through an essay writing competition and focus group discussions.

2. Taking into account the results of the IA, formulating strategies for increasing access/participation in professional development of female managers.

Risk and constraints:

- Lack of sufficient commitment to follow up and implement recommendations of the study
- lack of financial and human resources to facilitate sustainable change;
- not adequately co-ordinated with third party review and other research activities;
- strategies/recommendations are designed in isolation from other inputs (for example the secondary education project, the ADB project on teacher training and IA follow up, to name a few.)

Expected outcome of the gender audit:

HMG and donors will in connection with the mid-term review agree to:

- i) revise strategies aimed at increasing gender equity in basic education
- ii) a plan for improving women's role in educational management at all levels. This plan will be designed and implemented and eventually lead to gender equity.
- iii) A strategy for building commitment to and understanding of gender issues at all levels and for the implementation of the recommendations coming out of these TORs.

Inputs:

⁴⁵ EFA Assessment 2000, and learning achievement studies in grade 3 and 5 (1999). The grade 5 assessment showed that boys were achieving significantly better than girls math (29.6 versus 24.6) as well as in social studies. The skills test referred to in the EFA 2000 Assessment showed that girls were achieving worse than boys in all subjects except social science where it was equal.

1 international consultant for 2-3 months (specialist in gender equity and gender mainstreaming strategies) and 2-3 national consultants for 2-3 months each to carry out tasks related to the planning and implementation for the specific studies.

Funding of the TOR:

Funds for workshops, studies, field visits, data analysis etc (Basket funding?, direct funding??).

Appendix 2 Terms of Reference for International and National Consultants

TORs for an international consultant (team leader) to conduct
a gender audit of the BPEP-II

MOES/DOE plans to conduct a comprehensive gender audit of the Basic and Primary Education programme as outlined in the Draft for TORS for Gender Audit of BPEP 11 (7 March 2001). The results of the audit will be fed into Mid Term Review of the Programme and is expected to come up with new directions and revised policies for increasing girls' access to, participation and outcome of primary education and reduce gender disparity.

The international consultant will lead the gender audit and more specifically be responsible for:

- Finalisation of the TOR (annex1), and in collaboration with Department of Education (DOE) elaborate TORs for national consultants, finalise the recruitment of national consultants and supervise the work of the national consultants.
- Development of a phased work plan ensuring that the review of the gender aspects of the 17 components.
- Reviewing major documents related to girls' education in Nepal as well as women's participation in management of education.
- Working with the national consultants in the design and implementation of any specific studies required.
- Analysing, drafting and finalising a report on BPEP-11 existing strategies in close collaboration with the national consultants (output 1, page 4 annex 1 Draft TORs March 7 2001).
- Drafting specific recommendations and facilitate a national workshop to discuss them (output 2).
- Developing a set of recommendations at school, district and national level on how to strengthen women's role in educational management with emphasis on capacity building & training activities (output 3).
- Using the gender audit exercise as an opportunity for upgrading women professional staff in DOE with regard to conducting gender audits.

Methodology:

The methodology applied should be participatory and emphasise capacity building activities.

The international team leader will be hired for a period of 3 months, split up in four missions at the beginning, in the middle and at the end (drafting of recommendations not later than February 2002).

Qualifications:

The international consultant will be a specialist in gender equity and mainstreaming strategies, with practical experience from the education sector and in institutional development/ staff capacity development.

Oct 16 2002

Gender Audit BPEP- II TORs for National Consultants

1. Access and Retention

The national consultant is required to work in co-operation with the international consultant to analyse the policies, strategies and effectiveness of the BPEP -11 components 1-8. Initially focussing on components 2, 3, 4 and 7 relating to access, retention and achievement of girls in primary schools which include scholarships, food programme, alternative schooling, Out of School Programmes (OSP) and improvement of physical facilities as they impact on girls.

Specific Tasks

1. Review of policies, strategies and financial support.
2. Review literature.
3. Review progress of implementation of gender sensitive policies and interventions to promote the access and retention of girls to primary education.
4. Undertake and analyse a gender profile of the management and implementation of the programmes.
5. Review a selected number of NGOs with a gender specific practice in education in order to identify transferable strategies and practices.
6. Analyse the findings and identify the gaps between policy and practice.
7. Give specific short, medium and long-term recommendations as the basis for gender specific action plans.
8. Work with the international consultant on analysing, drafting and finalising the report for the gender audit on BPEP-11.

Methodology

- Work with stakeholders and beneficiaries in conducting the analysis, and developing recommendations.
- Field visits.
- Group seminars.
- Focus groups, individual interviews, PRA, questionnaires.
- Report.

The audit will be conducted so that it serves as a capacity building exercise. The aim should be to strengthen the capacity of professional women in the DOE to conduct a gender analysis in education and devise gender equity strategies.

Output

- Report on access and retention with Executive Summary.
- Contribute to and work with international consultant on main report and final recommendations.
- Develop an action plan through participatory processes.

Skills and Experience Required

- Skills and experience in gender analysis of policy, strategy, implementation and effectiveness.
- Experience of working at community level.
- Experience of working with government officials.
- Good oral and written English and Nepali.
- Excellent communication, interpersonal and team building skills.
- Experience in the education sector would be an advantage.

Time Frame

- 50 working days between December 2001 and April 2002. *Please indicate availability between December 2001 and April 2002.*
- Starting by December 1st 2001.

Location

The Gender Audit Team will work in the DOE's Women's Education Section where it will be provided with desk space, equipment and support.

Application

A letter of application and CV should be sent, if possible by e-mail, to ecbpep@mos.com.np and addressed to the Gender Audit Support Team, c/o European Commission, Education Co-ordination Office, P.O. Box 8975 EPC: 1993, Manbhawan Bus Stop, Jawalake, Lalitpur by 13th November 2001 at the latest.

Women are encouraged to apply
Oct 16 2002

Appendix 3 Gender Audit Strategy and Work Schedule

	Areas for Audit	Methodology	Date	Output
Stage 1	Analysis of documentation			
1	What is the government legislative framework on gender?	Review related documents including 9th and 10 th Plans, EFA, Beijing and Dakar National Plans, Education Act	18 Dec 01	Written section on national policy
2.	Does BPEP policy accord with this framework? What evidence is there in the documents?	Review BPEP 2, maybe necessary to refer to BPEP-11	28 Dec	Written section on BPEP-11 policy
3	How did BPEP plan to implement the policy on raising the number of girls achieving primary (secondary) education? What were their implementation plans? Were these plans gender specific or not, particularly objectives and targets. Give examples?	Analyse the log frame for gender specific, gender integrated or gender blind components, objectives and indicators 1. Access and Retention 2. Learning Achievement 3. Capacity building	28 Dec	Written sections on gender analysis of BPEP -11's goals, strategies, monitoring indicators, objectives and performance indicators in the three areas and the 17 components 1 Access and Retention 2 Learning achievement 3 Capacity building
4	To what extent were the goals, each of the 17 components, objectives and key performance indicators (incorporating access and retention, improving quality of education and institutional capacity building) gender specific, gender integrated, gender blind or gender neutral. Were the sub sector objectives and performance indicators gender specific, gender integrated, gender blind, gender neutral or unclear.	Review the detailed plans in the log frame Annex 1 and Annex 3 1. Access and Retention 2. Learning Achievement 3. Capacity building	28 Dec	As above
5	Were the national activities and the district	Ref. Ex		Written gender analysis of

	level activities relating to each of these components gender specific, gender integrated, gender blind or gender neutral?	P 71 National level P 72 District level activities As above		activities
6	What has been the outcome of the activities relating to the 17 components in the three areas from a gender perspective? If the outcome was not successful in relation to gender identify the blockages and constraints- (i.e. institutional, teacher training, financial, attitudinal, support mechanisms)	Review TPR, TP, documents EC mission reports, MTR reviews Additional evidence to be provided by field observation and focus group discussions	28 Dec	Written gender analysis of outcomes and blockages and constraints
7	What % of the BPEP budget was /is allocated to equity issues? (Dalit and poor children) What % of the budget was allocated to addressing gender issues? What for girls? What for boys?	Review budget related documents and BPEP 98-02 Vol. 11 Component Plans	(Dec 28)	Written gender analysis of budget allocation and expenditure
		<i>Complete write up of analysis</i>	28 Dec	<i>Each person to have completed the draft of sections for which they are responsible</i>
Stage 2	Identifying barriers & challenges Develop strategies for ASIP 2002-3			
8	What are the major challenges to these barriers and blockages and what strategies can be developed to overcome them?	Field visit (6) days Analysis and research tools: semi structured interviews, focus groups or PRA with teachers, mothers and fathers, girls and boy students, group exercises and participatory discussions at DOE sections and district level offices.		Research tools prepared and duplicated
9	What are the resource implications for overcoming these barriers? What are the human resource and financial implications?	Initial analysis of staffing requirements and staff training needs and budget to support these. Discussions with WES		Written section on human resources requirements and financial implications.

		and DOE		
10	What are the strategic recommendations to be included in the ASIP 2002-3	Drafting initial recommendations	18 Jan 2002	Written initial strategic recommendations for ASIP 2002
Stage 3	Development of detailed action plans and action research			
11	What detailed programmes and activities, with what gender specific or gender integrated, strategies objectives, activities, monitoring and performance indicators, should be included in the 2002-3 AWP in order to improve girls' access and achievement in primary education and reduce gender imbalance and disparity?	Develop appropriate interventions, programmes and activities for each of the components to be included in the AWP in discussion with WES and DOE		Gender integrated and gender specific, programmes and activities drafted with gender specific objectives, monitoring and performance indicators
12	What resources should be included in the AWP to support these strategies, objectives and programmes in 2002-3	Assist WES and DOE cost Interventions, programmes and activities		WES has prepared costings for inclusion in AWP 2002-3
13	What further research is required to ensure success of future interventions to improve girls' achievement in primary education and to reduce gender disparity?	From research undertaken suggest further studies		List and description of research studies proposed. (May include studies for 2002-4 financial year)
Stage 4	Reporting			
		Write report of Gender Audit	8 Mar.	Report

BPEP 11 GENDER AUDIT

WORK SCHEDULE

December 20 - March 2002

Wk. Beg. Mon.		Dec-01					Jan.02				
		3.12.01	10.12.01	17.12.01	24.12.01	31.12.01	7.1.02	14.1.02	21.1.02	28.1.02	
First stage											
Planning and preparation		8.12.01									
Analysis of policy, programmes, activities	9-28 Dec										
Analysis outcomes, budgets, preparation of research instruments	29 Dec-7 Jan										
Second Stage											
Field visit	7-11 Jan										
Analysis, barriers, action and initial recommendations for ASIP 2002-03	11-18 Jan										
Third Stage											
Detailed programme planning, objectives and activities	21-25 Jan										
Human & financial resources	28 -1 Feb										
		Feb.02					Mar.02				
		4.2.02	11.2.02	18.2.02	25.2.02	4.3.02	11.3.02	18.3.02	25.3.02	1.4.02	
Fourth Stage											
Completion of gender audit report	21- Feb -8 Mar										
Completion of gender audit report											

WORK SCHEDULE 14.12.01

Appendix 4 Individuals and Groups Consulted

The gender audit team is grateful to the following people for making time to share their perceptions on gender issues and giving us the benefit of their thought and ideas.

