SCHOOL SECTOR REFORM PROGRAM (2009-2017)

VULNERABLE COMMUNITY DEVELOPMENT FRAMEWORK (VCDF)

GOVERNMENT OF NEPAL
MINISTRY OF EDUCATION

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Background

Nepal is a country inhabited by people of diverse social, cultural and ethnic backgrounds. The 2011 census recorded 125 different caste/ethnic groups, of which the largest group, the Chhetris, constitute 16.6% followed by Hill Brahmins (12.2%), while Dalits constitute 13.6% and Muslims 4.4%. Nepal has fifty-nine officially recognized indigenous groups, which make up 37% of the population. Further, a total of 123 different languages and 10 different religious groups have been recorded in 2011 by the national census.\(^1\)

In terms of education attainment, while Nepal has made important progress in fulfilling children’s right to education, 8% of the current school going aged population in primary (age 5-9) and about 25% in basic education (age 5-12) remain out of school. Further, in the absence of national statistics, it is difficult to show what the progress has been in the enrolment of children facing specific difficult circumstances. However, a range of studies suggest that children from vulnerable groups\(^2\) constitute the vast majority of those who still do not have access\(^3\). Moreover, the challenge confronting Nepal is not only to ensure enrolment of children from vulnerable groups but also to ensure that they are retained and able to complete a basic education cycle. Children from vulnerable groups tend to repeat more and drop out more than average. Discrimination based on caste and ethnicity, although illegal, affects children’s education and children from socially excluded groups are more likely to drop out of school because of discriminatory classroom attitudes. Regional differences in education outcomes are also recognized. Social inclusion issues are not limited to students, but also affect teachers and School Management Committees (SMCs). It is found that vulnerable groups are underrepresented in both categories.

Through various international instruments, the Government of Nepal is committed to ensuring the rights of all children to education. Some recent International Conventions and policies mentioning the right to education and language, to which Nepal as a member state has committed to are: i) the Convention on the Rights of the Child (CRC) ratified by Nepal in 1990, ii) the 1990 Justine World Conference on Education for All (EFA), iii) the Dakar Framework of Action (2000), iv) the Millennium Development Goals (2000), and v) the UN Declaration on the Rights of Indigenous Peoples, 2007. The GoN has also ratified the ILO Convention 169 on Indigenous and Tribal peoples.

The Interim Constitution of Nepal (2007) guarantees that every citizen will have right to get free education from the state up to secondary level and that each community shall have the right to get basic education in their mother tongue. The Approach Paper to the Thirteenth Plan (FY 2013/14-2015/16) of the GoN lays emphasis on expanding equal access to education at all levels and types through targeted programmes to ensure that the poor, marginalised communities and persons with disabilities have access to education, especially through scholarship provisions.

In line with the spirit of the constitution and the Interim Plan, the Education Act (2001 Seventh Amendment) and Regulations (2002) have also articulated the need for access and quality education. Education Regulations (2002) stipulate that at
Vulnerable Community Development Framework (VCDF)


2 Children from vulnerable groups designate here the children from disadvantaged and marginalised groups as mentioned in the SSRP.

3 EFA Evaluation 2009
least one woman teacher has to be in every school and at least one female member in the School Management Committee, and in the district education committee. It also stipulates the provisions for scholarships for students, for female teachers, for inclusive education etc. The Girl’s education strategy and implementation plan for gender equity development (2006) include a comprehensive implementation plan ranging from the provision of incentives for girl students to parental awareness-related activities.

Nepal has witnessed a gradual emergence of a number of ethnic and civil society organizations. As a response, the Government has formed various commissions and national federations like the Dalit Commission, the Women Commission and the National Foundation for Development of Indigenous Nationalities (NFDIN) to support the agenda of inclusion in different aspects of the country’s economy and society.

The Government of Nepal (GON) is currently implementing the School Sector Reform Program (SSRP) based on the Education for All (EFA) core document which was developed as a common document for all the Development Partners (DPs) supporting education in Nepal. The EFA 2004-2009 was a five year strategic plan supported by the GON and several DPs, and which came to an end on January 31, 2010. Between 2009 and 2014, the GoN implemented the School Sector Reform Program (SSRP), a follow-on program to EFA nationwide. This framework is prepared for Additional Financing to SSRP.

