

IPP626

**SCHOOL SECTOR REFORM PLAN (2009-2015)**

**VULNERABLE COMMUNITY DEVELOPMENT  
FRAMEWORK (VCDF)**

**GOVERNMENT OF NEPAL  
MINISTRY OF EDUCATION**

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## 1. Background

Nepal is a country inhabited by people of diverse social, cultural and ethnic backgrounds. 28.5% of the population are Brahmins/Chhetri, 13% are Dalit, 4.3% are Muslim. Nepal has fifty-nine officially-recognized indigenous groups, which make up 38% of the population. A total of 92 languages have been recorded in 2001 by the national census<sup>1</sup>. In this context, while Nepal has made important progress in fulfilling children's right to education, 8% of the current school going aged population in primary (age 5-9) and about 25% in basic education (age 5-12) remain out of school. While there are no national statistics to show what the progress has been in the enrolment of children facing specific difficult circumstances, a range of studies suggest that children from vulnerable groups<sup>2</sup> constitute the vast majority of those who still do not have access<sup>3</sup>. Moreover, the challenge is not only to ensure enrolment of children from vulnerable groups but also to ensure that they are retained and able to complete a basic education cycle. Children from vulnerable groups tend to repeat more and drop out more than average. Discrimination based on caste and ethnicity, although illegal, affects children's education and children from socially excluded groups are more likely to drop out of school because of discriminatory classroom attitudes. Regional differences in education outcomes are also recognized. Social inclusion issues are not limited to students, but also affect teachers and School Management Committees (SMCs). It is found that vulnerable groups are underrepresented in both categories.

Through various international instruments, the Government of Nepal is committed to ensuring the rights of all children to education. Some recent International Conventions and policies mentioning the right to education and language, to which Nepal as a member state has committed to are: i) the Convention on the Rights of the Child (CRC) ratified by Nepal in 1990, ii) the 1990 Jomtien World Conference on Education for All (EFA), iii) the Dakar Framework of Action (2000), iv) the Millennium Development Goals (2000), and v) the UN Declaration on the Rights of Indigenous Peoples, 2007. The GoN has also ratified the ILO Convention 169 on Indigenous and Tribal peoples .

The Interim Constitution of Nepal (2007) guarantees that every citizen will have right to get free education from the state up to secondary level and that each community shall have the right to get basic education in their mother tongue. The Three year Interim Plan (2007/08-2009/10) of the GoN lays emphasis on the expansion and consolidation of ECED programs across the country and on increased equity and inclusion in education through the provision of literacy programs for excluded groups (women, Dalit, Adivasi, Janajati, Madeshi and people with disability) and through the provision of scholarships.

In line with the spirit of the constitution and the Interim Plan, the Education Act (2001 Seventh Amendment) and Regulations (2002) have also articulated the need of ECED interventions, ensuring access and quality. Education Regulations (2002) stipulate that at least one woman teacher has to be in every school and at least one female member in the School Management Committee, and in the district education committee. It also stipulates the provisions for scholarships for students, for female teachers, for inclusive

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<sup>1</sup> CBS, 2001

<sup>2</sup> Children from vulnerable groups designate here the children from disadvantaged and marginalised groups as mentioned in the SSRP.

<sup>3</sup> EFA Evaluation 2009

education etc. The Girl's education strategy and implementation plan for gender equity development (2006) include a comprehensive implementation plan ranging from the provision of incentives for girl students to parental awareness activities.

Nepal has witnessed the gradual emergence of a number of ethnic and civil society organizations. As a response, the Government has formed various commissions and national federations like the Dalit Commission, the Women Commission and the National Foundation for Development of Indigenous Nationalities. In addition, the government has recently formed a Commission for Social Inclusion.

The GoN implemented EFA 2004-2009, a five year strategic plan which is coming to its end. The School Sector Reform (SSR) Plan which is designed for implementation during 2009-2015, to a great extent, marks the continuation of the ongoing EFA under its broader National Plan of Action (2001-2015) which stipulates the need to form an integrated school system from grade 1 to 12.

The SSRP aims to use a rights-based approach to mainstream social inclusion across most of the program components. A key policy to minimise the threshold of access to education is the provision of free basic education including cost-free services for admission, textbooks, tuition and examinations. Scholarships are provided for some of the identified vulnerable groups. Free alternative programs will be provided for students who cannot attend formal schools. Special provisions will be made to cater to the needs of public school students in the Karnali Zone, one of the poorest areas in the country. The SSRP also provides for the recognition and support of traditional modes of education (cultural and religious-based such as Gumbas, Vihar, Madrasas, Ashrams, and Gurukul) which contribute to the education of children not enrolled in the current formal education system. Social inclusion and equity prevail as major concerns across all levels of the education sector, particularly regarding the out-of-school children. The hardest group to reach is expected to be the children facing multiple exclusions due to geographical, social, ethnic, physical and economic disadvantages. These multiple exclusions require multiple efforts of inclusion. A further challenge is to ensure that interventions not only address the needs of the vulnerable groups, but also address attitudes, behavior and practices that tend to reinforce exclusion at all levels in the mainstream society.