1. Dr. Bryan Maddox, Project Adviser, Community Literacy Project , Nepal
2. Dr. Hridaya R. Bajracharya, CERID, Tribhuvan University
3. Dr. Kevin Lillis, Senior Education Adviser, DFID
4. Dr. Rukmini Bajracharya, CERID Tribhuvan University
5. Mr. Indra Shrestha, RP, Banke District
6. Mr. Bimal Lal Shrestha, National Co-ordinator, BPEP-II, EC
7. Mr. Chandra Bahadur Khadka, Executive Director, NCED
- 8. *Mr. Chandra Pandit, District Education Officer, Banke***
9. Mr. Dayananda Mishra, RP, Dhanusha District
10. Mr. Dilip Joshi, Accountant, DOE
11. Mr. Hari Shankar Manandhar, District Education Officer, Mahottari
12. Mr. Jesper Holst, Special Needs Education adviser, DANIDA
13. Mr. Kamal Lal Karna, Director, Secondary and Higher Education, DOE
14. Mr. Lava Prasad Tripathy, Director, Basic and Primary Education, DOE
15. Mr. Mahakant Jha, District Education Officer, Kavre District
16. Mr. Mohan Prasad Upadhyay, District Education Officer, Dhanusha
17. Mr. Punya Prasad Neupaney, Director, Administration Division, DOE
18. Mr. Ram Balak Singh, Deputy Director, Planning Section, DOE
19. Mr. Ram Chandra Singh, Head of SEDU, Birganj, Parsa
20. Mr. Ramsarobar Dubey, Joint Secretary, Ministry of Education and Sports
21. Mr. Roshan Chitrakar, Community Literacy Project, Nepal
22. Mr. Shailendra Sigdel, EMIS, DEO
23. Mr. Tej Rai, RP, Kavre District
24. Mr. Tekendra Karki, Deputy Director, Basic and Primary Education Section, DOE
25. Mr. Yogendra Bahadur Basnet, District Education Officer, Parsa District
26. Mr. Zakir Husain Khan, Section Officer, District Education Office, Parsa

27. Ms. Akim Shrestha, TITI ,
28. Ms. Ambika Ghimire, Distance Education Centre
29. Ms. Bimala Adhikari ,Distance Education Centre
30. Ms. Bimala Mishra, RP, Kavre District
31. Ms. Devina Pradhananga, District Education Officer, Dhading District
32. Ms. Frances Winter, Social Development Adviser, DFID, Nepal
33. Ms. Lalita Shrestha, Deputy Director, Early Childhood Development, DOE
34. Ms. Laxmi Keshari Manandhar, Tribhuvan University
35. Ms. Marianne Berner, Education Adviser, BPEP-II, DANIDA
36. Ms. Neera Shakya, Deputy Director, Training and Supervision Section, DOE
37. Ms. Pramila Rajbhandari, COPE, HMG/UNDP
38. Ms. Pratibha Acharya, RP, Chitwan District
39. Ms. Puspa Ghimire-Niraula, Consultant
40. Ms. Rajya L. Nakarmi, Section Officer, MOES
41. Ms. Ram Pyari Shrestha, Deputy Director, Women's Education Section, DOE
42. Ms. Sangeeta R. Thapa, National Programme Co-ordinator, UNIFEM
43. Ms. Sarita Adhikari, RP, Chitwan District
44. Ms. Sharada Khadka, NCED
45. Ms. Sujata Gothoskar, Committee for Asian Women
46. Ms. Suman L. Tuladhar Programme Officer, Education Section, UNICEF
47. Ms. Susan Durston, Education Programme Co-ordinator, BPEP-II, EC

Women's Education Section

Mr Deergah Narayan Shrestha
Ms Meera Sharma
Ms Padma Dhakal
Ms Kalpana Khanal
Ms Ranjana Poudel
Ms Mukta K. C.
Mr. Bisheswor Bhattarai
Mr Sita Ram Takachhee
Mr Rajan Dhakal

Schools visited

Banke District -

Sarawati Primary School, Nepalgunj,
Saraswoti Secondary Girls School, Nepalgunj
Bageshwori N.R.P. School, Bilashpur

Parsa District –

Sidhartha Martha Secondary School, Birganj
Rural Primary School

Dhanusha District

Shree Shankat Mochan Devsharn Ramrati Secondary School.,Janakpur
Nava Yubak Janata Primary School at Thumhauna Village, Dhanusha,
Shree Rastriya Primary School, Mangalpur

Kavre District

Sshree Hanuman Secondary School, PataleKhet
Mahendra Secondary School, Sanga, Kavre

Teachers and Training

The gender audit team is most grateful to all those who participated in Focus Group Discussions at the schools visited, and to teachers, RPs and trainers and SMC. VDC members who allowed the team to visit teacher training, SIP and RP training sessions and discussed issues with us

Presentations

Presentations attended by over 40 members of the Womens Network and the Department of Education were given at UNDP on January 22, 2002 and March 14 2002 and on May 17 2002 at the Blue Star Hotel

Appendix 5

Research Instruments

Classroom Observation

1. Who is asked questions?
2. Is there encouragement for correct answers?
3. Are those who are quiet asked?
4. Do girls / boys have books?
5. Are there materials on the walls? Are they gender neutral or gender biased?
6. Are supplementary materials available?
7. What is the arrangement of the classroom?
8. To what extent do girls and boys participate in classroom and other activities?
9. Physical facilities, toilets, drinking water, boundary walls etc
10. No of girls /boys on class role and attending

Teachers Focus Groups School.. District..... Date.....

Men and women?

1. Is there a difference between attendance of boys and girls? Reasons for any difference
2. Do both understand equally or do you have to repeat more to boys or girls?
3. Who asks most questions boys or girls?
4. In your class are boys or girls more competent on average
5. What do you think about the government policy of UPE and the need to raise the access and achievement of girls/? Yes or no? Why?
6. Do you think more female teachers are needed? Why or why not?
7. Have you been for training? Was it useful?

Women

1. How do male colleagues react to you? (undermining or supportive)
2. Do you live locally? How far do you travel to the school?
3. Why and how did you become a teacher? Do your family support you or not? How?
4. What difficulties do you face - with the teaching, with the school at home with domestic responsibilities?
5. Have you been on cluster training? How did you find it? What was the % of women? Was the training useful?
6. Was there gender bias in the training?
7. Do you have duties that male teachers don't have?
8. What do you think the effect of having a female teacher in the school is, - on the school, on the boys, on the girls and on the community?

Strategies

1. What can you do, yourselves, to increase the enrolment of girls?
2. What else can the DOE do to increase the enrolment of girls and the number of female teachers?

Semi structured interview with DEO

District..... Date.....

1. General statistics of the area, no of primary, secondary schools, enrolment, drop out, achievement levels, out of school statistics of boys and girls.
2. Regional cultural, ethnic, gender disparities and greatest challenges
3. Gender related statistics of staff, administrative, RPs (supervisors, teachers) is there a difference between attendance of boys and girls? Reasons for any difference?
4. What do you think about the government policy of UPE and the need to raise the access and achievement of girls/? Yes or no? Why? If yes, what should be done to increase the enrolment and achievement of girls?
5. Which interventions have been most effective in your area?
6. Do you think more female teachers are needed? Why or why not?
7. How are female teachers supported? Where there are vacancies have female teachers been appointed? What is the procedure for appointment?
8. What is the position of RPs. How many women? How are they appointed?
9. Have SMCs? been established? What is their role? Are they effective?
10. What is the role of VDCs?
11. What is the role of NGOs in the area? Have any helpful initiatives in relation to girls' education been developed?
12. What strategies has your office developed to increase the enrolment and achievement of girls?
13. What new strategies should the government develop?
14. Finally, do boys face any particular difficulties in your district?

Focus Group Discussion with Teachers on Training

1. Tell us about the training
2. How were you selected?
3. What did you learn? Be specific.
4. Do you use these methods in your classes now?
5. What would you like further training on?
6. What do you think of the government policy to increase the number of girls?
7. What can you do?
8. What else should the government do?
9. Did you learn how to address the different needs of boys and girls?

FCD with Trainers

1. How were you selected?
2. What training do you deliver?
3. Did you consider gender issues in your training?
4. How were you selected?
5. What training did you have to become a trainer?
6. What additional training would you like to become a better trainer?
7. How many female trainers are there? Are they necessary?
8. What do you think of the government policy to get more girls to enrol?
9. How do you train teachers to address the different educational needs of boys and girls?
10. What support do you think female teachers need?
11. Can you as male trainers address female teachers' needs?

