

**Literature Review:
Studies on Girls and Women Education in Nepal**

**Submitted to
Basic and Primary Education Program II
Danida-Program Advisory Team
Kathmandu**

**Submitted by
Mrs. Puspa Ghimire-Niraula
Consultant**

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ACRONYMS

BPEP	Basic Primary Education Project
CEDAW	Convention on the Elimination of All forms of Discrimination Against Women
CERID	Research Center for Educational Innovation and Development
DEO	District Education Office
EAWEP	Equal Access of Women to Education Program
FTs	Female Teachers
FHs	Feeder Hostels
FY	Fiscal Year
GO	Government Organization
GWE/N	Girl's and Women Education /Nepal
HH	Household
HMGN	His Majesty's Government
ITC	Inter-cultural Training Center
KEF	Kathmandu Education Foundation
MGEP	Mainstreaming Gender Equity Program
MITRA	Management Innovation, Training and Research Academy
MOEC	Ministry of Education and Culture
MOES	Ministry of Education and Sports
MOWSW	Ministry of Women and Social Welfare
MOPE	Ministry of Population and Environment
NEC	National Education Commission
NGO	Non Government Organization
NPA	National Plan of Action
NPCS	National Planning commission Secretariat
PE	Primary Education
PG	Post Graduate
PS	Primary School
PSSP	Primary School Scholarship Program
PSGS	Primary School girls' Scholarship
RP	Resource Person
SAPP	School Action Planning Program
SAP	South Asia Partnership
SEDP	Secondary Education Development Project
SLC	School Leaving Certificate
SCF/US	Save the Children's Fund /US
SHD	Sustainable Human Development
SMC	School Management Committee
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Fund
VSO	Volunteer Service Organization
VDC	Village Development committee
WS	Women's Studies

INTRODUCTION

The paper reviews literatures related to girls and women's education in Nepal. It consists of three parts. Part one of the paper introduces all the documents reviewed and summarizes their objectives, methodology, problems and recommendations. Part two focuses on the Constitution of the Kingdom of Nepal 1990, international commitments, policies, laws and programs/projects of the government to enhance the situation of girls'/women education in Nepal. The paper assesses different incentive programs of the MOE/HMG to enhance the quantity and quality of the education and their effectiveness with their problems and recommendations. Part three finalizes the analysis by compiling main findings like: successes, recurrent problems, and repeated recommendations. Concluding remarks presents reviewer's own view related to girls/women education in Nepal, and tries to give some practical recommendations of the problems/issues.

The Department of Education/Ministry of Education and Sports (MOES), is in the process of launching a comprehensive Gender Audit of Basic and Primary Education Program Phase II (1999- 2004). The objectives are to analyze existing strategies and their implementation to improve girls' access and outcomes of basic education, identify strength, weaknesses and challenges, and to suggest more comprehensive and effective strategies within the two phase of Gender Audit. This comprehensive literature review is the Phase I work of the Gender Audit of BPEP II.

Part One:

1.1 The Documents

The research documents reviewed in this paper are prepared by New ERA, Kathmandu Education Foundation (KEF), Research Center for Educational Innovation and Development of Tribhuvan University (CERID/TU), National Planning Commission (NPC), NGOs and by different individuals for the Ministry of Education and Sports (MOES), Women's Education Section of Department of Education (MES/DOE), CERID and Women's Studies Program of TU and Ingo's like: MGEP/UNDP, UNESCO and Save the Children UK. The size, contents, scope and quality of the documents are not same. Some are big and intensive studies whereas some are articles (without any dates of publication), part of the documents, student's thesis and case studies. Therefore objectives, methods and findings are different with some similarities in problems and recommendations.

List of the Documents

S.N.	Year of Pub.	Title of the Study	Author (Submitted by)	Publisher (Submitted to)	Type of the Study
1.	2001	Gender Assessment in the Education Sector	New ERA	MGEP/ UNDP	Gender Assessment
2	2001	Analyzing Female teacher Recruitment & Dev. policy	MITRA	WES/ DOE	A Study Report
3	2001	Increasing the Supply & Quality of FT Through Revitalizing the Feeder Hostels	MITRA	WES/ DOE	A Study Report
4.	2001	Institutional Analysis, The Role of Women in the MOES, Women in Ed. Management	Dr. Bista, M.B.	MOES	Chapter 6
5.	2000	A Guide to Non-discriminatory Primary Education in Nepal	Louise, F.	Inter-Cultural Training Center (ITC)	Educational Manual
6.	2000	Nepal Cost Sharing Research in Education	Kathmandu Education Foundation	Cambridge Education Consultants, UK	Vol. 1, Report
7.	2000	Bringing Education to Girls in Remote Areas of Nepal	Dr. Yamashita, Y. & Dr. Yamashita, T.	...	Report of Field Research
8.	2000	Promoting Gender Equity in Secondary Education	Sibbons, M., Basnet, N. & Ross, J.	SAPP	Booklet
9.	1999	Review and Evaluation of the Incentive Schemes to Encourage Girl's & Women's Participation in BPE	CERID, TU	UNESCO, Kathmandu	Review and Evaluation Report
10.	1999	Schools and Perpetuation of Gender Stereotypes	Bhattarai, R.	P.G. Diploma in W.S., T.U.	A Thesis
11.	1999	Gender Disparity and Girl's Education in Nepal	Dr. Luintel, S.	CERID, TU,	An Article
12.	1998	Girls' & Women's Education Policies & Implementation Mechanism	Planning and Sector Analysis Unit, UNESCO Principle Regional Office	...	A Case Study of Nepal
13.	1998	The Gender Challenge Equal Opportunities for Women	NPCS, SHD Series No. 4	...	An analysis on Gender, Women Emp. & Challenges
14.	1998	A study on the Appointment of Female Teachers	MOE, BPEP, Women's Education Unit	...	6 Study Report
15.	1998	OXFAM Primary Education in Nepal	Brown, O. & Wiseman, K.	...	A Situation Analysis
16.	1997	Feeder Hostel Program: A Situation Analysis Report	Tuladhar, S. K.	A Situation Analysis report
17.	1997	Gender and Secondary Education	CERID, TU	SEP	A Study Report
18.	NM*	Girl's and Women's Education Research Project	World Education		Baseline Summary Report
19.	NM*	Basic, Primary and Vocational Ed. in Nepal			An Article
20.	NM*	The Nepal Experience	Belbase, L.N., Shrestha, K.N. & Singh, S.		...
21.	NM*	Increase of Female Teachers in Rural Schools of Nepal	CERID, TU	UNESCO	A Study Report
22.	NM*	Gender activities in the Nepal Sec. Ed. Dev. Project	Sibbons, M.		An article

* Note: Not Mentioned

1.2 Documents Reviewed

To maintain consistency, the paper reviews objectives, research methods, findings and recommendations of each document.

1. New ERA (2001)

Objective:

The objective of this study is to review government policies, laws and regulations, plans and programs from gender perspectives and analyze their impact on the educational status of women.

Research Methods:

Secondary method has been used to review latest educational data, acts and regulations, policies and programs of the Ninth Plan (1997-2002) and education sector budgets for F.Y. 2000/01. Primary methods like: interview with educational officials of 13 districts, focus group meeting and classroom observations in 35 schools of 10 districts, were used.

Findings:

Participation of girls in primary education has increased over the past two decades, yet about 36 percent of 6-10 year aged girls are not enrolled. High repetition and dropout rate prevails rampantly up to Grade 1. In spite of govt. efforts to encourage girls' participation in PE, the problems of low participation are:

1. Domestic work burden on girl children.
2. Low preference given by parents for female education.
3. Unfavorable physical environment in school.
4. Lower proportion of FT.
5. Ignorance of parents.

Findings further state that participation of girls in secondary and higher education is gradually increasing. There are disparities among boys and girls with lower quality education and poor performances. Though gender concerns have been incorporated in the policies of govt., the educational policies are not stated in a gender sensitive manner. Act and regulations are not discriminatory against women rather there are affirmative actions. Program documents incorporates gender issues but there is lack of effective implementation. Analysis of the budget for 2000/01 shows that girls and women specific programs account only one percent of the total education sector budget, rest 99 percent is supposed to benefit both men and women.

Recommendations:

- Quality education in public schools and institutions of higher education
- Gender orientation to educational planners, officials, trainers, teachers, and personnel of MOES and DOE
- System of gender auditing by NPC and MOES

- Awareness program for parents and community people
- Provision of FT not only in primary but also to lower secondary and higher levels
- Minimum 33 percent women in all levels of education
- Compulsory Primary Education in all districts with strict enforcement.

2. Dr. Bista (2001)

Objective:

The objective of chapter 6 of the "Institutional Analysis" is to analyze the representation of women across the MOES and the way in which the status of women in Nepal affects their involvement in educational administration and their opportunities for career development.