The Government of Nepal (GoN) implemented the Education for All (EFA) program based on the EFA core document, developed as a common document for all stakeholders in Nepal's Education. An external final evaluation was completed early 2009. According to the evaluation report, there has been considerable progress on a number of indicators regarding access and equity and substantial growth in the system as a whole. The major lessons relevant to inclusion of marginalized and disadvantaged communities in the education system, identified through the EFA evaluation, are listed below. The EFA evaluation mentions the conflict between having policies on free education and giving priority to vulnerable groups on the one hand; and on cost sharing in ECD and school facilities provision on the other. The EFA evaluation recommends developing clear guidelines on cost-sharing to allow for optimization of local resources whilst ensuring that equal access of the poorest children is not compromised. The evaluation also recommends developing a comprehensive policy on languages in education, as under EFA problems have sometimes arisen due to the lack of detailed plans to guide implementation of multilingual education. The evaluation also recommends the development of a policy on inclusive education, including an analysis of the different groups of children who are currently most at risk of exclusion, in order to

enhance the conceptual clarity on inclusive education and confusion between “special” and “inclusive” education. Furthermore, the evaluation recommends sharpening and simplifying the scholarship criteria, as the different schemes and rules have been difficult to administer fairly and objectively to achieve optimal impact. Targeting additional funding to disadvantaged schools through SIPs for locally relevant strategies to address opportunity costs of education is also recommended, because schools serving the most disadvantaged communities, who are the most in need of additional resources, are likely to experience special challenges to request and get them. Under the EFA program, the depth of attitudinal change required to enable a real transformation at the school level has been underestimated. Therefore, the evaluation recommends to further integrate the concept of child-friendliness, gender-sensitivity and diversity into Nepal’s vision of quality education, including in teacher training and educational materials. Concerning ECD, NFE and adult literacy, the EFA program’s implementation modalities, involving cost-sharing and relying extensively on NGO support, have not enabled targeting of the most disadvantaged groups. Therefore, in order to ensure equitable ECD expansion and NFE provision, the EFA evaluation recommends ensuring full funding to programs in disadvantaged communities if necessary. The evaluation also recommends to develop stronger mechanisms and criteria ensuring equity and fair representation in SMCs and PTAs and to encourage participation of disadvantaged and non-literate community members in the SIP process, because the EFA experience shows evidence that SMC’s work best when they have leadership with close ties to the communities and because the best examples of SIPs have demonstrated the effectiveness of increasing the involvement of community members.

This VCDF is prepared as a safeguard document to ensure that SSR Plan is implemented with sufficient attention to issue related with access, equity, quality and sustainability of education services for the vulnerable groups and that these groups are in no way affected adversely due to programme interventions. The main objective of this framework is to facilitate and reinforce the use and application of the SSRP strategies and interventions aiming to increase inclusion of the vulnerable groups in education. In addition, this VCDF provides policy and procedures to screen SSRP impacts on vulnerable communities at community level and preparation and implementation of SIP, DEP and ASIP.

## **2. Defining Vulnerable Communities**

Nepal’s complex social structure makes it challenging to define vulnerable community in Nepal. The 2001 census has identified 100 different social groups in the country with over 92 languages where as the Government of Nepal (NFDIN Act) has recognized 59 different nationalities as indigenous peoples.

The Nepal Federation of Indigenous Nationalities (NAFIN) 2004 has classified *Adivasi/Janajati* groups into five different categories while characterizing their economic and social features: (i) endangered, (ii) highly marginalized, (iii) marginalized, (iv) disadvantaged, and (v) advantaged groups. These categories are based on their population size and other socio-economic variables such as literacy, housing, land holdings, occupation, language and area of residence.

There are other groups inhabiting in Nepal except above mentioned category that are not included in the indigenous group e.g. Dalits, Madhesi etc. The 2001 census has listed 15 Dalit castes. Dalits are economically and socially most vulnerable in the country. Dalits

are not included in the indigenous people group being included in the caste hierarchy of the society, while they are unprivileged and marginalized population in the country.

The children who are working as domestic child labour, street children, children with physical disabilities, HIV/AIDS, conflict affected children are also living in measurable condition can be consider as in vulnerable condition and other Children. Children of these categories need to be mainstreamed in respect to education.