Semi structured Interview with Head of NCED

1. Statistics on training. Numbers of men and women trained?
2. Tell me about NCED. What is its role? What training does it deliver?
3. How many trainers do you have?
4. How are trainers selected?
5. How are they trained?
6. How do you evaluate the training?
7. How many female trainers do you have? Why not more?
8. Do you think more female trainers are needed? Why?
9. Are there ways you can encourage more female trainers?
10. Do the trainers include gender issues? Are gender issues incorporated in the training packages?
11. Who prepares the training packages?

Appendix 6

Possible Remit for a Gender Focal Point or Gender Unit

Goal

Mainstream the education of girls by integrating gender into the work of all departments, divisions and sections and implementing agencies, so each and every individual is responsible for ensuring girls as well as boys benefit from the work.

Mechanism

To support, advise on and monitor the work, it is proposed to widen the remit of WES to create a Gender Unit or Gender Focal Point.

Responsibilities

A revised unit / focal point might undertake the following tasks:

- 1 Advocate gender balance, equity and inclusion in education.
- 2 Develop policy guidelines on integrating gender into all education departments, divisions, sections and agencies.
- 3 Work with the Commissioner for Women to share good practice in promoting the status and position of women in all departments, divisions and sections and to develop a co-ordinated strategy,
- 4 Support and provide professional advice to the Gender Working Groups in the department and divisions
- 5 Assist in establishing the Gender Audit Task Groups to take forward the specific recommendations of the gender audit
- 6 Provide up to date policy papers on effective strategies to improve the education of girls and women.
- 7 Review all policies and strategies to ensure a positive impact on girls and women.
- 8 Present a report on the education of women and girls twice yearly to the Minister of Education
- 9 Advise department on training of personnel on gender related issues.
- 10 Advise department on integrating gender into recruitment, interviewing,

training and promotion procedures.

- 11 Work with CDC to advise on gender sensitive curriculum and the elimination of bias in textbooks
- 12 Work with NCED / DEC to review current training models for gender sensitivity and develop models or topics on gender sensitivity and the reality of girls and boys lives, the different ways they learn and the differing challenges they face.
- 13 Work with the planning section to develop mechanisms to ensure that women's voices are effectively heard at all representative committees, such as VDC, DDCs, SMCs at local level.
- 14 Review all strategies and proposals to ensure these are gender specific, with gender focused objectives, targets, indicators and anticipated outcomes.
- 15 Monitor programmes from a gender perspective so both boys and girls benefit from each and every programme
- 16 Evaluate programmes from a gender perspective to ensure objectives for both boys and girls are met
- 17 Commission action oriented research on gender issues

Staff for the unit would be selected on their ability to carry out the required tasks

Appendix 7

Proposals for Stage 2 of the Gender Audit

The first stage of the gender audit has been undertaken; A second stage focusing on short research studies was envisaged. In undertaking the review the gender audit team finds that a significant amount of research has already been undertaken and many of the problems are known. Accordingly the team recommends that BPEP focus on action research that will have a direct impact on policy and practice. Different recommendations and action points will need to be taken forward in different ways.

Short Research Studies

- 7 Review the packages on certification training for gender sensitivity and gender bias
- 8 Conduct a survey on experienced head teachers to ascertain barriers to promotion to head teacher
- 9 Conduct a survey of the impact of the nutritious food programme on enrolment and retention.
- 10 Undertake research to determine the exact direct costs of sending daughters to school and the indirect /opportunity costs of sending daughters, particularly of low-income families. Decisions can then be made on the size of the scholarship required to cover costs.
- 11 Conduct a survey to determine accurately the school enrolment and retention levels of handicapped boys and girls and survey the percentages of handicapped boys and girls in the communities who enrol and remain in school
- 12 Identify the number of girls with SLC passes in each school community, in each district; verify this with a survey conducted by teachers in the school community. The information should be held at district and central level and all girls with SLC written to and invited to apply whenever a vacancy occurs.
- 13 Research the real and perceived problems in relation to girls' physical security in the school environment, particularly in relation to puberty and post puberty. Sexual harassment and its impact on girls' enrolment and retention should be included in the research.

Implementation Mechanisms

The main challenge to improvement is implementation. The political will is well documented and both men and women among the donors, in the DOE, the implementing agencies and the Women's Network want research findings and recommendations to be implemented. The question frequently asked is "How?" The gender audit team has proposed mechanisms to answer this question and to integrate gender into the mainstream of MOES/DOE work.

- 1. Establish Gender Working Groups in the MOES/DOE at the department level (*Heads of Divisions, Head of Gender Unit /Focal Point, and a gender consultant only when required*)**
- 2. Establish a Gender Working Group at the divisional level, i.e. in the Primary Education Division (*Heads of Sections, Head of Gender Unit / Focal Point , and divisional officer with a gender focus, and a gender consultant only when required*)**
- 3. Establish a Gender Unit or Gender Focal Point as integral to the MOES/DOE to provide specialist support for gender integration.**
- 4. Set up Gender Audit Working Groups to take forward the specific recommendations of the Gender Audit. (*2 officers from the implementing division, section or agency, plus the officer with responsibility for gender in the division or section, one officer from the Gender unit and an external gender consultant if required*)**

A remit for the second stage of the gender audit to assist with implementation could include:

- 1. Training on the conceptual and practical difference between gender integration and a "women in development", welfare approach.**
- 2. Assisting the DOE identify priorities and establish the mechanisms proposed to take these forward.**
- 3. Assisting with the review of the remit and role of WES and drawing up a remit for a Gender Unit or Gender Focal Point; identifying the physical, financial and human resources required; providing assistance in drawing up the staff competencies required.**
- 4. Advising the Departmental and Divisional Gender Working Groups in relation to the proposed tasks.**
- 5. Assisting the Gender Audit Task Groups from the DOE and the implementing agencies draw up and implement action plans on the specific recommendations of the gender audit**

ANNEXES

ANNEX 1

GENDER AUDIT RECOMMENDATIONS

1.0 CAPACITY BUILDING

Strengthening Institutions: (Component 7)

Strengthening DOE and Central Level Institutions (Sub component 7.1)

d) Recommendations

- 1. Establish clear demarcation of work between the MOES and DOE in respect of policy formulation and programme implementation*
- 2. Clarify the relationship between the MOES, DOE and NCED, CDC, DEC, SEDEC, and NFEC and the responsibility of the DOE for integrating gender into the work of these agencies*
- 3. Seriously address the lack of gender awareness in all sections of DOE and in all line agencies involved in the primary sector*
- 4. Provide training in gender planning, gender analysis, gender awareness and gender sensitisation for men and women*
- 5. Provide training in strategic planning for men and women*
- 6. Train men and women in gender sensitive monitoring and evaluation*
- 7. Enable both men and women to better balance family and professional responsibilities by developing a family friendly posting policy, post DEOs within reasonable travelling distance to their home base whenever possible, provide sufficient notice to enable family arrangements to be made*

Role of Women and Educational Management

d) Recommendations

The Institutional Analysis makes several positive recommendations, which the gender audit team fully endorses. Human Resource Development is a key area and the proposals include open and transparent appointment and promotion procedures, the development of job descriptions and performance criteria, recognised and transparent criteria for individual and institutional training. To improve the participation of women in leadership positions the IA states:

"Capacity development must target gender disparities and foster gender balance. The different needs of men and women must be

assessed...women's needs and constraints must be seriously considered while taking decisions on placements, transfers and staff development."

In an HRD plan the skills required for educational management are the ability to manage an educational management system for monitoring access, equity, quality and relevance as well as for policy and programme planning. Gender sensitisation is a general skill required by all MOE (and DOE) staff. Among the recommendations is a policy that allows reservation of females in administrative positions within the education system.

The gender audit team endorses these recommendations and regrets that the Report of the Technical Panel while noting the gender disparity in some areas does not address the gender disparity in educational management.

The gender audit team makes the following recommendations to improve gender equity and increase the number of women in educational management

1. Professional training to achieve gender equity in educational management and administration

4. Assertiveness training for women

5. Leadership training for women

6. Balancing domestic and professional responsibilities for women and men

3. Review of the Civil Service Regulations and Appointment Procedures

10. Amend the Civil Service Act to increase the number of women in policy/ decision making

11. The performance of women should be evaluated on the basis of ability and performance

12. The practice of scoring for service in remote areas should be discontinued for men and women. Men or women serving in remote areas should be given an extra allowance not a score

13. In each new recruitment exercise, one third of positions should be allocated to women who have passed the written Civil Service Exam

14. One third of the Civil Service recruitment and interview panels should be women

15. The present age limit on study leave should be extended to ensure equity for women entering the Civil Service at 40

- 16. Pension regulations should be reviewed to ensure gender equity in eligibility**
- 17. Recruitment for all posts should be open and transparent, with clear descriptions of job responsibilities and the experience and professional qualities required for the post**
- 18. The policy of transferring male and female senior officers to posts far from their families should be discontinued as disruptive to family life and a stable society**

The goal, purpose, financial implications and anticipated outcomes are given in Annex 1, as are the target groups, performance indicators and outcome indicators for training interventions.

The Women's Education Section

d) Recommendations

The gender audit team recognizes the strengths of WES and suggests these would be more effectively utilised in a different way. The gender audit team recommends that in order to achieve gender mainstreaming, WES focus on policy formulation, gender analysis, monitoring, evaluation and training, not on implementation. This recommended shift is in line with the recommendation of the Technical Panel, referred to in the MTR of March 2002:

"Shift the role and responsibility of the Department of Education from that of planning, managing, implementing and monitoring district level components to providing policy guidelines, setting strategies, specifying standards, planning support activities and monitoring outcomes."⁴⁶

⁴⁶ Nepal- Basic and Primary Education Programme 11 Joint Government-Donor Mid Term Review, March 2002, page 3.

WES as a sub section of the Primary Education Division of WES, should undertake a similar role in relation to the promotion and implementation of gender equity.

In addition WES should advise NCED and CDC and the department on integrating gender into training, curriculum development and learning materials.

In order for WES to influence policy and play a greater role in setting the strategic direction to mainstream gender issues the gender audit team proposes that the implementation of specific interventions to support the education of women and girls are devolved to the appropriate sections in the DOE. For example the Non-formal Education Section implements the Women's Literacy Programme and the Primary Education Division implement the Feeder Hostel and Scholarship Programmes.