Research Methods:

In this chapter, secondary information of the Govt. Civil Service Commission, MOE and other documents related to education sector are extensively used. Besides, interviews with male and female teachers, senior officers and staffs of MOES are conducted to collect primary information.

Findings:

Socio- economic and cultural factors are responsible for the low status of women in the society, which can be viewed through their participation in the civil service (4.58 %) and in the educational management (5 %) especially in the Gazette category. The Ninth Plan aims to mainstream women in development by promoting gender equality and women's empowerment without addressing socio-cultural structure of the country. As a result, social perception and accordingly men's perception towards women has been not changed. Their thinking, behavior, attitudes and practices towards women often make the women feel inferior and unable to take opportunity of carrier development.

Recommendations:

- WES should conduct comprehensive analysis of gender gap in educational policies and programs
- Gender audit of curriculum and training materials
- Monitoring and supervision of gender-related activities and address concerns related to gender equity
- Gender-inclusive strategies to gain male support for gender equity in teaching and educational management

3. Management Innovation Training and Research Academy (2001)

Objective:

To conduct a situation analysis of the effectiveness of FHP, identify the status of girls who completed SLC exam from FHP, identify obstacles encountered during implementation of FHP, and recommend measures to overcome the obstacles and make the program effective.

Research Methods:

Both primary and secondary methods were used to collect information. To access the present status of government policy regarding FHs, survey was done at nine districts out of eighteen districts. Primary data were collected through observation of FHs, interviews with girls' students, head teachers, teachers, wardens, key informant discussion with DEOs, RPs, and focus group discussion with parents, community people.

Findings:

Teaching-learning environment in most of the FHs are satisfactory. Most of the girls feel that they have easy access to the hostel. The FHs are contributing to promote quality education by providing opportunity and access to targeted girls and helping them in extra activities. The impression of FH in producing and recruiting FTs, and motivating stakeholders is encouraging as felt by DEOs and RPs. But the policy of FHP to produce and supply FT in each PS, especially in remote areas is not encouraging due to the unavailability of qualified FTs. According to the findings the problems felt are:

1. Information regarding FHs has not clearly and timely disseminated.
2. Unequal representation from target districts.
3. Insufficient budget for scholarships and hostels management.
4. Inadequate physical facilities (toilets, water, rooms and compound wall).
5. Weak supervision, monitoring and evaluation from DEO.
6. Many FH girls are not aware of their role to serve as primary school teachers especially in remote areas.
7. FH girls are enrolled in the hostels without any commitment and there is no practice of appointing immediately after graduation.

Recommendations:

- Widely, timely and effective dissemination of information about the access of FH to the grass root levels
- Equity based representation from targeted districts and communities
- Increase the amount of scholarships and physical facilities
- A system for supervision, monitoring and evaluation of FH by DEO and hostel Wardens
- Recruitment of a qualified FT
- Awareness about FH management capacity building by the Govt. to SMCs, VDCs and wardens
- Bond with the potential FH girls to serve as female teacher after graduation
- Development of strategic plan from the DEO/WES

4. Management Innovation Training and Research Academy (2001)

Objectives:

- To investigate and document the present status with regard to implementation of the HMG policy on having one FT in each school and FT hired under BPEP I
- To identify the constraints in implementing this policy
- To identify the measures to be taken to overcome the constraints
- To propose a monitoring system in Fold II

Research Methods:

Information has been collected from 20 schools of five districts. To collect free opinion from the respondents the research tools were open-ended with some closed questionnaire. To triangulate the information, different tools and techniques are used in data collection like: discussion guidelines, interview schedule, and researchers' and field assistants' reflective diary notes.

Findings:

Presence of FT is contributing in increasing girls' enrollment and retention with motivating parents and other females to teach in schools. FT are feeling proud of being perceived as social mobilizers by male teachers, community members and community service providers. There is a need of teacher training for FT (as 64. 87 percent of FTs are not trained by SLES/DOE, 1999). The problems are:

1. Weak dissemination and less effective implementation of policy at different levels.
2. Insufficient number of quota.
3. Available quotas are not allocated equitably.
4. Vacant post usually filled by male teachers.
5. Frequent changes in government's decisions.
6. Political influence in recruitment.
7. Lack of coordination among Govt., SMCs and DEOs.
8. Lack of gender sensitivity among SMCs.
9. Unwillingness by the females to go in remote areas due to security reasons.
10. Unavailability of FTs.
11. Lack of minimum physical facilities in the schools.

Recommendations:

- Promote and implement one FT policy by increasing the role of community service providers and stakeholders and encouraging VDCs/ DDCs.
- Basic minimum physical facilities
- Post recruitment teacher training
- Training for FH girls after appearing SLC exam,
- Effective implementation of FT policy by allocating the quotas equitably
- Deployment of two FT in remote schools

- Providing and ensuring incentives, promotion, increased salary/benefits and training to FT Maximum participation of girls from disadvantaged community and remote areas. Transparent selection, recruitment and deployment of FTs
- Recruitment of FH graduates in FT quota
- Participation of stakeholders in policy promotion and implementation

5. Frith, Louise (2000)

Objective:

In the preface, Frith has written that this manual is intended to be a practical guide for primary teachers and trainers working with gender and caste issues at the local level. Whereas at the summary part, Frith has written that the aim of this manual has been to show how the teachers can respond to the needs of all students in order to raise the quality of education.

Research Methods:

Primary research methods especially household survey was conducted to collect information about children' access to school on the basis of caste and gender. Schools' Access Project observation was done to examine the quality of education in Jijodamandu VDC of Doti district.

Findings:

Findings show both caste and gender dimensions in school participation in which high caste children have more access to school as compared to Dalit students. Analyzing from gender perspectives boys of both high caste and Dalit (93% and 58 %) have more access than girls (63% and 26%). Frith has assumed that after careful implementation of these guidelines, the educational standards of students and their accessibility to schools will be increased. The associated problems are:

1. Poverty, migration and social exclusion for Dalit.
2. Traditional and rigid gender division of labor.
3. Early marriage (average 13 years by HDR, 1999 cited by Frith, 2000).
4. Girls'/Women's role in HH production (more than 50%).
5. Reinforcement of gender divisions at schools.
6. Low qualified, untrained, less confident and lowly paid teachers.
7. Irregular classes.
8. The provision of physical punishment.

Recommendations:

- This manual recommends on the formation of management committee in each school for participatory and transparent decisions
- Recruitment of women and Dalit teachers
- Motivation of teachers through career and skill development trainings
- Child centered teaching techniques
- Extra curricular activities

- Gender sensitivity in school environment (seating arrangements, textbooks / lesson contents, classroom activities, etc.)
- Addressing caste issues
- The use of equipments, visuals, games, pictures, to support weak students in Science, Mathematics and providing quality education to all

6. Kathmandu Education Foundation (2000)

Objective:

Objective is to advance knowledge of cost sharing policies and their impact on household decisions on spending.

Research Methods:

The overall approach of the study was a micro-level analysis, using ethnographic methods, supported by case studies. It included an in-depth household survey and PA sessions at various levels involving a wide range of stakeholders of government schooling. Gender analysis was incorporated at all stages and in all sub-components of the study.

Findings:

Findings show that despite the government's declaration of free education, a household spends Rs.680.00 in average for a child studying in PS. However, expenditure on girl's education is significantly lower as a whole. Major items of education cost are spending on textbooks, papers, pens/pencils and other supportive materials such as: school dress, school bag, foot wear and Tiffin money. The households falling in poverty have to make different sacrifices such as: taking excessive work load, cutting down the cost on food, clothing, sell of live stock and borrowing loans. If increasing educational cost could not meet, girls used to withdraw from schools. In case of illness of guardians, the cost of education becomes harder to bear and gender bias behavior exists with socio-cultural taboos.

Recommendations:

In the report, recommendations are for policy level and local levels. Policy levels recommendations are:

- Remove all types of school fees for the children of the identified poor families
- Provide free textbooks and scholarships
- Introduce the policy of cost sharing for quality
- Ensure active participation of community and parents
- Introduce flexible school calendar and schedule to suit local needs
- Improve quality of education and school environment
- Awareness program to persuade parents for girls' education
- Give first priority to women as teacher

Local level recommendations are:

- Involve parents and community more in school management and monitoring
- Identify HH and pockets of educational exclusion

- Allocate certain proportion of budget to increase their enrolment and retention
- Use of local volunteers and professionals in school development activities and establish child-care centers for younger children

7. Yamashita & Yamashita (2000)

Objective:

The objective of the research was to create opportunities for women in remote areas by providing them better education.

Research Methods:

Observation method was followed about basic school facilities, teaching methods, teacher's recruitment and training process.

