

# **Female Teachers in Primary Schools: Distribution Pattern Training and Transfer**



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The education scenario of Nepal presents a picture of gender disparity in education at all levels. Girls' participation is still lower even at the primary level. Since the 1970s efforts have been made to deal with the situation by adopting various measures. One of the major areas of intervention adopted since 1976 was to increase the number of female teachers as it was expected that the presence of female teachers would increase girls' enrolment in schools. To increase the number of female teachers SLC-pass girls of rural and remote areas were given stipend and residential teachers training so that they could work as teachers in their local areas. Even though the gap is narrowing each year, gender disparity still persists in the enrolment even at the primary level. The government has taken initiative to narrow this gap and meeting the goals of Education for All by the year 2007.

Since its inception, Basic and Primary Education Project has given emphasis to bring gender parity at the primary level. BPEP-II is also continuing this effort by providing scholarships to more and more girls of disadvantaged groups, especially in the rural and remote areas and promoting the policy to increase the number of female teachers in primary level.

This study is basically concerned with the status of female primary teachers with regard to their employment, deployment, training and transfer. In doing so, this study tries to document the issues of both policy and implementation as found from literature review and field research.

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Dr. Samira Luitel

## LIST OF ABBREVIATIONS

BPEP	Basic and Primary Education Program
BS	Bikram Sambat
CERID	Research Centre for Educational Innovation and Development
DEO	District Education Office/Officer
DOE	Department of Education
EFA	Education for All
FRP	Formative Research Project
FY	Fiscal Year
GON	Government of Nepal
HMG	His Majesty's Government
MOES	Ministry of Education and Sports
NCED	National Centre for Educational Development
PROAP	Principal Regional Office for Asia and the Pacific
PTT	Primary Teacher Training
RC	Resource Centre
RETTP	Radio Education Teacher Training Project
RP	Resource Person
SLC	School Leaving Certificate
SMC	School Management Committee
TU	Tribhuvan University
UNESCO	United Nations Educational Scientific and Cultural Organization
VDC	Village Development Committee
WEP	Women's Education Program
WES	Women Education Section

## EXECUTIVE SUMMARY

### Issues at the Policy Level

The importance of education of girls and women in Nepal was fully realized way back in the year 1971 when female literacy was only 3.6 percent. The role of female teachers was then expected to increase the enrolment of the girls in the school, and the project "Equal Access of Women to Education (EAWEP)" was implemented with the assistance of UNESO/UNICEF. The main aim of the project was to increase the number of female teachers in the primary schools, especially in the remote areas and the girls who had passed grade eight and SLC were provided training as prospective teachers in their respective areas.

The Education Act (2028) and Education Regulations (2049) made the recruitment of at least one female teacher in each primary school mandatory. To encourage female teachers the Teacher Service Commission Regulation (2057) awarded teaching licenses to prospective female teachers for two years without any training certificate.

Women's Education Unit (WEU, now Women's Education Section in the DOE) was created in 1983 BS in the Ministry of Education, to accelerate the participation of girls, especially at the primary level.

In 1983-84 Primary Education Project (PEP) was implemented with the assistance of World Bank and UNICEF. The Seventh Plan (1985-1990) also continued the emphasis on the promotion of girls' education by the recruitment of at least one female teacher in every primary school. In addition, primary education was made free to all girls of 6-10 years and scholarships each of Rs.250 was given to 5% of the girls to increase girls' enrolment at primary level. Besides this, the Chelibeti Programme was implemented for out of school girls of 6-12 and 8-14 years of age.

With the inception of BPEP II (1999) the programmes have been extended in more districts and with more programmes. The programmes include alternative schooling, physical facilities, development of curriculum and textbooks in mother tongues, and literacy programmes for girls and women of 15-45 years.

Studies in the successive years (MITRA 2001 and GA 2002) revealed various weaknesses in the implementation of the policies. The major ones being non-dissemination of one FT policy, inadequacy of female teacher quotas, inequitable quota allocations, non-fulfillment of quota requirements due to the cabinet decision of 2056 BS, political interference and lack of gender sensitivity in SMC members. Moreover the female teachers' unwillingness to go to the remote area for security reasons and good residential facilities and unavailability of female SLC graduates in remote areas. Participation of stakeholders and transparency of management system virtually were absent. About 65% of female teachers still required training for improvement of their teaching skills.

Statistics show that the total teaching force is 130,650 of which 24,455 (19 %) are women (MOES, 2001). According to Gender Audit Report, of the 653 head-teachers of primary schools only 3.4% were women. In this context the report strongly recommended a target of 100% increase in the number of female head-teachers by 2005 and 33% of the head teachers should be female at primary level within 10 years.

In spite of these efforts there is still a great variation in the distribution of female teachers (22.43% in the Central Region and 7.72% in the far Western Region; 29.80%

in the Central Hill and 4.05% in the Far Western Mountains). Only 33% of the primary schools have one female teacher and there is only 1% increase in the number and promotion of female teachers per year.

A central level workshop identified the major hindrance to meet the goals as:

No vacancy (darbandi) was created due to financial constraint. Female teachers were temporary as per quota. Since they did not see any job security, they were likely to quit the job. A recent policy has made the provision that there should be 2 female teachers in the schools where there are 4 teachers.

The policy was not implemented strongly. In some of the schools male teachers were appointed in the female teachers' quota and in some others female teachers were appointed where there were female teachers already. Most importantly, female teachers could only be appointed if there were vacancies. In the remote areas, where female teachers were scarce, SMC tended to appoint the persons of their own choice (favouritism).

Seeking transfer soon after appointment was a major problem as seen by the DEOs. According to the policy, female teachers should be deployed in their home places or in the places of their convenience. Since most of the female teachers of remote areas seek deployment in convenient places many schools in these areas are compelled to run without female teachers.

Training has been made compulsory for receiving the teacher license. But a female teacher is eligible to hold a temporary license even without holding a training certificate. In-service teacher training is provided to permanent teachers only; but temporary female teachers are also eligible for the training. The temporary female teachers will only get the training opportunity if there is a quota vacancy at the time of training.

Providing training to all the female teachers was not possible because most of them could not afford their time for the 10 month long residential training. One of the main problem regarding teachers' training was that the teachers could not afford time for the training when the session was in full swing as there was no provision of substitute teachers. The training was therefore organized in parts and the teachers would take it whenever they liked.

Suggestions were made to make the training gender and culture friendly considering the diverse cultural contexts and gender bias attitude of the stakeholders and trainers. The more academic type of training provided at present requires some change for practical use. Another problem as observed by the policy level personnel was that, the teachers hardly used their skills in the teaching process. Teachers in the districts were getting more inputs through teacher's training after the implementation of BPEP II and they were now able to tackle the situation, said the trainer of central level resource center

## **Implementation Level**

Study of the two districts, Dhankuta and Kapilvastu presented the following scenario.

With the implementation of the policy to recruit at least one female teacher in each primary school for about a decade now, many schools in the districts still lack female teachers. Study of the two districts revealed that only a handful of schools had all

female teachers while in many there were none. The remote areas of Dhankuta district that lacked access and residential facilities were revealed as the cause of non availability of female teachers. In Kapilvastu district the southern belt of the district that suffered in girl's education was the cause of lack of female teachers than the northern side especially due to the lack of SLC pass girls.

Communities in Kapilvastu had a negative attitude towards girls' education and toward female teachers, which was the main cause of low enrolment of girls and less number of female teachers. In Dhankuta, the head-teachers and SMC members were found to believe that female teachers were incompetent and involved more in their household chores rather than in their jobs.

In Kapilvastu the teachers from outside had language problem. Since they could not communicate with the students well, they were not that welcomed in the community.

Lack of residential facility and security measures was a problem for female teachers to retain their job in remote areas. Besides, the community's negative attitude towards female teachers was a discouragement to recruit them in those areas.

Stakeholders, especially the male, believed that female teachers had family problems and household and siblings responsibilities and so could not afford time for teaching. But the female teachers themselves did not point out these problems. Most of the female teachers had very cooperative families which had encouraged them to join the job.

Lack of lower secondary and secondary schools within and near the vicinity was a problem for young girls. They could not join a distant school for fear of insecurity and sexual harassment.

The dowry system was also a problem in Kapilvastu. Demands for more dowry for a more qualified groom (for and educated girl) was a terrific socio-economic threat.

Finding a local teacher was a big problem when there was hardly any SLC pass girl in the VDC. This was the case in remote areas of Dhankuta and southern belt of Kapilvastu district.

Deployment of teachers in the accessible and urban centers was no problem rather these areas had more female teachers due to the tendency to remain in the convenient place. However the remote areas were suffering from the lack of female teachers. This situation points to an unequal distribution of female teachers in all areas.

In some of the areas power/politics (favouritism) had created the pseudo-problem of lack of female teachers. The SMC members and head-teachers were not in favour of appointing a female teacher as long as they had someone of their choice, be it a male.

Most of the stakeholders were highly in favour of female teachers in primary schools. Many of them preferred female teachers to male teachers. They were of the view that the presence of female teachers helped to increase the number of girls in school. They believed that female teachers taught in an affectionate manner and enjoyed dealing with the children more than the male teachers. They did not get irritated so quickly with the children as the male teachers did.

They stated that female teachers were sincere to their duties and completed their assignments in time, they rarely got involved in politics. Female teachers'

recruitment was also necessary to bring change in the traditional attitude and prejudices of the community towards girls' education.

Of all the interviewees, only a few female teachers claimed the competency of female teachers. In Dhankuta the head-teachers and SMC members held it strongly that the lack of female teachers in the district was due to the failure of female teachers to get through the competition examination.

Schools with more female teachers showed a high enrolment of girls. This testifies parents' tendency to send their daughters to schools having female teachers. Security (for girls) and cultural taboos such as the *parda* still demand the needs of female teachers in both the hills and the tarai. Muslim communities are still reluctant to send their daughters to school. Only a few women had got SLC and above degree in this community.

No specific rule was followed in the transfer of teachers within the district. There was a lot of room for maneuvering and exerting subjective influences. Apart from political inferences, teachers' assertion influenced transfer. The District Education Office (DEO) record showed that both male and female teachers had taken transfers to other schools within the district. A few teachers were found to have taken transfers to schools outside the district.

In-district transfer was found high due to the policy of adjusting the students teacher ratio. Transfer of female teachers owed also due to the placement of female teachers in the vacant position.

Although female teachers were recruited and transferred to remote areas, the problem of residence and distance discouraged them to continue in the job.

Transfer of teachers to the places of their choice was discouraged by the policy of recruiting local teachers and preference to home place. This had created the problem of lack of female teachers in some areas and high concentration in some areas. However in spite of the policy teachers could get transfer anytime on mutual understanding

The policy of transfer of teachers to the other place was not practicable due to the policy to deploy or transfer in the home place or the place of their convenience especially for the female and disabled teachers.

Most of the female teachers had received the long-term training. Teachers with I.Ed. and B.Ed certificate also had received the 10-day refresher training on the method of teaching. The policy of (compulsory) teacher's license had compelled them to take training.

The regional training center at Dhankuta had benefited more female teachers. In Kapilvastu, however the distance to the training center had difficulties in joining residential training. Opening of the private training center had benefited the local teachers at present. They were paying a total amount of 10,175 for the total package of 10 months in two installments.

There was not much complaint regarding the facility of the training center in Bhairahawa because most of the trainees from Kapilvastu were taking training from home. Some of those who stayed in the training center complained about the difficulty of having stayed there with little kids in spite of the fact that the training center provided food and lodging facilities to their baby sitter too.



Data show that in Kapilvastu the temporary male teachers also had taken the training. Of the 41 temporary teachers who took the training, 26 were female and 15 male. This shows that although the training was exclusive to female teachers male teachers had also taken advantage. Due to the policy of compulsory training for receiving teacher's license a large number of teachers were seeking training.

BPEP II had provided more female teachers quota with the provisions of trainings for temporary female teachers and introducing a policy change directed towards making the temporary female teachers permanent. The vacant general quotas are now to be filled in by female teachers only, so that the temporary female teachers could be better adjusted.

