

**REPORT OF
THE NATIONAL EDUCATION COMMISSION, 1992**

(Executive Summary)

National Education commission
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MINISTRY OF EDUCATION

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MINISTRY OF EDUCATION

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Educationist Vice-Chairman
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Chairperson, Nepal Teachers' Association Member
8. Dr. Suresh Raj Sharma,
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Tribhuvan University Member
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Associate Professor, Institute of Medicine Member
12. Mr. Hikmat Singh Bhandari,
Lecturer, Saraswoti Multi-purpose Campus Member
13. Mr. Sudarshan Risal
Registrar, Tribhuban University Member
14. Mr Chandra Shekhar Thakur
Headmaster, Juddha Secondary School, Gaur Member
15. Dr. Lekhnath Belbase, Educationist Member
16. Mr. Pushpa Bahadur Shrestha,
National Education Committee Member-secretary

1. NATIONAL GOAL, STRUCTURE AND POLICY OF EDUCATION

In every epoch of human history serious consideration has been given to education, the prime necessity of life. Its form and content have been modified, its goals and policies reconsidered and its method and manner transformed from time to time.

In Nepal, the modern system of education made its debut during the Rana regime in the wake of the long-standing orthodox pattern, and the first, faltering step in the direction of educational planning was taken in 1947. However, it was only after the introduction of democracy in 1951 that planned efforts were seriously taken in hand to promote the cause of education. An Education Committee was appointed in 1952, and acting on its timely recommendations, a National Education Planning Commission was formed in 1954.

Following the political changes of 1960, a Comprehensive Education Committee was brought into being. Later, the National Education System Plan (1971) was introduced with the stated aim of bringing about sweeping changes in the field of education, especially in the production of brained manpower. Its another objective was to shore up the sagging popular faith in the Panchayat system of government.

However, the student movement of 1979 put a question mark on the validity of the Panchayat system itself. It was also instrumental in forcing the authorities concerned to re-consider many of the fundamental features of the National Education System Plan, and to constitute a Royal Higher Education Commission in 1982, which presented its Report in 1983. In the course of its implementation the Mahendra Sanskrit University was set up, the Institutes were given the more glamorous name of Faculties, and other minor changes, mostly cosmetic in nature, were made.

This period was chiefly remarkable for the way in which the administration of the Tribhuban University was progressively centralized, and the consequent disruption of the academic atmosphere. The 'Panchayatization' of education went ahead full steam, fuelling a spirit of revolt in the teaching community. As a result, students from the primary to higher education grades took to the streets in the historic People's Movement of 1989/90. They marched shoulder to shoulder with their other compatriots, raising their voice in support of democracy, and many of them laid down their lives.

Following the restoration of democracy in the country, it was realized on all hands that education has a special role to play as a catalyst for social change and national reconstruction, and that, as such; it should be given a new dimension well in time. As regards the National Education System Plan, some of its basic policies have been radically transformed during its implementation period itself because some of the goals it aimed at were grossly impractical. As the years rolled by, it became more

and more obvious that its ulterior motive was not to facilitate the good of the people, but to frustrate it.

During the past four decades Nepal is seen to have made a lot of investment in education, but the outcome is not proportionate. In consequence, the nation has found it difficult to sustain a system, which is riddled with all kinds of anomalies and incongruities. The guardians send their wards to schools at great cost to themselves, but they are not getting what they have sought, namely, good education.

The Tribhuban University, which is responsible for the higher education in Nepal, is enmeshed in its own problems. The private campuses are reeling under the pressure of student enrolment, which has been growing year by year. They are not able to run regular classes. Examinations are not held in time, and the publication of results is long delayed. Overwhelmed by such ticklish questions, they have no time to spare for the much more important task of introducing timely changes in curricula.

The Panchayat polity, which frowned upon all political activities, had the effect of turning the educational sector into a political arena, with the result that education has not yet been rid of politics. The Research Centers and Central Departments of the higher educational institutes, both general and technical, are suffering from shortage of appropriate programmes. Various educational activities are non-existent. Administrative cost tends to go up. Educational policies, rules and programmes, suited to the changed political context, have yet to be worked out. For all these reasons, higher education is faced with many problems today.

Compared with the amount of investment in Sanskrit education, the number of students is very low. An overview of the situation prevailing in the national education and the problems besetting it, makes one thing absolutely clear that there is a need for reforming it as soon as possible. The only question is what form it should take, and what direction and dimension it should assume. In the light of the People's Movement of 1989/90 and the consequent re-instatement of democracy, the Constitution of the Kingdom of Nepal, 1990, national aspirations and commitments, contemporary international environment, and likely trends in future, the Commission is of the view that it would be most appropriate to set the following as the goals of national education:

- 1) To bring out the genius inherent in every individual, and to give free-play to the chances of personality development;
- 2) To promote the supreme human values, and to inculcate in the individual the national and social norms and beliefs in order to ensure a healthy social growth;

- 3) To strengthen social integrity by socializing the individual;
- 4) To teach the individual to live in harmony with the modern age without losing his identity in the national and international environment;
- 5) To modernize the society and develop the human resources in the interest of national construction;
- 6) To conserve the natural environment and national wealth; and
- 7) To assimilate the backward sections of the society into the main stream of the national life. Educational Structure

The Commission has proposed a new educational structure to replace the old one in order to realize the above goals of national education. There are three avenues for imparting knowledge and skill under the new educational structure: formal, non-formal and vocational. Formal education signifies the regular education provided by the teaching institutions on a regular basis. Anybody may enroll himself whole time in one of those institutions and receive formal education. Traditionally, the agencies involved in it are the schools, colleges and universities.

Non-formal education varies in duration, depending on the requirement. The instances of it are literacy education, job-oriented adult education, and women's programme. Vocational education is a skill-building exercise, where skill gains precedence over knowledge. It includes technical education also. The proposed structure of national education has attempted to integrate formal, non-formal and vocational cum technical education, as far as practicable.

Table - I

Looked at from right to left, the proposed education structure is divided into three tiers: primary, secondary and higher. Classes from 1 to 3 of the primary level are designated as basic education. The basic skill training level of the non-formal education and the basic skill training level of the vocational education have been equivalent to the basic education. Non-formal education and skill training under the vocational education may be provided for those who, for various reasons, are not able to receive basic education through formal channels.

Primary education will consist of 5 classes. Secondary education will be completed in 3 stages -lower 'secondary (classes 6-8), Secondary (classes 9-10), and higher secondary (classes 11-12 or ten plus two). Those receiving non-formal education and different levels of training under vocational and technical education may enter the different tiers of secondary education and get the benefit of formal education. They may sit for examination as private candidates at any of those tiers and eventually appear in the SLC examination. Polytechnic institutes will be set up to enable the

students of the vocational go up through the medium of vocational training itself. They will be open for admission through the formal channels too.

In the field of higher education, the present integrated system will be abandoned to make room for regional level universities. The institutes of higher education, existing in the region concerned, will seek affiliation with the university in the region or with other universities. The proficiency certificate level will be shifted to the higher secondary level. In the proposed structure, the duration of general, professional and Sanskrit graduate courses will be 3 years. In all subjects other than technical M.Phil. will be a pre-requisite for Ph.D. On fulfilling the conditions laid down by the polytechnic institutes, students may get admitted to higher technical institutes. Similarly, the doors of the formal universities will be kept open for those who come from the open universities.

For the achievement of the national goals of education through the structural arrangement given above, a series of national educational policies has been formulated, and they are included in the appropriate chapters of this Report. What is attempted here is to deal with some of the basic policies which, being basic, have a wider application.

- 1) The following steps should be taken to bring out the latent genius of the individual:
 - a) To identify the genius by universalizing primary education;
 - b) To conduct various non-formal courses for the benefit of those who are deprived of formal schooling;
 - c) To provide continuous opportunity and inducement to talented, industrious and competent individuals for suitable levels of education;
- 2) The respect for supreme human values, and social norms and beliefs, so essential to the growth of a healthy society, should be incorporated in the educational courses from the primary to the highest level in an appropriate and relevant manner.
- 3) The following steps should be taken to strengthen social integrity through socialization
 - a) To encourage the dissemination of primary education through the medium of mother tongue, keeping in view the aspirations of different ethnic groups;
 - b) To impart up to the highest level of education through the medium of the Nepali language, which is the national language, and the language of State business;

- c) To enable the individual to make original contributions to national language, ethnic languages and literature, and different aspects of art and culture;
 - d) To encourage high-level studies and research on different aspects of arts and sciences which are connected with the Nepalese life;
 - e) To set up a national level institution, charged with mounting studies and research on Nepali and other ethnic languages of Nepal with a view to developing them;
 - f) To build up the knowledge and understanding about different aspects of national life by including them in the curricula in a suitable manner.
- 4) The following steps should be taken to enable the individual to live in harmony with the national and international environment without putting his identity at risk:
- a) To give priority to the teaching of the English language as a subject in view of its importance as an international language;
 - b) To expand the scope for teaching the languages of the neighboring countries and other foreign languages;
 - c) To encourage comparative studies of human behavior, culture, and other aspects of human creativity in the national and international context.
- 5) The following steps should be taken to conserve natural environment and national wealth:
- a) To include environmental education in various levels of education as part of the campaign to conserve natural environment and national wealth;
 - b) To impart non-formal education on the conservation of the environment and development of agriculture through the mass media;
 - c) To expand study and research works in order to make environmental education more effective;
 - d) To include agricultural education right from the primary level in view of the importance of agriculture in the conservation of national wealth;
 - e) To strengthen and extend studies and research on agriculture;
 - f) To develop and expand technical and vocational education in order to

put the idle manpower to productive use.

- 6) The following steps should be taken to assimilate the backward sections of the society into the main stream of national life:
 - a) To encourage and give priority to women at all levels of education;
 - b) To make appropriate arrangements for enabling the handicapped and helpless children to receive the highest level of education
 - c) To provide education and training to the members of the ethnic groups and communities who are economically and socially disadvantaged;
 - d) To provide suitable education to the orphans and other helpless children;
 - e) To make suitable arrangements for the diffusion of education in geographically disadvantaged areas. Educational Management

For the achievement of the national goals of education it is not just sufficient that the scope of education is widened. The equally important thing is to invest it with quality. For this purpose the system of education has to be re-structured, quality-boosting programmes launched, and management aspects strengthened.

- 7) The following alterations should be made in the current structure of formal education:
 - a) To recognize classes 1-3 of primary education (1-5) as basic education;
 - b) To recognize classes 6-8, classes 9-10, and classes 10-12 of secondary education as lower secondary education, secondary education and higher secondary education respectively;
 - c) To keep ordinarily the duration of graduate courses, both pass and honours, in general subjects, science, pedagogy, management and Sanskrit at three years;
 - d) To conduct diploma or M.Phil. Course at the end of 2- year post-graduate course, making M.Phil. a pre-requisite for doctorate.
- 8) The following steps should be taken to expand the scope of non-formal education:
 - a) To lay down the national definition of literacy;
 - b) To open the doors of formal education to non-formal students;
 - c) To disseminate non-formal education through open schools and open

universities;

- d) To make proper arrangements for the diffusion of non- formal education through correspondence, and utilization of mass media, both print and electronic.

9) The following steps should be taken in connection with vocational and technical education:

- a) To promote basic skill training on a non-formal basis;
- b) To provide middle-level and upper middle-level training through vocational schools;
- c) To impart high-level training through polytechnic schools.

10) `

- a) To make admission to all levels of formal education, including vocational and technical education, conditional upon the passing of the entrance test as laid down by the institution concerned;
- b) To diversify the educational methodology so that teaching can be made more effective and pupil-centred;
- c) To oblige all working school teachers to undergo training;
- d) To require all working higher-education teachers to have post-graduate training, M.Phil. or Ph.D.;
- e) To upgrade and update the assessment system, and to systematize and regularize the examinations;
- f) To oblige all teaching institutions to maintain a library with the minimum required number of books and periodicals in order to induce studiousness at all levels of education;
- g) To safeguard the rights and interests of the teachers and to guarantee their jobs, as they are the backbone of any educational system;
- h) To underline the responsibility of the teachers towards the students as the former have a vital role to play in the scholastic accomplishments of the latter;
- i) To require the teachers and educational administrators to keep away from active politics in order to foster a non-partisan academic atmosphere;
- j) To stimulate interest in carrying out diverse activities designed to contribute to the physical, mental and emotional growth of all categories of students, in addition to teaching and learning;

- k) To introduce timely modifications in the curricula, taking into consideration the vast growth of human knowledge and skill, and the crucial changes taking place in the principles and methodologies of education;
- l) To have the text-books written, published and distributed on a competitive basis in the interest of quality;
- m) To encourage the private sector to establish and operate schools, colleges, institutes of higher learning and, universities;
- n) To organize an effective system of inspection to improve the teaching in schools, and to divide the schools into groups for that purpose;
- o) To establish a University Grants Commission, charged with improving higher education, coordinating and evaluating academic activities, and providing official grants;
- p) To put into practice the principle of 'multiversity' in order decentralize the centralized higher education and to enhance the quality of education;
- q) To set up agencies of different levels to formulate policies, governing different aspects of education, and to execute plans and programmes in an effective manner, besides reinforcing the current management system;
- r) To raise the level of national investment for the strengthening of the education base, besides mobilizing internal and external resources.

2. PRIMARY EDUCATION

The bulk of Nepal's population is still illiterate. One of the ways of removing illiteracy among children is to universalize primary education. Although some tentative steps have been taken in this direction

Since 1951, the National Education System Plan of 1971 and Basic and Primary Education Programme of 1988 must be credited with having made a significant breakthrough.

It was against this background that Nepal ratified the recommendations of the World Conference on Education for All, held in Bangkok in 1990, which should be regarded as another milestone in the literacy drive. In September the same year Nepal approved the Declaration on 'Save, Preserve and Develop the Child, emerging from the World Summit on Child Development, which was held under the auspices of the United Nations. As a follow-up to the Framework of Action, prepared for implementation during 1990s, Nepal has developed her own framework of action, which aims at raising the primary school enrolment from the present 62 per cent of the primary school-going age group to hundred per cent, and to raise the primary school enrolment of girls from the present 31 per cent of the primary school-going age group to hundred per cent. Similarly, the present situation, where only 27 per cent of the enrolment completes primary education, will be improved to raise the percentage to 70 per cent.

The statistics for the year 1990 shows a remarkable rise in the percentage of student enrolment in primary schools. Nevertheless, there are certain areas where the educational opportunities and participation of girls and other disadvantaged groups are limited. Difficult terrain features also inhibit the school-going urge of small boys and girls.

The staggering number of drop-outs and stuck-ups, the incompatibility of the curricula with the actual environment, the lack of proper provision for teaching through the medium of mother tongue, the low percentage of teachers who have the minimum required qualification and are trained, the failure to stick to the school hours, the poor quality of the working environment-- all these factors lead to the conclusion that the status of primary education is not so encouraging. There is a clear indication that primary education should be guided by the need of attracting the children of different communities to primary schools, enhancing the quality of education, and improving the management of primary education.

Recommendations

The following steps should be taken to bring about timely improvement in primary education:

- 1) The basic objectives of primary education should be to make it child-centred, to bring out the qualities inherent in them, to develop their skill in the three Rs, which is required for day-to-day business, to instil in them the respect for values, norms and beliefs which ennoble human life, to build up qualities like honesty, self-reliance and application, and to engender civic, scientific and environmental awareness.
- 2) The duration of primary education should be 5 years, and the child, seeking admission to class1, should have completed 5 years of age.
- 3) The current structure of primary education should be slightly readjusted in the process of universalizing it. Classes 1-3 should be regarded as basic literacy classes equivalent to the basic literacy of non-formal education. Besides primary schools, basic schools with classes 1-3 should be opened to universalize basic literacy, keeping in view the convenience of the school-going children. Multi-class approach may be adopted where the number of students is small, provided that each such school has at least two teachers.
- 4) Primary education should pay heed to imparting practical knowledge of subjects like environment management and agriculture, with emphasis on do-it-yourself activities like kitchen garden, flower garden and plantation of fruit saplings rather than theory-based class-room exercises.
- 5) Primary education should orient the students towards hygiene and sanitation, and handicraft and painting, etc. through the medium of practical activities.
- 6) The Ministry of Education and Culture should amend the existing curriculum to evolve and enforce a national curriculum suitable to primary schools, keeping in view the aims and objectives of primary education.
- 7) If a school or community wishes to devise and apply its own curriculum, it should conform to the national aims and objectives of primary education, and should be approved by the Ministry of Education and Culture, His Majesty's Government.
- 8) Nepali may be used as the medium of instruction in schools, located in areas where Nepali is not spoken as a mother tongue. If reading materials necessary for the teaching and learning process are not available in adequate quantity, Nepali may be used for reading and writing, with explanations and instructions given in the mother tongue.
- 9) Children of multi-ethnic community should be encouraged to study the

local mother tongues.

