



**Education for All 2004-09  
Formative Research Project**

**Study Report 8**

**Gender Equality and Gender-friendly  
Environment in School**



**Tribhuvan University**  
**Research Centre for Educational Innovation and Development (CERID)**  
2006



# **Gender Equality and Gender Friendly Environment in Schools**



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**Research Centre for Educational Innovation and Development**  
Balkhu, Kathmandu, Nepal  
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## Acknowledgement

The government of Nepal has expressed its commitment to provide quality education to all school age children. However there is still a large number of school age children (about 19.6%) who have not been able to join schools. These children are mostly from the disadvantaged and deprived communities. Among them girls constitute a large proportion. EFA goal No. 5 and Millennium Development goal No. 3 are to promote the gender equality in education. The main thrust of these goals are to achieve the gender equality in education by 2015 with a focus on ensuring the girls' full and equal access to and achievement in the basic education of good quality by 2015. This study has been undertaken to find out particularly the various determinants which make the girls' and female teachers' friendly environment in schools. It is hoped that the situation of girls' participation in education would be improved if these determination can be maintained in the schools by the concerned authorities and institutions.

For the success of this project many people have helped us during the field visit. We express our sincere thanks to DEOs, RPs, SMC and VDC members, head teachers, female teachers, students and parents of sampled districts. We also express our sincere gratitude to Prof Kristine Tornes, Technical Advisor of FRP and Prof Hridaya R Bajracharya, Executive Director of CERID/TU and all senior officials of MOES and other experts who participated in the consultative meeting for their valuable suggestions in order to finalize this study.

2006

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## **Abbreviations**

|        |  |
|--------|--|
| AHRC   | Asia Human Rights Commission                                     |
| BPEP   | Basic and Primary Education Program                              |
| CERID  | Centre for Educational Innovation and Development                |
| COPE   | Community Own Primary Education                                  |
| CWIN   | Child Workers in Nepal Concerned Center                          |
| DEO    | District Education Officer                                       |
| DOE    | Department of Education  |
| ECD    | Early Childhood Development                                      |
| EFA    | Education for All  |
| FGD    | Focus Group Division   |
| FH     | Feeder Hostel  |
| FRP    | Formative Research Project                                       |
| HSEB   | Higher Secondary Education Board                                 |
| HT     | Head Teacher   |
| IDP    | Internally Displaced Persons                                     |
| ILO    | International Labour Organization                                |
| MOES   | Ministry of Education and Sports                                 |
| NCED   | National Centre for Educational Development                      |
| NER    | Net Enrolment Rate   |
| RA     | Research Assistant   |
| SIP    | School Improvement Plan  |
| SLC    | School Living Certificate  |
| SMC    | School Management Committee                                      |
| STE    | Science and Technology Education                                 |
| STR    | Student-Teacher Ratio  |
| TMS    | Total Management Service   |
| TU     | Tribhuvan University   |
| UN     | United Nations   |
| UNDP   | United Nations Development Program                               |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNGEI  | United Nations Girls Education Initiative                        |
| VDC    | Village Development Committee                                    |

## Executive Summary

Universal primary education is one of the key targets of Nepal. It is a widely accepted fact that the primary education plays a significant role in socio-economic development of the society. UN convention held in Jomtien emphasized the need for universalized quality primary education for all. In this context, all the member countries of the UN expressed their commitments to expand an enrolment. In this connection, the government of Nepal has expressed its commitment to provide a quality basic education to all school age children. Accordingly, the government has also made several efforts for the universalization of the primary education program by expanding the school facilities in the country. As a result, there has been a significant expansion in the numbers of schools, teachers and students. However, there is still a large number of school age children (about 19.6%) who have not been able to join the school. These children are mostly from the disadvantaged and deprived communities. Among them girls constitute a large proportion. Primary education was also declared free in order to enhance the participation of girls belonging to the economically disadvantaged families. Consequently such efforts have had a positive impact in increasing the numbers of schools, but it has not increased the girls' participation in education as expected from the beginning of BPEP. BPEP has stressed the policy of employing at least one female teacher in each primary school, but a great majority of primary schools do not have the female teachers.

### Main objectives are

- to study the provisions made for girls' in education.
- to find out the determinants of girl's and the female teacher's friendly school environment.
- to study the extent of policy implementation with respect to recruitment of female teachers.
- to find out the reasons of low ratio of female teachers in rural primary schools.
- to find out the impact of female teachers in schools and communities.
- to suggest the female a teachers' and girls' friendly determinants for minimizing the gender inequality in education.

## **Procedures**

The following procedures were undertaken to complete the study.

### **Review of related documents**

The documents like, Education Act and Regulations, Scholarship Policy, National Development Plans, the policy regarding the recruitment of female teachers were reviewed and the pertinent aspects were used in the study. Along with these, the reports on research studies on gender equality in education conducted by MOES and other agencies like, UNESCO, CERID, UNICEF, UNGEI were reviewed.

### **Sample for the study**

A total of 30 primary schools (6 from each district) were taken for the study. Out of 30 schools, 14 schools had female teachers while 16 schools did not have female teachers. Many of these schools were visited by the research team during the field study while some of them which were very far from the headquarters were not visited due to the conflict situation. The information of those schools were recorded from the district education offices and schools improvement plan, prepared by the teachers of those schools. Also some information about the schools of conflict affected areas were collected through telephone contacts with the district education officers and school supervisors. The schools and districts were given in table - 1 (Chapter III).

### **Instruments of the study**

Various types of instruments were used with different stakeholders/informants to probe the data /information as sought by the study. So, altogether 8 types of instruments were prepared and used them with various informants. (Annex - 1).

### **Field study**

Field study in five sample districts was carried out to administer all the instruments and also to investigate the real situation of policy implementations, provisions made regarding the recruitment of female teachers, their working environment, provisions made for girls in primary education, as well as parents' and communities' views towards the impact of female teachers.



## Findings

Findings are presented below in two parts:

Part I: presents the findings about the schools which have female teachers. Even in the schools where the female teachers have been teaching, the environment of the school is far from being female teachers' and girls' friendly. The female teachers' are surviving in these schools simply because the schools are located near the headquarters and they do not have to leave their families. This situation has created high concentration of female teachers in the schools of headquarters and its peripheries while an acute shortage of them in the schools of remote areas. This is one of the main reasons why the girls' participation in the remote schools is lower in comparison to their participation in the schools of headquarters.

Similarly girls face many barriers (physical, social, cultural, mental, economic, psychological, geographical, institutional, situational barriers caused by conflict etc.) to acquire formal education. To minimize these barriers and to increase the girls' participation in education, the government has made various policies and provisions in the primary level as presented below.

One of the significant provisions for the promotion of girls' education is the girls' scholarship program amounting Rs. 250/- per head per year. There has been also a policy for providing additional Rs. 100/- per girl admitted to be used by school administration for improving the learning situation in school.

- Similarly there exists Dalit scholarship program amounting Rs. 250/- to all Dalit children (boys and girls) annually.
- Currently (2005) a new program "welcome to school" has been launched by MOES with an incentive of Rs. 500/- per child who has been admitted to the primary school. Moreover, some NGOs are found to have made additional provisions of the distribution of educational materials and school uniforms to the girls. However there is a shortfall in the implementation of these policies and provisions because of incongruence between policy in word and policy in action.
- One of the noteworthy provisions made by BPEP (MOES) is the compulsory recruitment of at least one female teacher in each primary school. This study also reveals that parents, students, school administrations and communities have stated the positive impact of female teachers in schools and communities. The girls feel secure and confident when the female teachers are around. Many community people see female teachers as role models, but the majority of primary schools still do not have female teachers. The main reasons of not having female

teachers in the rural and remote areas are the lack of girls' education from the past decades causing to the lack of SLC passed females at the current times in those areas and also lack of the firm policies of the MOES to allocate the female teacher's quotas. Similarly, even if the females are recruited in those remote areas they cannot leave their homes and also it is hard for them to get a secured residence in those areas. So they cannot join the job in those areas and specially due to the mounting conflict in the country, it has been harder to work for both the males and females in those remote areas of the country.

- Provisions of more scholarships (Rs. 500/- per head per year), separate toilets with regular water supply, a good library, adequate sports materials, school uniform have been found to be fulfilled by the school administration to make the school environment girls' friendly. Similarly the provisions of separate working rooms, toilets, good library, adequate instructional materials and moral support have been demanded by female teachers to make the school female teachers' friendly.

Part II: deals with the findings about the schools which do not have female teachers. Out of 30 primary schools taken for the study, 16 schools do not have female teachers. Four main factors were found as reasons of the schools for not having the female teachers. They are:

- far distance of the schools from headquarters
- conflict affected areas
- lack of transportation and security
- lack of local female high schools graduates

Furthermore, those schools were found to be far away from the head quarter ranging from 25 to 45 kilometers and at the same time on the way to school one had to cross the dense forests/hills and mountains to reach the schools. In some schools though the buses were available from the head quarter, one had to walk for more than 25 kilometers to reach the school thus making it 50 kilometers per day. On the other hand the location of these schools were mostly the adversely affected areas by the ongoing conflict between the rebels and the security personnel causing the severe problem to all teachers in general and specifically to the females.

Meanwhile, the analysis on the type of the people residing in those locations of the schools revealed that the Tamang, Dhimal, Limbu and Magars were the major caste groups. Other studies had shown that these caste groups had been the ones who belonged to lower profile in most of the development indicators. As such, they were the ones who were less aware of the need of

education to their children, even to their sons. Thus, the need on gender equality and gender friendly environment to the local people (parents, SMCs, VDC people) could be the very new/unfamiliar words to them. As such, the lack of local female graduates in those areas could have been the causal effect for not having the female teachers in those schools.

### **Suggestions**

1. Though there are female teachers in the schools, DEOs, SMCs and headteachers should not be satisfied with their presence only. They should try their best to make an overall environment of schools to encourage them (including infrastructure, moral support as well as time consideration).
2. Policy formulated towards recruiting female teachers are found to be unclear (as discussed in chapter 5). There should be one clear statement saying at least 50% female teachers should be in a primary school.
3. Most of the women teachers are working in temporary posts. Being temporary means insecurity in the job and they are excluded from other benefits which a permanent teacher gets. In such case, there is always a risk of quitting the job by the women teachers. So a special effort should be made for them to make permanent as soon as possible, on the basis of the fulfillment of the minimum requirements.
4. Most women teachers' still think themselves as inferior to their professionals. As they have been grown up in a dominated society, their self-concept has not developed widely. So each female teacher is to be exposed to a self-assertive training to build-up her confidence in the profession. Also many women are to be provided with a headteacher position in the schools so that they can have a major role in decision-making.
5. Equitable distribution of female teachers also minimizes the shortage of female teachers in remote schools. The high concentration of female teachers in the schools of headteachers should be reduced by posting them in rural/remote schools with additional management of residence, security and allowances.
6. It is crucial to provide an opportunity of education to displaced children as well if the goal of EFA is to be achieved. There are about 40,000 IDP children in nine years. Among them girls constitute a large number. To ensure that girls have the opportunity to be empowered through education, requires the adoption of a right-based approach which means protection and education issues need to be addressed together.

7. Massive awareness programs on gender equality in the society should be launched regularly in the communities in addition to the existing "Ghar Dailo" program, to change the parents' attitude towards girls' education.
8. Provisions of transportation, separate toilets with regular water supply, a good library and instructional/sports materials and uniform have been demanded by girls as well as female teachers to make the school environment girls as well as female teachers' friendly. Thus these provisions should be managed as soon as possible to make them comfortable in schools.
9. To solve the problem of lack of local female teachers in remote areas, concerned institutions should make a special package for training of local women as carried out by COPE (UNDP).
10. Many SMC and head teachers of the rural schools do not have the concept of girls' and female teachers' friendly environment in school. So, some contents about the concept of gender equity and equality should be incorporated in SIP preparation training for an immediate action. The Action Flow chart I and Action chart II given at pages 35 and 36 are the suggestions for an immediate action.

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## CHAPTER I

### Introduction

#### Context

Nepal's transition to democracy has now entered the stage of consolidation, where democratic evolution and sustainable development call for increased and effective participation of both men and women in the social and economic development of the country. Despite the declaration of gender equity and women's empowerment in Beijing, Nairobi and other places of the promises made in international conferences and constitutional provisions and national development plans, there still exists a wide gender gap in the Nepalese society.

