

# **Effectiveness of Incentive/Scholarship Programmes for Girls and Disadvantaged Children**



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July 2003

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## Acknowledgement

In the twenty-first century, Nepalese girls and children of ethnic/minority caste groups are found suppressed, neglected and forced to live deprived because of non-education, poverty and social discrimination. As a result, about 19% primary school age children (6-10 years) are still out of school in the country. How to take them to school and provide them education has been one of the major challenges for BPEP II. In this regard, various scholarship and incentive programmes have been launched by MOES under BPEP II. On the other hand, two piloting programmes - education of girls and education of special focus group children - are being conducted. This study focuses on three scholarship and incentive programmes: Educational Incentive Programme for Girls (EIPG), Primary School Scholarship for All Girls, and Dalit Scholarship.

The study partially centers on identifying the gaps in the programmes designed for the girls and educationally disadvantaged children. It also suggests measures for improvement in enrolment and retention as well as future strategies for the education of the girls and disadvantaged children. This may help education planners and programme implementers.

The research team expresses its sincere thanks to Mr. Dankert Vedeler, Assistant Director General, Ministry of Education and Research, Norway and to Dr. Kristin Tornes, Formative Research Technical Advisor, Norway for entrusting the research study to the team. We also express our gratitude to Dr. Hridaya Ratna Bajracharya, Executive Director, CERID and to Dr. Bijay Kumar Thapa, Coordinator, Formative Research Project, CERID for their moral as well as technical support for the study. Thanks must also go to the resource persons Mrs. Rampyari Shrestha and Mrs. Padma Dhakal of Women Education Section, Department of Education for the advice and technical support we received from them.

We sincerely thank all the community leaders, parents, teachers, students, school management committee members, District Education Office personnel, school supervisors, resource persons and communities of the districts for providing us valuable help in collecting information at the field level. Thanks must also go to Mr. Veda Nath Regmi for looking after the language of the report. Finally, we thank the CERID family for providing the research team logistic, administrative and other supports.

July 2003

Narendra Phuyal  
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## List of acronyms

<b>BPEP</b>	Basic Primary Education Programme
<b>CERID</b>	Research Center for Educational Innovation and Development
<b>COPE</b>	Community Owned Primary Education
<b>COPEO</b>	Community Owned Primary Education Office
<b>DACAW</b>	Decentralized Action for Children and Women
<b>DDC</b>	District Development Committee
<b>DEO</b>	District Education Office
<b>DOE</b>	Department of Education
<b>EIP</b>	Educational Incentive Programme
<b>FGD</b>	Focus Group Discussion
<b>FRP</b>	Formative Research Project
<b>GER</b>	Gross Enrolment Ratio
<b>IMC</b>	Incentive Management Committee
<b>MOES</b>	Ministry of Education and Sports
<b>NER</b>	Net Enrolment Ratio
<b>NFE</b>	Nonformal Education
<b>NGO</b>	Non-Government Organization
<b>OSP</b>	Out-of-School Programme
<b>RC</b>	Resource Centre
<b>RP</b>	Resource Person
<b>SAVE</b>	Save The Children
<b>SFG</b>	Special Focus Group
<b>SIP</b>	School Improvement Plan
<b>SMB</b>	School Management Board
<b>SMC</b>	School Management Committee
<b>SPIP</b>	School Physical Improvement Programme
<b>VDC</b>	Village Development Committee
<b>VEC</b>	Village Education Committee
<b>WES</b>	Women Education Section
<b>WEU</b>	Women Education Unit

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## **Executive Summary**

### **Introduction**

Incentive programmes for girls and disadvantaged groups are the access-related activities of BPEP II. They are the main intervening programmes aimed to reduce the cost of the schooling of children of poor and disadvantaged families. The general perception of the Nepalese people is that household poverty is a hindrance to the access to education of the disadvantaged children. In this context, HMG/ Nepal has launched various types of incentive programmes under MOES to help the education of girls and disadvantaged children. Incentive programmes such as scholarship programmes for girls and disadvantaged children have been launched by the Ministry of Education and Sports through Women Education Section of the Department of Education with the objective of increasing their participation in education.

Study focused Incentive Programs: (i) Educational Incentive Programme for Girls (EIPG) (ii) Dalit scholarship, and (iii) Primary School Scholarship for all girls. Programme (i) is the piloting programme and programme (ii) and (iii) are regular programs.

### **Objectives of the Study**

- To find out the participation of girls and disadvantaged children in education.
- To identify the incentives needed girls and disadvantaged children
- To identify the gaps in the implementation of incentives/scholarship distribution and reasons for the gaps.
- To generate effective mechanisms of incentives/scholarship distribution for girls and disadvantaged children
- To study the impact of incentive/scholarship programmes on enrolment and retention
- To be acquainted with the experiences of NGO-supported incentive programmes in primary schools in the sample districts.

### **Methodology**

#### **Study Procedure**

This study has used the following procedure to achieve its objectives:

- Regular meeting with programme implementers and policy makers at the central level
- Formation of discussion group with a provision for regular meetings
- Review of related documents
- Survey of selected pockets and schools
- Consultation with programme implementers in sample districts
- Consultation with programme implementers and stakeholders in sample pockets

- Consultation with programme implementing partners (NGOs) in sample districts and pockets.

The study applied various procedures to acquire information from the field. Surveys of school, class and community were conducted. Office records of DEO, RC, VDC and schools were checked. Moreover, IMC records were checked for information on the activities of the Committee. Focus Group Discussion (FGD) was another tool used for collecting information. FGDs were conducted at the district, VDC and school levels. FGDs with the parents and children were also conducted. DEO, RP, VDC chairperson and members, and social workers were interviewed. Information was collected from head teachers and teachers, and the IMC and SMC members through interviews.

Survey	Record	Discussion	FGD	Interview
School, Class, Community	DEO record, RC record, VDC record, IMC record, School record	DEO, Community, VDC, School.	District , VDC, School , Parents, Children	DEO, RP, Related persons of the district, VDC Chairpersons/ Members, social workers, School teachers, Head teachers, IMC and SMC members.

### Major Findings

#### Participation of Girls and Disadvantaged Children is Low

Participation of girls and disadvantaged children is low because:

- Parents' want their daughters to get married rather than send them to school
- Preference to Madarsa in the Muslim community
- Failure and repeater rates in grade I is very high
- School age children prefer working as porters than going to school.
- Inadequate physical facility
- Insufficient classroom space and inadequate teacher supply.
- The teacher-student ratio is far above the mark.

#### Some Girls and Disadvantaged Children are Still Not Covered

##### *Parsa*

The main reason for girls' non-receipt of the incentive in the first year was that the incentive was distributed on the basis of the survey list. The names of the girls were missing from the survey list. In the second year also, all the disadvantaged girls did not receive the incentive because only the school-going girls were taken as eligible for the incentive. Musahars are the most disadvantaged ethnic group identified through community observation. Of the 60 Musahar girls of Bagbana VDC, 53 did not receive the incentive. There is a small community of Doms in the Bairiya village of Bairiyabirta VDC. This community was also identified as the most disadvantaged group. Here the number of girls were only 5 and none of them received the incentive. Similarly, 8 out of 15 Dusadh girls were deprived of the incentive.



### *Nawalparasi*

All the girls enrolled in schools received the incentive from the very beginning of the programme but out-of-school girls did not receive the incentive. Chamars and Bansphors were identified as the most disadvantaged groups deprived of the incentive. There were 40 Chamar girls in Bhaksipur village of Harpur VDC and 20 of them did not receive the incentive. Seven out of 10 Bansphor girls did not receive the incentive.

### *Khotang*

The so-called low-castes girls could not benefit from the incentive programme. Only those enrolled in schools received the incentive, but out-of-school girls of the most disadvantaged ethnic groups (Kami, Majhi and Damai) were still deprived. The number of Kami girls was 24 in Suntale village of Suntale VDC and 12 of them did not receive the incentive. Of the 20 Majhi girls 10 did not get the incentive. Of the 20 Damai girls of Bojhe village of Chyasmitar VDC 12 remained deprived.

## Programme Implementation Gap

### *Educational Incentive Programme for Girls (EIPG)*

- Variation in incentive amounts (in the sample districts)
- Lack of involvement of IMC
- Need to include out-of-school girls in the survey list
- IMCs are ignorant of their roles and responsibilities (in all sample districts except Nawalparasi)
- Less priority given to Grade I girls in the incentive distribution (Parsa)
- No regular follow-up and monitoring of the incentive programme (center level to school level)
- Variation in the modality of the selection of girls (all sample districts)
- Misuse of the incentive money in Kapilvastu

### *Dalit Scholarship Programme*

- No age count in the scholarship distribution to primary school children.
- Distribution of scholarship to all Dalit students in spite of the inadequate quota size.
- No attention given to children's school regularity before scholarship distribution.
- Lack of monitoring and follow up of the programme.

### *Primary School Scholarship for all Girls*

- Distribution of the scholarship money to all girls in spite of the inadequate quota size (Darchula).

## Incentive Distribution Mechanism

### *Educational Incentive Programme for Girls (EIPG)*

- In Nawalparasi district, Meetings of IMC and the Community Committee under them were organized for programmes such as advocacy, incentive money distribution and school award. This shows that IMCs are active and doing well in this district.
- There were variations in the distribution of incentive money in the sample districts. For instance, Nawalparasi distributed Rs 800 and Rs. 300 per student, Parsa Rs. 300 per student and Khotang Rs. 500 and Rs 300 per student per year (all in the first year).

### *Dalit Scholarship Programme*

- The scholarship quotas provided did not meet the needs of the Dalit students. A quota of 10 had to be divided among 28 children in Darchula.

### *Primary School Scholarship for all Girls*

- Quotas were inadequate. For instance, there were 40 scholarship quotas to 51 girls in 2058 in Darchula.

## Impact of Programme

The study tried to find out the impact of the different incentive programmes that were conducted to increase girls' participation in primary education. In this context, the study concentrated on the impact of the Educational Incentive Programme for Girls (EIPG), Dalit Scholarship Programme and Primary School Scholarship for All Girls Programme. Enrolment and retention of girls were the two parameters used to measure the impact of the programme.

### *Educational Incentive Programme for Girls (EIPG)*

#### *Enrollment*

- There were four districts (Parsa, Nawalparasi, Khotang and Kapilvastu) selected for the study of the EIPG programme. But no EIPG programme has yet been conducted in Kapilvastu district.
- There has been increase in the enrolment of girls after the introduction of the EIPG programme in the sample districts.
- Of all the sample districts, Nawalparasi has the highest increase in girls' enrollment. The average rate of increase is 25.8% (numerical average 116) per year. The average rate of girls' enrolment is 74.7% (numerical average 126) per year.
- In Parsa, the average rate of enrolment increased to 21.9% (average no. 88) per year, of which the average rate of girls' enrolment is 58.4% (average no. 68) per year.
- In Khotang, the average rate of increase is 9.8% (average no. 55) per year in the enrolment after the implementation of EIPG programme. The rate of increase in girls' enrolment is 29.5% (average no. 61) per year.

### *Retention*

- Girls' retention was analyzed in terms of girls who received the incentive at the beginning of the programme. This retention varied depending on the types of recipients. The highest scale of retention was found in 6-10 age group incentive recipients in all the sample districts. Nawalparasi and Khotang had 77.37% (171 of the 221 girls) and 77.9% (60 of the 77 girls) respectively. Parsa had 54.96% (83 of the 151 girls) retention.
- The retention rate of the recipients of 11-15 age group was found highest 73.33% (44 of the 60) in Khotang. In Nawalparasi 58.69% (27 of 46) students were continuing in school whereas in Parsa only 11.26% (8 of the 71) children were continuing.
- The retention of out-of-school girls was highest 61% (90 of the 147) in Nawalparasi. The retention of this group in Khotang and Parsa were 50.24% (103 of the 205) and 44.28% (190 of 429) respectively.
- In Parsa, none of the 14 girls, who had received the dropout incentive, was continuing. But 69.20% (27 of the 39) and 50% (2 of the 4) of girl students were continuing in Khotang and Nawalparasi respectively.

### *Dalit Scholarship Programme*

- In Nawalparasi, the number of Dalit students increased by 80.5% in the five-year period (2055-59). Similarly, there was an increase of 37.5% of Dalit students in Khotang in three years (2057-59). This effect could be seen only after the introduction of the EIPG.

### *Primary School Scholarship for All Girls Programme*

- In Darchula there was no significant increase in girl's enrolment in the five years. There was a decrease of 11.74% in children's enrolment but increase of 6% in girls' enrollment. The main reason for the decrease in enrolment was transfer to boarding schools or schools in India and family's migration.

## **Suggestions**

### Educational Incentive Programme for Girls (EIPG)

#### *Increase Participation of Girls and Disadvantaged Children*

- Mobilize the SMC, IMC and teachers in developing data on the community children and keep children's records in schools
- Mobilize RPs to inform the concerned people about the programme
- Involve Dalits in the distribution of the incentive
- Integrate the income generating programme activities (parental incentive).
- Manage tutors for disadvantaged children (within their community).

#### *Expand Social Involvement*

- Make the IMC, parents or mothers' group responsible for enrolling educationally disadvantaged girls in school.
- Make the people aware of social and educational factors such as legal rights,.

- Encourage the parents of most disadvantaged groups to income-generating activities
- Conduct door-to-door awareness programs

#### *Introduce Integrated Programme*

- Provide incentive programs, physical facilities and human resources in an integrated way.

#### *Reduce Gaps*

- Give priority to Grade I enrollees and out-of-school girls in the distribution of the incentive money
- Manage the incentive programme through IMC
- Involve the parents of the most disadvantaged ethnic groups in incentive management
- Make the community people responsible about the education of their girl children.

#### *Improve Distribution Mechanism*

- Distribute the incentive on time
- Distribute the incentive on a 2-instalment basis
- Finish collecting the names of girls including new enrollees by the end of Asadh
- Distribute incentive money within Kartik (1<sup>st</sup> instalment) and Chaitra (2<sup>nd</sup> instalment)

#### *Improvement in Management*

- Conduct the survey again in order to identify the incentive unreached most disadvantaged groups in the community.
- Reorient the VDC and the district level stakeholders on the programme each year.
- Appoint the focal person for effect in the management of incentive programme.
- Authorize the district to conduct the programme in tune with the situation of VDC.
- Provide incentives to all new comers (6-10 age group) and to all schooled girls (6-15 age group).
- Homogenize the incentive amount (Rs. 500), removing the Rs. 300/Rs. 500 disparity
- Form mother groups and mobilize them for creating awareness
- Develop the monitoring schedule (centre level to VDC level)
- Allocate budget for awareness activities for the advocacy programme
- Form a Dalit Committee, involving Dalits in the incentive management

### Dalit Scholarship

- Involve Dalits in the distribution of the scholarship
- Integrate income generating programme activities (parental incentive).
- Manage tutors for disadvantaged children (within their community).
- Encourage the parents of most disadvantaged groups to income-generating activities
- Conduct door-to-door awareness programs
- Make the community people responsible for the education of their girl children.
- Form mother groups and mobilize them for creating awareness
- Develop the monitoring schedule (centre to VDC)
- Allocate budget for awareness activities for the advocacy programme
- Form a Dalit Committee, involving the Dalit in the incentive management
- Provide scholarship programs, physical facilities and human resources in an integrated way.
- Make VDC assist in providing local teachers for school

### Primary School Scholarship for All Girls

- Encourage the parents of most disadvantaged groups to income-generating activities
- Conduct door-to-door awareness programs
- Provide incentive programs, physical facilities and human resources in an integrated way.
- Form mother groups and mobilize them for creating awareness
- Develop the monitoring schedule (centre to VDC)
- Allocate budget for awareness activities for the advocacy programme



## CHAPTER I

### INTRODUCTION

#### Types of Incentive/Scholarship Programmes

Incentive/Scholarship programmes for girls and disadvantaged groups are access-related activities of Basic Primary Education Programme (BPEP) II. They are the main intervening programmes aimed to reduce the cost of the schooling of children of poor and disadvantaged families. The general perception of the Nepalese people is that household poverty is a hindrance to the access to education of the disadvantaged children. In this context, HMG of Nepal has launched various types of incentive programmes under the Ministry of Education and Sports (MOES) through the Department of Education Women Education Section with the objective of increasing their participation in education. The programmes are of two major kinds: National Scholarship Programmes and Piloting Programs:

#### National Scholarship Programs

Mainly eight different types of scholarship programmes have been run by the Ministry of Education and Sports in the country. They are:

- 1) Primary school scholarship for all girls
- 2) Primary girls scholarship
- 3) Dalit scholarship
- 4) Local school scholarship
- 5) Campus girls scholarship
- 6) Upgrading scholarship for girls
- 7) Martyrs' children scholarship
- 8) Scholarship for disabled children

#### *Primary School Scholarship for All Girls*

This Programme has been conducted by the Department of Education (DOE) with the objective of increasing girls' participation in primary education. This programme has been conducted in 12 districts [Achham, Doti, Bajura, Bajhang, Jumla, Humla, Kalikot, Jajarkot, Mugu, Dolpa, Rukum and Darchula] since 052/053. The scholarship provides Rs.250 per head per year. The government has decided to extend this programme from the year 2059/60 to 40 districts classified as 'Ga' and 'Gha' where girls' participation in education is very low.

#### *Primary Girls Scholarship*

It has been conducted in 63 districts of the country since the year 052/053. Under this programme, selected girls from most the disadvantaged communities are provided Rs.250 per head per year. The government has limited this programme to 35 districts (classified as 'Ka' and 'Kha' by the National Planning Commission) after the extension of the Primary School Scholarship for all Girls programme to 40 districts.

### *Dalit Scholarship*

Selected students from Dalit communities [Lohar, Sunar, Kami, Damai, Sarki, Badi, Kasai, Gaine, Kusule, Kuche, Chyame, Pode, Chamar, Dhobi, Paswan, Tatma, Dom, Bantar, Khatwe, Musahar, Sanyal, Satar, Halkhor] in all districts of the country are provided Rs.250 per head per year. This scholarship has been distributed according to the quota since the year 052/053. The government has decided to provide this scholarship to all Dalit students with effect from 2059/60.

### *Local School Scholarship*

This programme is being implemented in 75 districts. The objective of this programme is to increase the number of SLC-pass girls in the districts for primary teaching, to reinforce the female teaching cadre. Under this programme, Rs. 600 to Rs. 1000 is provided to each girl of Grades 6-10 every year. The number of scholarship is based on the yearly quota for the district.

### *Upgrading Scholarship for Girls*

MOE has been supporting through BPEP the rehabilitation of 18 hostels, which is expected have a positive impact on girl's enrolment. In each hostel, accommodation is available for 20 girls. Girls of the feeder hostels receive scholarships under this upgrading scholarship programme. The scholarship is provided to girls from remote areas. The scholarship rate is Rs. 850 and Rs. 1050 per girl per month in accessible and remote districts respectively.

### *Campus Girl's Scholarship*

This scholarship programme has been provided to girls who study in campuses or higher secondary schools. The scholarship rate is Rs 450 per girl per month in accessible districts and Rs 550 per girl per month in remote districts.

### *Scholarship for Disabled Children*

This programme has been in the operation in districts where Special Education Programme is being conducted. It provides 50 quotas to each district. The scholarship (Rs. 50 per child) is provided to the children who are physically disabled.

### *Piloting Programmes*

Mainly two programmes are being piloted by the Department of Education. They are:

- 1) Educational incentive programme for girls (EIPG).
- 2) Education for special focused group (ESFG).

### *Educational Incentive Programme for Girls [EIPG]*

There has been a piloting of this conducted by BPEP since the year 056/057. The programme is targeted for the economically, linguistically and educationally disadvantaged girls of 2 VDCs each of 17 districts (Saptari, Bara, Parsa, Sindhuli, Nuwakot, Surkhet, Syanja, Bardiya, Nawalparasi, Kabhre, Kanchanpur, Dadeldhura, Sarlahi, Kapilvastu, Kailali, Khotang and Sindhupalchok). The aim of this programme is to provide educational opportunity to girls to participate in primary education. It provides Rs. 300 to schoolgirls for educational materials and Rs 500 to out-of-school girls (new enrollees) for school uniform every year.



### *Education for Special Focused Group [ESFG]*

Under this programme six ethnic / religious groups, namely, Rai/Lepcha (Ilam), Musahar (Siraha), Tamang (Sindhupalchok), Muslim (Rupandehi), Chamar (Kapilvastu), and Kamaiya Tharu (Bardiaya, Kailali and Kanchanpur), have been identified as the ones with lower participation in education and provision of scholarship is made for them in 3 VDCs in each district. This programme has been in operation since 056/057 B.S. It is intended for the children of economically, linguistically and educationally disadvantaged special target groups. Its main objective is to encourage such children to join school, assist in their school regularity and help them complete primary cycle. The Special Focus Group school children receive Rs. 300 for educational material and out-of-school children (new enrollees) receive Rs. 500 for school uniform.

### **Focus of the Study**

BPEP II has placed emphasis on the effectiveness of implementation of incentive distribution. Measuring the effectiveness of various types of incentive/scholarship programme on student's performance is another task of BPEP II. In this regard, research on beneficiaries' achievement before and after the programme is necessary. Therefore, the major thrust of this study is on measuring the effectiveness in terms of increase in enrolment and retention. The study focuses specifically on:

- Identifying the gaps in the implementation (with supporting evidence) at central, district and pocket levels of incentive/scholarship distribution for girls and disadvantaged children and underlining the reasons for the gap.
- Assessing the impact of the incentive/scholarship programmes on enrolment and retention.
- Suggesting effective mechanisms for the incentive distribution process.
- Suggesting alternative incentive programs.

### **Research Questions**

The study concentrated on the following research questions decided by FRAG for 2002/03.

- How are the incentive/scholarship programmes implemented?
- To what extent have the incentive/scholarship programmes contributed to increasing the enrolment and retention of target children?
- Why have the incentive programmes not reached the target groups?
- What are the linkages with the community mobilization programmes?

### **Objectives**

The main purpose of the study was to evaluate various incentive/scholarship programmes for primary education from the management perspective. More specifically, the objectives of the present study are to:

- study the participation of girls and disadvantaged children in education;
- identify the incentive needed girls and disadvantaged children;

- identify the gaps in the implementation of incentives/scholarship distribution and state the reasons;
- generate effective mechanism for incentives distribution for girls;
- study the impact of incentive/scholarship programmes on enrolment and retention; and
- be acquainted with the experiences of NGO-supported incentive programmes in primary schools in the sample districts.

## Methodology

### Study Procedure

This study has used the following procedure to achieve its objectives:

- Regular meeting with programme implementers and policy makers at the central level
- Formation of discussion group with a provision for regular meetings
- Review of related documents
- Survey of selected pockets and schools
- Consultation with programme implementers in the sample districts
- Consultation with programme implementers and stakeholders in the sample pockets
- Consultation with programme implementing partners (NGOs) in the sample districts and pockets.

### Study Sample

The population for the study comprised the stakeholders of the programme: children, parents, programme managers, implementers and teachers. The study was carried out in 20 schools of 12 VDCs in 5 districts. In addition, 3 NGO-supported schools were observed in the sample districts to share experiences. The districts were selected on geographical and development region basis.

*Table 1.1: Programme wise sample*

Dev./ geo. region	District	VDC	School	Incentive Programme
Eastern Hill	Khotang	2	4	EIPG and Dalit scholarship
Central Tarai	Parsa	3	5	EIPG, Dalit scholarship and NGO
Western Tarai	Kapilvastu*	3	3	EIPG, Dalit scholarship and NGO
Western Tarai	Nawalparasi	2	4	EIPG, Dalit scholarship and NGO
Far western Hill	Darchula*	2	4	Primary School Scholarship for All Girls /Dalit scholarship

*s\*Longitudinal study district*

Nawalparasi was not included in the first proposal. In the beginning only two schools of the sample VDC were included. As the study needed more schools, 3 schools of Harpur VDC were later included.

In the changing political context, one sample district (Saptari) in the Tarai has been replaced by Khotang (in the Hills).

### *Sample Selection Procedure*

Five sample districts (Khotang, Parsa, Kapilvastu, Nawalparasi and Darchula) were selected on the basis of development/geographical region and programme districts. To evaluate the educational incentive program for girls (piloting programme) running in 34 VDCs of 17 districts, 8 VDCs of 4 districts (Parsa, Kapilvastu, Nawalparasi and Khotang) were selected for the study. The Dalit scholarship programme has been implemented in all the 75 districts of the country. Ten VDCs of 5 districts (Nawalparasi, Parsa, Darchula, Khotang and Kapilvastu) were selected for the effectiveness study of the Dalit scholarship programme. Similarly, Darchula was selected for the study from among the 12 districts of Mid and Far-Western Development Regions where the primary school scholarship for all girls programme has been conducted. This programme is selected for the evaluation because it is going to be extended to other 40 districts of the country from this fiscal year (2059-60).

*Table 1.2: Sample Groups by District*

Respondents	Respondents per District	Total
District	1	5
DEO/RP and other people of DEO (FGD)	7 (Per FGD)	5
Pod group discussion in district headquarters.	1	5
No. of schools	3-5	17
No. of Schools (NGO supported)	1	3
Head teachers	2-5	20
Teachers	4-10	40
SMC/social leaders	5	20
VDC, parents and childrens (FGD)	4	24

*Note: The total number includes number of respondents from NGO-supported schools as well.*

### **Study Tools**

The study was designed to collect in-depth information on the research questions (mentioned above) through observations, interviews, FGDs, and survey. Each of them is described below:

#### *Observation*

- Incentive/scholarship programme implementation and its management from central level to school level
- Facilities provided to the girls and disadvantaged children
- Impact of the incentives/scholarship on enrolment and retention
- Children's family background and their school attendance rate

#### *Interview*

People such as DEOs, supervisors, stakeholders, head teachers and teachers were interviewed. In the programme districts, the interviews focused on the process of Incentives/scholarship distribution and on the impact of the Incentives/scholarship. The interviews specifically covered the following aspects:

- Management of incentives/scholarship distribution (issues)

- Positive and negative impact of incentives/scholarship
- Changes noticed in the community after the programme
- Community involvement in the programme
- Support from DEO/ NGO
- Suggestions for the improvement of the incentive/scholarship programme

#### *Focus Group Discussions*

Focus group discussions (FGD) were conducted with district level stockholders, VDC level stockholders, parents and children on

- Types of incentives/scholarship which the programme beneficiaries are receiving
- Usefulness of the incentives
- Positive impact of the incentives in reducing household expenses
- Negative impact of incentives (on children)
- Daily routine of parents and children at home
- Reason for enrollment/drop out (school)
- Causes of low/ high attendance
- Alternative ways to increase the girls and disadvantaged children's participation in education

#### *Survey*

- Scholarship distribution mechanism in the district
- Record-keeping of incentives/scholarship at DEOs and schools (system and procedure)
- Incentives/scholarship distribution procedure (district and schools)
- NGO participation in incentives for girls and disadvantaged children
- Coverage of incentives ( girls and disadvantaged children)
- In addition, smaller group discussion sessions and workshops were also organized in some districts.