10) Subjects, given in Table 2 below, are proposed for primary classes.

Table 2

Subjects and Distribution of Marks for Classes 1-5

Subject	Class				
	1	2	3	4	5
1. Nepali Language	100	100	100	100	100
2. Mother Tongue or Others	100	100	100	100	100
3. English Language				100	100
4. Mathematics	100	100	100	100	100
5. Social Studies	100	100	100	100	100
6. Health and Hygiene	50	50	50	50	50
& Environmental Education					
7. Arts (handicraft, painting dancing, etc.)	50	50	50	50	50
8. Science				100	100
Total	500	500	500	700	700

11) Besides text-books every school should have a stock of small illustrated books, and simple reading materials on different subjects along with reference books which the students may read together or by turns. Such books or reading materials should be increased to take the form of a library in due course of time.

12) For the above purpose a certain amount of money should be made available to each school on an annual basis. Every school should have blackboards and chalks. Requisite educational materials should be constantly increased in basic and primary schools.

13) Sports, scouting, sanitation and various types of competitive programmes should be regularly organized for the children in each school, and a minimum required stock of materials should be maintained for that purpose.

14) In primary schools the system of evaluating the children should be

regularized, and a record should be maintained, showing their home works, oral works, and involvement in extracurricular activities, and class works at the end of every lesson.

- 15) At the end of class 3 the achievement of each student should be evaluated on the basis of written examinations and viva voce conducted by a board, consisting of the head master of the school concerned and a teacher, deputed by the head master of the Local Resource Centre. The results of such tests should be forwarded to the District Education Office along with the basis of examination.
- 16) Class tests should be conducted on the basis of practical and written examinations, and the final examination at the end of class 5 should be conducted by the District Education Officer.
- 17) While appointing teachers at the primary level, preference should be given to those who can speak the mother tongue of the children, and every school should have at least one woman teacher.
- 18) Community or local units should be encouraged to establish a primary school in their area as part of their contribution to universalizing primary education.
- 19) In general, the management of a primary school should be separate, but secondary schools with primary classes also may operate under one management.
- 20) The Local Resource Centre should divide primary schools into groups for the convenience of inspecting their educational management and teaching activities.

3. SECONDARY AND HIGHER SECONDARY EDUCATION

Over the past decade secondary education seems to have been relatively neglected. During the Seventh Plan period not a single secondary school was granted approval. Nevertheless, 256 secondary schools were opened by 1991 to operate on their own. The statistics for 1990 show that there are 3,964 lower secondary schools and 1,953 secondary schools in the country. Some of them the student population of 40, while others have more than 200. As they were established without any proper mapping, it has become difficult to improve their educational and financial conditions.

No improvement has been made in the form and content of governmental assistance to secondary schools. Schools operating in remote, urban and rural areas have problems of their own. As 85 per cent of the budget set aside for secondary education is spent on the salaries of teachers, very little amount is left for curricular development, training, inspection, physical facilities of the schools, educational materials, and so on. In classes 9-10 important subjects like science and social studies are not compulsory. Other manifest problems, facing secondary education, are that no timely improvements are made in the curricula, that there is a shortage of standard text-books, that the management is weak, that the inspection and follow-up activities are not regular, and that the examination system is neither scientific nor reliable.

The proposed scheme of higher secondary education attempts to align higher secondary education (10 plus 2) to the existing school system, to plan suitable curricula, to have the appropriate text-books written and published, to absorb the proficiency certificate level of the university into the schools system, and to devise a suitable examination procedure.

Recommendations

- 1) While taking an overview of secondary education from the curriculum to operation, the economic, social, political and educational situations and limitations should be kept in focus. Looked at from the view-point of such situations and limitations it becomes obvious that under any useful education system schools should be spaced in such a way that no student is required to walk for more 2 hours from home to get himself educated up to class 8.
- 2) Secondary schools should have three levels: lower secondary(6-8), secondary (9-10) and higher secondary (10 plus 2).
- 3) The aim of the lower secondary education should be to produce citizens who accept the dignity of labour, who have faith in the nation and democracy, who have suitable level of knowledge in the Nepali language,

mathematics and science subjects, and who are men of character.

- 4) Secondary education should be the main basis for the human resources which are required for the economic development of Nepal. Its principal objective should be to produce citizens who have language-using skills, who are creative and cooperative and are well acquainted with the national traditions and culture, who have scientific know-how, who are self-reliant and industrious, and who are aware of the values of the democratic way of life.
- 5) As for quantitative expansion, the average enrolment rate for the lower secondary schools should be 60 per cent, secondary schools 45 per cent, and higher secondary schools 30 per cent of the secondary school-going age group. If this target cannot be met by opening formal classes only, recourse should be had to the 'remote' education system, or education by Radio and TV. During the Eighth Plan period all the districts of the Kingdom should have the facilities of ten plus two. If the opening of formal schools is not viable, scholarships and other facilities should be granted to the prospective students so that they may go to the neighbouring districts where there are such facilities.

It is proposed that the subjects, shown in Table 5 below, should be taught in lower secondary schools

Table 5
Subjects to be Taught in Lower Secondary Schools (6-8)

Subject	6	7	8
Nepali	1	1	1
Sanskrit	5	5	5
English	1	1	1
Mathematics	1	1	1
Science (and Environmental Education)	1	1	1
Social Studies	1	1	1
Health and Hygiene	5	5	5
Optional Language	1	1	1
Art/ Pre-vocational	5	5	5
Total	7	7	7

- a) Optional languages are mother tongue, national language, English and Sanskrit.
- b) Art/Pre-vocational subjects include painting, dancing, music, handicraft and any one of the pre-vocational subjects.

- c) In Sanskrit secondary schools Sanskrit should be taken as the optional language.

Table 6 Subjects for Secondary Education (9-10)

Subject	9	10
Nepali	100	10
English	100	10
Mathematics	100	10
Science (and environmental education)	100	10
Social Studies	100	10
Optional	200	20
Extra Optional	50	50
Total	750 + 100	75

- d) Sanskrit should be included in the Nepali subject as a supplementary.
- e) Optional subject should carry the full mark of 200. Under the prescribed subject-groups two should be selected or two papers from one subject.
- f) A subject or a paper not selected as optional may be taken as extra optional.
- g) In Sanskrit secondary schools Sanskrit, carrying the full mark of 200 should be taken as an optional subject. As for extra optional, one of the general subjects or Sanskrit may be selected.
- h) Success or failure in extra-optional should not be taken into account. Only marks above the pass mark should be added to the total.
- i) Optional and extra-optional subjects should be limited to those which the school concerned can afford to offer.
- 6) Encouragement should be given to the opening of music and dance schools.
- 7) The following arrangements should be made for the SLC examination;
- a) In the present situation where a uniform curriculum is in force, all preparations for it should be made at the central level. The conduct of actual examination, assessment of answer-books and publication of results should be undertaken at the regional level.

- b) Appropriate steps should be taken to improve the setting of question - papers, the process of conducting examination, the publication of results, and so on.
- c) A committee of experts should be appointed.
- d) The compartmental system should be allowed to remain in force for some years.

3. Higher Secondary Education

- 8) Higher secondary education should be taken as the first step towards specialization. Its main aim should be to produce middle-level manpower.
- 9) Higher secondary education should be split into five streams: **(1)** general, (2) professional, (3) technical, (4) polytechnic, and (5) Sanskrit.
- 10) Professional and technical education should be emphasized at this level to fit the job market.
- 11) His Majesty's Government should make special efforts to open higher secondary classes in remote and rural areas.
- 12) While opening higher secondary schools, one of the factors to be taken into account should be the number of 'feeder' schools in the neighborhood. Approval should be given to well-equipped and participatory schools to operate higher secondary classes.
- 13) The duration of higher education should be ordinarily two years.
- 14) As addition of classes 11 and 12 to the existing secondary schools will mean the absorption of the proficiency certificate level classes into the higher education system, the configuration of such schools can be 1-12, 6-12, 9-12 or 11-12. Nevertheless, the policy should be to convert them ultimately into 6-12 or 9-12 formats.
- 15) The main curriculum of higher secondary education should be uniform, and it should be determined on the basis of subjects which will be needed as the first step towards specialization in the knowledge and skill of the curricula in other subject-matters. For this purpose the standard of curriculum in force at the current proficiency certificate level of the university should be maintained, and be made more relevant and systematic.
- 16) As higher secondary education is to be developed as an integral part of the school system, its management should be fitted into the management

structure of secondary education, that is, the board of directors, inspection system, and other regulations should be like those of secondary schools.

- 17) The teachers at this level should have ordinarily post-graduate qualifications. Their appointment, promotion and transfer procedure should be like that of the secondary school teachers with the creation of positions to match their qualifications.
- 18) As at this level the main points to be emphasized are the standard of teaching and production of manpower, the higher secondary schools should be established only after creating suitable infra-structures like curricula and text-books in conformity with the prescribed standards.
- 19) The Higher Secondary Education Council Act, 1989, should be suitably amended to set up a Board of Examination under it with the provision of requisite policies, curriculum development, investigation and evaluation.
- 20) The role of private sector and popular participation in higher secondary education should be particularly stressed. On this basis higher secondary schools will be of three types: receiving annual grants from the government, receiving non-recurring grants from the government, and operating classes 11 and 12 on their own.
- 21) The grants to be provided by His Majesty's Government should differ according to the configuration of the higher secondary schools.
- 22) While implementing the higher secondary education programme, the policy should be to add classes 11 and 12 to the secondary schools now in operation, to permit the operation of classes 11 and 12 only, and to carry over the classes, curricula and examination systems of the proficiency certificate level campuses and classes, now operating under the university, to the higher secondary education system. Bearing that in mind, the order of priority should be as follows:
 - a) To add higher secondary level classes to fully equipped schools;
 - b) To add classes 11 and 12 to the secondary schools of the remote and mountainous districts where there are no campuses and where the student enrolment in each class will be at least 40; and
 - c) The affiliation of proficiency certificate level private campuses, operating in the school premises and having no permanent teachers of their own, and the constituent proficiency certificate level campuses of the university should be brought under the higher education system.

- 23) The university should stop granting permission to open affiliated or constituent campuses of the proficiency certificate level after 1993. Likewise, all proficiency certificate level courses under the university should be wholly brought under the wings of the higher secondary education by the year 2000.
- 24) The proficiency certificate level courses, currently conducted by private campuses should be encouraged to merge with higher secondary schools or upgrade themselves to the graduate level, after guaranteeing the job security of working teachers.
- 25) Text-books should be prepared and used in accordance with the prescribed curricula. The monopoly on the writing and publication of text-books should be replaced by privatization. Standard should be produced and marketed on the basis of free competition.
- 26) The scholastic achievement of the students should be measured and grades awarded on the basis of the external examination to be conducted at the end of ten plus two. External examination system, or semester system and internal assessment system may be applied, depending on the nature of the subject.

4. HIGHER GENERAL EDUCATION

Today the Tribhuban University, which has been conducting higher education in Nepal, is surrounded by numerous problems. Private campuses are opening; because the network it has created all over the country has not met the rising demand for higher education. Although the university campuses have been absorbing the mounting pressure of student enrolment every year, the problem remains as it is. It has no concrete policies and programmes to deal with it.

Once enrolled, the students are faced with another set of problems. Classes do not run regularly. Examinations are not held in time, and the publication of results is inordinately delayed, wasting their precious time. No timely improvements are made in the curricula. Publication of text-books goes on at a snail's pace. Teaching, hostel, library, laboratory and other facilities are so few that they are not conducive to the evolution of an academic atmosphere. There is no programme and motivation for research in the university. Higher education has an administrative rather than academic bias.

The low-level manpower, produced under the present educational system, is not fit for absorption into the economy. Hence, they try to get higher qualification to improve their chances, creating and worsening the enrolment problem. Although the National Education System Plan built up the concept of education for manpower development, its hollowness was badly exposed by the student movement of 1979.

The doors of higher education were flung on the plea of irresistible social pressure, but those who took advantage of the tax payers' money were the students, belonging to the middle and upper classes, who lived in the urban areas. The private campuses, too, have not been able to provide quality education for want of proper educational and physical facilities. Nepal's investment in the educational sector is low, compared to other least developed countries, but its percentage in higher education is quite high. The approach paper of the National Planning Commission favours the expansion of higher education, on condition that His Majesty's Government is not called upon to bear the entire expense

Relevance and efficiency are two other factors which should be considered in connection with higher education. If the subjects taught under higher education are not relevant, and if they are not taught efficiently, the first casualty will be quality. The declining standards of higher education call for serious consideration. The question of the internal and external autonomy of the university should be reviewed against the background of the re-structuring of education, realignment of the educational courses, facilities to be accorded to the teachers and educational administrators, revision of curricula and text-books, teaching methods and

research, the revaluation of the role of the National Development Service, and the reorientation of the extra-curricular activities. The concept of 'multiversity' calls for the setting up universities in different regions, necessitating the creation of a University Grants Commission to coordinate their programmes and provide them with grants.

Recommendations

These recommendations relating to higher general education have been drawn up after carefully weighing up different aspects of the present situation, specially the economic aspects. The present annual growth rate of 10 per cent and 5 per cent enrolment grant will be continued. Radical changes in this direction may not be politically advisable. However, the growing commitment of the government to the basic, primary and secondary education is a clear indication that cuts may eventually have to be made in the investment pattern of higher education.

There will be a higher cost involvement in orienting the SLC pass students, whose number is growing every year, towards ten plus two or the proposed vocational cum technical training centers and polytechnic institutes. It means that there is a clear case for switching over from the system of full governmental subsidy to the policy of motivating the private sector to share the burden of higher education.

- 1) A body like the University Grants Commission should be brought into being to define the role and function of the present and prospective higher education centers, especially the universities, in fulfilling the mounting social demand for higher education and its impact on the national economy. It will also take steps to maintain the standards and uniformity of higher education, besides allocating grants.
- 2) The Tribhuban University should be de-centralized, and the constituent and affiliated private campuses should be integrated to establish at least 4 universities--one each in the Eastern, Central and Western Development Regions, and one for the Mid-western and Far Western Development Regions. The proposed University Grants Commission should recommend the form and composition of these universities. In general, the technical institutes and colleges of the region should be affiliated with the university of the same region. However, any of them may seek affiliation with another university on grounds of competence, standard, and prestige.
- 3) His Majesty's Government should establish an open university in the near future. Besides conducting examinations for private candidates, it should also carry out 'remote' education, keeping in view Nepal's special requirements for the diffusion of higher education through non-formal channels. His Majesty's Government should provide it with lump-sum

grants for the initial period of six or seven years. After crossing that stage, the registration, examination and degree fees it collects should make it financially self-sufficient.

- 4) Science should be placed under technical education for the purpose of the implementation of the grants policy of His Majesty's Government. Some more science colleges should be set up in the coming years, too.
- 5) The research centres and central education departments of every university should function under one management. It should have at its disposal facilities like libraries, documentation centers, and a string of laboratories. It should be evolved as an autonomous centre of excellence.
- 6) As envisaged by the Higher Secondary Education Council Act, 1989, the Tribhuban University should phase out proficiency certificate level teaching by the year 2000. Once the campuses under the Tribhuban University close down the proficiency certificate level teaching, its faculties, departments and colleges should concentrate on conducting graduate, post-graduate, M.Phil., and Ph.D. programmes.
- 7) Every department, faculty, institute and campus should be allowed to set its own rules of enrolment and entrance tests
- 8) The duration of graduate classes in the humanities, social sciences, pedagogy, management and sciences classes should be three years, with or without optional honours.
- 9) Preference should be given to honours students for admission to post-graduate courses. One-year additional honours courses should be provided for old graduate pass students.
- 10) M.Phil. should be a pre-requisite for registration in Ph.D. It should be systemized as an effective training course, with the inclusion of other relevant syllabi.
- 11) Greater internal autonomy should be granted to the faculties and research centres to enable the research profession to invest in academic and creating works. Research at the university level should be advanced as an organized, inter-disciplinary and interesting academic exercise. For this purpose the University Grants Commission should lay down the research policy vis a vis higher education.
- 12) Widest possible scope should be opened up for the participation of the faculty members and students in the policy-making process to instil in

them a sense of responsibility towards all the university activities, and a sense of belonging. However, the faculties should be granted full autonomy to lay down their own professional standards without any outside interference. While formulating policies concerning the university activities, the directive principles of participation, clarity and responsibility should be strictly adhered to.