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## Chapter I

# FEMALE TEACHERS IN PRIMARY SCHOOLS: DISTRIBUTION, TRAINING AND TRANSFER

### Background

The Fifth Plan (1976-80) mentioned that priority should be given to the appointment of female teachers to increase girls' enrolment in school and a project Equal Access of Girls and Women to Education was implemented in the year 1976. Since then a specific programme was implemented by establishing feeder hostels in the five Development Regions by providing scholarships for girls of remote areas. Girls who had completed grade 8 got the 10 months' training to become primary teachers in the local area. Later, (in the 8<sup>th</sup> and 9<sup>th</sup> Plan periods) it was made mandatory for girls to be SLC graduates to get training and become primary teachers in their own areas. But many of these trainees did not get appointment as envisaged because there was a problem of recruitment in the required areas for lack of the availability of quota.

Various reports (CERID 1988; 1991) showed that recruitment of female teachers would not only increase girls' enrolment in schools but also would help to develop a positive attitude in the community towards girls' education. Considering the findings of the reports, the government gave emphasis in the Eighth Plan (1991-1995) to recruitment of at least one female teacher in each of the primary schools. The Seventh Amendment of Education Regulation Act 2002 made this recruitment mandatory. Women teachers recruited in many primary schools on the quota basis could not fulfill the required needs of the schools. Besides, they were also given the responsibility of motivating out of school girls and their parents for girls' enrolment in schools. They were given each Friday off so that they could visit the community to motivate parents for girls' education. However, the motivation aspect was not made compulsory and was not effectively implemented. The policy of one female teacher in each primary school is still continuing, but the effective implementation is yet to deem.

The educational statistics of 2003 shows that there are more than 10,000 schools without female teachers. Some of the obvious reasons were: no effective implementation of the policy, scarcity of female teachers in the local areas, and difficulty in deploying female teachers in the remote areas without incentive and security measures. There might be many more reasons which could be revealed only after an in depth study in this area.

The same statistics shows that the number of female teachers at primary level in the country is a little over 24 thousand, which is  $\frac{1}{4}$  of the total number of teachers. More than 50 % of the female teachers are in the Central and Western Development Regions and most of them are based in urban areas. The Far Western Development Region has the lowest number of female teachers, only 16.6%, while the Central Development Region has 31%. Of the total female teachers in the primary schools only 21% are trained. Considering the situation of female teachers and the emphasis placed in the Tenth Plan on increasing the number of female teachers it has now become necessary to undertake a study on the employment, deployment and recruitment policy and procedure and on the problems related to female teachers, to make both the policy and programme successful. The following research questions provided basic information on which to delve into the theme of this research study.

What is the distribution pattern of female teachers in the primary schools of the country?

What might be the problems related to recruitment and deployment of female teachers in the desired schools?

What are the problems encountered by the female teachers (personal and school-related); and by the schools having female teachers? How could these problems be solved?

What possible or alternative measures could be suggested for the effective implementation of the programme?

## Objectives

The main objective of the study was to look at the distribution pattern, training and transfer of female teachers in primary schools. The following specific objectives were set for this study:

To assess the distribution pattern of female teachers in primary schools

To analyze the policy regarding recruitment, deployment and transfer process of female teachers

To explore problems encountered by MOE, female teachers and schools in the procedure and effective implementation of the programme

To examine the training policy and participation of female teachers in training programme

To suggest measures for increasing the participation of female teachers both qualitatively and quantitatively

## Research Procedure and Sample

Since this study was based more on the secondary data emphasis was given to reviewing as many documents for relevant information for the study. However, to understand the real situation in the context, two districts, one from the Hills and one from the Tarai were taken for the study. Selection of the districts was made after the literature review, and one district from the eastern Hills with the highest female teachers and another district with the lowest female teachers in the Tarai were selected as sample of the study. The sample districts were Dhankuta from the Hills and Kapilvastu from the Tarai. The schools were selected in four categories: all female teachers, more female teachers, one female teacher and no female teacher.

Lists of the Sample Schools

Districts	Name of the Schools	Type of schools
Dhankuta	Shree Rastriya Saraswati Primary School	All female teachers
	Shree Margeshwari Primary school	More female teachers
	Shree Janta Rastriya Primary school	Only one female teacher
	Shree Suryodaya Primary School	No female teachers

Kapilvastu	Balmandir Primary School	All female teachers
	Janani Primary School	More female teachers
	Kotigram Primary School	Only one female teacher
	Kotiya Primary School	No female teachers

### **Document Analysis**

The HMG policy statements, guidelines, Acts and other documents relevant to the study were collected and analyzed. Relevant data and documents available in the districts and schools were also collected and analyzed to understand the implementation situation at the grass roots level.

### **Central Level Workshop**

A preliminary workshop was held at central level prior to field visit to solicit information and identify prospective sample areas for the study. The participants of the workshop included the central level educational personnel: the representatives of MOE, DEOs, SMCs, RPs, HTs, female teachers, and others who could provide information for the study. This workshop was also useful in finding facts to explore further in the study.

### **Primary Data Collection**

Various research tools were used to collect data from the field. The use of each tool is described below in detail.

#### *Interview*

Central and field-level stakeholders, DOE and DEO, (or their representatives), SMC and PTA members, RPs, HTs and female teachers were interviewed for their views on the policy and practice of the recruitment of female teachers, its positive implication and drawbacks as they had experienced and observed so far.

#### *Group Interview and Discussion*

Separate group interviews were conducted with female teachers and community members. These interviews helped to explore more on the issue of the impact of female teachers in the community. A group discussion guideline was used for this purpose. A group interview was also organized with the teacher trainers in the districts to solicit their views and experience in conducting training and also to know about the facilities and package of training.

#### *Observation*

Field notes were taken down by each researcher to supplement the information collected from interviews and discussion. A diary was maintained by each researcher to note down the personal observations so as to gather additional information to supplement the interviews and discussions. Field observations and impressions concentrated mainly on the area of the impact of female teachers in the schools and in the community.

## Case Study

Case studies of some female teachers were prepared, which included their biographies and their experiences in the schools and training centers. Researchers also tried to collect as much information as they could on the details of the activities of the female teachers in the schools, in communities and at home. Sharing of their ideas and experiences on the recruitment and transfer process and on the advantages and disadvantages of being a female teacher in the school and in the education system was also incorporated.

## Field Workshop

A workshop cum discussion session was organized in the headquarters of each sample district. This workshop was organized after the collection of data from the field. The purpose of this workshop was to disseminate information and to solicit further information not available in the field-level data collection. The participants of the workshop were DEO, Planning Officer of the district, supervisors and RPs, HTs, SMC members (including female members), female teachers and the females working in the education sector in the district.

Data Collection Matrix

Key Areas	Information Source	Content Focus	Tools
Distribution pattern of female teachers in primary schools	- HMG policy/programme documents - MOE, DOE, DEO - Research reports	Distribution pattern - rural/urban settings, region/district and the ecological region of Mountains, Hills and the Tarai	document analysis - interview
Recruitment policy and implementation procedure	- HMG policy/programme documents - MOE, DOE, DEO - Research reports	Recruitment policy - policy and changes - implementation procedure - problems encountered and solutions sought	- document analysis - interview
Deployment and transfer process of female teachers	- HMG policy/programme documents - MOE, DOE, DEO - Research reports	Deployment/transfer process - policy and changes - rural/urban, region/district and the ecological region of Mountains, Hills and the Tarai	- document analysis - interview
Training and follow-up programmes	- HMG policy/programme documents - MOE, DOE, DEO - Research reports	Training and follow-up programmes - policy and changes - participation in the training, quantitative, qualitative - follow-ups	- document analysis - interview
Problems associated with female teachers: at school, during training and in personal life	- MOE, DOE, DEO - HT, FT, RP, SMC	Perspective of Female Teachers and Stakeholders - experience of female teachers (as teachers and as individuals) - views of educational stakeholders at the central, district and local level on the problems of recruitment, deployment and transfer of female teachers - solutions sought	- interview

## **Data Analysis**

All the data gathered from the primary and secondary sources were analyzed qualitatively and quantitatively. Information gathered from individual interviews, group interviews and discussions, observations, case studies and workshops were helpful to triangulate the data and verify their authenticity. All the data collected from the field and at the central level were highly helpful to enrich the research study.

## Chapter II

# EMPLOYMENT DEPLOYMENT TRAINING AND TRANSFER OF FEMALE TEACHERS

### *Literature Review*

#### **Employment and Deployment**

Education of girls and women had been the second priority in the country even after the advent of democracy in 1950 when schools were mushrooming for catering to the educational needs of boys. The importance of education of girls and women was envisaged in the year 1971 when female literacy was only 3.6 percent even after 20 years of schooling opportunity for all.

The Fifth Plan (1976-80) gave priority to the recruitment of female teachers to increase girls' enrolment in primary schools by implementing the project, Equal Access of Girls and Women to Education in 1976. Emphasis was given to produce more female teachers by providing scholarships to girls of remote areas through the feeder hostel programme. Girls having completed grade 8 received a 10 months B-Level training which qualified them to become primary teachers in their local areas. In the Eighth Plan period the qualification was made SLC graduation. The Eighth Plan (1991-1995) laid emphasis on the recruitment of at least one female teacher in each primary school which has continued to date.

Different Acts and Regulations have been enforced to address the issue of female participation in education over time. The Education Act (2028) and the Education Regulations (2049) have made the provision of at least one female teacher in each primary school and at least one female member in each School Management Committee and Village Education Committee. The Teacher Service Commission Regulation (2057) released teaching license to the female teachers without any training certificate for two years.

A recent circulation of MOES to DEO (2060) on the issue of teachers' appointment and placement announced that temporary female teachers having received in-service training of at least 2.5 months or 10 months or more should not be removed from service. The only female teacher serving in any school at the primary level should not be removed either. But if there were more than one temporary female teachers in a school the junior one could be removed.

Establishment of Women's Education Unit (WEU) in the year 1983 under the Ministry of Education, (now Women's Education Section (WES) in the Department of Education) has been given the responsibility of accelerating the participation of girls, especially at the primary level.

With the inception of BPEP II (1999) the programme has been extended to more districts with additional programmes. The special features of the programme include mainstreaming gender equality and women's empowerment. It also includes alternative schooling, expansion of physical facilities in schools, development of curriculum and textbooks in mother tongues, and literacy programmes for women of 15-45 years of age and Compulsory Primary Education for the children of 6-10 years.

The importance of female teachers was realized way back in the year 1971 to increase the enrolment of the girls in the schools and the project Equal Access of Women to Education (EAWEP) was implemented with the assistance of UNESO/UNICEF. The



main aim of the project was to increase the number of female teachers in primary schools, especially in the remote areas and to provide training to the girls who passed grade eight and SLC to become prospective teachers in their respective areas. The main features of EAWEP included:

A and B level Training (10 months) for girls (SLC and Grade VIII graduates) willing to work as primary teachers in the remote areas

The trainees were picked up from remote areas and disadvantaged groups

Hostel facilities (first in Pokhara, then gradually extended to Dhankuta in the East, Surkhet in the Far West and Birgunj in the Middle Development Region)

The trainees were provided Rs.350 stipend for medical, travel and tuition coverage

The A level programme terminated in 1977. Modification was made in 1983, which required SLC pass to be eligible for the admission to the training with the introduction of "Education of Girls and Women in Nepal."

In 1983-84 the Primary Education Project (PEP) was implemented with the assistance of World Bank and UNICEF with more focus on girls' education and the name of the project was also changed to the Education of Girls and Women in Nepal (EGWN).

There was no difference in the eligibility criteria for male and female candidates to be a teacher. The minimum entry qualification for both of them was a certificate of SLC. The pre-service training was not the requirement for appointment of teachers.