#### Study Approach

The study was designed to collect in-depth information through survey, interaction and observation. The study was divided into three different phases:

##### *Phase I (October -December, 2002)*

The first phase concentrated on developing detailed strategies including field activities. The following were the activities of the first phase:

- Preparation of a conceptual framework for discussion with concerned people of DEO and the Formative Research Committee
- Selection of sample sites (with the help of the Formative Research Committee)

- Review of relevant documents
- Development of tools for the study
- Organization of orientation programmes for field researchers
- Finalization of tools
- Field visit (in one of the sample districts)
- Data analysis and interaction with MOES and DOE personnel
- Preparation of a preliminary report (including strategies for immediate improvement at district and pocket levels).
- Organization of an idea-sharing workshop

*Phase II (January - March 2003)*

The second phase also concentrated on fieldwork, data collection, data analysis and field report. The fieldwork was conducted in 3 districts (Darchula, Kapilvastu and Nawalparasi). The following activities were completed:

- Study of immediate improvement (district and pocket level implementation) based on information gained from the first phase of the study.
- Formal interviews with the concerned stakeholders of the district
- Formal interviews with the concerned stakeholders of the pockets and schools
- Observation of schools and children within and outside classrooms
- Observation of children's attendance pattern, classroom situation and environment
- Observation of children in different situations
- Informal interviews with the community people
- Preparation of groundwork for case studies of the children
- Preparation of community profiles.
- Preparation of a progress report and discussion with the Formative Research Committee on the formation from data collected
- Sharing of the draft report with Formative Research Committee as well as with the policy-makers and implementers of MOES and DOE.
- Completion of collection of information from the field with an experience the sharing session.
- Experience shearing ( in session)

*Phase III (January - June 2003)*

This phase was concentrated on following activities:

- Revisit of the sample districts
- Data collection and analysis
- Organization of workshops asst central and district levels

- District level workshop
- Final report writing.

Two district level workshops were arranged in two sample districts. Joint team of researchers and DOE revisited the sample districts to finalize the draft findings and disseminated the draft report. Levelwise action steps were prepared for the improvement of the programme.

## CHAPTER II

### REVIEW OF RELATED DOCUMENTS

This chapter deals with the review of related documents and literature. The purpose of the review of documents is to study the findings of the earlier studies. The documents reviewed consisted of CERID research publications on Incentive and Girls' Education.

#### **Evaluation and Review of Incentive Schemes to Encourage Participation of Girls and Women in Basic Education (Phase I), 1998**

The study report gives a review and evaluation of various incentive schemes meant to encourage participation of girls in basic education. It describes various incentive schemes of the government and other organizations used for the development of girls' education at basic and primary level. The efficiency and effectiveness of the incentive schemes are assessed with the help of the reviews contained in report documents that were available.

The study was conducted with two major objectives: (a) to list schemes of incentives intended to motivate girls to basic education, and (b) to review the incentive schemes directed towards increasing the participation of girls in basic and primary education.

The study showed that the incentive programmes were not effective. It suggested the need for changes in the incentive schemes including a restructuring of the scholarship quota distribution as per the number of girl students in primary schools.

#### **Review and Evaluation of the Incentive Schemes to Encourage Girls' and Women's Participation in Basic and primary Education (Phase II), 1999**

The study showed a positive impact of the incentive programmes on the enrolment of girls at the primary level. However, the implementations of the programmes were not without problems and issues. The study included the main incentive programmes as well as other incentive schemes of the government and other organizations. The study focused on the issue of gender inequality, which prevailed in the incentive programmes. It suggested measures for increasing girls' participation in education. The report states that community awareness and social sensitization programmes are necessary to bring about seriousness in the implementation of the incentive programs. The incentive programmes require strong social auditing and reflection sessions at the community and the district levels.

#### **Review and Evaluation of the Incentive Schemes to Encourage Girl's and Women's Participation in Basic and Primary Education, 1999**

The main objective of the study was to evaluate the various incentive schemes introduced by the government to encourage participation of girls and women in basic education. The specific objectives were: (i) to find out effectiveness of the incentive schemes, (ii) to study the use of scholarships money (iii) to collect the opinions of the guardians and education personnel on the introduction of the incentives schemes, and (iv) to underline the expectations of the beneficiaries.

The study referred to five major incentive programs: primary school scholarship; primary school girl scholarship; nutrition programme in primary school; free textbook; and scholarship programme for Dalit students.

The study states that the result-oriented incentives programme ignored most children of the weaker section of the society and suggests that the programmes should also address the out-of-school children. The quota-based incentive programme has sidelined the most needy people. Hence, need-based approach has been recommended regarding who should get and who should not is used free textbooks. Delayed supply of the textbooks has been a problem. Only a few Dalit girls have received the incentives. In order to end the current mess in the distribution system the incentives programme needs to be further defined. The government needs to adopt a well thought policy to bring gender equity. Emphasis should be given to community participation. Similarly, community participation is essential to the monitoring mechanism.

Awareness of the people and trainings for them are essential for the effective implementation of the programme. The community should see that the incentives distribution is as effective as expected and should mobilize local resources as required. The report also mentions that incentives should be provided to the disadvantaged community for peripheral motivations. The study also recommends revision of the distribution system. It says that the stationary support programme could be discontinued. DEO's devoted participation in the monitoring of the distribution has also been emphasized.

#### **Prathamik Bidalaya Chatrabritti tatha Posak Bitaran Karyakram (in Nepali), 1986**

This was an evaluation study submitted to the Ministry of Education and Sports. The objectives of the study were: (i) to examine the machinery that distributes uniforms and scholarships (ii) to sum up the reactions of the girl students that received them (iii) to point out the practical difficulties encountered in the distributing process (iii) to work out the effective methods for distributing dress and scholarship, and (iv) to identify factors that helps attract more girls to school.

According to the study, uniforms and scholarships were not distributed in time. The beneficiaries had limited knowledge of the incentive programmes and were not acquainted with the distribution procedure. The beneficiary selection criteria had not been defined and sort distribution was unjustified. The report also revealed that the scholarship and dress money given to the girl students were not spent as required. Some schools did not get the incentives (uniform and scholarship) at all.

Recommendations of the study: (i) make all prospective beneficiaries aware of the scholarship programme, (ii) form a committee including headteacher, teachers and SMC for incentive distribution and monitoring (iii) make the girl students and their parents aware about the proper use of the incentive money, (iv) provide the scholarships at the beginning of the academic year.

#### **Dalit Chhatrabritti Prabhavakarita Adhyayan Prativedan (in Nepali), 2056**

The study (conducted by the Ministry of Education, Department of Monitoring and Evaluation in 2056) is the evaluation of the scholarship programme for the Dalits. The objectives of the study were: (i) to identify the needs of the Dalit community, (ii) to examine the management of Dalit committee, (iii) to study the effectiveness of the Dalit Scholarship, and (iv) to work out a strategy for the future.



The study identifies problems in the distribution of scholarships such as inadequate incentive quota, untimely delivery of scholarships, and delayed information about students. The study also suggests modalities for making the scholarship programme more effective. The study recommends proper financial management, awareness, and other facilities.

The study concludes that even though the Dalit Committee has been established and the Dalit scholarship distributed, there is no data on Dalit population in the VDC/MP and no record of the primary school age Dalit children. For this reason, it has been difficult to know how many of Dalit children have got access to education and how many have remained educationally deprived. So the study recommends keeping records of the Dalit population.

The study shows that there has been no increase in the scholarship quota in comparison to the enrolment of Dalit students. So it recommends for creating a local scholarship fund in coordination with the VDC, school and district. The school-going Dalit children have received the scholarship but there has not been any effort to attract the out-of-school children. So it suggested that to BPEP conduct alternative programmes for the Dalit community.

### **Conclusion**

There have been different incentive programmes conducted for girls and disadvantaged group of the country. Government and non-government organizations have made efforts for the development of girls' education. Incentives are provided for basic education. The programme has a positive impact on the enrolment of girls in primary education. But there is a need for bringing modifications in the incentive schemes. There is gender inequality prevailing in different incentive programs. Improvement is needed in the monitoring of distribution of incentives for girls' and Dalits. There is also a need for community awareness and social sensitisation programmes to develop seriousness in the implementation of the incentive programs.

## CHAPTER III

### PARTICIPATION OF GIRLS AND DISADVANTAGED CHILDREN IN EDUCATION

Girls' and disadvantaged children's participation in education is very low. Girls hardly complete the primary cycle of education. Even those who complete do not continue in the school. Most parents are illiterate and do not send their children to school. There are many reasons for this. One of the reasons is the social psychology. Society gives priority to boys. So gender disparity exists even in education. As a result, the female literacy rate is very low. The 2001 census puts the male and female literacy rates at 65% and 42% respectively. Most are not enrolled in school and those who are enrolled drop out. Most children are disadvantaged not only educationally but also economically and socially. Those who are facing the problem of food cannot think of education. The so-called high-caste and low-caste discrimination has also affected children's education. As children of all ethnic groups study together in the school, the children of the so-called low-caste feel humiliated in front of their high-caste colleagues. The result is that they drop out from school.

#### Socio-cultural Background

In Parsa, girls are educationally more disadvantaged than boys (Godpasara of Bagbana VDC). According to the head teacher of Bhojiya Lower Secondary School, early marriage has affected girls' education. After marriage, girls go to their husband's houses where they do not get the opportunity to continue their study. There is no awareness in local people. People often say girls/women are a 'group' whose task is to fetch fresh water and clean the kitchen (aaimaiko jaat pandhero ra chulo potne ta ho ni). Thus, girls' household responsibility has been a barrier to their education. In contrast to this, the head teacher said, "Girls are found regular in school and motivated towards learning. Continuing the incentive programme will bring a reform in the education for girls."

The disadvantaged children are not accustomed to receiving education. They think education is useless for their living. Nowadays, however, people are ridding themselves of old social beliefs. There has come a gradual change in their concept of education. So they have started sending their children to school.

The discussion with the head teacher of Pipara (Bagbana VDC) of Parsa district showed that there had been an increase in the enrolment of Dushads (so-called Dalits) in the school. The Dushads have been attracted towards school because of the girls' incentive and Dalit scholarship programs. Most of the girls come to school just for the incentive. Equal treatment of girls and boys in this caste has helped their retention in school. The teachers were of the view that awareness programme should go together with the incentive programme to raise the Dom children's participation retention in school. Most of the disadvantaged groups are unaware of the incentive programme. So the programme should be made known. The Doms as well and the Dushads should be motivated towards the programme. The teachers said that various incentive programmes should be provided for Doms. The scholarship quota should be increased. Physical facilities such as classroom and furniture should be improved. The number of teachers in schools should be increased too.

According to some teachers, awareness programmes would help the people think about providing education to their children. They should realize that education is necessary for any kind of profession. So the incentive/scholarship programme for the girls and Dalits should be continued. The programme works as an encouragement to education.

Harpur VDC of Nawalparasi district is situated far south of Parasi. The VDC borders on India. This VDC has a different socio-cultural pattern. Several ethnic groups live here. The main ethnic groups are Brahman, Chetri Kumal, Majhi, Murau, Karna, Kahar, Dhuniya, and Jaiswar. The main profession of the people of HARPUR VDC is agriculture but most of them do not have their own land. The Chamar who has his/her own land does not own more than 10 Katthas. Agricultural laborers get paddy worth Rs. 18 per day as a return for their work in another's field. If it is cash, it is Rs. 40 per day.

In Harpur VDC, 50% parents send their daughters to public school. Sons are sent to private schools. They have the concept that higher education is not important to girls because they leave the family after marriage. Boys should have quality education so that they could get better opportunities in life. Child marriage is popular among disadvantaged castes.

The Muslims prefer teaching the basics of the Quaran to their children to giving them general education. Their daughters cannot get married if they have not learned the Quaran. So 50% Muslim parents send their children to Madarsas to learn the Quaran in the morning and to school in the afternoon. Only 50% Muslim girls go to Madarsas.

There are various ethnic groups (Bhrahmin, Chetri, Yadav, Chamar, Passi, Majhi, Dusadh, Pattharkattha) in Hardauna and Bijuwa VDCs of Kapilvastu district. Their main occupation is agriculture. Most of them work as agricultural laborers. They work in others' farms. They are of a different socio-cultural background. The Chamars, Pasis, Dusadhs, Lohars and Badis are treated as low castes or untouchables. People of those VDCs are not aware of education. Children, (specially girls) are not sent to school. They get their daughters married early to lessen their family burden. So girls don't get opportunity for education. They hardly complete the primary level. Their dropout rate is high. In the Muslim community, children are mostly sent to Madarsa, not to school. The Chamars do not send their children to school.

In Darchula, the main occupation of the local people is business because they are connected with Tibet and India across the border. Some are engaged in daily wage earning, agriculture, milk business and employment. People follow their family professions e.g. Brahmins do ritual activities (Karmakanda), Sarkis make shoes, Damais (tailors) sew clothes. The disadvantaged and the Dalits still suffer from inferiority complex in this district. A Dalit cannot drink water from a tap meant for the Chhetris. Nevertheless, there is no caste discrimination in schools and formal gatherings.

Parents send their sons to Indian schools in e.g., Nainital, and Deharadun and daughters to government schools of Nepal. This shows that the boy-girl discrimination prevails in the community.

Suntale and Chyasmitar are the sample VDCs of Khotang district. Sunale VDC is situated south-east of Khotang. The people of the VDC are educationally, economically and socially disadvantaged. They depend upon agriculture and daily wage earning for their livelihood. Most disadvantaged ethnic groups such as Magars, Majhis, Damais and Kamis (blacksmith) inhabit the VDC. Among them, Damais and Kamis belong to the Dalits or untouchable castes. Kyapchake, Rana, Ale, Thapa, Burja, Yasmali, Khapangi and Lungeli are Magar varieties in this VDC.

In Chyasmitar VDC, Damais, Kamis and Rais are the educationally disadvantaged groups. Children (specially girls) are not sent to school because they have to help their parents in earning. Girls of the Damai community earn for their parents by working as porters.

### **Educational Status**

There are altogether five schools in two sample VDCs of Parsa, two schools in Bairiyabirta VDC and three schools in Bagbana VDC. Most Dom and Dusadh children do not go to school. There is not a single Dom child going to school in Pipara but 50% Dusadh children go to school. The enrolment of Musahar children is the poorest (1%) in Godpasara and Bagbana each. According to the school teachers, one school covers Wards 1 and 2, where approximately 1000 people live. 80 percent of the total population of the wards are deprived.

There are altogether three public schools in Harpur VDC of Nawalparasi: Palhi Lower Secondary School at Amanigunj, Harpur Primary School at Harpur and Shiva Primary School at Mudhera. The number of non-schooled and drop-out children is high (Muslims, Chamars, Bishwakarmas, Dusadhs, Paswans, Harijans, Lohars and Sunars). The Muslims are the main ethnic group of Harpur village. Most Muslims do not send their girls to school. They think that if girls are sent to school, boys may harass them. They fear that this may hamper their marriage.

There is one private school in this VDC. The parents whose economic status is higher send their children to private schools. Some of such parents send the children to schools across the border (India). The main reason this is that the incentives (cash and kind) are more profitable there. Children studying there also get the ration card. The quality of education in the Indian public schools is regarded as better than that of Nepali public schools.

There is no educational awareness in Chamars and Guptas living around the Shiva Primary School at Mudhera. The number of out-of-school and dropout children is high here. The Chamar community of Harpur thinks that teachers are not serious about their responsibility and therefore do not pay attention to their children. They enroll their children in public school because they get incentive money there. But the people of some other caste send their children to boarding schools nearby, expecting quality. The boarding schools charge Rs. 50-60 per month for the tuition fee.

The percentage of school children from different disadvantaged ethnic /caste groups such as Chamar, Harijan, Lohar is only 25. The Chamar children leave school after they reach Grade 4. Their parents say that they are now able to earn (Rs. 40 per day). There is no child having reached Grade10. There is only one Chamar boy doing I.SC in Gorakhpur, India.

In Kapilvastu, there is one school in each VDC: Janata Lower Secondary School at Hardauna and Shree Rastriya Primary School at Bijuwa. According to the FGD participants, the quality of education is not good here. Teachers are not devoted. They are not regular in class. So, the better-off parents of Harduna send their children to private schools. Poor parents of either VDC do not send their children to school due to their poor economic condition. The girls' enrolment profile in both the sample schools is very low in every grade of the primary level. The number of girls in grade I in Janata Lower Secondary School is 14. The number of girls in the subsequent grades is even less. There are only 7 girls in Grades II and III. Grade IV has no girl student. There are only 3 girls in Grade V. There is a little bit of improvement in the number of girls in Nepal Rastriya Primary School at Bijuwa. The number of girls is higher in Grades I and II. The number of girls has declined in the next higher grades. The overall figure shows that girls' enrolment is very low. In Janata Lower Secondary School, the number of girls is only 31 and the number of boys 109 (primary level). Same is the case with Nepal Rastriya Primary School where out of 296 students only 94 are girls (primary level). Table no. 3.1 (see Annex D) shows the enrollments in schools of Hardauna and Bijuwa in 2059 BS

The Janata Lower Secondary School in Hardauna of Kapilvastu district was established in 2016 BS. The school has only 2 rooms. The rooms are without windows and doors. There are only holes in the name of windows and doors. But toilet facility is there. There are only 5 chairs in school in the name of furniture. It means that children sit on the ground while learning. There are altogether 5 teachers, 3 primary and 2 lower secondary. The teachers teach all the children (grades 1 to 7) in one room. Only 23 students were found on the day of school visit. In Bijuwa, classroom space was found sufficient. Furniture was insufficient. Parents were not satisfied with the quality of instruction. The FGD groups of parents commented that grade 5 students could not even write ABC. The researcher found it true when he observed the class.

#### Children on the Day of Observation

The enrolment record shows that there are 140 students in Janta Lower Secondary School of Hardauna. However, there were only 23 students present on the day of school observation. They were kept in one room. Similarly, in Nepal Rastriya Primary School of Bijuwa, the record showed 296 students. But the number of students on the day of observation was just 195. In grade 5 there were only 5 students present when the official number of students was 27.

In khotang, there are 5 schools each in Suntale and Chyasmitar VDCs. There are also schools run by the VDCs. Of the total 5 schools in Suntale 1 is conducted by the VDC with the support of the community. Similarly, in Chyasmitar 2 schools are run by the VDC.

In Chyasmitar, Brahmins and Chhetris, who are regarded as educationally conscious, send their children (even girls) to school. In Suntale, 20% of the total population are Brahmins and Chhetris, 95% of whom send their children to school. But in Rai communities in both the VDCs, 10 percent of girls are still out of school. 42% of the Damai, Kami and Majhi girls do not go to school. The out-of-school children (Damai, Kami and Majhi) are involved in personal, parental and household affairs. They themselves do not want to go to school. Instead, they like to work as porters along with their parents. The overage girls do not feel comfortable studying with underage

children in same grade. Therefore, they drop out from the school. Lack of educational awareness in parents has kept girls away from school. Girls have to be involved in household chores such as fetching water, cutting grass, cooking and cleaning, so they are not enrolled in school. Even those who are enrolled do not get time for study at home and later drop out. The school also is no less responsible. Girls' achievement is very low. Most of the grade III girls cannot even read the Nepali alphabet. In Suntale, parents do not find schooling useful. 75 % of the SLC-pass students are unemployed, so they think education is not productive.

## CHAPTER IV

### INCENTIVE NEEDED ETHNIC GROUPS

#### Caste /Ethnicity in the district

The research team visited the district headquarters and sample VDCs of Parsa, Nawalparasi, Kapilvastu, Khotang and Darchula districts to collect information on the ethnic groups of the districts. The team also searched for information on the ethnic groups of the districts. Information was collected from the DEO office and the centre. Various caste/ethnic groups were identified in the sample VDCs of the districts. They were divided into two categories, disadvantaged and more disadvantaged. The more disadvantaged ethnic group is also known as Dalit. The disadvantaged and the more disadvantaged ethnic groups were identified with the help of the district and VDC-level people. FGDs were conducted with the DEO, LDO, RP, Section Officers and Accountants in the districts. At the VDC level FGDs were conducted with the head teachers, teachers, SMC and VDC members, parents and community leaders. Moreover, school surveys were conducted to obtain further information. In the disadvantaged and more disadvantaged ethnic groups, there were some which had not received the incentive (EIPG). Such groups are identified as incentive unreached group. The matrix below shows the disadvantaged, more disadvantaged and incentive unreached groups:

Various ethnic groups identified in sample districts

District/ Category	Parsa	Nawalparasi	Khotang	Kapilvastu	Darchula
Disadvantaged	Brahmin, Kumal, Yadav, Raut, Kurmi, Patel, Teli, Thakur, Tharu, Muslim, Dewan, Kami, Gurao, Khawas, Tamang, Rai, Bhujel	Brahmin, Chhetri, Muslim, Yadav, Teli, Dhuniya, Karna, Khatik, Dhuridhar, Gupta, Dhobi, Thather, Gwad, Kewarin, Kunjanga, Sahani, Kumal, Dharikar	Brahmin, Chettri, Newar, Tamang, Rai	Brahmin, Chettri, Yadav, Musalman, Kurmi, Gupta, Kohar, Chaudhari,	Brahman, Chettri, Tamang, Sherpa and Rai
More disadvantaged	Dusadh, Chamar, Koiri, Kuswah, Musahar, Damai	Darji, Kewat, Pasi, Kahar, Dusadh, Chamar, Mallaha, Raidas, Banskhor, Pattharkatta, Lohar, Majhi, Loniya	Damai, Kami, Magar, Majhi	Chamar, Passi, Lodh, Chai, Majhi, Dusadh, Pattharkatha, Baskhor Lohar, Badi,	Sunar, Lohar, Chunara, Tamata, Bhul, Nepali, Dudhraj and Purkauti, Darji, Telar, Sunchuri
Incentive (EIPG) Unreached Group	Musahar of Bagbana VDC (53 out of 60), Dom (5 out of 5) and Dusadh (8 out of 15) of Bairiyabirta VDC	Chamar (20 out of 40), Banskhor (7 out of 10), of Harpur village.	Kami of Suntale (12 out 24), Majhi of Dhaplant of Suntale VDC (10 out 20), Damai of Bojhe village of Chyasmitar VDC (12 out 20)	Not distributed incentive t (EIPG) o the girls	All the girls are receiving scholarship

Source: FGD and Interview

The number of educationally disadvantaged groups is high in Parsa district. Even the Brahmins, who have a high social status in the community, are educationally disadvantaged. There are some ethnic groups that are regarded as the educationally more disadvantaged. Dusadh, Chamar, Koiri, Kuswah, Musahar and Damai are ethnic groups whose educational status is the lowest in the VDCs. There are some ethnic groups that have not benefitted from the incentive programme. The Musahars belongs to the EIPG unreached group. 11.6% of the Musahars and 50% of the Dusadhs have received the incentive. Doms, the most disadvantaged groups have not received the incentive at all.

In Nawalparasi, even the Brahmin and Chhetri children are educationally disadvantaged. The other groups are Muslim, Yadav, Teli, Dhuniya, Kana, Khartik, Dhuridhar and Gupta. Raidas, Banskhor, Pattharkatta, Lohar, Majhi and Loniya are the more disadvantaged ethnic groups. The incentive unreached groups are Chamar and Banskhor.

In the sample VDCs of Khotang Brahmin, Chhetri, Newar, Tamang and Rai are the educationally disadvantaged groups. Here, the so-called low caste or untouchable castes such as Damai, and Kami are regarded as educationally more disadvantaged. Magars and Majhis also belong to this group (more disadvantaged). The more disadvantaged ethnic groups [Kami (50%), Damai (60%) and Majhi (50%)] are the incentive unreached groups.

In Kapilvastu, the incentive (EIPG) has not been distributed to girls in the sample VDCs.

Darchula is a district where both the high-caste and low-caste ethnic groups are educationally disadvantaged. Brahmins and Chhetris as well as Tamangs, Sherpas and Rais are both disadvantaged. Sunar, Lohar, Chunara, Tamata and Bhul on the one hand and Nepali, Dukhraj, Purkauti, Darji, Telar, Sunchuri on the other constitute the more disadvantaged ethnic groups of the sample VDCs.

### **Causes of incentives not reaching to the target groups**

There are many reasons why children did not benefit from the incentive programs. One of the reasons was that the names of the school age children were missing from the list. Another reason was that they were not enrolled in school and were therefore deprived of the benefit of the incentive. Lack of educational awareness and knowledge of the incentive programmes (parents) were yet another reason.