- 13) Every university, faculty and department should be encouraged to launch a long-term career development programme in cooperation with national or international donor agencies or on its own, with the aim of organizing within the country training programmes, seminars, workshops, symposia, short-term study tours and other activities designed to promote professional self-improvement.
- 14) Authority in the teaching departments, faculties, institutes, colleges, schools, centres of learning, and research centres should be decentralized to the maximum and delegated to the desirable extent. Barring policy, planning and evaluation, entire responsibility for formulating and executing programmes should be entrusted to the appropriate levels.
- 15) While creating higher posts of teaching and administration, the role and function of each post should be clearly defined. Their pre-requisites should be made as much clear as possible.
- 16) Each campus may have a board of directors to oversee administrative and financial affairs and to mobilize popular participation. Its powers and functions will be as prescribed.
- 17) National Development Service should be launched on a voluntary basis without entitlement to credit. Appropriate financial arrangements should be made to take it to the people as a social service and extension programme. Some activities that may be cited as examples are (a) population education, (b) tree plantation and environmental education, (c) literacy classes, (d) basic education classes, (e) Health education, (f) teaching of English, mathematics and science in schools. Such programmes will be limited to the post-graduate level alone. Encouragement should be given to make National Development Service compulsory in courses like rural social development and rural sociology.
- 18) Each university should mobilize its own resources by increasing its internal efficiency on the basis of available studies and information, and by re-distributing the teaching work load. It should also undertake intensive and extensive studies to prevent the misuse of authority and resources, and to

find out and eradicate the cause of educational loss, arising out of the problems of student drop-outs, stuck-ups and failures.

- 19) In the educational sector there should be a full-fledged data bank and information management system to stock up for ready reference present and past statistics and documents relating to higher education.
- 20) Programmes should be organized from time to time to exchange views with persons in leadership positions in universities in other parts of the world, especially in South Asia, which will make us see where we stand vis a vis other universities.
- 21) Universities, institutes, faculties and campuses should draw up their semester time-tables at least three months in advance for the information of prospective entrants.
- 22) Management education should be expanded in the coming years to cope with the growing demand and to meet the professional manpower requirements of the country. Within the proposed educational structure attention should be given to the expansion of, and specialization in, professional subjects. For the teaching and training of various management subjects courses should be launched by the faculties, colleges and polytechnic institutes as part of the formal education, and through the non-formal channels like the Open University.
- 23) While conducting graduate and post-graduate courses in the management science in colleges under the universities, as many subjects as possible should be included to give a wide variety of choice. Management subjects should be expanded and inter-disciplinary studies should be facilitated, keeping the social demand in view. Besides expanding and consolidating the scope of teaching and learning, due preparations should be made for doctoral research, and M.Phil. courses should be conducted for the benefit of those who wish to take up the teaching profession. In other words, management education should be strengthened and standardized on the one hand, and the scope for higher research in this field should be widened, on the other.
- 24) Entry to B.L. courses should be restricted to graduates only. While formulating new curricula, care should be taken to make them timely and appropriate as a theoretical and professional discipline. There should be provision for LI.M. in law education, equivalent to M.Phil. At this level, the approach should be multi-disciplinary, and an analytical attempt should be made to strike a balance between theory and practice. After completing

the arrangement for conducting graduate courses and above, the ground should be laid for doctoral research.

- 25) An on-site and scientific pre-training should be given to qualified writers to motivate them to bring out standard text-books required for higher education. The manuscripts should be carefully edited, printed and published, and put on sale at a fair price

MINISTRY OF EDUCATION

5. HIGHER EDUCATION (TECHNICAL)

Five institutes under the Tribhuban University are at present in the field to impart higher education in the technical area. They are: Institute of Agriculture and Animal Science, Institute of Medicine, Institute of Forestry, Institute of Science and Technology, and Institute of Engineering. According to the statistics of 1990/91, 40 campuses are operating under them with the total student population of 17,270. The working teachers number 751.

Although, till now, the educational courses and enrolment targets of all technical institutes other than the Institute of Science and Technology have been tied up with the National Planning Commission, the production of technical manpower has not been adequate. The expansion of their physical facilities has not kept pace with the mounting pressure of enrolment. Teaching schedule is not maintained regularly. If, on the one hand, there is a pressing need for improving and modernizing curricula and text-books, consolidation of libraries and laboratories is equally urgent on the other.

Difficulties have cropped up in the way of technical institutes, owing to the administrative and fiscal policies of the Tribhuban University. Boggled down by the problems of educational management, they are experiencing today the lack of autonomy in conducting their affairs. It is but natural that they should be hard put to provide for entrance tests, to bring out appropriate curricula, and to determine the assessment system in the interest of qualitative enhancement for the same reason, that is, lack of autonomy. Technical education like agriculture, industry and health can be hardly over-stated. For this purpose, privatization of technical institutes should be encouraged.

Recommendations

In the context of the present situation of technical education in the country, and the problems connected with the smooth conduct of the improvement programmes, and keeping in view the special "importance which it will assume in future, the following recommendations have been made for the quantitative and qualitative reform of higher technical education:

- 1) Higher technical education should be strengthened, extended and developed within a concrete policy framework, keeping in view the urgent need of high-level scientific and technical manpower in the country.
- 2) Technical institutes should set their own educational programmes and enrolment targets in such a way as to maximize the utilization of the resources they have, without losing sight of the employment

opportunities and the manpower demand forecast of the National Planning Commission.

- 3) The Tribhuban University should phase out by the year 2000 the low-level and proficiency certificate level technical manpower production programmes, now in operation under it; and they should be taken over by the institutes concerned. Besides, polytechnic colleges should be gradually set up to provide skill-based higher education.
- 4) Some of the technical campuses, conducting proficiency level courses only, should be upgraded to handle graduate courses, depending on their capacity and the regional necessity.
- 5) Full autonomy should be granted to technical institutes in all matters except the awarding of degrees; similar autonomy should be conferred on colleges, enabling the former to enhance their efficiency, and the latter to develop their capacity.
- 6) Other related disciplines should be included in the technical institutes to develop them eventually into full universities on the basis of their competence.
- 7) Technical institutes should be required to harness their internal resources and increase their sources of income to meet as much of the operational costs as possible, so that they can stand on their own legs and keep their programmes intact even after the cessation of external help and cooperation.
- 8) The present Institute of Science and Technology should be built up like any other institute, with the provision of amenities like fully-equipped laboratories and well-stocked libraries.
- 9) The food technology course, now conducted by the Institute of Agriculture and Animal Science, should be consolidated and expanded, adding other technologies as well.
- 10) Traditional technologies should be updated and developed. In this context, the Ayurvedic system of medicine should also be consolidated and promoted.
- 11) Investment level in higher science education should be pushed up to bridge the gap between the shortage of physical infra-structures and other facilities, on the one hand, and the ever-increasing demand for student enrolment, on the other. Higher rate of investment in this sector is also

needed to reverse the declining standards of teaching.

- 12) Coordination should be established between the technical institutes and the agencies concerned of His Majesty's Government so that the former can generally avail themselves of the facilities in the possession of the latter in the course of teaching and research.
- 13) While creating infra-structures for the expansion and extension of higher technical education, the principle of the balanced regional development should not be overlooked or ignored.
- 14) On the basis of the propriety of the programmes, conducted by each of the technical institutes, one of them should be built up as a centre of excellence.
- 15) Programmes should be regularly conducted to invest higher technical education with contemporaneity, high quality and relevance. For this purpose contacts with outside universities should be multiplied, and teacher and student exchange programmes encouraged. Also, the standards of higher technical education should be raised to the level of other universities, especially of the SAARC countries.
- 16) Beginning from the academic year 1994/95 one uniform entrance test should replace the separate entrance tests for admission to science and other technical groups, and admission should be made from among the successful candidates in the order of merit.
- 17) The duration of the graduate level in all technical institutes except science and medicine should ordinarily be four years; while in science and medicine it should ordinarily be three years and four and a half year respectively.
- 18) The participation of the teaching community and 'academic circles should be optimized in the policy-making and decision-making processes in connection with educational programmes For this purpose, all necessary powers should be delegated to the departmental levels. Also, special attention should be turned to career development and promotion opportunities, and incentive awards in order to boost up the morale of the teachers. Inter-university transfers should be facilitated with the same end in view:
- 19) Research and higher education should be viewed as the complementary of each other. Research should form an integral part of all departments where graduate and post-graduate courses are conducted, and as many

teachers as possible should get themselves involved in research works. The university should try to attract the research works to be commissioned by the governmental, non-governmental and private agencies.

- 20) Tax concessions and grants should be provided to the technical institutes to encourage them to play the role of catalysts in raising the level of scientific and technical competence through research and development works, besides producing technical manpower. They should also be motivated to function as think tanks, coming up with bright ideas for the solution of technical problems that may arise in the course of the development of the country. Governmental departments and other government-owned agencies should be instructed to frame appropriate rules in this connection.
- 21) Technical institutes should keep abreast of the advancements taking place in the sphere of high technology in the world today, and they should be learnt and taught, in so far as they are relevant to the Nepalese context.
- 22) Scholarships should be awarded to intelligent Nepalese students, and attention should be focussed on the counseling service, student welfare, sports and work-for-study programmes. Scholarships and loans should be made available through appropriate agencies to the intelligent but financially weak students who belong to the backward sections of the society.
- 23) The University Grants Commission should be entrusted with the task of providing policy guide-lines to the higher technical institutes for their improvement and development. It should also evaluate their works, besides providing them with financial grants. Scientists/ technologists should be suitably represented in the University Grants Commission.
- 24) The percentage of student enrolment in higher technical education should be gradually in the coming years to make it 40 per cent of the total enrolment within ten years. Another target should be to invest 1 per cent of the gross domestic product in higher technical education.
- 25) Popular participation and private sector involvement should be increased in higher technical education also, and it should be included as required in the prospective colleges and universities.

6. SANSKRIT EDUCATION

On the recommendation of the Royal Higher Education Commission (1982), the Mahendra Sanskrit University was established at Dang in 1986 for the advancement of Sanskrit education. It has 8 Vidyapiths, or centers of learning, under it with the total student population of 1,003. Pre-Madhyama courses are taught in Sanskrit secondary schools, which number 43 at present. The number of students, appearing in pre-Madhyama examination in 1990, was 717. Sanskrit is included in classes 4 and 5 of the general education with 50 marks each, and in classes 6 and 7 with 30 marks each. One optional paper of Sanskrit is kept in classes 8-10 as an optional subject.

Under the present system of education Sanskrit is passing through a series of problems. Some of the special problems confronting Sanskrit secondary education are: the low percentage of student enrolment, lack of teacher training programmes, absence of inspection and follow-up, shortage of subject-wise teachers, and lack of dormitory facilities for students,

Low percentage of student enrolment is also one of the ticklish problems, facing the higher Sanskrit education. Other problems are: no international recognition of the educational courses of the university, non-mobilization of probable resources, lack of efforts to raise the educational/academic standards, severe limitation of the employment prospects for high-level Sanskrit manpower, lack of arrangement in the university for developing curricula and publishing text-books and other reading materials, lack of provision for teaching and developing Sanskrit-based technical education, which is so essential to national development, lack of systematic research work, and the emerging practice of investing more in administrative and management aspects than in educational and academic activities.

As Sanskrit education is almost wholly dependent on governmental aid, funding is not a problem as such. But there is no prospect in sight for the development of its material resources and self-reliance. The entire operational expenses of the approved secondary schools are borne by His Majesty's Government. Similarly, nearly 90 per cent of the higher Sanskrit education cost is shouldered by His Majesty's Government through the Mahendra Sanskrit University. Here, too, compared with academic cost, administrative cost is on the high side.

Recommendations

Some recommendations are presented here to resolve the current problems, and to make Sanskrit education more useful:

- 1) The principal objectives of Sanskrit education are: to produce individuals who uphold and cherish the national culture, values and norms of Nepal, to preserve the tradition of studying classical Sanskrit subjects, to assist in the linguistic and literary use and teaching of other native languages, to

arouse interest in the high-quality literary creations of Sanskrit, to benefit the nation through the medium of practical knowledge like Ayurveda, astrology and Yoga, and to develop Nepal as an international centre for the study of, and research into, the Sanskrit lore.

- 2) While drawing up the curricula of Sanskrit education, account should be taken of the national education background and the international respect it commands.
- 3) A sustained effort should be made to give contemporaneity to Sanskrit education and to make it socially useful.
- 4) An attempt should be made to internationalize the tradition of studying Sanskrit.
- 5) In Sanskrit education the medium of instruction should be Sanskrit from the pre-Madhyama to Acharya and in general education Sanskrit should be taught through the medium of the national language on international language from the secondary to post-graduate levels
- 6) The structure of Sanskrit education should be as shown in Table 1 below, which is designed to keep it in line with the main stream of national education, without compromising its individual personality.

Table 1

Primary	Secondary	Higher Secondary	Higher Education
1. 2. 3. 4.	5. 6 7.8.9. 10. 11. 12.	13. 14. 15. 16. 17.	Pre-Madhyama Post-Madhyama Shastri Acharya Res.
Sanskrit Secondary School Mahendra Sans. Univ.			

- a) There should be no provision for separate Sanskrit primary education.
- b) The provision of Sanskrit secondary schools should be kept up to run classes from 6 to 8.
- c) Separate arrangements should be made for higher secondary Sanskrit education (ten plus two).
- d) The duration of Shastri (graduate) course, should be 3 years and Acharya (post-graduate) course 2 years.
- e) Doctorate courses should be offered, with M.Phil. as an essential pre-requisite.
- f) After crossing any level a student should be allowed to migrate to general

education according to his qualification and choice, and to technical education if he fulfills the prescribed conditions, and vice versa.

- g) In Sanskrit education also non-formal and 'remote' education should be provided step by step, under the same arrangement as general education.

Sanskrit Secondary Education

- 7) At least one Sanskrit secondary school should be set up in each district, if it is feasible, and if local conditions permit.
- 8) 'Sick' Sanskrit secondary schools should be shifted to places where the conditions are favorable, and where there is public interest.
- 9) In Sanskrit secondary schools Sanskrit language should be emphasized from classes 6 to 8, and curricula for classes 8 and 10 should be so devised as to include different optional Sanskrit subjects, and text-books and other reading materials should also be produced accordingly.
- 10) Every teacher should be required to get trained in the subject concerned.
- 11) Local support should be enlisted for the construction of hostels in each Sanskrit secondary school with the use of moveable and immoveable properties. Individual donors may also be approached to build hostels to perpetuate their name and fame.
- 12) A Sanskrit education inspection unit should be set up in the Ministry of Education and Culture to monitor and reinforce teaching activities.
- 13) Like other general secondary schools, Sanskrit secondary schools, now functioning under the Mahendra Sanskrit University, should be taken under the management of the Ministry of Education and Culture.
- 14) In lower Sanskrit secondary schools compulsory subjects of lower general schools should be taught, and the language to be taught under the optional language should be Sanskrit.
- 15) Compulsory subjects of general secondary schools should also be taught in Sanskrit secondary schools. Optional subjects should include Veda, grammar, literature and other classical subjects of Sanskrit. Extra optional subjects should include one of the subjects prescribed for general secondary schools, besides Ayurveda and priestly functions. Higher Secondary Education
- 16) Admission to higher secondary schools should be open to all students,

passing Sanskrit secondary schools or their equivalent.

- 17) Compulsory subjects of general higher secondary education should also be the subjects of Sanskrit higher secondary education, with the addition of at least two papers of Sanskrit language and literature. Optional group 'a' should have 4 papers in Veda, grammar, literature or other classical subjects. Optional group 'b' should have economics and other subjects of humanities and social sciences.
- 18) Students passing general secondary school examination without Sanskrit should be admitted to any specific subject of higher Sanskrit secondary education, if they meet the entrance prerequisite.
- 19) Sanskrit secondary schools should be permitted to run higher secondary classes, if they so desire, and if they have the necessary facilities.
- 20) A Sanskrit unit should be established within the Higher Secondary Education Council, with responsibilities for curricula, management, inspection, examination, and so on. It should also take over the management of post-Madhyama courses, which at present lie within the jurisdiction of the Mahendra Sanskrit University.

Higher Education

- 21) An Institute of the Science of Life should be created under the Mahendra Sanskrit University with a view to emphasizing practical and technical education. Theoretical and practical courses of naturopathy may be conducted under this institute.
- 22) Short-term and long-term research projects on different Sanskrit-related subjects should be launched, besides doctoral and other degree-based activities.
- 23) Separate centers of learning should be set up for the study of Ayurveda and Buddhist philosophy.
- 24) The centers of learning, now in operation, should be toned up, and popular participation should be enlisted, wherever possible, for the creation of new ones.
- 25) Training programmes should be launched to refine and perfect research and text-editing technologies.

Others

- 26) Language teaching courses should be opened for foreign students who

wish to learn Sanskrit, Pali and Prakrit to unlock the portals of Sanskrit literature.