Women of Nepal have a low social, economic and political status. This status is the result of the deep-rooted cultural practices, which distinguish between the roles of males and females. The situation of women is connected to the unequal gender-based distribution of power and resources in the family and the society. Women's contribution to economic and social process is constrained by their limited access to education and information. As only 42.5 percent of the country's female population is literate, the women have not been able to contribute much towards the economic and social development of their own. Educated females live in urban areas and are found involved in different professions and occupations.

Nepal's constitution has granted equal rights to men and women in matters such as education, vote-casting and participation in government service. Recently, the ordinance on equal right of women on ancestral property has been passed by the parliament. Even though the legal provisions stand in favour of women, their implementation seems to be practically far off. However, women's roles have been undergoing rapid change. Today there are more employment opportunities for women than before, although these are not evenly distributed throughout the country. However, the traditional perceptions of women's roles and obligations, and the customary practices in family and property relations are still common. Many women are yet unaware of their legal rights.

The government has set the target of providing education to all by 2015. Several plans and programs have been implemented to meet the target. Special programs are conducted to bring out-of-school children to school. Likewise, special incentive programs have been launched to bring girls and disadvantaged groups to education.

Universal primary education is one of the key targets of Nepal. It is a widely accepted fact that the primary education plays a significant role in socio-economic development of the society. UN convention held in Jomtien emphasized the need for the universalized quality primary education for all. In this context, all the member countries of the UN expressed their commitments to expand enrolment. In this connection, the government of Nepal has expressed its commitment to provide a quality basic education to all school age children. Accordingly, the government has also made several efforts for the universalization of the primary education program by expanding the school facilities in the country. Nepal is committed to providing universal access to basic and primary education for all. It has been taking measures to expand the access since past several decades. As a result, there has been a significant expansion in the numbers of schools, teachers and students. However, there is still a large number of school age children (about 19.6%) who have not been able to join the school. These children are mostly from the disadvantaged and deprived communities. Among them girls constitute a large proportion. Primary education was also declared free in order to enhance the participation of girls belonging to the economically disadvantaged families. Consequently such efforts have had a positive impact in increasing the numbers of schools, but it has not increased girls' participation in education as expected from the beginning of BPEP. BPEP has stressed the policy of employing at least one female teacher in each primary school, but a great majority of primary schools do not have female teachers.

### **Rationale**

The World Education Forum on Education for All (EFA), held in Dakar, Senegal in 2000, reviewed the achievements of EFA campaigns of 1990 and realized the problems of countries like Nepal. The Dakar Framework for Action listed six major EFA goals to be achieved by 2015. Among those six goals, one crucial goal is about the gender equality in education. It is stated that the action for eliminating the gender disparity in the primary and secondary education would be made by 2005 and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality. MOES is in the direction of policy reform in near future. This study is therefore very significant not only to finding out the determinants of girls' friendly and female teachers' friendly environment in school but also to bring change in the policy as well as in its implementation for ensuring girls' full and equal access to and achievement in the basic education of good quality by 2015. This study also has focused to findout the root causes of not having the female teachers in remote schools

and it would recommend the specific actions to avail the female teachers in those schools.

EFA Goal No. 5 and Millennium Development Goal No. 3 is to promote the gender equality in education. Current status of NER and survival rate, 2005 still show a gender gap in boys and girls as given below:

Current status : NER

| Level           | Boys NER | Girls NER | GAP  |
|-----------------|----------|-----------|------|
| Primary         | 90.1%    | 83.4%     | 6.7% |
| Lower Secondary | 47.6%    | 40.2%     | 7.3% |
| Secondary       | 35.2%    | 28.8%     | 6.4% |

Current Status: Survival Rate, 2005

| Grade | Boys  | Girls NER | GAP  |
|-------|-------|-----------|------|
| 5     | 82.1% | 75.9%     | 6.2% |
| 8     | 68.7% | 59.4%     | 9.3% |
| 10    | 45.0% | 38.8%     | 6.2% |

(Girls education strategy paper DEO (MOES) Poush 22/2062)

Similarly, about eleven thousand primary public schools still do not have female teachers. These schools are mostly in rural and remote parts of the country.

Current Status: Female Teachers, 2004

| Level           | Total number of female teachers | % of female teachers | Per school female teacher/s |
|-----------------|---------------------------------|----------------------|-----------------------------|
| Primary         | 30542 out of 101483             | 30%                  | 1:1.2                       |
| Lower Secondary | 4238 out of 25962               | 16%                  | 1:0.6                       |
| Secondary       | 1732 out of 20232               | 9%                   | 1:0.4                       |

### Objectives:

- to study the provisions made for girls in education.
- to find out the determinants of girls' friendly school environment.
- to study the extent of policy implementation with respect to the recruitment of female teachers.

- to find out the reasons of low ratio of female teachers in the rural primary schools.
- to find out the impact of female teachers in schools and communities.
- to find out the determinants of female teacher's friendly school environment.
- to suggest the female' and girls' friendly determinants for minimizing the gender inequality in education.

## **CHAPTER II**

### **Review of related documents**

This chapter gives a description of the reviews made of the national development plans and of the educational policies and programs related to girls' and women's education in Nepal. The national plans, educational policies and programs were reviewed on the basis of gender perspective. Similarly some previous research studies on gender education were reviewed and their main objectives and findings were given below:

#### **Description of National Development Plans**

The plans show a slow but increasing recognition of the need to encourage women's development and education of girls.

The government started to address the issue of women's development in the Fifth National Development Plan (1975-80). Included in this plan were adult literacy and skill training for women in home science. The Fifth Plan also specifically mentioned the appointment of female teachers in primary schools for increasing the enrolment of girls.

The Sixth Plan (1980-85) was a landmark in terms of addressing women-related issues. A separate chapter on women's development was included. The Plan stated that special programs would provide educational opportunities in areas where women suffered from an extreme educational disadvantage.

The focus on women's access to education got enlarged in the Seventh Plan (1985-1990). The Seventh Plan focused on the special arrangements for increasing girls' access to education in remote areas by providing scholarships and hostel facilities to girls living there.

The Eighth Plan placed special emphasis on increasing girls' participation in education by increasing the number of female teachers in primary schools and female participation in the non-formal education sector. Additionally the plan tried to move from the woman in development approach (WID) in which specific programs were developed for females.

A long-term perspective was emphasized in the Ninth Plan (1997-2002). The government intended to extend the duration of basic education from the present 5 years to 8 years. The government believed that the provision would ensure universal education. The Ninth Plan was the first plan to adopt a gender and development approach, particularly in education. The Plan aimed at gender equality by expanding opportunities for an accessibility of women to education. One of its gender-focused objectives was "to expand

opportunities for and accessibility of women education for enhancing gender equity" (Ninth Plan, p. 614).

The Tenth Plan focuses on the need to make the primary education compulsory and addresses the importance of increasing the participation of girls and of the minority and disadvantaged communities. It stresses a gender-balance in adult education and in the disadvantaged communities and also points out the need of scholarships for girls in more districts of Nepal. It aims at making the employment of female teachers at the primary level compulsory. However, many other strategies, particularly those related to capacity building, are gender-neutral and do not address the need for a greater female participation in the management of education.

### **Review of the major educational policies and programs for girls**

The government has policies and programs to increase the girls' participation in formal education. Different incentive programs are being conducted in the country. Female teachers are recruited to increase the girls' participation in education. Programs have been organized to make parents aware of girls' education. The government has a nationwide program with emphasis on dalits and girls. Contribution of international non-governmental organizations (INGOs) and non-governmental organizations (NGOs) to increase the girls' participation in education is commendable. (details are given in findings, chapter IV).

### **Review of a report on Gender Audit of the Basic and Primary Education Program - II**

Education is the key to development, yet wide gender gaps exist in education as in all other aspects of Nepalese society. The Basic and Primary Education Program supports the government of Nepal to improve the effectiveness and efficiency of the education system and to achieve the goals of Education for All which have a strong focus on girls' education as well as boys. Accordingly, a Gender Audit was commissioned to analyse the Basic and Primary Education Program, Phase II from a Gender Perspective.

The objectives of the audit were to:

1. Analyse the existing strategies and their implementation to improve the girls' access and outcome of the basic education.
2. To identify strengths, constraints and weaknesses.
3. To suggest more comprehensive strategies to be included in BPEP-II in connection with the mid term review.

The key recommendation is to refocus and place the education of girls at the center not at the periphery of the program. To achieve this, BPEP-II should integrate gender into all aspects of the education system so that every individual man and woman in every department, division, section and implementing agency is responsible for ensuring that the girls as well as boys benefit from all their work.

A ten-point practical action plan is proposed in order to move forward on mainstreaming gender.

### **Ten Actions**

To Integrate and Mainstream Gender In Education

1. Develop, agree and disseminate a gender policy for MOES/DOE
2. Redefine the women's remit in line with the recommended shift in the Department of Education from implementation to planning, policy and evaluation, moving from a Women's Education Section to a Gender Unit or Gender Focal Point.
3. Integrate gender into all departments, divisions, sections and educational implementing agencies.
4. Set the specific gender focused goals, objectives and targets and ensure monitoring and performance indicators.
5. Gender disaggregates ALL statistics.
6. Implement the policy on female teachers.
7. Increase the number of female managers at all levels to achieve 30% in five years.
8. Revise Civil Service Regulations to make them "family friendly" to benefit spouses and parents.
9. Present gender equitable roles and ensure all that teaching materials are free from gender bias.
10. Incorporate gender issues into all trainings.

### **Review of related studies**

#### **Review of Unesco Report on Gender and Education for All, 2003/2004: The Leap To Equality**

All countries have pledged to eliminate the gender disparities in primary and secondary education by 2005. This was agreed at the World Education Forum in Dakar in 2000, a year when a significant majority of the 104 million

children in the primary schools were girls and almost two-thirds of the 860 million non-literate people were women.

But ensuring the right to learn is not just a question of numbers. It is part of a much broader agenda to achieve the gender equality so that girls and boys, women and men, enjoy the same learning opportunities and outcomes, personally, professionally and politically. This intention is enshrined in the 2015 goal to achieve the gender equality which covers rights to, within and through education.

This new edition of the EFA Global Monitoring Report suggests priorities for national strategies and looks at how the international community is meeting its commitments towards EFA. The national strategies are the followings:

#### *First Strategy*

The removal of gender gaps in education should have the first priority in all the programs of school expansion and quality improvement. This is needed in order to deliver on human rights undertakings and on the political commitments made by leaders of most governments. However, it is also strongly in the interests of all states and peoples: investing in the education of girls and women translates into reductions in poverty, improved farm output and livelihoods, better health and nutrition, reduced fertility and improved prospects for future generations. This is particularly so where gender disparities in education are significant. It should then, represent a first call on public resources for education.

#### *Second Strategy*

Second, strategies of redistribution in education, towards girls and women, are required. Where school fees exist at the primary level, they must be removed. Fees are still charged in twenty-six of the thirty-five countries that are unlikely to reach the gender parity goal for primary schooling in 2005. To offset the consequences of higher enrolments, new classrooms have to be built and teachers trained, bolstered by international assistance that focuses on countries most in need to bridge the resource gap.

#### *Third Strategy*

Third, the effects of crises which affect women and girls require the specific policy attention. This includes the impact of armed conflict which has affected many of the poorest countries during the past decade. Refugee education and post-conflict rehabilitation require special measures for girls and women who comprise the majority of the most-affected groups.



HIV/AIDS prevention and sexual and reproductive health education should be a subject area in its own right, with adequate support given to teachers. Finally, sexual harassment and violence within schools needs to be confronted vigorously.

The international community must support these processes. The Fast Track Initiative is at a crucial stage - requiring a significant commitment of resources if it is not to fail. Total aid to basic education is as yet far short of what is required. Aid to basic education needs at least to quadruple on an annual basis from recent levels if it is to measure up to the task. Thus, a major effort in international cooperation is needed to support the poorest group of countries furthest from EFA. Using gender as a leading edge for this support, in countries currently with low NERs and major gender disparities in school enrolments and literacy, would represent a substantial step - if not a leap - towards gender equality and Education for All being achieved.