The SSRP aims to use a rights-based approach to mainstream social inclusion across most of the program components. A key policy to minimize the threshold of access to education is the provision of free basic education including cost-free services for admission, textbooks, tuition and examinations. Scholarships are provided for some of the identified vulnerable groups. Free alternative programs will be provided for students who cannot attend formal schools. Special provisions will be made to cater to the needs of public school students in the Karnali Zone, one of the poorest areas in the country. The SSRP also provides for the recognition and support of traditional modes of education (cultural and religious-based such as Gumbas, Vihar, Madrasas, Ashrams, and Gurukul) which contribute to the education of children not enrolled in the current formal education system. Social inclusion and equity prevail as major concerns across all levels of the education sector, particularly regarding the out-of-school children. The hardest group to reach is expected to be the children facing multiple exclusions due to geographical, social, ethnic, physical and economic disadvantages. These multiple exclusions require multiple efforts of inclusion. A further challenge is to ensure that interventions not only address the needs of the vulnerable groups, but also address attitudes, behavior and practices that tend to reinforce exclusion at all levels in the mainstream society.

With regards to improving equity and access in the education sector, in 2009, an external final evaluation of the GoN implemented Education for All (EFA) was finalized. According to the evaluation report, there has been considerable progress on a number of indicators regarding access and equity and substantial growth in the education system as a whole. The major lessons relevant to inclusion of marginalized and disadvantaged communities in the education system, identified through the EFA evaluation, and are listed below. The EFA evaluation mentions the conflict between having policies on free education and giving priority to vulnerable groups on the one hand; and on cost sharing in ECD and school facilities provision on the other. Accordingly, the EFA evaluation recommended:
• Developing clear guidelines on cost-sharing to allow for optimization of local resources whilst ensuring that equal access of the poorest children is not compromised.
• Developing a comprehensive policy on languages in education, as under EFA problems have sometimes arisen due to the lack of detailed plans to guide implementation of multilingual education.
• Development of a policy on inclusive education, including an analysis of the different groups of children who are currently most at risk of exclusion, in order to enhance the conceptual clarity on inclusive education and confusion between “special” and “inclusive” education.
• Sharpening and simplifying the scholarship criteria, as the different schemes and rules have been difficult to administer fairly and objectively to achieve optimal impact.
• Targeting additional funding to disadvantaged schools through SIPS for locally relevant strategies to address opportunity costs of education since schools serving the most disadvantaged communities, who are the most in need of additional resources, are likely to experience special challenges to request and get them.
• Integrating the concept of child-friendliness, gender-sensitivity and diversity into Nepal’s vision of quality education, including in teacher training and educational materials since the depth of attitudinal change required to enable a real transformation at the school level has been underestimated.
• Since the ECD, NFE and adult literacy classes have not enabled targeting of the most disadvantaged groups, there is a need to ensure full funding to these programs in disadvantaged communities, if necessary.
• Developing stronger mechanisms and criteria ensuring equity and fair representation in SMCs and PTAs and encouraging participation of disadvantaged and non-literate community members in the SIP process, because the EFA experience shows evidence that SMCs work best when they have leadership with close ties to the communities and because the best examples of SIPS have demonstrated the effectiveness of increasing the involvement of community members.

Accordingly, this VCDF, similar to the one prepared for the parent project, is prepared as a safeguard document to ensure that the SSRP, including the Additional Financing for SSRP, is implemented with sufficient attention to issues related with access, equity, quality and sustainability of education services for the vulnerable groups and that these groups are in no way affected adversely due to programme interventions. The main objective of this framework is to facilitate and reinforce the use and application of the SSRP strategies and interventions aiming to increase inclusion of the vulnerable groups in the education sector. In addition, this VCDF provides policy and procedures to screen SSRP impacts on vulnerable communities at community level and preparation and implementation of School Improvement Plan (SIP), DEP and ASIP.

**Defining Vulnerable Communities**

Nepal’s complex social structure makes it challenging to define the vulnerable communities in Nepal. The 2011 census has identified 125 different social groups in the country with 123 languages whereas the Government of Nepal (NFDIN Act) has recognized 59 different nationalities (known as Adivasi/Janajatis in Nepal) as indigenous peoples.
Further, the Nepal Federation of Indigenous Nationalities (NEFIN) 2004 has classified Adivasi/Janajati groups into five different categories while characterizing their economic and social features: (i) endangered, (ii) highly marginalized, (iii) marginalized, (iv) disadvantaged, and (v) advantaged groups. These categories are based on their population size and other socio-economic variables such as literacy, housing, land holdings, occupation, language and area of residence.

There are other groups such as Dalits, Madhesis and Muslims, residing in Nepal that are not included as indigenous group but are equally if not more vulnerable. The 2011 census has listed 15 Dalit caste groups who are economically and socially most vulnerable, underprivileged and marginalized population in the country.

Besides the caste/ethnic groups, the children who are working as domestic child labour, street children, children with physical disabilities, HIV/AIDS, conflict affected children are also living in difficult conditions and can be considered as vulnerable groups. Children of these categories need to be mainstreamed in the education sector.

