

**A Study on
Internal Efficiency of Primary Education**

FINAL REPORT

Submitted to

Government of Nepal

Ministry of Education

Department of Education

Research and Information Management Section

Sanothimi, Bhaktapur

Nepal

Submitted by

National Environment and Health Study Center

&

Gorakhakali Manakamana Study and Research Center

Sanothimi, Bhaktapur

Nepal

July 2010

Acknowledgement

National Environment and Health Study Centre (NSCEH) / Gorakhakali Manakamana Study and Research Centre (GMSRC), Sanothimi, Bhaktapur would like to express its sincere appreciation to the Government of Nepal, Ministry of Education, Department of Education for assigning the responsibility of conducting “A Study on Internal Efficiency of Primary Education”. NSCEH/GMSRC, Sanothimi, Bhaktapur is grateful to Mr. Haribol Khanal, Director General, Mr. Khagaraj Baral, Dilliram Rimal and Hari Prasad Basyal Directors, Mr. Babu Ram Poudel, Deputy Director, Mr. Dipendra Subedi, Section Office and their section of Department of Education, District Education Officers and their colleagues; Dhankuta, Rasuwa, Rupandehi, Banke and Baitadi for providing us important information, inputs and also their kind co-operation during the preparation of this study.

This study is the outcome of the team efforts of the research team involved in NSCEH/GMSRC, Sanothimi, Bhaktapur. This study would not have been accomplished without the painstaking and excellent job performed by the data management specialist and field supervisors. Thus, NSCEH/GMSRC, Sanothimi, Bhaktapur would like to express its gratitude to all the individuals who are associated, directly or indirectly, to the present study. Similarly, special thanks go to Mr. Shankar Thapa for his contribution in terms of technical support for report development and finalization of this study.

The study team of NSCEH/GMSRC, Sanothimi, Bhaktapur acknowledges cooperation from all the head teachers, teachers, and representatives from related SMC/PTA of the sample schools covered by this study for their valuable support in furnishing necessary data of their respective schools. The team is also grateful to the District Education Offices, School Supervisors and Resource Persons of the sample districts for their continuous support in undertaking the field work. Thanks are also due to all the field researchers who conducted cluster level focal group discussion and visited districts and schools for the collection of the data.

Dr. Madhab Adhikari
Chairman and Team Leader
NSCEH/ GMSRC, Sanothimi, Bhaktapur
July 2010

Study Team

- | | | |
|-----|-----------------------------|--------------------|
| 1. | Dr. Madhab Adhikari | Team Leader |
| 2. | Ms. Nanda Tamrakar | Coordinator |
| 3. | Dr. Mukunda Prasad Gajurel | Statistics Expert |
| 4. | Dr. Bhupendra Hada | Education Expert |
| 5. | Mr. Dhruva Bahadur Shrestha | Researcher |
| 6. | Mr. Megh Nath Pokharel | Researcher |
| 7. | Mr. Padam Bhattarai | Researcher |
| 8. | Mr. Madhab Lamichhane | Researcher |
| 9. | Mr. Krishna Adhikari | Research Assistant |
| 10. | Mr. Shekhar Nepal | Research Assistant |
| 11. | Mr. Prashuchan Pokharel | Research Assistant |
| 12. | Mr. Krishna Shrestha | Computer Expert |

EXECUTIVE SUMMARY

This study is the most appropriate in the context of present educational scenario, especially focusing in the internal efficiency and the achievement of the primary education both in student and institution or system levels in the country. It has been almost three decades since Nepal started educational development with the involvement of external assistance in the various aspects of the primary education by making the provisions of financial and technical resources. In this context, various initiatives in the name of school education projects and programme were implemented. Mainly, the most successful projects and programme are the “Education for Rural Development (ERD)” project popular in the name of SETI started in the 1980s, “Primary Education Project (PEP)” started in 1983, “Basic and Primary Education Project (BPEP)” started in 1992, “Basic and Primary Education Programme (BPEP II)” (after the completion of first phase of BPEP the second phase of BPEP was converted to program approach and managed under the direct administration of the regular structure of the Ministry of Education and Sports). Likewise, Primary Education Development Project (PEDP) and Secondary Education Development Project (SEDP) also worked in the field of primary, lower secondary and secondary education. These projects and programme made several changes in primary education like decentralization, community mobilization, and so on.

As the foundation for basic and primary education has been provided by BPEP II and previous projects, the EFA 2004-2009 has initiated with the foundation and lessons learned from past experiences. There has been significant progress in access to primary education as the Net Enrolment Rate (NER) of 93.7% in 2009 compared to 81% in 2001 clearly indicates. Similarly, the cycle completion rate has improved from 42% in 1998 to 67% in 2009, and the dropout rate in grade one has been reduced from 19.2% in 1998 to 6.5% in 2009. Despite these accomplishments, however, there was a lot of room for further improvement and many areas within the basic and primary education sub-sector need a more concerted effort through focused and targeted programmes and policies. For example, based on the Flash Report I, 2009-010 about 6.3% of children of school-going age were not attending primary schools, 21% of primary teachers in the community schools were yet to receive full training, the repetition rate for grade one was 26.5%, the survival rate to grade 5 was 77.9%, and the Gross Enrolment Rate (GER) for early childhood was only 66.2%.

Similarly, as the implementation of EFA 2004-09 has been a remarkable experience for the Ministry of Education (MOE), the MOE has made visible gains in providing a foundation for moving from the EFA sub-sector to the School Sector Reform Programme. The innovative work done during the EFA implementation has been instrumental in raising children's participation in schools and ensuring the provisions for quality imperatives. Encouraged by these achievements, the Government has decided to enter into a new phase of programme implementation. The School Sector Reform is a response to the aspirations of the people and to the emerging challenges the education system of Nepal is facing.

It is, therefore, necessary to examine the internal efficiency of the students and system of the primary education as well. In this context, it is reasonable to expect the present students to demonstrate good performance as a result of improved inputs, which will help to mobilize the educational inputs more effectively and efficiently.

In spite of policy and planning documents, especially SSRP, to ensure right to education for all children, the government should identify the characteristics of the children enrolled in primary education and their further progresses based on internal efficiency at students and system level through not only achievement with respect to coverage, retention, promotion rate, repetition rate, drop-out rate, and transition rate but also other important indicators of internal efficiency: input/output ratio, input per graduate, average duration of study on account of graduate and drop-outs, proportion of total wastage spent on account of drop-outs and repeaters, and cohort survival rates need to be considered.

Therefore, an attempt has been made in the present proposed study to compute all these indicators to see the situations of internal efficiency at primary education. For this, the study tries to answer the following crucial questions:

1. Who are the enrolled children at primary level (by gender, Dalit and Janajati) in a cohort of the school year 2062?
2. How many are they?
3. How are they making progress?
4. How do we track them in a given cohort?
5. How do we identify these groups by data?
6. What are the reasons of inefficiencies?
7. What measures should be taken to solve the inefficiencies?

Major finding of the study

These findings are based on the analysis of the questionnaires responses made by teachers, students, parents and the details survey of the individual students. Basically, the findings covered the areas of students detail situations, their flow (Promotion, Repetition and Drop out), different factors related to the schools and family of the students.

1. The total number of new children enrolled in grade 1 cohort in the school year 2062 was 770 of these 379 girls and 391 boys.
2. Overall, 49.6% girls, 11.9% Dalit and 39.1% are Janajati student were enrolled in the same cohort. The shares of girls, Dalit and Janajati students are almost similar to the share of these students presented in the Flash I, Report 2066,
3. Among the five districts Rupandehi, Banke and Dhankuta districts show the highest share (more than 50%) of girls, whereas the highest share of Dalit and Janajati student is found in Rasuwa, Rupandehi and Dhankuta districts,
4. Out of total students in grade in the school year 2062; there were 6.4% students are under 5 years, 15.0% are 5 years, 30.5% are 6 years, 21.4% are 7 years and 26.7% are above 7 years age group.
5. Compared to the average of total in 5 districts and total of each district, it shows that the highest share of correct years (5 years age group) age group student in grade 1 is recorded in Rasuwa district and the lowest one is in Rupandehi district,
6. The analysis indicates that, there might be some confusion to maintain the age group wise records at the school level and parents' level as well.
7. The most considerable aspect of the Internal Efficiency at primary level is the higher percentage of student with 7 years (21.4%) and more than 7 years (23.9%) age group children enrolled in grade 1 as the new cohort of the students, that indicates more repetition and drop out from the school system.
8. Among the 5 districts Dhankuta and Rupandehi districts have more mother tongues at primary level,

9. The age composition of the student suggests that higher the age of students and lower the grade, there will be more chances of repetition due to the age factors, class mates, curricula and the interests of the students in the subject matters,
10. The overall repetition rate (25.8%) is corresponding to the national average (26.5%) published in the Flash Report I, 2009 by DOE.
11. Out of the total 199 repeaters in the school year 2062, there was a 21.3% student with the ECD/PPCs experience.
12. Out of the total 199 repeaters in the school year 2062, more than 55% students (110 students) have 3 and more than 3 brothers and sisters in their family.
13. There were more chances (more than 54%) of repetition, if the parents, who were engaged in Agriculture and Labor force.
14. Out of the total 770 students enrolled in grade 1 as the new intake at primary level in the school year 2062, in total 34.8% student have survive to grade 5 and the 30.0% of student have completed the primary education in the school year 2066 regularly (i.e. without repetition and dropped out in any grade).
15. Over all the promotion and the cycle completion rates for girls' are slightly better than the boys' students.
16. Most of the schools had their own building contributed by the local community, Village Development Committee (VDC) and the government and the most of the schools were providing reasonable sitting spaces in the classroom.
17. Almost all of the schools (except 1 school) have the curriculum, teaching guide and the teaching learning materials, however 6 schools reported that they do not have enough curriculum for all subjects at primary level.
18. In general the economic condition of most of the students was said to be poor and most of them are from the family of farmer and labor community.
19. The SMC/ PTA were found active in most schools and mostly, the financial support is difficult form the local community. The funding received from the government was not sufficient for quality instruction. Instead of this, some schools were receiving funds from their VDCs too.