Through document review, the DOE assessed level of participation in school education of the above mentioned groups examining the relevant documents and existing information in education system and concluded that while majority of these groups were integrated into mainstream into the national education system, all Dalit<sup>4</sup> children, children with physical disabilities, girls, domestic child labour, street children, conflict affected children, and children with HIV/AIDS, endangered<sup>5</sup> and highly marginalized<sup>6</sup> Indigenous People as recognized by NAFIN and ethnic group, would be defined as vulnerable communities for the purpose of this SSRP.

### **3. Relevant Policies on Vulnerable groups.**

The Interim Constitution of Nepal commits the government for the protection and development of IPs. For the welfare of *Adivasi/Janajati*, the government set up a National Committee for Development of Nationalities in 1997. The parliament passed a bill in 2002 for the formation of 'National Foundation for the Development of Indigenous Nationalities,' which came into existence in 2003 replacing the previous committee. This foundation has been working for the preservation of the languages, cultures and empowerment of the marginalized ethnic nationalities.

National Dalit Commission and National Women Commission have been working to protect rights of Dalits and women respectively. These commissions have also been supporting for the policy formulation process. The Interim Constitution of Nepal has also included a provision for positive discrimination to Dalits, women and disables.

The Three Years Interim Plan Paper (2007-2010) includes following policies for inclusive development of *Adivasi/Janajati* and other disadvantaged groups: (i) creating an environment for social inclusion; (ii) participation of disadvantaged groups in policy and decision making; (iii) developing special programs for disadvantaged groups; (iv) positive discrimination or reservation in education, employment, etc.; (v) protection of their culture, language and knowledge; (vi) proportional representation in development; and (vii) making the country's entire economic framework socially inclusive.

NFDIN Act 2002, National Human Rights Action Plan 2005, Environmental Act 1997 and Forest Act 1993 have emphasized protection and promotion of indigenous people's knowledge and cultural heritage. In 1999, Local Self-Governance Act was enacted to give more power to the local political bodies, including authority to promote, preserve and protect the IP's language, religion, culture and their welfare.

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<sup>5</sup> Santhal, Jhagad, Chepang, Thami, Majhi, Bote, Dhanuk (Rajbansi), Lhomi (Singsawa), Thudamba, Siyar (Chumba), Baramu, Danuwar, Badi, Mushahar, Dom, Dusad,

<sup>6</sup> Bankaria, Kusunda, Kushbadia, Raute, Surel, Hayu, Raji, Kisan, Lepcha and Meche

#### 4. Objectives of the Vulnerable Group Development Framework

The SSRP is the continuation of the ongoing programme such as Education for All (EFA), secondary education support programme, community school support programme and Teacher Education Project. A separate Vulnerable Community Development Plan (VCDP) was prepared for planning and implementing the specific intervention for vulnerable people including Dalits, Janajatis, disabled, under EFA. Building upon the lesson learnt and gains made in the sector SSRP has put forward special reform initiatives emphasizing on the access of the out-of-school population has guaranteed learning of all children by raising efficiency and enhancing effectiveness in the delivery of services in the education system. Key policy goals and values such as to right to education, gender parity, inclusion and equity have guided the plan preparation process and have been integrated as strategic interventions in the plan (see matrix 1 for details).

This VCDF is prepared to guide the preparation of SIP under the SSRP to ensure better distribution of the project intervention and education mainstreaming of the vulnerable groups in the school catchments areas. The VCDF is developed based on the national policies/strategies, SRR Plan as well as safeguard policies and guidelines of DPs (including ADB's and WB's policy on indigenous people). The principal objectives of the VCDF are to:

- (i). Ensure the participation of the vulnerable groups in the entire process of preparation, implementation, and monitoring of SSRP interventions;
- (ii) Define the institutional arrangement for screening of impacts on vulnerable groups, preparation and implementation of SIP in schools; and
- (iii) Outline the monitoring and evaluation process.

#### 5. Specific Procedures for preparation of SIP

A guideline for preparation of SIP under EFA shall be updated to reflect the interventions proposed under SSRP for the vulnerable groups. This section provides detailed procedures to be followed in assessment of impacts on vulnerable groups, need assessment, and preparation of SIP to ensure additional intervention within SSRP. It will be ensured that vulnerable communities are informed, consulted and participated in the entire SSR plan implementation cycle. The following methods can be used for vulnerable community identification and planning:

**Social Mapping:** The SMC will undertake social mapping of the school catchments area. The social mapping will prepare a sketch map of area with distribution of households, number of schools located in the area and approximate number of children out of school with record on drop out (if any). The process also identifies the demographic situation of school age children with disaggregated information on vulnerable groups.

**Household survey:** The SMC with the help of PTA will carry out the household survey to collect the detailed inventory of the vulnerable children identified by the social mapping. The detailed inventory will identify the total number of children out of school, reason behind it, possible alternative to increase the school enrollment and sustainability

of education services. The activity will be completed using the pre-designed modified EMIS/C-EMIS survey form.