### **Review of Research Literature on Girls' Education in Nepal, UNESCO, 2004**

The main aim of this study was to review the existing research on girls' education in Nepal. The study examined the role of educational research in policy-making in relation to girls' education. The review included research reports and evaluation studies exclusively devoted to girls' education and/or gender disparity in education.

Seven of the twenty studies examined barriers to girls' schooling. As reported by these studies, girls face numerous barriers in their efforts to acquire formal education. These barriers have been grouped into nine major categories:

- Social and cultural barriers
- Economic barriers
- Psychological barriers
- Institutional barriers
- Barriers caused by poor teaching-learning conditions in schools
- Barriers caused by family circumstances
- Geographic barriers
- Mental and physical barriers
- Barriers caused by armed conflict

Five studies attempted to investigate the reasons for hiring women teachers, public perceptions of women teachers, the implementation status of policy

supporting women teachers, the impact of women teachers, the role of feeder hostels in producing women teachers, women teachers' perceptions of their own profession and work environment, and women teachers' participation in teacher training and professional development activities. Parents, students, school administrators and community members seemed to agree that the presence of women teachers is beneficial in many ways. Girls feel secure and confident when women teachers are around. Many see women teachers as role models. It is essential to hire women teachers for psychological, sociological and pedagogical reasons.

### **Gender Experiences in Public Schools of Nepal, CERID/TU, 2004**

Efforts have been made for the expansion of girls' education in the country, and today more girls are enrolled in schools. But studies show that school performances of girls are not that satisfactory. They are more irregular in the school than boys. They do not take part in classroom interactions. Home environment also affects children's learning. Moreover, there are gender issues in the school and at home.

This study has focused mainly on the gender issues in public schools and at home.

School environment is not favorable for girls. There is no appropriate physical facility in the school. In lack of toilet facility, girls are discouraged from going to school. The school frock is also not comfortable for girls. With the frock on, they cannot take part in extra-curricular activities. School compounds are not fenced, so there is no security. At home girls are overburdened with household chores and they do not get time for homework. Both the school and parents do not take any initiative in improving the situation of girls' education.

### **Study on "Increase of Female Teachers in rural primary schools" APPEAL, UNESCO, 2000**

In short the answers of all the objectives regarding this study are presented here. The main objectives are to identify the problems and obstacles of increasing the female teachers in rural schools. For this the government has made specific policies and programs regarding female teachers and girls' education. The following description briefly gives the policies in line with the review of related documents.

The government's main policies are to increase the girls' participation in the primary schools. For this the government has made a distinct policy of recruiting at least one female teacher in a primary school. But in reality there

are not female teachers in all the primary schools. The main reason for this is that the government has not evenly distributed the quotas of female teachers in accordance with the requirement of the primary schools. Also the schemes of distribution of scholarships have not been implemented properly. Firstly, the scholarship is very nominal, secondly, if the distribution is made, it has not reached the girls who actually need the scholarship.

The other problems regarding the increase of female teachers are:

Females are not safe to live alone in rural places but there is no arrangement of residence for them. Also there are no separate rooms and toilets in most of the rural schools. There is not any health service and means of transportation in case of emergency. Besides these the women have to look after their families after marriage so that they cannot go to distant schools.

In some rural primary schools, male teachers are appointed in place of female teachers due to the non-availability of them at first. When the female teachers are available, the school can not remove the male teachers.

Most of the rural communities are very conservative and primitive. So they do not send their daughters to schools. In some communities girls belonging to the scheduled caste are not taken in the schools. NGOs and INGOs are seen active in running out of school programs for these girls.

**"Increasing the supply and quality of female teachers through revitalizing the feeder hostel", Management Innovation Training and Research Academic, 2001**

This study has shown positive indicators to promote the girls' education through a feeder hostel. This hostel has provided opportunity and access to education for the targeted girls of rural and remote areas of the country and its impression in producing, monitoring female teachers and motivating stakeholders are also encouraging. But the girls enrolled in this hostel do not have to bond of servicing as teachers in schools. Also there is no practice of appointing girls immediately after the teacher's hostel graduation. So, this study has found that the feeder hostel graduates are working in different other professions and some graduates are pursuing higher education. However, many of them are working as teachers in schools.

**"Reaching the Girls in South Asia : Differentiated Needs and Responses in Emergences" UNGEI, 2006**

**"Educational Needs of Internally Displaced People" UNICEF, 2005**

**"Educating Girls in South Asia: Promising Approaches" UNGEI, 2006**

These literatures stated that Children's education has been one of the worst hit sectors in Nepal. Already suffering from a low level of enrolment and "one of the highest school dropout rates", Nepal's educational system has been further weakened by the increase in IDPs due to the conflict.

Although no accurate figures are available, most credible estimates place the number of IDPs in Nepal at 100,000-200,000. Displacement of the population is due to three main reasons: political affiliation, constant abuses and fear of force recruitment. According to the study by ILO and CWIN released in June 2005, some 40,000 children have been displaced by violence in the nine years of the armed insurgency.

Boys and girls are deployed in combat zones, often to assist with carrying for the wounded or caring for the wounded or carting ammunition. In 2003, the Asia Human Rights Commission (AHRC) estimated that about 30 per cent of the Maoist forces were children between the ages of 14 and 18. In areas under Maoist control, the recruitment policy is replaced to be 'one family, one member.

**Reflection on previous FRP studies and their linkage**

**Female Teachers in the Primary Schools: Distribution Patterns, Training and Transfer (FRP), 2004**

This study has tried to look at the policy issues and the constraints faced at the implementation level in matters of the distribution, training and transfer of female teachers in the primary schools.

- So far as the policy and its implementation are concerned, those schools having 4 teachers should have at least 2 female teachers, however, this policy has not been applied yet in the schools.
- The policy of transferring female teachers to their home places or at the places of their convenience has created a shortage of female teachers in remote schools.
- Training is compulsory to get a teacher's license but a female teacher is eligible to hold a temporary license for two years without training.

This study has shown that there are certain provisions and policies provided to female teachers which are beneficial to them on one hand and on the other hand there are some flaws for example the policy of transferring female teachers to their home place or at the place of their convenience has created a shortage of female teachers in remote schools.

**Implementation of a school improvement plan: Identification of successful cases (FRP), 2005**

This study states that the gender aspect is considered less in the process of SIP preparation and implementation. In the training of SIP preparation no topic is discussed on girls' friendly and female teachers' friendly environment in the primary schools. So, the managers of schools SMCs, headteachers, and VDC members do not have the concept of a need of girls and female teachers friendly environment in schools.

## CHAPTER III Study Design

This chapter deals with the methods, instruments and the procedures used to accomplish the objectives of the study. As such the following procedures were undertaken to complete the study.

### Review of related documents

The documents like, Education Act and regulations, Scholarship Act, National Development Plans, the guidelines regarding the recruitment of female teachers were reviewed and the pertinent aspects were used in the study. Along with these, the reports of research studies on gender equality in education conducted by MOES and other agencies like, UNESCO, CERID, UNICEF, UNGEI also reviewed.

### Sampling of the study

A total of 30 primary schools (6 from each district) were taken for the study. Out of 30 schools, 14 schools had female teachers while 16 schools did not have female teachers. Many of those schools were visited by the research team during the field study while some of those which were very far from the headquarters were not visited due to the conflict situation. The information of those schools was recorded from the district education offices and schools improvement plan, prepared by the teachers of those schools. Also some information about the schools of conflict affected areas was collected through telephone contacts with the district education officers and school supervisors.

The schools and the districts were as given below:

Table 1, Sample Districts/Schools

| Region          | Districts | No. of Schools | Name of the Schools with female teachers | Name of the Schools without female teachers |
|-----------------|-----------|----------------|--|---|
| Hill / Mountain | Dhankuta  | 6              | Margeshwori Primary School               | Guptiganga Primary School                   |
|                 |           |                | Rastriya Saraswoti Primary School        | Saraswoti Primary School                    |
|                 |           |                | Gokundeshwor Higher Secondary School     | Chandra Primary School                      |

|       |            |   |                                     |                               |
|-------|------------|---|-------------------------------------|-------------------------------|
|       | Kavre      | 6 | Panchakanya Primary School          | Janasahayogi Primary School   |
|       |            |   | Mandal Devi Primary School          | Dhanajyoti Primary School     |
|       |            |   | Gosaikunda Primary School           | Kalidevi Primary School       |
| Terai | Kapilvastu | 6 | Shree Panch-Mahendra Primary School | Maitry Primary School         |
|       |            |   | Kotigram Primary School             | Katuwa Primary School         |
|       |            |   |                                     | Shree Rastriya Primary School |
|       |            |   |                                     | Nepal Rastriya Sec. School    |

|        |          |   |                                   |                              |
|--------|----------|---|-----------------------------------|------------------------------|
|        | Morang   | 6 | Sharda Primary School             | Public Primary School        |
|        |          |   | Raghupati Primary School          | Jangwari Primary School      |
|        |          |   | Bhanu Primary School              | Laxmi Primary School         |
| Valley | Lalitpur | 6 | Shramik Shanti Higher Sec. School | Kalidevi Primary School      |
|        |          |   | Bageshwori Primary School         | Chitra Kumari Primary School |
|        |          |   | Navajyoti Primary School,         | Manikhel Primary School      |

### **Instruments of the study**

Various types of instruments were used with different stakeholders/informants to probe the data /information as sought by the study. So, altogether 8 types of instruments were prepared and used with various informants, which have been presented below:

### **Semi-structure Questionnaire for the DEOs**

This instrument was prepared to collect the information about policy and program implementations regarding the promotion of gender equality in the primary schools in general. Specifically this instrument sought to probe into the provisions made for creating girls and female teachers' friendly environment, recruitment of female teachers, special attempts made to boost up the enrolment of girls students, roles played by the female teachers in the schools and the community etc.

### **Semi-structure Questionnaire for the Head teachers, SMC members and VDC people**

This questionnaire tried to probe into the available facilities and the other special arrangements made by these key managers of the schools for enhancing the gender friendly environment in their schools. It also tried to find out the information about the gap between the policy and its implementation and the need of the current times to promote the gender equality in schools.

### **Semi-structure Questionnaire for the female teachers**

This tool was designed and used with the female teachers to collect information about the management and provision made to enhancing the girls' enrolment, participation and the working environment of the female teachers in schools. It also probed into the roles and functions played by those female teachers in the schools and communities.

### **Focused Group Discussion (FGD) with the girls students**

A guideline was developed to use as the probing points while conducting FGD. Thus, the FGD with the girls students was meant for the collection of information on the available facilities, specific provisions made for girl students, the benefits provided to them, teachers' behavior in the classroom and out of classroom, etc. Additionally, it also tried to find out the special roles played by the female teachers in schools.

### **Case-study guidelines**

Two types of Case-study Guidelines were prepared to be used with the girl child who was pursuing the study and also intended to continue (type I) and the girl child who had dropped earlier from the school (type II). The purpose of having the case studies of the two separate identities was to dig out the reasons/specific problems of retention and dropout of these girl students.



### **Semi-structure Questionnaire the Parents**

Since parents were also among the key informants, attempts were also made to collect the information from them. As such, the semi-structure questionnaire for the parents was developed and administered for collecting their views regarding the current facilities/ arrangements/ provisions of the schools, benefits accrued from the presence of female teachers in schools and communities, their perceptions on the appropriateness of physical and instructional environment of schools specifically for their daughters, etc. Moreover, it was also used to investigate the effect of conflict upon their children's education.

### **Classroom observation form**

This form was used for observing the physical environment of the classroom including the sitting arrangements, students' and teachers' behaviors in the process of teaching and learning, participation of the boys and girls students in discussion, question answering, attention /encouragement given by teachers to the students, etc.

### **School observation form**

This tool was used to investigate the overall status of the physical environment of the school in order to identify to what extent these conditions were gender friendly and were also conducive towards promoting the gender equality in the primary schools of the country. Thus the information on the number of classrooms, furniture, compound wall, availability of toilet, drinking water, library rooms, play ground, sport/games materials etc, was collected through this form.