#### **Ethnicity of EIPG beneficiaries**

In Bairiyabirta VDC of Parsa district, both the educationally disadvantaged and more disadvantaged ethnic groups received different types of incentives. Brahmin, Kumhal, Yadav, Raut, Kurmi, Patel, Teli and Thakur, on the one hand, Dusadh, Lohar, Shah, Mahato, Chamar, Mahara, Koir and Kuswah on the other are the educationally disadvantaged ethnic groups of the VDC. The number of disadvantaged girls receiving the incentive (EIPG) is higher (305) than the total number of more disadvantaged girls (145). Of all the incentives that the disadvantaged girls received, the number of out-of-school girls incentive is the highest (258). The least number is received by the drop-out girls. The same is the case with the more disadvantaged girls. The highest and lowest number of incentives received is for out of school girls (104) and for drop out girls (2) respectively. If we calculate the total number of recipients of different types of incentives, the highest number is



of the out-of-school girls. The school-going (6-10) years group and the 11-15 years group stand second (59) and third (19). The total number of recipients of drop-out girl incentive is just 9. But if we look at the incentive distribution mechanism, we find that all the girls have received the incentives except the out-of-school incentive. There were 367 out-of-school girls and 362 received this type of incentive. The total number of girls was 454 and 449 received the incentives. Table 4.1 (see Annex D) shows the incentive recipients of Bairiyabirta VDC of Parsa district in 2056 BS:

In Bagbana VDC of Parsa, both the so-called higher and lower castes such as Brahmin and Chhetri, and the lower castes such as Kami and Dusadh are educationally disadvantaged. The Tharus, Muslims, Dewans, Rauts, Guraos, Khawasas, Diwasas, Tamangs, Gumos, Rais and Bhujels belong to the educationally disadvantaged groups and Majhis, Mahatos, Maharas, Musahars and Dhamis are the more disadvantaged groups of this VDC. So different types of incentives are distributed to the girls of the VDC. The number of the incentive recipients is higher (627) in the disadvantaged group than in the more disadvantaged ethnic group (106). Out of 760 girls 733 have received the incentive. The disadvantaged and more disadvantaged groups have received different types of incentives. The number of recipients (both the disadvantaged and more disadvantaged) is highest (out-of-school girl incentive). Out of 382 girls, 374 have received this incentive. After that, the number of incentive recipient is high (6-10 years school-going children). A total of 200 girls (188 disadvantaged and 12 more disadvantaged) received this incentive. The least number of recipients is found in the drop-out category. Table no. 4.2 (see Annex D) gives further details on the incentive recipients of Bagbana VDC of Parsa district.

Various ethnic groups have received the EIPG incentive in Harpur VDC of Nawalparasi district. The incentives have been received by both the so-called high-caste (Brahim and Chhetri) and low caste (Dhobi and Kunjanga) girls. Among the more disadvantaged groups, Darji, Kewat, Pasi, Kahar, Dusadh, Chamar and Mallaha have received the incentive. If a comparison is made between the numbers of incentives received, then it is seen that the disadvantaged group girls have received more incentives (285) than the girls of more disadvantaged group (159). There are different types of incentives. The number of recipients varies in each type of the incentive. The highest is the number of incentives received by school going girls of 6-10 age groups. Here, a total of 161 girls (6-10 age group) have received the incentive. The next higher number is out-of-school incentive (85). A total of 39 girls (11-15 age groups) have received. There is no such girl of the disadvantaged and more disadvantaged groups that has received the drop-out incentive. The number of incentive recipients in more disadvantaged groups is highest (90) in the out-of-school incentive. The number of 6-10 years age group school-going incentive and 11-15 years age group school-going incentive are found 61 and 8 respectively. The total number of incentive recipients is highest in the out-of-school incentive programme. Out of the total girls (336) that was in the survey list, 175 girls received the incentive. 232 girls (6-10 years) were taken in for the incentive programme and 222 received the incentive. In the 11-15 age group 66 girls out of the 47 received the incentive. Table 4.3 (see Annex D) shows the educationally disadvantaged and more disadvantaged incentive recipients in the Harpur VDC of Nawalparasi district.

Chyasmitar of Khotang district is one of the sample VDCs under study. Here, the so-called high and low castes are educationally disadvantaged. Among the disadvantaged group Brahmins, Chhetris, Rais, Yadavs and Rauts have benefited

from the incentive programme. The total number of such beneficiaries is 148. The number of girl (out-of-school) recipients is highest (66). In Khotang, the number of incentive recipient is found higher in school-going (11-15 age group) rather than in school-going (6-10 age group) incentive programme. The Damais and Kamis are the ethnically more disadvantaged groups of this VDC. The number of these incentive recipients in the VDC is low. There were only 7 girls of the ethnic group that received the out-of-school incentive. The numbers of incentive recipients in the school-going (11-15 years) and 6-10 years were just 3 and 1 respectively. No child of more disadvantaged group received the dropping out incentive. If we look at the total number of girls who received different types of incentives, the highest number is found in out-of-school girl incentive (73). The school-going 11-15 years age group secures the second position. Cent percent children of this age group have received such incentive. In the case of school-going (6-10 age group) out of 28 children 27 have received the incentive. Out of the 6 drop out children, 4 received the incentive. Table no. 4.4 (see Annex D) shows the different types of incentive recipients in Chyasmitar VDC of Khotang district.

Suntale is another sample VDC of Khotang district. In this VDC, the number of drop out girl incentive is found highest (32). The number is found high in both the disadvantaged and more disadvantaged ethnic groups. Out of the 185 out-of-school girls only 97 benefited from this type of incentive programme. The numbers of both types of school-going incentive recipients are nearly the same in both the VDCs. As in other sample VDCs, the number of educationally disadvantaged group incentive recipients is higher than the number of more disadvantaged. The low-castes (Majhis, Bishwakarmas and Pariyars) are the educationally more disadvantaged groups of this VDC. The incentive recipients of Suntale VDC of Khotang district is given in Table 4.5 (see Annex D).

#### Primary School Scholarship for All Girls beneficiaries

Darchula is the only district under study where the Primary School Scholarship for All Girls programme is conducted. Different ethnic groups from the so-called low to high caste girls received this incentive. Here the Brahmins, Chhetris, Tamangs, Sherpas and Rais who are regarded as the educationally disadvantaged group have received the scholarship. The number of such scholarship recipient is 152 in this district. Among the more disadvantaged group Sunars, Lohars, Chunaras, Tamatas, Bhuls, Nepalis, Dudhrajs, Purkautis, Darjis, Telars and Sunchuris benefited from this scholarship. Altogether, 34 girls of educationally more disadvantaged group have received this scholarship. As in other incentive programs, the number of scholarship recipient is high in the disadvantaged group. Table 4.6 (see Annex D) gives the picture of recipients of Primary School Scholarship for all girls in Darchula district in 2058 BS:

## CHAPTER V

### MANAGEMENT OF INCENTIVES AND SCHOLARSHIP

This chapter deals with the management, (central level to school level), of the educational incentives programme for girls (EIPG), Dalit scholarship and Primary School Scholarship for all Girls. As the success of a programme depends on its management, the programme implementers should be particular about the management aspect. Department of Education, Women Education Section (WES) has developed an implementation guideline for EIPG. WES is one of the implementers at the central level of the programme for girls. This programme is being implemented in 34 VDCs of 17 districts. Similarly, the Ministry of Education and Sports has developed a guideline for the Dalit scholarship programme. This scholarship is provided to the primary school children of the Dalits.

The study includes the Educational Incentive Programme for Girls (EIPG), the Dalit Scholarship Programme and Primary School Scholarship for all Girls programs. The research team visited 4 schools in Parsa, 2 schools in Kapilvastu and 3 schools in Nawalparasi, where the educational incentives programmes for girls and Dalit Scholarship programme have been launched. The research team also visited 4 schools in Darchula where Primary School Scholarship for all Girls and Dalit scholarship have been conducted. The study collected the opinions and experiences of district-level stakeholders regarding the incentive/scholarship programme. Similarly, head teachers, teachers, SMC, IMC, social leaders, parents and children were also included for the VDC and school-level information sharing. Programme aspects such as management and implementation (strategies) of the incentive and scholarship for girls and Dalit children were included in the study.

Meetings of central-level implementers were frequently organized to discuss the issues of management of incentive and scholarship programme for girls and disadvantaged children. The research team visited the concerned sections of DOE and MOES for information on the policy and programmes of the incentives and scholarship. WES was one of implementers of incentive programme at the central level. So records of the incentive distribution and the implementation guideline were observed in WES. In connection with EIPG, this section provided a list of beneficiaries and the implementation guideline. The research team also collected other necessary documents from WES and conducted informal discussion with the concerned personnel of DOE.

District Education Offices (DEO) have been given the main responsibility for the implementation of both incentive and scholarship programs. District level pod group and focus group discussions were conducted in the DEO to collect information on the management of EIPG, Primary School Scholarship for all Girls and the Dalits scholarship programme. Section officers, RPs, accountants, technical assistants, and supervisors participated in both activities. Individual interview papers were also administered to the related RP and supervisors. The following are the findings of the management of incentive/scholarship programs.

#### **Educational incentive programme for girls (EIPG) (Piloting programme)**

##### Central level management

A programme implementation guideline for EIPG, prepared by WES, was distributed in the programme districts and VDCs. The roles and responsibilities of

the centre, district, VDC and Incentive Management Committee (IMC), mentioned in the guidelines, were explained to the implementers. One of the important concepts of the implementation guideline was IMC, which should take change in the decentralization process. According to the guideline an IMC is to be formed at the VDC level. IMC should be composed of VDC chairperson, SMC chairperson, NGO representative, head teacher, female parents' representative, teacher and resource person. The resource person is the member-secretary.

WES had organized an orientation programme in each programme district before the implementation of EIPG. The participants of the orientation programme were resource persons, supervisors, District Education Officer, and section officers of DOE, technical assistants, accountant, teachers, head teachers, female teachers and VDC chairpersons. According to the respondent of the central level, roles and responsibilities of various levels were explained in the orientation programme. Asked about the orientation programme most of the district level participants said that they were clear about the programme but did not use the prescribed strategies at the time of programme implementation. They said that the DEO handled the programme with the help of the district education chairman. The researchers observed the programme of EIPG. In this regard, WES had provided budget breakdown for the academic year 058/59 (see Annex D, matrix 5.1).

#### District level management

The sample VDCs of Nawlaparasi were Harpur VDC and Arkhala VDC. There are three schools including a lower secondary school in Harpur VDC and eight schools including a lower secondary school in Arkhala VDC. Village and School level information was collected only from Harpur VDC. But in a district-level FGD, the RP of Arkhala informed about the incentive programme at the local level. He talked about the EIPG in the meeting of the chairperson, vice-chairperson and ward chairperson. A 2-days seminar was also organized to inform people about the programme. A committee of 5 people was formed in the seminar to look after the programme. Later, committee membership was raised to 7. A 3-days seminar and meeting were organized (three times every year) to orient the IMC members about the incentive programme in another VDC (Harpur). The seminar and meetings conducted in both VDCs show the positive impact on concerned people as well as the community.

In the first year, the orientation had been conducted from the central level to the district level but not from district level to the VDC level in Kapilvastu district. The district level training included IMC, SMC, VDC chairperson, VDC secretary, parents and teachers. In the second and third years, the central level provided training to RP, SMC, IMC and parents. The third year training included a gender sensitization programme, which was held at Bhairahawa.

According to the Acting DEO, two VDCs, (Bijuwa and Hardauna), were selected for the implementation of EIPG in 2056/2057 BS. A survey was conducted, and WES provided fund according to the survey list.

However, the programme could not be implemented at the field level from the very first year. In this regard DEO said that the incentive amount arrived late (in the last month of the fiscal year) at the DEO office. So the DEO office transferred the incentive amount to the bank accounts of Bijuwa and Hardauna VDCs. The VDCs did not distribute the incentive. As the money was not used, it remained unaudited and finally went back to the DEO office.

The research team verified the record of the incentives at the account section of the DEO office to be clear about the amount allocated for the incentives (see Table 5.1 in Annex D).

In the first year of implementation, DEO deposited Rs. 1,82,900 in the bank account of Bijuwa VDC and Rs. 2,18,800 was deposited (for girls' incentive) in the bank account of Hardauna VDC in the month of Bhadra 2058 BS. But the DEO office spent the fund on monitoring and management, IMC meeting and advocacy in the first year.

The District Education Office wrote to both the VDCs to refund the first year budget deposited on the date 2059/8/9 because the amount was not used for girls' incentives. So in response, Bijuwa VDC returned the fund unaudited. Hardauna VDC did not refund because it had used the incentive budget in extending the school building.

In 058/059 budgets were not distributed because of the mess in the first year. Since the VDCs did not channel the allocated budget for the girls in the first year, DEO could not allocate budget for the next year. According to the FGD participants, they are planning to form a new IMC in each of the VDCs for this year (059).

EIPG has been implemented in Chyasmitar and Suntale VDCs since 2057/2058. The centre sent the budget to DEO in 058/2/31 the consonance with the survey list. But record shows that the budget money was spent only in the second year of the programme. There was no record of the expenditure of the first year. Only the status report (progress report) of the district could be found, which contained the expenditure made on EIPG activities. The status report was sent to the centre. The budget was allocated for different purposes: incentive distribution, monitoring and management, IMC meeting, reward for schools, advocacy and reward for top ten students. But there was no budget money allocated for reward to schools in the two years. Table 5.2 (see Annex D) shows the budget allocated for the two VDCs in two years.

#### *A. Selection of VDC*

According to the decision of DEC, DEO selected two economically, geographically and educationally disadvantaged VDCs where girls' NER and GER were very poor (Parsa, Nawalparasi and Khotang). Selection of surveyor, execution of survey, and collection of survey form and its submission to the center had been done, in connection with the educational incentive programme for girls, in the first two districts in 2056 BS.

#### *B. Incentive Management Procedure*

DEO conducted a 3-day orientation programme for the IMC members at the beginning of the programme in Parsa. Technical Assistants provided the training. DEO provided the incentives according to the survey list in the first year of the programme implementation. It decided to distribute incentives only to schooled girls the next year because there was no achievement of distributing incentive to all girls in the previous year.

The accountant of the DEO office showed the expenses made on monitoring, management and IMC meeting. But the programme coordinator and resource persons at the DEO office said they had not been involved in conducting such

programs. They said that the school reward budget was received from the centre only in 2058 B.S but has not been distributed as yet.

There was no committee in DEO for the management of the programme. According to the DEO personnel, the District Education Officer himself performed the preparation and implementation of the programme for advocacy with the assistance of RP. But, according to the teacher, head teachers and IMC members, no such programme had been conducted in their VDC.

There was no separate monitoring system for the EIPG programme. No discussion was organized on EIPG in the monthly meeting of RP in the district.

Similarly, in Nawalparasi, the DEO collected the data of girl students from the school. Then IMC decided the date of incentive distribution. After this, the RP and DEO personnel distributed the incentive (in cash) to the girl students in the presence of teachers, parents and local community leaders. This incentive distribution programme was well-organized in the VDCs.

In Khotang, no orientation was given to IMC and the people concerned with EIPG in the first year of the programme. IMC was formed only in the second year in both the VDCs. The FGD participants from the DEO office were unaware of the budget for monitoring, management and IMC meeting. They only knew that the budget for 'reward for school' had been received from the centre this year but had remained undistributed. The advocacy programme was not conducted in the VDCs but the DEO record showed that it was conducted in the second year by organizing video shows and street drama performances.

### *C. Incentive amount*

In Parsa, DEO distributed Rs 300 only as incentive to all whose names were there in the list of girls in the first year. But in the second year RP distributed Rs. 500 to students who attended the school regularly. In the third year, the distribution responsibility was given to the head teacher (Bagbana VDC) but DEO distributed it to all girl students (Bairiyabirta VDC). The amount was Rs 300 per schooled girls.

In the first year, incentive was provided to almost all the girls whose names were listed in the school register (Nawalparasi). Girls in school were provided Rs.300 per head. Out-of-school girls were provided Rs.800 after their enrolment in school. The allowances were distributed on the notice by the centre and depending on the adequacy of the incentive budget. In the second and third years, it was found that Rs.300 was distributed to schooled and out-of-school girls [new enrollees]. It was because the incentive budget was sufficient. The districts didn't follow the central level guideline in the second year. They made their own decisions about the incentive distribution.

The incentive amount was deposited in the bank account of the schools in the first and second years according to the list provided by the schools (Khotang). The incentive money which was Rs. 500 for out-of-school girls and Rs. 300 for schooled girls, was distributed as stipulated by DEO in the first year. Only Rs 300 was distributed to schooled girls in the second year.

## VDC level management

### *A. Incentive management committee (IMC)*

In Parsa, IMC was formed at the beginning of the implementation. But DEO did not authorize IMC to perform the activities. DEO itself performed the activities because, according to one of the participants of FGD, DEO did not trust the VDC chairperson. There was no record keeping, no monitoring and no follow-up in either VDC. RP distributed the incentive money without involving IMC in the distribution process. But the incentive money was distributed in the presence of the VDC chairperson.

Two committees were formed for the management of the incentive programme in Harpur VDC of Nawalparasi district: a 7-member IMC was formed according to the guideline and a 17-member community committee was constituted under IMC, which included VDC chairperson, representative of each ward of VDC, parents, head teacher, SMC members. A 3-day orientation was organized for both the committees on Ashadh, 1 and 3, 2057) in the first year of the programme. Both the committees had worked to formulate the incentive distribution criteria. They also conducted the advocacy programme in the VDC according to the guideline.

There was no IMC formed in the first year of the programme implementation of the programme in the sample VDCs of Khotang. It was formed only in the second year. Even the members of IMC were ignorant of the programme. There was no involvement of IMC members in the incentive distribution.

### *B. Meeting*

Normally, IMC had to conduct three meetings in a year as per the guideline. But only one meeting was conducted in 3 years in both the sample VDCs of Parsa. There was no record or minutes of the meeting. The IMC members said that they were unaware about the meeting. They were unaware of the budget as well. They did not even know about advocacy and reward budget.

In Nawalparasi IMC and the Community Committee had organised meetings at the time of the implementation of programmes such as advocacy, incentive distribution, and school award. The meeting minutes were observed. According to the minute book, meetings were conducted on the following date for different purposes:

- Magh 9 and 22, 057 - IMC meeting for incentive distribution
- Falgun 1, 057, - community committee meeting for children's rally
- Chaitra 26, 057 - IMC meeting for school award
- Asadh 20, 058 - Community Committee meeting for school award
- Baisakh 16, 23, 059 - Children's rally, scholarship, video, street drama
- Asadh 14, 059 - IMC meeting for decision on the incentive amounts

In Khotang, the DEO record showed that meetings had been conducted through IMC. The participants themselves were unaware of the purpose of the meetings. There was no minuting or record of the meeting.

### *C. Selection criteria of girls for incentives*

Girls were selected according to the survey list of disadvantaged girls at the beginning of the implementation year in both the VDCs of Parsa. In the second and third years, all school-going girls were selected for the incentive in both the VDCs.

In the first year, the incentive amount was the same but the selection criteria were different in three schools (Nawalparasi). In Harpur Primary School, the incentive was provided to girls, according to the survey list (after their enrollment). The incentive was also distributed to the girls who had enrolled in school of another VDC. But the girls had to prove to the head teacher of Harpur School that they were enrolled and belonged to the Harpur VDC. In Shiva and Palhi Schools, the incentive was distributed to girls according to the survey list (after their enrollment) and they did not count the girls who had enrolled in the schools of other VDCs.

In the second year, all the schools distributed Rs. 300 as incentive to the girls as per admission register, mark sheet and head teachers' recommendation.

In the third year, Rs. 300 was distributed per head the selection criterion was similar to that of the second year. However, Harpur Primary School and Palhi Lower Secondary provided incentives to the girls of another VDCs as decided by the of IMC meeting.

No such criteria had been followed in selecting girls for the incentive in Khotang. So in the first year, incentives were provided to all girls whose names were in the survey list. In the second year, only the schooled girls were selected because the DEO had asked for the girls' names only at the end of the academic year and also because the school had sent the names of those girls who were there in school. So the out-of-school girls were deprived of the incentive.

### *D. Incentive receiving*

In Parsa, DEO collected names from the school and distributed the incentive amounts accordingly. In the previous year, the DEO personnel came and distributed the incentive money according to the list provided by the school. But this year, the DEO personnel provided the total amount of money according to the list provided by the school and head teachers distributed it in the presence of the community leaders and teachers in both the sample schools of Bagbana.

In Nawalparasi, IMC did not take the responsibility of incentive distribution. However, IMC and the Community Committee (the Community Committee is formed by IMC for the publicity of the programme) were informed and made a decision on the incentive distribution. But IMC did not distribute the incentive to the girls. DEO provided cash to RP and RP distributed it directly to the students in the presence of the head teacher, IMC members, parents and children.

In Khotang, DEO deposited the incentive money in the school bank account. There was no involvement of the IMC in the incentive distribution process.

### *E. Incentive Distribution*

In the first year, the accountant, VDC and RP were involved. (in Bairiyabirta). In the second year, the accountant and RP and in the third year the accountant, VDC and RP distributed the incentive. According to the head teacher, the DEO personnel distributed it themselves. The role of the head teacher/school was only to provide support services during the distribution time. According to the head teacher, the



DEO personnel came and collected the names of girls from the school register for Girls' Incentive and distributed it to the children in the presence of the community leaders and SMC members.

The distribution process was similar in all the sample schools of Harpur VDC of Nawalparasi. IMCs decide the date and place of incentive distribution and they inform the DEO about it. On the day, the RP and other officials from DEO attend the programme with the incentive cash in hand and distribute it to the girls in accordance with the decision of IMC.

In Khotang, the incentive was distributed in the presence of the teachers and VEC members only. IMC members, RP and parents were invited to the incentive distribution time. The field study showed that the incentive distribution process took a long time. Since the incentive recipients had to come a long way from home, all the recipients could not reach school on the fixed day. Those who could not reach school at time of incentive distribution received it later from the teachers.

#### *F. Record Keeping System*

In Parsa, the schools do not keep the record of the EIPG programme. All the documents were kept at the DEO office. In Nawalparasi, there was no system of record keeping in IMC but the Incentive recipient number, minute book of IMC meeting and girls survey lists were kept in RC. However, the incentive recipient number was also found in the school record of Palhi Lower Secondary and Shiva Primary School. Only the girls survey list for the incentive distribution was found in Harpur Primary School. There is no record keeping in the VDC and in school in Khotang.

Since the programme was not implemented in the sample VDCs of Kapilvastu, the research team tried to find out how the incentive money was spent. The VDC record of Hardauna showed that out of Rs. 2, 18,800 (allocated) Rs. 45000 was spent on school building of Hardauna, Rs 30000 on the school building for Janaki Secondary School at Maharajgunj, and Rs 36000 on drainage pipes and road construction. A total of Rs. 111,000 was spent. The remaining Rs 107800 remained unspent for lack of monitoring.

In Bijuwa VDC of Kapilbastu, all the money was spent as per the decision of the VDC chairperson. DEO deposited Rs. 182,900 in the bank account of VDC. But the VDC level stakeholders said that DEO deposited it without giving any information. The VDC secretary said he came to know about the budget only after 9 months when he received the bank statement.

He was surprised when he found Rs 1, 82,900 in the account. He checked in the bank ledger and found that it was deposited by DEO. When he made an inquiry about it with DEO and the account section, he was informed that it was only the amount for the children from the disadvantaged communities and that they would send to VDC a letter with detailed instructions about the amount. This happened because the district level stakeholders were lethargic about their responsibility in the incentive programme. The monitoring aspect was also found weak.

The VDC expected a letter of instruction from DEO, but DEO did not send any formal letter. For a long period of time, the amount remained idle in the VDC's bank account. Suddenly, in Mangsir of this year, VDC got a letter from DEO, which stated that amount deposited in the VDC's account was for EIPG of the fiscal year 2057/058 BS. DEO in the same letter (dated 2059/08/02) requested to deposit the amount in

the unaudited account since it was spent for different purposes. The expelained matters related to the purpose of the amount and the programme in the seminar on gender sensitization held in Rupandehi (Kartik, 2059 BS) which he attended. Consequently, in 2059/9/23, the amount was refunded according to the letter received.

#### School- level Management

The schools were observed for the management of the incentive programme in the sample districts. In each school, the list of incentive recipients was observed. The study discussed on how the incentive was distributed, how many students got the incentive and in which classes and which grade the students gave preference. For this data of three years (2056/057, 2057/058 and 2058/059) were collected from each school and analyzed.

If we look at the Table 5.4 (see Annex D) we find that, the number of beneficiaries of EIPG in three years is the highest in Harpur Primary School (Nawalparasi). There is not much difference in the yearwise number of beneficiaries. In gradewise, the number is highest in Grade I. The number of incentive recipients is comparatively small in the higher grades. There was only one incentive recipient in Grade V in the first and second years. In Palhi Lower Secondary School, there has been an increase in the number of beneficiaries in the three consecutive years. The number of beneficiaries was 184 in the first year, which rose 204 in the second year and to 277 in the third year. There was also an increase in the number of beneficiaries in different grades (yearwise), except in Grades IV and V. The gradual increase in the enrolment of the students each year proves the success of the programme.

In Kapilvastu, the incentive was to be distributed from the beginning of the programme year. The head teacher in Hardauna VDC said that no information had been provided to the schools. Likewise, the VDC chairperson and the secretary informed that the cash amount for the incentive had been diposited in the VDC's account. Later, they again got the information from the VDC personnel that such an amount was unaudited and VDC could not distribute it.

In Bijuwa, only oral information about the EIPG was given to the head teacher and he conveyed the message to the people. The massege made people enthusiastic and helped to increase girls' enrolment in school. Later, the head teacher got the message from RP that the incentive amount had come to VDC. From the VDC secretary, he learnt that the amount had been deposeted in the bank account of VDC. But there was no specific instruction on the distribution of the money. Afterwards, the head teacher came to know that the VDC deposited the money in the unaudited account on DEOs' instruction.

In Khotang, the numbers of beneficiaries varied in different schools in different programme years. The highest number is found in Shreejyu Secondary School in Suntale both in the first year and second years. The number was 149 in the first year, which reached to 184 in the second year. In Chyasmitar, Chyasmitar Secondary School had more beneficiaries than Trikanya Primary School. There were 143 and 110 beneficiaries in the first and second years. The primary school had lower number of beneficiaries because incentive amount distributed in the secondary schools were begger the amount then incentive distributred in the primary schools. In the first year incentives were distributed according to the survey list. This year (2059), incentives were also distributed to the near by schoos girls. But in the second year, incentives were distributed only to the school enrolees. So, the number of

beneficiaries declined in the second year. In Suntale Primary School, the number of beneficiaries was 39 and 47 in the first year and second year respectively. In Chyasmitar, Chyasmitar Secondary School had more beneficiaries than in Trikania Primary School. The number of EIPG beneficiaries differed in grade to grades. In all the sample schools, the highest number of beneficiaries was in Grade I. But there was disparity in the number of beneficiaries in the same grades of different schools. The Table 5.5 (see Annex D) shows the beneficiaries of EIPG in sample schools of Khotang district.

### **Dalit scholarship programme**

#### **Central level management**

The scholarship of Rs 250 per year is provided to all Dalit students (boys and girls) of 6-10 years of age. This scholarship is not to be provided to those receiving incentives from another sector. Before the implementation of the programme, the school should collect applications from the Dalit students. SMC should submit the list of the Dalit students to DEO through the resource centre.