Findings:

1. Insufficient classrooms.
2. Lack of toilets and fresh water.
3. No seats in the class or poor quality seats.
4. Very strict teaching methods.
5. Low recognition given to teaching professions.
6. SMC's influence in recruitment.
7. Negative image on female teachers (mainly with wives, daughters and relatives of local elites).
8. Few training (46% for all and 32% for female).
9. No application of training / knowledge.

Recommendations:

- One FT in every primary schools
- Increase in the number and quality of FH in remote areas
- Assigning teaching positions to the FH graduates
- Follow up from the MOE
- Pre-service training for the graduates of FH
- Basic facilities in school
- Compulsory education
- Establishment of teacher training institutions
- Need for international cooperation for the establishment of training hostels
- Organizing one month trip to a developed country
- Recognition should be given on teaching profession as a prestigious job

8. Sibbons, Basnet and Ross (2000)

Objective:

The objective of this booklet study is to document the process involved in the development of the SAP program up to and including the decision to encourage replication across the whole country.

Research Methods:

This booklet describes one of the activities of Nepal Secondary Education Development Project (SEDP). Exploratory research study was designed to look after the main issues related to gender and secondary education.

Findings:

The gender action-planning program is innovative and challenging to encourage decentralized decision-making and improve the quality of schooling. Participatory monitoring permitted the strengths and weakness of the SAP program to be identified from the perspective of the various stakeholders. The future of the program needs to shift the implementation from a trial development / research funding to a regular budget head. This could be accomplished most effectively by working with donor partners to secure a long-term support mechanism. The causes of gender disparity in education are complex and varied. They are:

1. Economic and socio-cultural norms.
2. Lack of physical facilities.
3. Low access to school.
4. Poor quality of schooling.

Recommendations:

- Response to educational constraints created by gender norms need to be addressed locally.
- Enabling local terms to undertake a social analysis
- Prioritize problems for local actions and to plan their responses.

9. Research Center for Education Innovation and Development (1999)

Objective:

The main objectives of the study are:

To evaluate various incentive schemes introduced by the government.

Encourage participation of girls/women in basic education.

To study the effectiveness of the incentive schemes and the use of scholarship with collecting the opinions of the guardians and other education personnel

Research Methods:

Seven districts out of 75 districts (according to topographical regions) and five Primary Schools among them were selected. Opinions were collected from DEOs, supervisors, SMCs, VDC members, teachers, guardians, recipients and non-school going children. Altogether nine types of forms and interview guidelines were developed. Then necessary information was finalized.

Findings:

Different incentive programs were started at different times. However, they are all guided by the motive that there is a need to bring social justice. Hence, they are designed to help the disadvantaged social groups-girls and women. The incentives provided through PSSP and PSGP are a good means of motivating girls and parents to send their children in school, but there is a need for making the operational system more effective. Nutrition program in PS and free textbooks distribution program are motivating poor children to bring in schools and decrease dropout rates in PS. Scholarship program for Dalit students is a positive discrimination policy of MOE, but the fund available for this is very small,

The effect is also very slow and not very tangible. The problems are:

1. Insufficient quota.
2. Delay in releasing fund.
3. Poor quality food and lower quantity.
4. Influence of local elites.
5. Parents' inability to buy books.
6. Delay in getting money back.
7. Presence of non- existent students.

Recommendations:

- The policy and implementation commitment of the govt. should be cleared with the involvement of the disadvantaged groups including girls and women
- Community awareness/participation
- Social sensitization, orientation / training programs are very important to develop sense of seriousness for effective implementation of the incentive programs.
- DEO should be officially responsible for monitoring and supervisions
- Develop mechanism to ensure that community concerns are given due respect and flexible programs to meet the social requirements.
- Current incentive programs should be continued with revision in the distribution and based on the needs
- Need of booster activities to ensure access, equity and quality.

10. Bhattarai (1999)

Objective:

The objective of this study is to find out how schools contribute towards the perpetuation of stereotype gender images. For this how school are tackling the development needs of boys and girls and contributing the reinforcement of stereotype gender images among girls with the feelings of girls' about their development are examined.

Research Methods:

The study is based on qualitative research techniques and therefore focuses on group discussions, in-depth interviews, case studies and the key informants' interviews have applied.

Findings:

Findings show the influence of patriarchal norms and values with the perpetuation of stereotypical gender images in both private and public schools. However, there is changing perception of girls about the gender images and roles. Findings also reveal that the schools have no arrangement to provide girls emergency accessories during menstruation and there is ongoing trend of sexual harassment of girls.

Recommendations:

- Families are playing major role in child's socialization so school can work with families to influence the upbringing of their children, especially girls.
- Gender sensitization training for the schoolteacher is a significant way to mitigate gender discrimination in school.

11. Luintel (1999)

Objective:

The objective of this article is to analyze various factors that are responsible for not progressing girl's education in Nepal as desired manner.

Research Methods:

Descriptive analysis has been conducted using secondary information.

Findings:

There are socio-cultural, economic, geographical and individual factors responsible for creating gender gap in education. Discrimination between son and daughter starts with the birth of children. People think that son takes care of his parents and daughters are the responsibility (they are considered as others property). Their major role is to do HH work. Investing on daughter's education is return-less, parents should not use daughter's earnings are deeply rooted in our society. Mothers used to convey such patriarchal message to their daughter.

Recommendations:

Her article ends with the analysis of problems without any recommendations.

12. The UNESCO report (1998)**Objective:**

The objective is to analyze national policies and implementation mechanisms with reference to girls and women's education in Nepal.

Research Methods:

This case study has designed to prompt discussion on the holism needed in girls' and women's basic education.

Findings:

Findings show the goal of educational policy is to increase women's literacy to 60 percent and men's to 80 percent at the end of Ninth Plan (1997-2002) and reduce the dropout to below 25 percent. MOE is the paramount line-ministry responsible for policy, planning and implementation of basic and primary education, guided by the BPE Mater Plan (1991-2000). Regarding policy and planning issues, holistic policy and planning for girls'/women's education requires cooperation between ministries, within MOE, between formal education and NFE, and between govt. and non-government stakeholders. The barriers to women's education are:

1. Socio-cultural, economic and political in nature with caste discrimination.
2. Irrelevant contents.
3. Untrained & poorly motivated teachers.
4. Poor physical environment.
5. Lack of sufficient learning material.

Recommendations:

- To increase girls'/women participation in education there should be decentralization in decision- making
- Advocacy, gender sensitization programs to both male and female authorities, teachers and staffs,
- Review of curriculum and teaching materials
- Compulsory education to all
- Monitoring and evaluation
- No political interference in education
- Quality education with maximum use of available resources
- Community initiatives to lend money toward publicly renowned education are necessary.

13. National Planning Commission Secretariat (1998)

Objective:

The objective is to review and assess the policies and implementation mechanism of various ongoing programs, their performance and impact with the view of providing inputs.

Research Methods:

The methodology included 3 levels of studies: macro, meso and micro levels. Which include review of existing policies and programs, interview with district level staffs and case studies.

Findings:

Findings show that social mobilization is the important aspect to unite people for group action. For this, NFE literacy program followed by saving and credit program, basic and primary health and agro-forestry programs are the effective programs for gender mainstreaming. Education is a necessary element in empowering women. Women, urban and rural, feel greatly empowered when they can read and write. Given the opportunity, they are determined to send their daughters to school. There are some shortcomings in coordination between inter-agencies, program implementations, monitoring and evaluation, and feedback collection. Therefore less effectiveness in such programs has been observed.

Recommendations:

- Inclusion of local female staffs in all efforts to work with women
- Use of various media channels to develop a positive attitude about women's education in public
- Providing scholarships to girls from primary to secondary and proficiency certificate levels and facilitating them to complete education providing hostels
- Encourage educated women to involve in teaching jobs and developing FT as community change agents

14. Ministry of Education (1998)

Objective:

The objective is to study the selection criteria and appointment of female teachers by assessing the effect of their presence in primary schools.

Research Methods:

The study was conducted in 11 districts of the country representing Hills and Terai. Mailed questionnaire method was followed to collect information about FTs qualifications, appointment pattern, working schools, main activities and expectations.

Findings:

Regarding girls' enrolment in school, positive change has been seen due to FTs' presence. Observed problems are:

1. The criteria for selecting female teachers has not followed properly.
2. Most of the FTs are not felt the intention of the scheme.

3. There is discrepancy between the instruction given from the center and their use by the districts.
4. Most of the FTs are not trained in the use of educational material, classroom management and student's evaluations.

Recommendations:

- Strictly follow the norms for FT selection and appointment with regular follow-up from the center.
- No transfer due to the reason of distance.
- The training conducted by WEU should have more contents about technical aspects of teaching/learning, use of educational materials, classroom management and evaluation
- FTs should encourage on more interaction with village women.

15. Brown and Wiseman (1998)

Objective:

The report attempts to highlight some of the problems and issues that are challenging Nepali schools.

Research Methods:

This situation analysis report is based on case studies, key informant interviews and analysis of secondary information.