- 27) Training in priestly functions should be conducted to produce the low- and middle-level manpower to meet the religious and cultural needs of the country.
- 28) People should be encouraged to open Gurukul type of hermitage schools and Veda schools. Sanskrit may be taken in place of mother tongue or other languages in the basic-education level primary classes of Sanskrit secondary schools.
- 29) Special scholarships should be instituted to attract women and students of different castes and ethnic groups to Sanskrit education.
- 30) Persons passing pre-Madhyama and Shastri should be trained to teach Sanskrit in classes 6-8 and 9-10 respectively. Likewise, separate Sanskrit teachers should be appointed to teach compulsory Sanskrit in general secondary schools with provisions for compulsory teacher training.
- 31) The provisions for the appointment, promotion and job guarantee of Sanskrit teacher's in general secondary and higher secondary schools should be the same as those of other teachers of the equivalent rank, and administered by the same unit.

MINISTRY OF EDUCATION

7 TECHNICAL AND VOCATIONAL EDUCATION

Until now the place of technical and vocational education in the national education system has not been clearly defined. Training institutes, bearing the responsibility for the production of basic and middle-level trained manpower, are conducting courses each in its own way. Policies and programmes of higher technical education are laid down by the university, but the lower levels do not fall well within the main stream of national education. In the modern context it is very essential that technical and vocational education should have its proper place in the overall national pattern, and that it should be clearly understood whether it is equal to, or different from, other forms of educations, such as formal, non-formal and higher general education. In other words, it points to the need of reviewing the existing structure of education.

The agencies, now at work in the field of technical education and vocational training, are the technical school and training centres under the management of the Technical Education and Vocational Training Council; the various institutes and trade programmes under the Tribhuban University; the training centres of the Cottage and Rural Industry Department; the Labour Supply Centre of the Department of Labor and other projects; training institutes, operating under the Ministries and Departments of Tourism, Communication, Land Reform and Management, Forest, Local Development and Health. Some training programmes are conducted in the private sector, while others are managed by social organizations and clubs.

There are some other institutions that carry out short-term training programmes. Chief among them are the Hotel Management and Tourism Training Centre, Telecommunication Training Centre, National Computer Centre, Women's Training Centre, Small Vocation Promotion Centre, Electricity Authority Training Division, Ministry of Health Training Division, and other governmental and non-governmental organizations, including the banks.

There is no uniformity in the curricula, duration and standard of training recognition, and process of certification. In some cases, duration and recognition of training from the same vocation are different. For example, there are six-month, 1-year, 2-year and 3-year electrician training courses. The trainees are called just electricians without any distinction. Some of them are recognized as such while others are not. Entrances to some training are restricted to the holders of certain qualifications, while others are open to everybody. There also cases where the same technician or professional is known by different names.

As there has been no survey or analysis of the vocations and professions in the country, no harmony exists between the training and job market. Some training

institutions have no basic machines, tools and other equipments. Some workshops are well-equipped; others have no equipments to speak of. While still others are conducting training courses, although they are not equipped do so. Weaknesses inherent in the management, insufficiency of legal provisions and regulations, shortage of competent and expert trainers, inadequacy of financial backup, and indistinct policies have resulted in the chaotic situation which faces technical and vocational education today.

Coordination, standardization and certification of technical education and vocational training have their own difficulties and challenges. The biggest headache is the ineffective mobilization of financial resources. The training needs of the children and young men and women, who constitute the bulk of population, and who have to be taught and trained to take the country forward on the path of development, have not been identified, as they should. The result is that there is a shortfall low-level technical manpower. Skill-based professions are at a discount. They are not attractive, even though there is a huge demand for them in the labor market. It is, therefore, essential that technical education and vocational training be coordinated with the industrial policy of the country, the targets of manpower production, and the organizational form of education as a whole.

Recommendations

The following recommendations have been put forward in the light of the present situation of technical education and vocational training, and after a brief analysis of the main problems facing it.

General objectives: Technical education and vocational, training should be imparted for the fulfillment of the following broad objectives:

- 1) To ensure for everybody the right to education and employment in the present changed context of the country;
- 2) To build up the knowledge, skill and spirit necessary for the citizens of a modern society;
- 3) To fulfill the underlying spirit of the Constitution;
- 4) To preserve the democracy, peace and culture of the country;
- 5) To promote the socio-economic development of the country in tune with the requirements of modern civilization;
- 6) To create the infra-structures for building up the skill, attitude, personality, knowledge and understanding necessary for various occupations, professions, jobs and services.

Scope and Extent: Technical education should be understood to mean any formal or non-formal, short-term or long-term, technical education and vocational training given by any governmental or nongovernmental agencies, and socio-economic institutions or organizations. It also implies the scientific and technical skill, attitude, personality, understanding and knowledge acquired by an individual from time to time through practical experience in connection with the pursuit of some profession or job in the course of his socio-economic life.

Besides, technical education and vocational training also includes the vocational training given in general secondary schools, the preparatory works done prior to taking up a profession or job, the basic skills conferred on literate children and young men and women to earn a living and to raise their standards of life, the skill-building knowledge and training imparted to the adult and the old for their livelihood, the training received through mobile units, and the skill and knowledge imparted to the physically and mentally handicapped.

Specific Goals:

- 7) The following should be the specific goals of technical education and vocational training:
 - a) To improve the livelihood of the common man, and to produce skilled manpower for economic progress.
 - b) To build up the competence, talent and skill of the individual so that he can contribute to the social, economic and cultural development of the country within the broad framework of democratization and reconstruction;
 - c) To enable the trainees to grasp the impact of scientific and technological innovations and transformations on the human civilization, society, polity and environment;
 - d) To develop in the individual the capacity to assume the leadership role in any community or group activities; and
 - e) To develop the human resources as an inexhaustible source of skill for economic development.
- 8) Vocational and technical education should have four levels--basic, middle, upper middle and higher.
 - a) The first level should concern itself with basic skills which help the ordinary persons who are just literate, whether through formal or non-formal channels, to earn a living and to raise the standard of life.
 - b) The second level should have short-term modular courses, regular training courses, apprenticeship trainings, and skill-building trainings for a specific vocation through formal and non-formal means. The

target group at this level should be the ordinary SLC pass individuals.

- c) The goal of the third, or upper middle level, should be to produce technician and tradesmen of different categories to meet the trained manpower requirements of the industries, set up in the public and private sectors, private entrepreneurs, and cottage industries. Apprenticeship training should be introduced at this level by and by.
 - d) The fourth level should aim at producing high-grade senior technicians.
- 9) (3) Technical education and vocational training should be allotted a clear place in the main stream of education.
 - 10) (4) Based on strong foundations, technical education and vocational training should be flexible enough in structure to make it available to all through both formal and informal channels. It should be job-oriented and closely linked up with the realities prevailing in the labor market.
 - 11) (5) Technical education and vocational training should be geared up to produce manpower suited to industrial undertakings, both public and private, rural and community development projects, and small and cottage industries.
 - 12) (6) Technical education and vocational training programmes should range from the basic to trainer training level.
 - 13) (7) Vocational and technical education units at the regional level should study the local needs and employment opportunities, and formulate the curricula and initiate training courses accordingly.
 - 14) (8) Technical education and vocational training should be so developed as to double its present annual capacity to train 9,342 persons within the next five years and treble it within ten years.
 - 15) Technical schools and vocational training programmes should be developed on a regional basis. However, new training institutes should be based on local needs and feasibility. The principal criteria should be population, socio-economic and geographical conditions, and job openings for the trainees.
 - 16) Training courses should also include the subjects that are attractive to the womenfolk both urban and rural. The present and prospective programmes should compulsorily set aside a certain quota for the enrolment of women trainees.
 - 17) There should be a legal provision for tax concessions, customs rebate,

foreign assistance and bank loans to the import of machinery and tools, and other training equipments for setting up training centers and polytechnic institutes in the private sector on the recommendation of the Technical Education and Vocational Training Council, the national body in charge of coordinating the organizations and industries concerned.

- 18) The Technical Education and Vocational Training Council should be responsible for granting fiscal and administrative autonomy to, and for controlling and coordinating the quality of the products of training institutes.
- 19) The Technical Education and Vocational Training Council should fulfill its institutionalized responsibilities concerning the development of curricula, training and its standardization, inspection, skill testing, classification, certification, technical and vocational consultancy, quality control, and coordination.
- 20) While conducting technical education and vocational training courses, the national policy should be to launch investigations and research, to identify the manpower needs, to classify the professions, to prepare the job description of various professions, and to conduct skill-based training programmes accordingly, under the general policy guide-lines of the National Planning Commission.
- 21) As nothing has so far been done to assign a definite place to the technical education and vocational training in the general educational structure, there is a tendency to view them as something comparable, or parallel, to the formal university degrees. From now on technical education and vocational training courses should be organized as shown in Tables 2 and 3 below.

Structure of Technical Education and vocational Training

Standard	Type of Training	Skill Test
	Apprenticeship Polytechnic	Tech. School skill test
Diploma	S/Technician	S/Technician Lev.4 S/Tech.
SLC	Technician	Technician Lev. 3 Technical
SLC	J/Technician	J/Technician Lev.2
Participation	Basic Skill	

Note: Admission to Polytechnic Institutes will be open to SLC and technical SLCPass candidates or equivalent.

Students of class 10 may gain admission to the junior technician courses to be conducted by the technical schools.

Minimum requirements, duration, experience and age for any level of training should be as prescribed in the curricula or syllabi.

Table 3

Organizational Chart

For Conducting Technical Educational and Vocational Training

Technical Education and Vocational Training Council

Curriculum	Tech. Teacher	Skill Test, Tech. Manpower	Tech. School
Training	Training	Categoriza- tion,& Cer- tification	Survey, Management Research and Consultancy
Standardi- zation &			

The following are the salient features of the proposed structure:

- (a) Skill testing has been made an integral part of the educational structure, not an after-thought. It is designed to provide the technicians who have acquired skill through formal or non-formal channels with career development opportunities as a motivating factor. Those who can produce certificates to prove the level of their competence may be eligible for promotion and transfer from one profession to another of the like nature.
 - b) For admission to any modular or level of training the qualification of having passed such-and-such a class has been done away with. In its place minimum bases have been laid down for each level along with age and experience, depending on the nature of the training, There is also a provision for entrance test to suit each level. Each level may have its own schedule. The courses are self-terminating at each level. A trainee who has passed one level cannot enter another level on that ground alone. He will be put through an entrance test.
- 22) Any person may sit for the entrance test of any level of training, regardless of whether he comes from the formal or non-formal channels of

education, or the skill-test system, or from the structure of technical education and vocational training structure itself.

- 23) As there is a provision for laying down the age requirement for admission to the training course, depending on the nature of the subject, the admission policy should be flexible enough to enable everybody, from young boys and girls to adults and old men, to receive vocational training, according to his wish, ability and interest.
- 24) The Technical Education and Vocational Training Council should be built up as an effective agency to control the quality, and to certify and coordinate technical education and vocational training programmes that are in operation now, or that will come into operation in future.
- 25) The Technical Education and Vocational Training Council should be entrusted with the task of controlling the quality, certifying, coordinating and standardizing technical education and vocational training programmes conducted, or to be conducted, by different agencies of the country.
- 26) Laws, and the Rules framed thereunder, should be suitably amended to bring basic and skill-based middle-level training programmes within the jurisdiction of the Technical Education and Vocational Training Council. Thapathali and Pulchowk campuses and other institutions which admit SLC pass students on the basis of entrance tests should be converted into polytechnic institutes, functioning under the wings of the Technical Education and Vocational Training Council.
- 27) Boards of Directors should be constituted to conduct the polytechnic and trade programmes, now operating under the Tribhuvan University with well-defined terms of reference and a requisite amount of autonomy. Career development and training opportunities should be provided to make teacher training an attractive profession. The coordination, certification and quality control functions of the Tribhuvan University, concerning the polytechnic institutes and trade programmes, should be gradually handed over to the Technical Education and Vocational Training Council. This process should be completed within the next ten years.
- 28) In each technical education and vocational training programme the trainer-trainee ratio, administrator-trainee ratio, and the work-load and job description of each trainer should be clearly specified.
- 29) A practical and result-oriented evaluation system should be applied for the further training and study, promotion, and reward and punishment of the

trainer cadre.

- 30) The scope, level and limitation of each national level training institute should be defined by law. For instance, the existing law, laying down the functions, area and magnitude of the Technical Education and Vocational Training Council should be amended to confer on it more functions and wider jurisdiction. The functions and areas of competence of other teaching/training institutions should likewise be clearly demarcated, to be followed later by the framing of the rules, by-laws and terms of reference of each of them in a clear and authoritative manner.
- 31) The rules should be so framed that, if anybody wishes to set up a training centre, technical school, or polytechnic institute, he may be able to do so without any undue delay.
- 32) Curricula and text-books for basic training should be prepared and brought out at the central level in accordance with local requirements, with the involvement of local bodies, and in cooperation with specialists. The formulation of curricula and production of reading materials for the middle and upper middle levels should also be based on local needs and employment outlets.
- 33) The Technical Education and Vocational Training Council should carry out the functions of coordination, and curricula formulation, scrutiny and standardization for all trainings above the basic skill-based level. It should also be entrusted with the task of studying, investigating and following up the types of training and standards of curricula, and amending or updating them, if and when necessary.
- 34) For want of the enumeration of the professions, existing in the country, and the analysis of each of them, it has not been possible to determine what skill is needed for which profession, and what kind of curriculum is best suited to boost it up. Under such circumstances, a profession 'census' and professional analysis should be undertaken under the joint auspices of the National Planning Commission and Technical Education and Vocational Training Centre, as a prelude to the formulation of appropriate curricula.
- 35) Curriculum of each subject should be followed up, revised and refined on a regular basis to keep pace with the fast-changing world of technology.
- 36) The employers and private sector should be associated with the process of curriculum formulation. It should give priority to the spirit of enterprise. It should also address the special requirements of women.

- 37) Technical education and vocational training programmes of all types, including polytechnic and apprenticeship should be coordinated by the Technical Education and Vocational Training Council, while the lowest level of training, the basic skill-building training, should be left to the district- and village-level offices of the Ministries concerned.
- 38) The matters to be taken care of in the process of coordination are: to grant permission for conducting training courses, to keep their correct record at the national level, to determine the standards of curricula and technical workshops, to specify the minimum qualifications of trainers, to forward suggestions to the agency concerned for enlisting foreign assistance, to study and make recommendations on the terms of employment of the trainers, and to map out the area of competence of each training agency
- 39) Steps should be taken to determine what level of recognition and certificate should be given to which level of training, and to certify accordingly.
- 40) The National Skill Testing Committee within the Technical Education and Vocational Training Council should be toned up and invested with autonomy to expand the skill testing functions in order to maintain a national standard of certificate and licence.
- 41) An appropriate agency should be commissioned to mount institutionalized and regular surveys to identify the trained manpower and training requirements of the country under the policy guide-lines of the National Planning Commission and the sponsorship of the Technical Educational and Vocational Training Council. The findings of such surveys will furnish the basis for expanding the scope of skill testing and formulating technical training programmes, suited to the industrial progress and rural development.
- 42) The most outstanding problem, facing basic and middle-level technical manpower, is career development. It can be overcome, if the training policy is harmonized with the industrial and employment policies. It is also essential that concrete steps be taken to amend and improve the rules, governing the classification of technical services, the minimum qualifications required for entry, and the eligibility for promotion. Another important step in this direction is to have a separate provision for the technical service in both the public and private sector industries, corporations, projects and companies, and to introduce fundamental changes in the general principles of the Public Service Commission.

43) The following steps should be taken to promote the career development of the technical personnel who have received skill-based vocational and technical training, and who are certified to have passed the practical examinations under the skill-testing system.

- a) To categorize the posts of the technical service of all the agencies, whether public, private or other organized bodies, into six levels (1-6) for the employment and career development of the basic and middle-level trained manpower;
- b) To appoint helpers and other unskilled workers to level 1, and to promote them to level 2 on completion of at least two years of service, provided that workers with basic training are appointed initially to this level;
- c) To appoint to level 3 persons who have passed the level 1 skill test in any subject, or who have received a training approved under the modular course;
- d) To appoint to level 4 persons who have passed the junior technician or technical SLC course, or who have received apprenticeship training of 3 years, or who have received a year's training and experience under the modular course, or who have been given level 2 certificates under the skill testing system;
- e) To appoint to level 5 persons who have been awarded technician-level certificates, or who have passed the level 3 examination under the skill testing system, or who hold polytechnic diplomas of the proficiency level or equivalent;
- f) To appoint to level 6 (senior technician) persons who have received technician certificates or polytechnic diplomas with four years of working experience and one year of supervisory training, or who have been certified as having passed the level 4 examination under the skill testing system; .
- g) To fix 2 years as the minimum service period for promotion from level 1 to 2, 3 years for promotion from level 2 to 3, 3 years for promotion from level 3 to 4, 3 years for promotion from level 4 to 5, and 4 years for promotion from level 5, to 6, with one year's supervisory training;
- h) To fix the period of service as prescribed under the laws currently in force for promotion from level 6 (equivalent to Assistant Engineer) to upper levels, with greater weightage to skill-based performance, and to waive the requirement of higher academic qualification in technical and vocational services;

- i) To amend the laws and rules, currently in force, to include technical training, non-formal education, skill test, and experience gained in technical fields as the basis for service entry and promotion, since the present system, which makes academic degree an essential pre-condition, is impractical and unscientific.
- j) To suitably amend the general principles of the Public Service Commission, employment policy, industrial policy, and training and educational policy for the purpose of the above points from (a) to (i), and to make them consistent with each other.

