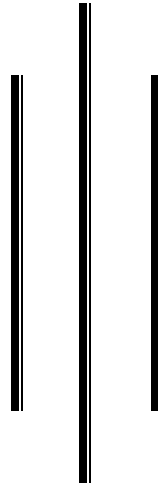
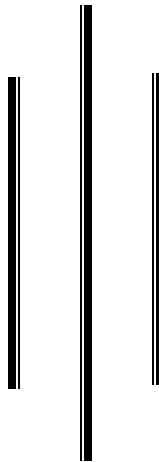


**STUDY REPORT ON REIMBURSEMENT SYSTEM OF
FREE TEXTBOOK DISTRIBUTION**



**Submitted by:
Tirtha Raj Parajuli**



**Submitted to:
His Majesty's Government
Ministry of Education and Sports
Department of Education
Educational Material Section
Sanothimi, Bhaktapur**

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CHAPTER ONE

INTRODUCTION

1.1. Background:

The government of Nepal has been providing free primary school education since 1975 in order to increase the basic literacy of the population. Free distribution of textbooks is one of the components of this policy. In Nepali context, teachers, students and parents take textbooks as the main means for learning knowledge and in running any educational programmes. This perception is the result of lack of other means of learning in Nepali schools. Accordingly, the quality of textbooks in terms of contents and suitability, in terms of knowledge required for different types of socio-economic and cultural environment of the students, is very important. Similarly, these textbooks need to be available in time. Otherwise, the whole learning and teaching process is hampered. Because of the uniform and standard system of examinations, availability of textbook is very important. Nepal adopted free education system from grade 1 to 3 in all schools and up to grade 5 in schools of remote areas since 2031 BS. Since the government has provided then textbooks free of cost. Textbooks have been printed at Janak Education Materials Centre. This has also been distributing the textbooks. Sajha co-operative has also been distributing textbooks according to the quota specified by the government.

National Education Commission (1992) had suggested that there should be a standard procedure for the publication and distribution of textbooks from the related institutions. Similarly it gave stress on the need of distributing books to schools through District Education Committee. The High Level National Education Commission (1994) suggested that there should be an evaluation of the present textbook distribution system, and stressed the fact that textbooks should reach to students before the start of the class. Similarly, it recommended that there should be a system in reusing secondhand textbooks, involving private sector in the publication of textbooks and avoiding monopoly in distribution but promoting competition.

Since 1999/2000, free education system including the free textbook distribution was extended up to 5th grade all over the country. This increased the load in the distribution system.

Basic and Primary Education Project has also been giving emphasis on timely availability of textbooks. One of its main objectives is to educational standard in primary schools for which textbooks play an important role. Accordingly, the BPEP II Phase stressed that textbooks should reach the schools within two weeks of the start of the school session.

Since 1999/2000, Department of Education (DOE) was instituted to implement the policies taken by the Ministry of Education (MOE). Within this Department, a separate unit 'Educational Materials Production and Distribution' has been created that looks into textbooks distribution and monitoring. Other responsibilities of this unit are – to formulate policies related to development, production, distribution and promotion of effective use of standard educational materials for the quality education, to help related agencies in the collection and development of educational materials and to make available the educational materials and other assistance to District Education Office and schools. Curriculum Development Centre (CDC) of the Ministry of Education and Sports (MOES) shoulders the responsibility to evaluate and monitor the educational materials and practices, of which free distribution of textbooks is the main.

1.2. Systems of Free Distribution of Textbooks:

The CDC, on the decision of MOES, has implemented two types of system for the distribution of textbooks free of cost since fiscal year 2000-2001. These two systems are – coupon system and reimbursement system. The coupon system is implemented in 24 districts, mainly in the hills. The reimbursement system has been implemented in 42 districts. From the viewpoint of school coverage, reimbursement system covers nearly two-thirds of the school. In the previous year (1999-2000), all districts were served by one system, i.e., the coupon system. But this was changed in the following year in which two systems were followed. In other nine districts three other systems of textbooks distribution is followed. The other three systems of free textbook distribution that are experimented are- the Local Purchase Order, reuse of durable textbooks, and bulk distribution. Each system is piloted in three districts representing mountain, hill, and Terai regions. The LPO system is piloted in Jumla (mountain), Lamjung(hill), and Kailali(Terai) districts. Reuse of durable textbooks is experimented in Darchula(Mountain), kavre(hill), and Jhapa(Terai) districts. Similarly, bulk distribution system is in operation in Mustan(mountain), Surkhet(hill), and Chitawan(terai) districts. a brief description about the coupon and reimbursement system is presented below:

1.2.1. Coupon System:

Under this system, each school receives the coupon, which enables it to acquire books for, it is hoped all of its students. Except for grade 1, the coupon is provided based on the number of students appearing on the last examination of previous grade and number of repeaters. For grade one, coupon is provided according to the number of students admitted and demanded as necessary by school. Regional office of Sajha (co-operatives) provides coupons to District Education Offices for obtaining books from their stores. The District Education Offices provide these coupons to schools, which will purchase textbooks using

these coupons. Local agents collect the coupons and submit them to District Education Office for the payment. "Local agents" are Sajha retailers who exchange the schools' coupon for books and submit them to DEO.

1.2.2. Reimbursement System:

The Ministry of Education introduced the reimbursement system of free textbook distribution since 1992/1993. Under this system, parents purchase the books and submit their bills to school in which their children study. The schools will submit these bills to District Education Office, and get reimbursed in bulk. The schools will then reimburse the cost incurred by the parents in purchasing textbooks. The following problems were observed under this system of free textbook distribution:

- The reimbursement process was too long, and in some cases parents did not get the reimbursed money.
- Demand for the books started to decline in the lower grades.
- The fund invested by Curriculum Development Centre to Janak Education Materials Centre was insufficient to reimburse the cost of purchased books.
- The delayed of reimbursement in some district means that poorer families were not able to purchase books and sends their children to school. This encouraged parents to purchase the used books.
- There was also a difficulty in getting reliable data on students studying in a school.
- The books were not available in time in the schools. Even the retailers did not get full set of books, which made this system problematic.
- For poorer families it is difficult to purchase the books. The unavailability of full set of books at once means that they needed to go to market more than once.
- This system created "Blizzard of Paper work" and bureaucracy.

Because of the above problems, this reimbursement system, which involved parents purchasing the books earlier and the government reimbursing it later on, was not considered effective. Therefore JEM coupon scheme was introduced in national basis from July 1999. Moreover, MOES decided to use this system once again with certain modifications in the previous system 2000/01. CDC is now implementing this modified version of reimbursement system of free textbook distribution. This re-implementation of reimbursement system leads to various questions. To what extent parents have been reimbursed, and to what extent students have received books in time or not? Unless we do not have definite answers to these questions, further planning and modifications for making the system effective is not possible. Thus it is a regular task and responsibility of Department of Education (DOE/MOES) to understand these concerns. Accordingly, a study has been carried out to understand the problems associated with reimbursement system of (free) textbook distribution. In the meantime, DOE/MOES has decided to continue with this system, until the results of pilot distribution of free textbooks (Textbooks Provisioning Experiments) are available.

The following procedures are to be followed for the modified reimbursement system: (the modifications made are highlighted)

1. Students and parents should purchase books from Sajha publication or its authentic agents. While purchasing books, only white bills of Sajha Publication should be used for the Education Session of 2002.
2. Students and parents should ask reimbursement of the purchase of textbooks in the school. **The school should also immediately reimburse the cost using any funds of the schools. If the school lacks funds, it can get its funds from DEO prior to the time stipulated for disbursement of funds.** This prior payment will be deducted from the actual budget.
3. **District Education Office should immediately allocate money to the school's account once it receives bills for reimbursement.**
4. School should reimburse bills within Kartik (mid-Nov to mid Decm), and the person claiming reimbursement should get it within the same month. There will not be reimbursement after this month.
5. District Education Office should reimburse the bills for classes 2,3,4 and 5 based on the result sheet of class 1,2,3, and 4. For the class 1, reimbursement should be made on the number of students admitted based on their birth certificate. **Those not able to submit birth certificate can get the reimbursement upon the condition that they submit it within three months.**
6. The monitoring of whether students get textbooks as per the reimbursement. Upon inspecting if it turns out that students have not received the books according to the bills, or if students for whom reimbursements have been made are using used textbooks, the amount reimbursed for these cases will be deducted from next year's budget. The authorities will also be punished.
7. Students leaving the school (drop out) and the repeaters will not receive reimbursement.

1.3. Objectives:

The main objective is to do a quick assessment of the effectiveness of the reimbursement system for free textbook distribution. The following are the specific objectives of the programme:

- Identifying shortcomings of the distribution system implemented in the year 2000-2001.
- Identifying the status of reimbursement in the year 2000-2001.
- Finding out if students received the textbooks in time and if all the students received them

- Finding out about the satisfaction of the guardians with the reimbursement system (i.e., did they get complete reimbursement?)
- Disseminating the result of the study.

1.4. Methodology and the scope of works:

The existing Advisory and Monitoring Committee of the Textbook Provision Experiments was responsible for the study. The committee's work was facilitated by education materials development and distribution section of DOE.

The Committee selected 10 districts out of forty-two districts from different regions representing Terai and Hill (See Table 1 for the selected districts and sample size from different stakeholders). Among the ten districts selected 6 were from Hilly region (Ramechhap, Lalitpur, Panchthar, Pyuthan, Parbat, and Baitadi) and the remaining 4 were from Terai region (Saptari, Nawalparasi, Bara, and Bardia). Ten schools from each district representing different belt of the district was selected. DOE did the school selection. It also decided on what kinds of study tools was to be used for different stakeholders. Mostly questionnaire survey was used for the collection of data.

Two days orientation programme was organized at the central level for the fieldwork. School supervisors from different related schools participated in the programme. Consultants were responsible for conducting this orientation program for field staff. The field workers collected the data during May, June, and July 2001, the last three months of the academic year 2000/01. Besides, DEOs were asked to give summative report about the status of reimbursement system of free textbook distribution in a given format. The DEOs sent the information during February –May 2002.