Findings:

Findings mention that despite the importance of primary education, school is still not a part of every Nepali child's life. The problems are:

1. Low enrollment and high drop out.
2. Absenteeism.
3. Repeat in PS.
4. Untrained teachers.
5. Low education quality.
6. Highly influenced teachers with local politics.

It also highlights the role of BPEP and the Ministry of education and other NGOs to address these problems.

Recommendations:

No recommendations are find out

16. Tuladhar (1997)

Objective:

The objective of this report was to investigate conditions in which Feeder Hostels are running and analyze role of feeder hostels to increase female participation in education.

Research Methods:

Both qualitative and quantitative methods were used to know about physical facilities. Girls and management personnel's opinion were collected through field survey and interview methods.

Findings:

Tuladhar mentions that quality of education is deteriorating as the decision is made on political leaders related to selection and promotion of students and teachers. There is version of a head teacher (p. 31) that "lack of educational materials and physical facilities doing injustice to the students coming from rural areas". In the absence of proper monitoring and follow up, some hostels were closed in 1992.

Recommendations:

- Improving physical facilities
- Community mobilization through advocacy to motivate parents
- Government commitment in implementation, monitoring, evaluation and follow up
Integrated approach to education and income generations.

17. Research Center for Education Innovation and Development (1997)**Objective:**

The objective of this report was to investigate the ways in which the policies and practices of the secondary education system impacts differently to male and female students and staffs.

Research Methods:

Qualitative data was drawn from primary as well as secondary sources. The respondents were parents and key personnel of Ministry of Education.

Findings:

Findings show:

1. Low efficiency in administration.
2. Scholarship policy is not clear.
3. Lack of awareness about gender.
4. Lack of local initiatives for promoting girl's education with the poor school environment
5. Low participation of girls in the classroom.

Recommendations:

The report recommends

- A gradual improvement in the educational policy, planning, management and financing in education system so that parents would be motivated to send their children to school. Encouragement of more female teachers even in secondary levels
- In-service training facilities
- Sufficient instrument and convenient examination centers.

18. World Education (date not mentioned)

Objective:

The main purpose of the report is to study the impact of integrated literacy programs on women's lives (reproductive practices, income generation, family health, nutrition, child education and participation in family decision making).

Research Methods:

Comparative research method has been used based on qualitative and quantitative information.

Findings:

The report is a longitudinal study of two literacy programs BPEP and Health Education and Adult Literacy (HEAL) from gender perspective. It tells us that in spite of long history of literacy programs in Nepal and several opportunities for women, there are a number of women who never participated in any literacy programs and do not even want to participate. The report does not show the real cause of not participating by women in literacy classes. Those who have basic knowledge, they can decide to take better opportunities. Furthermore, it shows that a woman's socio-economic status and literacy level appear to predictors of outcomes on several indicators like: knowledge, attitudes and practices (KAP).

Recommendations:

Recommendations are not find out.

19. An article from Save the Children UK (date not mentioned)

Objective:

To examine the effects of the government's attempt on basic and primary education through cases studies

Research Methods:

Case studies and interview methods are used with parents and local people.

Findings:

The article discusses the importance of education in the context of social and economic development, which is directly related to health, nutrition and family planning with changing attitudes as people become more responsive to new changes after getting education. It further mentions, "after democracy, the country is committed to bring changes in the whole primary cycle by increasing access to quality and quantity in primary education. The BPEP has initiated several activities...Improvement in education cannot be fully achieved only by changing curriculum and text materials...classroom size and physical facilities are also very important".

Recommendations:

The article recommends that only formal way of providing education is not enough.

- It needs complete abolition of charging system
- Skill oriented education
- Daycare center
- Flexibility in school time.

20. Belbase, Shrestha and Singh (date not mentioned)**Objective:**

The objective of the report is to assess government's efforts for promoting girls and women education in the country.

Research Methods:

Both primary and secondary methods were used to collect information.

Findings:

Findings show that various programs are carried out during the past twenty years to promote education of girls' and women, still there are obstacles related to social-cultural, economic and political, like:

1. Conservative attitudes of educational professionals and guardians.
2. Lack of clarity of gender even at policy level.
3. Stereotype assumption-based policy.
4. Homogenization of issues.
5. Inadequate school facilities.
6. Discriminatory social structure.
7. Reactive and insufficient sensitivities on women's needs.

Recommendations:

To get desired results the following things are recommended:

- Development of a long-term vision
- Coordination & networking between government agencies, national and international organizations and donors
- Revision of curriculum and text materials
- Women's empowerment through education

21. Research Center for Education Innovation and Development (date not mentioned)**Objective:**

Initially it mentions that the objective of this study is to improve the impact of policies and programs by reviewing and assessing country specific policies and programs with identifying the problems and obstacles to increase female teachers. Whereas in chapter V, the concluding remarks mentions that the main objective of this study is to identify the problems and obstacles to increase female teachers in rural schools

Research Methods:

Four districts and two schools among each district are selected through purposive sampling. Semi- structured questionnaire method has followed to collect information from HTs, FTs, male teachers, parents and VDC chairperson, SMCs and NGO and INGO personnel. Focus group interviews are done among boys and girls and out of school students.

Findings:

Findings show the problems of:

1. Unavailability of FT.
2. Insufficient quota.
3. Lack of competitiveness and denial by women to go rural areas.
4. Lack of basic physical facilities.
5. Male domination in schools.

Recommendations:

DEOs and RPs recommends that:

- Advocacy programs
- Scholarships, dresses and educational materials to all girls
- Residential arrangement for teachers in rural areas

22. Sibbons (date not mentioned)**Objective:**

The objective is to highlight the process of gender strategy implemented in the SEDP.

Research Methods:

Secondary research methods are used with descriptive analysis.

Findings:

It mentions that SEDP's was established to support the government's development goals to produce middle level personnel for economic development and produce candidate for higher education. In this project the five identified areas are: development of curriculum, text-books and materials, teacher's effectiveness and competency, improvement to learning assessment and examination, provision of books, equipment and laboratories and strengthen planning, management and evaluation. In each areas gender, considerations should be followed to create internal efficiency and quality improvements. The writer viewed that the impact of BPEP is low because in spite of launching this program, still there is no significant change. So currently BPEP II has redesigned in 2001. There is a considerable disparity between the numbers of boys and girls attending schools with few or no FT in some areas.

Recommendations:

- There is a need of qualified and dedicated persons to implement gender strategy
- Regular training on gender issues to the government officers as well as community people Gender analysis of the project
- Adequate budget for the implementation of mainstreamed activities

Part Two:

2.1 Constitutional Provision and Policies of the Government

2.1.1 Constitutional provision

The present constitution of the Kingdom of Nepal was formulated in 1990. Article 11 of the constitution guarantees right to equality before law. Article 11 (3), of the constitution stipulates that no citizen can be subjected to discrimination on the ground of religion, caste, race, sex, tribe or ideological conviction or any of these matters of general application of laws. Similarly, article 18 (2) mentions that each community has right to educate their children especially in primary level in their own native (mother tongue) languages.

2.1.2 International Commitment:

The government ratified CEDAW on 22 April 1991 without any reservation. Article 10 of CEDAW, measures to assure women equality of access to all available opportunities in academic and physical education, under equal conditions (Shadow report on the initial report of the government, 1999, p. 26)

The "Jomtien Declaration (1990) Education for All" and Nepal's full endorsement on it has provided a new direction for education in Nepal. Throughout the 1990s, improving the girls' access to primary education has been a concern of HMG/N. The 2000 Assessment of Achievements of the Jomtien decade was presented at the world Conference in Dakar in April 2000. The assessment showed that girls and women in South Asia are among the most disadvantaged in the world. The global assessment indicates the despite the progress towards "Education for All", gender disparity in primary education persists in many countries. Therefore Dakar Conference declares that eliminating gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015 (Save the Children UK).

2.1.3 Educational Policies

The Ninth Five Year Plan (1997-2002) has accepted that unless the women are brought into the mainstream of development, and gender and development are integrated into sector wise policies and programs of the country, equal rights of women will not realized. One of the objectives of the education sector of the Ninth Plan is to promote girls' and women education so as to attain gender equity. The policy statements on pre-primary, primary and secondary education take into consideration gender issues. Gender concerns are generally ignored in policy statements on higher education, technical education and vocational training. Policy statements are generally stated in gender-neutral languages.

2.1.4 Educational Regulations (ER 1992)

Educational regulation 1992 has declared that at least one of the primary teacher positions in a PS will be reserved for a female teacher. Currently, the FTs constitute 22.5 percent of the total number of teachers in the PSs. Similarly Clause 11 of the ER mentions that DEO has to nominate one FT (among two nominations) for the membership of the District Education Committee. There is 60 days maternity leave for FT and female employees.