44) The following steps should be taken to widen the scope of technical education and vocational training, and to bring them within the reach of everybody:

- a) To mobilize village and district resources for basic skill training, with technical support and some financial grants from the centre;
- b) To maintain the present level of governmental grants to technical schools, campuses and other training programmes;
- c) To oblige the industries to contribute to training;
- d) To keep as it is the standards of technical training programmes of the Technical Education Vocational Training Council, to retain the present provision of scholarships and interest-free loans to technical schools in remote areas, and to restrict such facilities to intelligent but poor students only in other districts;
- e) To produce marketable commodities in polytechnic institutes, technical schools and training centers, where possible, without compromising the training process, and use the sale proceeds to meet part of the operational costs; To require the major projects to have a training component to produce basic and middle-level manpower;
- f) To secure bi-lateral and multi-lateral foreign assistance and enhance technical cooperation for the transfer of technology and conduct of training programmes which, though costly, are absolutely necessary;
- g) To repeal other legislations, if they are inconsistent with the legal authority of the Technical Education and Vocational Training Council to coordinate and carry out other activities, to the extent of such inconsistency;
- h) To launch a series of short-time training programmes, and to operate technical schools in two shifts, depending on their conditions, as part of the effort to make technical education less costly, and to meet the requirements of the community;

- i) To oblige the Technical Education and Vocational Training Council to activate production units with a view to build up entrepreneurs;
 - j) To enable the technical schools to provide technical service in the neighbouring areas on payment of fees, and to deposit part of it as school income and distribute part of it among the trainers and trainees concerned as remuneration.
- 45) Training programmes should be conducted within the country for the benefit of the trainers who constitute the backbone of any training programmes.
- 46) Technical trainers should be given two types of training, One of them should concentrate on updating his knowledge of the subject, and the other should focus on the teaching method.
- 47) Officials, connected with the management and administration of technical and vocational training, should also be trained on a regular basis.
- 48) The duration of the above training programmes should extend from 3 months to 2 years, taking into account the nature, dimension and kind of the subject.
- 49) The Technical Trainer Training Centre, recently set up within the Technical Education and Vocational Training Council, should be built up as an efficient agency for giving the above training.
- 50) The Sanathimi Campus, now functioning under the Tribhuban University, should be firm up as a vocational training institute.
- 51) The manpower output of technical education and vocational training should be attuned to the industries and services, under the ownership of governmental, semi-governmental, nongovernmental and private sectors.
- 52) Labour market information should be widely disseminated to provide the skilled , semiskilled and unskilled workers with the factual knowledge about the availability of jobs.
- 53) Vocational and technical training should be closely interwoven with industries. For this purpose, curricula should be devised and training programmes selected with an eye to the enhancement of industrial productivity.

8. TEACHER TRAINING

Teacher training upgrades the efficiency of the teachers, and efficient teachers improve the quality of teaching. Starting with the Basic Teacher Training Centre in 1947, it took the form of the College of Education in 1957. Later, in 1971 various training units were combined to form the Institute of Pedagogy.

In those days training was an obligatory pre-condition to become a permanent teacher. So, teacher education and training was an irresistible attraction for the members of the teaching profession, producing a veritable boom of training programmes all over the country. However, its appeal has been on the wane since 1940, when His Majesty's Government took a decision, making training no longer obligatory. This decision affected the primary teacher training programme most of all. Several of them were wound up. Teachers were no longer motivated to enhance their professional competence. Moreover, after the conversion of the Institute of Pedagogy into the Faculty of Pedagogy under general education on the recommendation of the Royal Higher Education Commission in 1986, all the on-going training programmes were dislocated. Pedagogic campuses, operating in different parts of the country, became not only the appendages of the multi-purpose campuses. They were also deprived of the guidance and coordination of the central leadership of the faculty concerned.

Meanwhile, after the discontinuation of the primary teachers' training under the Institute of Pedagogy, His Majesty's Government initiated long-term and partial training for the working teachers. Several of them were handled through the Seti Project, Primary Education Project, and so on. Around 1983 teachers' training in some subjects was conducted under the Science Education Project. As all those projects were put under way with huge financial outlay, it was but natural that they should be attractive, while they lasted. But being neither regular nor institutionalized, they could not yield much long-term benefit.

Viewed against this background, the importance of teacher training has increased, not diminished. If the existing infra-structures could only be shored up, they would be very fruitful. Some pedagogic campuses have been established in the private sector also, which may, in the absence of professional efficiency and coordination, degenerate into merely theoretical and examination-centered bodies.

Teacher training being the inescapable necessity for raising the quality of education, it should be made compulsory for all working teachers. In the present situation of the country where 60 percent of the teachers is untrained, specialization in different subjects of teacher training and degree-based courses like I.Ed, B.Ed., and M.Ed. should be developed and diversified, together with training programmes. To create harmony between school curricula and training programmes, and to emphasize

direct relationship between and training and day-to-day teaching/learning process have become the principal challenge in the field of teacher training.

General Outline of Teacher Training and Recommendations:

Teacher education and teacher training have become an unavoidable necessity for, those who wish to take up the teaching profession, or who have already done so. Only a teacher who has command over the subject and is professionally competent can play the role of a catalyst in the all-round development of the students through the medium of effective teaching. The propriety of the teacher training programme has been readily conceded on all hands because, if education is the corner-stone of national development, efficient teachers accelerate the growth of education and make it more meaningful. And the main aim of teacher education and teacher training programme is to produce competent teachers, and to buttress, nation-wide, the edifice of education through their able and willing cooperation.

At present the two agencies directly connected with the teacher education programme are the Faculty of Pedagogy of the Tribhuban University and Ministry of Education and Culture. The demand for trained teachers at present is very high, and, as is obvious, it will increase in future on a greater scale, making it virtually impossible for the two of them to cope with the situation, and forcing on us the necessity to look for alternative means.

The big task lying ahead is to train 61,045 teachers for the primary level and 37,748 for the secondary level. Moreover, as it is almost certain that teaching institutes at the governmental and nongovernmental levels, including universities, will go on multiplying at a fast rate, it can be quite easily imagined that the existing arrangements for teacher training will be far from sufficient to meet the impending challenge. Again, once we accept the idea of 'multiversity', we should also consider the necessity and propriety of the teacher training programmes that they may take up in future. In fact, if we can foresee now the pressure that will build up in future for the supply of trained teachers, wisdom demands that we start giving serious thought to the question of how much of this burden the private sector and other organized bodies can be relied upon to share. Or else, we may be hard put to realize our goal of education for all by the year 2000. Since teacher training is a job which is going to be handled at different levels by different organized bodies, we can also foresee the need of a body at the national level which will coordinate their activities and introduce an element of uniformity into them.

Basically, two methods are resorted to for the production of trained teachers: teacher education and teacher training.

Teacher Education: The campuses under the Faculty of Pedagogy, and private campuses affiliated with the Tribhuban University, conduct at present teacher education courses of various duration. Examinations are conducted at the end of

each of them, and suitable degrees are awarded, like proficiency certificate, B.Ed. and M.Ed. Another component of teacher education is represented by the professional diplomas, conferred on individuals who are engaged in activities, such as educational administration, monitoring, and formulation and evaluation of curricula

Teacher Training: Primary teacher training, package training, in-service training, short-term training, and similar other training programmes, now in operation under the Faculty of Pedagogy and Ministry of Education and Culture, are some typical examples of teacher training. All such training activities may be carried out by other governmental, non-governmental and private organizations, if they agree to abide by the prescribed norms and policy guide-lines.

- 1) Teacher Training Policy: Some teachers are born, while others may be trained to become able and competent teachers. To become a successful teacher it is not just sufficient that he is well-versed in the subject or that he has a wide experience. What is equally necessary is that he should study the science and art of pedagogy, and master the requisite teaching techniques. Teacher training should, therefore, be made compulsory. It is the only way to instill in him the professional spirit, to provide him with the fundamentals of education, and to invest him with the teaching techniques. Hence, the following should be adopted as the national policy, governing teacher training:
 - a) To make teacher training obligatory for taking up teaching profession at the school level;
 - b) To provide training for working teachers who are untrained;
 - c) To increase the salaries of trained teachers in proportion to their level of training;
 - d) To give preference to women teachers in all training programmes; and
 - e) To devise training programmes, suitable to each level of teachers.
- 2) Diverse teacher training programmes should be conducted to match the growing demand for education in the country. The responsibility for running such courses should be entrusted to different agencies, such as the universities, Ministry of Education and Culture, private bodies and non-governmental organizations.
- 3) Teacher training programmes should be de-centralized to enable regional units to take them up. 70 per cent of the scholarships to be awarded to the trainees should be ear-marked for women and 30 per cent for men.

- 4) Organization: The Ministry of Education and Culture should, in close liaison with the agencies concerned, constitute a body at the national level to conduct teacher training courses in a systematized, organized and coordinated manner. It should be a free and autonomous body, and its main functions should be to formulate a national policy on teacher training, to give directives as required, to coordinate teacher training programmes, to monitor and evaluate them from time to time, and to recognize or certify them. It should also function as a bridge between the universities that exist now and that are to come into existence later, on the one hand, and the Ministry of Education and Culture, on the other, and to bind them together in cooperation and harmony.
- 5) A unit of the appropriate level should be set up within the Ministry of Education and Culture to draw up and put into effect a plan for teacher training, to create positions for trained individuals, and to establish working relations between various units, engaged in teacher training.
- 6) The regional and district-level offices of the Ministry of Education and Culture should conduct short-term training. The units within the Ministry should take the lead in teacher training programmes, leaving the Faculty of Pedagogy and the campuses under it to launch teacher education along with teacher training.
- 7) A Central Campus should be established under the Faculty of Pedagogy of the Tribhuban University. It should conduct other levels of teacher education including doctorate, together with short-term and package training courses. It should have under it six regional pedagogic campuses, one of which should be for vocational education. These regional campuses should conduct courses from the proficiency certificate to M.Ed. levels, besides package training programmes.
- 8) Under each regional campus provision should be made for an extension campus and mobile unit, of which the former conduct proficiency certificate level courses along with the package training programme, while the latter should confine itself to the package training for the primary level teachers. It may be noted that the package training programme, whether launched by the extension campus or mobile unit, should be for the benefit of the primary teachers alone.
- 9) The main objectives of teacher training should be to train teachers and raise the quality of education, to professionalize the teaching vocation, to win social esteem for the teaching profession, to make training available to all teachers, to produce teachers, trainers, technicians, and experts in

different subjects necessary for the educational sector, to provide for studies and research on the various problems appearing in the field of education, to provide consultancy to different units involved in the educational area, to raise the standard of training by popularizing the concept of progress through education, and to evolve teacher training to suit the situation prevailing in schools.

10) Pre-primary teacher training: Pre-primary teachers also should be given the benefit of training, firstly, because the number of pre-primary schools is increasing day by day and, secondly, because they have not been exposed to any kind of training so far. Under this training programme, a ten-month training should be given to SLC pass teachers, and a short-term in-service training of at least six months' duration should be given to trained working teachers every five years.

11) Primary Teacher Training:

- a) A two-year degree course should be conducted at the proficiency certificate level, with specialization in primary education.
- b) For the time being, SLC pass students should be given primary teacher certificates at the end of a ten-month package training, and emphasis should be laid on giving a ten-month training to those who have passed proficiency certificate in other subjects to enable them to become primary teachers.
- c) The current 150-hour training programme should be continued for SLC pass working teachers, with suitable amendments to make it less theoretical, as at present, and to add subjects and activities that are timely and have more direct linkages with the daily teaching/learning process of the primary schools; and primary teacher certificates should be conferred on those who have already received it . only after putting them through two additional training programmes of somewhat higher level.
- d) Trained working teachers should be given a short-term in-service training of at least six month' duration every five years.
- e) SLC pass working teachers with 10-month or 5-month training should be given an additional 5-month special package training, before awarding primary teacher certificates to them.
- f) Proficiency certificate pass students with specialization in primary education should be allowed to join a three-year B.Ed. course with further specialization in primary education.

12) Secondary School Teacher Training:

- a) Students passing proficiency certificate in other faculties should be given six months' training to qualify as lower secondary teachers (classes 6-8).
- b) A three-year B.Ed. course should be conducted for specialization in different subjects of secondary education.
- c) A one-year B.Ed. course should be conducted for specialization in different subjects of secondary education on a wide scale.
- d) A short-term in-service training course should be given to trained working teachers every five years.

13) Higher Education Teacher Training: Students passing B.Ed. with specialization in secondary education should be encouraged to join a two-year M.Ed. course for specialization in one of the subjects to be taught in higher secondary schools. Also, a five-month training course should be conducted for the students who hold post-graduate degree in other subjects.

14) Training for Other Educational Manpower: This programme should be launched with the aim of producing a particular kind of manpower required for achieving the targets of teacher training. The following post-graduate courses should be conducted to produce trained manpower in the field of educational administration and management, educational planning, educational monitoring, text-books and evaluation, educational development and promotion, educational economics (with reference to the fiscal management of schools), apart from trainer, specializing in the training of primary, secondary, and higher secondary teachers.

- (a) A two-year M.Ed. course for education graduates;
- (b) A one-year M.Ed. course for other graduates; and
- (c) A five-month training in teaching methodology for post-graduates in other subjects.

15) Vocational Teacher Education and Training: Technical training is imparted through different agencies in different parts of the country. It is also given through schools, whose vocational teachers obviously stand in need of training. In Nepal there is only one institution, capable of giving vocational teacher training.. It is the Sanothimi Campus of the Faculty of Pedagogy, which has been giving vocational teacher training of the proficiency certificate and graduate level. This campus should continue to conduct vocational teacher education and training according to the curricula, formulated on the basis of a study designed to identify the qualities and skills required for the teachers of technical schools. It should also identify

how such schools should be equipped.

- 16) Laboratory School Teacher Training: A school should be selected and developed as a laboratory school under each of the central and regional campuses of the Faculty of Pedagogy to provide the participants of the training programmes with a chance to experiment with the teaching techniques which they have been taught in the course of training. It should also be used to test whether a particular educational method is suitable to the Nepalese context. Likewise, managerial, administrative, financial and other problems relating to schools may be studied and skills developed to resolve them through its medium. The extension campuses and mobile units should also establish formal relations with one of the schools regularly functioning for this purpose.
- 17) Child Study Centre: It is essential that the different aspects of the physical, mental and intellectual development of the child should be studied and investigated, as the entire teacher education and training exercise is intimately connected with the child. To this end, attention should be directed towards establishing a child study centre under the Faculty of Pedagogy.
- 18) Short-term Refresher Course: Refresher courses should be arranged for technicians and specialists in different fields of education who have had no specialized training or who were trained long ago. They may be provided to individuals like working teachers, administrators, supervisors, planners, supervisors and evaluators.
- 19) Pre-service and In-service Training: Short-term training of an introductory nature should be provided to desirous working university teachers and those who wish to become university teachers in subject-wise teaching method, educational methodology, formulation and evaluation of curricula, research technique, evaluation technique, history of education, and the social and philosophical aspects of education. It should take the form of seminars and workshops at the central and regional level of the Faculty of Pedagogy.

9. SPECIAL EDUCATION

Although two decades have elapsed since the introduction of special education in Nepal, it has not yet struck deep roots. Even now disabilities, which are caused by factors like poverty, malnutrition, morbidity, sexually transmitted diseases, and accident, are misunderstood and ascribed to the sins of the past life. On the other hand, it is viewed at both the governmental and non-governmental level as an act of charity, best left to voluntary organizations.

So far no attempt has been made to categorize the degree of disability, although 5.2 per cent of the population suffers from one kind of impairment or the other. There are no curricula, text-books, educational materials and equipments, tailored to meet their special needs, nor is there any provision of trained manpower, teaching programmes or physical infra-structures. For want of proper attention and insufficiency of financial resources, the condition of special education at the moment is pitiable indeed. Since FY 1991/92, His Majesty's Government has started bearing the cost of 26 special education schools and 14 integrated schools. It is essential that greater impetus be given to special education, only after accepting the fact that it should be imparted in an integrated form, and that special education schools should be opened only where integration is not possible. For this purpose, a scale of disability should, first of all, be laid down.