**Use of EMIS:** Information collected from the social mapping and household survey will be fit into the prepared EMIS to generate the information for the SIP preparation. Based on the need assessment and report of EMIS, SMC will develop appropriate intervention measures and enhancement activities for vulnerable groups. In case of limited intervention, specific actions for vulnerable group will be spelled out in SIP with in their regular intervention. If the need assessment identified extra activities required for the development of vulnerable group beyond the capacity of SMC, additional section will be added in the SIP to enhance distribution of project benefits and promote the development of vulnerable communities.

## **6. Preparation of SIP**

The SIP ( Prepare based on sample) will consist of a number of activities and include mitigation measures of the potential impacts through additional resource arrangements and alternative actions to enhance distribution of SSRP intervention to vulnerable groups. If there is land take for enhancing school sector infrastructure within the program period, belonging to vulnerable groups including indigenous communities, the DEO will ensure that their rights will not be violated and that they will be compensated for the use of any part of their land in a manner that is culturally acceptable to them. The compensation measures will follow the existing practices within the community as per Resettlement Framework under SSRP.

The outline of SIP includes statement of SSRP objectives and strategies as background, with (i) provision of intervention in SSRP, (ii) findings of EMIS analysis with disaggregated information, (iii) consultation and disclosure initiatives, (iv) need assessment of vulnerable community, (iv) activities proposed under stipulated SSRP intervention, (v) alternative/additional intervention not covered by SSRP intervention, (vi) linkages of alternatives with sources of funding other than SSRP (vii) resource requirement for additional interventions, (viii) institutional arrangement, (ix) monitoring mechanism.

## **7. Consultation, Participation and Disclosure**

The SSRP has been prepared by the MoE based on the School Sector Reform Core Document and feedback received from stakeholder consultations conducted at different levels across the country. Based on a concept document, consultations were carried out from Date to Date through coordination committees constituted at centre, regional and district levels. Workshops were conducted at central and regional levels inviting all stakeholders including Educationists, NGOs, Lawmakers, organisation representing child welfare, Indigenous peoples and gender and inclusion. Intensive consultations were carried out at the DEO level and school level involving political parties, SMCs, VDCs, NGOs, Teacher's union, PTA etc. During implementation, the DoE will also disclose to and consult with the relevant stakeholders at central level for finalizing ASIP. Consultations will be organized at the district level for finalizing the DEPs. This VCDF is prepared in consultation with representing organization of dalits, women, indigenous people and disabled. The consulted organizations are National Dalit Commission, National Women Commission, National Foundation for Development of Indigenous

Nationalities, National Federation for Indigenous Nationalities and National Federation for Disable People with Disabilities.

At village level, public consultation and information dissemination/campaign will be carried out in each school catchments area to disseminate information about SSRP to local communities. Participation of vulnerable communities as well as other stakeholders will be facilitated throughout the SSRP implementation period. SMC, PTA, VDC, students, teachers, parents may be used to facilitate this process. Various mechanisms of participation will be adopted in the process.

The information dissemination will be through posters and pamphlets, public consultation meetings, focus group discussion, information campaigns, frequent interaction with vulnerable communities. Further, the vulnerable groups will be provided relevant SSRP information in language(s) and manner suitable to them. Details of all public consultation meetings with dates, names of the participants, location and information provided will be documented.

In order to ensure that the SIP has incorporated concerns raised locally and measures to minimize adverse impacts (if any) and enhance SSRP benefits, the VCDP will be finalized only after the final consultation with representative of vulnerable groups. The draft SIP will be discussed and finalized in the joint meeting of SMC and PTA. SMC meeting will approve the SIP. Then send it to DEO with the recommendation of Resource Person (RP) for review and funding. Copies of the SIP will be placed at school accessible to the public. A summary of relevant information from the SIP (number of scholarships planned, assistances, timing of scholarship distribution, selection criteria, alternative measures etc.) will be made available to vulnerable groups as leaflets in local language.

## **8. Institutional Arrangement**

The MoE and DoE are the central level government institutions responsible for planning, implementing and monitoring all program interventions under the SSRP. The MoE is chiefly responsible for making higher level policy decisions, with the DoE as an executing agency. Education Policy Committee (EPC) at the Ministry level will look after policy harmonization and coordination.

## **9. Monitoring and Evaluation**

The information required for the monitoring of vulnerable group intervention will be through EMIS. The EMIS will capture and analyse data on social groups disaggregated by type of vulnerability. The analysis will be done at district level to feed into preparation of consolidated education at district level (DEP) and annual ASIP.