The study was focused on different stakeholders and in collecting data from them. The stakeholders were:

- Schools
- Parents
- Distributors/sales agents
- DEOs, RPs
- Sajha

The type of information collected from guardians, Parents, head teachers, RPs/supervisors, and retailers are given in Annex 1-4. The types of information sought from DEOs and RPs are briefly described here.

The DEOs were asked about the number of adequacy of sales depots, roles played by them in order to give information to guardians/students about

reimbursement system of free textbook distribution, basis for giving reimbursement, bill submission frequency and dates for reimbursement by school including the number of schools not submitting bills in time and its causes, monitoring system and its frequency, amount of reimbursed and not reimbursed and its causes, time gap between session start and textbook availability , the problems faced under the reimbursement system and so on. Similarly, Regional/district chiefs of Sajha were asked about number of sales depots under their responsibility,, dates of receiving and distribution of textbooks to sales depots, basis of demanding textbooks, method of giving information to the retailers and DEO, monitoring system, distribution basis, direction given to the book sellers about the sales of textbooks, problems faced while receiving and distributing textbooks and suggestions for simple method of textbook distribution. The external consultant was hired to analyze the collected data from the field and write a report on agreed format. The consultant hired for this task prepared this report.

The details of the districts selected and the sample of study from different stakeholders is presented in the following table (Table 1).

Table 1: Sample size of different stakeholders of the 'reimbursement system' of free textbook distribution

Districts	Stakeholders						
	DEO	RP/Sup	HT	Guardian	Sajha	Book sellers	Total
1. Saptari	1	5	11	50	1	4	72
2. Ramechhap	1	3	10	50	-	4	68
3. Nawalparasi	1	4	10	50	1	4	70
4. Bara	1	4	9	50	-	4	68
5. Lalitpur	1	2	10	50	-	4	67
6. Panchathat	1	4	10	50	1	4	70
7. Pyuthan	1	4	10	50	1	4	70
8. Parbat	1	4	10	50	1	5	71
9. Bardia	1	4	10	50	-	4	69
10. Baitadi	1	2	5	25	-	2	35
TOTAL	10	36	95	475	5	39	660

Of these 10 districts, Ramachhap district did not send data related to reimbursement system. Because of this problem, data and information obtained from other nine districts were analyzed. To make some replacement, we analyzed the data contained in summative forms that are sent to DOE by the DEOs. Such forms obtained from nine districts other than those selected for sample study were analyzed as additional sample. The districts and the number of schools in these nine districts supplying summative forms (additional sample) are listed in Table 2.

Table 2: Districts from which (additional sample) summative forms were analyzed

Districts	Number of schools covered
Tehrathum	44
Rauthat	29
Sarlahi	36
Nuwakot	92
Kapilbastu	46
Baglung	20
Dailekh	26
Doti	49
Banke	20
Total	362

The summative form collected information about the number of monitored school, number of schools registered and present by grades, number of students without textbooks by grades and its causes, number of schools who received textbooks in a given period of time after the start of academic session, the way the books were received by the students, number of guardians who submitted and did to submit bills, number of guardians who received reimbursement, reason for not giving reimbursement, the problems faced by the school while providing books etc.

CHAPTER TWO

ANALYSIS OF RESULTS AND DISCUSSIONS

Introduction:

To examine the effectiveness of the reimbursement system of free textbook distribution in 2000-2001, opinions and information were collected from guardians, head teachers, District Education Offices (Officers), Supervisors/Resource Persons and Sajha Offices. This study was conducted in 9 districts using sample techniques and questionnaire survey. Apart from that collective information from District Educational Offices were also utilized. This analysis is based on the information so collected.

2.1. General features of the schools and students in relation to textbook distribution:

The information collected relates to number of pupils per guardian, method of provisioning books, and help provided by different actors of the free textbook distribution. The interview of guardians in 9 districts (total 417 guardians) revealed that there were 2.06 pupils in the sample schools to a guardian. The number of pupil per guardian varied from 1.56 to 2.57. The minimum was found in Bara and maximum in Lalitpur (Annex table 1.1).

Table 3: Ratio of pupils to a guardian

Grade	Number of pupils		
	Boy	Girl	Total
1	144	111	255
2	95	94	189
3	59	85	144
4	70	81	151
5	53	67	120
Total	421	438	859
No. Of Guardians	417		
Children (Avg.) per guardian	2.06		

Source: Annex table 1.1

2. 1.1 Method of textbook purchase:

In a multiple-response question on how the textbooks were provided to the students, majority of guardians (54.14 %) response was that they managed themselves to get the books. About 30 % responses were that school provided them the textbooks. About 16 % guardians reused old textbooks (Annex table 1.2). This response shows some limitation of the book distribution system. As a principle, schools are not supposed to provide the books themselves, but help in reimbursement of the cost incurred by the guardians. But as many as 30 % of the schools did so. In this regard the response of head teachers matches with the response of guardians.

About twenty-nine percent (23 of 80) of the head teachers reported that students received textbooks through school's purchasing and distribution program, and 66.28 % reported that they obtained it through purchase made by students and guardians themselves (Annex table 2.9). About 8 % head teachers did not respond to this question.

The information provided by District Education Officers about the status of 362 additional sample schools of nine districts show a slightly different picture on the method of providing books to children, even though it also reveals that about 10 % schools are purchasing books for distribution. These nine districts are additional sample than those selected for the sample study. The report submitted by 9 districts reveals that in more than 90 % cases students and guardians purchased textbooks. Only in about 10 % cases school itself purchased textbooks from its own funds. No school received advanced money from DEO for the purchase of textbooks (Table 4).

Table 4: Method of textbook purchase adopted in additional sample schools:

District Method of purchase	Terhathum (n=44)	Rautahat (n=29)	Sarlahi (n=36)	Nuwakot (n=92)	Kapilbastu (n=46)
School purchases taking advance from DEO	0	0	0	0	0
School itself purchases	0	0	6	4	7
Guardians purchase	44	29	30	88	39

District Method of purchase	Baglung (n=20)	Dailekh (n=26)	Doti (n=49)	Banke (n=20)	Total (n=362)
School purchases taking advance from DEO	0	0	0	0	0
School itself purchases	3	11	0	2	33 (9.12%)
Guardians purchase	17	15	49	18	329 (90.88%)

Source: Summative data from districts

2. 1.2 Whether the children have textbooks in full set or not?

Providing books in fullest is one of the main aims of the system as it plays an important role in the education of children. Moreover, it reduces a lot of hassles for guardians if all books are available at once. A large majority of guardians (78.11%) responded that they obtained their books in full set. Only 3.38 % of them expressed that they did not get textbooks in fullest. There was not much variation in the response across districts (Annex table 1.3). About 17 % guardians did not respond.

Those guardians who did not get textbooks in full set identified the following reasons in order of priority:

- Books not available in bookshops
- They lost the textbooks
- Full set of books not available in bookshops
- Purchase has not yet been made
- Complete set of books not available in school

2.1.3 Help in the distribution of textbook:

From the discussion of free textbook distribution through reimbursement system, it appears that there are many actors involved in this process. A question was asked to guardians on what has been the kind of help they were provided in facilitating the distribution of book. On this question the following response (Table 5) were obtained in order importance (indicated by the frequency of responses). The help from school that received highest frequency was that the school informed the guardians in time. This was followed by 'informed about sales depot', 'school distributed textbooks', 'school provided money' and 'arranged a meeting of guardians'. There was only one response that said that school did not provide any help. These responses clearly indicate that school has shouldered its responsibility to help guardians in informing about the availability of textbooks timely and in providing information about sales depot. In few cases school has also distributed textbooks and provided guardians money to buy books.

Table 5: Response of guardians on school's help

Type of Help	Frequency of Response
Informed timely	310
Informed about sales depot	128
School distributed text books	48
Providing money	21
Meeting of guardian	4
No help provided	1

Source: Annex table 1.4

Guardians' response on school's help is also matched by the head teachers' response on school's activities to help in effective distribution of books. Most importantly, they informed guardians and students about it. Some schools also distributed books by themselves. Schools also made consultations with bookstalls about providing textbooks and they also collected textbooks. Frequency of schools doing the later activities was very small (Table 6).

Table 6: Efforts made by school to make textbooks available to students

Efforts of the school	Frequency of response
Informing guardians	70
Informing students	58
Distributing textbooks	27
Consulting with distributors	1
Collection of old textbooks	1
No response	1

Source: Annex table 2.7

In the distribution of books, head teachers opined that DEO also provided help, mainly by providing written information to schools, mobilizing supervisors and RPs, and by calling meeting with head teachers. Only in one case, DEO also provided advance money for the purchase of textbooks. About six responses (of the 128 responses) indicated that they did not get any help from DEO (Table 7).

Table 7: Head teacher's response on help provided by District Education Office

Help from DEO	Frequency of response
Written information	49
Mobilizing supervisors/RP	42
Calling head teachers meeting	25
Providing advance money	1
No help at all	6
No response	5

Source: Annex table3.12

The main role played by RPs in free textbook distribution was to provide information, which is followed by overview of the program and organizing guardians meetings. Other roles were – helping in getting birth certificate and running workshop.

2.1.4 Starting of school sessions:

Information on the time when school sessions start is very important in providing books timely, i.e., before the start of the session. Therefore, question was also asked to head teachers as to when schools start in different districts.

Table 8: Starting of sessions in the schools (86 schools)

District Session*	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
1st half of Saun	2	9	7	-	2	-	2	2	7	31 (36.05%)
2nd half Saun	4	2	2	-	-	2	1	-	-	11 (12.79%)
1st half Bhadra	5	-	-	-	6	8	6	8	2	35 (40.70%)
2nd half Bhadra	-	-	-	5	2	-	-	-	-	7 (8.14%)
1st half Aswin	-	-	-	-	-	-	1	-	1	2 (2.33%)

*The Nepali months Saun refers to the second half of July and first half of August, Bhadra refers to second half of August and first half of September, and Aswin refer to the second half of September and first half of October.