Accordingly the gender audit team makes the following recommendations:

- 1. Review the role and remit of WES with a view to increasing the policy and advocacy role and transferring the implementation role to the appropriate sections and educational agencies***
- 2. Considerations should be given to changing the name to reflect the wider remit- Gender Focal Point or Gender Unit. Specific proposals are put forward In Appendix 6 "Future role and remit of WES"***
- 3. Develop mechanisms by which strategies and work plans agreed by the DOE and MOES are carried out by the appropriate section working together with WES / Gender Unit and so drawing on their knowledge and experience***
- 4. The skills and knowledge required to deliver a new remit, such as skills in advocacy and policy formation, should be identified and any staffing adjustments required in order to fulfil the new role should be identified***
- 5. The skills, knowledge and experience of WES/Gender Unit staff should be fully utilised by the DOE to assist in the process of integrating gender awareness and gender***

related operational effectiveness into all sections and educational agencies

- 6. WES/Gender Unit whatever its role and remit should be physically located within the main building of the DOE and provided with the human, financial and physical resources necessary to carry out its role***
- 7. Staff should be provided with appropriate training, including training in IT skills, in leadership, policy formulation, strategic planning and monitoring and evaluation to carry out their roles effectively***

Strengthening District Planning and Implementation (Sub-component 7.2) and Local Capacity Building (Sub-component 7.3)

d) Recommendations

To ensure women's contributions are heard and that their concerns and perceptions are not overlooked. Our recommendations are:

1. Integrate gender into the decentralisation and planning process

- i) Increase the number of women on each elected representative body, DDCs, VDCs and SMC first to a minimum of two and within five years to a minimum of one third***
- ii) Training programme on gender sensitisation and gender planning be carried out***
 - To ensure that both men and women's concerns and ideas are included in the planning processes at community school and district level***
 - The importance of increasing the enrolment and achievement of girls is recognised***
 - School building up grading and maintenance includes the particular needs of girls such as an adequate number of female toilets***
 - Female teachers are recruited and fully supported***

- 4. All training on decentralisation, school improvement planning and capacity building at district and community level should include a percentage of women**
- 5. Statistics on invitations to attend and attendance at training for decentralisation should be gender disaggregated to ensure an appropriate number of women are represented**

The Core Investment Programme CIP \ Management DOE
(Component 8)

d) Recommendations

The gender audit team has already commented on the need to increase the number of women in management roles. The team would also wish women to be included in the membership of any highly placed advisory groups. Therefore the gender audit team recommends that:

- 3. Women should be included in all advisory groups***
- 4. The number of female managers should be increased at all levels***

2.0 LEARNING ACHIEVEMENT

Curriculum Renewal and Assessment (Component 5)

Curriculum and Textbook (Sub-component 5.1)

d) Recommendations

- 1. Curriculum and textbooks should be revised, renewed or rewritten as the time, situation and national and international context demands***
- 2. Curriculum developers and textbooks writers should receive training on the gender issues, gender bias in textbooks and how to develop materials without gender bias which promote the status and position of girls and women***
- 3. Female writers and, female curriculum developers should be involved in the production of the curriculum and textbooks***
- 4. Curriculum and textbooks should be free from gender, social and regional bias***
- 5. Teachers' guidebooks and supplementary reading materials should be developed and distributed to all concerned***
- 6. Teachers should be trained to implement the curriculum as well as use the textbooks***
- 7. Supervision and assessment of curriculum should be implemented on a routine basis***
- 8. Curriculum and textbooks and reading materials should be distributed on time as per need***
- 9. The curriculum and teacher training should be co-related with the continuous assessment system***

Textbook Distribution

d) Recommendations

- 1. Distribution of free textbooks should be continued and distribution procedures reviewed***
- 2. The pilot projects for textbook distribution should be assessed***
- 3. The quality and size of textbooks should be improved***
- 4. The process of textbook distribution needs to be widely disseminated***
- 5. Wastage should be avoided and the distribution system made cost effective***
- 6. The printing and distribution of the texts books should be on time***
- 7. Textbooks should be made available through schools at the school level with the involvement of parents, SMCs and VECs in distribution***

Continuous Assessment (Sub-component 5.2)

d) Recommendations

1. *An adequate number of teachers should be made available to schools where the programme is being implemented*
2. *Where there are large numbers of students these should be divided into two classes*
3. *Regular training should be provided for the teachers and head teachers to familiarise them with the programme*
4. *Teachers should receive pedagogical training relating to continuous assessment*
5. *Cost recovery should be explored to make the programme sustainable*
6. *Evaluation of continuous assessment should assess the impact on girls as well as boys and identify any differences*

Teacher Training and Professional Support (Component 6)

d) Recommendations

From a gender perspective there are two very important areas to be addressed - the recruitment of more female trainers and RPs and the incorporation of more gender training into the training modules and packages. Teachers given clear and specific training in the different difficulties experienced by boys and girls in school and in the community, both in the mainstream and in special programmes, for dalits and girls and boys with special needs. Without such training girls will continue to be disadvantaged.

1. Recruit Female Trainers and Resource Persons

- 8. Review the criteria for the positions and the conditions of the posts to eliminate the bias against women applicants**
- 9. Give women teachers positive encouragement to apply for the posts of trainers and resource persons**
- 10. Either reduce the number of schools in a cluster for RPs to reduce travel or provide them with suitable transportation, or running costs for private vehicles**
- 11. Serious consideration should be given to providing for half time appointments for both female and male professional staff**

- 12. NCED to recruit trainers locally domiciled for certificated training and employ them to train in their districts**
- 13. Make transfer of trainers optional**
- 14. Provide a career structure for trainers and RP's including possibilities of promotion and financial incentives**

2. *Develop Modules/ Topics for Teacher Training on Gender Sensitisation and Awareness in Primary Education*

- 3. Develop a specific training module on gender issues in the education sector**
- 4. Review all training modules and incorporate topics directly addressing the different needs of boys and girls in all training areas and review all training modules in order to eliminate gender bias and representation of women and girls which limits their role and status in society**

3. *Training of Professional and Technical Staff to Raise Learning Achievement*

1. *Gender training (in gender planning, gender analysis, gender awareness and gender sensitisation) for male and female trainers, RPs, PTTCs, head teachers and NCED trainers. Prioritise females for training*
2. *Assertiveness training for female teachers, female head teachers, female RP's and female trainers*
3. *Leadership training for female head teachers, assistant head teachers, RPs (and supervisors)*
4. *Training in balancing domestic and professional responsibilities for women for all female head teachers, trainers and RPs*
- 5. Run the CERID "Female Teachers as Agents for Change" course in 5 districts and evaluate the impact of the course after three months prior to running a follow up course**

Certification Training (Sub-component 6.2)

d) Recommendations

6. *Clear incentives should be provided to teachers undertaking training*
7. *The packages should be reviewed to ensure gender issues are incorporated into to all packages*
8. *Additionally there should be a module on gender issues in education*
9. *The aim should be mandatory training for all teachers before teachers*

take up posts

10. *Female teachers should be encouraged to apply for training*

Recruitment of Female Teachers

d) Recommendations

A number of recommendations are made to overcome this problem:

- 12. Collect information at community level on vacant or male filled female quotas**
- 13. Undertake a local survey with the assistance of female teachers and NGOs to identify the number and location of SLC passed girls in the communities**
- 14. Announce the vacancy for the post, specifying the school where the vacancy has occurred and ensure the interview and appointment is transparent**
- 15. Prioritize B level passed women if available when appointing female teachers**
- 16. Provide opportunities for the Test Passed (sent up) girls in the remote areas and fix the deadline for them to pass the SLC within two years otherwise they will be replaced**
- 17. Provide pre service training to Secondary Level girls**
- 18. If female teachers are not appointed, the DEO should record all interviews and appointments. The DEO has to approve all appointments and should not approve a male appointment in a school where there are no females if a female is available**
- 19. Improve the physical facilities for female teachers**
- 20. Increase the target of one female teacher per school to a target of 1/3 in three years**
- 21. Create a cadre of female teachers to work as change agents in their communities and encourage**
- 22. Provide training for SMCs on the value of appointing female teachers**

Recruitment of Female Head Teachers for Primary Schools

d) Recommendations

- 6. The criteria for appointing female head teachers should be reviewed to eliminate bias against women**
- 7. All appointment committees should contain two women to reduce gender bias**
- 8. Leadership training and training for promotion should be provided for experienced female teachers**
- 9. Set a target of 100% increase in female head teachers by 2005**
- 10. Set a target of one-third female primary head teachers within 10 years**

3.0 ACCESS AND RETENTION

School Physical Facilities: (Component 1)

d) Recommendations

A large building programme places very substantial demands on the education system and a number of areas need to be addressed to maximise the outcome of the programme. It is now necessary to:

- 1. Improve the implementation capacity of the Department of Education*
- 2. Create an in-built system to make the local government accountable for the school improvement and monitoring the progress*
- 3. Sensitise local government personnel on gender issues and encourage them to collect information on the constraints on girls, due to the lack of physical facilities in schools*
- 4. Ensure there is sufficient water and toilets for girls and female teachers*
- 5. Encourage the community to maintain the physical facilities, mobilising local resources with government co-funding*
- 6. Include an element of provision for improving physical facilities for schools in the government's regular budget allocated to VDCs*
- 7. Adopt COPE modality in phase-wise manner*

Alternative Schooling: (Component 2)

d) Recommendations

- 1. Illiteracy mapping should be carried out at the earliest opportunity with gender disaggregated information as well as information on disadvantaged groups*
- 2. On the basis of illiteracy mapping, priority should be determined by the needs of girls and boys and girls from the disadvantaged groups*
- 3. Literacy should be implemented in the form of a package programme, including literacy, ECD and income generating programmes*
- 4. Co-ordination should be established between local level government and non-government organisations*
- 5. Gender sensitivity training is needed at all levels in phases starting with the higher levels*
- 6. All statistics including the statistics of those attending and those teaching in out-of-school programmes and flexible programmes should be gender disaggregated, so the aims and objectives of the programme can be evaluated and strategies developed to reach girls and boys not yet reached.*