The policies revised in regard to Girls and Women's Education in the successive years since 1975 were as follows:

1975, free primary education for I-III grades

1979, free text books for girls of up to grade V in the 18 remote districts

1985, primary education to all the girls of 6-10 years

2000, education as a basic needs programme provided to all boys and girls

There are two very important areas to be addressed – the recruitment of more female trainers and RPs and incorporation of more gender training in the training modules and packages. The Gender Audit Report (2002) highlighted the following points on teacher training and professional support:

Encourage women teachers to apply for the post of trainers and resource persons

Develop a specific training module on gender issues in the education sector.

Undertake a local survey with the assistance of female teachers and NGOs to identify the number and location of SLC pass girls in the communities.

Announce the vacancy specifying the schools where the vacancy has occurred and ensure the interview and appointment procedure is transparent.

Provide training to SMCs on the importance of appointing female teachers.

### **Features of EGWN**

Teacher Training for SLC completer girls as Primary Teachers

Upgrading Programme to provide opportunity for primary school teachers for the girls of remote areas who could not continue after primary level

Local School Scholarship Programme for the girls of disadvantaged groups in the remote areas to study in lower secondary and secondary level. The stipend was - Rs.600 and 1000 respectively from grade 6 through 10

Primary School Scholarship Programme to 5% of the total girls at primary level to increase girls' enrolment at primary level. A scholarship of Rs.250 was provided to the intelligent girls of disadvantaged groups

Chelibeti (NFE) programme for 6-12 years out of school girls

Adult Literacy for women (15-45 years) to increase literacy as well as to provide functional skills

### **Achievement of EGWN**

An evaluation study (1988) conducted by CERID reported the following achievements of the EGWN programme.

2044 girls trained as teachers and most of them employed as primary school teachers

126 girls from the upgrading programme joined teacher training in 1988

2242 completed the Chelibeti class in 1987

63% of the female teachers in the remote areas are EGWN graduates

EGWN teachers persuaded parents to increase girls' enrolment in school. The overall enrolment of girls was encouraging

The Seventh Plan (1985-1990) also continued the emphasis on the promotion of girls' education. The policies and strategies included:

Recruitment of at least one female teacher in every primary school

Recruitment of trained females in the teaching profession

Stipends for girls on merit basis studying proficiency certificate level in education on quota basis

Free textbook, scholarship and school uniform

Allowance of Rs.25 per month to regular girl students in 10 remote districts

Out-of-school programmes for girls of 8-14 years (boys included)

A study conducted by CERID (1996) on the promotion of girl's education revealed the following:

Minimal increase in girls' enrolment in primary schools over five years

Positive effect of the presence of female teachers on reduction of grade repetition and dropout among girls

Girls' transition rate from grade V to VI did not differ much from that of boys

Not much difference in the promotion, repetition and dropout rate of boys and girls in primary grades

The level completion rate was 33.3% for girls and 47.4% for boys. Only 9.1% of the girls completed their primary level without repeating any grade.

A study conducted by CERID (1999) on the increase of female teachers in the rural schools of Nepal revealed that the efforts to enhance the number of female teachers

was continued in the successive years. The Education Regulations (1992) also laid emphasis on the recruitment of female teachers in the vacant posts of permanent male teachers in each primary school. In order to facilitate the recruitment policy of female teachers the Women's Education Section (WES) made a circular to the concerned DEO about the criteria governing the selection and working procedures, which were as follows:

The first preference should be given to the female candidates with SLC and B level training. If female candidates with these qualifications were not available, preference should go to the SLC pass and trained females. And if neither of the above two categories were available, female candidates with SLC should be selected.

The candidates should be from the same ward where the school is located or from the same VDC, or from the neighbouring VDC.

The appointment of female teacher was to be made on the priority basis for the primary schools where there were no female teachers.

The above policies are continued till date.

### **Transfer**

The transfer policy of the government forbids the transfer of a teacher from one district to another unless the teacher has worked for at least seven years in the same district or five years in some districts declared as remote. The policy gives female teachers and physically disabled teachers (both male and female) the privilege of no transfer in the places of their inconvenient for them. They should be kept to their home places.

There is no specific rule governing transfer or no transfer within the district and no definite criteria for allowing transfer. Teachers are given privilege to stay in their home places. The teachers can get transfer any time on mutual understanding. An application for transfer goes through different levels of administrators but the DEO is given the final authority to transfer the teachers.

The placement and transfer is a big issue in respect of female teachers. There is no special transfer provision in the education regulations, however they are given privilege to transfer to the place of their convenience and at their home places. Sometimes the transfer becomes essential for the security purpose needs. It was observed that almost 33% of the teachers at the ward level and 25% at the VDC level change schools once they are appointed.

### **Training**

The history of teacher training in Nepal dates back to the early 1950s with the establishment of National Teacher Training Centre. Each Education Plan (1954 to date) advocated the need of teacher training. The New Education System Plan (1971) initiated a system-based teacher training including a one-year training as the minimum duration for primary teacher-ship. The tendency to acquire the one-year teacher training increased rapidly raising the number of trained teachers to 43% in 1975. With the increase of schools and recruitment of untrained teachers the demand of trained teachers increased, so, MOE modified the policy to cut down the training duration to 4 months, to train more teachers in a shorter duration.

During the 1980's MOE made a commitment to train all primary teachers by the year 2000 reducing the training period to 150 hours, just to meet the targeted number rather than to maintain the quality of training.

After the restoration of democracy in 1991, the government appointed the National Education Commission (1992) and on the initiative of that Commission a central-level training center was established to coordinate all types of trainings (short-term as well as long-term) existent in the country. As a result of this, the National Centre for Educational Development (NCED) was established in 1992 as an apex body for training programme of primary teachers throughout the country. At the same time BPEP I was implemented for five years (1992-1997), which provided short-term teacher trainings consisting of 10 modules of at least 10 days each. This short-term training program is continuing down to this day under BPEP II. In this context, the long-term teacher training programme which is of 10 months' duration, became the responsibility of NCED. NCED has also made the provision of mobile training team for remote and access-difficult mountain villages.

Basically, there are two types of certification training programmes, each of 10 months' duration. They are:

In-service teacher training: mixed mode (face-to-face and distance)

Pre-service teacher training

In-service teacher training is provided to permanent teachers working in public schools. The 10-month training programme is split into three phases. The first phase (of 2-5 months) called the basic package is delivered by a face-to-face modality and is conducted in various training centers. The second phase (of 5 months) is provided by a distance mode through radio programmes and self-learning packages. The third phase (of 2-5 months) is delivered through face-to-face mode in the training centers. A qualifying examination is conducted at the end of each phase. A trainee teacher is eligible to participate in the second and third phase trainings only after completing the two preceding phases.

A special kind of training course (of 180 hours) is offered to teachers who have undergone any training in the past, equivalent to the 150-hour training. A teacher who has completed this package, can come to the mainstream of 10-month training programme and join the II phase of distance mode. Pre-service training helps the prospective teachers to achieve the teaching license which has now been made compulsory for the recruitment purpose.

The Seventh Amendment (2002) of Education Act (2028 B.S.) includes compulsory licensing of teachers which must be obtained within 5 years. The qualification for taking the licensing test is SLC and a 10-month teacher training certification for primary level teacher. The teaching license is issued by the Teacher Service Commission (TSC). The licensing test and the selection of teachers are undertaken centrally by TSC. For temporary appointment, the SMC can select teachers from among the licensed ones. In case of the female teachers the training qualification was waived for the first time to give them an opportunity to enter the teaching profession.

NCED, is providing fellowships to 25,000 female teachers for the 10-month pre-service training under Teacher Education Programme (TEP) for the project period 2002-2007. The fellowship is provided only to the 12 districts identified as low in HDI, to increase the number of female teachers from the disadvantaged groups.

## Past Efforts and Achievements

Besides all the efforts of the government in the past, various reports have shown the lacuna still prevailing concerning recruitment, deployment, training and transfer of female teachers. A study (MITRA, 2001) has revealed the following issues of female teachers:

Teacher training for a large number of untrained female teachers (about 65%) was needed for enhancing their teaching skills

Dissemination system of one female-teacher concept and its implementation at different levels remained too weak

Female teacher quotas were inadequate and the quotas were not allocated equitably. The quotas that were available remained unfulfilled due to a cabinet decision (2056).

Implementation of the policy of recruitment and deployment of female teachers was not that effective owing to: inadequate female teachers quota, insistence on the appointment of male teachers in vacant posts, frequent change in government decisions, lack of co-ordination between the concerned agencies, and lack of policy implementation guidelines.

Political influence had a negative impact on the recruitment and deployment of female teachers in schools.

Lack of gender sensitivity in SMC members created problems in the recruitment of female teachers.

Female teachers' unwillingness to go to remote areas for security reasons and unavailability of female SLC graduates in remote areas.

Policy guidelines regarding the implementation of one-female-teacher per school and its dissemination, selection of female teachers, participation of stakeholders and transparency of the management system were virtually absent.

Having studied the total gender balance in the education sector, the Gender Audit Report (2002) had made the following recommendations:

Integrate gender into the decentralization and planning process

Increase the number of women in DDC, VDC and SMC (first, to two and, within five years, to one third)

Conduct a training programme on gender sensitization and gender planning

Recruit and fully support the female teachers

On the issue of teacher training and professional support for the female teachers the report suggested the implementation of BPEP II commitments as given below:

“MOE will take necessary steps to increase the number of female teachers; 50% of the new replacement teachers will be females”

The Gender Audit reported that the long-standing policy to recruit a minimum of one female teacher to each primary school is far from achieved. According to the MOES statistics (2001), the total teaching force was 130,650 of which 24,455 (19%) were women. Thus, there was a serious shortage of female teachers especially in the rural and remote areas. To increase girls' enrolment, recruitment of female teachers was a dire need.

The GAT Report (2002) highlighted on the number of female head-teachers. Out of 653 head-teachers of primary schools only 3.4% were women and this small number reflected the small number of women in high-level teaching positions.

Reflecting on the issue of female teachers the GAT report wrote:

Not only are there few primary teachers, but they have less opportunity for training, particularly for earning higher academic degrees or being selected for in-country and overseas training courses and study tours which are important when promotion is considered. The promotion system gives credit for the number of years spent in remote areas and very remote districts. Most of the women find this difficult for cultural reasons unless they are from that district. (p.80)

In this regard the Report made following suggestions:

The criteria on which to appoint female head-teachers should be reviewed to eliminate the bias against women.

All appointment committees should have two women members to reduce gender bias.

Leadership training for promotion should be provided to experienced female teachers.

A target of 100% increase in the number of female head-teachers by 2005 should be set.

A target of 1/3 female primary head-teachers within 10 years should be set. (pp.80-81)

The Report made the following statements regarding the gender policy of MOES:

Non-enforcement of the policy of appointing at least one female teacher in each primary school is disappointing. Till now 8000 primary schools are completely without female teachers and female teachers still constitute only 25.3% of the primary teaching force. Programmes such as COPE (supported by UNICEF) schools have been able to find sufficiently qualified girls in the communities in which they work. It is therefore reasonable to assume that the reasons for non-appointment, indicated to the audit team, are political and cultural. More women are required in senior position and experienced female teachers should be encouraged to apply for promotion to head-teacher. (p.116)

## **Present Scenario**

Only 1% increase in and promotion of female teachers per year

Greater variation in the distribution of female teachers: 22.43% in the Central Region and 7.72% in the Far Western Region, 29.80% in the Central Hills and 4.05% in the Far Western Mountains.

At least one female teacher in 33% of the primary schools

Only 6% SLC pass girls from the last three years worked as school teachers

A majority (55%) of the female teachers were Brahmins and Chhetris, and almost non-existent from disadvantaged communities

Despite all the efforts in the quota system of having a female teacher in each primary school 74% of the teachers were still male teachers (NIMS, 1995; Cited in CERSOD, 2002)

The literature review gave a total reflection on the past efforts and present status of female teachers. However, it was important to reach an understanding and compromise with the reactions of policy makers, trainers, administrators and the teachers on the issues that were critical. Therefore, a discussion cum workshop was held at CERID before making a field trip to dig into the issues at the grassroots level. The workshop provided valuable inputs in this regard.