Obviously, these instruments were used with different informants. The table in Annex 2 shows the type of the instruments that were used with the specific informants /respondents including their numbers, as well.

Table 2, Types of Tools/Respondents

| S.N. | Types of Tools          | Types of Respondents | No. of Respondents | Remarks   |
|------|-------------------------|----------------------|--------------------|---|
| 1.   | Semi-structure question | DEO                  | 5                  | One DEO from each district                      |
| 2.   | Semi-structure question | Head teacher         | 15                 | 3 Head teachers from 3 schools of each district |

|    |                                       |   |     |   |
|----|---------------------------------------|---|-----|---|
|    | Semi-structure question               | SMC Chair-person or Member                        | 15  | 3 SMC Chairmen or members from 3 schools of each district |
|    | Semi-structure question               | VDC Member  | 15  | 3 VDC members from each district                          |
| 3. | Semi-structure question               | Female teacher                                    | 28  | 2 female teachers from each school                        |
| 4. | FGD                                   | Student   | 150 | 7-8 girls + 2-3 boys in a group from each school          |
| 5. | Case studies (Type I and II)          | Girl students                                     | 30  | One retention girl and one drop-out girl from each school |
| 6. | Semi-structure questionnaire          | Parents   | 15  | 1 parent from each school                                 |
| 7  | Class room observation form in school | Observation of teaching and learning by a teacher | 15  | Teaching and learning in the class                        |
| 8. | School environment observation form   | Observation only                                  | -   | One form for each school                                  |

### Pre-test of the instruments

All the instruments/ tools were pre-tested in some of the public schools of Kathmandu valley (Lalitpur) with the purpose of checking some of the probable errors in the items of these tools like the lack of specificity, relevance with the objectives of inquiry, use of language, correctness, etc. Based upon the pre-test experiences, many of the items were revised to make them more clear and some of them were deleted to make the tools administration procedure more precise. Again, a consultative meeting was organized to finalize the tools. The inputs provided by the experts in the meeting were also incorporated by adding some new items, where needed and some restated and finally all the instruments were made ready for administration to the respective sample respondents.

### **Field study**

Field study in five sample districts was carried out to administer all the instruments and also to investigate the real situation of policy implementations, provisions made regarding the recruitment of female teachers, their working environment, provisions made for the girls in primary education, as well as parents' and communities' views towards the impact of female teachers.

### **Data collection, analysis and the interpretation**

During the field study, the researcher, the resource person and RAs visited many schools and carried out the interviews, case-studies, FGD and observation of the school environment and collected the information and data necessary for the study. Some schools were not visited due to the conflict situation. The information of these schools was recorded from DEOs, supervisors and SIP prepared by the head teachers and other teachers.

Data were analyzed on the basis of information gained from the related documents and field studies. Both the qualitative and quantitative procedures were considered for the data analysis. However, the responses of all the informants were analyzed more qualitatively than quantitatively.

After the data analysis the information had been interpreted on the basis of different themes related to the objectives of the study. Most of the responses of the stakeholders were similar. So, similar responses were put together in a related theme and presented them commonly. A draft report had been prepared on the basis of data analysis. Again a consultative meeting was held to share the preliminary findings/observations drawn from the field.

### **Sharing a workshop**

A workshop was held (3rd consultative meeting) with the concerned authorities for sharing the findings of the study. A space was provided in the report for adjusting the important opinions expressed by the concerned people in the workshop. The report was finalized on the basis of all these information and opinions.

#### **Scope and delimitation of the study**

This study has a very important scope in the field of education. It has investigated several ways for making the environment of primary schools girls' and female teachers' friendly. As a result the girls' participation would increase in education. Similarly, this study has provided some alternative ways to address the problem of lack of female teachers in rural/remote schools. This study is equally important for achieving the goals of EFA, since

it has provided some means of education for internally displaced children and for school welcome program.

This study is delimited to 5 districts only out of the total 75 districts of Nepal. So, this is a kind of case study particularly of those communities of sample districts. The sample taken (30 schools for this study) was very small on one hand and on the other hand some schools which were far from the headquarters could not be visited due to Mao's conflict. Information about those schools were taken from DEOs and schools supervisors as well as from SIP available in the district education offices.

## CHAPTER IV

### Field Study Outcomes

#### **Outcome of the study**

This chapter deals with the findings based upon the review of literature, interview, focus group discussions, case studies, etc. used in the field study. Meanwhile many of the responses of various stakeholders were found to be similar and the specific ones have been presented in their own words. These have been presented in the various themes as per the focus of the study.

#### **Policy and its implementation**

*The policies and provisions regarding the promotion of girls' education*

- MOES has been found to be stating various policies and making provisions to boost girls' education in the country since decades ago. For instance, one of the significant policy provisions regarding the promotion of girls' education has been the girls' scholarship program. This policy has provisioned for the amount of Rs. 250/- annually for 50 % of girls out of the total girls in the schools on the basis of merit and poor economic condition of the families.
- Another policy and provision is on providing additional Rs 100/- per girl admitted to be used by the school administration for promoting girls' education.
- There also exists the exclusive policy and provision for all Dalit children (both boys and girls), known as Dalit scholarship program. As per this provision each Dalit child gets Rs. 250 annually irrespective of the gender.
- Since the year 2005, The School Welcome Program has been found launched by the MOES to enroll more out of school children especially the girls. As per this program, an additional provision of providing Rs. 500/- annually to each child (coming from the family from which none of the children of that family have been schooled) has been made.
- Apart from these provisions from the government side, there are also some provisions regarding the promotion of education for all the primary level children like, School Nutrition Program and Oil Distribution Program to promote specifically the girls' education in some selected districts and some provisions are made by the NGOs/INGOs. Some of the noteworthy provisions made by NGOs and INGOs have been like, the distribution of educational materials, school bags and uniform to girls in

some of the districts (Kavre, Kapilbastu, Lalitpur). Moreover, some NGOs are also found to have made the provisions of educational tours on environment and health education for the girls at the primary level in Kavre district.

*The policies and provisions regarding the recruitment of female teachers*

- The policy is on the compulsory recruitment of at least one female teacher in each primary school out of three teachers.
- Another policy recently made has been that the schools having 4-5 teachers should have at least 2 female teachers.
- Similarly, the primary schools having more than 7 teachers should have at least 3 female teachers.
- There is a special provision for an additional budget to be provided to those primary schools which have 50% female teachers.
- As a preparation of female teachers, there is a special provision of giving an opportunity to study the certificate level (grades 11 and 12) to the local SLC graduate girls to become teachers.

**Deficiencies of the policies and their implementation**

- It had been revealed that the scholarship amount (Rs. 250 annually) given to the girls were very inadequate considering the fact that a girl child received Rs 25 per month ( for a period of 10 months duration) . Obviously, this amount per month seemed to be meager to afford for the stationery or for any other educational expenses for these girls children living in a very poor economic and social condition.
- There were evidences that the school welcome program increased the enrolment of girls and boys in the school, however, due to the lack of space and the teachers, many of the students including the girls dropped from the schools.
- Though the schools were transferred to the SMCs as per the policy of the government (2002/2003), the recruitment of female teachers by the SMCs still lagged behind due to the gaps between the DEOs and the SMCs. There had still been the practice of sending the teachers in the schools by the respective DEOs to the concerning schools without the consultations with the SMCs.
- Deficiencies in the implementation of the policy on opening of private schools as per the regulations had also been revealed. There were evidences of opening of private schools in the periphery of the public

schools which had an adverse effect in pulling out the students from the public schools. For example, in Gosaikunda and the Mandali Primary schools, the students were 110 and 100 respectively last year ( 2005) , but in this current year the students number decreased to 75 in Gosaikunda and 85 in Mandali school. It had also proved that the boys students were the ones who were admitted into the private schools. Meanwhile, the adverse effect to the girl children of the public schools was that they were ridiculed or harassed by their previous counterparts (boys).

- The serious deficiency found in the implementation of the policy provision was also seen in providing an additional budget to the schools which had 50% female teachers. It had been revealed that none of the schools visited having 50% female teachers or more than that had received this additional budget.

### **Impact of the female teachers in the schools and the community**

As opined by the various stakeholders like DEOs, SMCs and VDC members and Head teachers, the presence of female teachers have shown some substantial positive impacts in the schools and the communities, as well. The major impacts in the schools as stated by them were:

- Increased enrolment of girls in the schools.
- Girls felt secure to participate inside and outside the classroom activities, increased their participation in curricular and extra curricular activities.
- Improved cleanliness of the schools.
- Improved hygiene and health habits of the students (both boys and girls) regarding toileting, washing hands, taking baths or personal cleanliness, etc.
- Changed in the role models /future expectations of the girls students.
- Rapport between the students and teachers had been well established (dealing all the students affectionately).
- Female teachers had made the curricular and co-curricular activities joyful.

Similarly, the impact of female teachers in the communities as opined by the key informants of the sample districts/schools have been as cited below:

- Convincing / motivating the parents of out of school children to enroll them in the schools and also retain them to complete the whole primary education cycle.

- Playing the active roles in awareness rising in avoidance of discriminatory practices within the families and the society as well.
- Motivating the females of the village communities to come out from the traditional cocoons to take part in the various programs run by the local level NGOs/INGOS in the various kinds of development activities
- Actively participating in the Door to Door program for raising an awareness on enrolling girls in the schools
- Encouraging and also helping the qualified girls and married women to work as teachers either in the formal or non-formal programs.

Moreover, the acting DEO of Kapilbastu had expressed his view regarding the specific roles played by the female teachers in the Muslim community as per his version.

“Female teachers have been the powerful agents to push and encourage the Muslim families to send their girl in the schools and also to retain them. These teachers are also seen to be convinced specially the Muslim families to reduce the discriminatory behaviors between their sons and daughters in their families”.

The similar version of a female parent of Morang district in her version had been: “Presence of female teachers has been the main motivating factor to me and my family to enroll and continue the schooling of my daughter. These teachers have become the role model for our girls and ourselves, too. On the other hand due to the good rapport with the female teachers in the school, our children enjoy to go to school and also to learn more”

### **Facilities available for the girls in the schools**

The common available facilities in the schools as responded by the DEOs, SMCs, Head teachers and the female teachers were: free textbooks to all boys and girls, the scholarship program for 50% girls and all dalits, distribution of uniform and stationery as provisioned by the NGOs and the recruitment of female teachers by the SMCs for the temporary tenure and permanent female teachers appointed by DEO.

Moreover, DEOs of all the sample districts had highlighted that they had been emphatically telling their respective SMCs to give priority to hire female teachers in the school to help the girls in the school and to retain longer. On interview and FGD with the girl students, they were also found to be benefiting with the provisions of scholarships (though very low in amount) and the presence of female teachers.



On interview with the parents of the recipients of the scholarship provided by the government, it was revealed that an amount of Rs. 250 per annum, i.e. 25 rupees per month (considering that the school days are run for ten months) was very inadequate to meet the other indirect costs of schooling. These parents had also expressed that the government's provisions lack the substantial measures for the poor girls and disadvantaged ones. They had strongly reiterated that the current scholarship amount and its provision for 50% girls in a school where almost all of the students (boys & girls) belonged to the poor economic strata, were unjustifiable and in substantive, as well.

Besides these provisions made by the government, in one of the sample schools (Gokundeswar Higher Secondary School in Dhankuta district) the Peace Corps volunteer was found contributing for scholarship to the girls and dalits and for providing furniture to the library. Another note worthy provision found in another sample school of the district (Shree Margeswari Primary School) had been the Green Club (one of the NGOs in the district) conducting the leadership and health training to the girls and also holding Mothers' Meeting Program (Aama Vela) with the purpose of convincing them to retain their girl children in the schools.

Similarly, in one of the sample schools of Kapilbastu district (Kotigram Primary school), one NGO naming Namaste Nepal was found supporting for the girls by distributing stationery, dress and Khaja.

DEOs had opined that many significant achievements had been seen in the schools as a result of these provisions made by the government and the NGOs/INGOs. For example, enrolment and regularity of the students had been apparently increased. Also increased awareness amongst the parents on sending daughters to schools on par with their sons had been clearly seen.