Source: Annex table 2.1

Even though in total, most schools (40 %) start session from 1st half of Bhadra, quite a large number of schools (36 %) also start school in the 1st half of Saun (Table 8). There is some variation across the district. Some schools start their session as late as 1st half of Aswin. Because of this variation, it may be difficult to make arrangements for sending books to schools. But on the other hand if there is a system according to which schools start session according to some prescheduled date the differences in session starting time is also helpful in managing the delivery of books.

2.2 Students without textbooks

Based on the actual records of the schools in sampled nine districts on students admitted and students not having textbooks, the frequency of students not getting textbooks according to head teachers is slightly higher than 6 % (Table9). This problem is especially acute in grade 1, in which as much as 14 % students did not have textbooks. The problem is also different in different districts.

Table 9: Number of students who did not get textbooks by grade

District Grade	Nawalparasi		Saptari		Bara		Baitadi		Bardia	
	Admit	SWT	Admit	SWT	Admit	SWT	Admit	SWT	Admit	SWT
1	814	42	933	204	1105	112	331	96	1165	222
2	502	4	519	35	533	17	53	0	749	21
3	456	0	456	49	419	7	98	0	499	0
4	447	0	425	0	434	17	95	0	418	0
5	392	0	351	0	379	21	70	0	337	0
Total	2611	46	2684	288	2870	174	747	96	3168	243

Admit - Admitted student number. SWT – Students without textbooks

District Grade	Parbat		Pyuthan		Panchathar		Lalitpur		Total	
	Admit	SWT	Admit	SWT	Admit	SWT	Admit	SWT	Admit	SWT
1	521	45	543	86	575	86	574	15	6561	908 (13.84%)
2	237	0	285	18	288	9	307	1	3573	105 (2.95%)
3	214	0	233	15	280	9	278	0	2933	80 (2.73%)
4	228	0	255	5	259	0	235	0	2796	22 (0.79%)
5	193	0	180	3	255	0	204	0	2361	24 (1.02%)
Total	1393	45	1496	127	1657	104	1598	16	18224	1139 (6.25%)

Admit - Admitted student number. SWT – Students without textbooks

Source: Survey data

2.2.1 Students not receiving textbooks:

Based on the summary forms submitted by DEOs to DOE in nine districts (additional sample) it appears that 8.9 % students in all were found not having textbooks Table 10). About 11 % of grade 1 students, 7 % of grade two, 6 % of grade 3, 7 % of grade 4 and 9 % of grade 5 students did not have textbooks. In some districts this problem was acute. For example in Therathum, 47 % students did not have textbooks. Other districts with severe problem in terms of large number of students without textbooks include Rautahat (17 %), Dailekh (15 %) and Doti (14 %).

Table 10: Data about students who did not receive textbooks in additional sample districts

Grade	Terhathum (n=44)		Rautahat (n=29)		Sarlahi (n=36)		Nuwakot (n=92)		Kapilbastu (n=46)	
	SE	SWT	SE	SWT	SE	SWT	SE	SWT	SE	SWT
1	1527	760	2983	625	3315	331	4696	232	4451	339
2	890	383	1454	242	1729	24	2715	38	2820	128
3	812	333	1309	166	1597	41	2511	31	2380	54
4	875	419	1065	150	1402	16	2401	21	1911	72
5	799	402	884	130	1124	12	236	9	1663	9
Total	4903	2297 (46.87%)	7695	1313 (17.06%)	9165	424 (4.63%)	12559	331 (2.64%)	13225	602 (4.55%)

Grade	Baglung (n=20)		Dailekh (n=26)		Doti (n=49)		Banke (n=20)		Total (n=362)	
	SE	SWT	SE	SWT	SE	SWT	SE	SWT	SE	SWT
1	936	115	1141	318	1914	870	2151	198	33144	3788 (11.43)
2	516	6	593	48	1468	22	1393	56	13576	947 (6.98)
3	488	4	513	43	1275	17	1207	45	12092	734 (6.07)
4	552	6	496	35	1172	26	1046	0	10920	745 (6.82)
5	556	8	443	40	921	16	766	0	7392	626 (8.87)
Total	3048	139 (4.56%)	3186	484 (15.19%)	6750	951 (14.09%)	6563	299 (4.56%)	77124	6840 (8.87%)

n= number of schools; SE = students enrolled; SWT = Number of students not receiving textbooks.

Source: Summative data from districts

Similar question was asked to 86 head teachers of the nine sample districts. Out of 86, 67 (77.91%) reported that all students have textbooks, and remaining 19(22.09 %) do not have textbooks (Table 11).

Table 11: Availability of textbooks with all students as responded by head teachers

District Response	Newalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	11	8	7	4	6	8	6	9	8	67 (77.91%)
No	0	3	2	1	4	2	4	1	2	19 (22.09%)

Source: Survey data

Comparing the above two Tables (9,10), it appears that students not having textbooks at all range from 6 to 15 %.

A question might arise as to why such a large proportion of students did not have textbooks. One can also assume that there might not have been sufficient textbooks. On this question that was asked to 33 Resource Persons (RPs), 15 of them (45 %) said that textbooks were not adequate in schools and bookstores (Annex table 3.3). The reasons given included: 'economic reasons', 'late provisioning of textbooks', 'textbooks are not recognized important by guardians', 'guardians do not buy textbooks', 'textbooks are not in full set', and 'lack of birth certificate'.

From above response, it appears that textbooks supply was not adequate and systematic in the sense that they were not supplied in time and in full set.

2.3. Availability and Difficulty in obtaining textbooks:

2.3.1 visits to bookstall for purchasing books:

Those guardians who purchased books from bookstall, majority of them (51.1 %) reported that they made the purchase at once. About 28 % respondents or guardians reported that they visited bookstalls twice for purchasing books. About one fifth of the respondents made more than two visits to the bookstalls for the purchase (Annex table 1.5).

Distance to bookstall is also an important factor if guardians are supposed to purchase textbooks. This question was asked to head teachers. From the response of 86 head teachers, it is revealed that for about half of the school, the bookstalls are within one hour's distance. For about one-fourth schools, the bookstall was located within 2 hours' distance. About 13 % schools were within 3 hours distance from the bookstall. For 8 % schools, bookstalls were located at a distance of more than 4 hours (Annex table 2.4).

2.3.2 Adequacy of bookstall:

All of the DEOs except the one for Bardia reported that there is enough book selling depots. Majority (26 out of 33) of RPs reported that bookshops were enough (Annex table 3.3). The remaining RPs considered that bookshops were not sufficient.

2.3.3 Difficulties in obtaining books:

Of the total responses of 317 guardians, 53.6 % replied that they lacked money to purchase books, and 31 % reported that there is a lacking of textbooks in the shops. Only 5 % respondents reported that information about the availability of books was not provided in time. About 10 % of the respondents reported that they did not face any problem in getting textbooks (Annex table 1.11).

2.3.4 Receiving of textbooks in relation to school session:

From the response of head teachers, about one third of the schools get textbooks within 4 weeks of the school session (Table 12). About 27 % head teachers expressed that they receive textbooks within fifth and sixth weeks of time after the start of the session. An equal %age of them received books even later, after 6 weeks of the start of the session. Only about 15 % teachers expressed that they receive books within two weeks of the school session.

Table 12: After what interval of the start of school session the textbooks are received?

Time interval after school session	Frequency of response
Within two weeks	57 (15.0)
Within 4 weeks	117 (30.1)
Within 6 weeks	102 (26.9)
After 6 weeks	103 (27.1)
No response	5 (1.3)

Source: Annex table 2.3

The data provided by all schools in other nine districts (based on additional sample), corroborate the above response of the head teachers in sample study. The data show that only about 8.3% schools received textbooks within 15 days of the start of the session. About 36.2% schools reported that they received textbooks within one month after the school session; another 30% reported that they received books within two months of the session. One quarter of the schools received books after two months of the start of the session. This is especially a problem in some districts like Rautahat, Sarlahi and Nuwakot (Table 13).

On the other hand, 50% of DEOs (4) among the informed 8 respondents the schools after more than two weeks of the receipt of direction manual from the Curriculum Development Centre about reimbursement system. 3 of them informed the school within 2 weeks of the receipt of the manual, and 1 did so within 1 week. There was no response from 1 DEO.

Table 13: Period in which textbooks were received after the start of the session (the additional sample)

District Time interval	Terhathum (n=44)	Rautahat (n=29)	Sarlahi (n=36)	Nuwakot (n=92)	Kapilbastu (n=46)	Baglung (n=20)	Dailekh (n=26)	Doti (n=49)	Banke (n=20)	Total (n=362%)
Within 15 days	8	0	2	7	6	2	0	4	1	30 (8.29%)
Within one month	8	0	7	49	22	7	6	23	9	131 (36.19%)
Within two months	11	9	11	23	13	8	16	13	7	111 (30.66%)
After two months	17	20	16	13	5	3	4	9	3	90 (24.86%)

Source: Summative data from districts

The above analysis shows that textbooks reached to the schools from two weeks to 5 months of the beginnings of the session. In majority cases it reached after 2 months of the start of the session. But in all schools textbooks did reach.

The main problem in managing books was books were not available in time. Books not in full set followed this.

2.3.5 Type of books used by dropout and repeaters:

About 88% (29 of 33) RPs reported that dropouts and repeaters used old textbooks. Only 4 RPs reported that such students are using new textbooks (Annex table 3.11).

2.3.6 Time of textbook availability from JEMC

In the academic year 2000/2001 opinion of two district chiefs (Dang and Rajbiraj) and three regional chiefs (Bharatpur, Pokhara and Nepalgunj) were collected about the time when they receive textbooks.

Textbooks were received in different months in different districts and/or regional offices of Sajha (cooperatives). Nepalgunj regional office received the first lot in Baishakh (April-May), second lot in Ashad (June-July) and third lot in Bhadra (August-September). While Rajbiraj district office received both the first and second lots in Bhadra (August-September) and third lot in Kartik (October-November). Regional offices of Bharatpur and Pokhara received first lot in Ashadh (June-July) and third lot in Kartik (October-November), but second lot in Ashad and Bhadra respectively. District office of Dang did not respond in this regard. All chiefs of 5 offices got the textbooks as demanded, mostly in full set. Information about number of textbooks needed was received from the district education office. In Pokhara regional offices of Sajha, the demand was made according to previous year data.