Through document review, the DOE assessed level of participation in school education of the above mentioned groups examining the relevant documents and existing information in education system and concluded that while majority of these groups were integrated into mainstream into the national education system, all Dalit4 children, children with physical disabilities, girls, domestic child labour, street children, conflict affected children, and children with HIV/AIDS, endangered5 and highly marginalized6 indigenous people/groups as recognized by NEFIN, would be defined as vulnerable communities for the purpose of this SSRP.

**Relevant Policies on Vulnerable Groups**

The Interim Constitution of Nepal 2007 commits the government for the protection and development of indigenous peoples. For the welfare of Adivasi/Janajati, the government set up a National Committee for Development of Nationalities in 1997. The parliament passed a bill in 2002 for the formation of ‘National Foundation for the Development of Indigenous Nationalities,’ which came into existence in 2003 replacing the previous committee. This foundation has been working for the preservation of the languages, cultures and empowerment of the marginalized ethnic nationalities.

National Dalit Commission and National Women Commission have been working to protect rights of Dalits and women respectively. These commissions have also been supporting for the policy formulation process. The Interim Constitution of Nepal has also included a provision for positive discrimination to Dalits, women and people with disabilities.

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4 Hill Dalit: Gandharba (Gaine), Puriyar (Damai, Dargee, Suchikar, Nagarchee, Dholee, Hudke), Badi, Bishwokarma (Kami, Lohar, Sunar, Od, Chunandra, Parki, Tamata), Sarki (Mijar, Charmakar, Bhoool); Terai Dalit: Kalar, Kakaihiya, Kori, Khatik, Khatwe (Mandal, Khang), Chamar (Ram, Mochi, Harijan, Ravidas), Chidimar, Dom (Marik), Tatma (Tanti, Das), Dushadh (Pawswan, Hajara), Dhobi (Rajak) Hindu, Patharkatta, Pasi, Bantar, Mushar, Mestar (Halkhor), Sarbang (Sarbariya)

5 Santhal, Jhagad, Chepang, Thami, Majhi, Bote, Dhanuk (Rajbanshi), Lhomi (Singawa), Thudamba, Siyar (Chumbha), Baramu, Danuwar, Badi, Mushahar, Dom, Dusad,

6 Bankaria, Kusunda, Kushbadia, Raute, Surel, Hayu, Raji, Kisan, Lepcha and Meche
The Approach Paper to the Thirteenth Plan (FY 2013/14-2015/16) includes following policies for inclusive development of Adivasi/Janajati and other disadvantaged groups: (i) implementing targeted programs to raise the status of the vulnerable groups; (ii) promote participation of targeted groups through positive discrimination and reservation; (iii) launch social awareness and capacity building programs as part of a campaign for empowerment; and (iv) emphasize the protection, promotion and advancement of traditional skills, languages and cultures.

Further, the NFDIN Act 2002, National Human Rights Action Plan 2005, Environmental Act 1997 and Forest Act 1993, have also emphasized protection and promotion of indigenous people’s knowledge and cultural heritage. Additionally, in 1999, Local Self-Governance Act was enacted to give more power to the local political bodies, including authority to promote, preserve and protect the IP’s language, religion, culture and their welfare.

**Objectives of the Vulnerable Group Development Framework**

The SSRP is the continuation of the ongoing programme such as Education for All (EFA), secondary education support programme, community school support programme and Teacher Education Project. A separate Vulnerable Community Development Plan (VCDF) was prepared for planning and implementing the specific intervention for vulnerable people including Dalits, Janajatis, disabled, under EFA. Building upon the lesson learnt and gains made in the sector SSRP has put forward special reform initiatives emphasizing on the access of the out-of-school population has guaranteed learning of all children by raising efficiency and enhancing effectiveness in the delivery of services in the education system. Key policy goals and values such as to right to education, gender parity, inclusion and equity have guided the plan preparation process and have been integrated as strategic interventions in the plan (see matrix 1 for details).

This VCDF is prepared to ensure better distribution of program benefits across all groups, and in particular to identify and ensure that the most vulnerable groups in the country benefit from the implementation of the program. Further, one of the expected outcomes of the program is that there is evidence of mainstreaming of vulnerable groups in the education sector. Accordingly, this VCDF is in-line with the national policies/strategies relating to disadvantaged groups, including the indigenous people and IDA’s OP/BP 4.10 on Indigenous Peoples.