Education of Girls: (Component 3)

d) Recommendations

3. *The special programmes for girls should be continued*
4. *Interventions and programmes to improve the quality of education should be continued to ensure that from girls from poor families attending school gain visible and measurable benefits*

Feeder Hostel for Girls: (Sub-Component 3.1)

The following recommendations are made in order to improve the effectiveness of the feeder hostel system

d) Recommendations

13. *Provide girls with orientation training on the objectives of the hostel*
14. *Disseminate information on the feeder hostels at grass roots level to ensure parents and stakeholders know about the programme*
15. *Develop a clear and transparent policy to decide who should benefit from the feeder hostel programme*
16. *Establish better co-ordination between the hostel management, DEO and VDC*
17. *Develop uniform guidelines for running the hostels*
18. *Increase the scholarship amount to be sufficient to meet the educational materials and other expenses incurred in the hostels and schools*
19. *Provide proper facilities such as rooms, beds, library, compound wall*
20. *Provide one full time qualified warden able to coach the students*
21. *Make provision for a separate coaching class for the girls of grade 10 to prepare them for SLC*
22. *Make the scholarships available on time*
23. *Arrange for pre-teacher training for the girls after the SLC examination*
24. *Obtain post study service bonds from the girls*
 1. *Arrange for pre-teacher training for the girls after the SLC examination*
 2. *Obtain post study service bonds from the girls*

Scholarship Programme: (Sub Component 3.2)

d) Recommendations

1. *The quota and the amount of the scholarships at the primary level should be increased*
2. *Scholarships should be released before the school term starts*
3. *Management of the scholarships should be streamlined and simplified at central and district level*
4. *Criteria for awarding scholarship should be standardised and information about the scholarships should be made available to all the community*
5. *Strict action should be taken against the misuse of scholarships*

6. *Effective follow - up and monitoring of the programmes should be carried out*
7. *An in-depth evaluation of the scholarship programmes should be carried out with particular emphasis on identifying measures for the best utilisation of resources in terms of selecting needy girls instead of taking a blanket approach*
8. *A separate study should be carried out to evaluate the effectiveness of the campus scholarships*

School Uniform

d) Recommendations

1. *The allowance should be provided according to the needs of the students, which may be more than once*
2. *There should be updated information on the distribution of the allowance and it should be compiled in a comprehensive way by the WES*
3. *A qualitative study should be carried out to identify the actual impact of the activity*

Nutritious Food Programme:

d) Recommendations

1. *Community awareness programmes on the importance of nutritious food should be launched*
2. *Provision should be made for good storage of the food*
3. *The feeding programme should also be linked with the BPEP- 11 programme*
4. *The programme should be extended to districts where girls' enrolment is low*
5. *A survey of the impact of the food programme on enrolment and retention should be carried out*

Education of Special Focus Groups: (Component 4)

d) Recommendations:

1. *Location specific disadvantaged groups need be identified and targeted accordingly*
2. *Food for Work and School nutrition programmes should be provided to support the disadvantaged target groups*
3. *Continuous efforts need to be made to improve the quality of teaching through appropriate teacher training and production of quality teaching as well as learning materials in schools in these areas*
4. *Appropriate and adequate physical facilities should be provided to these areas in order to attract and retain more children, especially girls in schooling*
5. *The policy of one female teacher should be enforced seriously prioritising such areas*
6. *Schools should have complete primary cycles of 1 to 5 Grades.*

7. *SMCs should be formed and mobilised for the monitoring and supervision of schools*
8. *Local NGOs and CBOs should be empowered and their schools should have the complete primary cycle of Grades 1 to 5*
9. *Local NGOs and CBOs should be utilised by empowering them to prepare and offer programmes based on the needs assessment of teachers and students*
10. *A Special Focus programme should be designed for Badi girls which includes social and economic programmes as well as education*
11. *All the statistics in this programme should be disaggregated to ensure girls as well as boys benefit*

Special Education: (Component 5)

d) Recommendations

1. *Conduct a survey to determine accurately the number of disabled girls and boys*
2. *Make the programme cost-effective*
3. *Develop training for developing less expensive learning materials for disabled boys and girls*
4. *Avoid confusion and duplication*
5. *Develop co-ordination between DOE and NGOs and give greater responsibility for special education to NGOs*
6. *Develop good mechanisms for constant supervision and follow-up programmes*
7. *Expand inclusive classes on the basis of disabled children by schools and districts*
8. *Organise different educational programmes to develop self-confidence and a feeling of being an equal citizen*
9. *Child psychology should be included in the teacher-training programme*
10. *Provide appropriate learning as well as other necessary materials*
11. *Raise awareness among communities and school of the need to educate disabled girls as well as disabled boys*

Early Childhood Development: (Component 6)

d) Recommendations

1. *Planners and policy makers should be given training on the concept, purpose and importance of the ECD programme*
2. *Orientation training should be given to parents, VDC members and the community*
3. *There should be a close link between primary schools and ECD centres*

4. *Gender disaggregated data on the attendance of boys and girls and ECD staff and managers should be compiled*
5. *The ECD centres should be linked with the Nutritious Food Programme so that the children in the centres get a mid day meal*
6. *A study on the ECD centres should be carried out to assess the success of the programme*

Community Mobilisation: (Component 7)

d) Recommendations

1. *Encourage community participation by presenting certificates awards in recognition of the contribution of individual or group efforts*
2. *Provide to people in educational management at local level to enable them to mobilise the local community*
3. *Hand over management of the school and monitoring responsibilities to local people, women as well as men*
4. *Involve local men and women in the financial management of the school*
5. *Give the local community a sense of ownership of the school through implementing the decentralisation policy in a real sense*
6. *Adopt the COPE modality for community participation*

Literacy Programme (Women Education Programme): (Component 8)

d) Recommendations:

6. *Mapping literacy levels in districts involved in BPEP-II should be mapped at the earliest opportunity*
7. *The literacy and numeracy required by women in the districts should be identified and programmes developed which address these requirements*
8. *Feasibility studies and market research should be carried out to identify appropriate income generation activities so that marketing problems do not arise*
9. *Effective monitoring, supervision and evaluation systems should be established at central and district level*
10. *A range of teaching and learning methods should be used and modes of learning developed by NGOs considered as appropriate*

May 2002

ANNEX 2 Proposals for ASIP 2002-2003

Submitted by Gender Audit Team Jan. 2002

Access and Retention

1. Appoint female teachers
2. Extend the scholarship programs
3. Improve effectiveness of feeder hostels
4. Disaggregate statistics on impact of special focus programs on girls and boys
5. Improve physical facilities of schools

Learning Achievement

1. Train male and female professional and technical staff on gender sensitisation and provide professional development for female staff
2. Develop modules/topics for teacher training on gender sensitisation and awareness in primary education
3. Recruit female trainers and RPs
4. Recruit female head teachers for primary schools
5. Eliminate gender bias from primary text books
6. Continue continuous assessment

Capacity Building

1. Train male and female staff in gender and strategic planning and provide professional development for female staff in order to achieve gender equity in educational management and administration
2. Review Civil Service Regulations and appointment procedures
3. Integrate gender into the DOE and MOE
4. Integrate gender into the decentralisation process

Interventions	ASIP 2002-3	ASIP 2003-2004	Long term
ACCESS AND RETENTION	Appoint female teachers	Improve feeder hostels	Continue to develop and improve physical facilities
	Extend scholarship program	Assess impact of special focus programme on girls in target groups	
LEARNING ACHIEVEMENT	Appoint female RPs and female trainers	Recruit female head teachers for primary schools	Eliminate gender bias from text books
	Train male and female professional and technical staff on gender sensitisation and provide professional development for female staff	Develop modules /topics for teacher training on gender sensitisation and awareness	Continue continuous assessment
CAPACITY BUILDING	Train male and female staff in gender and strategic planning, provide professional development for female staff to achieve gender equity in educational management and administration	Review civil service regulations and appointment procedures	
	Integrate gender into the MOE and DOE		
	Integrate gender into the decentralisation process		

Annual Strategic Plan

Strategic Overview Access and Retention

BPEP II – Programme

Objective 3 Annex 1: Increase equitable access to basic and primary education especially for girls and disadvantaged children

The key strategies to achieve Objective 3 relate to providing alternative programs for disadvantaged children and girls, special programs for disabled children, mobilising of communities to increase enrolment, establishing ECDs, incentive programmes for out-of-school girls and feeder hostel programs.

Objective 4 Annex 1: Upgrade the quality of school physical environment through community management

The strategies to achieve Objective are maintenance of classrooms, physical improvement to schools, school construction, specific interventions and community participation in the planning and management of SIP.

Education in Nepal started in 1951, when 104 years feudal rule ended. During the 50s the national literacy rate was 3.9% and the female literacy was 0.7%⁴⁷. A recent study revealed that the national average of the literacy has reached 57.6%, the male literacy being 71.1% and female 44.8%⁴⁸. The education development figure gives relatively encouraging results; the worrying factor is that 28% of 6-10 year children are still not in education. Out of the children enrolled in the primary grades, 12% on average drop out in primary grades, 37% repeat classes in grade 1 and only 41% percent complete primary education cycle⁴⁹. The majority of these children are girls who due to cultural, social and economic reasons are deprived of the educational opportunities.

The net enrolment ratio is shown to be 72% in 1999, the boys' NER is 79% and that of girls' 64%.

In order to raise girls' status to equal that of boys in education, the government has formulated policies in the Ninth Plan and in accordance with government policies, BPEP- -II also incorporated various components addressing girls in order to provide equal access in education.

⁴⁷ CBS

⁴⁸ Cited in ASIP, 2001

⁴⁹ Ibid, 2001

Experience of field visits:

During the fields visit in Janakpur the gender team visited three schools and interviewed the Head teachers, male teachers, female teachers, parents, RP and DEO.

From the field we collected information on physical facilities, the situation of female teachers, the scholarship and nutritious food programs, all of which are designed to raise girls' enrolment in schools.