20. The majority of the parents were from agriculture and the labor force background. It was revealed that many students have big family size, which caused burden to the parents to make regular attendance of their children's at school.

Recommendations

Based on the findings from the analysis of the sample schools data the following recommendations are put forward for policy and program interventions:

1. It is evident that the role of teacher is very important in leading the children to learn. The present study revealed that the schools should have managed their over all aspects by applying their knowledge and skills with a proper mobilization of the community, for this each school should have develop their prospective and annual plan with the compulsory involvement of local parents with the co-ordination of VDC and RC.
2. The plan of each school should be appraised with the view of holistic activities of the school and it is necessary to monitored annually by DEO system.
3. This study suggests that, on the one hand, the government should have develop a mechanism to bring the correct age children from community in the primary education system and on the other hand, develop an efficient system to make retain them up to the end of primary education. This will improve the internal efficiency of the primary education.
4. The DOE should have a standard format for all types of school record keeping, it should be distributed to each school and mange all records accordingly. This will help to make more reliable, valid and consistent information system in the future.
4. The analysis of the cohort shows that more children who were enrolled in grade 1 with ECD/PPCs experiences completed the primary cycle than their counter part, who were without ECD/PPC experience. For this the expansion of ECD program to the un-reached and deprived community is necessary.
5. The school environment is one of the reasons of school dropout, for this the teachers should be regular, and have to adopt the child friendly teaching methods.
6. The reasonable class size (as prescribed in the education rule and regulations), especially in the Terai district should be maintained.

6. The timely availability of the curriculum, text books, teachers guide and teaching material are also very essential for the retention of the students at primary level.
7. Since very beginning of the EFA the Government of Nepal has been provided free primary education. But, at the community level all the parents are not aware enough about the government support, for this an effective mechanism should be developed and linked it with the central and district level educational functions.
8. The SMCs/PTAs, Head Teachers and Teachers should have the action plan to make the enrolment of all school going children and their retention up the end of the primary education.
9. It is suggested that, the schools should be encouraged to bring teachers, and management committee members together to reflect on the better performance of the whole education delivery system and strengthen the positive actions and repair the weaknesses for better delivery in the next year.

TABLE OF CONTENTS

<u>NO.</u>	<u>Contents</u>	<u>Page No.</u>
<u>Chapter – 1</u>		
Introduction and Background		
1.1	Study background	1
1.1.1	Historical, social/cultural, economic, and political background of the country	1
1.1.2	General overview of level of development	3
1.1.3	The role of education in the context of national development	4
1.2	Introduction of the chapter	5
1.2.1	Context of the study	5
1.2.2	Objectives of the study	9
1.2.3	Scope of the study	9
1.2.4	The study area, mobilization and field work	10
<u>Chapter – 2</u>		
Review of the documents		
2.1	Introduction	13
2.2	What is an Internal Efficiency at Primary Education?	13
2.3	Evolution of Efficiency concept	15
2.4	Efficiency Defined	17
2.5	Sources of efficiency	18
2.6	Types of efficiency	19
2.7	Meaning of Internal Efficiency	20
2.8	National Education Policy	22
2.8.1	The progress made in the past nine Years in education sector	22
2.8.1.1	Education for All Programme (EFA) 2004-009	23
2.8.1.2	School Sector Reform Plan (SSRP), 2009-015	24
<u>Chapter – 3</u>		
Methodology		
3.1	Methods, procedures of the study and Analysis	26
3.1.1	Introduction	26
3.1.2	The target population	26
3.2	Methodology	26
3.2.1	Sample size	27

<u>NO.</u>	<u>Contents</u>	<u>Page No.</u>
3.2.2	Preparation of instruments	28
3.2.3	Primary Data Collection	29
3.2.4	Secondary Data Sources - Literature Review	30
3.3	Method and Techniques of analysis	30
3.3.1	Triangulation	32
3.3.2	Limitations of the methodology	32
3.3.2.1	Availability of stakeholders and the information	32
3.3.2.2	Time constraints	32

Chapter – 4

Analysis and Interpretation of Data

4.1	Data Collection, Sources, Quality Assurance	33
4.2	Analysis	33
4.2.1	Present Status of Primary Education	34
4.2.1.1	The government efforts on Provision of ECD/PPCs	34
4.2.1.2	The government efforts on providing the access to Primary and basic education	37
	a) Number of schools	37
	b) Present status of access to primary level	38
	c) Current status of internal efficiency at primary level, based on the Flash Report I, 2009-010 (DOE) data	41
	d) Analysis of Sample Schools	43
4.3	Determinants of internal efficiency in primary education	57
4.3.1	Head teacher and teachers - related information (based on their answers on the respective questionnaires)	57
4.3.2	Student -related information	58

Chapter –5

Findings and Recommendations

5.1	Discussions	60
5.2	Major finding of the study	60
5.3	Recommendations	62
5.4	An action plan relating to the recommendations	64
	References	65
	Appendix	66

LIST OF TABLE

<u>NO.</u>	<u>Contents</u>	<u>Page No.</u>
<u>Chapter – 1</u>		
Introduction and Background		
1.1	Population distribution (%) by economic quintiles and ecological regions	4
1.2	Life expectancy by sex and year	4
1.3	Study area by development region	10
1.4	Survey Areas	11
1.5	Districts/Type of tools/Clients/No. of clients	12
<u>Chapter – 2</u>		
Collection of documents and review		
2.1	Expected Outcomes of the Programme	24
2.2	A summary of the Key SSR Indicators, Base-Year Status and 2015/16 Targets	25
<u>Chapter – 4</u>		
Analysis and Interpretation of Data		
4.1	Total number of ECD/PPCs by types and eco-belts	35
4.2	3-4 years' population, total enrolments and enrolment rates in ECD/PPCs by eco-belts	36
4.3	Number and Percentage of new entrants in Grade One with ECD/PPC experiences by eco-belts	36
4.4	Number of schools by eco-belts (in unit and levels)	37
4.5	Trends of total number of enrolments at primary, lower secondary and basic levels	37
4.6	Total number of new enrolment in grade 1 and the 5 years age group projected population, 2009-010	39
4.7	Gross Intake Rate (GIR) in Grade one, 2009-010	39
4.8	Total number of new enrolment with 5 years old in grade 1 and the 5 years age group projected population, 2009-010	40
4.9	Net Intake Rate (NIR) in Grade One, 2009-010	40
4.10	Total and 5-9 years age group students at primary level and the 5-9 years' age groups projected population, 2009-010	41
4.11	The status of Internal Efficiency at primary level by gender at the national level in 2009-010	41

<u>NO.</u>	<u>Contents</u>	<u>Page No.</u>
4.12	The status of Internal Efficiency at primary level by gender at the national level in 2009-010	42
4.13	Number of new enrolment in grade 1 in the school year 2062	44
4.14	Percentage of new enrolment in grade 1 by gender, Dalit and Janajati in total enrolment	45
4.15	Age group wise new enrolments in grade 1 by school in the school year 2062	47
4.16	Age group wise new enrolments in grade 1 by district in the school year 2062	48
4.17	Number of new enrolment in grade 1 by mother tongue, 2062	50
4.18	Status of children with and without ECD/PPCs experience in Grade 1, in the school year 2062	51
4.19	Number of repeaters (those who were enrolled as the new students in the school year 2062) in grade 1 in the school year 2063 by age group	52
4.20	Grade wise flows of the students, those enrolled in grade 1 as the new students cohort in the school year 2062 to 2067	54
4.21	Percentage of students (those who were enrolled as the new students in the school year 2062) reached to grade 5	56
4.22	Percentage of students (those who were enrolled as the new students in the school year 2062) Completed the Primary Education	56