The principal objectives of the VCDF are to:

(i). Ensure the participation of the vulnerable groups in the entire process of preparation, implementation, and monitoring of SSRP interventions;

(ii) Define the institutional arrangement for screening of impacts on vulnerable groups, preparation and implementation of SIP in schools; and

(iii) Outline the monitoring and evaluation process.
Specific Procedures for Preparation of SIP

A guideline for preparation of SIP under EFA was updated under the parent project to reflect the interventions proposed under SSRP for the vulnerable groups. This section provides detailed procedures to be followed during the assessment of impacts on vulnerable groups, need assessment, and preparation of SIP to ensure additional intervention within SSRP. It will be ensured that vulnerable communities are informed, consulted and are ensured participation in the entire SSR plan implementation cycle. The following methods can be used for vulnerable community identification and planning:

**Social Mapping:** The SMC will undertake social mapping of the school catchment area. The social mapping will prepare a sketch map of the area with distribution of households, number of schools located in the vicinity and approximate number of children out of school with record on drop out (if any). The process will also identify the demographic details of school age children with disaggregated information on vulnerable groups.

**Household survey:** The SMC with the help of Parent Teacher Association (PTA) will carry out the household survey to collect the detailed inventory of the vulnerable children identified during the social mapping process. The detailed inventory will identify the total number of children out of school, reason behind it, possible alternatives for increasing the school enrollment and sustainability of education services. The activity will be completed using the EMIS/C-EMIS survey form.

**Use of EMIS:** Information collected from the social mapping and household survey will be entered into the EMIS to generate information for the preparation of SIP. Based on the need assessment and report of EMIS, the SMC will develop appropriate intervention measures and enhancement activities for vulnerable groups. In case of limited intervention, specific actions for vulnerable group will be spelled out in SIP within their regular intervention activities. If the need assessment identifies extra activities required for the development of vulnerable group beyond the capacity of SMC, additional section will be added in the SIP to enhance distribution of program benefits and promote the development of vulnerable communities.

**Preparation of SIP**

The SIP will consist of a number of activities and include mitigation measures of the potential impacts through additional resource arrangements and alternative actions to enhance distribution of SSRP benefits to vulnerable groups. If enhancing the school’s infrastructure within the program period requires land-taking belonging to vulnerable groups including indigenous communities, the DEO will ensure that their rights will not be violated and that they will be compensated for the use of any part of their land in a manner that is culturally acceptable to them. The compensation measures will follow the existing practices within the community as per the Land Acquisition Framework prepared under the SSRP.

The outline of SIP includes statement of SSRP objectives and strategies as background, with (i) intervention activities related to the SSRP, (ii) findings of EMIS analysis with disaggregated information, (iii) consultation and disclosure initiatives, (iv) need assessment of vulnerable community, (iv) activities proposed under stipulated SSRP intervention, (v) alternative/additional intervention not covered by SSRP intervention that are related to vulnerable groups, (vi) linkages of alternatives with sources of funding other than SSRP, and (vii) resource requirements for
Consultation, Participation and Disclosure

The SSRP has been prepared by the MoE based on the School Sector Reform Core Document and feedback received from stakeholder consultations conducted at different levels across the country. Based on the core document, consultations were carried out extensively through coordination committees constituted at the central, regional and district levels. Workshops were conducted at the central and regional levels inviting all stakeholders including educationists, NGOs, lawmakers, organisations representing child welfare, Indigenous peoples and representatives from women's groups. Intensive consultations were also carried out at the DEO-level and school-level involving political parties, SMCs, VDCs, NGOs, teacher’s union, PTA etc.

Further, during project implementation, the DoE will also disclose and hold consultations with the relevant stakeholders at the central level prior to finalizing the Annual Strategic Implementation Plan (ASIP). Consultations will also be organized at the district level before finalizing the District Education Plans (DEPs).

During the preparation of the parent project, this VCDF was prepared in consultation with organizations representing dalits, women, indigenous people and the disabled. Specifically, the organizations consulted with were: the National Dalit Commission, National Women Commission, National Foundation for Development of Indigenous Nationalities, National Federation for Indigenous Nationalities and the National Federation for Disable People with Disabilities.

At village level, public consultation and information dissemination/campaign will be carried out in each of the school catchments area to disseminate information about SSRP to local communities. Participation of vulnerable communities as well as other stakeholders will be ensured throughout the period. SMC, PTA, VDC, students, teachers, and parents may be used to facilitate this process.

Information dissemination will be conducted through posters and pamphlets, public consultation meetings, focus group discussions, information campaigns, and frequent interaction with vulnerable communities. Further, the vulnerable groups will be provided with relevant SSRP information in language(s) and in manner suitable to them. Details of all public consultation meetings with dates, names of the participants, location and information provided will be documented.