2.1.5 Educational Programs/Project

After the restoration of democracy in 1990, the government formed National Education Commission to restructure the educational system. It recommended a five-year curriculum for PE, in 1992, with the first three grades defined as the basic level education. The HMG/N accorded high priority to the basic and primary education sub-sector by implementing BPEP I, during the Eighth Five Year Plan (1992-1997). Despite various efforts the problem of universal access, participation and achievements pose a major challenge in the sub-sector. In this context, the Ninth Five Year Plan (1997-2002) has emphasized gradual introduction of Compulsory Primary Education (CPE) and the launching of national literacy campaigns as a strategy for achieving the Education for All goals.

2.1. 5.1 The Basic and Primary Education Project Phase I (BPEP I) (1992-1997)

The objectives of BPEP I was to increase access to BPE, improve the quality of PE and enhance management efficiency. BPEP covers 40 districts serving about 55 percent of the total PS of Nepal. It initiated a number of schemes such as: on-site support and supervision of teachers through RCs, curriculum and textbooks development, construction and rehabilitation of classrooms, recruitment of FTs, literacy program focused on women's education, alternative schooling for out-of-school children and inclusive education to children with disabilities. Some of the BPEP I activities were lunched nationwide, some remained within the project districts and others limited to few districts for piloting purposes.

Achievements of BPEP I

Program	Activities/Indicators	Targets	Achievements
Civil works program	1. Classroom facilities		
	• New construction	19,000	14,207
	• Rehabilitation	6,000	7,537
	• Furniture	12,134	11,974
	2. RC construction	633	406
	3. Pit latrine	347	330
	4. Water supply	191	191
	5. DEO building	20	19
Training	6. Teachers		
	• Curriculum dissemination	103,857	107,271
	• Awareness training on disability	58	54
	• Basic training on inclusive ed.	71	109
	7. Head Teachers	-	655
Curriculum & Textbooks development	1. Textbooks (core subjects)	19	19
	2. Textbooks for optional subjects	14	14
	3. Teachers' guides	12	12
	4. Teachers' resource books	19	19
	5. Supplementary teachers	19	19
Other Indicators	6. Recruitment of FTs	5,150	4,151
	7. Women NFE participants	133,000	468,988
	8. OSP participants	220,000	220,148
	9. RCs established	...	669

Source: PIP/MOE, 1999

2.1.5.2 The Basic and Primary Education Project Phase II (BPEP II) (1999-2004)

The BPEP II, has three main objectives:

- (a) Consolidation of successful components/elements of BPEP I, and their gradual expansion nationwide.
- (b) Development, testing and implementation of various interventions to improve quality.
- (c) Development of management structures and processes and building managerial and professional capacity both at the central and district levels (MOE, 1999).

It gives emphasis on increasing equitable access especially for girls and underserved communities. In order to attain the objectives, components and sub-components have been identified which are (New ERA, 2001):

1. Physical facilities development

This program is targeted to improve enrollment, retention and completion rates of primary children, particularly from socially disadvantaged groups with improving the internal and external environment of PS like: proper classrooms and seating arrangements, drinking water and sanitation facilities, toilets and compound fencing. The program is targeted to benefit both boys and girls' in the PS.

2. Alternative Schooling

This program will provide educational opportunity to the children of 6-14 years age group who do not have easy access to regular schools. After completing the program students are encouraged to enroll regular schools. The program is intended to promote universal access to primary education. The three components of alternative schooling programs are: out of school program (OSP), flexible schooling program and school out reach programs. All these three components will benefit both boys and girls and especially to those girls who have to engage more in HH works.

3. Girls' Education

This component of BPEP II is directly related to promotion of girls' participation in education by increasing enrolment and retention. For this, the MOES has been distributing incentives to girl students (quota based scholarship in 63 districts and scholarships to all in 12 remote districts). Further it intends to supplement the scholarship programs by conducting (a) Piloting of Incentive Distribution Program, (b) Promoting of Secondary Education Program, (c) Feeder Hostel Scheme and (d) Girls Encouraging Scholarship Schemes.

4. Education for Special Focus Groups called "Dalit"

This component is addressing to those people, who are identified as deprived groups, minority groups, and migrant population. The educational participation and literacy levels of these groups are very low than the average. Therefore this component intends to increase their enrollment in PS and help them to complete PE by distributing scholarships, school dress, and educational materials.

5. Early Childhood Development (ECD)

The BPEP II intends to implement ECD program in those communities where enrolment and retention of PS children, especially of girls' and disadvantaged group between 3-5 years age is low. Community based approach will be adopted where by communities will establish and operate the ECD (pre-primary) classes with technical support from the government.

6. Literacy Program

This program consists activities related to raise the literacy level of women, aged 15-45 years. The program has two phases called Women Education Program: WEP I, and WEP II. Both phases are of 6 months duration. The WEP I, focuses on providing basic literacy and WEP II on providing functional skills with emphasis on income generation skills. The WEP is currently being run in 39 districts and is planned to be extend to 60 districts.

7. Curriculum and Textbooks

Under this, the PS textbooks will be updated and curriculum and reading materials will be available in mother tongue. This will enable girls from Terai communities to access primary schooling and learn in their own languages, and be better integrated in their communities.

8. Continuous Assessment System (CAS)

The govt. intends to introduce liberal promotion policy in Grades 1,2,3 with a view to reduce dropout and retention. A continuous assessment of the students is necessary in order to make liberal promotion policy effective. For this, the BPEP II intends to conduct appropriate teachers training. In the year 2000/01 teachers in the 5 compulsory Primary Education districts will be trained. The program will help to reduce the dropout and repetition at Grade one. Girls will especially get benefit from this program as they do not get enough opportunity to do homework and preparation for examination due to HH works.

2.1.6. Education Sector Budget

The education sector budget for 2000/01 is Rs. 11,749.5 millions, which constitutes 12.8 percent of the total government expenditure. From the education budget, primary education sector comprise 56.6 percent and secondary education sector 20 percent. Gender analysis of budget classify expenditures into three categories, which are:

Category I. Expenditure specially targeted to girls and women

Category II. Expenditure promoting women employment

Category III. Gender expenditures from which both men and women benefit.

Total budget separated for category I and II is Rs. 116.3 million or only 1 percent, whereas for category III 11,633.2 or 99 percent budget has been separated. Programs under category I and II, are: Primary girls scholarships for the girls of 12 remote districts and selected number of girls in 63 districts, local school scholarships for the girls of grade 6 to 10 according to quota, BPEP II incentive schemes like: pilot program for girls education, top ten girls scholarships, FH scheme, existing operational programs of MOE like: free textbooks distribution in PS, and girls incentive scheme under PS feeding project.

2.2. Girls and Women's participation in Education

2.2.1. Present Efforts to Increase Enrolment, Retention and Completion:

To increase girls and women's participation in education government of Nepal initiated 'Equal access of Women to Education Program (EAWEP) for the first time in 1971 with the assistance from UNESCO, UNDP and NORAD. Twenty feeder hostels were constructed in 1983 to provide educational opportunities to girls in the disadvantaged groups in the rural areas.

Primary Education:

Government has lunched some area specific programs to increase participation in basic and primary education like:

1. Quota based primary-school scholarships (1991) for 63 districts.
2. Primary school all girls scholarship for 10 remote districts (1996).
3. Nutrition program in primary schools (1996).
4. Free textbook distribution for primary level (1978).
5. Scholarships Dalit student (1990).
6. Girls education program in 24 VDCs of 12 districts and education for specially targeted groups in 3 VDCs of 5 backward districts.

By encouraging girls and women's participation in education these programs are targeted to increase girl's enrolment in basic primary education, retention and completion and motivate parents to send their children in schools (Shrestha, 2000).

Achievements:

1. Proportion of girls in total primary enrolment is 42 percent. However the Net Enrolment Ratio for girl is 64 percent as compared to 79 percent for boys.
2. High repetition (37.7 % for girls and 36.1% for boys) and dropout (20.2% for girls and 22.5 % for boys) rates prevail in primary education particularly at Grade 1 (New ERA, 2001, p. 11).
3. Completion rate in primary education for girls is 43.9 percent and for boys is 39.0 percent in 1999 (Sinha, 2001, p. 73).

Secondary Education:

Lower secondary and secondary level education are the further steps to increase women's participation in education. For this:

1. Education for Girls and Women in Nepal (EGWN, 1983), to develop a system of benefit to those girls who for socio-economic and geo-political reasons had no access to secondary education.
2. Upgrading scholarship program for the girls of remote areas to complete secondary education staying in hostels. This program has been lunched to 18 districts of the country. The girls from Karnali zone get Rs.1050 and from other districts get Rs. 850 scholarships per month.
3. Secondary school scholarship for the poor and backward girls of 10 districts to complete secondary school education.

4. Programs for five Feeder Hostels: under BPEP II, coaching classes are provided in English, Math and Science to the weak girls of secondary levels living in feeder hostels.
5. Local school scholarship for the girls of class 6 to 10.