Recommendations:

The following recommendations are made to give practical shape to the policies and principles inherent in Nepal's national commitment to basic education, its open support at the international level of the principle of education for all, its concurrence with the right of the child at the call of the United Nations, and its Constitutional pledge to make special arrangement for the education, health and social security in order to protect the interest of the orphans, the helpless, the women, the old, the disabled, and the weak:

- 1) The aim of special education should be to impart education and skill to the disabled in order to advance the cause of their social integration and self-reliance.
- 2) There should be a policy commitment on the part of the government to expand the scope of special education and raise its standards. Rules should be framed under the Disabled (Amendment) Act, 1982, to give legal form to this policy commitment.
- 3) Special education should form an inseparable part of the basic education and education-for all programmes. For this purpose the main curriculum

of the national education system may be modified to the necessary extent, and the amended curriculum should be recognized *as* having the same force as the original curriculum.

- 4) It is desirable to educate the disabled through integrated schools by setting up a small unit within the general schools. Special schools should be set up for extremely disabled persons only, such as the stone deaf and the mentally retarded. However, it being desirable to keep the number of special schools to the minimum, they will be opened at the rate of one in each development region. His Majesty's Government should bear the full cost of such schools including their physical infra-structures and hostel facilities. Attention should be focused on popular participation to meet part of the operational costs.
- 5) Special education should be free of cost. There should be no charges even for hostel facilities, reading materials, and physical equipments.
- 6) As the success of special education is to be measured by how much they have induced self-reliance among the disabled, the logical thing to do would be to make it skill-centered, and it should be divided into four categories: low-level, middle-level, higher-level and highest-level. All of them should be imparted by activizing technical schools, Cottage and Handicraft Training Centers, training centers under the Ministry of Labor and Social Welfare, and the training centers under the management of various societies for the disabled.
- 7) Emphasis should be laid on the institutionalized development of special teacher training and other related programmes for the continuous diffusion and standardization of special education. For the present the special education teacher training programme under the Faculty of Pedagogy should be increased in strength, widened in scope, and enriched in resources. In future attempts should be directed towards setting up a National Special Education and Rehabilitation Centre.
- 8) The job of a special education teacher and his associates is not an easy one, and, because of the extraordinary mental make-up of the handicapped persons, it has its own complexities. Not anyone, however trained he may be, can be expected to produce results or make it meaningful. What it requires is a teacher who has the right frame of mind or attitude, or, who has, more importantly, the spirit of service. Hence, his terms of service should be more attractive than those of his other colleagues in the teaching profession or administrative officials of the same level.

- 9) The Special Education Council should be activated to issue policy directives, to formulate programmes, and to coordinate and evaluate them.
- 10) The disabled should be encouraged to take part in extra-curricular activities so that they can get the opportunity to compete in local, national and international meets. That may help raise their morale.
- 11) The original curricula may have to be modified to meet the special needs of the disabled, with the help of a task force, consisting of curriculum specialists, and special education experts.
- 12) Experts and special education specialists should be associated with the preparation of special text-books for the blind and the hearing impaired, and Janak Education Material Centre should be associated with their publication. All text-books for the disabled should be made available free of cost.
- 13) Inclusion of disabled-centered health education will be useful in the long run, as some of the initial symptoms of impairment may be eradicated by proper and timely treatment. Emphasis should be placed on its early diagnosis and prevention. Arrangement should be made to draw the attention of the curriculum experts concerned on this aspect of the question.
- 14) In the integrated schools for the disabled special libraries or reading-rooms should be provided with reading materials that answer their special needs. As for the special schools for the disabled, they should be equipped with separate Braille libraries or reading-rooms.
- 15) For the implementation of special education programmes grants from His Majesty's Government, and funds, made available by national and international donor agencies and charitable individuals should be utilized. School education alone does not meet the needs of the disabled. Equally important is the consultancy service for them and their families along with community rehabilitation services. Hence, attention should be given to providing such services through the medium of the special education teachers, social workers, and benevolent organizations.
- 16) 'National honours, awards and the like should be conferred on organizations and individuals for their outstanding contributions to special education.
- 17) As curricula, text-books and teaching should match the nature of

disabilities, arrangement should be made to take a 'census', showing the number of the disabled, their sex and age, and the causes of their impairment.

- 18) Special education will have no future, until the wrong notions and beliefs about the disabled, so widely prevalent among the general public for religious, cultural and ethnic reasons, are removed root and branch. Special education should, therefore, be taken up as a campaign, with the involvement of the Ministries of Education, Health, and Labor and Social Well fare, educational institutions, industrial undertakings, political parties, youth power, and different social organizations.
- 19) Non-governmental organizations, associated with the welfare of the disabled and other bodies, should be activated and made responsible for the provision of special education, physical facilities and scholarships.

MINISTRY OF EDUCATION

10 NON-FORMAL EDUCATION

Literacy in Nepal, which was only 2 per cent in 1950, jumped to 36 per cent in 1990. Illiteracy more pronounced among women than men. Its incidence is wider in the rural area than in the urban. At present non-formal activities like adult education programme, and programmes for the out-of-school children and women are in operation, with the governmental and non-governmental assistance.

Non-formal education has, however, numerous problems. There is no clear concept at the national level of what constitutes non-formal education. No policies have been formulated, and no targets set, because there is no national commitment to non-formal education. Nevertheless, both the governmental and non-governmental organizations have been conducting non-formal education in one way or another, without affecting any coordination between the two in policy matters, programme contents, and implementation styles.

The idea of non-formal education is not widely publicized. It has no continuity. Local leadership and the local people have no awareness of its importance. There is a shortage of both curriculum and textbooks. What little there are taken no notice of the geographical and economic differences. It lacks effective training; It does not allow any experimentation with innovative ideas in response to the felt needs of the targeted groups. There is no clear picture of the organizational structure required for implementing non-formal education. No trained manpower exists to carry it into effect. Launched on a quota basis, it bears no reference to the needs of the districts. The determining factor is political or other pressures. Individuals receiving non-formal education can in no way have any access to the formal channels. Above all, what non-formal education needs most is an organized body to strengthen its structural and implementation aspects.

Recommendations:

- 1) Non-formal education should have the following objectives:
 - a) To provide knowledge, information and skill through non-formal methods to individuals of various age groups who have been unable to receive formal education;
 - b) To impart through the medium of adult literacy programme work-oriented knowledge and skill required for earning a living;
 - c) To confer through children's programme literacy on out-of-school children and drop-outs of the age group 9-14, and to induce them to take up formal education;
 - d) To give proper direction to the life-long process of learning by providing continuous chances for post-literacy education; and

- e) To launch literacy campaign in order to drive out the spectre of illiteracy from the society.
- 2) Different levels of literacy--basic, middle-level and self-study--should be authoritatively defined, and their equivalence to formal education should be fixed. Similarly, curricula for the first and second stage of children' education should be determined, and their equivalence to formal education should be fixed.

While determining the equivalence of different levels of literacy, the basic level should be equated with class 3 of primary education, and the middle-level with class 4. The first stage of children's education provided by children's welfare societies and the like should be equated with class 3 of primary education, and stage two with class 5. While preparing the curricula for adult literacy through non-formal education and children's education, careful attention should be given to including the main features of formal education. At the self-study level condensed courses should be prepared according to the interests and needs of the targeted groups, and continuity of study should be ensured through the provision of regular classes, remote education, and correspondence courses.

Individuals from the first two levels and children from both the stages should, if they wish, be allowed to join formal education after passing the requisite entrance test. Likewise, individuals receiving self-education should be allowed to join formal education from lower secondary to higher secondary classes, if they pass the respective entrance tests.

- 3) According to Nepal's endorsement of the 1990 declaration of education for all and the right of the child, the present rate of illiteracy should be halved by the year 2000.
- 4) Non-formal education (adult literacy and children's education) should be established as a principal component of national education.
- 5) The structure and programme of national education should be flexible enough to allow migration from one type of education to another.
- 6) Proper steps should be taken to make post-literacy courses and practical skilled-based training available to all neo-literates.
- 7) Literacy programme should be launched as a national campaign with advance preparations on a wide scale, and with a village or a district as the prime target area at a time.
- 8) His Majesty's Government should set up an additional fund, besides the regular fund.
- 9) National and international non-governmental organizations should be

widely mobilized in view of the active role they can play in the non-formal educational sector. In the case of international non-governmental organizations, however, official efforts should be directed towards making each of them conduit non-formal education on a priority basis.

- 10) Technical support in the form of training and text-books and annual financial grants should be provided to the national non-governmental organizations to secure their greater involvement in the spread of non-formal education.
- 11) Non-governmental organizations, working for non-formal education, should also be associated with the development and programme design of the national literacy curriculum and text-books
- 12) Various programme models, fashioned by non-governmental organizations, should be studied, and innovative and successful models should be applied in other places too.
- 13) Reading materials, now in use, should be refined and made less expensive.
- 14) Studies and research works should be conducted to create models for developing reading materials in Nepali and other native languages.
- 15) The non-formal minimum qualification for supplementary courses should be equivalent to class 8 in remote areas and class 10 in other places.
- 16) Post-literacy course should be established as an integral part of non-formal education, with the provision of reading materials and other requisites.
- 17) Rural and community study circles should be organized on a wide scale to create a suitable atmosphere for literacy.
- 18) Supplementary reading materials in appropriate subjects should be produced to keep alive and develop the reading interest of the neo-literates.
- 19) Principal trainers at the national level and trainers at the district level should be appointed and trained at regular intervals in order to make the programme more effective.
- 20) The duration of the pre-service training of teachers should be increased. If a teacher is to be re-employed next year also, he should be put through a refresher course.
- 21) Short-term training and introductory seminars should be organized in the villages and districts to acquaint all concerned with the importance and necessity of non-formal education.
- 22) A high-level National Non-formal Education Council should be constituted,

comprising representatives of His Majesty's Government, non-formal education experts, and representatives of non-governmental organization. Its main functions should be to formulate national policies and guide-lines to make non-formal education more systematized, organized and effective.

- 23) A Coordination Committee should be formed under the National Non-formal Education Council to establish effective coordination among all the organizations connected with non-formal education by regular contacts, meetings and seminars.
- 24) The Adult Education Section at the centre should be converted into the Adult Education Division with suitable changes in the staffing pattern.
- 25) A national level Non-formal Education Resource Centre should be set up under the Ministry of Education and Culture. Its main functions should be to train manpower as required, to review and refine curricula and text-books from time to time, to evaluate the programme, and so on.
- 26) A properly staffed Non-formal Education Section should be installed in each Regional Education Office.
- 27) An administrative officer, bearing the special responsibility for non-formal education, and a training officer should be appointed to each District Education Inspectorate.
- 28) The present centre-oriented implementation mode of each District Education Inspectorate should be completely overhauled to entrust the District Education Inspectorate with the task of formulating and executing programmes on the basis of the needs and demands of the targeted groups. It should form a literacy coordination committee at the district and village level, representing different societies and organizations together with local educationist. Its main objective should be to enlist popular participation.
- 29) The present quota system should be abolished forthwith.
- 30) Non-formal education programme should be started in a certain area of the district and radiate outwards.
- 31) The remuneration and other facilities of the teachers should be increased to motivate them.
- 32) Inspectors should be recruited locally and trained to make the whole monitoring system firm and effective. On top of that, the officers in charge of non-formal education in each District Education Office and District Education Inspectorate should monitor the non-formal education activities from time to time.
- 33) Pending the emergence of the resource centre system, the following steps

should be taken to connect non-formal education with formal education:

- a) To run literacy classes under the management of primary schools;
 - b) To use a secondary school in the neighborhoods of six or seven primary schools as a resource centre, and to designate its Head Master or a teacher named by him as a supervisor;
 - c) To associate the candidates, waiting for the publication of SLC examination results, with the literacy examination; and
 - d) To induce the students of higher education, taking part in the National Development Service, to get themselves involved in the literacy campaign.
- 34) The current Sikshya Sadan (House of Education) programme should be expanded in an effective manner to give wider coverage to the out-of-school children.
- 35) The cooperation of political parties and social associations should be enlisted for the literacy campaign in particular, and their workers should be mobilized as volunteers.
- 36) While appointing teachers with a view to creating job opportunities at the village level, preference should be given to competent local individuals outside the school.
- 37) Groups participating in non-formal adult education should be provided with credit facilities, and skill development opportunities. Besides, they should be entrusted with the task of distributing vegetable seeds and saplings, and first-aid kits.
- 38) Normally, 10 to 15 per cent of the population continues to remain illiterate, even after the literacy campaign has come to an end. Hence, it should be a continuous affair, and serious thought should be given to making primary education compulsory by stages in order that nobody should be illiterate in future.
- 39) A publicity campaign should be mounted to arouse public awareness of the importance of the literacy programme.
- 40) Talk programmes, exhibitions, seminars and so on should be conducted to build up a positive outlook on non-formal education.
- 41) A non-formal education fund should be set up at the national level. It should be independent of the regular budget of His Majesty's Government, and operated through a council.
- 42) Official negotiations should be conducted with national and international

donor agencies for the mobilization of resources.

- 43) A certain amount should be set aside from the funds of the Village Development Committees, Municipalities, and District Development Committees for non-formal education to reduce the financial burden.
- 44) A greater percentage of the education budget should be ear-marked for non-formal education, bearing in mind that the present amount is too little for the purpose.

MINISTRY OF EDUCATION

11. FINANCIAL MANAGEMENT OF EDUCATIONAL SECTOR

According to the budget of His Majesty's Government, investment in the educational sector, which amounted to 10.5 per cent of the total in FY 1990/91, was increased to 12 .00 per cent in the subsequent year. Out of it 49.3 per, cent was apportioned for primary education. Beyond doubt the outlay on education will keep going up in the years to come for several reasons. in response to the aspirations of the people the government is committed to the policy of universalizing of primary education improving its quality, and multiplying the number of educational institutions and programmes. Added to it are the increase in the number of those who wish to be educated, the innovations in the field of education, and the diversification of subjects, combined with the rising programme costs at each level of education.

Expansion of primary and secondary education and basic literacy is going to involve quite a good deal of money, mostly in the form of salaries of the teachers, leaving very little room for the expansion of educational programmes. This is particularly true of primary education, where 95 per cent of the grant is spent on the salaries of teachers, making it quite obvious that there is not much left for improving the management aspects of the schools.

The policy of making secondary education free phase by phase, and expanding higher secondary education on a wide scale, will call for bigger investment. Other cost-boosting factors are the proposed establishment of new universities, extension of their programmes, and the creation of the University Grants Commission. The cost of technical and vocational education, informal education and special education will, as is obvious, escalate more and more.

Evidently, the allocation of 12 per cent of the governmental budget will not suffice to meet the needs of the educational sector in view of the present situation. The popular expectation of quantitative and qualitative extension of education necessitates a rising level of governmental investment. At the same time, it is essential that the private sector be encouraged still more to establish educational institutions to run different courses. IN fact, the big challenge before the nation today is to utilize the governmental outlay on education to the maximum, and to mobilize internal and external resources for the development of education in the country.

- 1) The government should provide additional financial resources to achieve different objectives of the educational development, including more extensive student enrolment, enhancement of the quality of education, and evolution of new courses of study. Although the likelihood is there that private sector Involvement in education will grow apace, the indications are that His Majesty's Government will be required to share a greater portion of

the investment. That is to say, the percentage of budgetary allocation should be increased from the present 12 per cent to 15 per cent of the budget.

- 2) Since almost the whole of the grants made available by His Majesty's Government isn't spent on the salaries of the teachers, alternative sources, chiefly local sources, will have to be tapped for raising the quality of education. It would be appropriate to utilize a certain percentage of the amount receivable by the District Development Committees and Village Development Committees at the local level for the expansion of educational facilities of the schools and enhancement of the quality of education.
- 3) Instead of basing grants on the number of teachers at work, the following arrangement should be made:
 - a) Grant should be provided through the District Education Office.
 - b) Schools, receiving grants, should continue to receive them as they do now.
 - c) In future, schools which are established on the basis of mapping will receive lump-sum grants every year.
 - d) In future, private schools will receive grants, only when they have all classes of the prescribed levels.
- 4) If foreign institutions wish to open technical schools, colleges and other higher centers of technical education, they should be allowed to do so, subject to the rules prescribed by His Majesty's Government.
- 5) District Development Committees, Municipalities, and Village Development Committees should be associated with the establishment and operation of schools to improve their educational management, and to increase the level of popular participation in them. They should be required to allocate a certain percentage of local taxes to the management of schools.
- 6) His Majesty's Government should bear the entire amount, required for the payment of salaries to the teacher's procurement of stationeries of primary schools.
- 7) Local resources should be mobilized for the construction of school buildings and other capital expenses like furniture.
- 8) The number of scholarships and other incentives (like school uniform allowances) should be increased in districts where girl enrolment is low.
- 9) Scholarships and free school uniforms should be provided to the boys and girls of the backward sections of the society.
- 10) Non-recurring grants and soft loans should be made available to private-

sector schools, colleges and centers of higher studies that do not receive regular grants from His Majesty's Government in support of the conduct, expansion and consolidation of educational programmes.