## **10. Budget**

All the cost required to implement the specific interventions under SSRP for vulnerable groups will be incorporated in the SIP for funding. The SIP will include detailed cost estimate and indicate source of funds for the required activities. While the administrative

costs for social mapping, need assessment, and preparation of SIP will be borne by SMC.

**Matrix 1: Major Targets, Key Issues, Mitigation Measures and Residual Risks for Vulnerable Groups**

| S.N | Priority SSRP Interventions                                   | Targets / Key Results <sup>7</sup>  | Description of key issues  | Mitigation Measures   | Rating of residual risk <sup>8</sup> |
|-----|---|---|--|---|--------------------------------------|
| 1.  | Scholarships  | All students of Dalit community; all girl students of Karnali Zone and 50% of girls in the country; 17500 students with disabilities; 175 children of martyrs' family.<br>(Targets of 2008/09 are: Dalit 823764; Girls 761638). | Not all vulnerable children are eligible for scholarships, in particular out-of-school children are not targeted.<br>Funds are insufficient for children facing multiple exclusions. The quota system, esp. 50% girls, does not match a needs assessment.<br>Some schools have not delivered the stipulated rates and some use the scholarship money for other purposes.<br>Guidelines for distribution of scholarships for girls do not target the most vulnerable.   | Awareness raising of target groups on their rights and eligibility in time.<br>Allocation of funds to be matched with needs assessment in SIPs based on school mapping and EMIS.<br>Sustained improvement in the monitoring mechanism and effective enforcement.<br>Guidelines for distribution of scholarships in schools need to be better targeted.  | Low                                  |
| 2.  | Implementation of Multilingual Education (MLE) in schools     | MLE implemented in 7500 schools.<br>A comprehensive MLE framework will be developed at national level and it will be implemented gradually in schools through DEOs.   | Choice of language is a political sensitive issue in areas with several different Mother Tongues, and is subject to SMC capacity to choose.<br>Lack of awareness among parents about the importance of children learning in their Mother Tongue.<br>Practices vary in teaching a student's Mother Tongue as a subject or using it for a medium of instruction.<br>Currently, there is limited supply of teachers currently capable of teaching MLE.<br>Currently a comprehensive MLE framework is not available. | Provide clear guidelines for making choice of which languages are taught and build SMC's capacity to make the choice.<br>Awareness campaigns on the fact that Mother Tongue instruction enhances learning, directed to different stakeholders including teachers, students and parents.<br>Develop specific teacher training modules on MLE and ensure teachers are trained.<br>Develop a comprehensive MLE framework at national level and implement it gradually in schools through DEOs, as planned. | Moderate                             |
| 3.  | School curriculum development in local subjects and languages | 95 learning facilitation materials produced in different languages.   | There are currently disputes about scripts/languages within the same ethnic groups.<br>Currently, there are some issues with timely distribution of textbooks to schools.<br>SMCs may not have the capacity to develop local   | Enhance capacity and expertise of CDC in developing appropriate materials in line with the update NCF.<br>Ensure timely delivery of appropriate language learning facilitation materials to schools.  | Low                                  |

<sup>7</sup> Targets are based on SSR Plan 2009-2015.

<sup>8</sup> The overall risk factors may aggravate in future if the political instability and disturbances continue and deteriorate further in the years ahead.

| S.N | Priority SSRP Interventions   | Targets / Key Results <sup>7</sup>   | Description of key issues  | Mitigation Measures  | Rating of residual risk <sup>8</sup> |
|-----|---|--|--|--|--------------------------------------|
|     |   |  | curriculums  | CDC will develop guidelines for curriculum development and the DEO will mobilize local experts.  |                                      |
| 4.  | NFE/post-literacy programs through Alternative / Flexible Education Program       | 1050 CLCs established.<br>About 700,000 youths and adults attain life skills through literacy and continuing education.                | Ensuring availability of timely, adequate funds from DOE to make it free.<br>Much dependency on local government, INGOs, CBOs and other partners to identify the diverse needs of the target groups based on school mapping.<br>Current high drop outs of the children.<br>Making NFE/post-literacy programs locally appropriate and relevant to diverse local needs, including language and cultures. | NFEC will provide a National Framework for Implementation.<br>Locally developed programs must be approved by NFEC for certification and accreditation purposes.<br>Ensure quality of the programs with technical support provided by DOE and NFEC.<br>Introduction of Mother Tongue literacy courses in local languages, with local curriculums.<br>Ensure availability of teachers with the capacity to teach in local languages. | Low                                  |
| 5.  | Teacher Development and management  | 750 master trainers trained for refresher training.<br>7,000 teacher candidates from disadvantaged groups complete preparatory courses | Inadequate teachers from socially disadvantaged groups including females.<br>Existing teachers from disadvantaged groups may not have the qualifications to meet the upgraded eligibility criteria for their current positions and for being head teachers.  | Directions on affirmative actions taken to increase teachers from socially disadvantaged groups including females need to be specified.<br>Ensure participation of disadvantaged groups in courses to upgrade existing qualifications.   | Low                                  |
| 6.  | Institutional Arrangements to ensure inclusion of vulnerable groups (as per VCDF) | Capacity of the institutions at all levels enhanced (Currently there are inclusion section and gender and equity section at DoE ).     | Low levels of awareness at the district and school level on provisions and guidelines for vulnerable groups.<br>Weak coordination between different departments and sections focusing on vulnerable groups, at central and district level.   | Update implementation manuals and guidelines as per provisions made for vulnerable groups in SSRP.<br>Increase capacity of SMCs, DEOs, Resources Centres for inclusion of vulnerable groups, and run awareness campaigns.<br>Enhance coordination between the Inclusive Education Section, the Gender & Equity Section and NFE Department in the DOE and DEO.<br>Enhance coordination between the centre and the district.         | Low                                  |
| 7.  | Monitoring and Evaluation (M&E)   | M&E system designed to track key results for vulnerable groups,  | Certain vulnerable groups are not being tracked by the EMIS.   | Disaggregate EMIS data further to track specific vulnerable groups.  | Low                                  |