Achievements:

1. Proportion of girls in total secondary enrolment is 40 percent.
2. From Upgrading scholarship program about 360 girl students benefited.
3. From Completion rate in secondary education (S.L.C.) for girls is 40.2 percent and for boys is 49.4 percent in 1999 (Sinha, 2001, p. 74).

Higher Education:

Quota based scholarships program for the girls of Certificate level. This scholarship is provided to those girls who are taking Education as major subjects in their higher education. This program has been launched in 18 campuses and 22 higher secondary schools. The amount is Rs. 450 to the girls of accessible districts and Rs. 550 to the girls of remote districts (Shrestha, 2000, p. 4).

Achievements:

1. The overall proportion of girls in higher education is about 26 percent.
2. Participation in technical education is low.
3. About 518 students benefited from this program in 1997.

2.2.2 Problems Concerning Low Participation

Through the literatures it was found that reason of low participation of girls in primary schools were as follows:

Socio/Cultural Problems:

1. Patriarchal social structure.
2. High dropout.
3. Cultural Factors: Parent's attitude that daughters are other property, they should take care of their own family. Son will take care of them during their old ages.
4. Low importance given to daughter's education by the parents. Most of the parents (63 percent by Dube, 2000) think investing on daughter is unnecessary expenses.
5. Conservative attitudes of educational professionals and guardians regarding girls and women's education.
6. Prevailing notion of caste discrimination and taboos.
7. Discriminatory environment in the school with schoolgirls and unmarried female teachers by boys and male colleagues.
8. Harassing and dominating behavior of boys.
9. Excessive workload to girls than boys.
10. Ignorance of parents about girl's education especially in some disadvantaged groups.
11. Reactive and insufficient sensitivity on women's need.

Economic Problems:

1. Low proportion of budget (1%) has separated for girls and women specific programs.
2. Poor parents cannot afford to buy books previously.
3. Insufficient quota.
4. Presence of non-existent students.
5. Use of scholarship in construction activities instead of distributing to the girls.
6. Low attention and irregular classes by the teachers as they are given small amount of salary.
7. Poverty: Children are the household labor for poor families. Sending children to school is sacrificing their labor.
8. Lack of physical facilities: Insufficient class rooms and teaching materials, drinking water, toilets, seats (chairs) in the class, canteen and library.

Problems Related to Policy/ Plan /Strategies:

1. Unclear scholarship policy.
2. Lack of local initiatives for promoting girl's education.
3. Lack of coordination between NGO/INGO and Govt. institutions regarding program implementation, monitoring, evaluation and feedback collection.
4. Lack of separate unit for the coordination, monitoring and evaluation of different programs for promoting female participation in education.
5. Improper need identification, policy formulation and implementation of program about the women living in rural areas.
6. In the absence of community ownership towards incentive programs, there is the feeling of free gifts from the government.
7. Educational policies are not stated in a gender sensitive manner. Program documents incorporate gender but there is lack of effective implementation.
8. Lack of gender-inclusive strategies to gain male support for gender equity in teaching and educational management.
9. Lack of clarity of gender at policy levels.
10. Stereotype assumption based policy.
11. Lack of gender analysis of the project and budget.

Problems Related to Administration and Management:

1. Release of fund is not timely.
2. Poor quality and lower quantity food distribution in schools and irregularity in distribution.
3. Not availability of textbooks in time.
4. Influence of local elites in the distribution of scholarships.
5. Very strict teaching methods.
6. Delay in reimbursement of money.
7. Lack of proper information in remote areas/families.
8. Lower proportion of female teacher.
9. Low educational quality due to untrained and poorly motivated teachers.

2.3. Female Teachers: Policy, Achievements and Problems

2.3.1 Policy and Achievements

For the first time, government initiated EAWEP -1971 with the assistance of UNESCO, NORAD and UNICEF to construct 5 main hostels to prepare the primary school teachers for the rural areas by providing B-Level and A-Level teachers training programs. During those years 60 female teachers were provided those trainings (Tuladhar, 1997).

One of the most prominent government policies regarding the education of girls is that of the recruitment of at least one female teacher in all the primary schools of the country. The policy also emphasizes that women should be given priority in the recruitment process of primary teachers. The policy has been reaffirmed by the Education Regulation 1992 that recruitment of at least one female teacher is mandatory. The women's Education Unit intends to mobilize the recruited female teachers to serve not only as teachers but also as change agents to convince and motivate school age girls and members of women's group for their increased educational participation (CERID, 1997, p. 18).

During 8th plan period 4150 primary school teachers were appointed in each primary school (Tripathi, 2001, p. 6). Tripathi (2000, p. 17) again mentions that appointing and increasing the number of female teacher in primary school has a great impact in enrolment and retention of girls in school. Therefore during BPEP -I, 4,374 female teachers were appointed.

Assessing the effect of female teachers' presence in school, MOE (1998, p. 28) mentions it has found that enrolment of more girls in the schools and awareness is one of the major changes that have occurred in the community. Further it mentions FTs conducting high number of meetings with the women's Group in the areas of equity, girl's education, health and nutrition, etc. shows the greater concern of the FTs in the overall development of women (p. 32). Due to the presence of female teachers in primary schools direct improvement is noted by DEOs, RPs, head teachers, SMC, etc. in the following aspects:

- Girls' enrolment and retention
- Girls' regularity in class and their achievement in examination.
- Students and teachers discipline (not smoking in the presence of female teacher)
- School-community relationship
- Inspire the girls for extension of education in school

According to parents:

- Presence of female teachers encourages them to send their children at school.
- Female teachers give motherly affection and care to the children.
- They give more time to make children understand clearly.
- They will understand the problems of girls.

The Ultimate goal of FH Program is to attract girls to join in teaching profession with encouraging them to become PS teacher. Therefore, Under BPEP II, in 5 feeder hostels

couching classes are provided in English, Math and Science to the weak girls of secondary levels living in feeder hostels. Besides, to develop their capacity in extra curricular activities, Rs. 5,000 has allocated for purchasing physical instruments and Rs.1200 for buying utensils. Besides, Upgrading scholarship program, Secondary school scholarships are also targeted to complete secondary level education with encouraging them to become primary school teacher. The effectiveness of these programs needs to be studied.

2.3.2 Problems

Problems felt by DEOs, RPs, Head Teachers, SMC and Others Concerned People:

1. MOE has not provided all quotas for female teacher according to the number of primary schools.
2. Politicization on recruiting female teachers.
3. Negative image of female teachers in the community as wives, daughters and relatives of the local elites often recruited.
4. Female teacher's selection criteria, has not followed properly.
5. Most of the female teachers have not understood the intention of the scheme.
6. Discrepancy between the instruction given from the center and their use from the districts.
7. Lack of trainings and few training (46 % for all and 32 % for female).
8. No application of training knowledge.
9. Most of the FTs are not trained in the use of educational material, classroom management and student's evaluation.
10. Low recognition given to teaching profession.
11. Common practice for FTs to change their schools where they get appointed due to the distance, marriage and other reasons.
12. Lack of gender training for teachers and other educational personnel.
13. No special provision has made for the development of female teachers.
14. Shortage of local graduates in rural parts of the country.

Problems felt by Female Teachers:

1. Male domination in school.
2. Lack of basic facilities in the school
3. No any arrangement for female teachers' residence in the village.
4. Female teachers by nature are not safe to live alone.
5. There is not even a room in most of the primary schools to sit and work for female teachers.
6. There is no means of transportation.
7. No proper health service in case of emergency.
8. After marriage they have to look after their families so they cannot go far schools. In some cases they used to leave the jobs.
9. Female teacher have no job security and support for career development so most of them are temporary.

2.4 Recommendations According to the Documents

2.4.1 General Recommendations:

1. Awareness raising/campaign towards value of educating girls' and women in collaborative efforts using proper audio-visual medias.
2. Community initiation for increasing participation of girls and women in education.
3. Participatory method of teaching to develop self-confidence among girls and women in family and community decision-making.
4. Both parents and community should identify the school needs to encourage grass-root driven planning process.
5. Collaborative planning and information sharing in between MOE and Ministry of Women and Social Welfare for policy formulation, planning, programming, monitoring and evaluation.
6. Coordination and networking between and among all the players and stakeholders (GOs, NGOs, INGOs/ Donors).
7. Gender balanced perspectives should be developed among the educational planners, teachers, trainers and officials at central, regional and district levels.
8. The policy of appointing at least one female teacher in a primary school should be extended to lower secondary and secondary levels.
9. A critical mass of 33 percent female should be brought at the policy and decision-making levels to SMC, teachers and trainers.
10. Political interference in education is not sustainable so it should be avoided completely.
11. System of gender auditing should be adopted by NPC and MOES. In order to institutionalize gender audit system in education sector, program audit, budget audit, curriculum and textbooks review and monitoring system review should be followed.
12. Alternative approach of education in the form of Cheli-Beti, out-of-school children classes, literacy and post-literacy and tutorial classes for all those girls' and women who have been left out by the formal schooling system.
13. Need to review current strategies and develop new ones on the basis of findings.
14. As poverty of the parents remains the greatest impediment to the improvement of girls' education future programs should be developed in such a way that they visibly address the poverty of the parent.