In order to ensure that the SIP has incorporated concerns raised locally and measures to minimize adverse impacts (if any) and enhance the SSRP benefits, the SIP will be finalized only after the final consultation with representatives of vulnerable groups has been organized. The draft SIP will be discussed and finalized in the joint meeting of SMC and PTA. The SMC meeting will approve the SIP, send it to DEO with the recommendation of Resource Person (RP) for review and funding. Copies of the SIP will be placed at school in an area that is accessible to the public. A summary of relevant information from the SIP (number of scholarships planned, assistances, timing of scholarship distribution, selection criteria, alternative measures for improving project
Vulnerable Community Development Framework (VCDF) benefits to vulnerable groups, etc.) will be made available to vulnerable groups as leaflets in local language.
In order to comply with IDA’s OP/BP 4.10, the VCDF will be used to facilitate consultations specifically with IP groups. While the GON has held national level consultations with leaders of IP groups on both the primary program document of the SSRP, and more specifically on safeguards related documentation, such as, the VCDF. Till date, the GON has invited organizations that represent these special vulnerable groups, for example, dalit organizations, women’s organizations, organizations representing indigenous peoples, and organizations representing differently-abled individuals, to attend review meetings held twice a year during the SSRP implementation. Moving forward with SSRP, the GON will: (i) set aside one session during the major review missions to gauge progress on the key issues of inclusion of vulnerable groups and this meeting will be organized by the specific groups in questions; (ii) hold bi-annual consultations with representatives of these special groups both at the center and at the district levels; (iii) include at least one district visit during the Joint Consultative Mission to specifically allow for consultations with IPs and vulnerable groups; and (iv) enhance the monitoring and evaluation specifically to evaluate the impacts of the program on IPs and other vulnerable groups in the country while being cognizant of the enormous diversity in the country. With regards to IPs specifically, the EMIS will begin to categorize IPs into three sub-groups and these include: (i) Endangered IPs, (ii) highly marginalized IPs, and (iii) other IPs. This will permit the monitoring of the effectiveness of the program in bringing the most marginalized groups.

**Institutional Arrangement**

The MoE and DoE are the central level government institutions responsible for planning, implementing and monitoring all program interventions under the SSRP. The MoE is chiefly responsible for making higher level policy decisions, with the DoE is the main executing agency. Further, the Education Policy Committee (EPC) at the Ministry level will look after policy harmonization and coordination.

**Monitoring and Evaluation**

The information required for the monitoring of interventions relating to vulnerable groups will be carried out through the EMIS. The EMIS will capture and analyse data on social groups disaggregated by type of vulnerability. The analysis will be done at the district level to feed into the preparation of the consolidated report on education performance at the district level in the DEP, and annual ASIP.

**Budget**

All the cost required to implement the specific interventions under SSRP for vulnerable groups will be incorporated in the SIP for funding. The SIP will include detailed cost
This will also be in compliance with the Asian Development Bank’s policy on IPS estimates and indicate source of funds for the required activities. However, the administrative costs for social mapping, need assessment, and preparation of SIP will be borne by SMC.
Matrix 1: Major Targets, Key Issues, Mitigation Measures and Residual Risks for Vulnerable Groups

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<tr>
<th>S. N</th>
<th>Priority Interventions</th>
<th>Targets/Key Results</th>
<th>Description of key issues</th>
<th>Mitigation Measures</th>
<th>Rating of residual risk</th>
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</table>
| 1.   | Scholarships            | ▪ All students of Dalit community, all girl students of Karnali Zone and 50% of girls in the country; 17,500 students with disabilities; 175 children of martyrs’ family | ▪ Not all vulnerable children are eligible for scholarships; in particular out-of-school children are not targeted.  
▪ Funds are insufficient for children facing multiple exclusions. The quota system, especially 50% girls, does not match a needs assessment.  
▪ Some schools have not delivered the stipulated rates and some use the scholarship money for other purposes.  
▪ Guidelines for distribution of scholarships for girls do not target the most vulnerable. | ▪ Awareness raising of target groups on their rights and eligibility in time. Allocation of funds in the SIPs based on school mapping, needs assessment and EMIS  
▪ Sustained improvement in the monitoring mechanism and effective enforcement.  
▪ Guidelines for distribution of scholarships in schools need to be better targeted. | Low |
| 2.   | Implementation of Multi-lingual Education (MLE) in schools | ▪ MLE implemented in 7,500 schools.  
▪ A comprehensive MLE framework will be developed at the national level and it will be implemented gradually in schools through DEOs. | ▪ Choice of language is a politically sensitive issue in areas with several different Mother Tongues, and is subject to SMC capacity to choose.  
▪ Lack of awareness among parents about the importance of children learning in their Mother Tongue.  
▪ Practices vary in teaching a student’s Mother Tongue as a subject or using it for a medium of instruction.  
▪ Currently, there is limited supply of teachers currently capable of teaching MLE.  
▪ Currently a comprehensive MLE framework is not available. | ▪ Provide clear guidelines for deciding on which languages are to be taught and build SMC’s capacity to make the choice.  
▪ Awareness campaigns on the fact that Mother Tongue instruction enhances learning, directed to different stakeholders including teachers, students and parents.  
▪ Develop specific teacher training modules on MLE and ensure that teachers are trained.  
▪ Develop a comprehensive MLE framework at the national level and implement it gradually in schools through DEOs, as planned. | Moderate |