Booksellers' response was also sought as to what is the basis on which they bring textbooks. This question and their responses are also important, as we noticed above that, as much as 45 % RPs considered that textbooks were not available in adequate numbers. Altogether 35 bookseller's opinion was collected from 9 sample districts. The number of booksellers in 9 different districts ranged from 2 to 5.

Majority of the booksellers (20 out of 35) used to bring the number of books according to their past experiences (Annex table 4.1). Very few (3 out of 35) get data on book required. Less than 30 % (10 out of 35) brought textbooks according to demand from the schools. One fifth of the booksellers got data from Sajha to decide the number of textbooks to purchase. Most booksellers (31 out of 35) got requested textbooks from Sajha. However, more than 11% booksellers could not get the textbook as requested (Annex table 4.2).

2.3.6 Information system about availability of books:

Most of the DEOs used more than one channel to inform the school about the availability of books. But most common method was issuing the directive to school. Another common method was meeting of RPs with head teachers.

All the districts and/or regional office of Sajha used to inform the education offices and dealers about the availability of textbooks in the office by telephone and by letters. Nepalgunj regional office used to send telegram to district education offices and Biratnagar published this information in newspaper. All DEOs were also informed about textbooks distributed to local agents except in Raajbiraj. Both the districts and regional offices had a monitoring system regarding whether the textbooks were given according to the rules and rates, set and about the stock of textbook and demand. Textbooks were given to dealers with deposit and or in cash. Nepalgunj had also used the loan system in delivering textbooks to dealers.

Most of local booksellers also had the system of informing guardians/students /teachers about the arrival of free textbooks. Majority of bookseller (23 out of 35) used the telephone and/or oral means of information passing system and some (7) booksellers pasted notice in their bookshops. Very few (less than 10%) booksellers gave information by writing letters (Annex table 4.7).

2.3.7 Monitoring of textbook distribution:

In all the districts, textbook distribution was monitored by DEOs. DEOs, section officers, RPs Supervisors and others were involved in monitoring. They monitored from 2-12 times depending upon the situation. Apart from the schools, even the booksellers, Sajha, guardians and students were monitored. In two districts (Prabat), they did not monitor because they did not have directives.

In 7 districts, Sajha informed about the availability of books. In 2 districts, it did not do so. Interview was taken with 33 RPs or school supervisors about the effectiveness of reimbursement system of free textbook distribution. These RPs supervised 714 schools in 9 districts. Most of them (30 out of 33) had inspected their schools. Seven of them had inspected the schools once, 9 of them inspected twice and 14 of them had inspected more than twice (Annex table 3.2).

2.4. Purchase and reimbursement system:

2.4.1 Submission of purchased bill to the school:

		at								
Number of bills submitted	2148	29	3243	20116	6239	1526	604	3278	3134	34078
Number of bills reimbursed	2107	29	463	19945	Not given	834	604	656	0	24,638 (72.30%)
Number of bills not reimbursed	41	0	2780	171	-	692	0	2622	3134	9,440 (27.70%)

Number of bills submitted in Kapilvastu is excluded

Source: Summative data from districts

The following reasons are given for non-reimbursement of the bills:

- Not receiving money from District Education Office
- Submission of bill after deadline
- No submission of proper bills
- Guardians not coming for reimbursement

Out of 665 schools, RP reported that, 644 schools have reimbursed the money to the guardians. Only 21 schools (about 4 %) did not reimburse the money to guardians. Guardians not reimbursed were from Nawalparasi and Parbat districts (Annex table 3.6). The main reason given was that bills were not submitted in time, followed by 'use of old books', 'no birth certificate', 'no money at DEO', 'no money in school', 'late bill submission', and 'no bank account of the school'.

2.4.3 Time period required for receiving payment:

To those guardians who submitted bills and received payments, a large majority (62.4 %) of those who responded was found to have received payments after four months of submission of bills to the school. Most of the guardians were from Bara, Pyuthan and Panchthar (Annex table 1.9). Only 12 % respondents reported that they received payment within one month of submission of the bills. Only 17 % guardians were of the opinion that they received payment within third and fourth months of bill submission (Table 15).

Table 15: Time required for reimbursement after bill submission

Payment received after bill submission	Total
--	-------

Within one month	21(12.13)
Within two months	15 (8.6)
Within four months	29 (16.7)
After four months	108 (62.4)
No response	66

Source: Annex table 1.9

Head teachers were also asked about the time required for reimbursement. More than half (54 % of those who responded) head teachers reported that bill was reimbursed within 2 months of bill submission (Table 16). Only 13 % of them said that reimbursement was done within one month. About 23 % reported that it took 4 months for this, and 9 % reported that it took more than 4 months. On the other hand, as stated above, a majority (62 %) of guardians responded that it took more than 4 months. District wise distribution of responses reveal that no one got reimbursement within one month in Bara, Pyuthan, Parbat and Panchthar (Annex table 2.10).

Table 16: Time required between bill submission and reimbursement (hedteachers)

Time required	Frequency of response
Within 1 month	10 (13.5)
Within 2 months	40 (54.0)
Within 4 months	17 (23.0)
More than 4 months	7 (9.4)
No response	12

Source: Annex table 2.10

It is the DEO that eventually provides money (after receipt of bills) to schools, which then pays to guardians. Accordingly questions were also asked to head teachers as to DEO's role in paying to schools. An overwhelmingly large majority reported that they got reimbursement only once from DEO. Only in 4 cases out of 81 cases, it was made in two installments (Annex table 2.11).

We saw from last discussion that schools also purchased textbooks. This might have required advanced money. Question was asked as to whether they have made requests for advanced money from DEO. Only in 9 of the 74 cases schools asked for advanced money from DEO for the purchase of books (Annex table 2.12). In other cases, no such demand was placed. The response of DEOs on advanced money was also sought. Eight of the nine DEOs informed that schools did not ask for advance money. Only in Bara school asked for advanced money. However, the number of schools doing so was not specified. The response of RPs was also similar. 32 out of 33 RPs considered that DEOs did not give advance money to schools for the purchase of textbooks (Annex table 3.10). Only 18 schools (out of 714) of Saptari district received advance money from DEO for the purchase of books.

The money obtained from DEO was returned to guardians in most of the cases (70 % of the cases). In other 30 % cases, this money was not returned to guardians (Annex table 3.13). In 75 % of the cases (schools) DEO did not monitor the free distributions of books. Only in 25 % cases (schools), monitored the distribution of books (Annex table 2.14).

2.4.4 Reasons for not receiving payments:

About 20 % of guardians, who reported that they did not get payment, indicated that 'not sanctioning of bill' was the major reason for not receiving payment. Other important reasons were: 'did not know about the system', 'school did not inform about the payment', 'no birth certificate', 'bill was from a shop in different district' and 'late submission of bill' (Annex table 1.10).

2.4.5 Problems in getting payments:

The major problem expressed by about fifty per cent (50.0%) of 287 guardian respondents (excluding 132 'no responses') was that it takes long time to receive payments (Table 17). This problem was particularly observed in Bara, Baitadi and Pyuthan (Annex table 1.13). As is seen above for an overwhelmingly large majority, it took more than four months to get payments. Who are the respondent giving this response in terms of income, distance to school, educational background, can not be answered from the survey. Similarly what are consequences of this late payment on parents, especially the poor, can also not be answered. But this late payment can be a critical factor for poor families. About 40 % of the respondents expressed that there are no problems in getting payments. These people probably are the high-income people who may not find it important to receive the payment (which might be small for them) sooner. Other problems have received very low frequencies, and thus may not be considered important.

Table 17: Problems in reimbursement expressed by guardians

Problems in getting payments	Frequency
Long time for payment	142 (49.5)
Lack of books in shops	20 (6.9)
Getting bills	3 (1.1)
Birth Certificate	5 (1.7)
No Problem	117 (40.8)
No Response	132

Source: Annex table 1.13

2.4.6 Basis for reimbursement:

Schools, according to head teachers who responded, asked for about 35 % of reimbursement for new students admitted in grade 1, and 35 % for old students in 2-5 grades and 30 % new students in the same grades. There was not much variation among the districts in this regard (Annex table 2.5)

Table 18: Basis of request for reimbursement of bills to schools submitted by guardians

Basis of request	Frequency of response
For new admitted students (grade 1)	50 (35 %)
Regular students (grade 2-5)	50 (35 %)
New admitted students (grade 2-5)	43 (30 %)
No response	30

Source: Annex table 2.5

DEO reimbursed the money to school mainly on the basis of birth certificate, mark sheet and bills. Other proofs used were transfer certificate, supervisor's consent and letter from RP.

Six of the nine DEOs (66%) informed that they reimbursed the money for class one based on birth certificate. The remaining reported that they did so based on admission record and on textbook purchase or on RPs recommendation. For class 2-5, the main basis was result (6 DEOs), bill (2 DEOs), and class monitoring by RPs (1 DEO). For new admission in 2-5 classes, the main basis was birth certificate (6 DEOs), followed by the bill (2 DEOs).

2.4.7 Birth certificate and book distribution:

About 43 % of the head teachers reported that they have distributed books even without having birth certificate. Only 57 % of them distributed books based on birth certificate (Annex table 2.6). Schools distributing books without birth certificate reasoned that they distributed only old textbooks and in case of new books, they obtained written assurances from guardians that they would produce birth certificate later on. A small number of schools did so by purchasing books from school funds and due to request from guardians. It is also interesting that a large number of schools did not respond to this question. It is often difficult for all guardians to obtain birth certificates. So some might have asked schools to admit their children even without birth certificates. However, a large majority of students were able to produce birth certificate for admission. About 50 students in total of 850 students did not have birth certificate (Annex table 3.7). Therefore, about 5 % students were admitted without birth certificate. For them it might be difficult to reimburse on the basis of birth certificate.