BPEP-II has a program of school construction but in the schools we visited, there is not enough space for five classes and classes were running outside, the furniture was insufficient and there was a shortage of teachers. The female teacher's quota was not filled in the primary schools visited.

The gender audit team is of the opinion that in order to improve the access of girls to primary school, immediate important strategies are the appointment of female teachers, effective administration of the scholarship program, better maintenance of feeder hostels and the appointment of girls from the feeder hostels to teaching positions.

Recommendations:

1 Appointment of female teachers

Goal

Gender equity and social justice

Purpose

To support national and BPEP-II goals by appointing female teachers according to the agreed quota in primary schools, to provide scholarships to the disadvantaged girls, to promote female teachers by encouraging girls into the teaching profession through feeder hostels and to provide adequate physical facilities in schools.

Objectives

- 1. To identify the schools where the female quota is vacant or is filled by a male teacher**
- 2. SMCs, RPs and NGOs to identify the number of SLC passed females in the district**
- 3. To motivate the SLC passed females to apply for vacant teaching positions**
- 4. To appoint the SLC passed girls in the schools most convenient to their homes.**
- 5. In the case of unavailability of SLC passed girls, to prepare secondary level educated girls as teachers to teach in grades 1 and 2**

Interventions

S.N	Activity	Target Group	Performance Indicators	Outcome Indicators	MOES/DOE Sections' Responsibility
1	Collect Information on vacant or male filled female quotas	SLC passed Females	Information collected on vacant posts and female quota	All female quota filled by female teachers and those filled by males replaced by females or posts remain vacant	DOE, WES
2	Revise policy to appoint minimum of two female teachers in five class schools. Meanwhile ensure current quota of one female teacher per school is complied.	Female teachers	All of the primary schools get at least one female teacher quota	Female teachers appointed in the posts	WES, DOE, MOE
3	Collect information about SLC passed girls in all of the districts	SLC passed females	Information collected about SLC passed girls in the districts	Increased number of female teachers	DEO, DOE
4	Pre service training to Secondary Level Girls	Secondary level girls	Teacher training provided to the girls	The girls appointed as teachers in grades 1 and 2	WES, DOE, FOE
5	Policy reformulated to at least two female teachers per primary school	Female teachers	Policy formulated by MOE to appoint two female teachers per school	Primary Schools get quota for two female teachers and appoint.	WES, DOE, MOE
6	Create a cadre of female teachers to work as change agents (See ASIP Learning Achievement)	Female teachers	A cadre of female teachers formed and trained as community mobilises	Members of cadre mobilised as awareness campaign towards girls' enrolment	WES, DEO, DOE
7	Interview and appointments should be transparent	Female teachers	Number of applications and transparent records kept	Current quota filled and new policy formulated	DEO, SMC

Outcomes

1. Current quota for female teachers filled
2. Policy revised to increase female quota

2 Scholarship Programme

Purpose

To increase the enrolment of girls from disadvantaged groups.

Objectives

To increase the enrolment of girls in the low economic strata and in disadvantaged groups

Outcomes:

- 1. Increase in the enrolment of girls in school**
- 2. All girls of disadvantaged communities receive scholarships**
- 3. Study of the districts to determine the economic status of the people carried out**

Interventions

S.N	Activity	Target Group	Performance Indicators	Outcome Indicators	MOE/Department/Sections' Responsibility
1	Develop criteria for selecting genuine candidates	Deserving girls from disadvantaged group	Parameters developed for selection	Genuine girls selected for scholarship	WES, DEO, DOE, SMC
2	Increase scholarship quota based on the number of girls in the school	Primary school girls	Quota increased	More girls awarded scholarship and drop out rate decreased	WES, DOE, MOE
3	Decentralise the scholarship awarding process to the District	District Education Office	DEO authorised to award scholarship	Girls received scholarship on time	WES, DOE
4	Effective monitoring mechanisms to be developed to ensure scholarship amount is spent on educational materials	DEO, Resource Persons, DEO staff	Regular monitoring carried out and scholarship spent as per objective	Girls get educational materials	WES, DOE, DEO, SMC
5	Increase the scholarship amount	Primary level girls	Scholarship amount increased	Girls encouraged to enrol, drop out rate reduced	WES, DOE, MOE
6	Review the blanket approach scholarship programme of 12 districts	District Population	Survey carried out to know the economic status of the people	The girls who have a need get scholarship	WES, DEO, DOE

3 Feeder Hostel as a strategy for increasing enrolment

Purpose

Increase the number of female teachers in remote areas

Objective:

Increase the number of female teachers in primary schools by providing training opportunities to the girls who have not passed SLC, especially in remote areas.

Outcomes

1. **Girls from remote areas motivated to be teachers staying in the feeder hostels**
2. **Girls of disadvantaged groups provided with academic upgrading programme as a prerequisite for teacher training programme, where it is difficult to find girls with the minimum qualification for training.**
3. **Rural people mobilised towards developmental activities with the help of female in literacy programs**
4. **Positive attitude towards girls' education developed**
5. **Increased enrolments and retention of girls in schools**

Interventions

S.N	Activity	Target Group	Performance Indicators	Outcome Indicators	MOE/DOE/Sections' Responsibility
1	Orientation for girls on FH	Secondary level girls	Short training conducted	FH girls knew about the FH objectives	WES, DEO, SMC
2	Information dissemination about FH on time	Parents, Community stakeholders, VDC members, NGOS	Information disseminated through various media and person to person contact	Parents and stakeholders of the community became aware of the significance of the programme	DEO, WES, SMC
3	Clear selection policy to be formulated	Secondary level girls for FH	Clear policy formulated and made transparent	Girls selected from targeted districts and targeted groups	WES, DEO, DOE, MOE
4	Better co-ordination established among concerned institutions	DOE, DEO, WES, Schools	A network established.	Better co-ordination established through the network and more girls apply to be in FH	DOE, DEO, WES, SMC
5	Uniform guidelines for running hostels	DOE, DEO, WES, Schools	To apply CTEVT guidelines	Uniformity maintained in all the hostels	WES, DEO, DOE
6	Increase the	FH Girls	To process for raising	Scholarship amount	WES, DOE, MOES

	scholarship amount		the scholarship amount	raised and girls drop out decreased	
7	Provision for physical facilities	FH Girls	Arrange for rooms, beds, water, library etc	Learning environment improved	WES, DEO, SCHOOL/SMC
8	Provision for qualified warden	FH Girls	Qualified warden appointed	Girls' learning achievement improved	WES, DEO, SMC
9	Provision for coaching class	FH Girls	Girls provided coaching in the difficult subjects	Greater number of girls pass SLC in higher division	WES, DEO, School/SMC
10	Make scholarship available on time	FH Girls	Send scholarship funds on time	Girls received funds on time	WES, DOE, DEO, Schools
11	Arrange for pre teacher training	Girls who appeared in SLC	Pre-service training arranged before the SLC result	Girls received orientation about teaching	WES, DEO, FOE
12	Obtain post service bonds from girls	SLC passed FH Girls	Prepare bonds for the girls commitment in teaching	Girls committed to work as teachers	WES, DEO

4 Special Education

Purpose

To provide access to education for handicapped children.

Objective

To provide education for children with moderate disabilities

Outcome:

Specials arrangement made for the disabled girls to get into primary education

Intervention

Collect desegregated data of disabled children and address the programme accordingly.

5 School Physical Facilities

Purpose

Improve access and increase enrolment

Objective:

Provide for sufficient physical facilities in order to create congenial learning environment

Outcome

Minimum physical facilities arranged for improving learning environment

Interventions

- Construct classrooms as per the requirement
- Arrange for furniture based on the number of students
- Make arrangement for library and common room
- Provide for water for drinking and other purposes
- Construct toilets as per number of students

Basic and Primary Education Programme II Annual Strategic Implementation Plan

Learning Achievement

Objective 2 Annex 1: Raise Learning Achievement, especially in grades 1-3.

The key strategies for raising achieve relate to curriculum and materials development -reviewing, improving and consolidating the use of materials and distributing free text books to all children in grades 1-5, and to teacher training

There are three mechanisms for delivering training to teachers: 1) Pre-service Certificate Training at the FOE, 2) In-service 10 month certificate training of four packages, two of which, packages 1 and 4, are delivered at the PTTC by NCED trainers drawn from the district education sector and based in the district headquarters. Packages 2 and 3 are delivered by the Distance Education Centre through radio and contact sessions with district RP's at the Resources Centres. 3) In service / recurrent training in the Resource Centres and PTTCs delivered by the Resource Persons who also have a supervision and support responsibility to the teachers in their cluster of schools

According to the Third Party Review⁵⁰, the number of teachers receiving recurrent training exceeded the BPEP-II target in the 99-2000 and in 2000-01 but is nearly 4000 teachers below target for 2001-2. The in-service certificated training organised in 4 training packages by NCED is significantly under target. The Report of the Technical Panel shows an achievement level of 69.9%, 6606 teachers receiving training as against a PIP target of 9430 and an achievement level of 93%, 18505 teachers taking the packages against a target of 20000⁵¹

In focus group discussions teachers undertaking the training and teachers who had received the training, both reported they had found it useful and practical⁵². They reported learning new teaching methods they had not been previously aware of. Trainers on the other hand felt they needed more training of trainers particularly on teaching methodology in order to deliver their training more effectively. Their follow up visits to observe the teachers made them question the extent to which the trained teachers put the new teaching methods into practice.

The audit team is of the opinion that effective training of teachers is one of the most important strategies for improving the quality of education and the learning achievement of both girls and boys. One of the outputs required from the gender audit

⁵⁰ Table 4.4. BPEP-II Targets and Actual Achievements in Recurrent Training and Establishment of RC P.60 Report on A Third Party Review of Basic and Primary Education Program Phase II by TEAM Consult. PVT.Ltd

⁵¹ Report of Technical panel 24 November 2001, p.24. Table 5.9 quoting Status Report 2001: BPEP District Level Target & Achievement 2001.