Chapter –5

Findings and Recommendations

5.1	Action plan relating to the recommendations	64
-----	---	----

LIST OF FIGURE

<u>NO.</u>	<u>Contents</u>	<u>Page No.</u>
<u>Chapter – 3</u>		
Methodology		
3.1	Sample District for the Study on International Efficiency of Primary Education 2067	28
3.2	Conceptual Framework	31
3.3	Analytical Frame work	31
<u>Chapter – 4</u>		
Analysis and Interpretation of Data		
4.1	District wise new intake in grade 1 in the school year 2062	45
4.2	School wise percentage of student by age group in grade 1, 2062	49
4.3	Percentage of new intake in grade 1 by mother tongue, 2062 cohort	50
4.4	Out of total 770 students in the new cohort in grade 1, age wise number of promotion, repetition and drop out	53
4.5	Out of total 770 students in the new cohort in grade 1, age wise percentage of promotion, repetition and drop out	53

Acronyms and Abbreviations

CBOs - Community Based Organizations
DANIDA - Danish International Development Assistance
DDC - District Development Committee
DEO - District Education Office
DOE - Department of Education
ECD - Early Childhood Development
EFA - Education for All
FGD - Focus Group Discussion
GDP - Gross Domestic Production
GER - General Enrollment Ratio
HEP - Higher Education Project
LDO - Local Development Office
MDGs - Millennium Development Goals
MOES - Ministry of Education and Sports
NER - Net Enrollment Ratio
NGOs - Non-Governmental Organizations
NLSS - Nepal Living Standard Survey
PPC - Pre-Primary Classes
PRSP - Poverty Reduction Strategy Plan
PTA - Parents Teacher Association
RFP - Request for Proposal
SESP - Secondary Education Support Program
SLC - School Leaving Certificate
SMC - School Management Committee
SSR - School Sector Reform
UNESCO - United Nations Educational, Scientific, and Cultural Organization
VDCs - Village Development Committees
VEC - Village Education Committee
WB - World Bank

Chapter 1

Introduction and Background

1.1 Study background

1.1.1 Historical, social/cultural, economic, and political background of the country

Geographically, Nepal is a landlocked country, which is bordered with China in the North and India in the East, South and West. Approximately, it has an area of 147,181 sq. km. The country is located between 26°22' to 30°27' latitude north and between 80° 4' and 88°12' longitude east. Nepal is a mosaic of geographical and social diversities. Geographically, it consists of three layers of distinct ecological belts: 1) the Himalayas, the high mountain range with snow-covered peaks, 2) the hill areas with lush high hills and valleys, and 3) the Terai, a strip of fertile plains. All these geographical belts of Nepal run from east to west. According to the census of 2001, Nepal has a population of 23,151,423.

Socially, Nepal is a country of diversity – it is inhabited by people of diverse social, cultural and ethnic backgrounds. The national census 2001 noted 102 social groups and recorded 92 languages out of which more than a dozen are in active use among a significant size of the population sections (each having more than one hundred thousand people). Nepal is also home to a large number of varieties of birds, animals and plants, some of which are rare species in the world and unique to Nepal.

The country is an agro-based economy with per capita income of about \$370 (HDR, 2004). It is mostly rural and poor, with 31% people living below the poverty line. The life expectancy rate is about 63 years of the male 62.9 and the female 63.7(CBS 2003, projection for 2006).

Since the mid-1950s, Nepal has started planned approach to development in various areas including the education sector. Nepal has just completed the Tenth National Development Plan (2002-2007). The focus of the plan was on the need for poverty alleviation. Nepal is still one of the least developed countries in terms of human development index.

Nepal is an ancient nation; it has long historical roots extending to over 2000 years of unrecorded and recorded history of settlements, conflicts, rules and developments. Different sets of systems, clans and rulers are recorded - such as Gopal, Mahishpal, Kirant, Lichhabi, Malla and Shah. Nepal has always been a sovereign country, never a colony. In 1781 the

Shah King, Prithvi Narayan Shah of Gorkha, succeeded in annexing the fragmented small nations into a unified kingdom consisting of people belonging to several different languages, cultures, castes and ethnic groups. Nepal remained virtually isolated from the outside world until 1950. The various social groups in the country were also isolated from each other to a significant extent due to the country's rugged topography. And the feudal rulers of the time largely preferred to perpetuate the isolation and social fragmentations.

Nepal is rather a complex mixture of many aspects and their conditions. In it, one can find a very fine collection of the living history of cultural riches - more than a dozen sites are now listed as the world cultural heritage. And it continues to sustain the culture of celebration that combines spiritual values, mythology and the wonders of nature through numerous festivals.

Politically, Nepal is a democratic country with a multiparty system of governance and the sovereignty vested in people. For administrative purpose, the country is divided into 5 developmental regions, 14 zones and 75 districts with 3900 Village Development Committees (VDCs) and 58 municipalities.

Nepal under-went a major change in 1951 with the successful uprising of the people that overthrew the 104 year regime of oligarchic rulers, and a multi-party democratic system was introduced. However, in 1961, the country became an absolute monarchical state. In the years that followed, several political unrests took place and the multi-party democracy was restored after the people's movement in 1990. In 2003, there was yet another major political change caused by abolition of the parliament and the elected government bodies up to the Village Development Committee level. The King enforced direct rule. Meanwhile, the country was divided in the ways and means of facilitating socio-political transitions. The conflict situation caused immense stress and strain on the development process; nevertheless, it resulted into a radical outcome in terms of development towards democracy in 2006. All the major political parties have come together in forging ways ahead towards establishing democracy. The coalition among all major political forces including the Maoists who took to the arms for rebellion for 12 years ended with the signing of comprehensive peace accord and agreement of an action plan with stipulated time frame towards accomplishing election for constitutional assembly. Many progressive changes are expected as outcomes of the election to constitutional assembly.

The whole process of political dynamics has, of course, opened the road to take initiatives for the development and implementation of the concept of community empowerment for local self-governance. Moreover, efforts are on the way to adopt decentralized planning approach at the grassroots level and to adopt democratic approach to address the issues of social inequities including resource mobilization. Achieving the desired changes has, however, been a difficult task because of several constraints; the human and financial capacities being the main constraints.

1.1.2 General overview on level of development

- i. Poverty, human development index, Millennium Development Goals
- ii. Health, economic, and social indicators

Nepal has published regular censuses every 10 years since 1971. The population in 1971 was 11.6 million. The population has been expanding at a rate of little over 2%. It has doubled in between 1971 and 2001. The census (2001) recorded 13.9% urban population which is on gradual increase since 1971, when the census recorded 4% urban population. The average household size is about 5.

Family planning has been considered important aspect of national development plans since 1965-70 plans. The Nepal Demographic Health Survey (NDHS) 2006 shows that among the sampled households the overall sex ratio (number of males per 100 females) is 89. The ratio is higher in urban areas, 101 than in the rural 87, indicating tendencies of male migration to the urban areas.

There is significant migration of people, particularly, among adult male, about two third have been away from home, half of them to urban areas in Nepal, the rest go to the other countries including India. The migration is mainly for employment. The NDHS survey 2006 listed the population distribution percentage in terms of economic quintiles and ecological regions as follows:

Table 1.1: Population distribution (%) by economic quintiles and ecological regions

Residence/region	Lowest	Second	Middle	Fourth	Highest
Urban	2.3	5.5	5.1	15.6	71.5
Rural	23.2	22.6	22.7	20.8	10.8
Mountain	46.6	22.3	16.4	13.4	1.2
Hill	28	15.6	13.9	17.6	24.9
Terai	9.2	23.4	25.8	23	18.6

Source: NDHS 2007

The lowest quintile roughly corresponds to the extreme poverty – below poverty line. According to NDHS 2006, the life expectancy is 60.1% for male and 60.7% for female, which is lower than the CBS projection. Nevertheless, the current life expectancy has been an outcome of gradual improvements over the past two decades as the following table shows:

Table 1.2: Life expectancy by sex and year

Gender	Year			
	1992	1996	2002	2006
Male	42	50.9	55	60.1
Female	40	48.1	53.5	60.7

(Source: CBS 2003, Ministry of Population and Environment and CBS 2003 in NDHS, 2006)

1.1.3 The role of education in the context of national development

The issue of poverty could be addressed only through human development. Education is a base for enhancing the capacity of the people in terms of appropriate life skills, knowledge and experiential wisdom in order to acquire economic and social prosperity. For the past five decades, educational development has been one of the most important priorities. Many Commissions have been formed to study the aspirations and needs of people and to review the development courses. Projects have been launched to change the courses and to accelerate educational development. However, Nepal still faces several limitations. According to the census 2001, 46.3% people above 6 years of age and 52% above 15 years of age are still illiterate.