- 11) Secondary schools should be allowed to levy other charges, besides tuition fees, because they have to add to the existing physical facilities and improve the quality of education.
- 12) A deadline should be set for completing the process of making secondary education free after carefully computing the additional cost involvement.
- 13) The free text-book policy, applicable to primary schools, should be reviewed to bring within its purview only those who are too indigent to buy them. At the same time, principal text-books should be made available at concessional rates.
- 14) Each District Education Committee should set up a district education fund for depositing the grants from His Majesty's Government and subscriptions raised by its own efforts, and grants should be provided schools out of that fund.
- 15) Institutions or individuals, extending financial support or donating movable and immovable properties to schools, colleges and other centers of higher education, should be given tax exemptions and other recognitions. A tradition to that effect should be gradually evolved.
- 16) Teachers and other employees of schools, colleges, institutes and universities should have some jobs to perform. They should not be appointed on the ground that there are vacancies.
- 17) The Higher Secondary Education Council should be responsible for preparing the budget, taking into account the expanding nature of higher secondary education (ten + two), and for providing suitable grants.
- 18) Grants to schools should be channeled through the District Education Committee. The daily activities of schools, the number of teaching posts, and the amount of grants to each of them should be fixed.
- 19) The University Grants Commission should receive the grant amount from His Majesty's Government, and allocate it to each of the universities and institutes of higher education according to its need.
- 20) The tuition fees of higher secondary schools and other institutes of higher education should be the principle of cost-recovery should be gradually raised in observance of the cost-recovery principle.
- 21) The present practice of awarding scholarships to students, scoring highest marks in the final examinations of secondary and higher secondary

education, should be kept up. In addition, scholarships should be instituted for the students of backward communities.

- 22) In order to reduce the unit cost of Technical education and vocational training the practice of lumping together boarders and day scholars for the purpose of enlarging the student-teacher ratio should be abandoned. Likewise, the practice of granting scholarships in urban schools should be scrapped, and fees should be levied instead. In the rural areas, too, the number of scholarships should be kept to the minimum, and less expensive training programmes should be taken in hand.
- 23) Technical and polytechnic education should be expanded to produce middle-level technical manpower, so essential to the economic development of the country. For technical reasons it may be rather costly. Hence, His Majesty's Government should provide grants to higher secondary schools conducting technical and polytechnic courses, to meet a certain portion of their costs.
- 24) There are only about 1,000 disabled students enrolled in 44 special education schools, which means that there is a lot more to be done in this area. Although this is an expensive proposition, no justification can be advanced in support of exacting any kind of fees. The only option appears to be to carry on special education on the basis of government grants and support from donor agencies.
- 25) The colleges and other institutions of higher education should, in particular, should operate under the principle of recovering the costs, and the services offered should be commensurate with the fees and other charges levied by them.
- 26) A scholarship fund should be created at the national level to provide the talented but economically disadvantaged students with opportunities to pursue their studies to the highest level. All available national level scholarships should be coordinated for the information of all the students.
- 27) A non-formal education fund should be created at the national level in support of non-formal education programmes.
- 28) The District Education Committee should set up an education revolving fund for the provision of loans to schools and indigent students.

12. EDUCATIONAL MANAGEMENT AND INSPECTION

In Nepal the form of educational management has changed from time to time. The National Education System Plan, which was set in motion in 1971, has adopted the policy of de-centralization, under which the role of the Ministry of Education and Culture was confined to policy-making, evaluation and follow-up, while the actual implementation of programmes was entrusted to the Regional Offices. Nevertheless, over the past two decades the former has been involved more with the administrative functions of implementation than policy aspects, totally disregarding the basic principles of management. Regional Education Directorates have been functioning as mere inspectorates, operating with very limited authority. And in the absence of programmes of their own, they have nothing to do except what they are instructed to do. On the other hand, The Tribhuvan University, which should function as a de-centralized administration, is operating as a highly centralized body.

According to accepted norms, the management standard of national education cannot be described as encouraging. The most distressing thing is that it lacks efficiency. There is no master plan for the development of education. Plans are drawn up, and projects implemented without the required expertise. Other weaknesses lie with the Ministry itself, which lacks the required units and personnel, especially technical personnel, and where the division of work is unscientific, and the delegation of authority inadequate. Its regional and district offices have manifested no competence and effectiveness to the desired extent. Besides removing these shortcomings, it is essential that timely improvements be made on the management side.

Conscious of the necessity of the inspection system, inspectors were allotted in 1971 to each district of the mountainous region, Tarai and the valley on the basis of the number of schools. But the whole system of inspection has been totally paralysed. by the tripling of the number of schools between 1971 and 1991, in spite of the numerous efforts made from time to time to improve the district-level arrangements. But all of them have proved ineffective, because the inspectors do not have proper incentives to go on inspection tours. Inspections are made to a limited extent only. The district education officers themselves take no interest in the inspection work. The Curriculum, Text-book and Inspection Section of the Ministry of Education and Culture have conducted no programmes. The functions of regional inspectors are severely limited. In short, the inspection system has to be re-built from the bottom up, if it is to play its proper role in the qualitative improvement of national education.

Recommendations

- 1) Power should be delegated down to the implementation level or unit.

- 2) Needless tiers should be removed from the managerial structure, and the decision-making process should be as short as possible. It should be so arranged that no memorandum passes through more than three rungs of the ladder on the way to the deciding authority.
- 3) The scope of the Ministry of Education and Culture should not be needlessly widened. Its activities should be confined to formulating policies and plans, and undertaking follow-ups and evaluation. Actual implementation of programmes should be shifted from the centre to regional and district-level offices.
- 4) The Ministry of Education and Culture should conduct research and development works on its own or commission an appropriate agency to carry them out as part of the continuous process of making education administration competent and effective.
- 5) A high-level and permanent National Education Advisory Council should be brought into being to advise the Ministry of Education and Culture on different aspects of national education, in place of the existing National Education Committee, which has no longer any utility in the changed educational context.
- 6) There should be a University Grants Commission to formulate policies, to coordinate, follow up and evaluate programmes in the field of higher education, together with various councils to look after technical and vocational education, informal education and special education. The powers and functions of all of them should be laid down by law. The present Higher Secondary Education Act should be suitably amended.
- 7) The Planning Division under the Ministry of Education and Culture should be further strengthened. In addition a Project Coordination and Implementation Divisions and Primary Education Division should be created.
- 8) The Curriculum, Text-book and Inspection Development Centre should be re-organized *as the* Curriculum and Text-book Development Centre, with responsibilities for preparing the curricula and text-books from primary to higher secondary level.
- 9) A National Education Development Centre should be set up, charged with training Education administrators like inspectors, head masters, technical officers and experts, and regional and district-level trainers, besides carrying out research and development works.
- 10) The Examination Control Office/Board should be evolved phase-wise as an autonomous body, and SLC examinations should be conducted in all the five Development Regions.

- 11) A Non-formal Education Centre should be established, with the responsibilities for preparing educational materials and training teacher trainers.
- 12) The present education-by-Radio unit should be evolved as a Remote Education Centre to expand the area of remote education.
- 13) The universities and other centers of higher education should be given full autonomy in all educational matters. However, they should be required to function under the national education policies of His Majesty's Government in all other matters.
- 14) The name of the Regional Education Inspectorate should be changed into the Regional Education Directorate, which should be entrusted with the task of chalking out educational plans, conducting examinations for the selection and appointment of primary, secondary and higher secondary school teachers, carrying out training programmes for teachers, teacher trainers and other educational experts, and conducting SLC examinations at the regional level.
- 15) The name of the District Education Inspector should be changed into the District Education Officer, and he should belong to the technical service.
- 16) The 75 districts of the country should be divided into three categories: a., b. and c. for the purpose of determining the size of the personnel.
- 17) Priority should be given to the construction of fully-equipped District Education Offices.
- 18) Each District Education Office should be required to maintain an up-to-date record of the teachers and all other data relevant data, and it should be empowered to appoint, promote and transfer teachers and provide them with pensions and gratuities, to conduct examinations of classes 5 and 8, to organize timely introductory seminars and training courses for head masters, teachers and members of the board of directors, and so on. Head masters, teachers and other employees of schools should be considered to be on the staff of the District Education Office.
- 19) Each district should have a District Education Committee, empowered to run district-level schools of appropriate standards. Its formation, powers and functions should be as laid down by law. Its main functions should be to provide grants to the district schools on a regular basis, to map the district schools, to develop district-level educational plans, and to award incentive prizes to the schools in the district.
- 20) Each school, whatever its level, should have a board of directors. As regards primary schools, functioning within the jurisdiction of a Village Development

Committee, they may have one common board of directors.

- 21) The membership of the board of directors of primary schools should be between 5 and 7, while it should be between 9 and 11 in the case of other schools. It should represent the founders, guardians, school teachers, social workers, donors, and District Education Office concerned. Its term of office should be 4 years and its chairman should be a person nominated by the District Education Office, and the head master of the school concerned should be its ex officio member-secretary-. Its main functions should be to build up physical facilities, to protect and enlarge school properties, to recommend the appointment, promotion and transfer of teachers, and to award punishments and rewards to the teachers.
- 22) Each school should have a head master, whose appointment, functions and powers should be as prescribed under the rules.
- 23) A teacher should be appointed as head master for a certain number of years, and he should be allowed to revert to his former position on completion of his tour of duty as head master.
- 24) Arrangements should be made for pre-entry and in-service training of head masters, and special courses should be devised for that purpose.
- 25) Job security of the teachers and other employees of the schools should be guaranteed, and steps should be taken to have them held in high esteem.
- 26) The system of keeping teachers for a long period on temporary appointment should be done away with.
- 27) His Majesty's Government should lay down the minimum academic and training required for the teachers of each category, and appointments should be made accordingly.
- 28) An Inspection Coordination Committee should be constituted at the centre, viewing inspection, not as a separate function, but as a combined operation which includes curriculum and training as well. It should be regarded as the means of ensuring the conformity of the teaching with the curriculum.
- 29) All the necessary steps should be taken to ensure the development and inspection of curriculum and text-books of Sanskrit schools.
- 30) The National Education Development Centre should conduct pre-entry and in-service training for the inspectors at the central level.
- 31) Each Regional Education Inspectorate should conduct up-to-date training for the head masters in order to enable them to function as school-level inspectors.
- 32) A school cluster system should be enforced in each district for the purpose

of inspection, and a resident inspector should be appointed for every two clusters to keep the cost down.

- 33) A district-level inspector should be appointed to inspect and cooperate with school clusters, and he should be provided with a monthly lump-sum amount as daily allowance.
- 34) Every board of directors should be invested with a clear responsibility for inspecting whether the schools are running smoothly, and whether the teaching is up to the standard. For this purpose training and orientation programme should be organized for the benefit of the chairman and members of the board.
- 35) Arrangements should be made for the inspection of non-formal education under each District Education Office in cooperation with the Resource Centre.
- 36) Encouragement should be given, if local bodies like Village Development Committees and Municipalities wish to make primary education compulsory within their area on an experimental basis in order to rid the society of the evil of illiteracy.
- 37) The private sector should be encouraged to establish schools, colleges, universities and other centers of learning, and approval should be given, if educational institutions, operating under government grants, wish to transform themselves into non-profit making private bodies.

13. MISCELLANEOUS

(a) Pre-primary Education: In Nepal children below the primary school-going age group are generally admitted to baby classes without any specific or prescribed curriculum, and attempts are made to teach them by following the primary education curriculum and extra-curricular activities. These programmes have assumed different forms: children's welfare education programme, project-based children's education programme, private children's education programme and school-based children's education programme.

In this way, children's education programmes are varied in nature, obscure in conception, and expensive in terms of money. Their duration is between 1 to 3 years. Most of them are not easily affordable for ordinary families. Apart from the consideration of cost, serious attention should be given to whether they are desirable or feasible in the rural areas. Besides inducing the voluntary societies, and communities to operate pre-primary schools in the private sector, His Majesty's Government should arrange for training, preparation of curriculum, and inspection and direction.

Recommendations

Primary education should be reformed to drive away the spectra of illiteracy from the country. At the same time, it is equally important to establish contact from the very beginning with the home education of the children through the medium of pre-primary education. The following recommendations are made to resolve the problem in a proper manner

- 1) The aim of pre-primary education should be to educate the children and stimulate their physical, mental and intellectual growth.
- 2) Provision of a one-year pre-primary education should be encouraged in view of the need and demand of the community.
- 3) From among the children of non-primary school-going age group the four-year-old should be regarded as fit for admission to the pre-primary level. A clear line of distinction should be drawn between a pre-primary school and a child care centre.
- 4) Pre-primary education should be viewed as a prelude to class 1 of the primary education. It should be more activity-oriented than book-based.
- 5) The curriculum of pre-primary education should be relevant to the socio-cultural environment of the children. It should conform to the principles and procedures of child development and child education, and it should never lose sight of the national culture.
- 6) A reasonable amount of fees should be charged to equip pre-primary

schools with sports goods, reading materials and audio-visual equipments as required for the children.

- 7) The agency concerned of His Majesty's Government should evaluate, follow up and evaluate the activities relating to pre-primary education.
- 8) Encouragement should be given for the provision of pre-primary education in the rural areas also. It may be undertaken as a community activity.
- 9) In the selection and appointment of teachers preference should be given to women and those who are fluent in the mother tongue of the children, and arrangements should be made to train them.
- 10) For the funding of pre-primary education internal and external resources should be mobilized from social organizations, local communities and private individuals.
- 11) Encouragement should be given to the private sector for opening pre-primary schools with the prior approval of the agency concerned and subject to the conditions laid down by His Majesty's Government.
- 12) Arrangements should be made to study the physical, mental, intellectual and linguistic developments of the Nepalese children.

(b) Schools Operating in Private Sector

In Nepal today schools are in operation in the private sector as distinct from those which receive governmental grants. Some of them are ordinary day schools, while others have boarding facilities. From 1980 onwards their number has been growing rapidly. Although the government has invested a lot of money in the educational sector, there has been no commensurate qualitative growth in the government-aided schools. For this reason, the guardians have been drawn more and more towards private day or boarding schools, hoping that their wards would have the blessings of quality education.

But the fact that the private schools charge hefty fees, though they are ill-equipped and are established without any plan, and that the teachers have no training and no job security, is a clear indication they give more priority to the monetary gain than to the educational aspects. The guardians who have a preconceived notion that the management side of the government-aided is weak are, therefore, caught in a dilemma.

There are different types of schools operating in the private sector. By the act of giving approval to the private day and boarding schools the government has unmistakably saddled them with the responsibility for the dissemination of education. Beyond that tacit understanding it has no clear-cut policies to guide them. The high fees they charge are at variance with the quality of education they provide.

Some of them are owned by individual proprietors, while others are registered under the Company Act. All these factors have put a question mark on their service-orientation. It has now been felt with a greater sense of urgency that there should be a clear policy, governing the mode of their ownership, the curricula and textbooks used by them, the process of operation and management, the amount of fees they charge, and the mechanism to monitor and inspect their activities.

Recommendations

- 1) Private schools should be divided into two groups: (a) non-profit making, and (b) profit making.
- 2) Schools, operating with the help of fees laid down by the board of directors or other financial arrangements without asking for or expecting any governmental grants-in-aid, should be regarded as private schools.
- 3) Private schools should also teach the main syllabus approved by His Majesty's Government. They may be required to undertake additional educational activities and introduce other reading materials.
- 4) Private schools should be motivated to provide high-quality education by employing scientific methods in a suitable teaching environment, and using the additional educational materials approved by His Majesty's Government.
- 5) Approval to establish and operate private schools should be given subject to the condition that they are required to teach additional courses approved by His Majesty' Government and that they should follow the present SLC Board examination.
- 6) An agency concerned should evaluate, follow up and inspect the educational management, teaching, etc. of private schools.
- 7) A list of physical and educational requirements for imparting standard education should be drawn up, and provisional approval, at the first stage, should be given to those private schools which have them
- 8) While granting permanent approval, priority should be given to those who possess the listed facilities and have buildings of their own. If schools, already approved, lack some of the minimum requirements, they should be obliged to fulfill them within a certain period, say, 5 or 10 years. There should be a provision for revoking the approval, if they fail to do so.
- 9) Every school should have a board of directors to manage its affairs It should consist of the founder of the school, the donor who has helped establish it, a person selected by the guardians, a government representative, and an individual chosen by the teachers of the school. It should be fully responsible for the management of the school. Ordinarily, one of the founders of the school should be its chairman, and the person contributing most to the

establishment or management of the school should be its member-secretary.