1 Targets are based on SSR Plan 2009-2017.
2 The overall risk factors may aggravate in future if the political instability and disturbances continue and deteriorate further in the years ahead.
## Vulnerable Community Development Framework (VCDF)

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<th>3.</th>
<th>School Curriculum development in local subjects and languages</th>
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<td>- 95 learning facilitation materials produced in different languages.</td>
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<td>- Currently, there are some issues with timely distribution of textbooks to schools.</td>
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<td>- SMCs may not have the capacity to develop local curriculums</td>
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<td></td>
<td>- Enhance capacity and expertise of CDC in developing appropriate materials in line with the updated NCF.</td>
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<td>- Ensure timely delivery of appropriate language learning facilitation materials to schools.</td>
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<td>- CDC will develop guidelines for curriculum development and the DEO will mobilize local experts.</td>
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<th>4.</th>
<th>NFE/post-literacy programs through Alternative/Flexible Education Program</th>
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<td>- 1050 CLCs established.</td>
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<td>- About 700,000 youths and adults attain life skills through literacy and continuing education.</td>
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<td>- Ensuring availability of timely, adequate funds from DOE to make it free.</td>
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<td>- Much dependency on local government, INGOs, CBOs and other partners to identify the diverse needs of the target groups based on school mapping.</td>
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<td>- Current high dropouts of the children.</td>
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<td>- Making NFE/post-literacy programs locally appropriate and relevant to diverse local needs, including language and cultures.</td>
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<td>- NFEC will provide a National Framework for Implementation.</td>
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<td>- Locally developed programs must be approved by NFEC for certification and accreditation purposes.</td>
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<td>- Ensure quality of the programs with technical support provided by DOE and NFEC.</td>
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<td>- Introduction of Mother Tongue literacy courses in local languages, with local curriculums.</td>
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<td>- Ensure availability of teachers with the capacity to teach in local languages.</td>
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<th>5.</th>
<th>Teacher Development and management</th>
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<td>- 750 master trainers trained for refresher training.</td>
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<td>- 7,000 teacher candidates from disadvantaged groups complete preparatory courses</td>
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<td>- Inadequate teachers from socially disadvantaged groups including females.</td>
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<td>- Existing teachers from disadvantaged groups may not have the qualifications to meet the upgraded eligibility criteria for their current positions and for being head teachers.</td>
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<td>- Directions on affirmative actions taken to increase teachers from socially disadvantaged groups including females need to be specified.</td>
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<td>- Ensure participation of disadvantaged groups in courses to upgrade existing qualifications.</td>
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<th>6.</th>
<th>Institutional Arrangements to ensure inclusion of vulnerable groups (as per</th>
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<td>- Capacity of the institutions at all levels enhanced (Currently there are inclusion section and gender and equity section at DoE).</td>
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<td>- Low levels of awareness at the district and school level on provisions and guidelines for vulnerable groups.</td>
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<td>- Weak coordination between different departments and sections focusing on vulnerable groups, at</td>
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<td>- Update implementation manuals and guidelines as per provisions made for vulnerable groups in SSRP.</td>
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<td>- Increase capacity of SMCs, DEOs,</td>
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### Vulnerable Community Development Framework (VCDF)

| VCDF) | central and district level. | and Resources Centers for inclusion of vulnerable groups, and run awareness campaigns.  
- Enhance coordination between the Inclusive Education Section, the Gender & Equity Section and NFE Department in the DOE and DEO.  
- Enhance coordination between the center and the district. |
|---|---|---|
| 7. Monitoring and Evaluation (M&E) | - M&E system designed to track key results for vulnerable groups, consistent to broad goals, objectives and targets of SSRP.  
- Certain vulnerable groups are not being tracked by the EMIS.  
- Poor capacity of SMCs to provide data for EMIS.  
- Disaggregate EMIS data further to track specific vulnerable groups.  
- Enhance local capacity for capturing disaggregated data, including both physical and human resource support. | Low |
Annex 1. Policies in Addressing the Educational Needs Of Vulnerable Groups