FGD with the girls students revealed some crucial problems regarding the available facilities in the schools. For instance majority of them were unhappy with the physical management of the school, like the lack of toilets in the schools or if the toilets were there, they have no doors or locks or no water. Similarly, there were no compound walls, playground with play materials, libraries, no provision for first-aids, etc. For example, the girl students of Gosaikund Primary School (Kavre) had expressed, "Since there is no toilet in the school, they have to go far away from the school for toileting. As such this situation has compelled to leave the classes at regular intervals".

Other students of the schools having toilets but without doors/locks (Kotigram Primary School, Kapilvastu) had expressed this situation as being a hostile condition to them causing to leave the classes for toileting.

Similarly, the girl students of the three sample schools of Dhankuta district had said, "Our schools do not have the compound walls, so we feel insecure inside the class and while playing, too". The girls students of the three sample schools of Kapilvastu had also said, " We do not have a library and also our playground has not been fenced so we hardly play in the school". In this regard, the DEOs had also similar sayings, for example, they had realized the weakness on their part in making arrangements for separate toilets with good facility, availing the facilities like library rooms with children materials, well-managed play ground with enough play materials, special and substantive support to the girls from very poor and disadvantaged ones, etc.

### **Girls' friendly environment in the school**

As per the versions of DEOs, Parents, SMCs and Head teachers the available provisions in the schools relating to the girls' friendly environment were the recruitment of female teachers, a separate toilet for girls, distribution of scholarships to 50 % of the girls with an amount of Rs.250 per annum and the stationery. Moreover, in some of the sample schools, apart from these provisions made by the government, some other provisions from NGOs/INGOs were also found providing food at Khaja time and oil distribution to the families of girl children (World Food Program).

Meanwhile, those respondents also specifically had mentioned some of the determinants for the girls' friendly environment in the school for which all schools need to manage to promote the girls' education in general, these were as follows:

- Presence of female teachers.
- A substantive amount of scholarship to meet the direct and indirect cost of schooling.
- A well furnished classroom (with a minimum facilities of furniture to sit, read and write and with windows for light and ventilation).
- A separate toilet for girls with water facility.
- Dresses according to the season ( summer and winter).
- A mid -day meal or Khaja.
- Adequate stationery.
- Play ground with the materials.
- Regular classes.
- Pleasant learning experiences.
- Security on the way to school and inside the school.

- Free from any kind of physical and psychological violence.
- Encouragement from their boys counterparts, head teachers and the teachers to participate in all kinds of school activities.
- A library with interesting children books, comics, etc.
- Avoidance of conflict between the rebel groups and the government.
- Prevention of child marriage (once they get married even in the early years and continue school, they are ridiculed by their counterparts, so they are forced to drop from the schooling).

In this regard, FGD with the students had also revealed some determinants of the girls' friendly environment in the school and many of the aspects were similar to the above mentioned ones. Nevertheless, some specifics mentioned by the majority of them were worth noting, these were:

- A play ground with materials such as Jumping roap, Marry go around, Swings, Slider, See-saw, Ludo, Monkey stand, Chess, Wooden blocks, Volley ball and Badminton with the court to play, etc.
- Three complete sets of school uniform, including shoes (as per the seasonal need).
- A small room in the school with different dresses to wear and play/ act various roles in special school days.
- Availability of a lot of musical instruments like Madals, Harmoniums, Basuri, Ghngurus, etc.
- As many female teachers as possible.
- A library with story books.
- Separate toilets with doors and water supply.
- Enough stationery so that they do not have to ask their parents.
- Some food at Khaja time and clean drinking water.
- Increased amount of scholarships.

In this regard the DEOs had also mentioned that the need of the present time to make the girls' friendly environment had been to work for the very basic physical infrastructures in the schools. For example, they stated the immediate need of construction of a separate toilet, compound walls, a play ground, arranging for drinking water and repairing the doors /locks in the toilets, etc. Besides these, they also realized the need of avoidance of early marriage and making the provision of increased amount of scholarships to the girls and a complete set of dresses, as well.

### **Ratio of female teachers in remote schools**

Encouragingly, out of 30 schools, 14 schools have many more female teachers specially in the schools located at the headquarter or at its periphery, the female teachers have been highly concentrated in those schools. (See table no. 3 to 7 Annex II).

It is evident that the problem of shortage of female teacher in the school is not persisting in the urban/suburban areas. On the other side, the complete lack of female teachers are seen in the schools located at the rural/remote areas and conflict affected areas.

The main reasons of not having female teachers in the rural and remote areas have been as opined by the DEOs are the lack of girls' education from the past decades causing to the lack of SLC passed females at the current times in those areas and also the lack of the firm policies of the MOES to allocate female quotas. Similarly, even if the females are recruited in those remote areas they cannot leave their homes and also it is hard for them to get a secured residence in those areas. So they cannot join the job in those areas and specially due to the mounting conflict in the country, it has been harder to work for both the males and females in those remote areas of the country.

Moreover the reasons highlighted by those female teachers have been:

- Lack of residential facility and security due to the mounting conflict in those remote areas.
- Lack of day-care-centre or ECD where their small children can be admitted.
- Lack of good health service.
- A long distance from home to school due to the absence of transportation.
- Lack of basic minimum physical condition in schools.
- Difficulties within the family due to many responsibilities to be handled.
- Less encouraging behavior of the managers of the school (SMCs/Head teachers)
- Previous studies have reported that the feeder hostels have made a positive contribution for improving the shortage of local female teachers, but still there is the lack of local SLC graduates in many remote parts of the country.

## **Determinants of female teachers' friendly environment in the schools**

The determinants of female teachers' friendly environment in the schools as revealed by the study can be categorized into three aspects like physical, academic and moral. As per the versions of the female teachers the determinants within these three categories were,

- Presence of the basic minimum physical facilities like a separate teachers' room, toilets with running water, well maintained schools compound, classrooms, furniture, etc.
- Opportunities to participate in further trainings conducted by MOES or NGOs/INGOs, meetings, etc at the local or national levels
- Moral support or encouraging behaviors from SMCs, Head teachers and the teachers to do better and consideration of the double burden of responsibilities of the females

Regarding the moral support in the school and even in their families, they said that, "In the beginning of joining the job they had to struggle a lot due to the lack of recognition of the need of working outside the home and moreover, the head teachers, SMCs and other male teachers used to underestimate them about their potentiality to work. Now we have proved our potentiality and slowly we are gaining a moral support at our working place".

### **Specific reasons of the lack of female teachers**

Additionally, on analysis of the recorded information of the schools (16) where female teachers were not working, mainly four reasons were found responsible for their unavailability. These were:

- long distance from home to school.
- location of the schools being affected by the ongoing conflict.
- lack of transportation and security.
- lack of local female SLC graduates.

Furthermore, those schools were found to be far away from the head quarter ranging from 25 to 45 kilometers and at the same time on the way to school one had to cross the dense forests/hills and mountains to reach the schools. In some schools though the buses were available from the head quarter, one had to walk for more than 25 kilometers to reach the school thus making it 50 kilometers per day. On the other hand the location of these schools were mostly the adversely affected areas by the ongoing conflict between the rebels

and the security personnel causing the severe problem to all teachers in general and specifically to the females.

Meanwhile, the analysis on the type of the people residing in those locations of the schools revealed that the Tamang, Dhimal, Limbu and Magars were the major caste groups. Other studies had shown that these caste groups had been the ones who belonged to lower profile in most of the development indicators. As such, they were the ones who were less aware of the need of education to their children, even to their sons. Thus, the need on gender equality and gender friendly environment to the local people (parents, SMCs, VDC people) could be the very new/unfamiliar words to them. As such, the lack of local female graduates in those areas could have been the causal effect for not having the female teachers in those schools.

## CHAPTER V

### Findings of the Study

In this chapter, the overall findings of the study have been discussed in various sub-headings as presented below:

#### **Policy and its implementation**

The policies and provisions regarding the promotion of girls' education

- One of the significant policy provisions regarding the promotion of girls' education has been the Girls' scholarship program. This policy has provisioned for the amount of Rs. 250/- annually for 50 % of girls out of the total girls in the schools on the basis of merit and low economic condition.
- There has been the policy on providing additional Rs 100/- per girl admitted to be used by the school administration for promoting the girls' education.
- There also exists the Dalit scholarship program amounting Rs. 250/ to all dalit children (both boys and girls) annually.
- The school welcome program, launched by the government recently(2005) has also made an additional provision of providing Rs. 500/-annually to each child coming from the family from which none of the children of that family have been schooled.
- Besides these, from the Government side, there are some provisions regarding the promotion of education i.e. School Nutrition Program and Oil Distribution Program to promote specifically the girls' education in some selected districts.
- Similarly, some of the noteworthy provisions made by NGOs and INGOs are distribution of the educational materials, school bags , uniform to girls in some of the districts, like Kavre, Kapilbastu, Lalitpur, etc.
- Moreover, some NGOs are found to have made the provisions for educational tours on environment and health education for the girls at the primary level in Kavre district.

The policies and provisions regarding the recruitment of female teachers

- There is a policy to recruit at least one female teacher in each primary school out of three teachers.
- Another policy recently made has been that the schools having 4-5 teachers should have at least 2 female teachers.

- Similarly, the primary schools having more than 7 teachers should have at least 3 female teachers.
- There is a special provision for an additional budget to be provided to those primary schools which have 50% or more female teachers.
- There is a special provision of giving an opportunity to study certificate level (grades 11 and 12) to the local SLC graduate girls to become teachers.

### **Deficiencies of the policies and their implementation**

- This study has shown that the scholarship amount (Rs. 250 annually) given to the girls are very inadequate considering the fact that a girl child receives Rs 25 per month ( for a period of 10 months duration) . Obviously, this amount per month seems to be meager to afford for the stationery or for any other educational expenses for these girls living in a very poor economic and social condition.
- The school welcome program increases the enrolment of girls and boys in the schools however due to the lack of space and the teachers, many of the students including the girls drop from the school.
- After the transformation of the schools to the communities as per the policy of the government (2002/2003), recruitment of the teachers has to be done by DEOs in consultation with SMCs. There has still been the practice of sending the teachers in the schools by the respective DEOs to the concerning schools without consultations with the SMCs.
- There is the policy that DEO is to make consultation with SMC or head teacher for giving the permission to open a private school nearby the public school. Deficiencies in the implementation of the policy on opening of private schools as per the regulations had also been revealed. There were evidences of opening of private schools in the periphery of the public schools which had an adverse effect in pulling out the students from the public schools. For example, in Gosaikunda and the Mandali Primary schools, the students were 110 and 100 respectively last year (2005) , but in this current year the students number decreased to 75 in Gosaikunda and 85 in Mandali school. It had also proved that the boys students were the ones who were admitted into the private schools. Meanwhile, the adverse effect to the girl children of the public schools was that they were ridiculed or harassed by their previous counterparts (boys).



- There is also a serious flaw in the implementation of the policy provision on providing an additional budget to the schools, which have 50% or more female teachers. It has been revealed that none of the schools visited having 50% female teachers or more than that have received this additional budget.

### **Impact of female teachers in school and communities**

- The study has revealed that the school administrators, parents, students and communities have a deep sense of realization that the presence of female teachers in the schools is beneficial in many ways. Girls feel secure and confident when women teachers are around. Parents and communities see female teachers as role model and they also feel secure to send their daughters to schools. In the course of class teaching observation, it is also found that most of the teaching-learning activities conducted by the female teachers are more participatory and pleasant as compared to the male teachers.
- Besides teaching, female teachers, are found to have been involved in various programs like "Door to Door" (Ghar-Dailo) campaign for developing awareness in communities about the importance of children' education and health education.
- Female teachers find their male colleagues to be generally cooperative but the work environment appear to be hostile to them because of the absence of the attributes of female friendly, basic physical facilities in many primary schools.

### **Parents of 5 districts are in version**

“Presence of female teachers has been the main motivating factor to me and my family to enroll and continue the schooling of my daughter. These teachers have become the role model for our girls and ourselves, too. On the other hand due to the good rapport with the female teachers in the school, our children enjoy to go to school and also to learn more”

### **Reasons of not having the female teachers in rural/remote schools**

The study has shown that the female teachers are reluctant to go to rural/remote schools due to the following reasons:

- Lack of residential facility.
- Lack of security.
- Lack of day-care-centre or ECD centre.