The magnitude of the problems of illiteracy, non-enrolment and school dropout varies by region, by gender and by different social groups. There are variegated gaps between the rural

and the urban, males and females and between ethnic groups and social groups. Remote rural areas, females, ethnic minorities, Dalits and the poor are disadvantaged in terms of educational attainments.

Obviously, the current situation is a vast improvement upon the situation that existed five decades ago when the schooling of children was a rare phenomenon and the development trends show a rapid growth of school enrolment of school age children in the past few decades. Nevertheless; it is presumed, now, that there are challenges related to the taking school education to the un-reached section of the people who are poor and disadvantaged.

The geographic and social realities contribute to the challenges of educational development in the country. Rugged mountainous topography, lack of economic means and resources, diverse social contexts including ethnic, linguistic, and cultural diversities are rather difficult to address.

The another aspect of modern day challenges of Nepal relates to the values and norms that look down upon work and the working class people, mainly consisting of the minority ethnic communities, the Dalits and the poor. It is often critically pointed out that the educational development so far has been addressing the needs of the people who have stakes in the existing social circumstances. A question is raised whether this is contributing to the perpetuation of the obscurantist social and economic situation.

1.2 Introduction of the chapter

This chapter is presented to provide background information about the study. It provides the context in which the present study was initiated. It also talks about the widely discussed notion of internal efficiency at primary school education. It also deals with the importance of efficiency in primary school education and the challenges that have been faced in reducing the wastage of resources at primary education.

1.2.1 Context of the study

This study is the most appropriate in the context of present educational scenario, especially focusing on the achievements of the primary education both in student and institution or system levels in the country. It has been almost three decades, since Nepal started educational

development with the involvement of external assistance in the various aspects of the primary education by making the provisions of financial and technical resources.

In the past, the “Education for Rural Development (ERD)” project, popular in the name of SETI, started in the 1980s, and involved external assistance in educational reform. After that, “Primary Education Project (PEP)” started in 1983 with the involvement of the World Bank. This project continued some of the activities SETI project initiated. In 1992, “Basic and Primary Education Project (BPEP)” was initiated with the involvement of the World Bank, DANIDA, UNICEF, JICA and the government funds as the most comprehensive project in education. In 1998, the first phase of BPEP was over. There was a paradigm shift in the management of educational development in primary education after the first phase of BPEP was over. The second phase of BPEP was converted to program approach and managed under the direct administration of the regular structure of the Ministry of Education and Sports. This phase of “Basic and Primary Education Program” made several changes in primary education like decentralization, community mobilization, and so on. In the same way, ADB funded education projects like Primary Education Development Project (PEDP) and Secondary Education Development Project (SEDP) worked in the field of primary, lower secondary and secondary education. Having received inputs from different education projects, one has good reasons to expect our system of school education to produce more able and skillful students than the students who received education without these inputs. It can be argued that with the both external and internal support the education system has begun to function in a more competent way which should be reflected in the performance of the students.

As the foundation for basic and primary education has been provided by BPEP II and previous projects, the EFA 2004-2009 has initiated with the foundation and lessons learned from past experiences. The basic and primary education sub-sector has received a significant amount of attention and support from Government of Nepal and the donor community for the past decade. There has been significant progress in access to primary education as the Net Enrolment Rate (NER) of 81% in 2001 compared to 69% in 1998 clearly indicates. Similarly, the cycle completion rate has improved from 42% in 1998 to 60% in 2001, and the dropout rate in grade one has been reduced from 19.2% in 1998 to 13.9% in 2001. Despite these accomplishments, however, there was a lot of room for further improvement and many areas within the basic and primary education sub-sector need a more concerted effort through focused and targeted programmes and policies. For example, about 19% of children of

school-going age were not attending primary schools, 85% of primary school teachers were yet to receive full training, the repetition rate for grade one was 38.7%, the survival rate to grade 5 was only 65.8%, and the Gross Enrolment Rate (GER) for early childhood was only 12.8%.

During the EFA, the situation of primary education in the specific areas have been improved, but there are some areas which should be focused in SSRP, for example, about 6.3% of children of school-going age are not attending primary schools, 21% of primary teachers in the community schools are yet to receive full training, the repetition rate for grade one is 26.5%, the survival rate to grade 5 is 77.9%, and the Gross Enrolment Rate (GER) for early childhood is only 66.2% (Flash Report I, 2009-010, DOE).

Similarly, as the implementation of EFA 2004-09 has been a remarkable experience for the Ministry of Education (MOE), the MOE has made visible gains in providing a foundation for moving from the EFA sub-sector to the School Sector Reform Programme. The innovative work done during the EFA implementation has been instrumental in raising children's participation in schools and ensuring the provisions for quality imperatives. Encouraged by these achievements, the Government has decided to enter into a new phase of programme implementation. The School Sector Reform is a response to the aspirations of the people and to the emerging challenges the education system of Nepal is facing.

It is evident that the enrolments of girls and boys have increased significantly at all levels of school education. The current level of NER has reached 93.7% at the primary level (DOE, 2009). The populations of school going age girls, Janajatis, Dalits and disabled also have been improved. This situation indicates that there is a compelling need for improving efficiency in primary school education. Therefore, the challenges remain yet to ensure the access of the remaining 6.3 per cent of the out-of-school children of age 5-9, and to improve retention and quality of education.

It is, therefore, necessary to examine the internal efficiency of the students and system of the primary education as well. In this context, it is reasonable to expect the present students to demonstrate good performance as a result of improved inputs.

Several studies have indicated that during certain period of time, enormous investment was made and substantial progress was accomplished in some aspects of the primary education system. There were also some pieces of empirical evidence which indicated that some areas of interventions needed more care and emphasis for making the efficient initiatives more successful. It is, therefore, practical to review the efforts made so far in light of the internal efficiency of the students so that the future reform can benefit from the insights gained from the previous work and the resources can be utilized more effectively and efficiently.

For this purpose, the proposed study was carried out to generate useful information about how those initiatives contributed to the system of school education so as to make our students able to perform better than before and also will help policy makers and administrators make informed decisions.

In spite of policy and planning documents, especially SSRP, to ensure right to education for all children, the government should identify the characteristics of the children enrolled in primary education and their further progresses based on internal efficiency at students and system level through not only achievement with respect to coverage, retention, promotion rate, repetition rate, drop-out rate, and transition rate but also other important indicators of internal efficiency: input/out-put ratio, input per graduate, average duration of study on account of graduate and drop-outs, proportion of total wastage spent on account of drop-outs and repeaters, and cohort survival rates need to be considered.

Therefore, an attempt has been made in the present proposed study to compute all these indicators to see the situations of internal efficiency at primary education. For this, the study tries to answer the following crucial questions:

1. Who are the enrolled children at primary level (by gender, Dalit and Janajati) in a cohort of the school year 2062?
2. How many are they?
3. How are they making progress?
4. How are we tracking them in a given cohort?
5. How do we identify these groups by data?
6. What are the reasons of inefficiencies?
7. What measures should be taken to remedy the inefficiencies?

1.2.2 Objectives of the study

The primary objective of this study is to identify the internal efficiency of children enrolled in the primary education and to suggest possible measures to improve their efficiency by making an assessment of the internal efficiency situation of primary education through a survey of primary schools of the country. More specifically, the study will be carried out in order to accomplish the following objectives:

- i. To identify determinants of internal efficiency of primary education
- ii. To analyze internal efficiency situation of primary education in terms of-
 - Promotion rates
 - Repetition rates
 - Retention rates
 - Dropout rates and
 - Cycle completion rates
- iii. To assess participation rate of Janajati, girls and Dalit children including the children with disability
- iv. To identify problems and issues related to internal efficiency of primary education
- v. To suggest measures for improving internal efficiency of primary education.

1.2.3 Scope of the study

The study will consider the following aspects in designing and conducting the study and preparing the final report:

- i. The study covers the community schools in three ecological belts, five development regions and the rural-urban locations as the representative sample for the study,
- ii. While selecting schools, the district with a high and low GER are also considered in order to present a comparative picture of internal efficiency.
- iii. Delineated components of internal efficiency such as context, input, process and outputs variables are included in the tools and detailing out the chapter outlines.
- iv. Took the factors as school, students, parents, teachers, curriculum and textbooks, classroom environment and other related resources are included in

- the data collection tools into account.
- v. The study has adopted both quantitative and qualitative techniques to carry out the data analysis and interpretation.
 - vi. The study has covered the details of each individual student by gender, age, cast and ethnicity, grade wise achievement, and other details in the sample schools.
 - vii. Discussion with students, parents, teachers, SMC members, communities held to collect primary level of information.
 - viii. The study also used international reports on the approaches to the calculation and use of internal efficiency of the students and draws its implication from it in the Nepalese context.
 - ix. A detailed review of relevant previous studies was carried out.
 - x. Based on the outcome of the study, the consultant has suggested measures to be adopted by the concerned agencies and institutions.
 - xi. The study has tried to establish a relation between the dominant factors and the corresponding result of internal efficiency in order to furnish measures to raise internal efficiency of the schools.