| S.N | Priority SSRP Interventions | Targets / Key Results <sup>7</sup>                             | Description of key issues                       | Mitigation Measures  | Rating of residual risk <sup>8</sup> |
|-----|-----------------------------|--|---|--|--------------------------------------|
|     |                             | consistent to broad goals, objectives and targets of SSR Plan. | Poor capacity of SMCs to provide data for EMIS. | Enhance local capacity for capturing disaggregated data, including both physical and human resource support. |                                      |

## Annex 1: Policies in Addressing the Educational Needs of Vulnerable Groups

### 1. GON Policies

The **Interim Constitution of Nepal** (2007) guarantees the basic rights of children such as health, education, nutrition, child care and protection. Article 17 further states that every community shall have the right to get the basic education in its own mother tongue and every citizen will have right to get free education up to the secondary level from the state. The Three year Interim Plan (2007/08-2009/10) of GON also lays emphasis on expansion and consolidation of ECED programs across the country and within three year plan period the government aims to support the establishment of 4000 new centres in disadvantaged communities. The Interim Plan also stipulates the provisions for ensuring equity and inclusion in education and literacy programs for excluded groups. In line with the spirit of constitution and plan the **Education Regulations** (2002) also stipulates that at least one woman teacher has to be a member of the management committee, and the district education committee. It also spells out about the provision of scholarship for students, female teachers, provision of inclusive education etc

#### 1.1 GON Reservation Policy

Following the amended Civil Service Act 2007 the 45 percent reservation policy for the disadvantaged groups (women, Dalits, Janajatis, Madhesis, others) invokes to enforce the provision within MoE in coordination with the Ministry of General Administration. MoE in this context will increase women gazetted officers in MoE, DoE and DEO including those from Dalit, Janajati and other under represented groups. For making such reservation policy in teacher recruitment, Teacher Service Commission Regulations and other appropriate legislation need to be amended which will provide way for the recruitment of female teachers and teachers from disadvantaged social groups in vacant positions.

### 2. International Policies/ Conventions on Language

Some recent international (United Nations) Conventions / policies mentioning the right to education and language to which Nepal as member state has shown its commitments are: i) the 1990 Jomtien World Conference on Education for All (EFA) ii) Dakar Framework of Action 2000 iii) the Millennium Development Goals 2000, and iv) the UN Declaration on the Rights of Indigenous Peoples 2007. The GON is also signatory of ILO Convention on Indigenous and Tribal peoples which mandates that all children have rights to education in their mother tongue (Art. 27 and 28).

#### 2.2 Progresses

##### 2.2.1 Access and Inclusion

Primary level education (grade 1 to 5) is free in Nepal in government funded educational institutions. In 2008, the total enrolment in primary education was estimated at 4.78 million including the private sector institutions, which was higher by 18.7 percent than in 2004. The total numbers of primary schools in the country are reported to be 29220

(Flash Report, 2007). Despite considerable expansion in the number of primary schools, there are many villages in remote areas where new schools are yet to be constructed.

The five year EFA program implemented during 2004-2009 has made considerable achievements in addressing multiple issues related with access and inclusive education targeting the disadvantaged communities. There are evidences that Nepal has achieved considerable progress on a number of key education indicators during the period of EFA implementation which duly emphasized on the education of marginalized groups<sup>9</sup>. A report indicates that after EFA program primary school enrolment rose from 3.85 million learners in 2001 to 4.5 million in 2006 of which 48.1 percent were girls (ASIP, 2007/08). The EFA Joint Evaluation Study (Norad 2009) reports that total enrolment further increased to 4.78 million in 2008 with a marked rise in the figure of girls' enrolment than that of boys between the years 2003 and 2008.