2.4.2 Primary Education Specific Recommendations:

1. As the majority of illiterates and out of school's children are females, the entire approach "to education for all" has to be female oriented.
2. Current pilot scheme of compulsory PE should be extended to more districts.
3. More FT should be recruited particularly in remote areas to facilitate girls' education.
4. Effort should be made to make parents aware of their responsibilities to ensure the completion of primary education by their children including girls.
5. Gender sensitivity training should be provided to all teachers.
6. Establishment of child-care center in the community to facilitate the girls to go school.

2.4.3 Female Teachers Specific Recommendations:

1. Government should be serious about the policy to provide FT's quotas as required in all primary schools.
2. Local female graduates should be given first priority in recruitment of primary schools teachers.
3. Proper arrangement of residence for FTs should be made for outsiders.
4. Adequate physical facilities, e.g., room/class rooms, drinking water, toilet and libraries in each primary school.
5. To prepare future female teachers feeder hostels are to be established in all remote districts.
6. The criteria for the selection and appointment of the FTs should be strictly followed and regular follow-up should be made from the center.
7. No transfer of FTs due to commuting distance or other reasons.
8. The trainings conducted by WEU should have more contents about the use of educational materials, classroom management, teaching techniques and evaluation.

Part Three:

3.1 Main Findings

Finalizing the review, main findings are identified as successes, recurrent barriers/constraints and repeated recommendations

3.1.1 Success:

All the policies and programs of the government are targeted to increase educational standard of the people. In this regard PE has given more emphasis, as it is the base of educational attainment and following the secondary and higher educations. Since gender gap in literacy is 30 percent more emphasis has given to girls/women education through different incentive programs and other affirmative actions. Thus realization of the importance of education especially by the govt. and development of teaching/learning environment are taken as successive the indicators.

Introduction of incentive schemes has not only motivated parents/guardians to send their children in school but also attracting the students especially the girls and socially disadvantaged groups towards schools. Thus positive trend has been observed in girls' enrollment, retention and completion. It is prominent from the female literacy rate, which was 3.7 percent in 1971 and in 1999 it is 37.8 percent (MOPE 2000 & Shrestha, 2000).

Feeder Hostel Program is one of the multi-dimensional programs of the government, which is contributing to bring multiple changes in the society.

First, it is targeted to the girls of remote districts, where they rarely get opportunity to participate and/or complete secondary education.

Second, it is providing chance to those girls who are capable and interested/committed to study.

Third, it is based on equity as it targeted to economically poor and disadvantaged groups.

Fourth, after graduation the girls' will get employment opportunity to become PS teachers.

Fifth, they can motivate parents to send their children in school showing the importance of education through their own experience.

They can really become change agents towards uplifting girls/women education in their own community. In this way the FHP is a bottom-up strategy, which can be a strategic approach to enhance the level of education in the society.

Different literature shows that problem of basic physical facilities are contributing to discourage educational participation in many govt. schools. In this regard BPEP Phase I & II, are targeting to improve the inside and outside environment of PS. As a result infrastructure development like: construction and maintenance of classrooms, resource centers, DEO buildings, water supply, pit latrine, compound fencing, site development and plantations are the successful indicator of increasing educational participation and quality education.

3.1.2 Recurrent Barriers/ Problems

Recurrent problems appeared in low participation of girls and women in education are:

1. Patriarchal social structure discriminatory behavior towards women in the society.
2. Low importance given by the parents to daughters' education due ignorance and poverty.
3. Excessive workload for girls,
4. Socio-cultural and gender bias toward girls like: girls are others' property, investing on them is unnecessary expenses, they should learn HH work and sacrificing time for their schooling is misuse of time.

These factors/problems ultimately leads low enrolment and retention, high dropout, absenteeism, and repetition among the girls. Which cause ignorance about personal health, sanitation and nutrition. As a result, there is a vicious circle of ignorance in the society.

There are several incentive programs to enhance girls' participation in education but all the programs have some limitations either in implementation or in monitoring and supervision or in budgeting. The common problems observed in these incentive schemes are:

1. Insufficient quota.
2. Textbooks are not available in time.
3. Delay in releasing fund.
4. Poor quality and insufficient quantity food distribution in school.
5. Influence of local elites in the distribution of scholarship.
6. Presence of non-existent student.
7. Delay in reimbursement of money.
8. Scholarship policy in not clear.
9. Improper need identification, policy formulation and program implementation.
10. Poor monitoring and evaluation systems.
11. Lack of coordination between GO, NGO and INGOs regarding program implementation, monitoring, evaluation and feedback collections.
12. In the absence of community ownerships toward incentive programs, there is feeling among people that education is a 'free gifts from the government'.

Discriminatory environment for girl in schools like:

1. Unequal, uncomfortable and stereotypical dresses for girls/women,
2. Teachers (both male and female) generally do not encourage girls for sports, play, music, debate, quiche and essay competitions,
3. Use of biased language by the male teachers like "Ketaho" minimizing girls' existence in the class,
4. Minimization of girls' capabilities and performances especially by the boys
5. Harassing behavior for girls in the school.

These factors are responsible for low participation and poor performance by the girls.

There are other problems that hinder girls/women participation in education which are:

1. Lack of physical facilities, e.g., drinking water, toilets, insufficient classrooms and seats for the students,
2. Lack trained teachers and teaching materials.
3. Low proportion of women in teaching and educational management.
4. Low salary given to the teachers and therefore low attention given by the teachers.
5. Low quality education due to poorly motivated teachers.
6. Lack of clarity about gender at policy level.
7. Stereotype assumption based policy and l
8. Lack of gender-inclusive strategies to gain male support.

Poor dissemination of information is one of the major constraints of not achieving the goals as desired manner. In spite of various policies, programs, commitments, laws and affirmative actions by the govt. the educational status of women has not increased and gender gap in literacy has not reduced. Majority of people are still unknown about govt. efforts. Though there are some few efforts done by the govt. but that is not reaching properly to the real needs.

Another problem is related to the mobilization of FH graduates. Under BPEP II, 18 FH are providing opportunities to 360 girls each year having some special purpose to mobilize them as change agents but the research by MITRA (2001) shows that the girls are enrolled in the hostels without any commitment and there is no practice of appointing them immediately after graduation.

3.1.3 Repeated Recommendations:

The recommendations repeated quite often by the documents to increase girls'/women participation in education are:

1. Recruitment of qualified FT in primary, lower secondary and secondary levels.
2. Increase the number of FTs in remote areas to facilitate girls' education.
3. Gender sensitization training for all teachers, staffs, and district and center level personnel.
4. Review of curriculum and teaching manuals for gender perspectives
5. Awareness trainings for parents and community people to motivate on girls/women education
6. Community participation and mobilization for girls/women education
7. Increasing the quotas of incentive programs
8. Provision of scholarships with school dress and learning materials
9. Quality education in public schools
10. Provision of basic physical facilities.
11. Carrier and skill development training for teachers (in-service and pre-service).
12. Compulsory primary education for all without any charges
13. Free textbooks distribution to all and scholarships to the children of identified families.
14. Close coordination between and among stakeholders

15. Regular supervision, monitoring and evaluation by DEO and follow up from the MOE.
16. Flexible Teaching/learning schedule and calendar
17. Proper and effective dissemination of information
18. Use of teaching materials, pictures and visuals for teaching/learning
19. Use of FH graduates as primary school teachers
20. Compulsory teaching for FH graduates
21. Equity based representation in education in accordance with the remoteness of district and disadvantaged communities.
22. No political interference in education

3.2 Concluding remarks

Government has formulated different policies in different time and situation and launched different area specific programs too. The effectiveness of any program depends on the proper need identification of the community, effective implementation, monitoring and evaluation with proper dissemination of information. Mainly these aspects are lacking from the government side especially in disseminating of information. Because many educated people do not know about many of the incentives program. Until and unless people of every part of the country know what types of program the government is bringing for them, the program will not reach to the real target groups and benefit few advantaged groups only. For this wide advertisement and campaign should be done in any type of audio-visuals, pictures, posters, street play, films, radio and television programs (filler, jingles, documentary and T.V. serials) should be conducted from national and local channels. If these medium of advertisement do not reach in some remote parts of the country then, local ways of campaign like: loudspeaker and verbal announcement through beating instruments can be done with highlighting importance of education in a simple way.