1.2.4 The study area, mobilization and field work

A) Study Area

The study covers 5 districts comprising all 5 development regions and the 3 geographical zones (Mountain, Hill and Terai). The scope of present study is of national characteristics. Thus, the survey covers 20 schools in total. The geographic distribution of the sample districts were drawn representing developmental regions and ecological belts of the country. The surveyed districts are given below:

Table 1.3: Study area by development region

Region	Mountain	Hill	Terai
Eastern		Dhankuta	
Central	Rasuwa		
Western			Rupandehi
Mid-Western			Banke
Far-Western		Baitadi	
Total	1	2	2

During the study period, discussions were held with the District Education Officer/Office, Local Development Officer, various School Heads and School Management Committee/Community. Also, personal interviews were taken from the children.

B) Mobilization and Field Work

Table 1.4: Survey Areas

District	School Name	VDC/Municipality	Ward No./Tole
Dhankuta	1. Chandra Pra Vi	Bhir Gau	2, Gurase
	2. Dipak Ni Ma Vi.	Dada Bazar	9, Okhre
	3. Gramin Janata Ma Vi	Bhedetar	7, Namche
	4. Jalpa Devi Higher Sec.	Pakhribas	3, Pakhribas
Rasuwa	1. Shila Devi Pra Vi	Dhaibung	6, Dhaibungkot
	2. Nilkantha Higher Sec.	Laharepauwa	1, Bogatitar
	3. Shiwalaya Ni Ma Vi	Laharepauwa	2, Lahare
	4. Singha Devi Pra Vi	Dhaibung	3, Dhakal Dada
Rupandehi	1. Medini Pra Vi	Anandban	1, Anandban
	2. Semari Ma Vi	Kamhariya Semari	6, Semari
	3. Shanti Namuna Ma Vi	Ananadban	3, Manigram
	4. Janachetana Ni Ma Vi	Hatti Bangai	5, Matakolawa
Banke	1. Tribhuvan Higher Sec.	Chhalpur	2, Biddyanagar
	2. Saraswati Ni Ma Vi	Kohalpur	8, Pipari
	3. Bageswari Ma Vi	Naubasta	7, Gabar
	4. Jana Jyoti Pra Vi	Kohalpur	9, Jhandahawa
Baitadi	1. Jana Priya Pra Vi	Siddeshwor	3, Jyaphu Baitadi
	2. Janata Ma Vi	Siddeshwor	8, Aarubata
	3. Bramha Ni Ma Vi	Hatas	4
	4. Kalima Ma Vi	Siddhapur	4, Bhate

The study team, in consultation with the Client, selected 5 districts representing 1 district from each development region for this study. In total, 5 district supervisors and 25 enumerators were mobilized for the survey works. The field survey work was started on 1st. May, 2010 and was completed on 15th. May, 2010. The data, collected from survey was compiled by the district supervisors and submitted to the NSCEH/GMSRC. The survey location and schools are presented as follows:

The individual interview was carried out among 20 Head teachers, 20 teachers, 100 students those who were regularly promoted from lower grades to upper grades, repeated in the same grades and dropped out from the system and also the focus group discussion among the 150 parents (including SMC chair persons) was carried out at the community level. These activities have provided a lot of insights into the present situation and possible practical measures for developing an efficient school education system. The details are given below:

Table 1.5: Districts/Type of tools/Clients/No. of clients

Types of tools	Region/Study districts (2 rural and 2 urban)	Types of Respondents/No. of clients
Interview questionnaire, Focused group discussion, Observation of class room environment, Field notes and school profile checklists	<u>Region/District:</u> Far-west : Baitadi Mid-west : Banke West: Rupandehi Central: Rasuwa Easter: Dhankuta Total Community Schools = 20	A. In-depth Interview <u>Students:</u> Promoted: 5x4= 20 Repeated: 5x4= 20 Retention: 5x4= 20 Dropout: 5x4= 20 Primary level completed 5x4= 20 Students Total 100 Head teachers= 20 Teachers= 20 B. Focused Group Discussion (including teachers, students and parents) (2x5x15)= 150 Total clients: 290
One day dissemination workshop	MOE, CERID, UNESCO, UNICEF as stakeholders including the thematic committee of DOE:	Total No. of participants = 15
		Grand Total of clients = 305

Chapter 2

Review of the documents

2.1 Introduction

Public education in Nepal has crossed almost five decades. Several experiments have been done in the sector both internally and with external assistance. A huge investment has been made on the primary sub-sector since 1980. Dramatic improvements have seen in enrolments and access to education (more than 31,600 levels of primary schools and 4,900,663 students at primary level) as compared to the status of previous decades.

2.2 What is an Internal Efficiency at Primary Education?

Different scholars have, in their own views, defined efficiency. In general, efficiency is called desired results with minimum inputs. In other words, relation between input and output is called efficiency. Strong relation between the input and output can be produced efficiency in every field. In this context, Windham, (1988) explained efficiency in his book entitled "Indicators of educational effectiveness and efficiency, Florida: The Florida State University." that efficiency is derived from the economics. The economic concept of efficiency is the imaginative word to describe the word borrowed from engineering relationships. In technical process, efficiency is the desired results (effectiveness) with minimum inputs (cost) "Reducing repetition: Issues and strategies, Paris: International Institute for Educational Planning (IEES, 1998)".

UNESCO, (1985) stated the concept of efficiency was originally developed and refined by economists, it refers to the relationship between the inputs into a system (be it agricultural, industrial, or educational) and the outputs from that system (be they wheat, vehicles or educated individuals). An education system is efficient, if maximum output is obtained with minimum possible input. Inputs and outputs have somehow to be valued so that they may be aggregated and usually prices are used to perform this valuation function. It also stresses the problems of measuring efficiency in education, however are considerable.

Shrestha, (1988) described efficiency in his book entitled "On Primary Education in Nepal" that the efficiency denotes a certain level of success to achieve the objective of program. It is a measurement concept and normally tested by the input–output ratio. He also emphasized that a system is relatively efficient if there is maximum output with minimum input. If one

applies this concept to measure the efficiency of primary education, one should rely on the data that can quantify the level of efficiency.

In another way, the inefficiency or low efficiency rates of primary education management has been established on the basis of some indicators, such as high cycle cost, high dropout rate, low quality instruction, low primary students' achievements (BPEP Master Plan, 1991). Master Plan (1991) also stressed that the reasons for this unsatisfactory level of efficiency are attributed to the absence of planning and appropriate program development, inappropriate process adopted for making policy decisions and inappropriate staffing pattern.

The World Bank, (1995) stated efficiency in the flow of students- the input-output ratio can be improved by reducing rates of repetition and dropouts. First, promotion policies must be carefully examined. So, when rates of repetition are unreasonably high, they can be reduced, particularly in the early grades either by controlling the entry at each level, or by modifying the standards for promotion to reflect the abilities of pupils. It also argues that a review of research on various promotion practices provides no evidence that repetition is more effective than promotion, or that repetition practices improve either academic standards or homogeneity of classes. Rather, repetition has a negative effect on pupils' attitudes and his view of himself.

Thus, it suggested that the educational policy should discourage repetition in order to improve the flow of students.

Carron, (1996) suggested that absenteeism, repetition and dropout are three well-known problems with the functioning of primary schools in developing countries, and they have disastrous consequences on effectiveness of the system.

Organization for Economic Co- operation and development (1973) identified three constraints of efficiency measurement. They are (1) the conceptual difficulties attached to the measurement of the product even it can be defined; (2) the small degree of autonomy of the educational process; and (3) the productivity measures of the educational product. These are completely subjective and meaningless without references to the actual political discussion progress.

2.3 Evolution of Efficiency concept

Different scholars have kept their notion / views about efficiency. In this context, Pradhan, (1981) analyzed the evolution of efficiency in his Ph. D. Dissertation entitled “ Planning of Higher Education in Nepal: An Analysis of Resource Allocation at Tribhuvan University” in reciprocal manner with different scholars views. In his Dissertation, he stated that the question of efficiency was raised for the first time by Frederick Taylor, when he wrote a book on the principles of Scientific Management, Taylor was partly responsible for the notion of universal applicability for he had said that his principles could be applied with equal force to all social activities; to the management of our homes; the management of forms; the management of the business of our tradesmen, large and small; of our churches, our philanthropic institutions, our universities, and our governmental departments. The same claim was made with greater enthusiasm by Harrington Emerson who, in addition, placed less emphasis on the need for expertness and scientific training in applying scientific management and in achieving efficiency (Callahan, 1964, P. 42-43).