Net Enrolment Rate (NER) at primary level increased from 83.5 percent in 2003 to 91.9 percent in 2008 while the Gross Enrolment Rate (GER) also grew markedly from 126 percent to 145 percent during the same period, as many children of under and over age group suddenly joined schools followed by intensive campaigns and awareness raising about children's education. Not only has the growth occurred in absolute figures for the children of primary level education but also in enrolment rates and gender parity index. Higher growth in net enrolment of girls (90.4%) in 2008 as compared to 2003 (77.5%) and 10 percentage point rise in GPI between 2003 and 2008 are definitely encouraging.

The available Flash data indicates that the enrolment of two major target groups i.e Dalits and Janajatis has gone up substantially with GPI remaining at par with general trend. In case of Janajatis the enrolment figures increased from less than one million to almost 2 million in 5 years, with near gender parity. Similarly, enrolment of Dalits at primary level also increased from 0.6 million in 2003 to a high of 0.97 million in 2008.

**The Non Formal Education (NFE)** system has been recognized crucial in reaching the target groups which constitute mostly the adults of 15 to 60 years of age and 6 to 14 years of age children under alternative/ flexible education system. Current literacy initiatives of NFE comprise programs for basic neo/ post literacy and income generating activities with particular focus on women through 805 Community Learning Centres (CLCs) established in different districts. NFE programs are implemented by DEO in the districts in coordination with Community Managed Centres, local communities, I/NGOs. GoN has aimed at eradicating illiteracy in two year's time by 2010 demonstrating a strong political commitment to literacy and non formal education targeting the excluded groups which constitute around 8 percent of the total population. The scale of NFE interventions has varied across districts with some districts performing very well than others for different reasons. The NFE courses have also been implemented aiming to meet the diversity needs of the adults taking care of language, culture, vocational skills and economic needs of the target groups.

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<sup>9</sup> The EFA core document defines marginalized groups as Dalits, girl children, ethnic minorities, linguistic minorities, children from indigenous groups, children with disabilities, working children, street children, conflict affected children, calamity affected children, children from remote regions, poor children, children with parents in prison, children rescued from trafficking and children of migrant parents.

During EFA 2004-2009 significant progress is achieved in the **recruitment of teachers** (permanent positions keeping constant but increasing rahat positions). In 2004 in community managed schools (CMCs) there were 70555 teachers of whom only 16560 were female. In 2008, the number of teachers increased to 108,453 of whom 35560 were female which contributed to increased female teacher per school figuring 1.8 (Norad, EFA Joint Evaluation 2009).

Under the **special needs education** the DOE is providing education to four types of disabled children. There are 28 schools with 340 resource classes in 74 districts through which the special educations are provided. As an incentive to the students, scholarships amounting from Rs 500 to Rs 15000 are provided annually per student with additional facilities on case to case basis. The total number of disabled children enrolled in all grades (1 to 10) is estimated to be about 62,000 in the year 2007/08.

DOE since last 3 years has started providing supports for the education of **street children** and about 200 children have been able to access the service in 5 districts viz Sunsari, Kathmandu, Kaski, Banke and Rupandehi at present. The DEOs have implemented the programme in coordination with seven district based NGOs, 3 of which are in Kathmandu district but these programs are limited to accommodate the growing number of street children in the country.

### **2.2.2 Mother Tongue Education**

Progress in multilingual education system remains quite impressive although much more needs to be done to improve and expand the same at the national level. In total there are 16 languages which have been used as the medium of instruction with class room teaching learning activities at primary level. Out of total 28304 schools, multilingual education is reported to have been practiced in 26.7 percent schools (Flash I: 2007-08).

DOE has also piloted education on mother tongue based on local language and teaching methods/ instruments with support from Finnish Technical Assistance. Currently, these are limited to six pilot districts viz Rasuwa (Tamang language), Palpa (Magar language), Kanchanpur (Rana Tharu language), Dhankuta (Aath Pahariya Rai language), Sunsari and Jhapa (multilingual). The impacts of the education in these districts are yet to be assessed and expanded. The MLE has also been implemented in three SSRP pilot districts (Rasuwa, Kapilbastu and Dadeldhura) of which Rasuwa is a common districts for both pilot cases.

### **2.2.3 Scholarships and Incentives**

Allocation of scholarships and incentives to the vulnerable groups viz girls, Dalits, disadvantaged Janajatis, poor, disabled etc is a major strategic intervention of EFA program to increase access to a wider group of people in the country. The program aims to provide scholarship to all Dalits and 50 percent of girls in each district at the rate of Rs 350 per annum (which was Rs 250 before). Similarly, scholarships to disabled children range from 500 to 15000 per annum subject to additional incentive for extra costs of care and education. School feeding and nutrition programs are also launched in number of places by the support of World Food Program (WFP) which include distribution of

vegetable oil scheme and various local schemes like providing morning or lunch time meal or snacks to students.