- Lack of good health service.
- Lack of good schools for their children.
- Lack of transportation.
- Lack of proper physical facilities in schools.
- Difficulties within the family due to many responsibilities to be handled.
- Previous studies have reported that the feeder hostels have made the positive contribution for improving the shortage of local female teachers, but still there is the lack of local SLC graduates in many remote parts of the country.

### **FGD with the girls and their crucial problems:**

“Since there is no toilet in the school, we have to go far away from the school for toileting. As such this situation has compelled to leave the classes at regular intervals”

Other students having toilets but without doors/locks (Kotigram Primary School, Kapilvastu, Panchkanya Primary School Kavre) have also expressed the same thing because of the hostility to them.

Similarly, the girls of the three sample schools of Dhankuta district have said, “Our schools do not have the compound walls, so we feel insecure inside the class and while playing too”

The girls students of the three sample schools of Kapilvastu have also said, “we do not have a library and also our playground has not been fenced so we hardly play in the school”

### **Determinants of girls' friendly schools**

To make the school girls' friendly, the stake holders (Head teacher, SMC/VDC members, female teachers, girls, parents) mentioned the following facts to be included in the school management.

- More female teachers.
- Provision of enough scholarships to all girls (Rupees 50/- per month).
- Provision of drinking water and Khaja to all children.
- A good library with different story books for all children.
- Provision of school dresses, shoes, and bags.
- Many games/sports materials of the girls' choice.
- A counseling room (may be small) with a female teacher.

- Some musical instruments such as Madal, Basuri, Harmonium, Tabala etc. to be used while dancing.
- A set of music player.
- Good behaviour of teachers.
- Adequate instructional materials.
- Separate toilets with water supply.

#### **Findings revealed by the Case studies(Type I and II)**

The reasons for dropping school (Type I) before completing the primary cycle were as follows:

- Work burden at home.
- Gender bias attitude of the parents.
- Fear of conflict in the country.
- Poverty.
- Conflict between parents at home.
- Prefer to continue their education if they can get enough scholarships, education materials, school uniform, Khaja and free time at home.

#### **The reasons of girls' retention in school were:**

- Availability of a person (elder sister, brother, father) who helps her at home during-homework and for the preparation of examination.
- Some smart girls can take help from teachers and friends in school. These girls also are found to continue their education.
- Availability of upper grades in the school also affects the girls' retention in school. In Shramik Shanti and Gokundeswar HSS schools there was not girls' dropout after Grade V and all girls had continued Grade VI because these schools had the secondary level too.
- It is amazing that 142 girls (out of 150) in FGD and 10 girls (out of 15) in case study had said that they liked to be a teacher in future whereas 12 girls had said that they liked to be a nurse, only one girl said that she liked to be a doctor. It is cent percent true that people in the rural/remote communities see female teacher as a real role model.

#### **Situation of the female teachers**

As such one of the crucial findings is that though there were more female teachers than the males in some schools, the schools were not found to be female teachers' friendly in terms of the minimum basic physical facilities.

They had been surviving in those adverse situation, because the schools were located either at the headquarters or at their peripheries and at the same time these female teachers did not have to leave their home and families.

### **Moral support in the school and their families**

Female teachers have said that, “ in the beginning of joining the job we had to struggle a lot due to the lack of recognition of the need of working outside the home and the head teachers, SMCs and other male teachers used to underestimate us about our potentiality to work. Now we have proved our potentiality and slowly we are gaining a moral support at our working place and at home too”

### **Findings from the situational analysis**

The present conflict in Nepal causes dislocation and displacement of many girls from their families and home support systems. Without a ‘safety net’ there is evidence that many girls who have been displaced to urban areas are in a situation of personal vulnerability and are at the risk of being trafficked or falling into the situation of abuse, debt bondage or the worst forms of child labour. Still tens of thousands of IDP girls are not involved in educational activities and will either miss years of schooling or will never have the chance to attend school unless more support is provided immediately.

By being enlisted in armed forces, girls are denied the right of access to basic education. However, the testimony of young girls abducted by Maoist illustrate willingness to go back to school:

‘In her words, "there were altogether twelve persons in my group, which was called ‘Area’. But all the time, I was thinking about continuing my studies. Sometimes, I had to go on dangerous assignments such as bringing bombs and explosives to various parts of Nepal and India... Apart from these hardships at the rebel camp, I missed going to school and felt really sad abandoning my studies. I would grab every book that I could lay my hands on and would read it thoroughly".

### **General observation of the research team:**

- Many previous studies showed that the economic condition was directly related to the retention of girls' education. But this study has shown that though the parents were poor, they had provided equal opportunities in education to both the son and daughter if they are aware of the gender equality. It was also found that most Pariyar families (dalit) had given their daughters to continue the education after the primary level.

- Female teachers were seen active than before in the schools. Similarly most of the girls in schools looked smart than before but still many of them had felt themselves as inferior at home as well as in schools. Because the gender discrimination was rooted strongly in the socio-culture of Nepali people and the way they were brought up in this culture.
- Awareness about the importance of girls' education had been developed among many parents near the headquarters but they expected to support the girls' education by the government or NGOs or others. They thought that an investment in girls' education was waste of money because they would look after the husbands' house after marriage. This attitude was prevalent in the communities of all the 5 districts visited.
- Educational materials (copies/pencils) distribution program by NGOs also was inadequate for the girls. Hence they were not able to complete their home works in time. However, this program had made the girls regular in the class.
- Gender audit report revealed that the focal point person (incharge) of the gender equity development unit should be involved in all the planning and policy formulation. From the discussion with the concerned persons it was found that the focal point (person) was not entertained in such cases.
- Headteachers, SMC and VDC members did not have the concept of girls' and female teachers' friendly environment in schools. So, during SIP preparation they had not considered about the importance of separate toilets, water supply, fencing the playground etc.

## CHAPTER VI

### Conclusions and Recommendations

Conclusions and Recommendations based upon the findings of the field study are discussed in this chapter and they have been presented below.

#### **Conclusions**

The policies regarding the recruitment of female teachers are unclear as shown by the previous studies including this study. There is a no problem of the shortage of female teachers in the primary schools near by headquarters. Though there are more female teachers, the schools are far from being female teachers' friendly. Most of the female teachers lack self-assertiveness to demand for the basic minimum physical facilities to keep them at comfort.

As previous studies show that the girls face many barriers in their efforts to acquire the formal education. These barriers are social and cultural, economic, psychological, institutional, geographical, mental and physical, situational barriers caused by the armed conflict etc. This study has also confirmed that these barriers are still prevalent in real situations.

To minimize these barriers and to increase the girls' participation in the primary schools, the government has made various policy decisions such as the provision of scholarships in cash and recruitment of female teachers, introduction of school welcome program, further study opportunity for SLC completing girls. However, there is a shortfall in realizing these policies into reality because of in congruency between the policies in words and policies in action. There are oversight and carelessness in the policy implementation process. For instance, the fulfillment of physical needs, recruitment of female teachers, utilization of scholarships do not seem to have properly acted as per the policy spirit.

Although the stakeholders have increasingly reasoned the importance of female teachers in primary schools on psychological, sociological and pedagogical grounds, their position as it appears in reality, seems lying a little below as compared to the male teachers mainly because of their inferiority complex and not because of their role performance.

Still the female teachers have inhibitions to work in remote rural areas on account of the physical circumstances. Countervailing measures to dispel such an advanced reality will definitely promote the female participation both as students and teachers

Besides the lack of proper household and societal support has affected girls' retention in schools. There are still reservations in hidden forms among

parents and community, which have hindered proliferation of girls' education mainly in the rural and other difficult contexts. It is crucial therefore, to uncover the causative factors embedded in such reservations.

However an improvement is felt by Research team in rural schools and communities. Awareness about the, importance of girls' education has been developed in many parents of rural communities near the headquarters. But it has been clearly observed that the parents are still reluctant to invest for their daughter's education. Female teachers are seen active than before (5 years ago). Similarly most of the girls in schools are look smarter than before.

### **Recommendations**

Recommendations are presented in three categories, viz, Short term, Long term and Immediate

#### **Short Term**

*Need of an improvement in the policy and provisions made for girls*

1. Policy formulated towards recruiting female teachers are found to be unclear, for example one policy says there should be one female teacher out of three (33%) and another policy says 2 female teachers out of 4-5(50%). Thus, there should be one clear statement saying 33% or the 50%. The researchers of the study have the view that it should be at least 50%, for the reason that almost all the informants contacted have explicated the importance of female teachers in the primary schools on psychological, sociological and pedagogical grounds.
2. Regarding the gender equality in the primary education the government though has made various policy provisions such as the provision of scholarships to 50% girls, additional financial support to schools for enrolling more girls, distribution of stationery, recruitment of female teachers, conducting school welcome program, etc. there are inherent deficiencies in these aspects. For example, the provision of scholarships to 50% girls is not justifiable where all the girls in the school represent the lowest economic stratum. From the equity perspective also, this provision helps some girls and some are left out from those benefits though the depth/seriousness of the economic deprivation is almost identical.
3. Meanwhile, it can also be concluded that the amount of Rs. 250 annually, (Rs. 25 per month) is very meager to afford the direct and indirect costs of schooling considering the current inflating rates of

those school expenses. Hence, it has been strongly recommended that the blanket approach of distributing scholarships to 50% need to be changed to comply with the real levels of economic deprivations. Also, the amount of scholarships be calculated and raised to meet the annual direct and indirect costs of schooling.

4. Nevertheless, an inequitable distribution of teachers as against the government's norms of the STR (student teacher ratios) has been rampantly found. So conclusively, MOES is found to be in-congruent between policies in words and actions. For instance, the inequitable distribution of teachers has created the shortage of teachers in many schools. In some schools, (Gosaikunda primary school) the student's number is less than 100, but there are 5-6 teachers while in some schools like Panchakanya primary school there are more than 125 students whereas on the other hand there are only 3 teachers and consequently the quality of education has been deteriorated and the teachers are having unbearable load of classes. Thus the re-allocations of teachers both male and females is the dire need of the time.

*Need of provisions for the female teachers' friendly environment in schools*

5. It is also obvious that still female teachers have inhibitions to work in the schools of rural /remote areas and urban as well, on account of absence or lack of various minimum physical female teachers' friendly attributes/determinants as cited above. Based upon this conclusion it has been recommended that EFA programs are to be seriously directed toward this issue. Also some of the recommendations in this regard, for making a comfortable situation to the female teachers are mentioned below:
  - Provisions of residence and security are essential for the female teachers in rural schools. SMC and VDC people as well as local organizations should take this responsibility. The government should support this provision.
  - Other incentives (cash/kind) also should be provided to the female teachers who wish to work in remote schools.
  - Good health post is also necessary in rural/remote places not only for the female teachers but for all. Health service should be free to the teachers and students.
  - There should be ECD center near by the school so that a female can leave her child when she is at work. Similarly physical facilities of the school should be improved so as to make the school



environment female teachers' friendly. This has been one of the main issues for a long time but it has not yet been solved.

- Provision of transportation, uniform dress and Khaja also are mentioned as the need by some female teachers to make the school environment female teachers' friendly. However the respective schools should take the responsibility of these provisions.

*Need of additional provisions for increasing the female teachers and empowering them*

6. For rural/remote schools it is very reasonable to hire local women in teaching profession. But the main problem is the shortage of local SLC graduates. Not only the government, but also other local organizations have to focus their attention to improve this situation. Secondary and higher secondary schools are to be established in those areas where the girls' participation in education is low. Also the feeder hostel has to be extended. Previous studies have shown that the existing feeder hostels need the proper management and financing.
7. There should be a provision of tutorial class in the feeder hostels for the girls in difficult subjects such as Math, Science and English. A few years back it was found that there was the provision of tutorial classes in the feeder hostel in a remote place (Jumla). A female teacher was appointed as a part time teacher for tutorial classes, however her major subject was Nepali and so she was unable to teach the above subjects. This provision though exists it is like a ritual. Concerned authorities should be very serious in this case.
8. Attract the girls from the disadvantaged family and diverse ethnicity to join a teaching profession. For this a special package of residential training should be developed (as in COPE). It is heard that 1500 female teachers have been prepared from the diverse ethnicity by TMS (NCED), Out of them only 12% have been employed, the rest are still jobless. Concerned institutions should coordinate with TMS and employ those female teachers in the rural schools.
9. Most of the female teachers are working in temporary post. Being temporary means, insecurity in the job and they are excluded from other benefits, which a permanent teacher gets. In such case, there is always a risk of quitting the job by the women. So, special efforts be made for them to make permanent as soon possible.
10. Most women teachers still think themselves as inferior professionals. As they have been grown up in a dominated society, their self-concept

has not developed widely. So, each female teacher is to be exposed to a self-assertion training to build up her confidence in the profession. Also more women are to be provided with head position in school so that they can have a major role in decision-making.