For Taylor, a business was more efficient, when it achieved greater productivity at the same cost. Efficiency then was regarded as both end and a process. In 1913, Frank Spaulding added the reduction of expenditure to Taylor’s model. Spaulding (1964) had begun the presentation of his work by stating that he knew of “no single adequate measure of the efficiency of a school either absolute or relative” and that he knew of no combinations measures, whereby, the “exact superiority of one school over another can be expressed in a single term”. But he said that important products or results had been measured. The means used to achieve them would be studied and those that had produced the best results would be adopted. (P.P.69). So, the term efficiency was also regarded as the reduction of expenditure with the same or higher production. He introduced this concept to educational institutions, which wanted to achieve efficiency by reducing the unit cost. Pradhan, (1981) also elucidated different scholars’ notions that the most scholars like Lee Long, (1971); Breneman, (1970); Bowen and Douglas, (1971); Coombs, (1968); Meeth, (1971); and Bowles, (1967) belong to the neo-classical economic orientation and consider efficiency as the ratio between inputs and outputs. Efficiency was explained in following ways:

Frederick Taylor raised the question of efficiency for the first time when he wrote a book on the Principles of Scientific Management in 1911. For him, a business was more efficient

when it achieved greater productivity at the same cost. Hence, Taylor defined efficiency in the monetary terms. Then, in 1913, Frank Spaulding added the reduction of expenditure to Taylor's model. So, the term efficiency was regarded as reduction of expenditure with the same or higher production. Callahan (1964) introduced this concept (efficiency) to educational institutions, which wanted to achieve efficiency by reducing the unit cost.

So, the form of efficiency was treated differently by following scholars:

Bowles and Douglas (1971, cited in Pradhan, 1981) believed in achieving it by operating a program with high marginal benefits. Efficiency has been also determined in terms of the production of credit hours of students. In the duration of 1964 to 1971, the above discussions have revealed that though different scholars talked about efficiency in different views, their measuring rods were found to be the same-the ratio between the efforts of the institutions and their products. According to them, efficiency looked as a measurable achievement.

However, scholars having a progressive orientation had raised the question about efficiency that determining efficiency only on the basis of inputs and outputs might not provide an ideal or optimum concept. The qualitative aspects of the product also had to be examined (Bowen et al. 1979; Carnoy, 1974; Bowles and Gintis, 1976; O' Neill, 1971; cited in Pradhan, 1981). In this respect, it was believed that the determining efficiency only on the basis of output would be like ignoring the social benefits of education. Thus, it would be like supporting the capitalist ideology of an educational system, which is purported to enhance the class system in society by sorting out the deviants from the group.

The above discussions on the concept of efficiency give us two explicit directions. The ratio between input and output does not reveal the effectiveness of the performance. In this context, progressive scholars stressed more on the qualitative aspects of efficiency. However, scholars in general were very much concerned about the indistinctness of measuring the effectiveness of the program. In a nutshell, this is something like medicine, a treatment, the end of which is embodied (to collect) in a person and becomes a part of that person's characteristics.

Scheerens, (1999) presented his views that the efficiency is the sufficient productivity at the lowest possible cost. He also stated for the effectiveness of efficiency, inputs that are readily

expressed in monetary terms, such as teacher's salary, teacher's experience, and teacher-student ratio, teacher's qualifications and per student expenditure.

Hanushek's (1979, 1986 cited in Visscher, 1999) overall conclusion is that educational expenditure is not consistently related to achievement. He also suggested that it would take greater variation in inputs to expect important effects. Judging from Hanushek's research synthesis, some of the input variables could be considered for inclusion in indicator system that teacher experience would be the most likely candidate. Hanushek, (1979, 1986) also stated that when one wishes to construct educational indicators for international comparison, it would be wished to include variables like per student expenditure and teacher/student ratio, since these might show significant variance between countries.

In this respect, Pradhan, (1981) also stated if some scholars like Breneman, (1970) determined efficiency as a ratio of degree of output to the input of doctoral student's time, others like Lee Long, (1971) treated it as producing more output at a minimum cost. Bowles and Douglas (1971) believed in achieving it by operating a program with marginal benefits. Efficiency has been also determined in terms of production of credit hours of students.

So, Pradhan, (1981) has concluded efficiency as the relation between input and output that can achieve the desired results (output) with minimum inputs. In 1980's and beyond, the concept of efficiency has remained stable showing no significant variation from the notion of the earlier scholars.

2.4 Efficiency Defined

Audit Commission, (1984) stated that the standard definition of efficiency is that efficiency entails securing 'maximum inputs for any given quality and quantity of service provided'; or the 'maximum output for any given set of source inputs' (cited in Levacic, 1995). However, this definition does not imply that resources are used in a socially optimal way, since to make such a judgment requires output to be valued (Levacic, 1995)

Dressel, (1985, cited in Pradhan & Shrestha, 1995) identified about efficiency that the capacity to produce effective results relative to efforts and resources.

Levacic (1995, P. 48) also argued that efficiency is achieved when a given quantity of output is produced at minimum cost. He also presented a view that, ultimately, the issue of efficiency cannot be separated by the distribution of costs and benefits, since making working practices more or more efficient often implies increasing work effort or changing working practices.

According to Scheerens, (1999, cited in Visscher, 1999) efficiency may be defined as the maximum output against lowest possible cost. In other words, efficiency is effectiveness with the additional requirement that it is achieved in the least expensive manner.

Robinson (1989, cited in Lamsal, 2003) defined the word 'efficiency' in terms of 'effectiveness'. He argued that effectiveness is also defined in terms of efficiency in using resources and of the consistency between the school's purposes and institutional practices, which together enhance the achievements of the pupils. In this vein, Sammons et al. (1995, cited in Lamsal, 2003) also had commented about the effective school, that an effective school thus adds extra value to its students' outcomes comparing them with the outcomes of other schools with similar intakes.

2.5 Sources of efficiency

Levacic, (1995) argued about three sources of efficiency, which distinguishes these 1) selecting from a given state of technical knowledge input mixes which are technically efficient; 2) choosing the combinations of inputs for a given output, minimizing total costs; or maximizing output for a given cost; 3) Innovation or improving technical knowledge so that new and more productive production methods would become available or new products can be created which satisfy consumers' wants better (Levacic, 1995, P. 59-60).

The first and third sources are improvements in productivity. In relation to the local management of schools, technical efficiency involves finding more efficient resource meant to produce given educational activities, innovation relates to finding new resource mixed or new educational activities which increase the productivity of the schooling process, while price efficiency concerns finding cheaper combinations or productive mixture of inputs.

Above-mentioned three sources indicated that the second source is linked to the financial aspect of efficiency. So, the source of efficiency for the present research will be matchable in the first and the third source.

2.6 Types of efficiency

Educational efficiency is divided into two broad categories. In this context, Coombs (1968, cited in IIEE, 1994) believed that efficiency was determined by a combination of many factors. He divided efficiency into two categories: (I) external efficiency and (II) internal efficiency.

External efficiency which means that benefits accruing to the students and to the society from earlier investments. In another way, internal efficiency, this was interpreted as the relationship between the system's outputs to its inputs. IIEE (1994) mentioned that the external efficiency of an education system involves the interface between academic and vocational education and between school and work. It looks at education as a tool rather than an end in itself, as a feeder into the economic stream rather than a reservoir of knowledge, in terms of earning potentials. In another way, in the case of internal efficiency, the problem of efficiency deals with the flow of students through the system with minimum wastage and the quality of learning achieved within the classroom. Wastage in the flow of students is manifested quantitatively in the form of dropouts and repetition, while the quality of learning is determined by the inputs and outputs of the education system.

Psacharopoulos and Woodhall(1995) stated their views on external efficiency in their own views that the external efficiency of schools may be judged by how well schools prepare pupils and students for their role in society, as indicated by the employment prospects and earnings of students. Such measures depend on external criteria rather than on results entirely within the school.

In the same way, Psacharapoulous and Woodhall (1995: 205) expressed their views that internal efficiency is concerned with the relationship between inputs and outputs within the education system or within individual institutions. They also stated that output in this case is measured in relation to internal institutional goals rather than the wider objectives of society. Since internal efficiency is measured in relation to the objectives of education, judgments

about efficiency will depend on the way educational output is defined and measured (Psacharopoulos and Woodhall). These views are related to Pradhan's (1981) opinions, which he has expressed in his dissertation entitled "Planning of Higher Education: An Analysis of Resource Allocation at Tribhuvan University".

In a nutshell, the external efficiency refers to the relevance of the courses to the overall objectives of the Nepalese education and to anticipate jobs of those who complete the courses. Whereas, the internal efficiency of the education system is defined as its ability to educate the greatest number of students in the shortest time and with the least use of financial and human resources.

It is easily understood that progressive scholars' emphasis was on external efficiency, whereas neo-classical economists dealt on internal efficiency. It is crucial to note that determining external efficiency. It would be logical to describe that though determining efficiency in both ways seems to be beneficial in every sense, it definitely involves numerous data and expertise, which appear to be small in quantity and poor in quality. Indeed, researcher will attempt to determine focus only on the internal efficiency of primary education system and its effectiveness in Nepal, the sources of which are explained by presenting the model.