2.4.8 Types of bills received and time of submission:

About 70 % of the bills received in schools for reimbursement were Sajha bills. About 18 % of the bills were from booksellers. In 12 % of the cases (guardians), both bills (Sajha and booksellers) were submitted (Annex table 2.16).

DEOs reported that most of the schools submitted the bills for reimbursement from the last of Srawan (August) to first week of Kartik (third week of October). One school submitted bills as late as Jestha (May) of the next year. Most districts (7 out of 9) submitted bills twice. Bara district submitted bill for reimbursement only once and Baitadi several time.

According to DEOs about 16 % schools submitted bills later than the stipulated date. The main reason for late submission of bill was that guardians buy the books late. This was followed by 'late submission of all bills'

2.4.9 Sanctioning of money from DEO:

Money sanctioned was from about Rs 15 lakhs to Rs 40 lakhs. On average, it was about 20 lakhs for a district. In four districts, some money remained to be sanctioned. It ranged from Rs. 10,000 to Rs. 1,50,000. Late arrival of bills and not completing the process were the main reason for not sanctioning the money.

2.4.10. Funding for textbook purchase:

All RPs reported that all schools have asked for money for reimbursement. Nearly 85% (28 of 33) of RPs reported that DEO had sanctioned the money as per demand of the school. Only 5 RPs (15 %) reported that DEO did not sanction the money as per demand of the schools. The reasons given for not sanctioning money included: 'bills not submitted in time', 'Other than Sajha bills' were submitted', 'head teachers were reluctant', and 'there was no money in DEO'.

Money was sanctioned in most of the cases twice. Only in three cases it was sanctioned trice. In one case it was sanctioned many times.

2.4.11 Use of school funds:

According to the supervisors only 59 schools from 9 districts, mostly from Saptari and Bardia used their own funds to purchase books (Annex table 3.10). Altogether there were 714 schools supervised by 33 supervisors. Accordingly, more than 8 % schools used their own funds to purchase textbooks.

2.4.12 Responses on reimbursement system:

Of the total responses of 399 guardians (excluding no response cases), 47 % were that reimbursement system is an easier system (Table 19). But it seems that people are finding difficulties in this year (when survey was done) than the previous year. Nearly 42 % respondents expressed that the system was difficult

than the last year. This was particularly the case of Bara, Bardia, Pyuthan and Panchthar (Annex table 1.12). Only 11 % opined that it has become easier this year.

Table 19: Response on reimbursement system by guardians.

Response	Responses
Easy	186 (46.6)
As of last year	47 (11.8)
Difficult than last year	166 (41.6)
No Response	20

Source: Annex table 1.12

Majority of the head teachers (51%) seemed to like the reimbursement system, and 48 % liked the last year's system, which is coupon system. 63 % of the head teachers responded that reimbursement system is appropriate to make the reimbursement at the beginning of the school session. 37 % head teachers were of the opposite opinion.

Out of 33 RPs, 25 preferred reimbursement system (Annex table 3.14). Only 8 RPs considered better the one followed last year. Similarly a large majority of them (27), considered reimbursement as the effective system, followed by the coupon system.

Five DEOs considered reimbursement system the better system. 4 DEOs considered the coupon system the better one.

Majority of the booksellers (21 of 35) preferred the reimbursement system while the rest preferred last year system (Annex table 4.10).

2.4.13 Problems faced in distributing and receiving textbooks.

In this regard both Dang and Rajbiraj district offices of Sajha gave no response. Regional offices of Biratnagar and Pokhara considered the most serious problem the unavailability of free textbooks in time. The second important problem for them was transportation difficulties. But in Nepalgunj the problem severity was in reverse order, i.e. transportation difficulty, followed by not getting textbooks in time. DEO did not face any particular problems in reimbursement system.

The main problems identified by DEOs in reimbursement system were – some students did not get books, bills not submitted in time, book not available in time, and late arrival of budget.

More than 65% booksellers had problems of not getting textbooks in time and not in full set. A sizable number of booksellers (14 out of 35) had the problem of not

buying all requested books at once by the guardians/students. Such problems were felt in all the sample districts (Annex table 4.11).

Main problems faced in providing books to schools this year include:

- Late release of funds from the District Education Office
- Not getting textbooks in time
- Not submitting birth certificate
- Late reimbursement
- Negligence of guardians in textbook purchasing

5. Suggestions for Improvement:

Suggestions were sought from different agencies involved in free distribution of textbooks. Their suggestions varied, and were related to their spheres. For example, about 50 % of the guardians opined that textbooks should be distributed from the schools. A large majority of DEO and booksellers reported that books should be available on time and in full set. The suggestions of these agencies are summarized below (Table 20).

The other important suggestions of guardians include 'timely reimbursement', 'coupon system' and 'books in time and full set'.

Table 20: Suggestions for free textbook distribution system

Suggestions	Guardians	Head teachers	Book sellers
Distribution from school	133 (50.0)	17 (18.5)	-
Books on time/full set	24 (9.0)	29 (31.5)	14 (40.0%)
Timely reimbursement	64 (24.1)	-	-
Coupon system	45 (16.9)	9 (9.8)	8 (22.9%)
To take advice with guardians	-	3 (3.2)	-
Provide textbook to DEO	-	15 (16.3)	-
Management of transportation	-	4 (4.3)	9 (25.7%)
Provide textbook before the school session	-	15 (16.3)	-
Increase commission	-	-	5 (14.3%)
Give textbook in loan/credit	-	-	10 (28.6%)
Proper agents	-	-	5 (14.3%)

Source: Annex tables' 1.14,2.19 and 4.12

The suggestions provided by DEOs in order of importance are: 'providing textbooks at a time', providing textbooks direct to schools', providing textbooks to DEO' and providing textbooks before starting of the session'. There are also other minor suggestions, which also include reintroducing coupon system. The main suggestions to solve the problems given by DEOs were (in order of

importance) – timely submission of bills from parents, timely arrival of books, Sajha should be near, awareness, and agents should be properly selected.

Highest number of booksellers (14 out of 35) suggested getting textbooks in time in full set. More than 20% booksellers demanded loan system in textbook purchase, coupon system and efficient delivery of textbooks. Few booksellers (5 out of 35) suggested increasing commission and proper appointment of agents.

CHAPTER THREE

SUMMARY OF FINDINGS

The summary of the findings of the assessment of the effectiveness of the reimbursement system for free textbook distribution is presented below.

3.1: Guardian-student ratio:

There were 2.06 pupils to a guardian at the primary school level. The number of pupil per guardian varied from 1.56 to 2.57.

3.2: Provision of textbooks:

A majority of guardians (54.14 %) response was that they managed themselves to get the books. About 30 % responses were that school provided them the textbooks Twenty-nine percent of the head teachers reported that students received textbooks through school's purchasing and distribution program. DEO reported that 10 % schools are purchasing books for distribution.

A large majority of guardians (80 %) responded that they obtained their books in full set and schools helped them by giving information about the availability of books and about bookstall.

3.3 Students not having textbooks:

It appears from different sources that students not having textbooks at all range from 6 to 14 %.

3.4: Sufficiency of textbooks and bookstalls:

Forty five percent of RPs said that textbooks were not adequate in schools and bookstores, and another problem being that textbooks are not available in fullest and in time. A large majority RPs reported that bookshops were enough. About 20 % RPs considered that bookshops were not sufficient.

3.5: Book purchase:

Just over half of the guardians (51.1 %) purchased books at once. About 28 % respondents or guardians reported that they visited bookstalls twice for purchasing books. About 7 % schools used their own funds to purchase textbooks.

3.6 Distance to bookstall:

For about half of the school, the bookstalls are within one hour's distance. For about one-fourth schools, the bookstall was located within 2 hours' distance. About 13 % schools were within 3 hours distance from the bookstall. For 8 % schools, bookstalls were located at a distance of more than 4 hours

3.7 Problems of guardians in relation to reimbursement system:

Majority of guardians (53.6 %) replied that they lacked money to purchase books, and 31 % reported that there is a lacking of textbooks in the shops. Only 5 % respondents reported that information about the availability of books was not provided in time. About 10 % of the respondents reported that they did not face any problem in getting textbooks.

3.8: Availability of books in relation to school session:

Textbooks were received in different months in different districts and/or regional offices of Sajha publication. Textbooks were received in school from Baisakh (Mid April) to as late as Aswin (first half of October) – a range of 6 months.

Textbooks reached to the schools from two weeks to 5 months of the beginnings of the session. In majority cases it reached after 2 months of the start of the session. But in all schools textbooks did reach.

More than 65% booksellers had problems of not getting textbooks in time and not in full set.

3.9: Dropout and repeater's use of books:

Most dropouts and repeaters used old textbooks. Only 4 RPs (12 %) reported that such students are using new textbooks.

3.10: Basis of bringing books by booksellers:

Majority of the booksellers used to bring the number of books according to their past experiences. Very few (3 out of 35) get data on book required.

3.11: Submission of bills:

About 80 % of the respondents (guardians) who purchased books reported that they submitted purchase bills to their respective schools for reimbursement. Only about One-fifth of the respondents who purchased books did not make such submissions. There was a considerable variation in the response across districts. The range is from 5 % to 69 %. Reasons for not submission include: 'late recognition of school', 'failed in the school', 'lost bills', 'late in purchasing books', 'did not know that bill needs to be submitted', 'they did not have birth certificate', 'no full set of books was available', and 'school distributed books'.

3.12: Information system:

Most of the DEOs used more than one channel to inform the school about the availability of books. But most common method was issuing the directive to school.

Sajha informed the education offices and dealers about the availability of textbooks in the office by telephone and by letters

3.13: Extent of reimbursement:

About 80 % guardians reported that they received payments on purchase bills they submitted to school. About 20 % guardians did not get payment on their bills. This 20 % defaulting should be considered seriously.

Additional sample of nine districts reveal that 28 % of bills were not reimbursed. The reasons being:

- Not receiving money from District Education Office
- Submission of bill after deadline
- No submission of proper bills
- Guardians not coming for reimbursement
- No birth certificate
- Use of old books

3.14: Duration for receiving reimbursement:

A large majority (62.4 %) of guardians was found to have received payments after four months of submission of bills to the school. More than half (54 %) head teachers reported that bill was reimbursed within 2 months of bill submission.