### **Long Term**

11. For many reasons, it is evidently clear that in rural/remote schools there is the need to hire local women in teaching profession. But the main problem is the shortage of local SLC graduates in one hand and unemployed trained girls on the other side. The government and other concerned organizations also have to focus their attention to improve this situation.
12. Secondary and higher secondary schools are to be established in those areas where girls' participation in education is low. Also the feeder hostels have to be extended. Along with this, as shown by the previous studies existing feeder hostels need the proper management and financing.
13. The high concentration of girls in so called easy subjects: Nepali and Social Studies makes them less important in their teaching profession. Most people think that the girls are weak in Math, Science and English. This wrong concept has to be changed. Pick - up some bright girls from the schools and encourage them to study Math, Science, English with the provision of special scholarships and train them as teachers. For this a special package should be developed.

### **Suggestions for an immediate action to make the primary school girl's friendly**

- Based upon the observations of the researchers, reviewed materials and field study, it can also be concluded that there are deficiencies in the policy implementations. For example the fulfillment of basic physical infrastructures are still lagging behind, which have made the situation of the schools less girls' and female teachers' friendly (as discussed above). Therefore to meet the commitments made by the government to accomplish the goals of gender equality at the national and global levels, many serious and concerted efforts are to be directed and operationlized in action.
- Of course, a good library, adequate instructional and sports materials, are necessary for quality education and children's physical development. Similarly provisions of Khaja, clean drinking

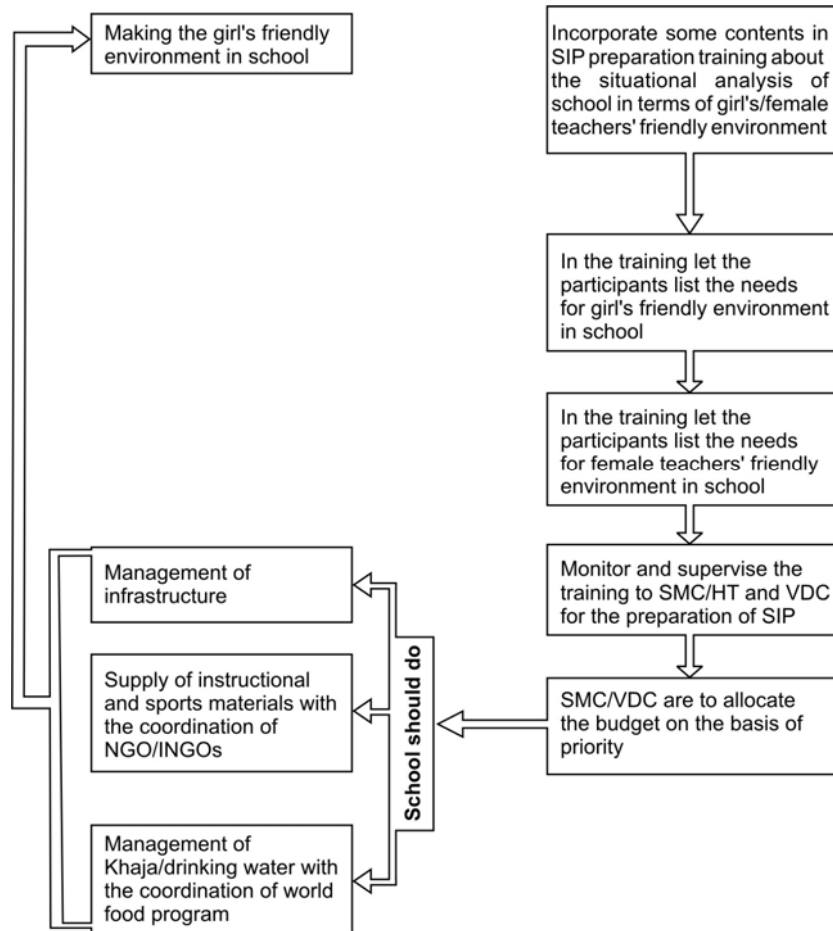
water, separate toilets, a small guidance room with a female teacher make girls comfortable in school.

- Also, the security in school is expected by most of the parents due to the conflict situation of the country. Most of the schools in rural/remote places do not have fencing. So, the concerned authorities should consider the needs of the girls as mentioned above to make the school girls' friendly.
- Grade I is a very sensitive stage of a child. A child has many wonderful dreams about the school, but when she or he enters the schools, a child finds a contrasting situation (sitting in a muddy floor probably in a dark room). Every person who works in this area, should coolly think about it and should make ways to comfort the grade I children first to build up their positive psychology in education. This might also solve the issues of welcome school program.
- Massive awareness programs on gender equality in the society should be launched, regularly in the communities in addition to the existing "Ghar Dailo" program, to change the parents' attitude towards girls' education.
- Workshop or short training on gender education should be organized frequently for teachers, SMC and VDC members and parents which will change their perspectives.
- Now the national curriculum is in the process of reform. A component on gender equity and equality should be introduced to the students as integrated subject with Social Studies. This will probably minimize the harassment to the girls in schools and the boys might not hesitate to work at home.
- As stated in the gender audit report the focal point person should be involved in all the planning and policy formulation. Similarly more females should be promoted to managerial level by 2007, so that it could make 30% females in this level in 5 years.
- It is crucial to provide opportunities of education to displaced children if the goal of "Education for All" is to be achieved. Insecurity on the way to school due to the gender based violence, the presence of armed group, force recruitment and mass kidnappings has deeply negatively impacted the lives and education of girls in conflict affected areas. This has resulted about 40,000 IDP children in nine years. To ensure that the girls have the opportunity

to be empowered through education requires the adoption of a right-based approach which means protection and education issues need to be addressed together.

- During SIP preparation training to headteachers SMC and VDC members, some contents on the need of girls' and female teachers' friendly environment in school should be incorporated. The following Action Flow chart I and Action chart II are suggested to make the girls' friendly environment in the primary schools and to address the shortage of female teachers in the rural primary schools respectively.

### Action Flow Chart - I



## Action Chart - II

| <b>Increasing the female teachers and empowering them</b>   |  |   |
|---|--|---|
| <b>Improvement in the policy</b>  | <b>Coordination with other institutions</b>  | <b>Exposure of female teachers</b>  |
| <ol style="list-style-type: none"> <li>1. Feeder hostel Improvement                             <ul style="list-style-type: none"> <li>• Extension of feeder hostel</li> <li>• Increase the stipend to the girls in FH</li> <li>• Manage the real tutorial class in the hostel with qualified teachers in Science, Math and English</li> <li>• Give an opportunity to more girls to study grades 11/12 in education</li> <li>• Make an appointment of the girls in a teaching post right after the completion of grade 12.</li> </ul> </li> <li>2. Held competitions among the female candidates only for teaching posts.</li> <li>3. Strictly avoid an appointment of a male in the post of a female teacher. If the local female candidate is not available bring a female from the near by district, with additional provisions (residence, security, incentives etc.)</li> <li>4. Provide an additional budget to schools, which have 50% or more female teachers.</li> <li>5. Coordinate with SMC or HT in the appointment of teachers.</li> <li>6. Supervise the school from time to time by trained/capable supervisors</li> </ol> | <ol style="list-style-type: none"> <li>1. Coordinate with NCED for 1500 female teachers from the diverse ethnicity and employ them where necessary</li> <li>2. Coordinate with the teacher training (Japanese) project, which has been producing 10 female teachers every year after the feeder hostel in Pokhara Kanya campus.</li> <li>3. Coordinate with NGO/INGOs who are involved for the teacher preparation.</li> </ol> | <ol style="list-style-type: none"> <li>1. Prepare a special package for an assertive training of female teachers (psychology based)</li> <li>2. Provide the head and in-charge positions to female teachers</li> <li>3. Give a moral support with encouraging words, time management and small medals.</li> </ol> |

## **Annexes**

## Annex I

### Questionnaire for DEO

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#### Part I

1. What are the ratios of boys and girls students in this district?  
Ratio of boys  
Ratio of girls
  
2. What are the provisions made particularly for girls in schools?
  
  
  
  
  
  
  
  
  
  
3. What policies are there for girls' education?
  
  
  
  
  
  
  
  
  
  
4. Are the policies being implemented accordingly?  
Yes  No
  
  
  
  
  
  
  
  
  
  
5. If no, what are the gaps, their reasons and obstacles  
- gaps seen in the implementation of policies  
- their reasons

- obstacles
- 6. How would you address the obstacles?
  - 
  - 
  - 
  -
- 7. To bring all the local girls to the school, what additional provisions have to be added in schools?
  - 
  - 
  - 
  -

Part II

- 8. What are the ratios of female and male teachers in this district?
  - Ratio of female teachers
  - Ratio of male teachers
- 9. What policies are there for the recruitment of female teachers?
- 10. Are there special provisions made for female teachers in the recruitment policy?
  - Transfer policy
  - Training policy
  - Other promotion policy



11. What are the contributions being made by the female teachers in the communities?
  - 
  - 
  - 
  -
12. What are the main contributions being made by the female teachers in schools?
  - 
  - 
  - 
  -
13. What are the reasons of a low ratio of female teachers in rural schools?
  - 
  - 
  - 
  -
14. What provisions are to be added to increase the female teachers in rural schools?
  - 
  - 
  - 
  -
15. Have you organized any teacher training in gender prospectus? If no, why ?
  -

## Questionnaire for Head teachers, SMC and VDC Members

### Part I

1. What are the provisions have you made for the girls in schools?
  - 
  -
2. Would you tell us about the benefits of those provisions?
  - 
  -
3. What problems do you have in schools?
  - in policy implementation
  - in physical management
  - in academic aspects
4. What are your current needs for making the schools girls' friendly?
  - 
  -

### Part II

5. What contributions are made by the female teachers in the schools and communities?
  - in schools:
  - in communities:
6. What are the reasons of a low ratio of female teachers in village schools?
  - 
  -
7. Where provisions/management are to be made to make the schools female teachers' friendly?
  - 
  -
8. Your suggestions other than given above
  - 
  -

## Questionnaire for Female Teachers

Schools' name: District

Teachers' name      Teaching subject

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1.      What duties have you performed other than teaching in  
        - School:  
        - Communities:
2.      What are the existing provisions made by the school for the female  
        teachers?  
  