DEO should, on the recommendation of RC, provide the total amount of scholarship money to the concerned school. The school should distribute the scholarships on a definite occasion or amidst a public function in the presence of guardians.

RC should submit the applications received from the school to DEO with necessary recommendation. DEO should organize a follow-up to see if the focus group students (Dalits) received the scholarship or not.

#### **District level management**

In Parsa and Kapilvastu, there is a district-level committee, which decides on the quota of the Dalit scholarships. DEO collects the name and number of Dalit students from RC. Once the number of scholarship recipients is fixed, quota sizes for VDCs are decided in the meeting of committee and the quotas are sent to all schools.

A district level FGD was organized to discuss the management of the Dalit scholarship programme (Nawalparasi). When asked about how the students and the school got informed about the scholarship, the accountant and the administrative staff said that they received it from RP. They got the information from the notice board of the DEO office as well. The DEO informs RPs about the scholarship in the meeting. RPs pass this information on to the head teachers' meeting. There was also an advertisement on Dalit scholarship in the magazine Lumbini last year. The names of Dalits who receive the scholarship are pasted on the notice board. The RPs send the scholarship quotas to schools after the DEO office has approved them.

The schools send the receipts of the scholarship distributed to the DEO office. Sometimes, RP collects the receipts and submits them to the DEO office. When asked about the total amount of the scholarship money, he said that the office had not received the amount for the fiscal year 2059-60 BS. In 2057 BS, there were 1680 quotas of Rs. 420,000 received for the Dalit scholarship. Likewise, Rs. 178,000 was received for 172 quotas of the primary school scholarship. There were 85 quotas of Rs. 23,000 for the poor and intelligent student scholarship.

DEO of Nawalparasi said that the Dalit scholarship was going to be distributed to all the Dalits on the same day at respective resource centres effective from the fiscal year 2059/60. It would help check out the students who were receiving scholarships

from two schools at the same time by enrolling themselves in those schools. Only 11 percent Dalits are benefiting from the programme in the district.

The research team also verified the amounts for the Dalit scholarship sent to the district in the regular budget operating section. The Dalit scholarship amount for the last five years was sent to the bank account of the schools. The Table 5.6 (see Annex D) shows amount allocated for different years. The Scholarship amount for 2057/58 and 2058/59 BS had been sent to all the schools but the accounts were unaudited in DEO because the receipts had not come from the schools.

In Darchula, there is a 5-member committee formed to discuss and decide on the Dalit scholarship and to formulate the distribution policy. The committee includes DEO, Dalit teacher, Dalit social worker, DDC representative and the section officer of DEO.

First of all, the DEO collects data of the Dalit students from the schools in the month of Paush or Magh (December-January). The scholarship distribution committee studies the quotas of Dalit scholarship available and the number of Dalit students in the schools. Then the committee makes a decision on distributing quotas to schools. But the quotas assigned to schools have fallen below the actual requirement.

In Khotang there is a district-level committee to look after the Dalit scholarship programme. The committee is which composed of DEO, social worker, Dalit representative, school supervisor and parents. The amount for the scholarship is given to the schools on the basis of the number of Dalit students they have. The number of Dalit students is identified from the form sent to DEO by the schools. Sometimes, DEO doesn't ask for the list of Dalit students because the quotas provided by the centre are limited. Normally, the quota supplies only 1/3 of the demand for the scholarship.

#### School Level Management

The research team observed the record of Dalit scholarships in all the sample schools. According to the guideline, two copies of receipts of scholarship distribution were to be prepared at the school. One of the two copies was to be sent to DEO and the other copy was to be kept at the school.

DEO collected the names and number of students and they deposited the scholarship money in the school bank account. SMC or a school teacher distributed the scholarship money to the children at the school. Teachers did not know about the process of the receiving of the Dalit scholarships.

The Dalit scholarship amount received by DEO from centre is distributed through SMC. If SMC could not meet, it did the distribution as per decision of the staff meeting. The scholarship are provided to those children who are more disadvantaged but are intelligent and regular. The money is provided in the presence of the Dalit parents. The distribution process is similar in both the VDCs (Bairiyabirta and Bagbana) of Parsa district. But no record of Dalit scholarship was found in the sample schools of Parsa.

Generally, the Dalit scholarship quota is limited in all the sample schools of all the districts. So It is not enough for the number of Dalits. Therefore, whatever quota is available is distributed on rotation basis. The school submits the names and number of Dalit students to DEO (Nawalparasi). The students' names are recommended in consideration of their poverty and intelligence (in teacher staff and SMC meeting). Then the Dalit scholarship amount is entered in the bank account of the school.

Generally, the quota provided is lesser than the number of students submitted, so it is distributed on preference basis at school. According to the respondents, the schools did not follow the guideline because it was not practicable in the local context.

If we read the Table no. 5.7 (see Annex D), we find that there is not much difference in the number of Dalit scholarship recipients in the three years. In Harpur Primary School, the beneficiaries were 10 in 2056, 13 in 2057 and 16 in 2058. Scholarships for 2058 had not been distributed to the students yet because, as the head teacher said, the teacher in charge was on leave (getting training). The number of scholarship recipients was highest in grade I in 2056 and 2057. In Palhi Lower Secondary School, the recipient number was 5 in 2056 and 11 in 2057 and 12 in 2058. There was no scholarship recipient in grade V in either of the schools.

In Khotang, candidates for scholarship are selected in the SMC meeting. Poverty and intelligence are the criteria of selection. But the guideline says that scholarship should be provided to the poorest of the poor (Dalit children).

In Khotang, the highest number of beneficiaries was in Shreejyu Secondary School in 2058. This year, 21 Dalits have received the scholarship. If we look at the numbers of beneficiaries in different years, we see a rise in all the sample schools except Suntale Primary School of Suntale VDC. The number went down from 6 to 2 in the last two years. The numbers of Dalit scholarship recipients in the sample schools in different years are shown in the Table no. 5.10 (see Annex D).

In Bijuwa VDC of Kapilvastu, the scholarship amount for 2058/59 BS had not yet been distributed in school. The head teacher said that the quota of 25 quotas (provided by DEO) was too small for the number of Dalit students but the committee had decided to distribute scholarship money to all students. Moreover, the VDC chairperson did not come to school to distribute the scholarship. Later, he assured that the distribution would take place very soon. In Hardauna, the scholarship amount had not been made available in the school. No record was found in either of the sample schools of Kapilvastu.

In Darchula, the schools prepare the list of the Dalit students and send them to DEO in the month of Paush or Magh. The scholarship amount is provided to the schools at the end of the fiscal year. So, by the time, the recipients of the scholarship would get the scholarship amount in the next grade. Those who could not enroll in the next grade, get the amount three months after the completion of the grade.

SMC makes a decision on the distribution of the scholarship in all the sample schools of Darchula. Then the head teacher distributes the scholarship money to the students. Only boys are eligible for this scholarship, as girls are included in the Primary School Scholarship for Girls Programme. As the scholarship quota is small compared to the number of students the head teacher, on the decision SMC and teachers divides the total amount to all Dalit students of the school. Table 5.8 (see Annex D) table presents the recipients' numbers and the quotas available in the sample schools.

Table 5.8 shows that the number of scholarship recipients is greater than the quotas made available to the sample schools in three years. No quota made available in Janapriya Lower Secondary School in the fiscal year 2058-59. In some cases, the quotas and the number of recipients are equal number (in 2056/57 and 2057/58). The same was the case with Darsarathnagar Primary School in 2057-58. But in this

school, the scholarship quota size was too small in the first year. A quota of 10 had to be distributed to 28 children.

In all the four sample schools of Darchula, the distribution recording system was similar. Two types of record were made in the schools: record showing the quota received from DEO and record showing the actual number of recipients. The schools are compelled to make artificial receipts/records because the HMG account system does not approve any such receipts. Table 5.9 (see Annex D) shows the distribution of the quota by the schools.

The quotas of 96 scholarships were provided to 156 Dalit students in the three years. As a result, in the year 2058/59 a Dalit student of Jagannath Primary School received only Rs.53 as scholarship money instead of receiving Rs 250 as expected. Likewise, the Dalit students of Khalanga Primary School received Rs. 73 each as scholarship money for the year 2058/59.

### **Primary school scholarship for all girls (Darchula)**

#### Central-level management

According to the central-level guideline, the target groups for this programme are children (6-10 years old) doing Grades 1-5. Under this programme, all the girls of this age group studying in primary schools receive scholarship. Women Education Section (WES) under the Ministry of Education and Sports has conducted this programme. But the programme is now transferred to WES under the National Scholarship Programme. The scholarship amount is Rs. 250 yearly for each student.

#### District-level management

There is a committee of the district level, which formulates the distribution policy. The committee includes DEO, DEC (female representative), DDC (planning section officer), female teacher, and section officer of DEO. DEO collects the data of girl students from the schools in the month of Poush-Magh (December-January). If the number of girl students is greater than the number of scholarship quota made available at the DEO office then the district level committee has to decide on the scholarship quota for the schools. DEO asks the schools the names and numbers of girls studying in them. The total amount of scholarship money is provided to the schools accordingly.

#### School-level management

Schools submit the lists of girl students to DEO on time, i.e. soon after the circular by DEO. Scholarship is generally made available about three months after the termination of the academic year. The school has to distribute the scholarship to girls. For example grade 5 students having passed their final exam in Chaitra get their grade 5 scholarship in Ashadh or Shrawan when they are in Grade 6. The scholarship is provided in cash in the presence of their guardians/parents. The Table no. 5.11 (see Annex D) is worth a look-over in this regard.

There is a gap at the school-level and district level between the quotas made available and the numbers of the girl students. DEO divides the quotas among the schools considering girl students' situation at the district level. Then, the schools divide the received amount equally among all primary girls. As a result, each girl receives a lesser amount. But the formal record/ receipt sent to DEO shows that each girl has received Rs. 250. It also shows a lesser number of the recipients. Table 5.12

(see Annex D) shows the received scholarship quotas and their gradewise distribution in three years in the sample schools.

Table 5.12 (see Annex D) shows the difference between the quotas of girl scholarships provided and the numbers of scholarship recipients at school. This data tell us that there were 630 scholarships quotas distributed to 680 students in the four schools of the district in 3 years (2056-58). The number of beneficiaries was higher than the number of the scholarships received. The size of scholarships quota was being reduced every year in all the schools except Khalanga Primary School. Khalanga Primary School at Titeresen had received the highest number of scholarship quotas. The number of scholarship quotas differs grade to grade. The number of scholarships is higher in the lower grades.

## CHAPTER VI

### GAPS IN INCENTIVE AND SCHOLARSHIP PROGRAMME

One of the objectives of the study was to identify the gap in incentive and scholarship programmes of BPEP and the regular programs. Attention was paid to the gap between the central level and district level and between the district level and the implementation level. The study also tried to find out the reasons for the gaps. Educational Incentive Programme for Girls [EIPG], Dalit Scholarship Programme and Primary School Scholarship for all Girls were incorporated in the study. To identify the gaps in the programs, activities (district to school) were traced.

#### **Educational Incentive Programme for Girls [EIPG]**

Educational Incentive Programme for Girls has been piloted in 17 districts to encourage girls' from the educationally disadvantaged communities to participate in education. This programme also expects such girls to continue their education upward. The following are the major objectives of the programme:

- To encourage girls' enrolment in school
- To assist retention of girls in school
- To assist girls to complete the primary cycle.

#### Central level management

It was clearly mentioned in the central level guideline that the VDCs should be economically, socially, geographically and educationally disadvantaged. DEO should conduct the programme through IMC. A VDC level IMC of 7 members is to be formed in each VDC where the programme is implemented.

#### District level management

The District development committee (DDC) has been given the responsibility of selecting VDCs for the implementation. The guideline says that the DEO should, select economically, socially, geographically and educationally disadvantaged VDCs, where girls' NER and GER are very low. DEO should invite proposals from local organizations willing to conduct EIPG efficiently and form an IMC at the VDC level. The IMC should be composed of VDC chairperson, SMC chairperson, NGO representative, head teacher, female teacher, and parents' representative and resource person.

In Parsa and Khotang, the district followed the guideline and selected the VDC accordingly but the programme is conducted by DEO itself. There was no invitation for proposal. The guideline says that the programme should be conducted through IMC. But there was no involvement of IMC in the programme. Even where it was formed, IMC did not function. DEO did not give any responsibility to IMC. In Khotang, IMC was not formed in the first year of the programme. Even though it was formed in the second year, it was almost defunct. There was no orientation programme for the concerned people in the first year. The Matrix 6.1 (see Annex C) shows the gaps in management (justification included)

#### **The Role of District**

According to the guideline, DEO is responsible for distributing educational incentives and conducting the advocacy programme and organizing IMC



seminars/meetings. Management of the budget for the programs, distribution of reward to schools and regular coordination and monitoring of programme activities are the other responsibilities of DEO. But the research study showed that the advocacy programme was not conducted in Parsa whereas it was conducted in Khotang. The advocacy programme was conducted but the people of the target area of the district were ignorant about the programme. The districts did not update the guideline for the distribution of the incentive programme because the guideline was not clear to them. For lack of responsible persons Parsa, Nawalparasi and Khotang districts did not update the programme. Parsa conducted the IMC seminar but could not meet the objectives. A technical assistant worked as resource person in the seminar. In Khotang, IMC did not get orientation to conduct the VDC level seminar. According to the guideline, DEOs should distribute reward to the selected school. But Parsa and Nawalparasi did not distribute the reward because the budget for the reward was not received in the previous year. But Nawalparasi distributed the reward in the second and third years. In Parsa, there was no budget allocated for advocacy, IMC meeting, reward, motivational scholarship and monitoring due to the inadequacy of the budget. The guideline says that there should be regular monitoring of the programme and that the report of it should be submitted to the centre. But there was no regular and systematic monitoring in Parsa and Khotang. The case of Nawalparasi is different. Even though there was no regular monitoring DEO submitted the monitoring report to the centre on the basis of RP's reporting. The Matrix 6.2 (see Annex C) shows the gaps in the role of the districts:

#### VDC level Management

##### *A. Role and responsibilities of IMC*

The guideline assumed that IMCs should play key roles in organizing seminars, meetings and advocacy programs. But it was only in Parsa that a meeting was organized at the beginning of the programme to familiarize the IMC members with the guideline and the budget. No advocacy programmes were organized in Parsa and Khotang. But in Nawalparasi, only children's rally and video show were organized and no street drama due to insufficient budget. In Parsa, the guideline was not followed in the distribution of the incentives. The incentives were not distributed according to the list provided. DEO itself distributed the incentives because IMC was not clear about its role in distribution. IMC had to recommend the best school for reward, but in Parsa IMC did not do so because it was not informed. In Parsa and Nawalparasi districts, IMCs did not do the monitoring of the programme. In Parsa, IMCs were not informed about the monitoring. But in Nawalparasi IMC did not get the guidebook for monitoring. IMCs had to advocate the education of out-of-school and school-going children to continue their study. But in Parsa and Khotang, IMCs were found not functioning. IMCs did not have any record and they were ignorant of their roles and responsibilities. The reason for not keeping the record was that IMC did not receive any information about the programme. IMCs should submit the meeting report to the concerned authorities. But there was no such reporting done in Parsa and Khotang. In Nawalparasi, there was a system of reporting to the DEO by RPs. Matrix 6.3 (see Annex C) shows the gap existing in the roles and responsibilities of IMC in the incentive management:

##### *B. Selection of girls and distribution of Incentives*

A survey was carried out to identify the educationally disadvantaged girls in Parsa, Nawalparasi and Khotang. It divided the girls into four age categories (out-of-

school, drop-out, 6-10 yrs schooling, 11-15 yrs schooling). In Parsa and Khotang, girls were selected from the survey list. In the list, all the girls were considered as educationally disadvantaged. But in Nawalparasi, the schools provided incentives to all enrolled girls because the amount for the incentive was sufficient. For this, the district had to prepare the details of 6-10 and 11-15 age group children from the survey list. But in Parsa the name of many schooled children were missing from the survey list. Likewise, the details of 6-10 years old out-of-school children had to be prepared but many such children were excluded from the list because there was no involvement of school and IMC in the survey.

The gap was found also in the distribution of the incentive. The guideline says that educational incentives (Rs. 300 for educational materials) should be provided to all girls. Likewise, Rs. 500 each should be provided to the out-of-school girls for school uniform. But the incentives were distributed differently. In the first year Rs. 300 was given to all the girls on the basis of the survey list (Parsa). In the second year, Rs. 500 was distributed to the selected regular girls and Rs. 300 to other schooling girls. In the third year, Rs. 300 was provided to all the schooling girls in school. There was no uniformity in the distribution process because DEO and DEC Chairperson made the decision on the distribution of the incentive. In Nawalparasi, incentive was provided to all enrolled girls in the first year because the amount for distribution was sufficient. They received Rs. 800 each. But in the second and third years, schooling girls received Rs. 300 each based on the admission registers, mark sheets and head teachers' recommendations. The guideline governing the distribution of the incentive was not clear to the IMC members in the second and third years. In Khotang, the guideline was followed in the distribution in the first year. But in the second year, only the schooling girls received Rs 300 in both VDCs because DEO had demanded the list of only enrolled girls from each school had disbursed the incentive money according to the list provided. The districts did not follow the guidelines in distributing the incentives to out-of-school children even after their enrollment. In Parsa, in the first year, incentives were provided even before the enrolment of the children for want of the attention of DEO. In Khotang, the guideline was not followed, as it was not clear. Matrix 6.4 (see Annex C) shows the gap in girls' selection and incentive distribution process in the sample districts.

### **Dalit Scholarship**

#### **Criteria of distribution and implementation**

For the distribution of the Dalit Scholarship, a five-member district level committee was formed under the leadership of DEO, which included a representative of local Dalit Sangh (Parsa). In Parsa, this committee defined the Dalits according to the norm of Dalit Sangh and the guideline of the Ministry of Local Development whereas in Nawalparasi the Committee was formed under the leadership of DEO, and had a Dalit teacher. In both districts, DEOs collected the data of Dalit students from all primary schools of the district. The district-level committee studied the collected data of Dalit students and fixed the quotas of Dalit scholarship for the schools. The quota was distributed to the students according to the decision of SMC and the teaching staff. In Nawalparasi, recently it was decided in a DEO meeting that from the fiscal year 2059/60, the Dalit scholarship would be distributed on the same day at the respective resource centers.

Generally, every year the number of Dalit students outsized the scholarship quota made available to the district. The central guideline says that Rs. 250 should be

provided to each Dalit students of 6-10 years. But the age group factor bar was ignored in Parsa, Nawalparasi and Khotang. In Parsa, the main reason for this was that the district was not clear about the guideline. Next, there was no follow-up of the programme by DEO. In Nawalparasi it was not easy to differentiate the age groups. The reason for Khotang not following the age factor was that the number of scholarship quota was limited. In Darchula, students received less than Rs. 250 as scholarship because of similar limitedness. Applications from students had not been made mandatory. The central level guideline says that person cannot get two incentives (incentive and scholarship). But due to the political pressure, some Dalit girls of Parsa and Khotang received double incentive.

Schools of all the sample districts did not collect students' applications for the scholarship. . There were different reasons for not collecting students' applications. In Darchula, lists of Dalit students were collected. In Parsa, concerned people did not feel the need of application, and in Nawalparasi and Darchula.They did not feel the need because the parents were illiterate. In Darchula, the application forms were not collected because the scholarship quotas were limited.

There are gaps found in the distribution also. The guideline says that scholarship should be distributed on a certain occasion or in a public function in the presence of the parents/guardians. In Parsa, scholarship was distributed in the presence of parents, community leaders and teachers. There was no function organized for the distribution of the scholarship because there was no system of public functions in the schools. In Darchula and Khotang also there was no function organized. In Khotang, it was difficult to gather the people because here the settlements are highly scattered. Due to the inadequacy of the quota provided the schools could not give Rs 250 each to the Dalit students in Darchula.The schools did not collect applications from students because the parents were illiterate.

The central guideline says that the DEO should organize a follow-up to see if the focus group students received the scholarship or not. But there was no systematic and regular follow-up in Parsa, Nawalparasi and Khotang. The reason for this gap was that there was no clear division of responsibility regarding the follow-up and monitoring. In Darchula, the follow-up programme depended upon the personal interest of RP because there was no system of follow-up established in the district.

Matrix 6.5 (see Annex C) shows the gap in Dalit scholarship programme in the sample districts of the study.

#### **Primary School Scholarship for all Girls Programme (Darchula)**

A district-level scholarship management committee had been formed to distribute the Primary School Scholarship for all Girls. According to the guideline, Rs. 250 per girl is to be given to girls students on an, 80% attendance basis on a public occasion. But there were some activities, which were not done in the district. Matrix 6.6 (see Annex C) shows details of the gaps.

## CHAPTER VII

### NGO SUPPORTED INCENTIVE PROGRAMME

One of the objectives of the programme was to share the experiences of NGO-supported incentive programme in primary school in the sample districts. In this regard the NGO activities on education for girls and disadvantaged children were observed in the sample district. There were three NGOs involved in various incentive programmes in three of the five sample districts. Different incentive programmes have been conducted by NGOs, namely COPE (UNDP), Lion's club and UNICEF at Kapilvastu, Parsa and Nawalparasi respectively. The study applied various procedures to acquire information of these programs. School records observed focus group discussion held and interview were taken with head teachers and schoolteachers and SMC members to study the effectiveness of programme.

#### Community-owned Primary Education Programme (COPE) in Kapilvastu

The Ministry of Local Development (MLD) in close partnership with the Ministry of Education and Sports (MOES) is carrying out the Community-owned Primary Education Programme (COPE) with the support of the UNDP since April 2000. This programme aims to build capacity of the local government bodies in planning and delivering quality primary education as envisioned by the Local Self-Governance Act, 1999.

COPE is an attempt to evolve a locally based schooling system in which local governing institutions; communities and parents take ownership and responsibility for their children's education. According to the COPE document, the development objective of the COPE programme is to empower local people, communities and institutions in order to plan and deliver efficient and quality primary education through community-owned primary schools. It has four objectives:

- ◆ To establish institutional capacities to plan and deliver efficient and quality primary education services through community-owned primary schools in local governing bodies and community organizations.
- ◆ To ensure equitable access to quality primary education for all through supporting and enabling the local governing bodies and community organizations to establish, manage and sustain community-owned primary schools.
- ◆ To enhance the level and quality of students' learning through improved teacher performance, activity-based teaching, stimulating school environment, and regular monitoring and supervision.
- ◆ To support the implementation of Millennium Development Goals of achieving Universal Primary Education (UPE) by 2015 through decentralized education management (supplementary objective added in February 2002).

A Programme Steering Committee under the Secretary of the Ministry of Local Development is responsible for overall policy guidance, coordination and monitoring. A programme management unit operates management and monitoring of the programme at the national level. A national programme manager, under the national programme director who is in charge of the administration of the COPE office. There is the COPE advisory Committee to look after the implementation of COPE activities at the district level. There is also a school management board (SMB),

established by the community organization to manage, monitor and support the operation of the school in each school.

Saraswoti Primary School of Akarbarpur, in Sauraha VDC was taken as a sample school with the aim of sharing the experiences of the impact of the programme.

There are various ethnic groups in this VDC. Harijans, Phakirs and Chamars are the most disadvantaged ethnic groups, which occupy 2/3 of the population in the pocket. Yadavas, Mallahs and Kohars are the other groups.

Saraswati Primary School was established with community participation. The community provided the land and support in labor and materials while COPE contributed cash for school building construction. Besides, a School Endowment Fund has been established for the sustainability of the school, with the funds raised locally (mostly VDC and DDC contributions) and initial seed money provided by COPE. The interest accruing from the fund has been supporting teachers' salary and other expenses of the school. The school has two female teachers who were trained by COPE. COPE has been providing textbooks to all the students (within the first week of school year), teacher's guide and other essential materials such as table, clock, Madal, dustbin, bucket, football, ludo, rope and so on.

There is also a community- owned primary education office (COPEO) established in DDC to ensure the community ownership and sustainability of the school. This includes teaching responsibility, short refresher courses, activity-based teaching/learning methods, preparation and use of educational materials, continuous monitoring and follow-up of student progress through continuous assessment, increased parental involvement in students' learning, provision of textbooks, etc.

#### Incentive Programme for Disadvantaged Children in Parsa

The Lions Club of Birganj has been supporting Shree Nepal Rastriya Primary School, Sugauli. The club has been providing educational materials [copies and pencils] and dress to all the students of this school since 2058 B.S. It has also provided other essential materials for the school, e.g. ceiling fan (6), plastic furniture (4), floor carpet, clock, black board (5) and Football (2). In a discussion, the teacher said that after renovation of the school, was inaugurated and the above-mentioned incentives were provided to school in 2058 B.S.

Shree Nepal Rastriya Primary School, of the Sugauli VDC was observed to study the impact of the incentive supported by NGO. The school has only 5 rooms including the office room. There were 4 teachers in this school.

The programme focuses on such various educationally disadvantaged castes and ethnic groups as Dusadh, Chamar, Dom, Ojha, Mishra, Patwar and Thakur in order to increase their children's participation in education. The programme is concentrating on Dusadhs, Chamars and Doms who are recognized as most disadvantaged ethnic groups in the area. However, all the students that belong disadvantaged to most disadvantaged ethnicities are receiving the incentive.

The distribution time of the incentives is not fixed and there is no committee formed and no particular person to take care of it. Sometimes the Club members visit the school.

### Girls' Incentive Programme in Nawalparasi

In Nawalparasi, besides the government programme to ensure the participation of girl from disadvantaged groups, there is another programme aimed at raising the status of target children, especially girls, in some VDCs. UNICEF, through the DACAW programme and in coordination with DEO, has been conducting a girl's incentive programme since 2059. This programme has been helping the girl child with dress and educational materials. IT covers five schools of five VDCs where educationally most disadvantaged ethnic groups exist. The programme provides Rs 550 each as incentive (educational materials and dress) to 20 girls of each school in accordance with the criteria of educational disadvantage.

To study share the difference in the effectiveness of GO and NGO incentive programs, Durga Primary School, Majhauni -1, in Jahada VDC was selected. The school has four rooms including the office room and runs grades 1-4. There are four teachers including one teacher provided by VDC and one teacher of the school itself.

The programme focuses on such ethnic groups as Harijan, Paswan, Musahar, Kurmi and Darjee, which are recognized as most educationally as well as socially disadvantaged groups in the community.