2.7 Meaning of Internal Efficiency

Internal efficiency of education system can be defined in several ways. Scholars stressed their views in their own words, such as:

According to IEES, (1988), measures of internal efficiency reflect effectively a part of the educational system uses available resources to achieve specified educational outcomes. It also indicates that internal efficiency might be considered to have two dimensions: the relationship of what enters and what exists various parts of the sub sector, and the relationship of quality to costs between entry and exit points.

Human Development in South Asia (Haq and Haq, 1998) reported that internal efficiency refers to the links between educational inputs (such as teachers, text books) and learning achievements. According to Sharma and Mridula (1982, cited in Pradhan and Shrestha, 1995), internal efficiency of an educational institution would particular level of education

with minimum wastage and stagnation and allocation of resources in such a way that the objective of producing qualitative manpower is effectively met.

Pradhan (1991) argued that the internal efficiency of education generally refers to the simple intake and out – turn of pupils, and deals with the possible waste in the process owing to the dropouts and stagnation at various levels of education. On the other hand, how far the education system fulfils the manpower requirements of a growing economy is what is termed as external efficiency of education and may be thus both quantitative and qualitative. The quantitative external efficiency rests on how efficiently the education system is able to supply the required number of educated or trained personnel to the various sectors of economy. The qualitative aspect is concerned with the problem whether the manpower released by the education system meets the requirements of the job intended to be accomplished within the economic system.

As put forward by OECD (1967, cited in Pradhan, 1991) the internal efficiency deals with what happens inside the educational system-the optional use of teachers and buildings, with drop outs, stagnation and promotion from one grade or form to another, with transition from one level to another.

Basic and Primary Education Project, Mid Term Review, (1996) stated that a high rate of grade repetition and drop out has adverse effects on the internal efficiency of the educational systems. The Nepal Multiple Indicator Surveillance (NMIS), a multi sect oral community based information management under the aegis of the Nepal Planning commission (cited in BPEP, 1996) gathered some educational data which show how BPEP schools differ from non BPEP schools in terms of grade repetition, drop out, and attendance.

Internal efficiency of an education system is concerned with the utilization of the available resources for improving the quality and quantity of education in best possible ways (CPRA, 2001 P. 55).

Pradhan (1991) stated the internal efficiency of primary education is assessed in terms of the intake and out turn of pupils in the beginning and end of the schooling levels I-V and V-VII and the possible wastes in the process due to drop outs and stagnation are estimated for the different years under the study period. The scholastic achievements of the students in the

examination results is the output measure, whereas the input measures considered are the school cost, teachers' qualification, teachers' experience of teaching and the socio economic status (SES) of students.

In synopsis, team's overall conclusion is that the internal efficiency of the education system is defined as its ability to educate the greatest number of students in the shortest time and with the least use of financial and human resources.

2.8 National Education Policy

2.8.1 The progress made in the past nine Years in education sector

With the establishment of DOE in 1999 (2056) the government has made many reforms in the education sub-sectors. Since the establishment of DOE, it brought a major shift in primary education from project to program approach, a major donor assisted program in this sub-sector. Similarly, with the 7th amendment of Education Act the "National Teacher Service Commission" was established in 2002 with aim of streamline the teacher management in school education.

Likewise, the 8th Amendment, 2004 of Education Act continued the changes brought in the 7th amendment of Education Act and regulation. The major changes brought in the Education Act are as follows:

1. The government has committed to provide the free primary education.
2. Provision of alternative schooling program for the out of school and dropout children through non-formal mode of program.
3. Implementation of teachers' licensing policy through "National Teacher Service Commission".
4. Empowerment of school management committee through different kinds of supports and responsibilities.
5. Ensuring the more representation of the local parents in the SMC and PTA formation through selection and election process.

With the spirit of the 7th and 8th Amendment of Education Act, the government has initiated the following major educational programmes to meet the international commitment and the national targets of the school education sub-sectors and sector.

2.8.1.1 Education for All Programme (EFA) 2004-009

Education for All 2004-2009 was designed, as a 5-year strategic programme within the framework of the fifteen-year National Plan of Action (NPA) for Education for All 2015 to which the Government of Nepal was committed. It has drawn the goals from the Dakar Framework of Action and has formulated the following six programme components:

1. Expanding and improving early childhood development
2. Ensuring access to education for all children
3. Meeting the learning needs of all children including indigenous peoples and linguistic minorities
4. Reducing adult illiteracy
5. Eliminating gender disparity, and
6. Improving all aspects of quality education

Before the implementation of EFA, the basic and primary education sub-sector has received a significant amount of attention and support from the government and the donor community for the past decade. In the period of BPEP II there has been significant progress in access to primary education as the Net Enrolment Rate (NER) of 81% in 2001 compared to 69% in 1998 clearly indicates. Similarly, the cycle completion rate has improved from 42% in 1998 to 60% in 2001, and the drop out rate in grade one has been reduced from 19.2% in 1998 to 13.9% in 2001.

Needless to say, a lot remains to be done to make basic and primary education accessible to all children and to improve the quality of education. Moreover, Nepal has ratified the UN Convention on the Rights of the Child 1989, which states that every child has a right to education. Furthermore, Nepal has made commitments to meeting the EFA goals by 2015, and programmes in basic and primary education sub-sector were crucial strategies for Government towards materializing its EFA commitments.

The EFA resulting vision in EFA for a child by 2015 was inquisitive to learn and has command over a level of knowledge comparable to children of the same age group in the global context. In this line, it was stated that every child has a right to receive education of good quality, which is ensured by legal provisions. Each child between the age group of 6-10 in Nepal has access to and completion of free and compulsory quality basic and primary

education irrespective of gender, ethnicity, religion, disability, and geographic location. Moreover, most children join grade one with early childhood development experiences. Two thirds of the children enrolled in grade one complete the primary cycle within 5 years. All children learn to become democratic citizens through a relevant curriculum with elements of life skills fulfilling the individual as well as the nation's requirements. The achievement and completion rate of children is high, which are measured and evidenced by the school-based information. All children in grade 1 and 2 are promoted, and therefore a child has no friend who repeats those classes.

To achieve the mentioned vision the education for all 2004-2009 (targets for 2015 together with the 2009 interim targets) has set the students related targets as follows.

Table 2.1: Expected Outcomes of the Programme

SN	Indicators	2001	2008/09	20151
1	Gross Enrolment Rate of Early Childhood / Pre School	13	51	80
2	Percentage of New entrants at Grade 1 with ECD	08	60	80
3	Gross Intake Rate at Grade 1	141	110	102
4	Net Intake Rate at Grade 1	53.7	95	98
5	Gross Enrolment Rate	123	104	105
6	Net Enrolment Rate	81	96	100
11	Pupil Teacher Ratio	39	37	30
12	Repetition Rate:			
12.1	Grade 1	39	10	10
12.2	Grade 5	9	3	8
13	Survival rate to Grade 5	66	85	90
14	Coefficient of Efficiency	60	83	80

Education for All 2004-2009 Core Document, 2003

2.8.1.2 School Sector Reform Plan (SSRP), 2009-015

After the completion of EFA 2004-09 programme, this School Sector Reform Plan (SSRP) is a long-term strategic plan to achieving the goals and objectives of Basic and Secondary

education that the Government of Nepal (GON), Ministry of Education (MOE) has envisioned for the years 2009/10 to 2013/14. The plan comprises the key strategic interventions and the estimated financial resources required to implement these strategies. The SSRP is a continuation of the on-going programmes such as Education for All (EFA), Secondary Education Support Programme (SESP), Community School Support Programme (CSSP) and Teacher Education Project (TEP). Building upon the lessons learnt and gains this programme have made in the sector, the SSRP also introduces new reforms characterized by strategic intervention such as the restructuring of school education, improvement in the quality of education, and institutionalization of performance accountability. By putting forward these reform initiatives, the Plan has placed emphasis on the access of the out-of-school population and has guaranteed the provision for all children to learn by raising efficiency and enhancing effectiveness in the delivery of services in the education sector. The key policy goals and values, such as the right to education, gender parity, inclusion, and equity have guided the preparation process and have been integrated as strategic interventions in the Plan.

By implementing the Plan, the MOE aims to achieve significant improvements in the key SSR indicators at the primary level. The key indicators including base year status (2008/09) and targets for 2015/16 at primary level are presented in the table below (Table: 2.2).