        -  
        -  
        -
3.      Do you have problems in school? If yes what are they  
        -  
        -  
        -
4.      To make the school environment girls' friendly what provisions have  
        to be added in school?  
        -  
        -  
        -
5.      What are the reasons of a low ratio of female teachers in rural schools?  
        -  
        -  
        -
6.      What are the provisions to be added in school management to make it  
        female teachers' friendly?  
        -  
        -  
        -  
        -

## **Questionnaire (Guidelines) for FGD of Students**

District:

Schools' name

Class:

1. What incentives do you get in schools?
  - 
  - 
  - 
  -
  
2. Have you faced problems in schools and at home?
  - In schools -
  - At home -
  
3. How do female and male teachers and students behave you in the class or in the school?
  - Male teachers' behaviours
  - Female teachers' behaviours
  - Male students' behaviours
  
4. What provisions are to be added in schools to make it girls' friendly?
  - 
  - 
  - 
  -
  
5. What do you like to be in future?
  - 
  - 
  - 
  -

## **Questionnaire for Parents**

|               |               |                |
|---------------|---------------|----------------|
| District      | Parents' name | Students' name |
| Schools' name |               | Class:         |

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1. Is there any obstacle to send your daughter to school? If yes what are they?  
-  
-  
-  
-
2. What incentives does your daughter receive in school?  
-  
-  
-  
-
3. What benefits do you feel from those incentives?
4. What do you visualize the schools as good for your daughter?  
-  
-  
-  
-
5. In what ways you can help your daughter to continue her study  
-  
-  
-  
-
6. What is your expectation for your daughter's future?  
-  
-  
-  
-

## Guidelines for case study

### Type I for schooling girls

1. District:-
2. Name of the school:
3. Name of the girl:- Ethnicity:-
4. Class:-
5. Regularity:-
6. Her promotion:-
7. Helping person at home and in school:  
at home -  
  
in school -
8. Teachers' behavior towards her  
Male teachers'  
  
Female teachers'
9. Head teachers' behavior towards her
10. Boys' behavior towards her
11. Community's behavior towards her

12. Parent's behavior towards her

Mother:-

Father:-

13. Her future expectation

14. Her need other than what are at home and in school  
at home

in school

**Type II for drop-out girls**

1. Name:-

2. Class:-

3. Reasons of school dropout:-

4. Family background (what they do?)

- Mother
- Father
- Brother
- Sister

5. Teachers' behavior towards her

- Male teacher's behavior
- Female teacher's behavior
- Head teacher's behavior
- Parent's behavior

Mother-

Father-

- Community's behavior

6. Do you know some one who got an early marriage? Did it affect her study?
7. Do you know about dowry? Is it in your culture? Does it affect your study?
8. Do your parents have a conflict at home? Has it affected your study?
9. Do you have to help your parents to support your family?
10. Are you working in some places to support your family?





School Environment Observation Form

| S.N. | Areas                   | No. | Situation | Remark |
|------|-------------------------|-----|-----------|--------|
| 1.   | Building                |     |           |        |
| 2.   | Classroom size          |     |           |        |
| 3.   | Ventilation             |     |           |        |
| 4.   | Tidiness                |     |           |        |
| 5.   | Water supply            |     |           |        |
| 6.   | Toilets Common/Separate |     |           |        |
| 7.   | Rest room for girls     |     |           |        |
| 8.   | Library                 |     |           |        |
| 9.   | Teachers' room          |     |           |        |
| 10.  | Play ground             |     |           |        |

## Annex II Scenarios of visited schools

### Sceniro of Kavre District

Kavre is a hilly district which lies at the east from Kathmandu valley, the total population of this district is 385627 and literacy rate is 63.75% (Male 75.54%, Female 52.53%). Altogether there are 621 primary schools in this district and the total students enrolment is 573248 (girls 35813 and boys 37435). Three primary schools which have female teachers show the number of students, teachers and physical environment of the schools below.

Table - 3

| S.N. | Name of the schools          | No. of students | No. of teachers |       |       | No. of buildings | No. of classrooms | Environment of schools  |
|------|------------------------------|-----------------|-----------------|-------|-------|------------------|-------------------|---|
|      |                              |                 | Male            | Femal | Total |                  |                   |   |
| 1.   | Panchakanya Pri.School       | 125             | 1               | 2     | 3     | 2                | 4                 | <ul style="list-style-type: none"> <li>• 3 separate toilets with water supply (no door)</li> <li>• good ventilation</li> <li>• classroom library</li> <li>• one teachers' room</li> <li>• No play ground</li> </ul> |
| 2.   | Goshaikunda Primary School   | 75              | 1               | 4     | 5     | 1                | 3                 | <ul style="list-style-type: none"> <li>• No toilets</li> <li>• No library</li> <li>• One teachers' room</li> <li>• Playground present</li> </ul>  |
| 3    | Shree Mandali Primary school | 85              | 1               | 2     | 3     | 1                | 3                 | <ul style="list-style-type: none"> <li>• Separate toilets</li> <li>• Good ventilation</li> <li>• Library present</li> <li>• One teachers' room</li> <li>• Play ground present</li> </ul>                            |

The above table shows that there is no proper distribution of teachers in schools. Panchakanya school has 125 students but there are only 3 teachers while Goshaikunda has only 75 students but there are 5 teachers. It reveals that DEO has not managed the teachers well according to the number of students. There are still some schools which do not have toilet and play ground, like Panchakanya school does not have a playground while Goshaikunda school does not have toilets. Apparently, though Panchakanya school has a separate toilet for boys and girls, this toilet does not have the

doors. As such, the girls and female teachers have to waste time to go out far from the school for toileting everyday.

### Scenario of Dhankuta district

Dhankuta is a hilly district, and its total population is 166479 and its literacy rate is 63.98 (male 74.19, female 46.61). Total primary schools in this district are 301 and total students in the primary level are 30158 (girls 14747, boys 15411). The scenario of the sample schools as found through field visits is given in the following table.

Table - 4

| S.N. | Name of the schools               | No. of students | No. of teachers |        |       | No. of buildings | No. of classrooms | Environment of schools  |
|------|-----------------------------------|-----------------|-----------------|--------|-------|------------------|-------------------|---|
|      |                                   |                 | Male            | Female | Total |                  |                   |   |
| 1.   | Rastriya Saraswati Primary School | 62              | 1               | 4      | 4     | 1                | 7                 | <ul style="list-style-type: none"> <li>• 2 separate toilets with water</li> <li>• ventilation - ok</li> <li>• water supply - 1 tap</li> <li>• library - no</li> <li>• teachers' room - 1 but common for HT</li> <li>• play ground - ok, but not sufficient</li> </ul> |
| 2.   | Margeswari Primary School         | 410             | -               | 4      | 4     | 3                | 10                | <ul style="list-style-type: none"> <li>• 2 separate toilets with water</li> <li>• ventilation - ok</li> <li>• water supply - sufficient</li> <li>• library - no</li> <li>• teacher's room - 1</li> <li>• play ground - ok</li> </ul>                                  |
| 3    | Gokundeswar H.S.S.                | 472             | 2               | 9      | 11    | 1                | 15                | <ul style="list-style-type: none"> <li>• 2 separate toilets</li> <li>• 1 tap</li> <li>• ventilation - ok</li> <li>• library - 1</li> <li>• teacher's room - 1</li> <li>• playground - ok</li> </ul>   |

The above table reveals that though the physical environment and the presence of female teachers in the schools are not disappointing, teachers distribution do not seem to be equitable in terms of the number of students and the STR value as set by the MOES. For example, Mangeswari Primary school has 4 teachers with 400 students and Gokundeswari with 472 students has only 11 teachers.

## Scenario of Morang district

Morang is one of the terai districts in the eastern region of the country. Its total population is 843220 and the literacy rate is 56.74 % (male 66.84 %, female 46.61%). The total primary schools are 624 and total students are 124745 (girls 59321, boys 65420). The scenario of the sample schools as revealed from the field study has been presented in the following table.

Table - 5

| S.N. | Name of the schools        | No. of students | No. of teachers |        |        | No. of Building | No. of classroom | Environment of schools  |
|------|----------------------------|-----------------|-----------------|--------|--------|-----------------|------------------|---|
|      |                            |                 | Male            | Female | Total  |                 |                  |   |
| 1.   | Raghupati Primary School   | 499             | 2               | 7      | 9      | 1               | 9                | <ul style="list-style-type: none"> <li>• separate toilets - 2</li> <li>• ventilation - v. good</li> <li>• hand pump for water</li> <li>• library - no</li> <li>• teacher's room - common for HT &amp; teachers</li> <li>• play ground - good</li> </ul>                                       |
| 2.   | Bal Lower Secondary School | 602             |                 | 6      | 6      | 3               | 9                | <ul style="list-style-type: none"> <li>• 3 separate toilets</li> <li>• ventilation - v. good</li> <li>• water - hand pump</li> <li>• library - no</li> <li>• teacher's room good but common for HT</li> <li>• play ground sufficient</li> </ul>   |
| 3    | Mills Secondary School     | 782             | 2               | 1<br>2 | 1<br>4 | 5               | 15               | <ul style="list-style-type: none"> <li>• 4 separate toilets</li> <li>• sufficient hand pump water</li> <li>• ventilation - v. good</li> <li>• library - very good but not used by primary level</li> <li>• teacher's room - 1 good</li> <li>• play ground - good &amp; sufficient.</li> </ul> |

Encouragingly, the physical infrastructures in terms of the above indicators seemed to be better in this district. Similarly presence of female teachers is also encouraging. However, STR value is yet to be adjusted and lack of separate teachers' room and the access of library facilities for the primary level students has been limited.

### Scenario of Kapilvastu district

Kapilbastu is one of the Terai districts lying at the western region of the country. The total population is 481976 and its literacy rate is 41.46 (male 52.89, female 29.27) and number of primary schools in this districts are 222.

The physical environment and the presence of teachers in the sample schools have been presented in the following table.

Table - 6

| S.N. | Name of the schools      | No. of students | No. of teachers |        |       | No. of Building | No. of classroom | Environment of schools  |
|------|--------------------------|-----------------|-----------------|--------|-------|-----------------|------------------|---|
|      |                          |                 | Male            | Female | Total |                 |                  |   |
| 1.   | Mahendra Primary School  | 180             | 1               | 4      | 5     | 1               | 6                | <ul style="list-style-type: none"> <li>• good classroom</li> <li>• good ventilation</li> <li>• 2 common toilets</li> <li>• one teachers' room</li> <li>• one play ground without fence</li> <li>• no library</li> </ul>                   |
| 2.   | Kotigrams Primary School | 177             | -               | 4      | 4     | 1               | 5                | <ul style="list-style-type: none"> <li>• good ventilation</li> <li>• no furniture in the class (children sit on the floor)</li> <li>• dirty toilet without door</li> <li>• one play ground without fence</li> <li>• no library</li> </ul> |
| 3    | Rastriya Primary School  | 200             | 5               | X      | 5     | 2               | 6                | <ul style="list-style-type: none"> <li>• classrooms with dirty floor</li> <li>• window without door</li> <li>• no library</li> <li>• one play ground without fence</li> <li>• no furniture in the class</li> </ul>                        |

Lack of separate toilets, toilets having no doors and dirty ones, no furniture in the classes and wall without fence have been the features of these schools. Similarly, one school not having female teacher has also been revealed.

### Scenario of Lalitpur district

Lalitpur district is one of the districts of Kathmandu valley with the total population of 337785 and literacy rate is 78.77 % (male 80.84%, female 60.26%). There are 277 primary schools and total students are 52562 (boys 27237 and girls 25325). The scenario of the sample schools as revealed by the study has been presented below.

Table - 7

| S.N. | Name of the school             | No. of students at primary level | No. of teachers at primary level |        |       | No. of building | No. of classroom | Environment the schools   |
|------|--------------------------------|----------------------------------|----------------------------------|--------|-------|-----------------|------------------|---|
|      |                                |                                  | Male                             | Female | Total |                 |                  |   |
| 1.   | Shramik Shanti HSS             |                                  | 2                                | 4      | 6     | 3               | 10               | <ul style="list-style-type: none"> <li>- two sections in each grade I to V</li> <li>- separate toilets( shortage of water)</li> <li>- good ventilation</li> <li>- well managed library</li> <li>- big play ground with valley ball court</li> <li>- common teachers' room</li> </ul>  |
| 2.   | Shre Bageswari Primary School  |                                  | 2                                | 3      | 5     | 3               | 6                | <ul style="list-style-type: none"> <li>- class rooms are large enough but dusty</li> <li>- good ventilation</li> <li>- a small room as library but very dusty</li> <li>- a play ground very dusty and books are not managed</li> <li>- one common teachers' room</li> <li>- separate toilets(shortage of water).</li> </ul> |
| 3.   | Shree Nawa Joti primary school |                                  | 1                                | 4      | 5     | 1               | 5                | <ul style="list-style-type: none"> <li>- good classroom</li> <li>- good ventilation</li> <li>- separate toilets</li> <li>- 1 teachers room</li> <li>- 1 library and big play ground.</li> </ul>   |

Source: District development profile of Nepal 2004 (Population and literacy rate of five districts).

Shortage of water in the toilets, a very dusty classrooms (due to location of Bageswari Primary School in proximity of stone factory) and unorganized books in the library room have been the features of these schools. Meanwhile, in other two schools the physical environment have been found to not discouraging.

### **Annex III**

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