An overwhelmingly large majority reported that they got reimbursement only once from DEO. Only in 4 cases out of 81 cases, it was made in two installments. Very few schools asked money for reimbursement.

For most guardians, long time to receive reimbursed money was the main problem.

3.15 Schools asking reimbursement:

Schools, according to head teachers, asked for about 35 % of reimbursement for new students admitted in grade 1, 65 % for students in 2-5 grades (35 %for old students and 30% for new students).

3.16 : Distribution of books without birth certificate.

About 53 % of the head teachers reported that they have distributed books even without having birth certificate. The main reason for this was that parents assured to provide birth certificate.

3.17: Response on reimbursement system:

Even though 47 % parents found reimbursement system easier, about 42% feel that it has become difficult than last year. 51 % head teachers seemed to like the reimbursement system

3.18: Problems in providing books to schools:

- Late release of funds from the District Education Office
- Not getting textbooks in time
- Not submitting birth certificate
- Late reimbursement
- Negligence of guardians in textbook purchasing

3.19: Suggestions for improvement:

Suggestions from different agencies varied, and were related to their spheres. About 50 % of the guardian respondents opined that textbooks should be distributed from the schools. A large majority of DEO and booksellers reported that books should be available on time and in full set. The other important suggestions of guardians include 'timely reimbursement'.

CHAPTER FOUR

CONCLUSION AND RECOMMENDATION

It is seen from the study that this system created many problems, especially for guardians for obtaining books. Particularly, these shortcomings mainly affected poor and the poorest of the poor. Accordingly, reimbursement system has not helped to fulfill the basic aim of providing textbooks and making primary education free. The following shortcomings have considerable impact on the system's effectiveness against the objective of free textbook distribution. Therefore, it is suggested that this system should be scrapped and in its place another alternative method must be found. If this system is to be continued, some measures to overcome the following shortcomings should be implemented.

a. About half parents purchase books and schools need to involve in purchasing books. The findings of the study reveal that about 54 % of the guardians managed themselves to purchase books and then claim reimbursement. This is not the intention of the system. In reimbursement system, all guardians have to purchase the books and ask for reimbursement. Moreover, schools are not supposed to buy books even though most of them have done so from school's funds and number of schools asking for advance money for book purchase is very small. About 30 % schools were found to purchase books and then distribute them to guardians. The schools role in reimbursement system is to facilitate reimbursement.

b. About 20 % guardians did not submit bills: This shows that 20 % of guardians who bought textbooks did not get reimbursement, and this is again against the principle of free textbook distribution. From the survey it is not clear who these 20 % guardians are. If they belong to poor group, then certainly the system has not served its purpose. In most likelihood, these 20 % parents are those who are illiterate and do not have contacts with schools and those who do not know the systems of bills and reimbursement. Reasons for not submitting the bills include – 'late in purchasing books', 'bill lost', 'did not know the system'.

c. About 20 –28 % parents did not receive reimbursement on submitted bills: Because of reasons like 'not proper bills', 'delay in submission', 'lack of birth certificate' and the like, 20 % guardians said, they did not get reimbursement on submitted bills. According to additional forms from DEO, 23 % bills were not reimbursed. **Also considering the parents who did not submit bills, total proportion of parents who did not get reimbursement comes to about 36 % to 42 %, which is quite high.** The survey again does not indicate who the parents are who did not receive reimbursement on submitted bills. If they are mainly from poor and illiterate group – in most likelihood, they are the ones – the reimbursement system is not serving the goal of providing free textbooks for basic education.

d. *Delayed reimbursement*: This was a serious problem according to all actors in reimbursement system. A large majority of guardians (63 %) claimed that it took more than four months to receive reimbursement. Most head teachers were of the opinion that it takes at least two months for reimbursement. This delay in reimbursement is certainly a problem for the poor and poorest of the poor. If the reimbursement system intends to help them most, then this has not been done.

e. *Problems of parents in reimbursement system*: This system entails that parents should purchase book first. But slightly more than half the guardians said that they did not have money for the purchase of books. This means that a large majority of guardians might have taken loan for purchase of books. The delayed reimbursement must have made the matter worse as guardians who have borrowed money might have to return loan with heavy interest amount.

f. *Significant proportion of students did not have textbooks*: From 6-14 % of students (depending upon source of information) did not have textbook at all. In addition to various difficulties, there are a significant numbers of students who could not purchase books at all.

g. *Delayed availability of books*: This may not be directly related to reimbursement system, but the information channels and system followed to inform about the availability of books and the distribution from central agencies are not properly managed to make the book available in time.

Annex 1

Free Book Monitoring Study Form Opinion From Guardians (Form1)

Table 1.1 Number of children of sample guardians in school

District Grade	Nawalparasi			Saptari			Bara			Baitadi			Bardia			Parbat			Pyuthan			Panchth	
	B	G	T	B	G	T	B	G	T	B	G	T	B	G	T	B	G	T	B	G	T	B	G
1	18	10	28	13	7	20	11	1	12	7	9	16	21	15	36	14	15	29	18	18	36	22	10
2	11	11	22	12	6	18	12	8	20	6	2	8	11	10	21	9	15	24	13	10	23	12	17
3	10	10	20	6	15	21	3	10	13	2	4	6	10	15	25	7	2	9	7	9	16	10	12
4	5	7	12	8	9	17	7	8	15	6	3	9	16	9	25	6	8	14	4	10	14	5	14
5	4	8	12	6	9	15	13	5	18	6	0	6	7	10	17	2	15	17	7	4	11	5	6
Total	48	46	94	45	46	91	46	32	78	27	18	45	65	59	124	38	55	93	49	51	100	54	59
No. of Guardians	48			50			50			25			48			50			50			49	
Children (Avg)	1.96			1.82			1.56			1.80			2.67			1.86			2			2.31	

Table 1.2 Textbook provision made to students

District Provision	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Pan
School	39	32	6	3	35	6	5	18
Self	38	31	55	25	27	77	53	78
Reused	8	21	9	8	40	4	21	5
Not purchased	-	-	-	-	-	-	-	-
Total	85	84	70	36	102	87	79	101

Table 1.3 Whether the children have textbooks in full set or not?

District/ Condition	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Are in full set	88	73	66	28	96	77	66	97	80
Not in full set	3	5	0	3	6	5	4	1	2
No Response	3	13	12	14	22	11	30	3	39

If not in full set why?

District/ Reason	Nawalparasi	Saptari	Baitadi	Parbat	Pyuthan
Some are reused				3	
Books not available in shops				1	5

Complete set not available in school									1
Still to buy	1		2		1				
Full set not available in shop	1		3		1				
Lost					4				

Table 1.4 Type of help provided by school to the guardian in order to get textbooks for their children

District/ Type of Help	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Informed Timely	25	30	47	24	27	44	38	40	35
Providing money	-	5	2	-	7	-	-	7	-
Informed about sales depot	8	14	17	21	15	27	10	15	1
School distributed text books	21	-	1	-	-	5	1	4	16
Meeting of guardian	-	-	-	-	-	-	-	-	4
No help provided	1	-	-	-	-	-	-	-	-

Table 1.5 If purchased from book stall / shop, the number of visits made

District/ Times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Once	16	12	19	13	12	19	28	12	6
Twice	5	4	17	4	7	14	10	14	1
More than that	7	7	3	1	6	10	4	17	-

Table 1.6 Was the purchase bill submitted in school ?

District Submission	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Yes	21	22	37	17	25	40	33	40	4
No	21	13	3	2	2	3	4	5	9
Total	42	35	40	19	27	43	37	45	13

Table 1.7 If bill not submitted, why?

District/ Reason	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Did't have to buy	22	7	3	2			1	1	

Lost bill				1				1
Failed				1		1		
Late to buy books	1	1						
No full set available		1						
Didn't know		2						
No birth certificate							1	
Late recognition of school						1		5
School distributed								
Others		1				1		

Table 1.8 Was the payment of submitted bills received?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar
Yes	18	22	32	4	22	35	24	29
No	3	0	4	13	3	4	9	11
No Response	0	0	1	0	0	1	0	0

Table 1.9 If Yes, when was the bill paid after submission?

District/ Payment received	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan
Within one month		9			2	8	1
Within two months		7			1	5	
Within four months	4				4	15	
After four months	11	5	33	4	4	9	22
No response	6	1	4	13	14	3	10

Table 1.10 Why didn't you receive the payment?

District/ Reason	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar
School has not informed						3	1	
No Birth Certificate						1		
Bill from different district							1	
Bill not sanctioned			2	12				5
Don't know							2	4
Late submission					1			
No Response	3		2	1	2		5	2

Table 1.11 What were the problems you faced in getting textbooks?

District/ Reason	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar
Lack of money	15	17	37	6	24	7	32	2
Untimely	1	1	2	1	1	2	1	6

information								
Lack of books	7	5	13	5	11	24	8	2
No problem	14	7	2				8	2

Table 1.12 How do you find the reimbursement system?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Pa
Easy	28	31	12	16	8	38	15	1
As of last year	4	5	10	0	8	2	8	6
Difficult than last year	12	9	27	9	28	9	26	3
No Response	4	5	1	0	4	1	1	0

Table 1.13 What problems have you encountered in getting the payment?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Pa
Long time for payment	11	4	37	23	10	11	28	1
Lack of books in shops			5		3	7	5	
Getting bills	3							
Birth Certificate						3	2	
No Problem	22	18		2	25	21	11	5
No Response	12	28	8		12	8	4	2

Table 1.14 What do you suggest on this context?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Pa
Distribution from school	20	13	2	7	17	21	28	1
Books on time	2	3	1	5	6	4	3	
Timely reimbursement	3	5	25	20	1	6	4	4
Coupon system			20		15		1	9

Annex 2

Free Textbook Monitoring/ Study Form For School Headteacher (Form no. 2)

Table 2.1: Academic session start by district

District Session Start	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
1st half of Saun	2	9	7		2		2	2	7	22
2nd half of Saun	4	2	2			2	1			11
1st half of Bhadra	5				6	8	6	8	2	35
2nd half of Bhadra				5	2					7
1st half of Ashwin							1		1	2

Table 2.2: Do all the students have textbooks?

Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	11	8	7	4	6	8	6	9	8	67
No	0	3	2	1	4	2	4	1	2	19

If yes, is it new or old?

Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
New	3		1				3		4	11
Old		2			1		1			4
Both	8	8	7	3	9	10	6	10	6	67
No Response		1	1	2						4

Table 2.2.1: Number of students without textbooks

No. of Stds.	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
1	42	204	132	96	222	45	86	90	15	932
2	4	35	17	-	21	-	13	9	1	100
3	-	49	7	-	-	-	15	9	-	80

4	-	-	17	-	-	-	5	-	-	22
5	-	-	21	-	-	-	3	-	-	24

Table 2.3: After what interval of the school session started did you receive textbooks?

District Time Interval	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Within 2 weeks	26	13	-	-	5	12	6	-	25	87
Within 4 weeks	7	9	10	10	6	20	18	17	20	117
Within 6 weeks	15	11	4	10	22	15	3	17	5	102
After 6 weeks	7	16	31	-	17	1	15	16	-	103
No response	-	5	-	-	-	-	-	-	-	5

Table 2.4: Time required reaching the bookstall from the school.

District Time Interval	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Within 1 hour	7	10	5	1	2	4	3	4	6	42
Within 2 hours	2	1	2	3	5	3	1	3	1	21
Within 3 hours	-	-	2	1	2	3	2	1	-	11
Within 4 hours	2	-	-	-	-	-	1	-	1	4
More than 4 hrs	-	-	-	-	-	-	3	2	2	7
No Response	-	-	-	-	1	-	-	-	-	1

Table 2.5: Basis of request for reimbursement of bills by the guardians

Basis of Request	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Pan
For new admitted (Grd1)	7	7	1	2	1	10	9	6
Regular Students (2-5)	7	7	-	4	3	9	9	6
New admitted (2-5)	6	8	-	4	3	8	3	6
No Response	3	2	8	-	6	1	2	5

Table 2.6: Were textbooks distributed to those who had no birth certificate?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Te
Yes	3	5	2	5	4	4	5	1	5	34
No	7	5	7	-	5	6	3	8	5	46
No Response	1	1	-	-	1	-	1	1	-	5

If yes, how was it distributed?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Te
Fund of school	-	-	-	-	2	-	-	-	1	3
Assurance letters	4	-	1	2	2	-	1	-	5	19
Old books distn.	1	5	1	-	1	3	2	2	1	16
Parents purchase	-	-	-	-	-	1	-	-	1	2
Admission basis	-	-	1	1	-	-	-	-	-	2
Reading properly	-	-	-	1	-	-	1	-	-	2
No Response	6	6	6	1	5	6	6	8	3	47

Table 2.7: Efforts made by schools to make textbooks available to students

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panc
Informing guardians	8	9	9	5	8	10	7	9
Informing students	7	8	9	4	8	8	4	6
Distributing textbooks	4	1	1	3	2	1	1	5
Consulting distributors	1	-	-	-	-	-	-	-

Collecting old books	1	-	-	-	-	-	-	-	-
No response	-	2	-	-	-	-	-	-	-

Table 2.8: Help provided by District Education Office

District Type of help	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Written Information	8	8	6	4	7	4	1	6	4
Mobilizing Supervisor/RP	8	7	5	1	6	2	8	1	4
Calling HT meeting	3	6	1	-	4	8	2	-	1
Provide advance	-	-	-	-	-	-	-	-	1
Nothing	-	1	2	-	-	-	-	2	1
No Response	-	-	-	1	1	-	-	1	2

Table 2.9: Receiving of textbooks by the students in the year

District Received mode	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Purchase and distn. by school	3	4	2	1	2	2	-	-	9	23
Purchase by guardians	5	7	7	4	8	8	10	8	-	57
No Response	3	-	-	-	-	-	-	2	1	6

Table 2.10: Duration of time between bill submission and reimbursement

Districts Duration	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Within 1 month	1	2	-	3	3	-	-	-	1	10
Within 2 months	7	1	6	2	7	4	3	3	7	40
Within 4 months	3	3	3	-	-	3	2	3	-	17
More than that	-	2	-	-	-	3	2	-	-	7
No response	-	3	-	-	-	-	3	4	2	12

Table 2.11: Number of times DEC reimbursed/gave money

District No. of times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Once	10	9	8	4	9	10	10	5	8	73
Twice	1	-	1	-	1	-	-	1	1	4
More than twice	-	-	-	-	-	-	-	-	-	-
No response	-	2	-	1	-	-	-	4	1	8

Table 2.12: Demand for advance money

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	-	1	2	-	1	-	3	-	2	9
No	9	8	7	5	7	10	5	10	4	65
No response	2	2	-	-	2	-	2	-	4	12

Table 2.13: Was the money received from DEO returned to guardians?

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	6	9	8	2	9	6	3	6	2	51
No	5	1	1	3	-	3	7	1	1	22
No response	-	2	-	-	1	1	-	3	7	14

Table 2.14: Did DEO monitor free textbook distribution?

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	7	7	7	1	6	6	3	5	7	49
No	4	1	2	4	1	4	5	5	2	28
No response	-	3	-	-	3	-	2	-	1	8

Table 2.15: Have the dropouts and repeaters purchased new books?

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	1	-	1	1	2	2	4	4	3	18
No	9	8	7	4	7	8	4	6	1	54
No response	1	3	1	-	1	-	2	-	6	14

If yes, is it reimbursed?

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	2	-	1	-	1	-	1	-	-	5
No	3	6	6	5	3	8	6	6	4	47
No response	6	5	2	-	6	2	3	4	6	34

Table 2.16: Types of bill received for reimbursement

District Bills from:	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Sajha	10	6	8	5	7	9	7	-	5	57
Bookseller	-	2	-	-	-	-	3	6	4	15
Both	-	2	1	-	3	1	-	3	-	10
Any other	-	-	-	-	-	-	-	-	-	-
No response	1	1	-	-	-	-	-	1	2	4

Table 2.17: Which system of textbook distribution do you find appropriate?

District System	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Last years	2	4	7	-	7	3	5	7	6
Reimbursement	9	6	2	5	3	7	5	3	4
No response	-	1	-	-	-	-	-	-	-

Table 2.18: Is the reimbursement appropriate for getting reimbursed at the beginning of the session?

District Demand	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur	Total
Yes	11	3	3	5	5	6	5	4	7	49
No	-	5	5	-	5	3	4	6	3	31
No response	-	1	1	-	-	1	1	-	-	4

Table 2.19: Suggestions to make textbooks distribution appropriate

District Suggestions	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Parbat	Pyuthan	Panchthar	Lalitpur
Provide textbooks to schools	1	1	2	-	-	2	7	3	1
Give all textbook at a time	5	3	2	4	7	2	2	2	2
Take advice from guardians	-	-	-	-	-	2	1	-	-

Provide textbook through DEO	2	2	2	-	1	2	2	3	1
Management of transportation	-	-	-	-	-	3	-	1	-
Provide textbooks before session starts	3	4	-	1	-	2	-	1	4
Coupon system	-	1	3	-	4	-	-	1	-
Last year's system	-	2	-	-	-	-	-	1	2
No response	1	-	-	-	-	1	-	-	-

Annex 3
Free textbook Monitoring Study Form For Resource Person/ Supervisor
(Form 3)

Table 3.1: Number of primary school assigned to Resource Person /Supervisor

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	108	112	65	26	86	172	10	81	54

Table 3.2: Inspection of schools in this term

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	2	4	4	1	2	4
No	-	-	-	-	-	-	1	2	-

If yes, how many times?

District No of times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Once	-	-	-	-	-	4	-	2	1
Twice	2	-	2	2	-	-	1	-	2
More than that	2	5	2	-	4	-	-	-	1

Table 3.3: Availability of free textbooks in their work area

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	3	-	3	1	4	2	-	3	2
No	1	5	1	1	-	2	2	1	2

If No, why?

District No of times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Financial reason	1	1	1	1	-	1	-	-	1
Late provision of textbooks	-	3	-	-	-	1	-	-	1
Not recognized	-	-	-	-	-	-	-	1	-
Most border guardians do not buy	1	2	-	1	-	-	-	-	-
Books not in set	-	2	-	-	-	-	-	-	-
Birth certificate	-	1	-	-	-	1-	-	-	-

Table 3.4: Have the schools asked for money for reimbursement?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	2	4	4	2	4	4
No	-	-	-	-	-	-	-	-	-

Table 3.5: Have the money been sanctioned from DEO as per demand?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	3	4	4	2	2	3	2	4	4
No	1	1	-	-	2	1	-	-	-

If No, why?

District Reasons	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No money in DEO	1	-	-	-	-	-	-	-	-
Head teacher reluctant	1	-	-	-	-	-	-	-	-
Bills other than Sajha	-	1	-	-	-	-	-	-	-
Bills not in time	-	1	-	-	2	1	-	-	-
Late textbooks	-	-	-	-	2	1	-	-	-

Table 3.6: How many schools have reimbursed the guardians?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Reimbursed	96	62	65	9	85	172	10	76	69
Not reimbursed	12	-	-	2	1	-	-	5	1

If not reimbursed, why?

District Reasons	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Use of old books	-	-	-	-	-	-	-	-	1
Bill not submitted	1	1	-	-	-	-	-	1	-
No birth certificate	-	-	-	-	-	-	-	1	-
No money at DEO	1	-	-	-	-	-	-	-	-
No money in school	1	-	-	-	-	-	-	-	-
Late bill sanction	1	1	-	-	1	-	-	-	-
No bank account(school)	-	-	-	1	-	-	-	-	-

Table 3.7: How many schools have admitted on the basis of birth certificate?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
With B.C	108	89	43	20	86	112	37	76	65
Without B.C	-	14	-	8	-	20	-	3	5

Table 3.8: On what basis did DEO reimburse?