1. GON Policies

The Interim Constitution of Nepal (2007) guarantees the basic rights of children such as health, education, nutrition, childcare and protection. Article 17 states that every community shall have the right to get the basic education in its own mother tongue and every citizen will have right to get free education up to the secondary level from the state. The Approach Paper to the Thirteenth Plan (FY 2013/14) includes following policies for inclusive development of Adivasi/Janajati and other disadvantaged groups: (i) implementing targeted programs to raise the status of the vulnerable groups; (ii) promote participation of targeted groups through positive discrimination and reservation; (iii) launch social awareness and capacity building programs as part of a campaign for empowerment; and (iv) emphasize the protection, promotion and advancement of traditional skills, languages and cultures. In line with the spirit of the constitution, the Education Regulations (2002) also stipulates that at least one woman teacher has to be a member of the school management committee, and the district education committee. It also spells out about the provision of scholarship for students, female teachers, provision of inclusive education etc.

1.1 GON Reservation Policy

Following the amended Civil Service Act 2007, the 45 percent reservation policy for the disadvantaged groups (women, Dalits, Janajatis, Madhesis, others) invokes to enforce the provision within MoE in coordination with the Ministry of General Administration. MoE in this context will increase women gazetted officers at the MoE, DoE and DEO including those from Dalit, Janajati and other underrepresented groups. For making such reservation policy in teacher recruitment, Teacher Service Commission Regulations and other appropriate legislation need to be amended which will provide the way for the recruitment of female teachers and teachers from disadvantaged social groups in vacant positions.

2. International Policies/ Conventions on Language

Some of the recent international (United Nations) Conventions / policies mentioning the right to education and language to which Nepal as member state has shown its commitments are: i) the 1990 Jomtien World Conference on Education for All (EFA) ii) Dakar Framework of Action 2000 iii) the Millennium Development Goals 2000, and iv) the UN Declaration on the Rights of Indigenous Peoples 2007. The GON is also signatory of ILO Convention on Indigenous and Tribal peoples which mandates that all children have rights to education in their mother tongue (Art. 27 and 28).

2.2 Progresses

2.2.1 Access and Inclusion
Basic level education (grade 1 to 5) is free in Nepal in government funded educational institutions. In 2014, the total enrolment in primary education was estimated at 4.3 million including the private sector institutions. The total numbers of primary schools in the country are reported to be 34,335 (Flash I, 2071). Despite considerable expansion in the number of primary schools, there are many villages in remote areas where new schools are yet to be constructed.

The five year EFA program implemented during 2004-2009 has made considerable achievements in addressing multiple issues related with access and inclusive education targeting the disadvantaged communities. There are evidences that Nepal has achieved considerable progress on a number of key education indicators during the period of EFA implementation which duly emphasized on the education of marginalized groups. A report indicates that after EFA program primary school enrolment rose from 3.85 million learners in 2001 to 4.5 million in 2006 of which 48.1 percent were girls (ASIP, 2007/08). The EFA Joint Evaluation Study (Norad 2009) reports that total enrolment further increased to 4.78 million in 2008 with a marked rise in the figure of girls’ enrolment than that of boys between the years 2003 and 2008.

Net Enrolment Rate (NER) at primary level increased from 83.5 percent in 2003 to 91.9 percent in 2008 while the Gross Enrolment Rate (GER) also grew markedly from 126 percent to 145 percent during the same period, as many children of under and over age group suddenly joined schools followed by intensive campaigns and awareness raising about children’s education. Not only has the growth occurred in absolute figures for the children of primary level education but also in enrolment rates and gender parity index. Higher growth in net enrolment of girls (90.4%) in 2008 as compared to 2003 (77.5%) and 10 percentage point rise in GPI between 2003 and 2008 are definitely encouraging.

The available Flash data indicates that the enrolment of two major target groups i.e Dalits and Janajatis has gone up substantially with GPI remaining at par with general trend. In case of Janajatis the enrolment figures increased from less than one million to almost 2 million in 5 years, with near gender parity. Similarly, enrolment of Dalits at primary level also increased from 0.6 million in 2003 to a high of 0.97 million in 2008.

**The Non Formal Education (NFE) system** has been recognized crucial in reaching the target groups which constitute mostly the adults of 15 to 60 years of age and 6 to 14 years of age children under alternative/ flexible education system. Current literacy initiatives of NFE comprise programs for basic neo/ post literacy and income generating activities with particular focus on women through 805 Community Learning Centres (CLCs) established in different districts. NFE programs are implemented by DEO in the districts in coordination with Community Managed Centres, local communities, INGOs. GoN has aimed at eradicating illiteracy in two year’s time by 2010 demonstrating a strong political commitment to literacy and non formal education targeting the excluded groups which

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constitute around 8 percent of the total population. The scale of NFE interventions has varied across districts with some districts performing very well than others for different reasons. The NFE courses have also been implemented aiming to meet the diversity needs of the adults taking care of language, culture, vocational skills and economic needs of the target groups.