### **Central-level Workshop at CERID**

After the policy review a dissemination workshop was held with the education stakeholders of the central level at CERID on May 17, 2004 to share the findings of the literature review and also to enquire into the policies, issues and practices of recruitment, deployment, training and transfer of female teachers. The participants of the workshop included educational stakeholders of the policy level to the implementation level. The main objective of the workshop was to make the stakeholders informed about the status of female teachers at the primary level in the areas of employment, deployment, training and transfer, and also to update the researchers on the policies, issues, and problems as known by the stakeholders. The other objective was to prepare tools for field level data collection and selection of the sites. The participants of the workshop included the representatives of DOE, Research and Evaluation Unit of BPEP, WES, NCED, members of FRP, DEOs, RPs, teachers and CERID staff. The outcomes of the workshop were as presented below.

#### *Issues of Recruitment of Female Teachers*

The workshop participants raised various issues regarding the recruitment of female teachers. The issues they raised were as follows:

##### Major Issues

##### Policy Level

No vacancy (darbandi) was created owing to financial constraint (cannot provide salary)

The female teachers quota had not been made permanent even if the posts were lying vacant. There was no job security nor was there any guarantee of service. So the female teachers were likely to quit the job

Female teachers were appointed under the quota in the schools which already had some female teachers

It was better to have 2 female teachers instead of 1

As per a recently policy there should be 2 female teachers where there are 4 teachers but this policy had not been implemented as yet

Female teachers did not require any training qualification for sitting at the licensing test for the first time in this year (2004) only.

District-wise quota should be allocated for female teachers depending upon the need of the district. Competitions should be made with regard to the quota of female teachers.

## Implementation Level

Policy was not implemented strongly. In some of the schools male teachers were appointed on the female teachers' quota and in some others female teachers were appointed where there were female teachers already.

If the teacher's quota was full, no female teacher could replace a male teacher unless he quitted.

It was no doubt difficult to find a female teacher in the remote areas but there was no attempt. On this issue the DEO of Kavre (a district which is adjacent to Kathmandu) referred to the statement of the SMC members that female teachers were not available in the district. When she (DEO) strictly followed the rule and did not slot in a male teacher inter the quota of female teacher, the SMC was compelled to appoint a female teacher. This case presents the problem of policy implementation at the local level. It either presents a cultural bias against females or speaks in favour of afno manchhe (nepotism). The strong decision of the policy level personnel is seen important in such case.

The participants suggested that the policy level people need to look for the possibility and ask why, and try to implement the policy strongly. The policy of canceling the advertisement if the female teacher is not recruited should be strongly followed.

## Deployment Issues

Issues were raised in the workshop regarding the deployment of female teachers. The issues raised were as follows:

### Policy Level

No additional quota created over the last 5-6 years. Female teachers could not be hired if there was no vacancy of post in the school

Female teachers wanted transfer to places convenient soon after they received appointment. A head-teacher of one of the schools in Kathmandu revealed that she had got the appointment at the school of Tanahun but soon got transferred after 45 days. A teacher as a rule should stay in the school at least for 6 months. Most of the schools in the remote areas suffer for such reasons.

Policy states that female teachers should be placed in the schools of their convenience. However, this requirement holds good for the remote areas only. It was revealed during the discussion that the policy to provide accommodation and allowance to remote area female teachers of the secondary level was under consideration. One of the participants suggested that such a programme could be considered for primary level female teachers also.

A female teacher might have to face problems if she was deployed in another area. Difficulty in finding a residence would be a big problem. She might have to share hands in domestic chores if she lives as a paying guest. If she lives on her own she would be vulnerable to many things - non-acceptance in the locality, sexual harassment, security problem etc.

Female teachers should also be picked up from the marginalized groups. In one of the schools a dalit teacher was rejected by SMC because she could not teach well. If a



teacher is not efficient, no school will accept her just in the name of ethnicity and gender.

Preference to local female from minority groups was in practice. In Siraha Save the Children/USA had employed many DAG teachers on merit basis and they were working well. Encouraged by the programme, the DEO had decided to use the VDC funding (Rs.53,000) after the handover of the programme to the government.

The Tenth Five Year Plan has in its Poverty Reduction Strategy the objective of universalization and quality enhancement of primary education. It has set the target of raising the percentage of female teachers to 30 at the primary level.

### *Transfer of Teachers*

The participants discussed on the issue of the transfer of female teachers. According to them, the policy to recruit local teachers and to keep them in their home places did not permit transfer of teachers. The policy also restricts them to transfer outside the district before they have served for 5-7 years in the school of their recruitment. But the problem was that teachers sought employment until they got appointments and soon after that they applied for transfer to the places of their convenience. This had created the problem of scarcity of teachers in the remote areas where one female teacher (at least) per each primary school was expected. Some of the drawbacks of the policy raised were:

Preference to the home place or the place of their convenience

Marriage

Preference to one's own political ideology (afno partiko manchhe)

School sought the transfer of a teacher who was not good in teaching or created problem in school. No other school would like to accept such a teacher.

Transfer on mutual consent

One must serve in the school at least for 5-7 years to be transferred to another district, but this rule was not followed. One of the teachers in the central level workshop revealed that she had got the appointment in Tanahu but got transferred within six months to Kathmandu because her husband and family were here, such cases are very common. The comment of one of the DOE official was that "till they get the appointment it becomes convenient and soon after this it becomes inconvenient." The suggestion was that the handover of the school to the community would minimize the problem. If the recruitment is local or sought for a particular school, then the problem of transfer will be solved. About 90% teachers in the Hills were of Tarai origin.

### *Training*

It was revealed in the workshop that the training had been made compulsory now. A female teacher could hold a temporary license even without a training certificate. Some of the training issues raised in the workshop were:

A certificate of training was required for getting a teaching license and the license was required for recruitment. But a training license does not guarantee a teacher's job.

In-service teacher training was provided to permanent teacher only; in the case of female teachers, even temporary teachers were eligible for training. A temporary female teacher would get the chance for training only if there was a vacancy of quota for training.

The teachers should now obtain a teacher's license from DEO. Those who were temporary got temporary licenses and who were permanent got permanent licenses even without a training.

### **Major Issues**

The participants of the workshop raised some important issues regarding teachers' training. The issues were:

It was difficult to collect teachers for the long term (10 months) residential training because of their tight schedules. So the training had to be organized in parts and the teachers took it when they desired to. Only a few teachers completed the training in time while others who took it partially were taking long time.

One of the teachers said that the teachers could not afford time when the session was in full swing. There was no provision of a substitute teacher when one goes for training. She added that the training could be conducted during vacation or made a campaign type to facilitate all the teachers.

Making the training gender and culture friendly was another issue raised in the workshop. It pertained to the cultural contexts and gender bias attitude of the stakeholders and trainers as well. Some of the participants also suggested inclusion of gender and cultural diversity (the present input being insufficient). The centrally designed training package was not able to address the local issues.

The problem of the residential training was that female teachers were still accompanied by their relatives, this caused additional cost for training and impaired the training atmosphere as well.

The previous B-Level residential training was blamed for not having achieved the desired goal of preparing local teachers because only a few candidates joined the school after the training in remote areas.

Though the teachers were trained, they could not use their skills in practice because there was no favourable environment in the schools. This only led to wastage of the skill acquired from training.

There was a lack of motivation for prospective teachers in the training. There was a provision of license for a permanent teacher without training so such untrained/unskilled teachers were not attracted towards training.

The present model of training was supply-driven and so the teachers themselves did not opt for training.

The training did not include issues such as gender, culture, sexual harassment etc. so it was not contextual to the local situation.

A separate training package having gender issues had been prepared, however there was a need to see how it was being used in the training programme.

The location of many PTTCs was not appropriate, they were situated far away from the market place and faced transportation difficulty.

There was a lack of good coordination between DOE and PTTC

No updated TMIS in DOE, and the NCED also did not have gender disaggregated data until 2003.

Private training centers were also located in the urban areas only. The teachers of the interior parts of the district still required residential facility to be able to take part in the training.

The pre-service training providers had a very low professional and physical capacity. The question raised was "Is the school environment conducive to female teacher? Has she been able to fulfill the responsibility assigned to her? Or has she maneuvered to avoid it?"

The comment of one of the trainers of central-level resource center was that teachers in the districts had much more input after BPEP II and that they were able to tackle the situation at the local level.

### Chapter III

## DISTRICT LEVEL STATUS: EMPLOYMENT, DEPLOYMENT, TRANSFER AND TRAINING OF FEMALE TEACHERS

### Introduction

The present situation of employment, deployment, transfer and training of female teachers were seen in the two districts, Dhankuta (Hills) and Kapilvastu (Tarai) as sample, one with a large number of female teachers in the hills and another with low number of female teachers in the tarai. It was revealed from the literature review that most of the hill districts had more female teachers while most of the tarai districts had less female teachers (see annex I). The study findings of the field in the two districts about employment, deployment, transfer and training of female teachers are presented below under separate headings.

### Employment and Deployment

The district-level data showed that there were altogether 208 primary schools in Dhankuta and 242 schools in Kapilvastu. The total number of girl students in Dhankuta was 15026 (48.9 percent) and that of boys 15732 (51.1 percent). The number of girls in Kapilvastu was 21176 (38.6 percent) and that of boys 33628 (61.4 percent). Study of the two districts revealed that the total number of female teachers in Kapilvastu was a little bit higher than Dhankuta but the proportion of female teachers both in the number of students and teachers in Dhankuta was a bit higher than Kapilvastu. The total number of female teachers in Dhankuta was 215 (23 .2 percent) while that of male 713 (76.8 percent). In Kapilvastu the total number of female teachers was 218 (22.0 percent) while that of male 774 (78.0 percent). There were still few schools in both the districts which still did not have a single female teachers. (note: the local, district and central level data varies in all respects)

In spite of the implementation of the policy to recruit at least one female teacher in each primary school for more than a decade, many schools in the districts still lack female teachers. Study of the two districts revealed that there were a countable number of schools in both the districts which had all female teachers. The following table reflects the scenario.

Table 1: Schools With and Without Female Teachers

Schools / District	Dhankuta	Percent	Kapilvastu	Percent
All female teachers	8	3.8	4	2.4
*More than one female teachers	20	9.6	25	15.2
Only one female teacher	89	42.8	57	34.5
No female teacher	91	43.8	79	47.9
Total	208	100.0	165	100.0

\*More than one includes 2-4.

(Note: 77 Primary schools in Kapilvastu and 14 in Dhankuta were attached to lower secondary or secondary schools. This accounts for lesser number of schools in the table.)

The table above reveals that 91 (43.8 percent) schools in Dhankuta and 79 (47.9 percent) schools in Kapilvastu are still without female teachers. The schools with all female teachers were 8 (3.8 percent) in Dhankuta and only 4 (2.4 percent) in

Kapilvastu. The number of female head-teachers in the primary schools in Dhankuta was 14 while in Kapilvastu it was only 6.

Individual interviews and discussions with the stakeholders revealed that in Dhankuta girls education was better in the municipality area compared to peripheral areas because of the tendency of female teachers to concentrate in the municipality area. Parents and other family members discouraged the prospective or incumbent female teachers to join schools due to topographical difficulties and lack of facilities in the rural areas of the district. That is why a great variation was found in proportion and percentage of female teachers between rural and urban areas.

The remote areas of Dhankuta district that were access difficult and lack of residential facilities were revealed as the cause of non-availability of female teachers. In Kapilvastu the southern areas lay far behind in girls' education than the northern side. For want of SLC-pass girls, especially the southern belt was suffering from the problem of lack of female teachers.

It was revealed from the district level workshop that there were 242 schools in Kapilvastu of which 76 (31.4%) did not have a single female teacher. In Dhankuta out of 208 schools 91 (43.75%) still were lacking female teachers (central and field level data vary). The causes for this lack as identified by the stakeholders were as below:

#### *Causes of Lack of Female Teachers*

Non-availability of local SLC-pass girls. Outsiders had adjustment problems and sought transfer to other convenient places.