### **2.3 Lessons Learned from EFA 2004-2009**

The EFA implementation over the period 2004-2009 marks important milestone in setting the proper direction and goal in Nepal's education sector and the lessons learnt during this period could be useful to be considered in design and implementation of SSR Plan in the coming years. Summary of the key lessons learnt are as follows (EFA Evaluation, 2009):

- Incentives like free textbooks and scholarships have seemingly had a significant impact on access of vulnerable groups such as girls, Dalits and disadvantaged Janajatis. In poorest communities, incentives like provision of snacks or meal have proved to be very effective.
- There are feedbacks that the potentiality and need for schools to include a large number of disabled children from their catchment areas are quite high which are yet to be reached through effective mechanism.
- Social mobilization and campaigns encompassing advocacy on right to education, free education along with different types of incentives to different groups have been found effective.
- Partnerships in inclusive education seem possible with increasing roles and responsibilities borne by VDCs, SMCs/ PTAs, NGOs and other agencies supporting for inclusive education.
- VDCs in many places have supported the implementation of ECD centres whereas the SMCs are taking more management responsibilities.
- There have been good achievements, especially in reaching a large number of target groups through programs like ECD, NFE and Adult Literacy.
- An inclusive culture with growing sense of responsibilities among teachers, students, parents have been observed. Also there are less discriminating practices among children of Dalits and disadvantaged groups.
- School environments, both psychological and physical, are getting better becoming more safe and friendly, especially for female students and teachers.
- Regarding SMC's performances the variations are quite striking. SMCs seem to be working very well when they have leadership with close ties to the communities.
- The management transfer of schools to communities to become SMCs have generally had positive outcomes. However, efforts to prepare SMC members, Head Teachers, and even district level staff in line of decentralization have been patchy.
- Some VDCs have allocated significant proportions of their budget to help primary schools to accomplish their activities every year.

## **Annex 2: Summary of intervention for vulnerable groups in EFA Programme Implementation Manual of DoE (2008/09)**

### **Component 2: Early Child Development (ECD)**

- Establishment of early child development center, there is programme implementation guideline to establish new ECD
- Provision of facilitator salary: preference to married women
- 16 days basic orientation to facilitator
- Grant for teaching material, per center 1000

### **Component 3: Access guarantee for all**

- School welcome programme:
  - Organization of school enrollment campaign
- Non-formal Education Programme: There is guideline for non-formal education programme guideline
  - Provision of salary for facilitator, provision of grant for teaching material)
- Inclusive education
  - Provision for Children with disability
    - Operation of resource classes
    - Identification of resource class
    - Appointment of resource person / teacher (resource teacher, mobile teacher)
    - Hostel facility
    - Scholarship to students with disability with hostel facility
    - Extra curricular activities
    - classroom improvement for children friendly environment
  - Alternative education programme (housewife and adult literacy classes)
    - Operation of adult literacy classes
    - Grant salary for facilitator/teacher
    - Use of condensed course prepared by NFE center

### **Component 5: Reduction of illiteracy**

- Women literacy programme 1 and 2:
  - Orientation to facilitator
  - Salary grant for facilitator
  - Grant for teaching material and practical classes
  - Local inspector training
  - Salary grant for local inspector
- Income generation activity for women those completed the women literacy 2:
  - Orientation to saving and credit programme operation
  - Seed money
  - Subject specific vocational training programme (5 days)
  - Facilitator salary grant and miscellaneous
- Community Learning Center:
  - Lump sum 50000 ground for the operation of CLC
  - Salary grant for service provider
  - Orientation training to CLC management committee
- Programme for drop-out children:
  - Salary grant to facilitator
  - Grant for consumable for parents campaigning
  - Grant to facilitator for reporting

**Component 6: Wipe out of gender discrimination**

- Scholarship for all Dalit, 50% girls
  - |                            | Mountain | Hill | Terai |
|----------------------------|----------|------|-------|
| •Stationary only           | 200      | 175  | 150   |
| •Dress only                | 400      | 350  | 300   |
| •Stationary and dress both | 600      | 525  | 450   |

The SMC will decide the student who will get one of above category or both facilities based on poverty status.

- Scholarship for martyrs children (primary level: 12000, lower secondary: 18000 and secondary: 24000) per child
- Karnali Zone Scholarship
- Scholarship for marginalized, endangered, ethnic minority and poor family
  - Stationary only 200
  - Dress only 400
  - Stationary and dress both 600
- Conflict affected child grant scholarship