During EFA 2004-2009 significant progress is achieved in the recruitment of teachers (permanent positions keeping constant but increasing rahat positions). In 2004 in community managed schools (CMCs) there were 70555 teachers of whom only 16560 were female. In 2008, the number of teachers increased to 108,453 of whom 35560 were female which contributed to increased female teacher per school figuring 1.8 (Norad, EFA Joint Evaluation 2009).

Under the special needs education the DOE is providing education to four types of disabled children. There are 28 schools with 340 resource classes in 74 districts through which the special educations are provided. As an incentive to the students, scholarships amounting from Rs 500 to Rs 15000 are provided annually per student with additional facilities on case to case basis. The total number of disabled children enrolled in all grades (1 to 10) is estimated to be about 62,000 in the year 2007/08.

DOE since last 3 years has started providing supports for the education of street children and about 200 children have been able to access the service in 5 districts viz Sunsari, Kathmandu, Kaski, Banke and Rupandehi at present. The DEOs have implemented the programme in coordination with seven district based NGOs, 3 of which are in Kathmandu district but these programs are limited to accommodate the growing number of street children in the country.

2.2.2 Mother Tongue Education

Progress in multilingual education system remains quite impressive although much more needs to be done to improve and expand the same at the national level. In total there are 16 languages which have been used as the medium of instruction with class room teaching learning activities at primary level. Out of total 28304 schools, multilingual education is reported to have been practiced in 26.7 percent schools (Flash I: 2007-08).

DOE has also piloted education on mother tongue based on local language and teaching methods/ instruments with support from FinnishTechnical Assistance. Currently, these are limited to six pilot districts viz Rasuwa (Tamang language), Palpa (Magar language), Kanchanpurl (Rana Tharu language), Dhankuta (Aath Pahariya Rai language), Sunsari and Jhapa (multilingual). The impacts of the education in these districts are yet to be assessed and expanded. The MLE has also been implemented in three SSRP pilot districts (Rasuwa, Kapilbastu and Dadeldhura) of which Rasuwa is a common districts for both pilot cases.

2.2.3 Scholarships and Incentives
Allocation of scholarships and incentives to the vulnerable groups viz girls, Dalits, disadvantaged Janajatis, poor, disabled etc is a major strategic intervention of EFA program to increase access to a wider group of people in the country. The program aims to provide scholarship to all Dalits and 50 percent of girls in each district at the rate of Rs 350 per annum (which was Rs 250 before). Similarly, scholarships to disabled children range from 500 to 15000 per annum subject to additional incentive for extra costs of care and education. School feeding and nutrition programs are also launched in number of places by the support of World Food Program (WFP) which include distribution of vegetable oil scheme and various local schemes like providing morning or lunch time meal or snacks to students.

2.3 Lessons Learned from EFA 2004-2009

The EFA implementation over the period 2004-2009 marks important milestone in setting the proper direction and goal in Nepal’s education sector and the lessons learnt during this period could be useful to be considered in design and implementation of SSR Plan in the coming years. Summary of the key lessons learnt are as follows (EFA Evaluation, 2009):

- Incentives like free textbooks and scholarships have seemingly had a significant impact on access of vulnerable groups such as girls, Dalits and disadvantaged Janajatis. In poorest communities, incentives like provision of snacks or meal have proved to be very effective.
- There are feedbacks that the potentiality and need for schools to include a large number of disabled children from their catchment areas are quite high which are yet to be reached through effective mechanism.
- Social mobilization and campaigns encompassing advocacy on right to education, free education along with different types of incentives to different groups have been found effective.
- Partnerships in inclusive education seem possible with increasing roles and responsibilities borne by VDCs, SMCs/ PTAs, NGOs and other agencies supporting for inclusive education.
- VDCs in many places have supported the implementation of ECD centres whereas the SMCs are taking more management responsibilities.
- There have been good achievements, especially in reaching a large number of target groups through programs like ECD, NFE and Adult Literacy.
- An inclusive culture with growing sense of responsibilities among teachers, students, parents have been observed. Also there are less discriminating practices among children of Dalits and disadvantaged groups.
- School environments, both psychological and physical, are getting better becoming more safe and friendly, especially for female students and teachers.
- Regarding SMC’s performances the variations are quite striking. SMCs seem to be working very well when they have leadership with close ties to the communities.
The management transfer of schools to communities to become SMCs have generally had positive outcomes. However, efforts to prepare SMC members, Head Teachers, and even district level staff in line of decentralization have been patchy.

Some VDCs have allocated significant proportions of their budget to help primary schools to accomplish their activities every year.