District Basis	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Birth certificate	1	3	2	-	-	4	2	4	4
Mark sheet	2	1	1	1	1	2	2	4	4
Supervisors OK	-	-	-	-	-	-	-	-	2
Transfer certificate	-	-	1	-	-	1	1	4	2
Bill	2	5	2	2	4	3	-	-	-
Letter from RP	2	-	-	-	2	1	-	-	-

Table 3.9: Were the bookshops enough?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	1	3	3	1	3	2
No	-	-	-	1	1	1	1	1	2

Table 3.10: How many schools distributed books with the money from the school fund?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	8	30	2	-	18	-	-	1	-

Table 3.11: Did the DEO give advance to the school?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	-	1	-	-	-	-	-	-	-
No	4	4	4	2	4	4	2	4	4

If yes, to how many schools?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	-	18	-	-	-	-	-	-	-

Table 3.12: What types the books were the dropouts using?

District Book type	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
New	-	-	1	-	-	3	-	-	-
Old	3	5	3	2	4	3	2	3	4

Table 3.13: What role did you play in free textbook management?

District Role played	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Help in getting birth certificate	1	1	-	-	-	-	-	-	-
Guardian meet	3	5	3	-	-	1	1	-	2
Inform schools	4	5	3	1	3	3	2	1	3
Overview	2	2	2	2	4	4	1	-	-
Running workshops	-	-	-	1	-	-	-	-	-
Nothing	-	-	-	-	-	-	-	3	-

Table 3.14: Which textbook distribution do you prefer?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutrh
Last year's	-	-	1	-	-	1	2	2	2
Reimbursement	4	5	3	2	4	3	-	2	2

Table 3.15: Which distribution do you find effective?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutrh
Reimbursement	4	5	3	2	4	3	-	4	2
Distribution from school	-	-	-	-	-	-	-	-	1
Coupon system	-	-	-	-	-	-	1	-	-
Others	-	-	1	-	-	1	1	-	1

Annex 3
Free textbook Monitoring Study Form For Resource Person/ Supervisor
(Form 3)

Table 3.1: Number of primary school assigned to Resource Person /Supervisor

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	108	112	65	26	86	172	10	81	54

Table 3.2: Inspection of schools in this term

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	2	4	4	1	2	4
No	-	-	-	-	-	-	1	2	-

If yes, how many times?

District No of times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Once	-	-	-	-	-	4	-	2	1
Twice	2	-	2	2	-	-	1	-	2
More than that	2	5	2	-	4	-	-	-	1

Table 3.3: Availability of free textbooks in their work area

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	3	-	3	1	4	2	-	3	2
No	1	5	1	1	-	2	2	1	2

If No, why?

District No of times	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Financial reason	1	1	1	1	-	1	-	-	1
Late provision of textbooks	-	3	-	-	-	1	-	-	1
Not recognized	-	-	-	-	-	-	-	1	-
Most border guardians do not buy	1	2	-	1	-	-	-	-	-
Books not in set	-	2	-	-	-	-	-	-	-
Birth certificate	-	1	-	-	-	1-	-	-	-

Table 3.4: Have the schools asked for money for reimbursement?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	2	4	4	2	4	4
No	-	-	-	-	-	-	-	-	-

Table 3.5: Have the money been sanctioned from DEO as per demand?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	3	4	4	2	2	3	2	4	4
No	1	1	-	-	2	1	-	-	-

If No, why?

District Reasons	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No money in DEO	1	-	-	-	-	-	-	-	-
Head teacher reluctant	1	-	-	-	-	-	-	-	-
Bills other than Sajha	-	1	-	-	-	-	-	-	-
Bills not in time	-	1	-	-	2	1	-	-	-
Late textbooks	-	-	-	-	2	1	-	-	-

Table 3.6: How many schools have reimbursed the guardians?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Reimbursed	96	62	65	9	85	172	10	76	69
Not reimbursed	12	-	-	2	1	-	-	5	1

If not reimbursed, why?

District Reasons	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Use of old books	-	-	-	-	-	-	-	-	1
Bill not submitted	1	1	-	-	-	-	-	1	-
No birth certificate	-	-	-	-	-	-	-	1	-
No money at DEO	1	-	-	-	-	-	-	-	-
No money in school	1	-	-	-	-	-	-	-	-
Late bill sanction	1	1	-	-	1	-	-	-	-
No bank account(school)	-	-	-	1	-	-	-	-	-

Table 3.7: How many schools have admitted on the basis of birth certificate?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
With B.C	108	89	43	20	86	112	37	76	65
Without B.C	-	14	-	8	-	20	-	3	5

Table 3.8: On what basis did DEO reimburse?

District Basis	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Birth certificate	1	3	2	-	-	4	2	4	4
Mark sheet	2	1	1	1	1	2	2	4	4
Supervisors OK	-	-	-	-	-	-	-	-	2
Transfer certificate	-	-	1	-	-	1	1	4	2
Bill	2	5	2	2	4	3	-	-	-
Letter from RP	2	-	-	-	2	1	-	-	-

Table 3.9: Were the bookshops enough?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	4	5	4	1	3	3	1	3	2
No	-	-	-	1	1	1	1	1	2

Table 3.10: How many schools distributed books with the money from the school fund?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	8	30	2	-	18	-	-	1	-

Table 3.11: Did the DEO give advance to the school?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Yes	-	1	-	-	-	-	-	-	-
No	4	4	4	2	4	4	2	4	4

If yes, to how many schools?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
No of schools	-	18	-	-	-	-	-	-	-

Table 3.12: What types the books were the dropouts using?

District Book type	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
New	-	-	1	-	-	3	-	-	-
Old	3	5	3	2	4	3	2	3	4

Table 3.13: What role did you play in free textbook management?

District Role played	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutha
Help in getting birth certificate	1	1	-	-	-	-	-	-	-
Guardian meet	3	5	3	-	-	1	1	-	2
Inform schools	4	5	3	1	3	3	2	1	3
Overview	2	2	2	2	4	4	1	-	-
Running workshops	-	-	-	1	-	-	-	-	-
Nothing	-	-	-	-	-	-	-	3	-

Table 3.14: Which textbook distribution do you prefer?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutrh
Last year's	-	-	1	-	-	1	2	2	2
Reimbursement	4	5	3	2	4	3	-	2	2

Table 3.15: Which distribution do you find effective?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyutrh
Reimbursement	4	5	3	2	4	3	-	4	2
Distribution from school	-	-	-	-	-	-	-	-	1
Coupon system	-	-	-	-	-	-	1	-	-
Others	-	-	1	-	-	1	1	-	1

Annex 4
Free Textbook Monitoring Study Form for Bookseller (Form no 4)

Table 4.1: On what basis did you bring the books for free distribution?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyu
Data from DEO	2	-	-	-	1	-	-	-	-
Data from Sajha	2	1	-	1	-	1	-	1	1
Demand from School	-	-	2	-	-	1	4	3	-
Experience from the past	-	3	2	1	4	2	-	4	4

Table 4.2: Did you get the books you ordered from Sajha?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Yes	4	4	4	2	4	2	4	4	3
No	-	-	-	-	-	2	-	1	1

Table 4.3: Were the textbooks in full set?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Yes	2	4	2	2	4	-	1	3	3
No	2	-	2	-	-	4	3	2	1

Table 4.4: How did you sell the books?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Full set	4	4	1	2	4	1	1	5	2
Few at a time	-	-	4	-	2	3	3	1	2

Table 4.5: Who visited your shops to buy books?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyu
Teachers	-	-	-	-	-	1	3	3	1
Guardians	4	4	4	2	2	3	1	1	1
Students	-	-	1	-	3	-	-	2	2

Table 4.6: Did schools buy the books at once/ in full set?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
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Response									
Yes	-	1	2	-	-	3	3	3	1
No	4	3	2	2	4	1	1	2	3

Table 4.7: Did you inform students/guardians about free textbooks?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Yes	4	4	3	2	4	3	4	3	4
No	-	-	1	-	-	1	-	2	-

If yes, how?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat
Telephone/Oral	1	4	1	-	4	3	4	2
Notice pasted	1	-	2	2	-	1	-	1
Through teachers	1	-	-	-	-	1	-	-
Letters	1	-	-	2	-	-	-	-

Table 4.8: Which bill do you use while selling books?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Sajha bill	4	4	4	2	4	4	4	5	3
Own bill	-	-	-	-	-	1	-	-	-
Others	-	-	-	-	-	-	-	-	1

Table 4.9: Are there any textbooks remaining?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
Yes	1	1	1	2	3	2	1	3	4
No	3	3	-	-	1	2	3	2	-

Table 4.10: Which system of textbooks distribution do you prefer?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Pyut
This year's	3	3	1	2	3	1	-	5	3
Last year's	1	1	3	-	1	3	4	-	1

Table 4.11: What were the problems in selling the textbooks?

District	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat
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Reasons									
Books not in time	2	3	2	2	3	3	4	4	
Books not in full set	3	2	2	2	1	4	4	3	
Books not sold in set	1	3	2	1	2	2	1	1	
Storing problem	1	-	-	-	-	1	1	-	
Transportation	-	-	-	1	1	-	-	-	

Table 4.12: What are your suggestions in making the distribution easier?

District Response	Nawalparasi	Saptari	Bara	Baitadi	Bardia	Panchthar	Lalitpur	Parbat	Py
Books in time / full set	2	2	-	1	-	3	1	3	2
Fair&proper appointment of agents	2	-	-	-	1	-	1	-	1
Efficient delivery	2	-	-	1	1	2	1	2	-
Any bills should be recognized	-	-	-	-	-	-	-	1	-
Distribution from DEO	1	-	-	-	-	-	-	-	-
Books should be provided in pieces as well	-	2	-	-	-	1	-	-	-
Coupon system	-	-	2	-	1	3	2	-	-
Credit	1	2	1	-	1	1	2	1	1
Increase in commission	1	-	1	-	-	2	1	-	-