- 10) A Board of Trustees for private schools may be constituted, taking into account their educational programmes and scope. Its membership may include individuals who have helped establish the schools, who have contributed to the setting up of permanent funds, , who have donated immovable properties, and who have made contributions to the educational sector.
- 11) It should be the policy of His Majesty's Government to keep the ownership of private schools as it is.
- 12) Private schools should charge fees in accordance with the facilities and conveniences they provide.
- 13) Private schools should make an arrangement under which 5 per cent of enrolment is set aside for teaching intelligent but indigent students free of cost.
- 14) Private schools should provide salaries; provident fund, gratuities and other facilities on the basis of the rules approved and lay down by His Majesty's Government and within the limits of their financial capacity.
- 15) Private schools should have their accounts audited every year, and the auditor's report should be made known to His Majesty's Government and the guardians.
- 16) Private schools without buildings of their own should set aside a certain amount of their budget for the creation of physical infra-structures.
- 17) His Majesty's Government should extend cooperation to approved private schools for getting soft loans and acquiring land for the construction of school buildings, and for the provision of educational aids, vehicles, reading materials, teacher training, and so on and so forth.
- 18) The opening of private schools should be approved on the basis of appropriate mapping.
- 19) His Majesty's Government encourages and supports the establishment of at least one high-quality, model private school in each development region.
- 20) If a national or foreign person desires to open a pre-primary, primary, secondary or higher secondary school, he should enter into an agreement with the agency concerned of His Majesty's Government and do accordingly.
- 21) Private schools may be set up under private ownership, but they should be required to fulfill all governmental obligations.
- 22) Every private school should bring out for the information of the general

public a brochure, giving a true picture of the physical facilities at its disposal, the standard of its teachers and teaching, and the kind of extra-curricular activities it provides.

- 23) An investigation should be made to find out whether there are any private schools that do not follow the main national curriculum. If there are, they too should be obliged to adhere to it.

(c) Curriculum, Textbooks and Evaluation:

The curricula, which are drawn up to achieve the national and level-wise objectives of education, are viewed as a systematic provision for teaching and learning. That is why reading materials, teaching methods, educational equipments, and evaluation techniques are included in it. However, under our educational system curricula, textbooks and evaluation have not been connected to one another.

In the democratic climate of today the goals of education should be revised and a corresponding change in the curricula is a logic follow-up. The task of creating more scientific, pragmatic, and objective curricula in accordance with the new educational system, which aims at shaping up the citizens of tomorrow, has already been delayed. The need of teacher training in view of their decisive role in achieving the goals of the curricula has been discussed elsewhere.

However, it is essential that the examination system be revised and strengthened, if any meaningful change is to be introduced in the present examination-based educational system of today. If there is a need for reforming the present examination system, which tries to assess the achievements of the students on the basis of one annual examination, the other shortcomings of the SLC examination should also be abolished to systematize and standardize it.

Other problems associated with the educational management are the preparation, publication and marketing of textbooks. Although attempts have been made to manufacture textbooks for different levels of education, very few of them have helped fulfill the goals of education. The speed at which textbooks are published is very slow, and no improvement has been made in the distribution system, taking into account the difficult terrain features of Nepal.

Different individuals and institutions are engaged in writing, publishing and marketing textbooks for the accomplishment of the goals of education, but all these multifarious activities should be consolidated and be made more useful and effective. Equally important is the task of systematizing the distribution system. At present there is no regular arrangement to provide the writers, editors, illustrators, publishers and printers with opportunities for professional development. Another shortcoming is that there is no arrangement to buy a certain number of books as a form of encouragement to individual or organized publishers.

Recommendations

- 1) The Curriculum, Textbook and Inspection Development Centre should be evolved as a national body, autonomous and strong, with the inclusion of various experts. It should be competent enough to fill up the great void in the educational sector, particular on the technical side, such as, as its name suggests, curriculum, textbook, educational material, teaching method, inspection technique, assessment and examination. It should conduct research for the development and upgrading of all these areas. In, fact, it should be looked at as the most essential pre-requisite for the qualitative improvement of education.
- 2) Each level of curriculum should reflect the national goals. School syllabus should be objective, and it should be formulated in such a way as to be of practical use to the students and in harmony with the local surroundings.
- 3) The curriculum should describe the goal it seeks to achieve, define the scope and sequence of the subject, and mention the teaching method and evaluation mechanism, bearing in mind the fact that school education is a continuous process divided into classes 1-12.
- 4) An on-the-spot test should be conducted prior to giving final form to the curriculum.
- 5) A curriculum will be rightly used, only if it is helpful to the teacher and the process of teaching. This cardinal fact should be borne in mind in the formative period.
- 6) Curricula should be made available to the institutions concerned at cost, instead of distributing them free of cost, as at present.
- 7) While developing a curriculum, and teaching and evaluation technique in recognition of the democratic values and norms, attention should be focused on the unique genius, predisposition and interest of each individual.
- 8) The curriculum of the modern Nepal should aim at making education useful and meaningful by making the students keenly aware of the national aspirations and preoccupations, such as liberty, equality, rights and duties, environment, hygiene and sanitation, population, and democratic values and norms.
- 9) As curriculum development is a continuous process, its formulation, implementation, evaluation and refinement should follow each other in a cyclic order. In the process the curriculum should be amended every five years to make it timely and well-suited to the changed circumstances, and

research and study should be stimulated for this purpose.

- 10) The subject committee should be entrusted with the task of laying down the standards of curriculum, textbooks and supplementary materials and determine their suitability.
- 11) Since curriculum, teaching and assessment (or examination) is inter-related, they should be developed on the basis of their inter-relationship, not independently. If their continuity and mutual inter-dependence are laid on strong foundations, the number of student failures will be reduced substantially.
- 12) The private sector should be associated as widely as possible with the production and marketing of educational materials based on local skills and resources, as they make the teaching method more effective and interesting.
- 13) The ultimate aim of assessment (or examination) is to find out what and how the teacher teaches, what the learning activities of the students are, how objective the ways of selecting students are, and so on. Hence, assessment (or examination) should be regarded as a regular and positive educational activity continuing all through the year with the teaching process. For this purpose provision should be made for monthly, bimonthly and quarterly examinations.
- 14) An educational report of each student should be maintained, giving full description of his curricular and extra-curricular activities.
- 15) Compared to the increasing demands, the present Office of the Controller of Examinations is in a very weak position in terms of material and manpower resources. It should be operated and developed as a powerful, autonomous body, with improvements in the conduct of examinations. In this process, the Curriculum, Textbook and Inspection Development Centre should be required to set up a sample question bank, to undertake research, and to set standard questions.
- 16) Examination and assessment is a task which can be performed in a standard manner only by experts. Hence, its management and operation should be entrusted to persons having similar expertise. Persons having adequate competence in this area should be developed, and they should be given the responsibility for standardizing examinations.
- 17) Entrance tests should be devised for admission to non-formal, formal and vocational education.

- 18) Concrete steps should be taken to set standard questions and administer tests for admission to higher education.
- 19) Serious thoughts should be devoted to forming a panel of experts, who will study, develop and implement a programme for reviving the semester system in the coming years. Without it, it would be very difficult to ensure the involvement and accountability of both the teachers and students in the educational process.
- 20) Besides written and essay-type examinations, use should be made of assignments, book reviews, class inspection, and viva voce.
- 21) Students should be rated on the joint basis of monthly, quarterly, half-yearly and yearly tests.
- 22) As assessment of students is also a verdict on the teaching method, one of the criteria for the evaluation of the performance of a teacher should be the achievement of the students in the subject he teaches.
- 23) The present practice of holding compartmental examination for years on end should be revised.
- 24) Textbooks should be prepared in conformity with the curricula, which in turn should be in line with the objectives of national education.
- 25) Scholars concerned should be motivated to prepare primary education textbooks in different native languages in view of the requirements of the ethnic communities.
- 26) The much-talked-of Teachers' Manual, showing the use of textbooks, teaching process, lesson planning, etc., should be prepared and distributed to the teachers. It should also deal with matters relating to instruction through the medium of mother tongue, and special education in the integrated form.
- 27) Teachers should be induced to write and translate books on different subjects of art and science. For writing, editing and translating of textbooks they should be granted leave of absence, financial inducements, and prizes, and they should be entitled to receive adequate royalties.
- 28) Textbooks and reading materials to be used in all schools should be based on the curricular model as directed by the agency concerned of His Majesty's Government.
- 29) Publication of textbooks should be based on competition, with all publishers

enjoying equal opportunities. Schools should be free to select and use one of the sets.

- 30) The publishers should clearly indicate whether the textbooks, approved by the agency concerned of His Majesty' Government, are intended as course books or as help books materials.
- 31) Textbooks should be published in two editions: library edition and ordinary edition. Library edition should be kept in libraries as reference materials for students, and the ordinary should be put on sale at reduced price.
- 32) Steps should be taken to ensure that course books and help books brought out by private publishers are revised, whenever the agency concerned of His Majesty's Government amends or alters the curricula, partially or wholly.
- 33) Textbooks and other reading materials should be made available to the students of classes 1-3 from the stock of the schools against the minimum amount of security deposit.
- 34) Steps should be taken to have school books marketed at a cheap and uniform price all over the Kingdom.
- 35) Various organizations and charitable individuals should be encouraged to provide textbooks and other educational materials to girl students, the disabled, and the members of the backward communities free of cost.
- 36) A certain standard should be set for textbooks which are intended for free distribution, and an appropriate agency should be entrusted with the task of publishing and distributing them.
- 37) A National Book Trust should be created to promote at the national level the writing of textbooks, children's books, literary books, original books on sciences and arts, and reference books it should also be required to coordinate and evaluate the publication of textbooks and other books, to award prizes to writers, translators, illustrators and publishers, and to organize seminars and book exhibitions.
- 38) Arrangements should be made to buy a certain number of standard books published in the country with a view to promoting the publication industry and to impart dynamism to the development of education.
- 39) Free textbooks, teachers' manuals, children's books and other reading materials should be made available to local schools, libraries, and other educational institutions through the District Education Committees. Free books should be made available only to those who cannot afford to buy

them on the basis of the recommendations of the local units.

(d) Libraries

As a library is an integral part of education, no educational institution can be complete without it. Schools in themselves are not enough to provide new knowledge, information and skills. We need libraries. During the Rana regime those who tried to set up libraries were brutally punished. The tasks of creating libraries were impeded in many other ways. None the less, the contributions made by some libraries of the national level and others kept in operation by friendly countries have been quite remarkable.

The condition of libraries in the schools of Nepal is not so good. so much so that they are not satisfactory even in the campuses, operating under the Tribhuban University. The condition of public libraries is still worse. There is no national policy on libraries. and no laws to regulate them. Some national libraries there are and some information services too; but there is no provision for developing and coordinating them at the national level.

Both libraries and information services are badly neglected. The national investment in these areas is very low. If the task of making proper arrangements for educational institutions and libraries is delayed any further, the fulfillment of the national goals of education is sure to be adversely affected. Time demands that the libraries be developed and improved in a planned manner.

Recommendations

The following recommendations are made for the expansion and consolidation of libraries and information services, functioning in conjunction with different kinds of educational institutions, of independently as public libraries.

- 1) The objectives of the libraries and information services should be to promote the life-long reading habits of the people of all ages in the interest of their self-improvement, and to assist those who are receiving non-formal education by providing them with reading materials, flow of information and transfer of skills for the expansion of their horizon.
- 2) A planned effort should be made to gradually add to the collection of books in the primary and secondary schools in operation long since with the aim of evolving them into full-fledged libraries.
- 3) Each primary, secondary and higher secondary school, and college to be established now should from, the very beginning, have a suitable library, with the provision for adding books and magazines every year.
- 4) The needs of the faculties, colleges and departments of the universities should be fulfilled through a centralized library system.

- 5) Faculties, colleges, departments and research centers should be encouraged to maintain a collection of reference books and reading materials relevant to their respective subjects.
- 6) Voluntary work and public cooperation should be enlisted to provide books and other reading materials at the local level for the benefit of the neo-literates and other literates. Establishment of libraries and reading-rooms should be encouraged in dense villages, towns and townships.
- 7) Every Village Development Committee should be motivated to set up a reading-room; and every District Development Committee and Municipality should be encouraged to have a library, well-stocked with journals and audio-visual materials.
- 8) Library and information services should be provided to the targeted groups on payment of suitable fees. The fees so charged should be kept at the minimum to foster the reading habit in the society.
- 9) A Department of Library Science should be instituted under the university for the development of trained manpower to manage libraries and reading-rooms. Training programmes and workshops should be organized to update the knowledge and skill of the personnel manning the libraries.
- 10) A full-fledged national library should be created at the centre.
- 11) A unit should be set up in the Ministry of Education and Culture to keep an eye on all the libraries of Nepal.
- 12) Institutional and public libraries should be periodically evaluated, and prizes should be awarded every year to those who stand at the top.
- 13) Public libraries, too, should be provided with suitable grants on a regular basis.
- 14) Public participation should be mobilized for the establishment and management of libraries, whether institutional or public, and charitable individuals should be encouraged to make financial donations.

(e) Extra-curricular Activities

Extra-curricular activities have evolved as an essential component of, or complementary to, the educational development of students. Much stress has been laid on it by the National Education System Plan of 1971. Although there are units in the Ministry of Education and Culture, and Tribhuban University to look after extra-curricular activities, effective steps have not been taken to manage and carry them out at schools and university campuses. Mention in this connection may be made of the Nepal Scout, which has been launching scouting programmes in every school with the aim of promoting the all-round development of the students.

Not all schools and institutes of higher learning have put into effect programmes like the staging of dramatic performances, dance competitions, literacy symposia, painting competitions, and the writing and publication of hand-written magazines, although they are highly efficient tools to build up and bring out the creative talents of the students. In most of the educational institutions programmes like sports, gymnastics and Yoga are not taught and practised on a regular basis. Other neglected areas are oratory, quiz contests, and spelling competitions.

No observation and study tours are arranged to take the students to zoos, museums, places of historic and cultural interest, industrial establishments, and institutions of public importance. No serious and sustained efforts have been made to arouse in them the sense of social service, environmental protection, and hygiene and sanitation; nor have their active involvements been sought for the performance of social service works.

Recommendations

- (1) The following joint and extra-curricular activities should be conducted in all educational institutions for the flowering of the creative genius of the students:
 - a) Composition of literary works of all forms as an exercise, or on a competitive basis;
 - b) The editing and publication of wall magazines and hand-written newspapers;
 - c) Painting practice and competition;
 - d) Handicraft practice and competition, based on local materials; and
 - e) Practice and competitive exhibition of drama, dance and music.
- (2) Educational institutions should make proper arrangements for the following activities in the interest of the physical development of the students:
 - a) Regular practice and competition in different kinds of sports;
 - b) Physical exercise and Yoga practice according to the physical capacity of the students; and
 - c) Scout, volunteer, and National Development Service programmes.
- (3) Educational institutions will be required to organize the following competitions for the mental and intellectual development of the students:
 - a) Debating competition;
 - b) Quiz contest; and
 - c) Spelling competition.
- (4) Educational institutions should organize the following educational tours for the development of the knowledge, experience and understanding of the

students:

- a) Observation tours of zoos and museums;
 - b) Tour of the places of historical, cultural and natural interest; and
 - c) Observation tours of industrial establishments, places of public interest, and industrial estates.
- (5) Educational institutions should encourage the students to take part in the following programmes in order to instill in them the spirit of social service and environmental awareness:
- a) Sanitation of the educational institutions and the surrounding areas;
 - b) Protection and cleanliness of public places like temples, ponds and other community centers;
 - c) Lay-out and preservation of school gardens and kitchen gardens;
 - d) Tree plantation and environmental protection; and
 - e) Literacy, public health and family welfare programmes.
- (6) To systematize the extra-curricular activities:
- a) the activities should match the level of the students,
 - b) students putting up outstanding performances should be rewarded,
 - c) teachers should be trained to conduct extra-curricular activities, and
 - d) every educational institution should set aside a certain amount of money for this purpose.
- (7) Students displaying special abilities should be encouraged.
- (8) All activities mentioned in (1), (3) and (4) and some activities in (5) should be incorporated at all levels of the teaching process, and some weightage should be given to them in the internal assessment of the students, as they are of a type to push forward the objectives of the curricula.
- (9) While evaluating the educational institutions, one of the criteria should be the effective execution of extra-curricular activities.