For the appointed SLC girls from other areas of the district the distance was a big problem.

Almost all the VDCs in Dhankuta and about 10-15 VDCs in Kapilvastu had geographical difficulties e.g. rivers, stream, hills and forests for female teachers who had to come from other VDCs.

Most communities in Kapilvastu still hold a very negative attitude towards girls' education and also toward female teachers. They looked upon female teachers, particularly who worked outside their localities or VDCs as not good women. In Dhankuta, most of the stakeholders expressed that the female teachers were incompetent and concerned more in the household chores than in their profession.

The head-teachers and SMC members in both the areas still hold the view that female teachers do not perform well as male teachers.

In Kapilvastu female teachers from outside had language problem and local students and teachers could not communicate well. So they were not welcome in the community.

Lack of residential facility and security discouraged female teachers to live in the community. If the community did not welcome a female teacher it would be difficult for her to adjust in the community.

Some female teachers still had family problems – household responsibility, young children's responsibility and could not afford sufficient time for teaching

There was no secondary or lower secondary school nearby. So parents did not want to send their young daughters to a far away school, particularly for security and

sexual harassment reasons. When there were only a few girls going to school, it was difficult to protect them from boys who indulge in teasing girls. Some people who were socially aware suggested the parents to send their girls to school in groups so the girls could help each other. But the school should still be made gender-friendly to employ female teachers and vacancies should be created for female teachers where there are none.

The dowry system in Kapilvastu was still a problem demanding more dowries for an educated girl to pay for more qualified groom.

The Southern belt of Kapilvastu lagged far behind in girls' education. According to the RP, who was a female, the community people were not quite positive towards girls' education. In many VDCs there was not a single SLC-pass girl and so it was difficult to find a local teacher. To appoint a female outsider was difficult due to the problem of residence. Besides, the community did not easily accept an outsider especially when she was a woman. A woman residing outside the home in their view was not a socially welcome person, a bad or immoral woman. She was humiliated, teased and harassed even by women. Most of the Tarai women practice parda and so they do not like a woman living outside home. They look upon such a woman as a bad example and a mark of disrepute. They are afraid that such a woman would break social norms and values. In the community where girls' access to school education is still remote, the recruitment of a local female teacher is just a dream. The RP stated that even in such a situation one female teacher was found dedicated to her job in line with the expectations of the policy makers even though she was facing several problems for doing so (more details in Chapter IV).

The causes of paucity of female teachers in Dhankuta was revealed as the remoteness of the district and a tendency to stay in the municipality because of the facilities. Another cause was the lack of SLC-pass girls in the remote villages.

Interviews and discussions with the stakeholders provided various suggestions to increase the number of female teachers in the remote and lacking areas. The educational stakeholders in the two districts gave some suggestions to increase female teachers in the district which were as follows:

### *Suggestions*

Collect information at community level on vacant or male-occupied female quotas.

Make lower secondary and secondary schools available in the areas where the girls' education profile is low or where there is no female teacher.

Encourage local girls to pursue higher studies by providing scholarships and residence facilities and assure them that they would be recruited as teachers after completing their studies.

Fill all female teacher quotas by female teachers. Do not entertain the appointment of a male teacher in female quota.

Give non-local female teachers the benefits – bus fare or residence allowance for example, as necessary. Give female teacher who comes from a long distance the first and last period off so that she can adjust her travel time without hampering the class.

Train SMCs on the importance of appointing female teachers.

Provide opportunities to test-pass (sent-up) girls in the remote villages of special coaching and fix for them a deadline for passing SLC.

## *Deployment Policy and Problems in Implementation*

### Policy

The Government is developing a policy of four teachers to a school (2 of them female). This policy was appreciated by the education stakeholders but they pointed out some problems in the effective implementation of the policy. Some of the problems they foresaw were as follows:

### Problems

Some schools have more female teachers and some have less or no female teachers at all. This has created the problem of unequal distribution mostly because of the policy of deployment in their home place or community.

In the educationally backward areas, especially the south side of Kapilvastu and the remote villages of Dhankuta where girls education is only name, and lack of SLC-pass girls has remained a problem.

In some areas power politics also plays a negative role. In such areas SMC members and head-teachers have been monopolizing and do not want to appoint female teachers because they have their own people (afna manchhes), mostly males, working as teachers.

Female teachers are also not willing to go to such places not convenient or comfortable for them. Parents and guardians also do not want to send their daughters and daughters-in-law to remote and risky areas.

According to the stakeholders, the above problems could be solved if the following action steps be taken by the government in time.

### Solutions

Make efforts to increase girls' education in the remote areas

Open lower secondary and secondary schools in educationally backward areas to increase the number of high school female graduates

Arrange massive awareness programmes to promote girls' education. Bring out the educated women in parda not allowed to join the job

Strictly follow the policy of one female teacher in each primary school

Do not approve male appointments in the schools where there are no female teachers, look for other alternatives

### *Stakeholders' view of Female Teachers*

Most of the stakeholders in the two districts were highly in favour of the presence of female teachers in primary schools. Many of them said, "The greater the number of female teachers the better". The reasons for the benefits of the appointment of female teachers given by them were:

Increases girls' enrolment in school

Provide motherly affection to the children

Enjoy in dealing with the children than the male teachers

A model for the community (where girl's education is not looked at positively)

Female teachers are sincere to their assignments

Changes in traditional attitude and prevention of prejudices

Low or no involvement in politics makes the teaching learning regular

The above expressions were given by the female teachers too. One of the female head-teachers in Kapilvastu said that she was very pleased having more female teachers in her school. Her expression was:

Most of the teachers in my school are female, out of 5 teachers only one is male. All of us work in a team. They all are sincere teachers and do not create any problem. They are punctual and work accountably. If there is some urgent work in the school to complete, they are always pleased to volunteer. We worked hard in the preparation of SIP and submitted it before due date. We go from door to door to collect funds or convince parents of the need to send their children to school. Now, even the educationally disadvantaged communities have become quite aware about their children's education. There is no out-of-school child in my ward. "Women are mothers and we must take care of our students as mothers" is our motto. The community people have relied on us and we have served them as much as we could. We have got every help from the community whenever we wanted.

On the other hand, one male head-teacher in Dhankuta expressed his views:

It is a good policy to recruit at least one female teacher in a primary school. Presence of female teachers makes parents feel more comfortable regarding their daughters. But having more than one female teacher creates many problems. They have to take care of many things at home and that is why they become irregular.

However none of the interviewees, including the female teachers said female teachers were as equally competent as their male counterparts. In Dhankuta the head-teachers and SMC members held that female teachers were not as competitive as male teachers, so they could not face the competition exam, that is why the number of female teachers was much smaller. They also pointed out that female teachers were not as good as male teachers in the classroom. However, in Kapilvastu nobody mentioned this problem.

All of them laid stress on the point that women were affectionate and could handle the young children in a better way than men. They did not get irritated with the children as quickly as the male teachers. This very conception might work negatively in the employment of female teachers - giving priority to a female rather than to a competent and qualified one. The blame on incompetency of female teachers might owe to this reason.

However the stakeholders unanimously stated that the appointment of female teachers would increase girls' enrolment in schools.

The unanimous view of the stakeholders that the presence of female teachers would help to increase the number of girl students can be justified by the following table.



Table 2: Number of Students and Teachers in Different Schools in the Districts

Schools/Districts	Dhankuta			
	Teachers		Students	
	Female	Male	Female	Male
Shree Suryodaya Primary School	0	4	38	42
Shree Rastriya Saraswati Primary School	4	0	35	30
Shree Janta Rastriya Primary school	1	3	70	70
Shree Margeshwari Primary school	4	1	57	47
Total	9	8	200	189
	Kapilvastu			
Janani Primary School	3	1	157	123
Balmandir Primary School	3	-	61	54
Kotigram Primary School	1	3	92	141
Kotiya Primary School	0	4	74	172
Total	7	8	384	490

The table shows that in each district the number of girls is higher in the schools having female teachers. The difference in the number of girl students in Dhankuta is not that much while in Kapilvastu it is distinct. The higher number of girls in Janani and Balmandir primary schools (where there are more female teachers) and lesser number in Kotigram and Kotiya (where there are less female teachers) show that parents have the tendency to send their daughters to schools having female teachers. The cultural values and parda for women in this area shows the demand of female teachers for increasing girls' enrolment in schools especially in the Muslim community.

It was learned in the field that the Muslim community was still reluctant to send their daughters to school. Only a small number of women had got SLC and higher degrees. One of the Muslim girls was the object of appreciation in the whole district. She was a primary school teacher with a B.Ed degree and perhaps the only female teacher in the district holding this degree. She was a model for Muslim women as well as to other tarai women. Following her suit, many other Muslim girls were pursuing higher education with the aim of becoming teachers. It was learned from the field that 3-4 Muslim girls had joined I.Ed. after SLC this year as an Education campus was opened recently in this district.

Tahira was the example of a bold and courageous woman in the Muslim community of Kapilvastu as often said by the DEO personnel, SMC members, teachers and other local people. Her challenging story of choosing career instead of family life was cited by most of them (story in Chapter IV). She had been a role model in her community motivating more Muslim girls to higher education.

### Transfer of Female Teachers

The transfer policy of the government states that the teachers are not transferred from one district to another until they have worked for at least 7 years in the same district or 5 years in a declared remote district. Another policy states that women and

physically impaired teachers (both male and female) should not be transferred to the places of their inconvenience.

The transfer rule was not followed in the case of transfer of teachers within the district. Individual applications were processed at the district level and necessary steps were taken. “This leaves a lot of room for maneuvering and subjective influences” said SMC members, teachers and the DOE staff in both the district. They also said that, apart from political inferences, Teachers' Associations also influenced transfers.

However, the District Education Office (DEO) record showed that both male and female teachers had taken transfers to different schools. The numbers of incoming and outgoing teachers from 2057 to 2060 in the two districts were as follows.

Table 3: Incoming and Outgoing Teachers (2057 - 2060)

District/Transfer	Incoming Teachers		Outgoing Teachers		Place of Transfer
	Female	Male	Female	Male	
Dhankuta	3	8	2	7	Neighboring Districts
Kapilvastu	2	10	4	1	Kathmandu, Rupendehi

The table above shows that in Kapilvastu more female than male teachers had left the district and more male teachers came into the district from outside. Most of the female teachers (3) had taken transfer to Rupendehi, a district adjacent to Kapilvastu.

In Dhankuta, the research team could not get exact places of transfer outside the district due to unavailability of the concerned person in the DEO office. However, in the workshop at DOE in Dhankuta, school supervisors and RPs said that quite a larger number of female teachers applied for transfer within the district. Many female teachers were expecting to get a transfer to Dhankuta municipality areas. The reasons were political insurgency, and opportunity of higher studies in the campus of Dhankuta municipality area.

According to the DEO source the volume of transfer to convenient places within the district was quite large. However it could not provide the details. Both male and female teachers were found to have taken the transfers but the number of female teachers exceeded that of the male counterparts.

Inter district transfer was found high because of the policy to adjust the student-teacher ratio, DEO office said. The DEO data in Kapilvastu showed that about 40 female and 29 male teachers had taken transfers to different schools within the district. The high rate of transfer of female teachers was due to the replacement of female teachers in the vacant posts. It was learned from the district that the DEO of Kapilvastu had already deployed 46 female teachers in the vacant positions on the general quota but there were still 6 left to adjust. Most of the central level stakeholders held the view that female teachers sought transfer soon after they got appointment if they were sent to remote areas. One of the teacher participants in the central-level workshop told her own story how she sought transfer soon after appointment. The educational stakeholders in the district complained that though they were recruited for the remote areas the problem of residence and distance had discouraged them to continue in the job. The table below shows the number of teachers having taken transfers from the schools of their recruitment to the other schools within the district.