DEO sends the incentive money to the school. SMC meeting selects the girls for incentive in accordance with the above-mentioned criteria and also decides the date and place for distribution. On the day of distribution, the DEO personnel come to the school with the incentive money and distribute it to the girls in the presence of parents, teachers, community leaders and SMC members.

#### **Impact of the programme**

Two aspects (enrolment and retention) were talked to find out the impact of the programs. During a school visit in Kapilvastu (where COPE has been in operation), the teachers and the SMC members claimed that there had come a great change in educational perception of the disadvantaged people. Communities have been so empowered within three years that they are non able to make critical decisions for example, on hiring and firing of teacher. The parents and teachers together do review of the learning progress of their own children. According to them, teachers and students are regular in school. Classes run regularly and teachers are sincere to perform their duties. This has had a positive impact on the achievement, enrolment and retention of the students. In 2057, there were 33 students which reached 73 in 2059 and their retention is hundred percent (33 students all through to find 3). Continuous monitoring and follow-up of student progress through continuous assessment has shown a better impact in the retention of the students.

In Parsa, the impact on enrolment and retention could hardly be studied because the programme been launched has seen only for two years. However, if we look at enrolment of students of two years before and after the introduction of the programme, it is found that enrolment increased after the Lion's club was involved. Enrollment, regularity and promotion rates of the students have increased after the introduction of the incentive programme. Before the incentive distribution, there were only 258 students 91 of them girls in 2057 B.S., which rose to 312 (increased of 20.93%) in 2058 B.S. Similarly, promotion rate increased by 12.87% in 2058 B.S.

Since the programme was launched only a year ago by UNICEF, the effectiveness of the programme could not be analyzed. However, the school record shows that the enrolment of girls has increased after the implementation of the programme.

### **Conclusion**

All the three NGOs deliberately target for the poorer, socially disadvantaged children. The enrolment of the target, group was found increasing after the intervention of the programme. But the COPE programme has created a positive influence over communities as well as students. This programme has given authority and responsibilities to local bodies. Authority given to COs and School Management Board (SMB) has developed feeling of their ownership. Establishment of COPEO in DDC, establishment of school endowment found on support from CO, PTA, VDC, DDC and other sources, and seed grant from COPEO are other reasons for the success of the programme. All teachers are female in the sample schools.

## CHAPTER VIII

### IMPACT OF THE PROGRAMME

Four different incentive/scholarship programmes have been conducted in the schools of sample districts: Educational Incentive Programme for Girls [EIPG], Dalit scholarship, Primary School Scholarship for All Girls and Nutrition programme. To study the impacts of these programmes on enrolment and retention of disadvantaged children schools were observed and records (central level to school level) were observed as far as they were available.

#### Impact of Educational Incentive Programme for Girls (EIPG)

##### a. Impact on enrolment

There has been a good impact of the incentive programme on children's enrollment. In Parsa, children as well as parents are attracted to school. Table 6.1 (see Annex D) shows that in Shree Shanti Primary School of Pipara, the number of girls, which was only 34 before the programme (in 2055 B.S.), rose to 183 (in 2057 B.S.). There was some decrease in the number of girls in 2058 B. S. This type of decrease was seen also in Bhojya Devi Lower Secondary School at Godpasara.

Different types of incentive/scholarship programmes are provided in one of the sample schools. EIPG, Dalit scholarship and Nutrition programme have been given to Nepal Rastriya Primary School, Bairiya. In spite of these incentives the number of students has not much increased in four years. However, the number of girls increased after the launching the EIPG programme (in 2056). The girl's percentage was only 28.1 in 2055 before the programme, which slid up to 54.0% in 2057. In the third year, girls' enrolment was less because the incentive was not distributed to the out-of-school girls.

The study shows that there has been a positive impact of the EIPG programme in Nawalparasi. The programme has increased enrolment in school. Girls as well as parents have been attracted by the incentive. Parents have enrolled girls in school and girls themselves have been encouraged to participate in education.

Some parents who are financially better off, have admitted their children to private school because they think that the quality of education is better here than in public schools. Parents have a negative impression of the public schools. They think that teachers of public schools are not devoted professionally and come to school only for salary.

The study shows that the incentive programme has a positive impact on girls' enrolment. But their retention is a different aspect. If we look at the data of different years, we find a remarkable improvement in girls' enrolment. Before the implementation of the programme, girls' presence in school was minimal. The number of girls increased from 17 to 42 in Harpur Primary School in the first year of the programme. This number reached 276, 298 and 287 in the second, third and fourth years respectively. Such a rise in the number of girls is found also in two other schools. In Palhi Lower Secondary School, the number of girl, which was 81 before the implementation of the incentive programme, rose to 229 in the fourth year. But the enrolment pattern in Shiva Primary School is a little bit different. There was a good increase in the number of girls in the first year of the implementation of the programme. But the number of girl enrollees could not increase in the subsequent



years. The number of girls in the second, third and fourth years came down a little. Table 6.2 (see Annex D) shows the impact on girl's enrolment.

In Khotang also the incentive programme has a positive impact on girls' enrolment. In Shreejyu Lower Secondary School in Suntale the number of girls, which was 110 before the implementation of the programme, reached 194. Likewise, in Suntale Primary School, the number rose from 50 to 160. There has been an increase in the number of girls in the schools of Chyastmitar VDC also. In Chyasmitar Secondary School, there were only 50 girls at the primary level, which has now reached 160. Every year, there has been an increase in the number of girls in this school. In Trikanya Primary School in Chyasmitar, there have been ups and downs in girls' enrolment. The number of girls decreased to 23 in the first year of the programme. It went up to 66 in the second year and in the third year it came down again to 50. In the first year, incentives were distributed to all children of the survey list. But in the second year whoever came to school for enrolment was given the incentive. Table 6.3 (see Annex D) shows the number of girls before and after the programme in Khotang.

#### b. Impact on retention

Girls' retention was analyzed in count of only those girls who received the incentive at the beginning of the programme. The incentive of recipients was four categories: out-of-school, dropout, schooling girl (6-10yrs) and schooling girls (11-15 yrs).

In Parsa girls' incentive programme has helped to retain girls in school. The rate of retention got high with out-of-school recipient girls. 33.33% and 54.8 % out-of-school recipient girls continued in Nepal Rastriya Primary School and Bhojiya Devi Lower Secondary School respectively. If we look at the number of recipients of different types, we find that the highest number of retention was of out-of-school girls. In Bhojiya Devi Lower Secondary School at Godpasara, there were 25 girls (6-10 years) who received the incentive. Of those 25 only 5 dropped out. The number of dropout incentive recipient girls was 5 in Bagbana VDC and their retention was zero. The number of 11-15 year recipients was high (52) only in one school, Nepal Rastriya Primary School. But here the dropout rate was high. If we compare the 11-15 year age group and the 6-10 age group we find the retention situation is better. Table. 6.4 (see Annex D) gives a picture of the impact of girls' incentive on retention:

The multi-incentive programme did not have any positive impact on girls' retention (6-10 age group excepted). 52.2% retention was found with out-of-school girls. The retention rate was zero with both the dropout girls and 11-15 age group girls in Nepal Rastriya Primary School at Bairiya. In the first year of the programme the incentives were distributed to all the girls, even to married girls. But in the second year, only the schoolgirls were given incentives. In this year, less priority was given to Grade I girls.

The girls' incentive programme has helped to retain girls in the school of Nawalparasi. It has also helped to reduce dropout. The retention rate of girls, who received the incentives, varied in school. In Palhi Lower Secondary School, of the 32 out-of-school incentive recipients 18 were found continuing until at the end of the third year of the programme. The number of 6-10 age group girls, who received the incentive, was 73. This retention figure went down to 56 in the third year. There were 24 girls of 11-15 years that received the incentive. By the end of the third year, the number of girls who continued their study was 10. In Harpur Primary School, the number of out-of-school girls, who received the incentive, was 115. But only 72

girls remained in the school at the end of the third year. Likewise, of the 76 girls, 56 (6-10) years schooling recipients continued their study until the third year of the programme. The number of the girls of 11-15 years was zero because no one was enrolled in school. In Shiva Primary School, the total number schooling recipients of 6-10 years were 72, of which 59 remained in school by the third year of the programme. The numbers of dropout girls in the first, second and third years were 5, 7 and 1 respectively. Likewise, there remained 17 girls of 11-15 years of age out of the 22 who received the incentive by the third year. One of the two dropout recipients continued until the third year of the programme. Table 6.5 (see Annex D) presents a picture of girl's retention in different schools.

The programme has helped to retain girls in all the sample schools except Chyasmitar Secondary School of Khotang. There are variations in the number of dropouts in different years. The number of out-of-school incentive recipients was highest (108) in 2057 in Chyasmitar Secondary School. 80 girls, who had received the out-of-school incentive, dropped out in the first year. Actually, they were not dropouts. Their names were there on the school register but they never came to school. If we look at the number of dropouts in 2057-59, we see that the number has decreased. The number of dropouts is highest with those who had received the out-of-school incentive. The number of dropouts is small with those who had received the incentive for 6-10 age group. In comparison to that of the 11-15 age group schooling incentive recipients, however, there is some improvement in the retention of the 6-10 age group. Suntale Primary School has not received the dropout incentive. Of the 39 incentive recipients in Suntale Primary School, 27 remained in school. Likewise, in Shree Jyu Lower Secondary School, there were 149 incentive receiving girls. But the number of retainees in this school was 126. Table 6.6 (see Annex D) gives further details on the impact of the incentive programme on girls' retention.

### **Impact of Dalit scholarship**

The impact of Dalit scholarship on the enrolment of Dalit students could not be analyzed because relevant records were not available in the sample schools (Parsa). The schools did not keep the record of Dalit recipients because they received a limited quota.

The study also tried to evaluate the impact of Dalit scholarship on the enrolment in the schools of Nawalparasi. But most of the data of the years 2055 and 2056 were unavailable. Only the data (of 5 years) of Shiva Primary School at Mudhera was available. The number of girls in this school increased from the year 2057. The Dalit scholarship was introduced a long time before and this increase is seen going only from 2057. This increase owes to the impact of the EIPG programme introduced in 2057 and not to the Dalit programmes itself. Same is the case with Palhi Secondary School and Harpur Primary School. But the data of 2059 of Harpur Primary School were not available. As the data of the first two years were unavailable, the impact of the Dalit scholarship in the remaining three years could not be obtained. Table 6.7 (see Annex D) shows the impact of Dalit scholarship on girls' enrollment:

The scholarship amount for the last two years was sent to the school of Hardauna VDC In Kapilvastu. The school of Bijuwa VDC recieved the amount but it did not distribute the incentive money to the Dalit students. So the study could not evaluate the impact of the programme on enrolment and retention of Dalit students.

The Dalit scholarship helped to increase the number of Dalit girls in the sample schools in Khotang. In Chyasmitar Secondary School, there was no Dalit girl in the initial year of the programme. But there were 8 Dalit girls in the second year and 6 in the third year. Likewise, there was no Dalit girl in Trikanya Primary School in the first year. In the second and third years there were 5 and 6 Dalit girls. The number of Dalit girls in Shree Jyu. Lower Secondary School increased after the introduction of the programme. At first, the number was 14 but it reached 27 to 28 in the second and third years respectively. In Suntale Primary School, the scholarship did not have any impact on girls' enrolment. The number of girls remained the same in all the years. But EIPG was also introduced in the same period. Table 6.8 (see Annex D) shows the impact of the scholarship on the Dalit girls of the sample schools.

### **Impact of Primary School scholarship for all Girls**

The impact of Primary School scholarship for all Girls on enrolment and retention was studied (Darchula).

#### *a. Impact on enrolment*

Table 6.9 (see Annex D) gives a picture of the student numbers in the sample schools. It does not indicate any remarkable increase. In 2055, the percentage of students was 46.9%, which reached 52.9% in 2059, but there was no increase in the number of girls.

From the interviews and FGDs held with the teachers and local people, the study team concluded that the reason for the decrease in the student number was that some children had been sent to boarding schools and some to schools of India (for better education).

## CHAPTER IX

### SYNTHESIS AND DISCUSSION

This chapter synthesizes the reports of the incentive programme for girls and disadvantaged children and discusses the management procedures, implementation strategies and impact of the incentive on the disadvantaged children and ways to link the incentive programme with the community and identified progra-unreached groups in the community. It also discusses the situation of girls and disadvantaged children, and the gaps in the implementation and the causes.

#### **Situation of girls and disadvantaged children**

There are various ethnic groups in the sample districts. They are disadvantaged not only educationally but also socially and economically. Girls' educational status is much lower than that of boys. The incentive and scholarship programmes have helped to increase enrolment in school. As early marriage is in practice, most of the girls drop out from school. Dalits' participation in education is very low (for lack of awareness in them). The highest number of out-of-school girls is found in the Dalit communities.

Different ethnic groups, high (rich) to deprived (poor) live in the VDCs where the programme has been launched. The disadvantaged groups work as agricultural laborers. The VDCs do not have anything like road, telephone, electricity, radio, television and newspaper. There is no educational awareness in the community. Girls' enrolment is low in the sample schools. Early marriage has affected girl's education in all the disadvantaged caste/ethnicity groups of the community. In Nawalparasi, no Chamar child has gone up to Grade 10. Girl's dropout rate is high. According to the interview participants, the quality of education in the sample schools is very low. Teachers are not regular in the schools. Parents are attracted towards private schools in one of the sample districts (Nawalparasi). Grade 5 students cannot even write the letters of the English alphabet.

There is gender discrimination in almost all the sample VDCs. In the border areas of the sample VDCs, sons are sent to private schools or even to schools in India whereas daughters are sent to public schools. The number of girls is increasingly lower in upper grades of the primary level. Parents do not encourage their daughters to continue their study. The low-caste children discontinue their study due to social restriction, domestic problem and economic condition. In Parsa, girl's enrolment is high not because they want to study in school but due to the incentive. There are different types of incentive-receiving girls (out-of-school, dropout and school-going) in the community. There is the problem of retention in all the sample schools. In Nawalparasi, there is gender discrimination in education. High-class families do not send their girls to private schools. Some parents also send their boys to schools across the border (India). Parents think that the quality of education in such schools is far better. Higher education is not provided to girls because the parents think that there is no return for it because they have to go to their husbands' home after marriage. Child marriage is popular among the disadvantaged ethnic groups. Muslim girls are sent to Madarsas rather than to the general school. The numbers of non-schooled and dropout children are high in this district. Chamars think that teachers are not serious about their responsibility in school. Children are enrolled in schools only because of the incentive.

It is recommended that disadvantaged children should get tutors within their community. This community could propose this to DEO. Only the incentive programme cannot help education for girls. Physical facilities and teachers are also required for quality education. So incentive programs, physical facilities and human resources should be provided in an integrated way. VDC could assist DEO in providing local teachers to schools.

#### Management incentive/ scholarship programme

The study focused on the management aspect of the Dalit scholarship, Primary School Scholarship for Girls, and EIPG programmes implemented in the sample districts. The Dalit scholarship programme is implemented in all the sample districts, EIPG in all the districts except Darchula, and the Primary School Scholarship for all girls in Darchula.

Central and district level records were observed in all the sample schools. The research team discussed with the girls who had received the incentive and their parents. Most of the respondents said that the girls received the incentive in the first year. Some of them added that they did not receive the incentive for the second year. According to the teachers and head teachers, DEO has not provided incentives to the out-of-school and dropout girls for the second year. The DEO personnel provide the incentive to the girls who are attending schools. Most of the grade 1 girls did not receive the incentive. In this regard, the research team asked the teachers and DEO people. They said that, because the girls came to enroll only for the incentives, they got the least priority. Some schooled girls also did not get the incentive in the first year because their names were not included in the survey list.

It is recommended that the central guideline should be revised for effective management of the incentive programme. There should be a survey again so that the disadvantaged girls may not be excluded from the survey list. VDCs and the district level stakeholders should be reoriented about the programme every year. Focal persons should be appointed for the effective management of the incentive/scholarship programme. The authority to implement the advocacy programme (according to the geographical situation) should be given to the district. Another programme could be conducted there where the Video show is difficult. Age bar should be introduced for uniformity in the beneficiaries' selection criteria. The incentive should be provided to girls of the 6-10 age group (who are new comers) and to the 6-15 age group to schooling girls. There should not be disparity in the incentive amounts. It should be either Rs. 300 or Rs 500 per girl. Mothers' Groups should be made more effective and more responsibility should be given. There should be regular monitoring from the central level to the VDC level. For this, a monitoring schedule should be developed. Budget should be allocated for awareness activities besides the advocacy programme.

#### *Educational incentive programme for girls*

The EIPG programme has been conducted in Parsa, Nawalparasi and Kapilvastu districts. According to DOE, they had prepared a programme implementation guideline for EIPG and distributed them in the programme districts and VDCs. The roles and responsibilities of the centre, district, VDC and IMC are mentioned in the guidelines. There was one-day orientation programme conducted for the people to be involved in the programme in all the districts.

In Kapilvastu, EIPG has been implemented in Hardauna and Bijuwa VDCs. A survey was conducted before the implementation of the programme. The survey identified the educationally disadvantaged groups of the VDCs. But the study showed that most of the identified disadvantaged groups did not receive the incentive. The programme could not be implemented because of communication gap between the district and the VDCs.

In both the VDCs, only the head teachers, teachers and VDC chairpersons knew about the incentive amount. IMC was formed in both the VDCs but no instruction was provided to the schools. In Hardauna no information about the incentive programme was provided to the school. It was only from the RPs that they got the information. In Bijuwa, only oral information was given to the head teacher and he conveyed the message to the people. Later, the RP informed the school that the incentive amount had arrived at VDC.

In Nawalparasi, the sample schools for EIPG were in Harpur and Arkhala VDCs. The RP of Arkhala said that he had informed about the programme in the VDC meeting of the chairperson. The local people were also informed by organizing a seminar. A 2-day package was developed in the seminar. Meetings were organized to inform the IMC members about the incentive programme. The guideline criteria were followed in the selection of the VDC. A district-level committee was formed for the systematic management and monitoring of the incentive programme. PC, RPs and supervisors were involved in monitoring. The central-level guideline was not followed in the distribution of the incentive amount. Every year, there was variation in the amounts of money provided to the recipients.

There were two committees formed for the management of the incentive in Harpur VDC of Nawalparasi. The incentive management committees were formed as per the guideline and the community committee was placed under IMC. Both the committees were involved in the preparation of the distribution criteria. The distribution process was similar in all the sample schools. Meetings of IMC and community committee were organized for programmes such as advocacy, incentive distribution and school award. It shows that have IMCs are active and doing well.

In Parsa, a 3-day training was conducted for the IMC members at the beginning of the programme. In the first year of the programme, the incentive quota was distributed on the basis of the survey list. As there was no need for distribution the incentive to the girls who received it in the previous year, DEO decided to provide the benefit only to the schooling girls of this year. The FGD participants of the DEO office themselves didn't know about the budget for monitoring and IMC meeting. Even the budget for rewarding the school received from the centre has not been used by the district. There was no committee formed in DEO for the management of the programme. The issues of EIPG were not included in the monthly meeting of RPs in the district.

IMC was defunct because, DEO did not trust IMC and so the responsibility of performing the activities related to the incentive programme was not given to it. The responsibility of distribution was changed every year. Normally, there should be three meetings in a year. But only one meeting was conducted in 3 years in both the VDCs. There was no minuting of the meeting. In both the VDCs, the IMC members were unaware of the advocacy, reward, monitoring and budget. There was no monitoring and follow-up. The selection criteria were changed every year. The process of distribution also differ year to year.

It is recommended that incentive distribution should be made at the same time (season) every year. For this the participants suggested that names of girls including new enrollees should be collected within Asadh (after the admission of new comer) and incentive should be distributed within Kartik and Chaitra if the distribution is to be done on an installment basis. The first instalment should be given at the beginning of the session after the admission of the children and the second instalment at the end of the final examination. Schools and DEO should monitor the distribution process. There should be a system of social punishment to parents who do not send their children to school.

In the distribution of the incentive/scholarship priority should be given to Grade I enrollees and out-of-school children. IMC should be effective in distribution. Parents of most disadvantaged ethnic groups should be involved in IMC. The community people should be made responsible to send their girls children to school.

#### *Dalit Scholarship Programme*

In Darchula, There is a 5-member committee formed to discuss and decide on the scholarship and formulate the distribution policy. The committee includes DEO, a Dalit teacher, a Dalit social worker, a DDC representative and the section officer of DEO.

To provide the scholarship, DEO collects the data of the Dalit students from the schools. The scholarship distribution committee decides on the quotas for the schools. In the school, SMC makes the decision on the distribution of the scholarship. The head teacher distributes the scholarship amount to the students. Only boys are eligible for this scholarship because the Dalit girls are included in the Primary School Scholarship for Girls programme.

The scholarship is provided to all age groups in all the sample schools. Schools do not collect applications for the scholarship. Instead, SMC submits the list of Dalit students to DEO through the resource centre. DEO, on the recommendation of RC, provides the total amount of the scholarship to the concerned school. The school distributes the scholarship on a school or social occasion in the presence of the parents.

It is recommended that teacher; SMC and IMC members should be mobilized in developing the data on the community children. The school should keep the record of the children who do not come to attend the class. The district should inform the community members about the programme. RPs and PCs could be mobilized in this respect. The Dalits should be involved in the distribution of the incentive/scholarship. Income generating programmes should be integrated where incentive programme is in operation. IMC should suggest a re-survey of the community to identify the most disadvantaged ethnic group. Mothers should be made aware about the incentive/scholarship programme through the Mothers' Group. The number of IMC members should be increased. A committee of Dalits should be formed.

#### *Primary School Scholarship for Girls*

The Primary School Scholarship for Girls programme of Darchula is included in the study. Under this programme, the district level committee has been formed to formulate the distribution policy. The committee is composed of DEO, DEC, DDC, a female teacher and the section officer of DEO. The district level committee decides

on the scholarship quota for the schools. They are provided 2-3 months after the beginning of the new academic year. Scholarship is provided in cash to the girls in the presence of their guardians/parents. The study showed a gap between the quota made available and the actual number of girl students. So the scholarship amount is distributed equally to all the girls. All the sample schools of Darchula have followed a uniform record keeping system. Two types of records of the scholarship recipients were kept in the schools, one for the DEO office and the other for the school itself.

#### *Gaps in the programs*

In Parsa and Khotang the guidelines were not much followed. The district selected VDCs according to the guideline and distributed the incentive quotas. But no proposals from NGOs, SMCs and VDCs were invited. IMC was not involved in the conduction of the programme. An IMC level seminar had been conducted but it could not meet the objectives. IMCs were formed but they were almost defunct. There was no advocacy programme conducted. There were no rewards to the schools. Many out-of-school girls were not included in the survey list. There was no systematic budget allocation for advocacy, IMC meeting, reward, motivation, scholarship and monitoring. In the first year, the district provided the incentive before enrolment instead of providing it after the enrollment.

Nawalparasi followed the guideline in the distribution of the incentive quota. It organized the IMC level seminar in the district and managed the budget for all the incentive programs. It also developed and implemented the advocacy programme. It distributed the school reward in the first year but it did not do so in the second year. The district did not update the distribution of the educational incentive quota. There was no regular monitoring of the programme. No educational incentive was provided to out-of school children. There were gaps in the selection of girls and the distribution process.

Children's rally and video shows were conducted through IMC. There were gaps in the roles and responsibilities of IMC. No monitoring report was submitted to the center.

#### *Dalit Scholarship*

The age factor for providing the scholarship was ignored and only grades were considered in all the sample districts. There was no system of inviting applications in any of the sample schools. There was no systematic and regular follow-up system. But the schools followed some of the guidelines. SMCs submitted the list of Dalit students to DEO and DEO distributed the scholarship money in the presence of parents, community leaders and teachers.

#### *Primary School Scholarship for all Girls Programme in Darchula*

The central guideline was not followed in the distribution scholarships in Darchula. The scholarship amount was not fixed. Scholarships were distributed against the prescribed criteria. Scholarships were not distributed on public occasions.

### **Programme Impact**

Parsa had a good impact of the incentive programme on girl's enrolment. There has been an improvement in enrolment in the past three years (in all the schools). The incentive programme has also helped to retain girls in school. The retention rate is highest with the 6-10 year age group.



Some of the schools also had different types of incentive programs. But the mixed incentives could not make any impact on girls' retention.

Similarly, in Nawalparasi, girls' enrolment is increasing because of the incentive distribution. The new enrollees are more motivated than the old ones. When there was no incentive, the number of girl enrollees was low. Children as well as parents are now attracted by the incentive. Somehow the incentive also has a negative side. Parents enroll children in school only for the incentive but they send their children to private.

The incentive programme has helped to retain children in school. It has also reduced dropout. But the number of girl retainees varies school to school.

The Dalit scholarship programme has helped to increase the participation of Dalits in education. In Nawalparasi, the number of Dalit girls increased in the past 3 years. EIPG was introduced there only for 3 years. The Dalit scholarship programme was there even before EIPG. It means that it is the impact of EIPG, not of the Dalit scholarship, that has helped to increase girls enrollment.

In Darchula, all the Dalits received the scholarship (Jagannath Primary School except). However, the number of the beneficiaries is larger than the total number of Dalit scholarships provided.

## CHAPTER X

### MAJOR FINDINGS AND SUGGESTIONS

This chapter deals with the major findings of the incentive programme for girls and disadvantaged children. In this regard, the impact of the Educational Incentive Programme for Girls (EIPG), Dalit Scholarship Programme, and Primary School Scholarship for all girls programme were studied. The research team visited 21 schools of five districts [Darchula, Kapilvastu, Nawalparasi, Khotang and Parsa], where incentives/ scholarships programmes have been launched. This study includes observations, ideas and experiences of district-level stakeholders and district-based NGOs. Similarly, the views of teachers, head teachers, SMC and IMC members, social leaders, parents and students are included. Incentive management procedures, implementation and implementation strategies, contributions of the incentives to the disadvantaged children, ways to link the incentive programme with the community and identified programme unreached groups in the community are included too.

The study tried its best to seek answers to the research questions pertaining to the effectiveness of the Incentive/ Scholarship programmes conducted by the government for girls and disadvantaged children in different parts of the country.

The following is the inventory of the major findings of the study.