⁵² Field visit Janakpur 8-9 Jan.2002

is a set of specific and realistic recommendations relating to program objectives. Accordingly we make the following recommendations in relation to the training of technical and professional staff.

Recommendations

1. Training of Professional and Technical Staff to Raise Learning Achievement

Goal

Gender equity and social justice

Purpose

To support national and BPEP goals by enhancing the Pre-service, In-Service/Recurrent and In-Service Certificate Training

Objectives

- 1. Include gender sensitisation in all teacher training**
- 2. All staff to be aware of specific needs of girls and boys**
- 3. Professional aspiration and self confidence of female staff developed**
- 4. 1/3 of all primary head teachers, trainers and RPs to be women**
- 5. Female staff better able to balance domestic and professional responsibilities**

Interventions

	Interventions	Target Group at Central and District level	Performance Indicators	Outcome Indicators	Department / Section Responsible

<u>1</u>	Assertiveness training for women	Female teachers, female head teachers, female RPs and female trainers	All female professional staff trained by end of BPEP-II 25 staff per course	30 % increase in female staff at all levels. Target of 1/3 female staff	NCED or WES
<u>2</u>	Gender Training (in gender planning, gender analysis, gender awareness and gender sensitization) for men and women	Male and female trainers, RPs, in NCED and PTTCs, head teachers. Priority for females	All NCED central trainers trained. Team of RPs trained in each district?	All teacher training is gender sensitive. Gender training is clearly incorporated into all teaching materials	NCED/WES organise gender training for education by consultants or education NGOs
<u>3</u>	Leadership Training for Women	Female head teachers, assistant head teachers, Resource Persons (and Supervisors)	All female professional / technical staff trained	50% increase in women applying for training posts, RP and head teacher posts and 50% of these successful. Target of 1/3 women in these posts by ?	WES /NCED to arrange training - by consultants, or NGO possibly from the sub continent
<u>4</u>	Balancing Domestic and Professional Responsibilities for Women	Courses for all female head teachers, trainers and RPs	All female staff in these categories trained	Increased productivity from the female staff. Increased awareness in the education sector of the need for family friendly work policies for men and women	WES to arrange training from Nepali NGO or sub continent NGO
<u>5</u>	"Female Teachers as Agents for Change" Run the CERID course in 5 districts	Initial course for women teachers and follow-up course after three months	Piloting in five BPEP-II districts	Increased enrollment of girls and increase in learning achievement of the trained teachers'	CERID

	Evaluate the impact of the course			students	
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Financial Implications:

Training should as far as possible come from department budgets as it should be a recurrent expenditure, though less after the initial training. Some technical assistance may be required initially.

Outcomes

1. 100% increase in the number of female head teachers, RPs and trainers in two years. Target of 1/3 female in each category
 2. All NCED trainers and DEO RPs trained in training for gender awareness and sensitisation in the teaching learning situation.
 3. Gender sensitisation included in all teacher training either as package, or generic topic in all modules. (see also Intervention 2)
 4. Improved attendance record of female teachers
 5. Higher levels of achievement of girls and boys
 6. Increased enrolment and retention of girls and greater awareness of importance of educating girls in rural communities
-
2. Develop Module/ Topics for teacher training on Gender Sensitisation and Awareness in Primary Education

Objective

A training module, or training topics on gender, developed for use in training primary school teachers

Interventions

Using the model of successful gender training developed by the secondary education development unit, develop training packages for use in training in the primary sector.

Action

Provide technical assistance to develop and trial the modules

Outcomes

Gender sensitisation modules developed and used on all training courses

3. Recruit Female Trainers and RPs

Objectives:

- 1. 100% increase in female head teachers, trainers and RPs in two years**
- 3. Target of 1/3 trainers ,RPs and supervisors to be female by 2007**

Interventions

- 1. Give women teachers positive encouragement to apply for the posts of trainers and resource persons**
- 2. Review the criteria for the positions and the conditions of the posts to eliminate the bias against women applicants.**
- 3. NCED to recruit trainers locally domiciled for certificated training and employ them to train in their districts.**

- 4. Either reduce the number of schools in a cluster for RPs to reduce travel or provide them with suitable transportation, or running costs for private vehicles.**
- 5. Serious consideration should be given to providing for half time appointments for both female and male professional staff**
- 6. Make transfer of trainers optional**
- 7. Provide a career structure for trainers and RP's including possibilities of promotion an financial incentives**

Resource Implications:

There are resource implications in 1) reducing the number of schools in a cluster or for providing assistance with transport 2) Developing a career and incremental structure for trainers and RPs.

Outcomes

- 1 100% in the number of female trainers and RPs within two years**
- 2 1/3 trainers, RPs and supervisors by 2007**

4 Recruit Female Head Teachers for Primary Schools

Objective:

- 1 1/3 of primary head teachers should be female**

Interventions

- 1. Review the criteria for appointing head teachers to eliminate bias against women**
- 2. All appointment committees should contain two women to reduce gender bias**

3. Provide training leadership and promotion training for experienced women teachers

Financial Implications: none

Outcomes

1. 100% increase in female head teachers by 2004

2. 1/3 of primary head teachers to be female by ?

5. Eliminate Gender Bias from Primary Textbooks

In three years review primary text books and eliminate gender bias when republishing

6. Continue Continuous Assessment

Continue male and female teachers training in continuous assessment and continue the training in multi grade teaching

Gender Audit Team
Jan 16 2002

ANNEX 3

SAMPLE ACTION PLANS

- 1. Primary School Scholarship Programme**
- 2. Assertiveness Training for Women Officers**
- 3. Textbook Distribution**
- 4. Appointment of Female Teachers**
- 5. Community Mobilisation**
- 6. Gender Sensitisation for Curriculum an Textbooks**
- 7. Gender Awareness for Stakeholders**
- 8. Integrating Gender into the Decentralised Planning Process**
- 9. Special Education**

Action Plan 1

Extension of Primary School Scholarship Programme

F.Y. 2002/03

Central Level Action Plan

Area: **Access and Retention**

Issues: Poor disadvantaged girls are still out of school

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget Resource implication	
1.	Scholarship programme	<ul style="list-style-type: none"> Forward proposal to MOES Review the commitment of Dakar conference of 2000, EFA Analyse and review the scholarship scheme Conduct research on earnings / opportunity costs of girls not in school Conduct research on the direct cost of sending girls to school Analyse the findings of the review Draw up criteria for awarding scholarships based on costs, direct and indirect and parental incomes Recommendations for scholarship programme, including the amount of scholarship 	Poor /Disadvantaged girls	DOE/MOES	Increase in budget for scholarships	B b p n
2.	Policy Measure	<ul style="list-style-type: none"> Review report submitted to decision making group 	”	”	”	”
3.	Policy Formulation	<ul style="list-style-type: none"> Replication of scholarship scheme in existing 17 districts covered by BPEP to the rest of the districts <ul style="list-style-type: none"> The scholarship amount will be increased to Rs. 300 per girl All needy girls have the opportunity for access to education 	”	”	”	”
4.	Uniformity on policy	The blanket approach of scholarships to the 12 districts will be avoided	”	”	”	”
5.	Criteria will be revised according to new	<ul style="list-style-type: none"> Other districts will also receive the Rs. 300 per girl or 	”	”	”	”

	policy	<p>the scholarship quota</p> <ul style="list-style-type: none"> The scholarship quota number will be allocated on the basis of demand but within the allocation of budget by centre 				
6.	Dissemination of the new policy	<ul style="list-style-type: none"> The scholarship programme will be promotion and information provided through the media 	”	”	”	”
7.	Detailed criteria will be developed in the districts and the scholarship quota will be distributed by DEO	<ul style="list-style-type: none"> Schools will demand the quota to the district as per the need. 	”	School/ DEO	”	”
8.	Disbursal of money	<ul style="list-style-type: none"> Allocated budget will be dispersed on time to school and girls 	”	”	”	”
9.	Follow-up activity	<ul style="list-style-type: none"> SMC, VDC to monitor the scheme and to feedback to DEO office 	SMC/VEC/DEO	”	”	”
10.	Evaluation	<ul style="list-style-type: none"> The RP from DEO office, and VDC representative will evaluate 	”	”	”	”

Action Plan 2

Assertiveness training for women officers F.Y. 2002/03

Central Level Action Plan

Area: **Capacity Building**

Issues: Women being less assertive remain in low profile

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget / Resource implication	I
1.	Preparation of a short term training course	<ul style="list-style-type: none"> Development of a course outline for 5 days training 	Gazetted II class women officers of MOES/DOE	WES/DOE/NCED	Training budget	V 1
2.	Preparation and collection of training materials	<ul style="list-style-type: none"> Development of case studies of successful women leaders 	”	”	”	”
3.	”	<ul style="list-style-type: none"> Preparation of a discussion paper on gender issues in the education sector 	”	”	”	V 5
4.	”	<ul style="list-style-type: none"> Development of the handout on assertiveness 	”	”	”	”

5.	Prepared materials and programme to be trial in workshop	<ul style="list-style-type: none"> A 2 day workshop will be held for test and trial of the developed materials and the programme 	Gazetted II class women officers	„	Within 2 days	„
6.	Revision of training materials from feedback	<ul style="list-style-type: none"> Revised training materials up to date after feedback from workshop 	Gazetted II class women officers	„	„	„
7.	Development of a training schedule	<ul style="list-style-type: none"> Conduct a training programme of 5 days. 	„ (15-20)	„	Within 5 days	„
8.	Preparation of a report	<ul style="list-style-type: none"> Preparation of a report on the training 	For DOE/MOES	Trainers and gender experts	For 3 days	C r
9.	Evaluation of the training programme	<ul style="list-style-type: none"> Trainee's complete evaluations Observation of the changed attitudes and behaviours of women officers Trainees apply for promotion 	Gazetted II class women officers.	WES/DOE/NCED	Follow up in 6 months	
10	Continuously conduct the training for others	<ul style="list-style-type: none"> Development of detailed programme schedule for other groups 	Gazetted III classes women officers.	„	Within 5 days	
	Develop training package and train district trainers		Potential trainers			
	Training for class 1 officers					
	Training for all women in education administration					