Table 4: Transfer of Teachers within the District

Schools/ Transfer	Incoming Teachers		Outgoing Teachers		Place of Transfer
	Female	Male	Female	Male	
Dhankuta					
Shree Suryodaya Primary School	-	2	-	-	From Sanne -2 From Sanne-3
Shree Rastriya Saraswati Primary School	-	-	-	-	
Shree Janta Rastriya Primary school	1	-	-	-	From Deurali High School
Shree Margeshwari Primary school	1	-	-	-	From Jitpur
Total	2	2	-	-	4
Kapilvastu					
Janani Primary School	2	1	1	2	(From) Bhalwad, Motipur (To) Sisihawa, Gajedhawa, Barkalpur
Balmandir Primary School	2		1		(From)Dungahawa, Taulihawa
Kotigram Primary School	-	-	-	-	
Kotiya Primary School		1	1		(To and from) Bhairahawa (adjacent district)
Total	4	2	3	2	11

In Dhankuta, a total of 4 teachers (2 female and 2 male) had taken transfers to various schools within the district. The main reasons why teachers from other schools came in were: easy access, quota adjustment, and mutual understanding

In Kapilvastu a total of 11 (7 female and 4 male) teachers had taken transfer to various schools within the district. The reasons of transfer of most of the female teachers were quota adjustment and (darbandi katti) vacancy. Male teachers were transferred for geographical reason and adjustment in home places. In Kotiya primary school, teachers were transferred on mutual understanding; one female teacher was transferred and replaced by a male teacher, making the school all-male.

Transfer of teachers to their desired places was discouraged by the policy to recruit local teachers and preference to home place. Lack of female teachers in some areas and high concentration in other areas owed to the policy of deploying them in their convenient places.

The review of the policy, discussion session at the central-level and grassroots-level stakeholders recommended the following policy inputs regarding the transfer of teachers.

### *Policy Inputs*

Place female teachers in their local areas (near home)

Transfer them to their places of convenience

Transfer them to the areas where there are no female teachers

Appoint male teachers only when female teacher are not available

The policy of transfer of teachers to the needy places was not practicable due to the policy to deploy or transfer in the home place or the place of their convenience especially for the female and the disabled. The other problems identified were as follows.

### *Problems*

Because of their preference to local and home places female teachers cannot be transferred to the places as desired.

Family members do not allow, and due to small babies cannot go away from home.

Problems of residence, security and negative attitude of the communities towards girls' education and towards female teachers.

Considering the above problems the stakeholders suggested some solutions to increase the number of female teachers. They were:

### *Suggested Solutions*

Produce female teachers locally by providing scholarships to intelligent girls

Give preference to married local women so that they may remain in the village

Provide residence facility and security measures for outsiders

Provide bicycles or bus fare to the female teachers who come from long distance

## **Training of Female Teachers**

Most of the female teachers in both the districts had received long term training. Those teachers with I.Ed. and B.Ed degree also had received 10 days refresher training on the method of teaching. The policy of compulsory teacher's license had compelled them to take training as the training was made mandatory to receive the license to become a teacher. Many students in Kapilvastu, (both men and women) were receiving training after SLC to be prospective teachers in the future.

### *Training Facilities*

In Dhankuta, BPEP II had made a provision of a recruitment training programme of 10 days minimum to all the primary teachers by the resource centres with the objective of making the teaching process effective, qualitative and meaningful. Besides, a private training center was providing training with the permission of NCED. The trainers of the center who already hold I.Ed. and B.Ed. had received refresher's training.

In Kapilvastu there was only one private training center providing training to teachers. The training center had just started and had not completed even one training of 10 months. All the trainers had got the B.Ed. degree. They had received the 10 days TOT training from NCED and a training package from the center. The trainees would get certificates from NCED on completion of the training. The local teachers, especially the female teachers, were quite happy to receive the training in the district itself although they had to pay a handsome amount for the training. They

were paying a total amount of 10,175 for the total package of 10 months in two installments.

Sabita Chaudhari is taking a 10 months' teacher's training from the private institute in Taulihawa and had received a temporary license. The training though costly, according to her helped to acquire the license and she had not to go far away from home with the small baby. Had it been away or even in Bhairahawa she could not have got a chance for training. According to her, about 23 women who were looking for job were receiving training from the training institute. The training was beneficial to many women as they rarely had a chance to go away from home due to the restriction for daughters and daughters-in-law in the family. "Had it not been at my home district, I and my friends would have no chance to attend it. The training even though costly will help me to become a permanent teacher which is going to be advertised very soon," she added. The training had provided her an opportunity to learn the teaching technique as well as the language of instruction.

She is originally from India and has a SLC degree from there. Now she can converse well in Nepali because of her teaching practice. However, she can speak the local language very well which will help her to teach the children in their mother tongue.

The female teachers of Kapilvastu had to go to Bhairahawa, for training and most of them traveled by bus everyday. The bus-ride took them about 2 hours. Those who took the residential training in the training center complained that the facility was not good and that it was difficult to stay there with little children in possession. Weak health was another difficulty to continue the training for long run. This situation seemed to date back to the time when the training center was housed in a hired building. Since Kapilvasu is adjacent to Bhairahawa, the female teachers would prefer to traveling by bus to staying in hostel. Now the PTTCs run hostels in both the districts have separate hostels for female teachers which also provide baby sitters food and lodge on a nominal charge.

Table 5: Trained and Untrained Teachers in the District

Training/District	Dhankuta					
	Permanent Teachers			Temporary Teachers		
	Female	Male	Total	Female	Male	Total
Long-term Training	47 (19.2)	198 (80.8)	245	34 (41.0)	49 (59.0)	83
Short-term Training	47 (16.1)	245 (83.9)	292	84 (97.6)	2 (2.4)	86
Total	94 (17.5)	443 (82.5)	537	118 (69.8)	51 (30.2)	169
Total Teachers	94	492	586	121	221	322
	Kapilvastu					
	Female	Male	Total	Female	Male	Total
Long-term Training	64 (22.3)	223 (87.7)	287	26 (63.4)	15 (36.6)	41
Short-term Training	-	-	-	-	-	-
Total						
Total teachers	123	709	832	95	65	160

The figures in parenthesis indicate percentage

The total number of teachers in Dhankuta was 928 of which 215 (23.17%) were female. Among them, 94 female teachers were permanent and 121 temporary. All permanent female teachers had received the modular training. Similarly, temporary female teachers had also received a long-term or short-term training. The reason was

that the regional training center was located in the district itself, making it comfortable for them to receive training within the district.

In the FGD, all the teachers said with one voice that the training had helped them to build a basic minimum capacity required for a teacher. Trainings like multi-grade teaching training, subject-teacher training, managerial training were very helpful to develop essential skills to the management, implementation and evaluation of the curriculum.

The total number of teachers in Kapilvastu was 992 of which 218 (21.97) were female. Only 64 permanent and 26 temporary female teachers (altogether 41.28%) were fully trained. The training they received was the long-term (10 months') training. According to the policy, only permanent teachers could take the training but, in the case of female teachers, even the temporary ones would take it provided the quota was not availed by permanent teachers. Data show that in Kapilvastu even the temporary male teachers had taken the training. Of the 41 temporary teachers taking the training 26 were female and 15 male. It shows that despite the policy, male teachers had also taken the benefit.

Due to the compulsoriness of the training for receiving the teacher license a good number of teachers were seeking for opportunities for joining training. The stakeholders pointed that:

Female teachers did not require any training for getting the permanent license only for the first time as a privilege

They are given priority for training

Even though female teachers were privileged to receive the license without training, there were some problems. Which were:

### *Problems*

The residential training center was far away from home

Family, health and small children dissuaded them to stay away from home for a long time

Training did not agree with the academic calendar

For want of substitute teachers school did not release them for training

The solution they provided for the above problems were as follows:

### *Solutions*

Training center be made available in the district (private centers are now available and they are doing well)

Training should be adjusted with the academic calendar, i.e. training should be conducted during vacation time

Provision of substitute teacher has to be made

The stakeholders were asked what prominent contribution BPEP II had made for the benefit of female teachers. The answers were as follows.

## Changes after BPEP II

Girls' education was given due emphasis in both BPEP I and BPEP II as girls enrolment was far less than that of boys at the primary level. Enhancement of girls education through recruitment of female teachers as perceived earlier was found to have continued in both the phases. The major changes brought by BPEP II in this direction was revealed by the stakeholders as follows:

More female teachers' quotas

Provisions of trainings

Process of making female teachers permanent. Vacant quota positions to be filled in by female teachers only.

Increase in the number of scholarships for girls (primary to higher education)

NFE for out-of-school children and adults and IG programmes for mothers

Increase in GER and NER

### *Suggestions for future*

Recruitment of female teachers in lower secondary and secondary level (at least 1 as for the primary level with the provision of gradual increase

Opportunities for qualified female teachers to become head-teachers

Effective implementation of 1 female teacher policy

Emphasis on the recruitment of female teachers

Preference to the local and ethnic minority and low-caste groups

More training facilities

More programmes to enhance girls' education

It was revealed from the field that during its first phase the BPEP I had created more female teacher quotas for temporary teacher-ship because a high number of female teachers were appointed in the primary schools on a temporary basis. But, as the position was temporary, they could quit the job as soon as they got better options elsewhere. BPEP II now has pressurized the government to fill in the vacant permanent positions with female teachers, so the female teacher quota has been converted into the general teacher quota. The present policy of recruiting 2 female teachers (in the quota of 4 teachers) will bring parity in the numbers of female and male teachers in primary schools and will also help in promoting girls' education in the areas where it is lagging behind due to gender discriminatory cultural practices especially in the Tarai.

The effort for promoting girls' education through scholarship programmes and recruitment of female teachers appear to have brought a positive change even in the perception of very conservative community. Those communities which were deadly against girls' education are now demanding more schools and more female teachers not only for primary schools but also for lower secondary and secondary schools. This is one of the highest achievement of both BPEP I and II in enhancing girls' education.

## Chapter IV

### FEMALE TEACHERS: REALITY AND EXPECTATIONS

#### Female Teachers, the Reality

The study revealed that the education stakeholders from policy to grassroots level were unanimous about the recruitment of female teachers for the primary level. All the stakeholders including female teachers regarded that female teachers were good in handling small kids (students of primary level) because they could give motherly affection to them. They taught the young children without being irritated by their naive questions and mischief. The presence of female teachers was glaringly felt because they were crucial to bring not only more girls but also more boys to school. Although their presence was much more important to retain the young girls in the school this fact was hardly realized by the men folks. One of the RPs in Kapilvastu shared her experience in this regard:

The girls in my area get quite matured by the time they reach grade 4 or grade 5. Children are quite grown up when they enter school. So the presence of female teachers is more important at this time to the young ones. In a very conservative society of the Tarai, parents hesitate to send their young daughters to school when they reach puberty. In most of the communities they begin to look for grooms and both boys and girls get married at an early age. It is difficult to retain them in school even after grade 2. Female teachers of the same locality could bring the difference in such attitude of the people by playing a role model.

Experiences reveal the need of female teachers for the primary level in the areas where educated women are a glaring need. But the politics of appointing afno manchhe and the person of similar party stands as a barrier to the whole ideology. Participants of the central-level workshop had also stated that there were areas where the schools were run on party basis. According to them some of such schools were run efficiently, while others had created problems especially for female teachers. Such a case was observed in one of the schools of Kapilvstu which was all female teachers:

There were 4 female teachers in this school. The SMC members were not quite favourable to have a total set of female teachers in the school. The SMC chairperson began to play politics by complaining that there was no good teaching in the school having all female teachers because they were not serious about their responsibility, they gossip rather than do their work. He transferred one of the teachers to another school and was trying to bring a male teacher in her place. The head-teacher and the female SMC member went against it and were trying to bring the female teacher back to school because she had a uterus trouble and had to travel a long distance. At present there were only 3 teachers in the school, thus hampered the teaching and learning. The head-teacher was quite annoyed at this situation but could not go against the male-dominated SMC. It was learned that the SMC was trying to close the school instead, if the person of their interest was not appointed. They were making the point that the school was not required because there was no good teaching in the school. The teacher who was transferred from the school according to the head-teacher was a good teacher one with a B.Ed. degree. "All the parents supported us but the SMC members did not listen because they were interested in bringing their own relative" she added.