#### Major Findings

##### 1. Low participation of girls and disadvantaged children in education

- Parents want their daughters to get married at an early age (Nawalparasi). Most of the disadvantaged communities e.g. Chamars and Banskhors follow the early marriage practice. According to the parents, daughters should get married at 7-12 years of age, failing which their marriage would be difficult.
- The Muslim community prefer sending their children to Madarasas than sending them to public schools. A basic knowledge of the Quran is essential for girls' marriage.
- Some high-caste families have sent their children (11) to private schools in spite of the incentive amounts the children have received. (Nawalparasi).
- Most of the disadvantaged community children are unable to complete the primary cycle (all sample districts). For instance, in Nawalparasi the Chamar children leave the school after reaching grade 4 or 5. Most girls of Khotang are enrolled in school allured by incentive. They do not come to school regularly. As a result, exam failure and grade repetition takes place particularly in grade 1.
- The school-age children of the ethnic groups go to work with their parents. For instance, the Damai and Kami children of Chyasmitar in Khotang are compelled to help their parents in earning by working as porters. The Musahar and Chamar children of Parsa and Nawalparasi engage in agricultural work instead of going to school.
- Inadequate physical facility is one reason for low participation in education and insufficient classroom space and insufficient teacher supply are another reason. In Shreejyu Lower Secondary School of Khotang there are only six

classrooms for grades 1-8. Similarly, grades I-5 are conducted in four rooms in Nepal Rastriya Primary School of Parsa. The teacher-student ratio is terrific in the sample schools. In Nepal Rastriya Primary School of Parsa the teacher-student ratios is 1:87. The teacher-student ratio of Harpur Primary School of Nawalparasi and Shree Jyu Lower Secondary School of Khotang are 1:72 and 1:58 respectively.

#### Incentive-needy ethnic groups

- Doms, Dusadhs and Musahar in Parsa have not received the incentive.
- In Nawalparasi most of the Chamar and Banskhor girls are deprived of the incentive.
- In Khotang the incentive has not reached to the Kami, Majhi and Damai ethnic groups.
- Similarly, in Kapilvastu no girl has received the incentives.

#### Causes:

- Names of most girls missing in the survey list
- Non- enrollment
- Lack of awareness of incentive programme (Parsa)
- Parents were unconvinced.

#### Gaps in Programme Implementation

##### A. Educational Incentive Programme for Girls (EIPG)

- There were variations in the distribution of incentive money in the sample districts. For instance, Nawalparasi distributed Rs 800 and Rs. 300 per student, Parsa Rs. 300 per student and Khotang Rs. 500 and Rs 300 per student in the first year. Rs. 300 each was given to all schoolgirls in all three districts in the second year.
- No involvement of IMC in the selection of students and distribution of the incentive in Parsa and Khotang. In Parsa RP selects the girls on the basis of regularity in class in the second and third years.
- As a rule, all the girls attending primary schools should receive the incentive irrespective of their economic background. But even the girls from well-to-do families have got the incentive, which they use to go to private schools (Nawalparasi).
- IMCs were ignorant of their roles and responsibilities in all the sample districts.
- Less priority to incentive distribution to grade I girls in Pipara of Parsa. Of the 141 girls in grade I only 40 received the incentive money in 2058/59.
- No regular follow-up and monitoring of the incentive programme (center to school).
- There were variations in the selection of girls for the incentive in different years. For example, in Parsa and Khotang in the first year, all girls whose names were in the survey list were given the incentive money irrespective of

whether they were attending schools or staying outside the VDC. In the second year, only those that were attending schools within the VDC were given the incentive. In Nawalparasi, in the first year, incentives were given only to enrolled girls. In the second and third years, incentive amounts were distributed on the basis of regularity, marks sheet and head teacher's recommendation.

*Programme was not implemented in Kapilvastu because:*

- lack of coordination between district and village levels
- lack monitoring from center to district and from district to village
- non-clarity about the programme in spite of the orientation
- Misuse of the incentive amount
- In the first year, DEO sent the incentive budget to Hardauna VDC but it was spent on other purpose. (Out of Rs. 2,18,800, Rs. 45,000 and Rs 3,000 were spent on building construction and Rs. 36,000 on road construction).
- In Bijuwa VDC, in the first year, DEO deposited Rs. 1,82,900 in the bank account of VDC. The VDC chairperson came to know about the money only after nine months when he received the bank statement. DEO sent a letter to both the VDCs to refund the first year budget since it was not distributed. So in response Bijuwa VDC returned the fund.

*B. Dalit Scholarship Programme*

- No age consideration in the distribution of scholarship to primary children. For instance, girls above 10 and below 6 children received the scholarship in all the sample schools.
- Scholarships were provided to all the Dalit students even though the quota provided was inadequate. For example, 3 scholarships were provided to 14 Dalit students in one of the sample schools of Darchula in 2058.
- The attendance requirement of 80% (stipulated in the guideline) was not followed. No attention was given to their school regularity in the distribution of the scholarship.
- Lack of monitoring and follow up programme (centre to school).

*C. Primary School Scholarship for all Girls*

- The incentive money was distributed to all girls even though the quota provided was inadequate. For instance, in Darchula, 40 quotas distributed to 51 girls in 058.
- Lack of monitoring and follow-up the programme (centre to school).

#### **Causes of gaps**

- Concerned stakeholders were not serious about the programme.
- RP and IMC members did not know about the programme (Parsa, Khotang, Kapilvastu)
- IMCs were ignorant of their roles and responsibilities (all sample districts).

- Lack of monitoring and follow-up of the programme (all sample districts).
- No regular follow-up and monitoring of the incentive/scholarship programme (center to school).

#### 4. Impact of the programme

##### A. Educational Incentive Programme for Girls (EIPG)

###### a. Enrolment

There has been an increase in the enrolment of girls since the introduction of the EIPG programme. Among the sample districts, Nawalparasi had the highest increase in girls' enrollment. The average rate of increase is 25.8% (numerical average 116) per year. The average rate of girls' enrolment is 74.7% (numerical average 126) per year. In Parsa, the average rate of enrolment increased to 21.9% (numerical average 88) per year, of which the average rate of girls' enrolment is 58.4% (numerical average 68) per year. In Khotang, the average rate of increase is 9.8% (numerical average 55) per year in enrolment after the implementation of EIPG programme. The rate of increase in girls' enrolment is 29.5% (numerical average 61) per year.

###### b. Retention

EIPG has helped retain girls in the school of the sample districts. The retention of girls mentioned in the study relates only to the girl student who had received the incentive in the beginning of programme. For instance, in Parsa the retention percentage of girls of 6-10 years of age comes on top (54.96%) and that of the out-of-school incentive receiving girls stands second (44.28%). In contrast, no girl that received the dropout incentive could continue. Only 11.26% of the recipients belonging to the age group 11-15 are continuing their study.

Likewise, 77.37% of the 6-10 years age group girls have continued in Nawalparasi while 58.69% of the 11-15 year age group girls have remained in school. In Khotang, 77.9% of the 6-10 years age group girl have remained while 69.20% of dropout recipient girls are continuing in the school.

##### B. Dalit Scholarship Programme

###### a. Enrollment

- The study could not assess the impact of Dalit scholarship on enrolment in Parsa and Kapilvastu because records were not available.
- In Nawalparasi, increase in the enrolment of girls could be seen only after the implementation of EIPG. The percentage of Dalit students increased by 80.5 whereas girls' enrolment increased by 318.18% in the five-year period (2055-59) in one of the sample schools. Similarly, in Khotang, Dalit enrolment increased by 37.5% while girls' enrolment increased by 175% in the three years (2057-59).

###### b. Retention

Since smaller quotas were made available to schools, the schools did not keep the records of the students. So the study team was unable to include the retention details of the Dalits students.

### C. Primary School Scholarship for all Girls

The impact of the programme was not positive in Darchula. There was not much difference in the enrolment of girls in the past five years. According to the school records, there has been an increase only of 6% in the five years period.

#### **NGO supported programs**

- NGOs deliberately targeted for poorer and socially disadvantaged girls and disadvantaged children.
- The COPE programme has had a positive impact on communities.
- The COPE has authorized to COs and School Management Board (SMB) to manage the school.

#### **Suggestions**

Introduce integrated programme to increase the participation of girls and disadvantaged children in education

- Give the responsibility of enrolling educationally disadvantaged girls to parents or mothers' group.
- Make the people aware of social and education-related matters such as legal rights, gender sensitivity and reproductive health.
- Encourage the parents of most disadvantaged groups to income-generating activities
- Conduct door-to-door awareness programs
- Provide incentive programs, physical facilities and human resources in an integrated way
- Make VDC to assist in providing local teachers for the school

#### *Community Mobilization*

- Mobilize SMC, IMC and teachers in developing data on the community children and make it mandatory for the schools to keep children's records.
- Mobilize RPs and PCs to inform about the programme
- Involve the Dalits in the distribution of the incentive/scholarship
- Integrate the income generation in programme activities.
- Manage tutors for disadvantaged children (within the community).

#### *Reduction of gaps*

- Manage the incentive programmes through IMC
- Involve the parents of the most disadvantaged ethnic group in incentive management
- Give priority to Grade I enrollees and out-of-school girls while distributing the incentive/scholarship

#### *On time incentive distribution*

- Finish collecting the names of girls (including new enrollees) by the end of Asadh
- Distribute the incentive money on a 2 instalment basis (one instalment within Kartik and other instalment within Chaitra)

#### *Improve of management*

- Conduct the survey again in order to identify the incentive-unreached disadvantaged groups in the community.
- Reorient the VDC and the district level stakeholders on the programme each year.
- Appoint a focal person for effect in the management of incentive /scholarship programme.
- Authorize the district to conduct the programme in tune with the situation of VDC.
- Provide incentives to all new comers (6-10 age group) and to all schooling girls (6-15 age group).
- Homogenize the incentive amount, removing the Rs. 300/Rs. 500/Rs. 250 disparity
- Form Mother Groups and mobilize them for creating awareness
- Develop the monitoring schedule (centre to VDC)
- Allocate budget for awareness activities of the advocacy programme
- Form a Dalit Committee, for incentive management

# ***Annex***



## ANNEX. A . EPILOGUE

### First phase

An interaction session on the project “Effectiveness of Incentive Programme” was organized on 01/01/2003 at CERID in which representatives of Department of Education and Women’s Education Section of the Ministry of Education, FRP members and CERID researchers participated. The purpose of the interaction session was threefold : to share experiences and insights gained, to get feedback from preliminary report from the field, and to discuss on the issues for improvement of the Incentive programs. In the session, the researcher briefed on different aspects of the project. The objectives of the project study and the experiences of fieldwork (Parsa) were reviewed. Finally, there was a floor discussion and then there were comments from the policy level and implementation level on the findings of the study. The following are the conclusion of the discussion session:

- There were variations in the incentive distribution process in the incentive amount. The DEO personnel distributed the incentive on the basis of school attendance records in the second and third years. In the first year they had distributed it according to the household survey list. The session participants wanted to know the reason why the central guideline was not followed in this matter.
- One of the major issues in the findings was that there was no involvement of IMCs in the incentive distribution. IMC members were involved only as witnesses. Answers should be found to why IMCs did not function properly.
- There were still incentive unreached groups in the sample area. The target group children groups [Dom, Dusadh, Chamar and Musahar] were still found being engaged in household chores. They did not receive the incentives because they were not admitted to school. No advocacy programmes were conducted to attract them to school. In this respect, the social factors behind their non-schooling should be studied in detail.
- Dom, Dusadh, Chamar, Musahar, Thakur, Patwar, Ojha, Mishra and many others are known as disadvantaged communities. Among them Dom, Dusadh, Chamar and Musahar are more disadvantaged than other in the sample VDCs. Reasons for not attending the schools should be included in the study.
- Because of the inadequacy of the incentive quota, grade 1 girls were given less priority. This was contrary to the guideline. [For example, in Pipara of the 142 grade 1 girls students only 42 received incentives this year.] Concerned authorities should be contacted for this.
- The role of IMC as prescribed in the guideline is very important, but in fact it was just the reverse. In VDCs, IMCs were found almost defunct. IMC is to mobilize the local people in social activities and make them aware of their responsibilities. But DEO could not make them active. There were no meetings and the participation of community leaders and IMCs in the selection and distribution policy was zero. Reasons for this should be included.
- In grade 1, the enrolment of girls is high, and no less high is their dropout. This is because underage and overage girls are enrolled for the incentive.

Ways to discourage enrolment of underage children should be included in the study

- Incentive programmes have helped to retain girls in school. The out-of-school group recipients is high. There are 34 (out of 62) out-of-school girls in Bhojiya Devi Lower Secondary School, Godpasara. Similarly, there are 25 girls (6-10 years age) who received the incentive of whom only 5 have dropped out. But no drop out and 11-15 years old incentive recipients were found continuing in school. Only 8 out of 52 recipient girls are now there in Nepal Rastriya Primary School, Bagbana. The utilization of incentive amount should be studied in depth.

### Second Phase

The incentive programme is not being implemented in the VDCs. This was reported by the principal researcher to WES of the Department of Education. WES representatives and researchers decided to revisit the Kapilvastu district to find out the reality. A team of WES representatives (section officers) and researcher revisited both VDCs and district headquarters to find out the causes of non-implementation of the programme there.

According to the WES record, Hardauna and Bijuwa are the two VDCs where this programme had to be implemented. But no such incentive programmes have been implemented in these VDCs. To find out why the programmes were not implemented, the following procedures were suggested:

- Formal interviews with the concerned stakeholders of the district and communities
- Observation of the district, VDC and school records of the incentive receivers
- Observation of children's activities in class and outside the class.
- Focus group discussions at the district
- Focus group discussions at the VDC level
- Pod group discussion at the district level

Above activities were conducted at different levels to find out the actual situation of programme and its effect on children and parents of the community. The district and village level stakeholders gave their views in the various types of discussion sessions. Individualized informal interviews were also organized at the district and VDC levels. Views of parents, teachers and children were collected through informal discussions and during observations.

The research team raised different questions among the people concerned (DEO, RP, VDC, head teachers and teachers) about the implementation of the programme in various interaction sessions. What were the reasons for non-distribution of the incentives in the schools? Were they aware of the incentive programme or not? They also asked them about their roles and responsibilities in the distribution of the incentive programme. When such questions were asked, the people concerned with the implementation of the programme gave different answers. DEO said that because the incentive amount arrived late it could not be transferred to VDC on time and had to be deposited in the VDC's bank account. The DEO office did not inform the VDC about the money deposited. RP, head teachers and the teachers showed their ignorance about the programme. The VDC personnel said they came to know that

there was money deposited in their account after many months but they did not know the purpose of depositing the money in their account. So VDC used that amount for other purposes. According to the VDC secretary of Hardauna, out of Rs. 218800, Rs. 45000 was spent on school building, Rs 3000 on school building at Maharajganj (Janaki Secondary School), and Rs 36000 for drainage pipes and road construction. A total of Rs. 111,000 was spent on such construction activities. The remaining portion of the total amount was kept as saving in account as it is. The VDC Secretary said that all the money was spent as per the decision of VDC.

Since such incident had occurred, a meeting was organized to make the concerned people such as DEO, RP and VDC aware of the programme. Likewise, an orientation programme was organized for DEO, RP, VDC, head teachers and teachers on the central guideline. After such meetings and orientation programs, people affiliated to the programme (DEO to school) assured the organizers that they would implement the incentive programme within one week in VDCs.

*Major problems identified for the non-implementation of the EIPG in kapilvastu*

- DEO deposited the budget in VDC bank account without any information. Since the incentive amounts were not distributed to the girls in the first year, the DEO did not allocate the next year's budget for VDCs.
- District level stakeholders are not fully aware of the incentive programme and their roles and responsibilities. Also, orientation programmes could not drive home the points.
- IMC was only nominal in VDCs and no budget was made available to IMC.
- No coordination between DEO, RP, PC and accountants.
- Lack of conducting advocacy programme.

## ANNEX B

### DISSEMINATION WORKSHOP

Dissemination workshops organized in two of the sample districts (Parsa and Nawalparasi) in which DOE, DEO, school and community representatives participated. The incentive-unreached parents also participated in the workshop. The workshop concentrated on the ongoing activities of the incentive/scholarship programme. The specific objectives of the workshop were to:

- disseminate the findings of the study
- verify the findings of the study
- collect suggested actions on the issues raised by study findings
- find out alternative ways to increase participation of girls and disadvantaged children in education

There was concept sharing among DOE, DEO, HTs, teachers, SMC members, IMC members and parents (on the programme operating in their respective VDCs) in the seminar. This sharing was done in order to make the concerned people clear about the issues pertaining to the implementation of the incentive programme.

In the workshop RPs and DEO made to the participants clear about the programme. DOE representatives acquainted the participants with the programme procedure/ criteria/ guideline that have to be followed during the implementation. Finally, researchers disseminated the findings of the study and collected suggested actions from the participants in order to make the programme more effective in the near future. The following were the issues discussed in the dissemination workshop. Suggestions were collected to solve the problems during the discussion.

#### Management

In the dissemination workshop several management weaknesses in the implementation of the programme were identified. The advocacy programme was found ineffective. There was no uniformity in incentive distribution time and amount. Schools distributed the amount without following the guidelines. The incentives were distributed in different times: before, in the middle of and after the academic session. There was variation also in the incentive amount because the central level guideline was not followed. The monitoring aspect was also found weak. According to the participants, there was no monitoring of the incentive/scholarship programme. The Parsa IMC was not functional but Nawalparasi IMC was largely effective. There is the policy of providing incentive to all school-going girls. Some of the girls are already financially capable enough to afford their education. So the distribution of the incentives to such girls does not make any sense.

The participants of the workshop identified different management weaknesses in the incentive/scholarship programme. One of such weaknesses is the lack of coordination between the district level and the village levels. The district has not followed the central level guideline. The district and village have implemented their own policies. There is no monitoring of the programme from the central level to the district level and from the district level to village level. The orientation programme that was provided at the beginning of the programme also appeared ineffective. People related with the programme were unaware of their roles and responsibilities.

The guideline should be revised for the effective management of the incentive programme. VDCs and the district level stakeholders should be reoriented about the programme every year. Focal persons should be appointed for the effective management. The district should be authorized to advocacy programme according to the local geographical situation. Another programme should be conducted where it is difficult to conduct the video show. There should be a new survey so that the disadvantaged girls may not be excluded from the survey list.

Age bar should be introduced to get uniformity in the selection criteria. The incentive should be provided to girls of 6-10 age group who are new comers and to 6-15 age group schooling girls. There should not be two amounts. It should be either Rs. 300 or Rs 500 per girl, uniformly.

Mothers' Groups should be made more effective and be given more responsibility. There should be regular monitoring from the central level to the VDC level. For this, a monitoring routine should be developed. Budget should be allocated for various other awareness activities besides the advocacy programme.

### **Gaps in implementation**

The workshop identified gaps between the central level and district level implementation of the programme. Less priority was given to Grade I and out-of-school children in the incentive distribution. There is a certain age bar in the distribution of the incentives/scholarships. But the age bar criteria was not followed in the district. IMC is also responsible in incentive matters. But there was no involvement of IMCs in the selection of students and the distribution of incentives. Other related stakeholders of the district and VDC were not found serious about their roles and responsibilities.

The main cause of the gaps, between the central levels to the district level, in the implementation of the programme, as identified at the workshop, was the lack of seriousness in stakeholders about the programme. Another cause was the lack of awareness about the programme in RPs and IMC members. The monitoring aspect was also found weak in both programs. There was no regular follow-up and monitoring of the programmes (center level to school levels).

In order to reduce the gap between the central level and district level implementation of the programme the central level guideline should be strictly followed by the district and the VDCs. Priority should be given to Grade I enrollees and out-of-school children in the distribution of the incentive/scholarship. IMC should be effective in the distribution of the incentives/scholarships. Parents of the most disadvantaged ethnic groups need to be involved in IMC activities. Sending girls to school should be made mandatory for the community people.

### **Programme-unreached groups**

The incentive/scholarship programmes are meant for the educationally disadvantaged girls. But some ethnic groups did not have access to the programme. The workshop identified Chamars, Dusadhs, Dhobis and Bansphors as the programme-unreached groups in Nawalparasi district.

In Parsa, the Musahars are the main educationally disadvantaged group but 80% of Musahar girls have not received the incentive. Dusadh and Dom girls have still remained programme-unreached.

The reason why most girls have been deprived of the incentive/scholarship is that they are excluded from the survey list, which was prepared haphazardly. Another reason is that they are not enrolled in school. Their own unawareness about the programme has also withheld them from receiving the incentive. The yet-another reason for their being left out of the programme is the lack of convincedness in the parents.

Parsa distributed the incentive/scholarship to all girls whose name were in the survey list in spite of the fact that all the girls were not eligible for the incentive. Some of them had already got married and left the village. But the names of educationally disadvantaged children were missing from the survey list.

The workshop found out alternative ways for the effective distribution of the incentive/scholarships. It suggested for a re-survey of the community for the yet-unidentified disadvantaged ethnic groups. Mothers should be made aware of the incentive/scholarship programme through the Mothers' Group. The number of IMC members should be increased.

### **Community Mobilization**

IMC and the community committee are not doing their task of mobilizing the community. SMC, VDC and teachers have not taken any initiative towards making the community aware of the incentive/scholarship programme.

Teachers and SMC and IMC members should be mobilized in developing the data on the community children. The record of the children who do not come to school should be kept (in school). The district should inform the community members about the programme. RPs and PCs could be mobilized in this respect. A committee of Dalits should be formed. The Dalits should be involved in the distribution of the incentive/scholarship. Income generation should be integrated where incentive programme is in operation. IMC should mobilize disadvantaged children during advocacy programme. Tutors for the disadvantaged children should be recruited in the community. The community could propose this to DEO. Incentive distribution should be made at the same time (season) every year. As the participants suggested, the names of girls (including new enrollees) should be collected within Asadh (after the admission of new comers) and incentive should be distributed within Kartik and Chaitra on a 2-installment basis.

### **Impact of the programme**

The incentive/scholarship programme has helped to increase girls' enrollment. But it has not been able to retain girls in school.

The records of the schools show an increase in girls' enrolment but they also show low retention. Most of the girls are enrolled in school just for the incentive. They do not continue their study after they receive the incentive.

The distribution of the incentive money on a 2-installment basis can be expected to help retain the girls for the whole year. The first instalment should be given at the beginning of the session after their enrolment in school and the second instalment at the end of the final examination. In addition to the advocacy programme, awareness

programmes should be organised by IMC to make parents and girls aware of the incentive/scholarship. There should be the involvement of educationally disadvantaged parents in IMC. Schools and DEO should do the monitoring of the distribution. There should be a system of social punishment to parents who do not send their children to school.

### **Social atmosphere**

The major problem for the disadvantaged girls is their early marriage. In disadvantaged communities, early marriage is a social practice. So the girls cannot continue their education after marriage. Another problem for the disadvantaged girls is their involvement in household and income generating activities.

IMC should take the responsibility of enrolling educationally disadvantaged girls in school. The community committee should make people aware of social and educational factors such as legal rights, gender equity and equality and reproductive health. Parents of most disadvantaged groups should be encouraged to income generating activities so that they can invest some of their income in children's education. Advocacy programmes should be conducted in educationally disadvantaged communities. Moreover, door-to-door awareness programmes should be conducted.

### **School environment**

The workshop identified that physical facility is inadequate. There are also shortages of teachers in schools. Teacher supply is not enough for the increase in the number of children. Teachers and SMC are facing the problem of classroom space. So the workshop participants suggested that teachers and physical facilities should be increased before the implementation of the incentive programme.

Only the incentive programme cannot help in the education of girls. Physical facilities and teachers are also required for quality education. So, besides the incentive, physical facility and human resources should be provided in an integrated way. VDC could assist DEO in providing local teacher to schools.

## ANNEX C

### Matrix no. 6.1

#### Gaps in Management in Parsa and Khotang

Central level guideline	Findings [district]	Justification
1. Selected VDCs should be economically, socially, geographically and educationally disadvantaged.	Selected the VDCs according to the guideline.	-
2. DEO should invite proposals from NGO, SMC, and VDC.	Proposal invitation not made.	DEO itself decided to conduct the programme.
3. DEO should conduct the programme through IMC	No involvement of IMC	<ul style="list-style-type: none"> <li>• Lack of trust of VDC (Parsa)</li> <li>• No orientation to IMC (Khotang)</li> </ul>
4. VDC level IMC is to be formed	<ul style="list-style-type: none"> <li>• IMC was formed but not functioning (Parsa)</li> <li>• IMC was found formed only in the second year. (2058/59) but not functionary (Khotang).</li> </ul>	<ul style="list-style-type: none"> <li>• DEO has not given the responsibility to IMC (Parsa)</li> <li>• No orientation about the programme for concerned people in first year.</li> </ul>

### Matrix no 6.2

#### Gaps in Role of District in Parsa, Nawalparasi and Khotang

Central level guideline	Findings [district]	Justification
1. Preparation and implementation of the advocacy programme	<ul style="list-style-type: none"> <li>• No advocacy programme was conducted (Parsa)</li> <li>• Record of advocacy programme at DEO (Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• The people of target areas were ignorant about the programme (Khotang)</li> </ul>
2. Updating guideline for the distribution of the incentive programme	Programme not updated	<ul style="list-style-type: none"> <li>• No responsible person (Parsa)</li> <li>• Guideline was not clear (Nawalparasi and Khotang)</li> </ul>
3. Preparation and organization of IMC level seminar.	<ul style="list-style-type: none"> <li>• Seminar conducted but could not meet the objectives (Parsa)</li> <li>• Seminar not conducted (Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• Only a technical assistant appointed as the resource person (Parsa)</li> <li>• No orientation to IMC to conduct seminar at VDC level (Khotang)</li> </ul>
4. Reward to selected schools	<ul style="list-style-type: none"> <li>• No distribution of school reward (Parsa)</li> <li>• No distribution in the first year but distributed in the second and the third year (Nawalparasi)</li> </ul>	<ul style="list-style-type: none"> <li>• The budget for reward was not received in previous years. (Parsa)</li> <li>• No budget in the first year (Nawalparasi)</li> </ul>
5. Management and distribution of budget for all programmes	No systematic budget allocation for advocacy, IMC meeting, Reward, Motivational scholarship, Monitoring (Parsa)	No budget was provided from the center. (Parsa)
6. Regular monitoring and submission of report to the centre.	<ul style="list-style-type: none"> <li>• No regular and systematic monitoring (Parsa and Khotang)</li> <li>• No regular monitoring system but DEO submitted report to the centre on the basis of RP's reporting (Nawalparasi)</li> </ul>	No personnel appointed to look after the programme.