From the reviewed documents, it was found that policies and programs of MOE and accordingly BPEP I and BPEP II, are based on the major assumption that hiring FT in schools especially in PS, will minimize the problem of low enrolment, retention and completion. Means, the benefit of hiring FT will trickle down to every parts of the country, in each community and disadvantaged groups equally and automatically. Whereas the policy-maker still not realized/sensitized that a FT is also socialized in the same patriarchal structure, ideology and deep-rooted value systems where male teachers are. Of course there are some immediate solution of some immediate problem like: one FT policy in each PS but very few attention has given by the govt. to sensitize them (both male female teachers) from gender perspectives. In a patriarchal society like ours, any structural change in behavior and attitude cannot be expected until and unless both male and female are equally sensitized.

Now the government has made it mandatory to have at least one female teacher in every primary school to serve as change agents. It is a matter of research that whether hiring at least a female teacher in primary school is the immediate need or strategic one. While analyzing from gender perspective it seems a patriarchal politics to maintain stereotypical gender division of labor and socialize the children (especially the girls') to follow the role

model. Existence of females can really make difference if there is a critical mass (33%) of women in teaching, educational management and policy-making.

Findings of the documents again say that majority of primary schools do not have any FTs either due to insufficient quota or due to unavailability of local female graduates. On the side literature says there is lack of local female graduates and on the other side it mentions influence of local politics in recruiting FTs. First the Govt./Ministry should identify what is the real problem and what is the created one. On the one side it has been seen that most of the educated and needy people and of course female do not get employment in PSs, on the other side less qualified and committed people are getting opportunities.

The problem of FT not going to remote areas is a matter of research which type of FT do not want to go in remote areas those who are the wives and daughters of local elites or those who come from competition and commitments. If a really job needed woman says that she cannot go to the far distances due to household responsibilities, the concerned authorities should analyze the problem from gender sensitive manner because the HH work pattern in Nepalese societies/families has not changed.

All the documents neglect the role of male members to increase girls' and women educational participation. Male's sensitivity in this sector cannot be minimized. In reality many fathers and male teachers are giving priority to female education. None of the documents reviewed have taken this aspect of research. Male contribution in promoting girls education should be highlighted and encouraged even more. Male teachers and female member of the family can equally be change agents in the society if they are sensitized properly.

Therefore, both male and female teachers, guardians, educational authorities and staffs should be aware with gender sensitivity. To aware them, ward level gender sensitization training, workshop/seminar can be organized to motivate properly. It would be more effective, if the trainings and workshops incorporated through income generation, agriculture and forestry trainings, micro finance, health, sanitation program in VDC, DDC and central levels. To do so, budgetary provision can be managed from the government or some donor's initiation.

For a short-term training and awareness programs, VDC can also provide some funds mobilizing its own budget or through local human resource mobilization. For this there should be a good coordination between VDC members, local people and groups, school-teachers, guardians, educated elites, NGOs and cooperatives. In the remote and isolated villages gender sensitive orientation program should be launched separately. In this case NFE classes will be the possible solution. Such integrated efforts certainly lead to gender sensitivity and awareness, increase enrollment and retention, and decrease drop out rates from the educational institutions.

Further, there is a need of national universal system of education that ensures certain level of education to all irrespective of caste, creed, location or gender. As government is always highlighting the need of education in the issues of legal rights, property rights and reproductive rights. The budget separated for the education sector (especially in girls/women specific programs) is minimum (1 % of total education sector budget). This shows lack of government commitment on girls/women specific issues. Whatever has been said that is limited to speech only. If govt. really wants to address the vicious circle of ignorance, the education sector budget in general and girls/women specific budget in particular need to be increased substantially.

On the other side, to avoid the feeling of education being free gifts of government, community people and parents should be motivated to provide education for their girl children even if it costs money. The govt. should also take punitive action against those parents who are not sending their children to school. The govt. should make it a legal binding for the parents who have capacity to pay. For those, who do not have capacity to pay, the government should bear the cost of education.

Feeder Hostel Program is one of the multi-dimensional programs of the government, which is targeted to provide opportunities to the girls of remote districts to complete secondary level education and encourage them to become PS teachers. If implemented properly and expanded to all districts it will bring a dynamic change in our education system and knowledge generation.

In most of the rural, poor families or farming families girls are responsible for looking after small siblings. To solve this problem in a sustainable way local child-care center in each village should be established by using local housing and a local people as caretaker. Govt. should take initiation and separate some budget for this program. Once the program started, many of the poor girls can get the opportunity to go to school. At least one local people of the village get the opportunity to earn. Evaluation and management responsibilities should be given to the community people as a group and parents of the children using day-care centers.

In Nepalese present socio-cultural context, emigrational impact on education should also be analyzed. Reviewed documents do not mentioned this aspect. Since one decade, a large number of economically active men are leaving their original place of residence in search of better employment opportunities. Thus women headed HH are increasing with increasing work burden on women and girls. Most of them cannot join educational institutions due to HH responsibilities. Thus contributing to gender-gap in education. Therefore an in-depth research should be carried out in this aspect with identifying immediate as well as long-term problems. While conducting research effort should be made to collect area specific and need oriented short and long-term recommendations from those girls and women who are disadvantaged from educational opportunities. NFE classes, flexible schooling time, practical curriculum incorporating income generation activities are also being recommended.

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* Note: Not Mentioned

Appendix:

Background of the Country:

Geography and Population:

Nepal is a small Himalian kingdom of South Asia wedged between two emerging economic powers in Asia, China in the north and India in the east, west, and south. It is a least developed, landlocked and geographically disadvantaged country of enormous ecological, cultural and ethnic diversities (Dahal, 1996, p. 1). The country has divided into three broad ecological regions, namely Mountain, Hill and Terai.

According to preliminary report of the Census 2001, the population of Nepal is 23.21 million in which women constitute more than half of the total population (50.09 percent). The growth rate of population is 2.2 percent per annum. About 24 percent of the population belongs to the official school age group (6- 15 years old) (KEF, 2000).

Economy and Society:

Nepal's per capita income is \$ 217 per year which is the lowest in South Asia and one of the lowest in the world. Around 45 percent population is below poverty line. The incidence of poverty is disproportionately higher in the rural areas, especially in higher altitudes and less accessible regions, among traditionally lower castes and ethnic minorities and among women (KEF, 2000).

Nepalese society is patriarchal where male supremacy and son preferences are common. Patriarchy is dominant in religion, culture, legal system, thinking, behavior and practices. Men are considered as main breadwinner, and women are taken as dependent member of the household. A woman is kept under father when she is child and unmarried, under husband when she gets married and under son when getting old. She always has to fulfill all the household responsibilities irrespective of her educational background, social and economic status.

Education:

According to the Census 1991, average literacy rate of Nepal is 40 percent in which women's literacy is 25 percent as compared to 55 percent for men showing around 30 percent gender gap in literacy. Female literacy was negligible before 30 years ago i.e. 0.7 in 1952/54, 1.8 in 1961 and 3.7 percent in 1971 (MOPE, 2000, p. 43 and Shrestha, 2000, p. 1). Almost two-third of school-aged girls are still denied of their rights to education (New ERA, 2001).

In such situation enhancement of women's education is very crucial for the development of human resources of the country. Development of a country is dependent on the overall development of the citizen and education is the key for gender equality and women's

empowerment. The Human Development Report in South Asia (2000) reiterates that education is the key to break the vicious circle of ignorance (New ERA, 2001).

Development of Education in Nepal

The history of public education in Nepal is relatively short. The national literacy rate in 1950 was less than two percent and only few schools existed in the country for the children of the aristocratic families. Female literacy rate at that time was virtually zero HMGN/MOWSW (1999). Realizing education as a prerequisite for the overall development of the country, the government of Nepal established the first National Commission for Education in 1950, which inscribed the first Education System Plan in Nepal (Tuladhar, 1997).

In 1970, "Women's Education Section" was established under the Ministry of Education for increasing women's participation in education related to enrolment, retention, regularity, completion, promotion, etc. According to MOPE (2000, p. 43-44) primary education has been developed significantly since 1971 when the New Education Plan was introduced. Sinha (2001) states that after the introduction of Fifth Five Year plan (1975-80) provisions were made by the government to increase women's participation in education, like: free primary education and distribution of text books, Cheli Beti Program, appointment of female teachers in Primary schools, Feeder Hostel program, scholarships and uniform distribution for the girls of remote areas. In this context, Tripathi (2001) mentions that women's active participation in education started since Sixth Five Year Plan (1980 -85).

Government emphasis on women's education during 1970s was also influenced by international concerns related to women's issues like: the First International Women's Conference in 1975, declaration of International Women's Year (1975) and following the International Women's Decade (1976-1985). The comprehensive study on the Status of Women worldwide and declaration of the Convention on the Elimination of all Forms of Discrimination (CEDAW, 1979) are taken as governing factors for the positive efforts on women's education in Nepal.