Interview with the chair of SMC of the school revealed that he was dead against having more female teachers. He said "Only one female teacher in school is good. More than one would only gossip. Women are not good teachers either; they are



good only to look after the young kids. So one teacher is enough to handle the kids at lower level." The head- teacher (female) of that school said that all the teachers were working as a good team and were teaching very well. They had also submitted the SIP before the other schools in the district. The behaviour of the SMC members was creating problem in their work.

The SMC chairperson in the all-female-teacher school in Dhankuta on the other hand, was very positive with female teachers in his school. He said "We need both female and male teachers; it is good to have both." But some of the supervisors in Dhankuta expressed the view: "More women in the school make a center of gossip. One is enough, more will be a nuisance." Such an attitude of the responsible persons will not only go against female teachers but on the whole idea of recruitment of female teachers in primary schools. There needs to be a thorough investigation on how the female teachers were appointed - on qualification basis or on the basis of nepotism and favouratism.

### **Female Teachers are Hard Workers**

Study from the two districts revealed that some of the stakeholders held the view that female teachers were not as competent as the male teachers. But the reality tells a different story. Female teachers were working very hard to establish themselves in the community and in the school. The female teachers in the rural areas are mostly perceived as housewives and mothers rather in the role of a professional teacher. To establish themselves in the community, the female teachers in the northern Kapilvastu had worked very hard and achieved success in bringing all the children of the locality to school.

It was learned from the DEO, RP and other educational personnel that the northern belt of Kapilvastu was more conscious and had female teachers in each school (in some of them more than two or even 3-4). Some of the schools also had female head-teachers. The research team had a chance to converse with one of the head-teachers of a school. She explained how hard she had worked to establish her school. Her story:

There was no primary school in her locality and the small children had to walk about 30 minutes to reach the nearest school - a lower secondary school. One of her relatives with the help of the community had started grade 1 only with 35 students in the year 2044 (1989). But he had to quit the school for some reason. So he handed the responsibility of running the school to Ms. Shobha. In 2045 the school got formal recognition from the government and then it started grade 2. Every year the school upgraded and gradually went up to grade 5. In the beginning, the school was run in a thatched hut with only two rooms and the students were seated on the open ground in the chautari (a rest place for the passers by) for lack of space.

For the first year Shobha volunteered in the school - as a service to the community of poor hill migrants, Dalits and Tharus. The hill migrants were aware about their children's education and helped to raise funds for the school. From the second year she was given Rs.902 as salary. She hired a teacher and shared 50% of her salary with her to support in teaching, as it was difficult to handle both teaching and administrative work together. In the year 2048 the DEO provided a one teacher quota to the school and also promoted her to the post of head-teacher. In the beginning she was confused about assuming the position. She said, "I was a bit hesitant because I was afraid of the challenges to be faced. But now I feel quite comfortable and encourage other women to accept challenges. If women are not given chance they would not come forward on their own. Now I feel really motivated."

Shobha and her friends went door to door to convince the community, and collected donations and erected a half-concrete building in 2049. They also collected some furniture. The district administrative office provided the zinc roof and FINIDA helped in constructing a two-section toilet. In 2050 BPEP helped to build a two-room building and also provided a teacher support from the project. Now she had 3 female teachers, 1 male teacher and one helper. BPEP also provided barbed wire for the security of the school. Now the school has 280 students of whom 157 are girls. Of the total students 112 are from the Dalit and other ethnic groups. In the year 2060, one of the teachers appointed by the project was transferred to another school to adjust the female quota in the general system. When the researchers were in the field, Shobha had come to request the DEO to appoint a teacher in the vacant position. She expressed her grievances: "It is not just fair, we cannot speak as strongly as the male teachers do and cannot even roam around the DEO office as they do. I have to teach as well as to do some administrative work as a head-teacher." She strongly felt that her voice was not heard just being a female.

According to her, the community was taking good care of the school. The women's group of community forestry in the village had helped the school quite a lot. The women of the group were motivating the parents for schooling of their children. They were also involved in providing services to the community such as drinking water, culvert, overhead bridge etc. "Our community is a model for social service now" she commended. She was quite pleased that there were several programmes that supported female teachers and girls' education. One of the reasons was that the COPE programme of UNICEF had advocated a lot for girls' education, training and other programmes for female teachers. Many female teachers were members of Girl's Acceleration Programme and so were involved in the programme which aimed at increasing girls' participation in school.

### **Female Teachers have Multiple Responsibility**

All the female teachers in the sample schools were married and had children. Some of them (40 + years) had grown-up children while most of them were young and had small kids. They had a hard time managing the household, children and the school at the same time. Some of them had to carry their children along with them to the school as there was none to look after them. All these women had to work full time in the school and at home both. As they were all daughters-in-law they had certain obligations to fulfill at home. Unless they pleased every member of the family at home, they could not go for their duty.

There were only a few who were lucky to get help at home. Sabita Chaudhary of Kapilvastu was one who had a kind mother-in-law who looked after the household full time. Sabita said:

I am happy to get an opportunity for teaching. As there were not many SLC graduates in my area, I got the opportunity to become a teacher. I am the only female teacher in my school. I was appointed on the female teacher quota provided by BPEP II in the year 2057 (2000). I competed in the selection exam from among 4 contestants conducted by the SMC. I am lucky to have a small and cooperative family. We are only four, my husband, mother-in-law, myself and a small baby. I can give full time to my teaching as my mother-in-law helps me in all the household chores and takes care of the baby. My family is very happy that I got a job at my door. The only trouble is getting permanent position in the job, which I hope will be achieved when there will be the examination for permanent license, which is commencing soon.

In Tarai women rarely get the opportunity of holding a job outside home. Those who got an opportunity came only with the consent of family members. Those who did not get home support either left home or quitted the job. The Muslim community among all others, was found more reluctant. The story of Tahira is a glaring example.

The Muslims of Kapilvastu had a rare tradition of sending their daughters to government schools. Some of them went to Madrasha in lower grades and dropped out when they got older. Tahira was fortunate enough to get education of up to SLC because her father was a very liberal person. After her SLC she got a teaching job in a primary school but had to quit the job after she was married at the age of 18 in India. Her in-laws had a large family, mostly illiterate and conservative. She was confined to household and had to do all the chores, but the family members were not happy. Her mother-in-law was a very strict woman and it was difficult for her to adjust in the family. Her father requested them to treat her well but to no avail. After a few years of tussle her father brought her back to his home. She was then 8 months' pregnant. Nobody from her husband's home ever came to see her when she was hospitalized for delivery. Her husband married another woman so she had to continue to live in her father's home. She studied further and got a B.Ed. degree. Now she is working as a primary school teacher in a secondary school in Taulihawa, the district head quarter. Besides, she gives tuition class, helps her father in tailoring and does minor household chores when she has time. Her sister-in-law and mother take care of the household. Her daughter is 9 years old now and is studying in grade 3. Although she has no problem at present, she feels bad about her past life and fears an insecure future (after her father's death). However, she is quite smart and the job of a permanent teacher has developed confidence for the future.

Tahira, who was living a life of struggle, was privileged to get a job and began an independent life on her own. Motivated by her example, many young women in the Muslim community were now going to school and doing SLC. Quite a few had been successful in getting through SLC and had joined higher education. Tahira has been a role model in the district and is ever appreciated by all.

### **Expectation from Female Teachers and Challenges**

Community mobilization for girls' education was one of the major activities expected of female teachers. In the beginning they were given one day off to go door to door and convince parents of the importance of girls' education. In many of the hill areas female teachers were successful in achieving the desired goals, as the people there were quite hospitable and helpful to women. In the Tarai, however, a woman roaming around house to house was not generally welcome and such idea was not much fruitful. On the other hand the limited number of teachers demanded the presence of female teachers in the school more than to community visits. Now the concept has changed by the practice of door-to-door visits made at the time of admission by a group of teachers. Competitions between government schools and boarding schools in the urban areas also seems to have paved new ways for convincing the parents.

The Southeren belt of Kapilvastu according to the RP, suffered from female teachers because the community was not quite positive towards girls' education. This belt according to her, lagged far behind in girls' education compared to the northern belt. In many VDCs there is not a single SLC-pass girl and is difficult to appoint a local female teacher. To find a non-local female teacher was not only difficult but also problematic to find a residence. The RP told that even in such situation, one of the female teachers had shown her courage to adjust in that community showing

dedication to her job and also setting an example for women facing several problems. The story of one of the female teachers, told by her, was as follows:

She had to travel one and a half hour on a bicycle to reach the school. She had a small daughter whom she carried on the bicycle, as there was no body to look after her at home. Once she met with an accident and could not ride the bicycle. Then she began to live in the village but no one liked to keep her in their house. She was given a cowshed to live in and she stayed there with her daughter. People in that community did not like her staying away from home. The community people, especially women, complained that their daughters and daughters-in-law would be spoiled by her presence there. She continued her job, giving less care to the social humiliation as the job was very important to her for her survival. She was a very gentle woman and a good teacher too. Later on, it was found that due to her presence in the school parents began to send their daughters to that particular school. After a period of 2-3 years of struggle she had been able to win the heart of the community people. Now the school has set an example of enrolling a larger number of girl students. Many parents were now sending their daughters to the schools in the hope to make their daughters teachers, one like her. Now the community pays good regards to her.

All these stories reveal that there are female teachers who really are dedicated for their job. They have very well understood their responsibilities and want to meet the expectations of the policy makers, implementers, parents and girl students' as well. They have been doing very well where there is a favourable condition and are trying hard to adjust in adverse situation too. The only matter is the realization from all the sides, how to support these dedicated women in all these situations. The role of the responsible parties - SMCs, head-teacher, parents and PTAs, all need to support the endeavour of the government to enhance girls' education from their respective sides. Now it is time for all to work seriously without delay, since we have been blaming the same situation for more than 3 decades. Gender and cultural barriers to education of girls must receive top attention and be shattered as soon as possible.

## Chapter VI

### MAJOR FINDINGS AND SUGGESTIONS

The Fifth Plan (1976-80) gave priority to the appointment of female teachers to increase girls' enrolment in primary schools. The Eighth Plan (1991-1995) emphasized on recruitment of at least one female teacher in each primary school and the Seventh Amendment of Education Regulation Act, 1992 made the recruitment of at least one female teacher in each primary school mandatory.

The educational statistics of 2003 shows more than 10,000 schools still going without female teachers. The number of female teachers at primary level is  $\frac{1}{4}$  of the total number of teachers. More than 50 % of the female teachers are concentrated in the Central and Western Development Regions while the Far Western Development Region has only 16.6% of female teachers.

Considering the above points, this study has tried to look at the policy issues and the constraints faced at the implementation level in matters of the distribution, training and transfer of female teachers in primary schools. The major findings of the study in different areas (with suggestions) are presented below under separate headings.

#### Major Findings

##### *Employment and Deployment*

###### Current Policy

There should be at least one female teacher in each primary school of the country

Recently policy has been made that there should be 2 female teachers in the schools having 4 teachers.

SMCs are authorized to recruit the teachers on permissions of DEOs

Female and disabled teachers should be deployed at their home places or the places of their convenience.

###### Implementation Level

No vacancy (darbandi) was created due to financial constraint.

Since the female teacher quota gave temporary jobs, and were without job security female teachers were likely to quit the jobs. Now the temporary position is going to be converted into permanent ones, many junior temporary female teachers are likely to loose their jobs.

In some of the schools, male teachers were appointed on the female teacher's quota. In some places the female teachers were appointed where female teachers were already there.

The policy of recruiting 2 female teachers (where there were 4) was yet to implement.

There is still a lack of SLC-pass girls or female contestants for teaching job especially in the remote and needy areas.