**Matrix no 6.3**  
**Gap in Roles and Responsibilities of IMC**

Central level guideline	Findings [Pocket]	Justification
1. Organize VDC level seminars/ meetings at least three times a year.	Convened a meeting only once at the beginning of the programme. (Parsa)	IMC members were Ignorant of the guideline and budget. (Parsa)
2. Prepare and implement advocacy programme	<ul style="list-style-type: none"> <li>• No advocacy programme conducted (Parsa and Khotang)</li> <li>• Children's rallies and video shows, (except the street dramas) were organized through IMC, twice in the VDCs. (Nawalparasi)</li> </ul>	<ul style="list-style-type: none"> <li>• IMC members were Ignorant of programme and budget. (Parsa)</li> <li>• IMCs were not clear about their roles and responsibilities. (Khotang)</li> <li>• DEO did not inform and orient IMC about programme (Khotang)</li> <li>• There was only minimal budget for street drama (Nawalparasi)</li> </ul>
3. Manage incentive distribution according to list provided and guideline.	The incentive was distributed by DEO itself where IMCs did not exist. (Parsa)	Neither DEO allowed IMCs to distribute the incentive nor were IMCs clear about their roles in the distribution. (Parsa)
4. Recommend a best school for reward to the DEO.	No recommendation made (Parsa)	IMCs were not informed about this. (Parsa)
5. Manage monthly monitoring and submit the report.	No monitoring and submission of report. (Parsa and Nawalparasi)	<ul style="list-style-type: none"> <li>• IMCs were not informed about this. No personnel appointed for this. (Parsa)</li> <li>• No ideas due to unavailability of guide book to IMC members (Nawalparasi)</li> </ul>
6. Launch an advocacy programme for out-of-school and school- going children to motivate them to continue their study.	<ul style="list-style-type: none"> <li>• IMCs were not functioning (Parsa and Khotang)</li> </ul>	IMCs were ignorant of their role and responsibilities.
7. Update programme record.	IMCs did not have any record.	<ul style="list-style-type: none"> <li>• IMCs were ignorant of their role and responsibilities. (Parsa)</li> <li>• DEO did not inform and orient IMC about the programme (Khotang)</li> </ul>
8. Submit the meeting report to the concerned authorities.	<ul style="list-style-type: none"> <li>• No reporting (Parsa and Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• No meeting, no reporting. (Parsa)</li> <li>• No system of submitting the report to DEO developed (Nawalparasi)</li> <li>• IMC were not clear about their roles and responsibilities (Khotang)</li> <li>• DEO did not inform and orient IMC about the programme. (Khotang)</li> </ul>

Matrix no. 6.4

Gap in Girl's selection and incentive distribution in Parsa, Nawalparasi and Khotang

Central level guideline	Findings [Pocket]	Justification
1. Identify disadvantaged girls, analyzing the survey description.	<ul style="list-style-type: none"> <li>• District selected all girls as disadvantaged. It did not follow the guideline in the selection process disadvantaged girls. (Parsa and Khotang)</li> <li>• Provided incentives to all the enrolled girls of three schools (Nawalparasi)</li> </ul>	<ul style="list-style-type: none"> <li>• Almost all the girls were considered disadvantaged (Parsa and Khotang)</li> <li>• Amount of incentive was sufficient. (Nawalparasi)</li> </ul>
2. Prepare details of 6-10 and 11-15 age group schooling children from survey list.	Many schooling children were not included in survey list. (Parsa)	School and IMC were not involved in the survey. (Parsa)
3. Prepare details of 6-10 age groups out of school children from survey list.	Many out of school-disadvantaged children were not included in survey list. (Parsa)	School and IMC were not involved in the survey. (Parsa)
4. Provide educational incentive to all girls [Rs. 300 to each schooling girl for educational materials and Rs. 500 to each out-of-school girl for school uniform.	<ul style="list-style-type: none"> <li>• In first year, Rs. 300 each to all girls on the basis of the survey list. In second year, Rs 500 each to only selected regular students and Rs. 300 each to other schooling girls. In third year, Rs. 300 each was provided to all girls in school. (Parsa)</li> <li>• Provided to all the enrolled girls. In the first year new enrolees received Rs 800 each instead of Rs. 500. In second and third years, distributed Rs 300 to schooling girls on the basis of admission register, mark sheet and head teachers' recommendation. (Nawalparasi)</li> <li>• In first year, distributed as mentioned in the guideline but in second year, only schooling girls received Rs 300 each in VDCs. (Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• DEO and DEC chairperson decided separately. (Parsa)</li> <li>• Initiation of RP DEO decided. (Parsa)</li> <li>• Provided to all because amount was sufficient to all the enrolees in first year but in second year, the guideline was not clear to IMC members (Nawalparasi)</li> <li>• In second year, DEO demanded the list of enrolled girls from each school and distributed money as accordingly. (Khotang)</li> </ul>
5. Provide educational incentives to out-of-school children after their enrolment in the school	<ul style="list-style-type: none"> <li>• Provided incentive before enrolment in the first year. (Parsa)</li> <li>• Guideline not followed. (Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of attention of DEO (Parsa)</li> <li>• Concerned people not clear about the guideline (Khotang)</li> </ul>

Matix no. 6.5

Gap in Dalit scholarship Programme in Parsa, Nawalparasi, Khotang and Darchula

Central level guideline	Gap in implementation	Justification
Provide the scholarship of Rs. 250 each to 6-10 years of age Dalit students	<ul style="list-style-type: none"> <li>• Age group factor ignored and only grade considered was found. (Parsa, Nawalparasi and Khotang)</li> <li>• Students received less than Rs. 250. The total amount was divided among all Dalit students. (Darchula)</li> </ul>	<ul style="list-style-type: none"> <li>• No follow-up of DEO. (Parsa)</li> <li>• It is not practicable to differentiate the age-groups (Nawalparasi)</li> <li>• Provided limited of quota. (Khotang)</li> <li>• Limited quota (Darchula)</li> </ul>
Do not provide the scholarship to those who are receiving incentives from another programme.	Some Dalit girls were found receiving double incentive (Parsa and Khotang)	<ul style="list-style-type: none"> <li>• Political pressure. (Parsa and Khotang)</li> </ul>
School should collect applications from students for scholarship.	<ul style="list-style-type: none"> <li>• No system of collecting applications. (Parsa, Nawalparasi and Khotang)</li> <li>• Applications were not collected. Instead, the lists of Dalit students were collected from school. (Darchula)</li> </ul>	<ul style="list-style-type: none"> <li>• Need of application not realized. (Parsa)</li> <li>• Need of application was realized but the parents were unable to write the application. (Nawalparasi)</li> <li>• Most of the Dalit parents were illiterate. (Darchula)</li> <li>• Limited quotas provided from the centre.</li> </ul>
(SMC) Submit the list of Dalit students to DEO	<ul style="list-style-type: none"> <li>• Guideline followed (Parsa)</li> <li>• Guideline not followed. (Darchula)</li> </ul>	<ul style="list-style-type: none"> <li>• No idea (Darchula)</li> </ul>
(School) Distribute the scholarships on a certain occasion or in a public function in the presence of guardians.	<ul style="list-style-type: none"> <li>• Distributed in the presence of parents, community leaders and teachers but not on any occasion. (Parsa)</li> <li>• Not on an occasion but in the presence of guardians (Darchula and Khotang)</li> </ul>	<ul style="list-style-type: none"> <li>• No system of functions at school.</li> <li>• No idea (Darchula)</li> <li>• It was difficult to gather all concerned people since the houses are scattered (Khotang)</li> </ul>
(DEO) Manage a follow-up to see if the focus group students received the scholarship or not.	<ul style="list-style-type: none"> <li>• No systematic and regular follow-up. (Parsa, Nawalparasi, Khotang)</li> <li>• Follow-up depended upon the personal interest of RP. (Darchula)</li> </ul>	<ul style="list-style-type: none"> <li>• No clear division of follow-up responsibility. (Parsa)</li> <li>• No follow-up system yet established (Darchula)</li> </ul>

Matrix no. 6.6

Gaps in Role of District and their Justification

Central level guideline	Findings	Justification
Rs. 250 per girl is to be given to the girl students.	Not followed strictly. In some schools, the amount was too small for the high number of scholarship recipients.	Quota not sufficient
80% attendance is compulsory for the scholarship recipients.	No consideration of the attendance record	No record keeping system
Scholarship should be distributed on public occasions.	Distributed in presence of parents.	Not feel for public occasions.

**ANNEX D**  
**SUPPORTING DATA**

*Table 3.1 Student's enrolment in schools of Hardauna and Bijuwa in 2059*

Name of school	Grade I		Grade II		Grade III		Grade IV		Grade V		Total	
	Boys	Girls	B	G	B	G	B	G	B	G	B	G
Janata L.S.	31	14	24	7	14	7	23	0	7	3	109	31
Nepal Rastriya Primary School	52	43	45	22	45	12	40	7	20	7	202	94

*Source: School record, 2059*

**Table 4. 1**  
**Incentive recipients of Bairiyabirta VDC (Parsa)**

Types of groups	Caste / Ethnicity	Types and number of incentive recipient girls				Total
		Out of school children	Dropping out	School going [6-10]	School going [11-15]	
Disadvantaged group	Brahamin, Kumhal, Yadav, Raut, Kurmi, Patel ,Teli, Thakur,	258	7	27	13	305
More disadvantaged group	(Dusadh, Lohar, Shah, Mahato, Chamar, Mahara, Koiri, Kuswah,	104	2	33	6	145
	<b>Total</b>	<b>362 (367)</b>	<b>9 (9)</b>	<b>59 (59)</b>	<b>19 (19)</b>	<b>449(454)</b>

*Source: Record of DEO, Centre (WES) and field analysis*

*Note: Figures in parentheses indicate total number of recipients (according to survey the list of 056)*

**Table 4. 2**  
**Incentive recipients of Bagbana VDC (Parsa)**

Types of groups	Caste / ethnicity	Types of incentive recipient girls				Total
		Out of school children	Dropping out	School going [6-10]	School going [11-15]	
Disadvantaged group	Brahman, Chheti, Tharu, Muslim ,Dewan, Raut, kami, Gurao, Khawas, Diwas, Khanal, Tamang, Gumo, Rai, Bhujel	290	9	188	140	627
More disadvantaged group	Majhi, Mahato, Mahara, Musahar, Dhami	84	4	12	6	106
	<b>Total</b>	<b>374 (382)</b>	<b>13 (13)</b>	<b>200 (205)</b>	<b>146 (160)</b>	<b>733(760)</b>

*Source: Record of DEO, Centre (WES) and field analysis*

*Note: Figures in parentheses indicate total number of recipients according to the survey list.*

**Table 4. 3**  
**Incentive recipients of Harpur VDC (Nawalparasi)**

Types of groups	Caste / ethnicity	Types of incentive recipient girls number				Total
		Out of school children	Dropping out	School going [6-10]	School going [11-15]	
Disadvantaged group	Brahamin, Chetri, Musalman, Yadav, Teli, Dhuniya, Karna, Khatik, Dhuridhar, Gupta, Dhobi, Thather, Gwad, Kewarin, Kunjanga, Sahani	85	-	161	39	285
Most disadvantaged group	Darji, Kewat, Pasi, Kahar, Dusadh, Chamar, Mallaha,	90	-	61	8	159
	<b>Total</b>	<b>175 (336)</b>	<b>-</b>	<b>222 (232)</b>	<b>47 (66)</b>	<b>444</b>

Source: Record of DEO, Centre (WES) and field analysis

Note :Figures in parenthesis indicates total number of recipients according to survey list of 2057.

**Table 4. 4**  
**Incentive recipients of Chyasmitar VDC ( Khotang)**

Groups	Caste / ethnicity	Types of incentive recipient girls number				Total
		Out of school children	Dropping out	School going [6-10]	School going [11-15]	
Disadvantaged group	Brahman, Chhetri, Rai, Yadav, Raut	66	4	26	52	148
Most Disadvantaged group	Damai , Kami	7	0	1	3	11
	<b>Total</b>	<b>73 (76)</b>	<b>4 (6)</b>	<b>27(28)</b>	<b>55 (55)</b>	<b>159(165)</b>

Source: Record of DEO, Centre (WES) and field analysis

Note : Figures in parenthesis indicates total no. of recipients according to survey list of 056.

**Table 4. 5**  
**Incentive recipients of Suntale (Khotang)**

Groups	Caste / ethnicity	Types of incentive recipient girls number				Total
		Out of school children	Dropping out	School going [6-10]	School going [11-15]	
Disadvantaged group	Brahmin, Chhetri, Newar, Tamang, Rai	51	19	27	25	122
Most disadvantaged group	Majhi, B.K. Pariyar	46	13	15	16	90
	<b>Total</b>	<b>97 (185)</b>	<b>32 (32)</b>	<b>42 (42)</b>	<b>41(63)</b>	<b>212(322)</b>

Source: Record of DEO, Centre (WES) and field analysis

Note : Figures in parenthesis indicates total no. of recipients according to survey list of 2056.

**Table 4. 6**  
**Primary School Scholarship for all girls recipient of Darchula district (058)**

Groups	Caste / ethnicity	Scholarship recipient number
Disadvantaged group	Brahman, Chetri, Tamang, Sherpa and Rai	152
Most Disadvantaged group	Sunar, Lohar, Chunara, Tamata, Bhul, Nepali, Dudhraj and Purkauti, Darji, Telar, Sunchuri	34

**Matrix 5.1**

Heading of expenditure	Expenditure (per district)
School dress	Every year/per girl Rs. 500
Educational materials	Every year/per girl Rs. 300
Programme follow up, monitoring and management	Rs. 8000: • District level - Rs. 2000 • IMC level - Rs. 2000 x 2 IMCs
Management of IMC seminar	Rs. 5030 (Rs. 2515 x 2 VDCs)
Advocacy	Rs. 16,000 (Rs. 8000 x 2 VDCs)
Secondary School Girl's Scholarship	Rs. 120,000
Motivational Scholarship	Rs. 12,000: • Motivational scholarship - Rs. 10,000 • Girls selection fund - Rs. 2000
Feeder Hostel Programme	• In the fiscal year 056/057 per hostel - Rs. 47,980 • In the fiscal year 057/058 per hostel - Rs. 57,980
School reward management and distribution	Rs. 40,500 per district: • Per VDC - Rs. 13,500 x 2 = Rs. 27,000 • Per VDC - for the best school Rs. 12,000 • Per VDC - for selection procedure Rs. 15,000

**Table 5. 1**

**Budget for Education Incentive Programme for girls (EIPG) of different year**

Budget heading	Quantity	Allocated amount for distribution		
		059/60	058/59	057/58
Incentive distribution	1592	4,10000	4,67000	5,39300
Monitoring and Management	2VDC	8000		8,000
IMC Meeting	2VDC	6000		3000
Reward for schools	2VDC	27000		-
Advocacy	2VDC	16000		16000
Reward for top ten students	2VDC	12000	12000	12000
	Total	479,000	479,000	28000

Source: DEO, Kapilvastu

**Table 5. 2**

**Budget for Education Incentive Programme for girls (EIPG) in different years**

Budget heading	Quantity	Allocated amount	
		058/59	057/58
Incentive distribution	2VDC	3,32,200/-	4,19,000/-
Monitoring and Management	2VDC	3,000/-	8,000/-
IMC Meeting	2VDC	-	3,000/-
Reward for schools	2VDC	-	-
Advocacy	2VDC	6,000/-	NA
Reward for top ten students	2VDC	12,000/-	-
	Total		

Source: DEO, Khotang

**Table 5.3**  
Grade wise EIPG recipient schooling girls in the sample schools indifferent year in Parsa

VDC	Name of school	Year	Total Girls	Beneficiaries	Grade					
					1	2	3	4	5	Other
Bairiyabirta	Nepal Rastriya Primary School	1st	98	61	17	17	14	7	4	2
		2nd	272	226(40)	163	22(11)	23(15)	14(10)	4(4)	
		3rd	243	215	88	80	33	34	8	
	Shree Shanti Primary School	1st	34	18	7	3	4	3	0	1
		2nd	172	130	42	24	48	9	7	
		3rd	183	100(23)	75	13(11)	8(8)	4(4)	0	
Bagbana	Ne Ra Primary School,	1st	119	110	37	22	14	23	16	7
		2nd	NA	201(36)	147(21)	30(9)	7(2)	10(2)	7(2)	
		3rd	NA	NA	NA	NA	NA	NA	NA	
	Bhojiya Devi Lower Sec. School	1st	NA	33	15	3	6	1	0	8
		2nd	163	123 (20)	103(1)	21(7)	14(3)	5(3)	20(6)	
		3rd	110	106	64	20	17	8	7	

*Note: Figures in Parenthesis indicate the number of Rs. 500 recipients*  
*Source: Survey of WES and Field analysis*

**Table 5. 4**  
Gradewise EIPG recipients (schooling girls) in the sample schools in Nawalparasi

VDC	Name of school	Year	Beneficiaries	Grade					
				1	2	3	4	5	
Harpur	Harpur Primary School	1st	222	179	27	7	8	1	
		2nd	276	208	37	24	7	1	
		3rd	264	166	55	32	5	6	
		Palhi Lower Secondary School	1st	184	102	41	12	13	16
			2nd	204	115	44	28	7	10
	3rd		277	139	53	39	22	24	
	Shiva Primary School	1st	133	62	43	11	17	-	
		2nd	169	109	34	20	6	-	
		3rd	174	87	24	31	32	-	

*Source: Survey of WES and Field analysis*

**Table 5. 5**

**Gradewise EIPG recipient (schooling girls) in the sample schools in Khotang**

VDC	Name of school	Year	Beneficiaries	Grade				
				1	2	3	4	5
Chyasmitar	Chyasmitar Secondary School	1st	143	NA	NA	NA	NA	NA
		2nd	110	45	8	21	16	20
	Trikanya Primary School	1st	53	43	2	5	3	-
		2nd	64	25	21	9	9	-
Suntale	Shreejyu Secondary School	1st	149	NA	NA	NA	NA	NA
		2nd	184	104	26	15	15	24
	Suntale Primary School	1st	39	31	1	1	6	-
		2nd	47	40	4	2	1	-

Source: Survey of WES and Field analysis

**Table 5. 6**

**Budget allocation for different scholarships**

Scholarship	Distributed amount in different years				
	059/60	058/59	057/58	056/57	055/56
Dalit Scholarship	3,53000	4,07000	4,20000	4,20000	3,10000
Primary Girl Scholarship	100000	N/A	133000	N/A	N/A
Intelligent and poor		12000	12000	12000	12000

N/A = Not available

Source: DEO, Kapilvastu

**Table 5. 7**

**Gradewise distribution of Dalit scholarship in Nawalparasi**

VDC	Name of school	Year	Beneficiaries	Grade				
				1	2	3	4	5
Harpur	Harpur Primary School	056	10	6	1	2	1	0
		057	13	8	5	0	0	0
		058	16*	-	-	-	-	-
	Palhi Lower Secondary School	056	5	3	1	0	1	0
		057	11	0	6	3	2	0
		058	12*	-	-	-	-	-
	Shiva Primary School	056	NA	NA	NA	NA	NA	NA
		057	NA	NA	NA	NA	NA	NA
		058	12	4	2	0	3	3

Note: \* indicate not distributed the scholarship to students

Source: School survey form



**Table 5. 8**

**Dalit Scholarship distribution and available quota in sample schools of Darchula**

Name of School	2056/057		2057/058		2058/059	
	Total recipients	Incentive quota	Total recipients	Incentive quota	Total recipients	Incentive quota
Khalanga Primary School.	13	9	NA	11	19	5
Dasarathnagar Primary School	28	10	20	20	23	14
Jagannath Primary School	NA	9	16	10	14	3
Janapriya Lower Secondary School	2	2	3	3	0	0

Source : School record

**Table 5.9**

**Gradewise distribution of Dalit Scholarship in Darchula**

Name of school	Year	Scholarship Quota	Beneficiaries	Grade				
				1	2	3	4	5
Janapriya Lower Secondary School, Kimtadi	2056	2	2	2	0	0	0	0
	2057	3	3	3	0	0	0	0
	2058	NA	NA	-	-	-	-	-
	Total	5	5	5	-	-	-	-
Jagannath Primary School, Galphai.	2056	9	9	2	2	3	2	0
	2057	10	16	7	2	1	3	3
	2058	3	14	8	1	2	1	2
	Total	22	39	17	5	6	6	5
Khalanga Primary School, Tittersen, Khalanga.	2056	9	13	5	3	3	1	1
	2057	11	11	5	1	2	3	0
	2058	5	17	7	5	0	2	3
	Total	25	41	17	9	5	6	4
Dasarathnagar Primary School, Dasarathnagar, Khalanga.	2056	10	28	NA	NA	NA	NA	NA
	2057	20	20	NA	NA	NA	NA	NA
	2058	14	23	4	7	5	5	2
	Total	44	71	4	7	5	5	2

**Table 5. 10**

**Dalit Scholarship recipient at school in Khotang**

Name of school	Year	Beneficiaries
Chyasmitar Secondary school	2056	2
	2057	8
	2058	9
Trikania Primary School	2056	2
	2057	2
	2058	3
ShreeJyu Secondary School	2056	3
	2057	6
	2058	21
Suntale Primary School	2056	6
	2057	2
	2058	2

**Table 5.11**  
Scholarship distribution and quota  
(Primary school scholarship for all Girls)

Name of School	2056/057		2057/04\58		2058/059	
	Total recipients	Available quota	Total recipients	Available quota	Total recipients	Available quota
Khalanga Primary Sch.	76	68	78	78	77	61
Dasarathnagar Primary school	NA	58	49	46	43	42
Jagannath Primary School	NA	50	46	43	51	40
Janapriya Lower Sec. school	NA	53	NA	48	51	43

**Table 5.12**  
Gradewise receipts of Primary school scholarship for all Girls in Darchula

Name of school	Year	Scholarship Quota	Beneficiaries	Grade				
				1	2	3	4	5
Janapriya Lower Secondary School, Klmtadi	2056	53	53	33	5	3	9	3
	2057	48	48	22	8	3	4	11
	2058	43	51	20	8	9	9	5
	Total	144	152	76	23	18	26	24
Jagannath Primary School, Galphai.	2056	50	50	14	11	8	9	8
	2057	43	46	12	11	6	8	9
	2058	40	51	21	7	7	8	8
	Total	133	147	47	29	21	25	25
Khalanga Primary School, Tetersen, Khalanga.	2056	68	76	22	17	10	15	12
	2057	78	78	22	15	16	10	15
	2058	61	77	19	16	13	17	12
	Total	207	231	63	48	39	42	39
Dasarathnagar Primary School, Dasarathnagar, Khalanga.	2056	58	58	NA	NA	NA	NA	NA
	2057	46	49	14	7	12	4	12
	2058	42	43	14	5	7	13	4
	Total	146	150	28	12	19	17	16

Source: School record and field analysis

**Table 6. 1**

**Impact of incentives on enrolment in Parsa**

School	055		056		057		058	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl
Ne Ra Primary School, Bagbana	286	112 (39.1%)	250	110 (44%)	NA	NA	NA	NA
Bhojiya Devi Lower Sec. School, Godpasara	177	68 (38.4%)	NA	NA	210	122 (68.0%)	NA	NA
Shree Shanti Primary School, Pipara	111	34 (30.6%)	187	97 (51.9%)	279	183 (65.5%)	316	172 (54.4%)
Ne Ra Primary School, Bairiya	291	82 (28.1%)	432	198 (45.8%)	503	272 (54.0%)	438	215 (49.0%)

Source : School record

**Table 6.2**

**Impact on enrolment of girls in Nawalparasi**

Name of School	Before Programme (055)		Year 1 (056)		Year 2 (057)		Year 3 (058)		Year 4 (059)	
	Total	Girl	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Harpur Primary School, Harpur	62	17 (27.4%)	135	42 (31.1%)	377	276 (73.2%)	388	298 (76.8%)	364	287 (78.8%)
Palhi Lower Secondary School, Amaniganj	211	81 (38.3%)	237	97 (40.9%)	316	224 (70.8%)	317	213 (67.1%)	273	229 (83.8%)
Shiva Primary School, Mudhera	177	70 (39.5%)	246	182 (73.9)	196	170 (86.7)	210	159 (75.7)	199	154 (77.3)
<b>Total</b>	<b>450</b>	<b>168</b>	<b>618</b>	<b>321</b>	<b>889</b>	<b>670</b>	<b>915</b>	<b>670</b>	<b>836</b>	<b>670</b>

Source : School record

**Table 6. 3**

**Impact of incentive programme on girls' enrolment in khotang**

Name of School	Before Programme (056)		First Year (057)		Second year (058)		Third Year (059)	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Shreejyu Lower Secondary School	231	110 (47.6%)	222	114 (51.3%)	293	185 (63.3%)	312	194 (62.1%)
Suntale Primary School,	50	18 (36.0%)	56	24 (42.8%)	70	35 (50%)	76	43 (56.5%)
Chyasmitar Secondary School, Chyasmitar	195	50 (25.6%)	203	68 (33.4%)	237	115 (48.5%)	304	160 (52.6%)
**Trikanya Primary School,	82	27 (32.9%)	68	23 (33.8%)	116	66 (56.8%)	84	50 (59.5%)
<b>Total</b>	<b>558</b>	<b>205</b>	<b>549</b>	<b>229</b>	<b>716</b>	<b>401</b>	<b>776</b>	<b>447</b>

Source: School record

\*\*The school comprises upto grade 4 only.