Action Plan 3

Textbook distribution

F.Y. 2003/04

Central Level Action Plan

Area: **Access and Retention****Recommendation:** Textbooks should be printed on time and**Issues:** Textbooks not distributed on time

distribution should take place on time

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget / Resource Implication	Time Frame
1.	Information Collection	<ul style="list-style-type: none"> Collect information on number of students requiring books well in advance Provide CRC copy and feedback information to JEMC on time 	CED/DOE/JEMC	CDC/DOE/JEMC		In govt time to the beginning of the session
2.	Printing process	<ul style="list-style-type: none"> Printing of textbooks is allocated by district Packing for each district 	Districts	JEMC and distribution authority		”
3.	Dissemination of information to districts	<ul style="list-style-type: none"> Dissemination of detailed information on delivery system and time schedule 	”	”		”
4.	Arrangement of delivery system of textbooks	<ul style="list-style-type: none"> Scheme of distribution of textbooks Notification of the depot (authority of delivery) and time 	School children parents	Delivery agents DEO office		”

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget / Resource implication	T Fr
5.	Distribution	„	„	„	Immediately after session starts	
6.	Follow-up Programme	„	„	„		
7.	Evaluation	„	„	No budget implication	After school session	
8.	Report Feedback	Central office. CDC,JEMC	DEO office delivery agent.	-	„	

Action Plan 4

Appointment of female teachers

F.Y. 2002/03

District Level Action Plan

Area: Access and retention

Issue: Lack of female teachers in primary schools

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget / Resource implication	
1.	Women with SLC passes in communities identified	<ul style="list-style-type: none"> DEO requests list of SLC passes in last 10 years in 11 districts 		DEO		
		<ul style="list-style-type: none"> DEO requests head teachers to organise teachers /CBOs surveys of SLC passes 		DEO, head teachers, CBOs		
2.	List of SLC passes held in DEO and list sent to each school and community	<ul style="list-style-type: none"> List of passes and results of survey are correlated 				
3.	One temporary quota is provided to the school, or a vacancy occurs	<ul style="list-style-type: none"> Organisation of a meeting of SMC on 3rd week of Bhadra 2059 	Chair of SMC	SMC/DEO	Budget implication	302
4.	Process of appointment of a female teacher	<ul style="list-style-type: none"> SMC decide on notification to apply a temporary female teacher within the date of 25th Bhadra 059 	Chair of SMC	SMC/H/T	„	200
		<ul style="list-style-type: none"> According to the decision of the SMC meeting of 3rd week of Bhadra. Head teacher will flash the notice for a call of application in the local paper as well as in the school notice board Clear and transparent criteria will be drawn up All women with SLC passes will be informed by letter and invited to apply 	SMC, head Teacher		„	402
	„	<ul style="list-style-type: none"> SMC meeting will held on 27th of Bhadra to short list applicants. SMC will decide the date of interview 	„	„	„	„
	„	<ul style="list-style-type: none"> SMC will call interview on 29th of Bhadra 	„	„	„	202
	„	<ul style="list-style-type: none"> After the interview SMC will recommend the name of a female candidate to the DEO office for appointment 	„	SMC/DEO	„	302

5.	Appointment of a female teacher	<ul style="list-style-type: none"> SMC selects teacher with effect from 1st of Aswin 2059 and gives appointment letter on 30th Bhadra 2059. Sends CC copy to school and to DEO 	”	”	”	”
6.	Appointment confirmed	DEO confirms appointment of female				

Action Plan 5

Community Mobilisation

F.Y. 2002/03

District Level Action Plan

Area: Access and retention

Issues: Lack of awareness about management and skills of community mobilisation

Recommendation: Provide management and technical skills through training and workshops

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget	Time
1.	Preparation of 3 day awareness raising workshops	<ul style="list-style-type: none"> Developing training materials schedule, budget, participants etc. 	Community stakeholders, mothers and fathers	RP/DEO office	Training budget required	Before session
2.	First day of the workshop training	<ul style="list-style-type: none"> Sensitivity to gender issues - low enrolment of disadvantaged girls, low achievement of girls in class Irregularities of children and teachers Parents and community stakeholders lack of involvement 	”	”		”
3.	Second day of the workshop	<ul style="list-style-type: none"> Participants are divided into four groups and discuss each issue Groups develop an action plan to solve the issues 	”	”	”	Before

4.	3 rd day of the workshop	<ul style="list-style-type: none"> Groups present action plan with detailed steps and methods 	„	„	Implement plan (community work on voluntary bases)	„
5.	Follow-up activities as to whether the action plan is put into practice	<ul style="list-style-type: none"> Follow-up activity whether the group is working or not according to action plan 	„	RP.	No budget implication	„
6.	Impact evaluated	<ul style="list-style-type: none"> Each group is working according to their schedule and checking in the schools to find the outcome 	„	„	„	

Action Plan 6

Gender sensitisation training: curriculum and textbooks

F.Y. 2003/04

Central Level Action Plan

Theme: Access and retention
Issue: Gender, social and regional biases
Recommendation: Gender sensitisation training for curriculum developers, textbook writers on gender social and regional issues in existing textbooks
Outcomes: Avoidance of bias in future books, teachers informed of biases and how to handle them

S. No.	Action	Specific Activities	Target Group	Responsibility	Budget / Resource implication	
1.	Review the curriculum and textbooks with regard to gender, social and regional bias	Review curriculum and text books and identify any gender, social and regional biases	To explore biases on curriculum / textbooks	WES/ DOE/ CDC	Resources - officer time or financial if a consultant	2
2.	Study Report	Preparation of study report	„	„	„	„
3	Orientation Programme	Designed an orientation programme to alert participants to conscious and unconscious bias in existing text	Curriculum specialists, possibly textbooks writers	„	„	„
4.	Preparation of the Orientation Programme	A 2 day orientation programme will be scheduled	„	„	„	„
5.	Programme Implementation	Through small group activities gender issues will be sensitised	„	„	„	„
6.	„	Participants will audit curriculum as well as text books	„	„	Cost implications if need to republish	„
7.	„	Circulate examples of gender biased portrait, images invisible role of girls/women and biased social and regional representation in the textbooks	„	„	„	„
8.	„	Discussion on the solutions and alternative presentation Develop guidelines for teachers'	„	„	„	„
9.	Evaluation of the programme	Participants fill in the evaluation form	„	„	„	„
10	Outcome	Better books				

Action Plan 7

Gender Awareness Workshop for Stakeholders

F.Y. 2002/03

Area: **Access and Retention**
 Issues: Lack of Awareness of Gender Issues

SN	Action	Specific Activities	Target Group	Responsibility	Budget Implication
1	Develop two day awareness workshop programme	Preparation of programme schedule, materials, participants list, resource persons, venue and financial assessment etc.	Gazetted 1 st and 2 nd class officers (male/female) 25 persons	WES/DOE NCED	Cost of material refreshments at trainer if not DOE/NCED
2	List gender issue in education sector from different studies	Categorisation of a) Gender issues and list b) Plan participant groups c) Plan workshop method	"	"	"
3	Organisation of the workshop for the first day	a) Formation of groups on the basis of their background b) Groups identify gender issues c) Presentation of 5 issues in the plenary d) Prepare long list of gender issues e) Categorise the issues for causes - social/cultural, economic, educational factors i.e. poor quality of schooling access, social and cultural values f) Trainers and participants compare			
	Second day of the workshop	a) Group discussion to solve issues b) Group propose ways out (schemes) to overcome the problems for each issue c) Make proposals with the mechanism and resource implication d) The trainers/resource persons will sum up. e) Close of workshop session			
	Participants evaluate the workshop to feedback to organisers	Repeat Workshop for other participants			

Action Plan 8

Integrating gender into decentralised planning process

2002/2003

Action Plan: **Capacity Building**

Issues: Lack of gender integration into planning process

S.N	Action	Specific Activities	Target Group	Responsibility	Budget /Resource Implication
	Preparation and Assessment of School	a) Organise meeting of local stakeholders, including female stakeholders, of primary school b) Discussion on school (including quality of education and physical facility) c) Survey or school mapping for the population of school-going children of the school catchment area. d) Assess the situation of teachers, student enrolment; drop out, repetition, status (especially of girls), physical and economic condition of school and local educators and contributors to school etc.	Local stakeholders "	RPs/ DEOs "	Need budget "
	Organisation of a 2 day workshop	a) Presentation of summary report of the school by head teacher b) Formation of small groups of the stakeholders. c) Make the list of the major issues and problems related to school, like enrolment, number of teachers including female teachers, teachers training, physical facilities including separate toilet for girls and female teachers and linkage with community e) Prioritise issues and problems			
3	Workshop Day 2	a) Develop a school improvement plan. E.g. <ul style="list-style-type: none"> ▪ New classroom construction ▪ Additional furniture ▪ Separate toilet blocks for girls and female teachers within maintenance scheme ▪ Appointment of female teachers ▪ Encourage girls to increase access through mothers' groups ▪ Establish a parents' association including mothers to monitor students' regularities ▪ Fix the target and timeframe for the progress f) Submit plan to DEO office through RPs			Resource providing by VDC funds, local donors and BPEP funds

	Follow up meeting of stakeholders					
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Action Plan 9 Special Education

Theme: Access and Retention

Issue: Lack of participation of girls

S.No.	Action	Specific Activities	Target Group	Responsibility	Resource Implication	
	Encourage and give recognition to local participation	Formation of group and orient to task	Group members	RP Head teacher	No cost	
		Survey area for disabled girls as well as boys	Disabled boys and girls	RP Head teacher NGO	Budget for transport costs and materials	
		Run awareness programme for parents	Mothers and fathers of disabled boys and girls			
		Training programme for teachers	The teachers			
		Open classes for disabled boys and girls	Disabled boys and girls			
		Monitor progress of classes and attendance	Community leaders, social workers and mothers and fathers			
		DEO to award certificates of social recognition				

Group members will be 1) Ward member, 2) Female teacher, 3) Male teacher, 4) Mother, 5) Father.60 NGO member 7) Local leader