The exam for general teacher quota seems too competitive for the female candidates.

Prejudices against the female teachers, e.g. family, household and children's responsibilities will hamper the teaching job demanding more leave, is harmful to the policy of recruitment of female teachers.

Lack of awareness about gender equity and equality at the implementation level is creating problems to have female teachers in schools even at the primary level.

Language is a problem for an outsider teacher to communicate with the students.

Lack of residential facility and security measures for female teachers is a problem to retain them in remote areas. This was also creating the problem of lack of female teachers in remote areas.

A feeling that male teachers work more and competently than female teachers persists at the district and local level both.

SMCs are reluctant to appoint female teachers as long as male teacher of their interest are available.

Only a few women could compete with men in competitive examination.

### Suggestions

Advertise according to the need of the school

Strictly follow the policy of at least one female teacher for each primary school and place 2 female teachers in the schools with a quota for 4 teachers.

Authorize VDC to monitor and fill the vacancies of teachers on a close supervision and monitoring by DEO.

Collect information at community level on vacant or male-filled female quotas

Establish secondary schools in those areas where girls' education participation is low or where there is a lack of female teachers.

Encourage girls for higher education (at least SLC) providing scholarships and residence facilities. Assure them that they would be hired as teachers on completion of their studies.

All the female teacher quotas must be filled only by female teachers.

Non-locals should be given benefits – bus fare or residence allowance or residential facility as required. Give female teachers who come from a long distance the first and last period off so that they can adjust the walking time without hampering their class.

Provide culture and gender sensitization training to teachers, SMCs and parents.

### *Transfer*

#### Current Policy

Female teachers are given priority for transfer to their home place

#### *Implementation Level*

No vacancy announcement has been made for the last 5-6 years.

The policy of transferring female teachers to their home places or at the place of their convenience has created the problem of female teachers in the remote and needy areas.

Female teachers seek transfer soon after their appointment to remote areas or culturally, geographically and politically difficult areas.

No transfer can be made without mutual consent of the schools even if there is a vacancy in the school.

Teachers Associations are maneuvering the transfer of teachers. In some areas the SMC members and head-teachers also encourage the transfer of female teachers when their own people (male) are trying for appointment.

Parents and guardians do not want to send their daughters and daughters-in-law to remote and risky areas

### Suggestions

Conduct massive awareness programmes for girls' education. Mobilize community to bring educated women outside the household to work as teachers, especially in the areas where *parda* system is strong.

Produce female teachers locally providing scholarships to the intelligent girls, especially those from disadvantaged and ethnic minorities.

Give preference to local married women to reduce the problem of transfer.

Provide residence facilities and security measures to outsiders. Provide bicycle or bus fare as incentive to a female teacher who comes from a long distance.

### *Training*

#### Current Policy

Both in-service and pre-service training facilities are available to female teachers.

Temporary female teachers are also eligible for training while in-service teacher training is provided to permanent teachers.

Training is compulsory to receive a teacher's license, but a female teacher is eligible to hold a temporary license even without a training certificate.

Temporary female teachers get the chance for training only when there is a quota vacancy for training.

#### Implementation Level

No discrimination was made in the training on the basis of gender.

Most of the female teachers had taken short-term training.

Providing training to all female teachers was not possible because most of them could not afford time for 10 months' residential training owing to personal and familial problems.

Unless there was the provision of a substitute teacher no female teacher could take part in training, especially at the academic session.

The training was organized in parts and the teachers took it when they liked. But it would take them a long time to complete the full training in this way.

The regional training center had benefited more female teachers at Dhankuta. Kapilvastu had some constraints of residential training. Bringing a baby sitter in the training center was a problem for both the trainee and management. Opening of a private training center had benefited the local teachers, however the tuition for training was a bit higher for the primary teachers.

The policy of compulsory training for receiving the teacher's license had encouraged a great number of teachers to seek training. The favourable policy to provide training for temporary female teachers had benefited more female teachers. However, quite a few temporary male teachers were found to have benefited from the training.

The major changes brought by BPEP II in this direction was the expansion of the female teacher quota, with provision for trainings.

### Suggestions

Make the training gender and culture friendly, including gender and culture sensitization programme in training package to address diverse issues in this regard.

Make the training center suitable for women with small babies by providing facilities of child care center.

Make more training centers available in the district to facilitate the female teachers to receive training.

Private training centers available at present are too costly. The policymakers should think about negotiating the price to provide benefits to more teachers, especially female.

### Additional Suggestions for Future

Give head-teacher position to qualified female teachers.

Implement the 1 female teacher policy effectively

Continue the reservation quota for female teachers in the area of disadvantaged community and remote regions for a limited period of time

Make arrangements for preparatory classes for female teachers sitting for the competition examination and also make resources available to them.



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### Annex 1

#### Gender wise Distribution of Public Primary Schools Teachers by Development Region

Development Region	Total	Male		Female	
			%		%
Nepal	81707	63586	77.8	18121	22.2
Eastern	19284	15435	80.0	3849	20.0
Central	23849	18034	75.6	5815	24.4
Western	20561	15550	75.6	5011	24.4
Mid-western	10530	8379	79.6	2151	20.4
Far-western	7483	6188	82.7	1295	17.3

Source: DOE, 2002

### Annex 2

#### Gender wise Distribution of Public Primary Teachers in FRP Districts

Districts	Total Teachers	Male	%	Female	%
NEPAL	81707	63586	77.8	18121	22.2
SANKHUWASABHA	1050	872	83.0	178	17.0
ILAM	1387	1120	80.7	267	19.3
DHANKUTA	931	709	76.2	222	23.8
MORANG	2253	1639	72.7	614	27.3
RASUWA	362	279	77.1	83	22.9
KAVREPALANCH	2033	1601	78.8	432	21.2
CHITAWAN	1745	1211	69.4	534	30.6
LALITPUR	884	482	54.5	402	45.5
SYANGJA	1902	1369	72.0	533	28.0
KASKI	1667	1133	68.0	534	32.0
KAPILBASTU	1038	828	79.8	210	20.2
SURKHET	867	674	77.7	193	22.3
BANKE	831	617	74.2	214	25.8
DARCHULA	813	681	83.8	132	16.2
DADELDHURA	603	514	85.2	89	14.8
KAILALI	1064	846	79.5	218	20.5

Source: DOE, 2002

### Annex 3

#### Ratio of Primary Level Students and Female Teachers

Districts	Total Students	Girls	Female Teachers	Male Teachers	Number of Students per Female Teachers	Number of Students per Male Teachers	Number of Girls per Female Teachers	Number of Girls per Male Teachers
NEPAL	3928684	1783366	31549	78624	124.5	50.0	56.5	22.7
SANKHUWASABHA	34534	16974	194	909	178.0	38.0	87.5	18.7
ILAM	55407	27539	421	1266	131.6	43.8	65.4	21.8
DHANKUTA	31089	15384	310	819	100.3	38.0	49.6	18.8
MORANG	137468	65524	1088	1940	126.3	70.9	60.2	33.8
RASUWA	7685	3506	89	295	86.3	26.1	39.4	11.9
KAVREPALANCH	65918	32742	786	1912	83.9	34.5	41.7	17.1
CHITAWAN	91844	44887	1076	1895	85.4	48.5	41.7	23.7
LALITPUR	56549	26883	1687	1037	33.5	54.5	15.9	25.9
SYANGJA	66362	33103	665	1513	99.8	43.9	49.8	21.9
KASKI	77113	38170	1568	1682	49.2	45.8	24.3	22.7
KAPILBASTU	55752	21000	318	910	175.3	61.3	66.0	23.1
SURKHET	61093	28696	294	1170	207.8	52.2	97.6	24.5
BANKE	49422	20799	464	738	106.5	67.0	44.8	28.2
DARCHULA	23989	11571	160	766	149.9	31.3	72.3	15.1
DADEL DHURA	26724	13563	111	602	240.8	44.4	122.2	22.5
KAILALI	117012	52886	516	1459	226.8	80.2	102.5	36.2

Source: DOE, 2002

### Annex 4

#### Total Primary Teachers and Public Primary School Teachers by Training Status

DISTRICT		Total Teachers					Public School Teachers				
		Primary					Primary				
		Total	Full Trained	Partially Trained	Untrained	% of trained	Total	Full Trained	Partially Trained	Untrained	% of trained
SANKHUWASABHA	Male	909	215	538	156	23.7	872	215	538	119	24.7
	Female	194	60	64	70	30.9	178	60	64	54	33.7
	Total	1103	275	602	226	24.9	1050	275	602	173	26.2
ILAM	Male	1266	292	385	589	23.1	1120	292	385	443	26.1
	Female	421	76	77	268	18.1	267	76	77	114	28.5
	Total	1687	368	462	857	21.8	1387	368	462	557	26.5

DHANKUTA	Male	819	186	316	317	22.7	709	165	327	217	23.3
	Female	310	72	88	150	23.2	222	54	91	77	24.3
	Total	1129	258	404	467	22.9	931	219	418	294	23.5
MORANG	Male	1940	345	415	1180	17.8	1639	281	366	992	17.1
	Female	1088	172	250	666	15.8	614	80	132	402	13.0
	Total	3028	517	665	1846	17.1	2253	361	498	1394	16.0
RASUWA	Male	295	39	121	135	13.2	279	38	121	120	13.6
	Female	89	11	24	54	12.4	83	11	24	48	13.3
	Total	384	50	145	189	13.0	362	49	145	168	13.5
KAVREPALANCHOWK	Male	1912	109	292	1511	5.7	1601	109	302	1190	6.8
	Female	786	21	52	713	2.7	432	21	89	322	4.9
	Total	2698	130	344	2224	4.8	2033	130	391	1512	6.4
CHITAWAN	Male	1895	549	445	901	29.0	1211	423	519	269	34.9
	Female	1076	297	187	592	27.6	534	210	209	115	39.3
	Total	2971	846	632	1493	28.5	1745	633	728	384	36.3
LALITPUR	Male	1037	90	164	783	8.7	482	89	172	221	18.5
	Female	1687	68	117	1502	4.0	402	68	127	207	16.9
	Total	2724	158	281	2285	5.8	884	157	299	428	17.8
SYANGJA	Male	1513	100	735	678	6.6	1369	100	796	473	7.3
	Female	665	31	143	491	4.7	533	31	152	350	5.8
	Total	2178	131	878	1169	6.0	1902	131	948	823	6.9
KASKI	Male	1682	327	345	1010	19.4	1133	131	380	622	11.6
	Female	1568	182	257	1129	11.6	534	52	267	215	9.7
	Total	3250	509	602	2139	15.7	1667	183	647	837	11.0
KAPILBASTU	Male	910	141	559	210	15.5	828	136	350	342	16.4
	Female	318	40	97	181	12.6	210	36	90	84	17.1
	Total	1228	181	656	391	14.7	1038	172	440	426	16.6
SURKHET	Male	1170	378	218	574	32.3	674	295	169	210	43.8
	Female	294	105	97	92	35.7	193	103	118	-28	53.4
	Total	1464	483	315	666	33.0	867	398	287	182	45.9
BANKE	Male	738	115	395	228	15.6	617	115	433	69	18.6
	Female	464	44	83	337	9.5	214	44	100	70	20.6
	Total	1202	159	478	565	13.2	831	159	533	139	19.1
DARCHULA	Male	766	181	266	319	23.6	681	176	388	117	25.8
	Female	160	46	69	45	28.8	132	42	69	21	31.8
	Total	926	227	335	364	24.5	813	218	457	138	26.8
DADEL DHURA	Male	602	68	177	357	11.3	514	50	236	228	9.7
	Female	111	26	79	6	23.4	89	18	50	21	20.2
	Total	713	94	256	363	13.2	603	68	286	249	11.3
KAILALI	Male	1459	607	457	395	41.6	846	116	249	481	13.7
	Female	516	24	59	433	4.7	218	24	82	112	11.0
	Total	1975	631	516	828	31.9	1064	140	331	593	13.2

Source: DOE, 2002