**Table 6. 4**  
Impact on retention of incentive recipient in Parsa

Name of the school	Type of incentive recipient	Total incentive recipients	No. of dropout students			Number of girls (retained)
			056	057	058	
Ne Ra Primary School, Bagbana	Out-of-school Children	189	107	19	0	63 (33.3%)
	Drop-outs	4	4	0	0	0 (0%)
	6-10 Yrs Schooling	79	35	14	0	30 (37.9%)
	11-15 Yrs Schooling	52	20	24	0	8 (15.3%)
Bhojiya Devi Lower Secondary School, Godpasara	Out-of-school Children	62	17	11	0	34 (54.8%)
	Drop-outs	1	1	0	0	0 (0%)
	6-10 Yrs Schooling	25	2	3	0	20 (80%)
	11-15 Yrs Schooling	6	6	0	0	0 (0%)
Shree Shanti Primary School, Pipara	Out-of-school Children	170	NA	NA	NA	NA
	Drop-outs	0	0	0	0	0
	6-10 Yrs Schooling	11	NA	NA	NA	NA
	11-15 Yrs Schooling	7	NA	NA	NA	NA
+Ne Ra Primary School, Bairiya	Out-of-school Children	178	80	5	0	93 (52.2%)
	Drop-outs	9	9	0	0	0 (0%)
	6-10 Yrs Schooling	47	14	0	0	33 (70.2%)
	11-15 Yrs Schooling	13	13	0	0	0 (0%)

+: Multi-incentive programme

Source: Survey list, WES and field analysis

**Table 6.5**  
Impact on retention of incentive recipient in Nawalparasi

Name of the school	Type of incentive recipient	Total incentive recipients (identified)	No. of dropout students			Number of girls (retained)
			056	057	058	
Palhi Lower Secondary School, Amaniganj	Out-of-school Children	32	*	*	*	18 (56.2%)
	Drop-outs	2	1	0	0	1 (50%)
	6-10 Yrs Schooling	73	7	7	3	56 (76.6%)
	11-15 Yrs Schooling	24	5	9	0	10 (41.6%)
Harpur Primary School, Harpur	Out-of-school Children	115	10	14	19	72 (62.6%)
	Drop-outs	0	0	0	0	0 (0%)
	6-10 Yrs Schooling	76	10	5	5	56 (73.6%)
	11-15 Yrs Schooling	0	0	0	0	0 (0%)
Shiva Primary School, Bhudera	Out-of-school Children	NA	NA	NA	NA	
	Drop-outs	2	1	0	0	1 (50%)
	6-10 Yrs Schooling	72	5	7	1	59 (81.9%)
	11-15 Yrs Schooling	22	2	3	0	17 (77.2%)

Source: Survey list, WES and field analysis

\* denotes the unidentified number of incentive recipients.

**Table 6. 6**  
**Impact on retention of incentive recipient in Khotang**

Name of the school	Type of incentive recipient	Total incentive recipients (identified)	No. of dropout students			Number of girls (retained)
			057	058	059	
Suntale Primary School, Suntale	Out-of-school Children	25	3	2	NA	20 (80%)
	Drop-outs	0	0	0	NA	0
	6-10 Yrs Schooling	9	0	2	1	6 (66.6%)
	11-15 Yrs Schooling	5	2	1	1	1 (20%)
Shree Jyu Lower Secondary School, Paiyadanda, Suntale	Out-of-school Children	72	3	4	5	60 (83.3%)
	Drop-outs	32	3	0	3	26 (81.2%)
	6-10 Yrs Schooling	35	0	3	NA	32(91.4%)
	11-15 Yrs Schooling	10	0	2	NA	8 (80%)
Chyasmitar Secondary School, Chyasmitar	Out-of-school Children	108	80	5	NA	23 (21.9%)
	Drop-outs	6	5	0	NA	1 (16.6%)
	6-10 Yrs Schooling	26	5	6	NA	15 (57.6%)
	11-15 Yrs Schooling	35	4	0	NA	31 (88.5%)
Trikanya Primary School, Ahale, Chyasmitar	Out-of-school Children	0	0	0	0	0
	Drop-outs	1	1	0	NA	0 (0%)
	6-10 Yrs Schooling	7	0	0	NA	7 (100%)
	11-15 Yrs Schooling	10	5	1	NA	4 (40%)

Source: Survey list, WES and field analysis

**Table 6.7**  
**Impact of Dalit scholarship in Nawalparasi**

Name of School	055		056		057		058		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
Harpur Primary School, Harpur	NA	NA	NA	NA	84	62 (73.8%)	70	56 (80.0%)	NA	NA
Palhi Lower Secondary School, Amaniganj	NA	NA	NA	NA	109	71 (65.1%)	149	112 (75.1%)	162	113 (69.7%)
Shiva Primary School, Mudhera	36	11 (30.5%)	34	11 (32.3%)	76	62 (81.5%)	78	50 (64.1%)	65	46 (70.7%)

**Table 6.8**  
**Impact of Dalit scholarship on enrolment in Khotang**

Name of School	Dalit enrolment					
	057		058		059	
	Total	Girls	Total	Girls	Total	Girls
Chyasmitar Sec. School, Chyasmitar	16	0 (0%)	16	8 (50%)	10	6 (60%)
Trikanya P.S.	2	0 (0%)	7	5 (71.4%)	19	6 (31.5%)
Shree Jyu L.S.S.	27	14 (51.8%)	36	27 (75%)	33	28 (84.8%)
Suntale P. S.	3	2 (66.6%)	3	2 (66.6%)	4	2 (50%)
<b>Total</b>	<b>48</b>	<b>16 (33.33%)</b>	<b>62</b>	<b>42 (97.7%)</b>	<b>66</b>	<b>42 (63.63%)</b>

*Source: School record*

**Table 6.9**  
**Impact of Primary School Scholarship for all girls on enrolment**

Name of school	No. of students in different years									
	2055		2056		2057		2058		2059	
	T	G	T	G	T	G	T	G	T	G
Janapriya Lower Secondary School	126	62 (49.2%)	132	55 (41.6%)	109	59 (54.1%)	95	51 (53.6%)	89	48 (53.9%)
Jagannath Primary School	99	43 (43.4%)	102	52 (50.9%)	104	60 (57.6%)	76	42 (55.2%)	82	46 (56.0%)
Khalanga Primary School	146	73 (50%)	146	68 (46.5%)	146	71 (48.6%)	139	83 (59.7%)	148	80 (54.0%)
Dasarathnagar Primary School	106	46 (43.3%)	110	45 (38.4%)	106	45 (42.2%)	105	46 (43.8%)	102	49 (48.0%)
<b>Total</b>	<b>477</b>	<b>224 (46.9%)</b>	<b>490</b>	<b>220 (44.8%)</b>	<b>465</b>	<b>235 (50.3%)</b>	<b>415</b>	<b>222 (53.4%)</b>	<b>421</b>	<b>223 (52.9%)</b>

*T = Total G = Girls*

*Source : School recor*

## ANNEX E. ACTION STEPS (Details)

### 1. Programme Implementation Gap

Major Findings	Evidences	Action Steps
<p>IMCs ignorant of their own role and responsibilities</p> <p>Misuse of the incentive money (Kapilvastu)</p> <p>No regular follow-up and monitoring of the scholarship/incentive programme (center to school)</p>	<p>Seriousness, ignorance and lack of regular follow-up and monitoring of concerned people.</p>	<p>Involve the parents in incentive management</p> <p>Manage the incentive programme through IMC</p> <p>Reorient VDC and district level stakeholders on the programme each year.</p> <p>Strictly follow the central level guideline (central to school)</p> <p>Develop the monitoring schedule (centre to VDC)</p> <p>Appoint a focal person for effective management of incentive /scholarship programme.</p> <p>Form a Dalit Committee, and involve Dalits in the incentive management</p>

### 2. Impact of the programme

#### 3. A. Enrollment

Major Findings	Evidences	Action Steps
<p>There has been increase in the enrolment of girls after the introduction of the EIPG programme in the sample districts</p> <p>Effect on Dalit children could be seen only after the introduction of the EIPG.</p> <p>There was no significant increase in girl's enrolment in the five years. (Darchula)</p>	<p>Nawalparasi has the highest increase in girls' enrolment. The average rate of increase is 25.8% (numerical average 116) per year. The average rate of girls' enrolment is 74.7% (numerical average 126) per year.</p> <p>In Parsa, the average rate of enrolment increased to 21.9% (average no. 88) per year, of which the average rate of girls' enrolment is 58.4% (average no. 68) per year.</p> <p>In Khotang, the average rate of increase is 9.8% (average no. 55) per year in enrolment after the implementation of EIPG. The rate of increase in girls' enrolment is 29.5%(average no. 61) per year.</p> <p>In Nawalparasi, Dalit enrolment increased by 80.5% in one of the sample schools in the five years' period (2055-59). This effect could be seen after the EIPG implementation. It had decreased by 5.55% before EIPG (2055-56). Similarly, there was an increase of 37.5% of Dalit students in Khotang in three years (2057-59)</p> <p>In Drchula, there was a decrease of 11.74% in children's enrolment but there was an increase of 6% in girls' enrollment. The main reason for the decrease in enrolment was transfer to boarding schools or schools in India and family's migration.</p>	<p>Organise awareness programmes through IMC to make parents and girls aware of the incentive/scholarship programme.</p> <p>Allocate budget for awareness activities besides advocacy programme</p> <p>Form mother groups and mobilize them for creating awareness</p> <p>Develop a system of social punishment to parents who do not send their children to school in spite of receiving the incentive.</p>

## B. Retention

<p>Retention varied depending on the types of recipients. The highest scale of retention was found in the 6-10 age group incentive recipients (girls) in all the sample districts</p>	<p>Nawalparasi and Khotang had 77.37% (171 of the 221 girls) and 77.9% (60 of the 77 girls) respectively. Parsa had 54.96% (83 of the 151 girls) retention.</p> <p>The retention rate of the recipients of 11-15 age group was found highest 73.33% (44 of the 60 girls) in Khotang. In Nawalparasi 58.69% (27 of the 46 girls) students were continuing in school whereas in Parsa only 11.26% (8 of the 71 girls) children were continuing.</p> <p>The retention of out-of-school group was highest 61% (90 of the 147 girls) in Nawalparasi. The retention of this group was in Khotang and Parsa were 50.24% (103 of the 205 girls) and 44.28% (190 of the 429 girls) respectively.</p> <p>In Parsa, not a single child of the 14 girls who had received the dropout incentive was continuing. But 69.20% (27 of the 39 girls) and 50% (2 of the 4) of girl students were continuing in Khotang and Nawalparasi respectively.</p>	<p>Homogenize the incentive amount, removing the Rs. 300/Rs.500 disparity.</p> <p>Provide incentives to all new comers (6-10 age group) and to all schooling girls (6-15 age group)</p>
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## 3. Effective mechanisms for incentive distribution

Major Findings	Evidences	Action Steps
<p>Most disadvantaged children were excluded from the survey list</p> <p>There were variations in the distribution of incentive money in sample districts</p> <p>No age count in the scholarship distribution to primary level children.</p> <p>Distribution of scholarship/incentive to all students in spite of the inadequate quota size</p> <p>In Nawalparasi IMC as well as Community Committee conducted several meetings at the time of programme implementation so that all concerned people are informed about the programme.</p>	<p>Various incentive needed ethnic girls and disadvantaged children were not identified in sample districts</p> <p>Nawalparasi distributed Rs 800 and Rs. 300 per student, Parsa Rs. 300 per student and Khotang Rs. 500 and Rs 300 per student (all in the first year).</p> <p>The study shows the 6-10 age group incentive recipient retained the most in all sample districts</p> <p>Fewer quotas provided in comparison to number of needed students. A quota of 10 had to be distributed among 28 children in Darchula.</p> <p>In Nawalparasi IMC and Community committee meeting decided the time, place and students that had to be distributed the incentive money.</p>	<p>Conduct re-survey to identify the incentive-unreached most disadvantaged group in the community.</p> <p>Mobilize the SMC, IMC and teachers in developing data on the community children and keep the children's record in school</p> <p>Distribution strategy</p> <p>Distribute incentive money one and the same time every year.</p> <p>Distribute the incentive on a 2 instalment basis. Distribute incentive money within Bhadra (1-instalment) and Chaitra (2-instalments)</p> <p>Finish collecting the names of girls including new enrollees by the end of Asadh</p> <p>Give responsibility to IMC to conduct the incentive programme.</p>



#### 4. Incentives needed girls and disadvantaged children

Major Findings	Evidences	Action Steps
<p>Musahars are the most disadvantaged ethnic group identified through community observation (Parsa).</p> <p>Doms in the Bairiya village of Bairiyabirta VDC were also identified as the most disadvantaged and incentive needed group (Parsa).</p> <p>Chamars and Bansphors were identified as the most disadvantaged group deprived of the incentive (Nawalparasi).</p> <p>Out-of-school girls of the most disadvantaged ethnic groups (Kami, Majhi and Damai) are still deprived (Khotang)</p>	<p>Of the 60 Musahar girls of Bagbana VDC, 53 did not receive the incentive (Parsa).</p> <p>The number of Dom girls was only 5 and none of the five received the incentive. Similarly, 8 out of 15 Dusadh girls were deprived of the incentive (Parsa).</p> <p>The number of Kami girls was 24 in Suntale village of Suntale VDC and 12 of them did not receive the incentive. Here of the 20 Majhi girls 10 did not get the incentive. Of the 20 Damai girls of Bojhe village of Chyasmitar VDC, 12 remained deprived (Khotang).</p> <p>Excluded from the survey list, not enrolled in schools, unaware of the incentive programme and parents unconvinced were the main reasons.</p>	<p>Conduct the survey or door to door programme through IMC with the involvement of most disadvantaged people.</p> <p>Appoint motivator for learning environment, for this, manage a tutor within the community.</p>

#### 5. Alternative ways to increase the participation of girls and disadvantaged children

Major Findings	Evidences	Action Steps
<p>Inadequate physical facility is one reason for low participation in education, and insufficient classroom space and insufficient teacher supply are another reason.</p> <p>The teacher-student ratio is far above the mark in the sample schools.</p> <p>Most of the community children are unable to complete the primary cycle (all sample districts). The school-age children belonging to disadvantaged ethnic groups go to work with their parents.</p> <p>Most of the disadvantaged communities have early marriage practice.</p> <p>The Muslim community prefers sending children to Madarsa.</p>	<ul style="list-style-type: none"> <li>In Shreejyu Lower Secondary School of Khotang there are only six classrooms where grades 1-8 are conducted. Similarly, grades I-5 are conducted in four rooms in Nepal Rastriya Primary School of Parsa.</li> <li>In Nepal Rastriya Primary School of Parsa the teacher-student ratio is 1:87. The teacher-student ratio of Harpur Primary School of Nawalparasi and Shree Jyu Lower Secondary School of Khotang are 1:72 and 1:58 respectively.</li> <li>Parents said that their daughters should get married at 7-12 years of age otherwise it would be difficult.</li> <li>Kuran is essential even for girls' marriage in the Muslim community.</li> </ul>	<p>Only the incentive programme cannot help in providing education to girls. Physical facilities and teachers are also required for allure the disadvantaged children. So incentive programme, physical facility and human resources are requisite factors and should be in an integrated way. VDC could assist DEO in providing local teachers for schools.</p> <p>Make the people aware of social and educational factors such as legal rights, reproductive health.</p> <p>Encourage the parents of most disadvantaged groups to income-generating activities</p>

#### 6. Experiences of NGO-supported incentive programs.

s	Evidences	Action Steps
<p>NGOs have given authority and responsibilities to local bodies so that they develop the feeling of ownership of their schools.</p> <p>Establishment of endowment fund in each school with the assistance of CO, PTA, VDC, DDC and other sources for sustainability.</p>	<p>Regular follow-up and monitoring of each activity by various levels. Parents and teachers together do review of the learning progress of their own children.</p> <p>The interest generated from the fund has supported to pay teachers' salary and other expenses of the schools.</p>	<p>Give responsibilities to local bodies. Authorize to COs and School Management Committees (SMCs) to manage the school as COPE has done.</p> <p>Create funds for educationally disadvantaged group with the contribution of local bodies (DDC, VDC) and parents.</p>

## ANNEX F. RESEARCH TOOLS

Form no. 1

Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
 Effectiveness of Incentive Programme  
 Interview guideline for DEC/ DEO/ Supervisor/Resource Person

District:            Name :

Location:            Designation :

1. Number of disadvantaged children in the district.

S.N.	Caste/ethnic group	6-10 years' Population		School enrollment		Non-schooling	
		Total	Girls	Total	Girls	Total	Girls

2. Incentive programmes being operated for Girls and disadvantaged children in the district.

S.No.	Types of incentives	Number of beneficiaries		Sources of Incentive	Remarks
		Total	Female		

**3. Educational Incentive Programme for Girls (Girls' Incentive)**

3.1. Selection procedure of the VDCs for Girls' Incentive.

3.2. List out caste / ethnicity of the beneficiaries and their number.

S.N.	Caste/ethnicity	No of Beneficiaries

3.3. What are the specific characteristic of them?

(Socially, Educationally, Economically, Linguistic)

3.4. Management of Incentive programmes in the district. (Distribution process, responsibility, record keeping system, distribution time)

3.5. Management of monitoring and management fund.

3.6. The criteria of monitoring the programs.

3.7. Management of reward for school.

3.8. Operation system of advocacy programme.

3.9. Management of motivational scholarship fund.

#### 4. Dalit Scholarship

##### 4.1. Caste/ethnicity of Dalit in the district

S.N.	Caste/ethnic group	Primary school age Population		School enrollment		Non-schooling		No of Beneficiaries
		Total	Girls	Total	Girls	Total	Girls	

4.2. The process and criteria of Dalit Scholarship distribution in the district.

4.3. Time and process of monitoring of the programme.

##### 5. Primary Scholarship for All Girls / Primary Girls Scholarship

5.1. The process and criteria of Primary Scholarship/All distribution in the district.

5.2. 5.2. Time and process of monitoring of the programme.

6. The co-ordination with other related organizations before or during the implementation of the Incentive Programme.

7. Which have incentive programmes assisted to girls and disadvantaged children in terms of their access to and retention in schooling?

8. Does it cover to all? If no, how many still need incentive programs?

Types of incentive / programme	No. of Quotas

9. Strengths and weaknesses of the incentive programs.

Types of Incentive	Strength	Weakness
Girls' Incentive		
Primary Scholarship/ All		
Dalit		

10. Suggest for improving the Incentive programme for girls and disadvantaged children.

11. Has school informed to DEO about any Incentive programmes that were carried out by NGOs for access and retention of girls and disadvantaged children? If yes, how does DEO involve them ?

12. In what ways a civic society can participate in incentive management?

Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
 Effectiveness of Incentive Programme  
 Interview Guidelines for VDC/ VEC/ Social Workers/ IMC members/SMC

District :            Name of Respondent :

VDC : Designation :

1. Educationally disadvantaged children (Caste/ethnic group) in this area.
2. Schooling disadvantaged children in VDC. (Boys/girls in percent)
3. How many of them have not been enrolled. (boys/ girls in percent)
4. Reasons for not sending the girls and disadvantaged children to school ? (Educational, social, economic, and family reasons)
5. Initiation of school/community/VDC for the access and retention of girls and disadvantaged children. If yes, list the activities.
6. Management of incentive programme. (Incentive distribution, IMC formation, IMC meeting, reward for school, advocacy, monitoring and management )
7. Types of incentive programme need to girls and disadvantaged children in order to increase their participation in school.
8. Suggestions for incentive programs.

Form No. 3

Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
 Effectiveness of Incentive programs  
 School Survey Form

**1. School Background**

Name:

Ward No:

District:

VDC :

Pocket :

**2. Physical Facilities of the School**

School outlook	Condition	Funding Sources
Kinds of building	Kachcha / pakka	
used land areas		
Total number of rooms		
Number of rooms used for classes		
Playground facility	Available/ unavailable	
Toilet facility	Available/ unavailable	
Separate toilet facility for female	Available/ unavailable	
Drinking water	Available / unavailable	
Ownership of the building	Rented/ Public / private/	

### 3. Incentives

Kinds of incentives	Total	Female	Remarks (Grade of the students)

Note : General Scholarship ( girls scholarship, Dalit scholarship, VDC/NGO scholarship, Intelligent scholarship)

### 4. Educational Incentive Programme for Girls/ Primary scholarship for all girls

#### 4.1. Enrollment

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

Note : Specify the year

#### 4.2. Promotion

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

Note : Specify the year

#### 4.3. Repeater

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

#### 4.4. Incentive distribution at school

Beneficiaries	Grade					
	1	2	3	4	5	other

## 5. Dalit Scholarship Programme

### 5.1. Enrolment (Only Dalit)

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

Note : Specify the year

### 5.2. Promotion (Dalit)

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

Note : Specify the year

### 5.3. Repeater (Dalit)

Grade	Before Programme ( )		First year ( )		Second Year ( )		Third Year ( )		059	
	Total	Girl	Total	Girl	Total	Girl	Total	Girl	Total	Girl
1										
2										
3										
4										
5										

### 5.4. Incentive distribution at school

Year	Beneficiaries	Grade					
		1	2	3	4	5	other
1st ( )							
2nd ( )							
3rd ( )							
4th ( )							

6. Teacher

Qualification	Trained		Untrained		Remark
	Total	Female	Total	Female	
Below SLC					
*SLC					
IA					
BA					
Total					

\* Note : Verify the SLC passed female teacher if she had received Secondary School Scholarship.

Form no. 4

Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
 Effectiveness of Incentive programs  
 Community Survey Form

District :            VDC :

Location :            School :

1. The major caste/ ethnic groups in the community/pocket/VDC
2. Number of disadvantaged children in the pocket/VDC.

S.N.	Caste/ethnic group	Primary school age population		School enrollment		Non-schooling	
		Total	Girls	Total	Girls	Total	Girls

3. The core problem of not sending children to school.
4. Any cultural practices that affect on their education? Any cultural discrimination to boys and girls ?
5. What should be done to attract the girls and disadvantaged children towards school without interrupting their cultural values?
6. Who retain the class most ? boy or girl ? If boys, what are the reasons ?
7. Types of incentive being distributed in your school of the pocket.
8. Any other incentive programmes felt necessary to attract the girls and disadvantaged children to school.

Tribhuvan University  
Research Centre for Educational Innovation and Development  
Effectiveness of Incentive programs  
Interview Guideline for Head Teacher

**1. General Background**

Name : Name of school :

Gender: District:

Qualification : Ward no :

Home Address : VDC :

Total experience : In this school : Village :

1. The disadvantaged children in school.
2. Types of incentives distributing in school.

S.N.	Types of incentives	Sources of incentives

4. Incentives receiving process at school.

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

5. Is this the right way of distributing incentives ? If no, which process could be followed ?

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

6. Do you receive the incentives on time ?

7. Management of the Incentive programme. (distribution procedure, responsibility, record keeping system, Incentive distribution criteria in school, monitoring system, follow up ) [Are they following of central level guideline ? If no, why ? and what is being the problem ?]

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

9. Management of IMC for Girls' Incentive Programme. ( IMC formation and meeting, advocacy, Selection of Girls. monitoring management, Incentive distribution, reward for school, motivational scholarship fund )



8. Any involvement of NGO, DEO, DOE, IMC, VDC, VEC, DDC, SMC, Community leaders/members, Parents, Supervisors/RP in incentive programme.
9. Are those programme assisting to the disadvantaged children ? If yes, what difference did you see on them before and after the programme ? (class regularity, promotion, dropout, progress in study)
10. What should be supplemented to incentives to attract the disadvantaged children towards school?
11. How do disadvantaged children make use of the incentives ? Are they making proper use of the incentives ? If no, how do they make use of the incentives ? What can be done to make proper use of the incentives ?

**Socio-cultural background**

13. Any cultural practices that affect on their education ? If yes, what are they ? Do they treat boys and girls differently ? Who affects more, boys or girls?
14. What should be done to attract the disadvantaged children towards school without interrupting their cultural values?
15. Retaining of boy and girl ? If boy, what are the reasons for retaining the class ? If girl, what are the reasons ?
16. What should be the future strategy for disadvantaged children ?

Form no. 6

Tribhuvan University  
**Research Centre for Educational Innovation and Development**  
 Effectiveness of Incentive programs  
 Interview Guideline for Teacher

**1. General Background**

Name : Name of school :  
 Gender: District:  
 Qualification : Ward no :  
 Home Address : VDC :  
 Total experience : In this school : Village :

2. The disadvantaged children in school.  
 3. Types of incentives distributing in school.

S,N	Types of incentives	Sources of incentives

4. Incentive receiving process.

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

5. Is this the right way of distributing incentives ? If no, which process could be followed ?

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

6. Do you receive those incentives on time ?

7. Management of the Incentive programme. (distribution procedure, responsibility, record keeping system, Incentive distribution criteria in school, monitoring system, follow up ) [Are they following of central level guideline ? If no, why ? and what is being the problem ?]

Girls' Incentive :

Dalit Scholarship :

Primary Scholarship / All:

8. Involvement of NGO, DEO, DOE, IMC, VDC, VEC, DDC, SMC, Community leaders/members, Parents, Supervisors/RP in incentive programme.

9. Are those programme assisting to the disadvantaged children ? If yes, what difference did you see on them before and after the programme? (Class regularity, promotion, dropout, progression in study)

10. What should be supplemented to incentives to attract the disadvantaged children towards school?

11. How do disadvantaged children make use of the incentives? Are they making proper use of the incentives? If no, how do they make use of the incentives? What can be done to make proper use of the incentives?

### **Socio-cultural background**

13. Any cultural practices that affect on their education? If yes, what are they? Are they treat boys and girls differently? Who affects more, boys or girls?

14. What should be done to attract the disadvantaged children towards school without interrupting their cultural values?

15. Retaining of boy and girl. If boy, what are the reasons for retaining the class ? If girl, what are the reasons?

16. What should be the future strategy for disadvantaged children?

Tribhuvan University  
Research Centre for Educational Innovation and Development  
Effectiveness of Incentive Programme  
FGD for Children

**1. General Background**

Districts :

VDC :

Name of School :

Ward no :

Village :

No. of participants :

Kinds of incentives : (Specify the recipient number)

**2. Educational Background of FGD participants**

Caste/ethnicity	Mother		Father		Other (sister and brother)	
	Literate	Illiterate	Literate	Illiterate	Literate	Illiterate

**3. When and how do you receive such incentives (Time and Form of incentive)**

Girls' Incentive :

Primary Scholarship / All :

Dalit :

4. Who provides you the incentive? The incentive is given to you or to your parents?
5. What do you do with the incentives ?
6. Are they sufficient to your study? If no, what else do you expect to get for your education?
7. Is it possible to go to school without any incentive?
8. What problem do you face in your study ? (distance, homework, household chore, language, clothes, educational material, teaching at school )
9. Caste discrimination at school. (teacher, among students)
10. The occupation of Parents.
11. What do you do after and before the class? (time of study at home)
12. Who motivate you to go to school?
13. Do your parents allow you to go to play with friends?