Table: 2.2: A summary of the Key SSR Indicators, Base-Year Status and 2015/16

Targets

Results Indicators for Each Component	Baseline	Status	Target Values			
	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
1) Percentage of four-year old children enrolled in ECED	63%	66.2	72	77	82	87
2) Percentage of new entrants at Grade 1 with ECED	36%	49.9	45	51	57	64
3) Net Intake Rate at Grade 1	81%	86.4	86	88	91	94
4) Gross Intake Rate at Grade 1	148%	144.0	140	137	133	130
5) Gross enrolment rate for primary (grades 1-5)	147	141.4	145	142	140	135
6) Net enrolment rate for primary (grades 1-5)	92%	93.7	96	97	98	99
7) Repetition Rate Grade 1	18%	26.5	8	5	3	2
8) Repetition Rate at Grade 5	7%	6.7	4	4	3	2%
9) Primary Completion rate		66.9				

School Sector Reform Plan, 2009-015, Government of Nepal, Ministry of Education

Chapter 3

Methodology

3.1 Methods and procedures of the study

Background

The government of Nepal has given high priority on development of the education sector, specifically, improvement in access, retention and quality.

3.1.1 Introduction

This Chapter sets the general approach and methodology used by the research team. The research instruments made use of both quantitative and qualitative data. Details of the District field work and the documents referenced during the research are all included in the Annexes to the report. Moreover, the methodology of the study was developed gaining insights from different sources. The TOR provides overall guidelines for determining what to investigate and how it should be done. The source for determining the methodology was the objectives of the study provided through the TOR. The other sources of the insights for the methodology have been gained from the previous different studies done by MoE/DoE and other individual, national and international levels mentioned in the Review of the documents (Chapter 2).

3.1.2 The target population

The target population for this study was the grade 1 new cohort enrollment in the school year 2062 (2005) of the community schools. This study was prepared based on the assumption that the study tools would have been administered, as mentioned in the TOR- within the period of the school year 2062 to 2067 making it possible to collect the data and track the same cohort of the grade 1 enrollment in the school year 2062. In consultation with the Department of Education during the presentation of the inception report, it was decided to develop the true cohort model for the analysis of the internal efficiency in primary education. The effect was that in some schools the cumulative record keeping system was very poor.

3.2 Methodology

The basic idea of this research is to utilize the ‘semi-structured’ tools to interact openly with the participants/ stakeholders in order to pick up what the stakeholders think and feel about internal efficiency in the primary education to achieve the set targets in EFA/SSRP, and what

the important underlying challenges and issues are. Its importance is as an open-ended method that can detect what the important issues are. In case of evaluation of the internal efficiency in primary education, the stakeholders range from children enrolled at primary education, repeaters and dropout from the primary school education system, their parents to the head teachers, and teachers. The progress of an individual student was measured, to some extent, by studying the trends in Key Performance Indicators and reading the Various Status Reports of the DOE.

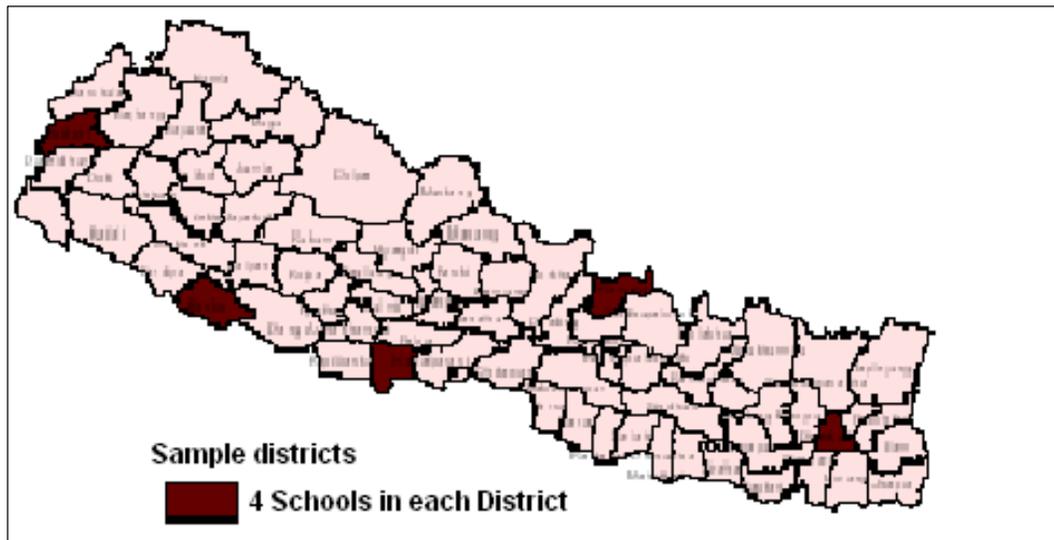
The approach used both quantitative and qualitative data. The National trends in the enrolment of girls, Dalits and other disadvantaged groups were explored at District and school levels. These observations allowed an understanding to be built of the reasons for the trends. In effect, the approach allowed the activities of the research in collecting the data from varied sources as well as observation during school site visits.

3.2.1 Sample size

As mentioned in the agreed TOR, the present study covers 5 districts representing 5 development regions and 3 eco-logical belts (Mountain, Hill and Terai). With the consultation with the DOE, one district from each region was selected, and then the sample schools were selected with the consultation meeting with respective District Education Office for the administration of instruments (the list of sample schools are presented in the Chapter:1, Table 1.4). The tentative Sampling Design for the school survey is mentioned as follows:

1. The sample schools in each district were grouped into two types: accessible and remote VDCs. The total number of schools selected was 20.
2. The sample schools were selected by level and types,
3. The total of 4 schools was interviewed in each selected district.

Figure 3.1 : Sample District for the Study on International Efficiency of Primary Education 2067



3.2.2 Preparation of instruments

For this study, it is very important how the instruments are developed. A preliminary discussion among the members of the research team involving core members and subject experts was held on the development of the instruments immediately after the sharing of inception report between NSCEH/GMSRC and the Department of Education. As was projected in the proposal, the specialists and subject experts were selected on the basis of their academic strengths and previous experiences in similar works. After the selection of the experts and subject specialists, NSCEH/GMSRC shared with them the objectives and the procedures of the study in order to enable them to fully appreciate the context and technical part of the study while developing instruments. Thus, the questionnaires for parents, students, teachers, and school survey form were developed by the experts.

The instruments were further discussed and improved with the involvement of experts, and subject specialists. The instruments, thus, prepared were tested in one school of the Rasuwa district. Receiving inputs from the testing, necessary improvement on the questionnaires was made. The instruments were printed for final administration. A copy of each questionnaire is available in Annexes.

The study has followed the following methods and procedures:

- i. A mixed methodology of qualitative and quantitative techniques was applied by using tools as FGD guidelines, field notes, interview questionnaire, school profiles etc.
- ii. A detailed review of the related works was carried out before developing the tools and a framework for the study.
- iii. To make the study representative, the administrative divisions, geographical belts, rural-urban locations, high-low GER districts and types of community schools were selected.
- iv. The tools, mostly the quantitative ones, were pre-tested and their feedback incorporated before finalizing them.
- v. An orientation on the study and its tools including the data collection procedures was organized to the field study team before initiating the field work.
- vi. Two meetings with the Thematic Committee of the DOE were conducted to appraise the progress on the study through inception and draft reports.

3.2.3 Primary Data Collection

In brief, the primary sources of the data for the Internal Efficiency in Primary Education were:

- Interviews with students, their parents, teachers and head teachers; and
- The findings from discussions and observations in the five District Field Studies.

The findings from the District Field Studies were integral to developing an understanding of trends of enrolment and in the Indicators related to efficiency. Each sample school data was collected and analyzed by the thematic group of the research, and was then reviewed by core-team members. The findings from the five district studies were shared with the thematic group to enhance overall appreciation of the similarities and differences in the progress of internal efficiency at primary education across the selected districts.

The research tools were similar to the social research tools. The interview schedules, semi-structured schedules of questions for discussion groups, and the details of each student's progress, who got enrolled as a new cohort in the school year 2062 was collected. In all

sample schools, almost all discussions involved similar stakeholders e.g. parents as members of School Management Committees (SMC) or Parent Teacher Associations (PTA), Parents of regular students and the Parents of repeaters and drop out students. The team also held informal discussions with the participants outside the formal setting of the group and took every opportunity to discuss about the internal efficiency in primary education with the respective DEO staff.

3.2.4 Secondary Data Sources - Literature Review

The secondary sources of the data for this study consisted of background documents. These included the EFA and SSRP core documents, annual Flash and Status Reports published by DoE, reports from the Formative Research Projects (FRP) done by CERID, and other related national and international research reports. A full list is contained in Annexes.

3.3 Method and Techniques of analysis

In line with the methods and procedures of this study, the organization has further elaborated Figure 1-3 and Table 1. Figure 1 relates to all the assigned tasks systematically shown in boxes and figures 2 and 3 elaborate the techniques on how the research findings are carried out. Table 1 relates to types of tools, study districts, sample types and number of respondents of five development regions representing ecological belts, rural-urban locations of the community schools.

This survey study is designed to use a mixed methodology of qualitative and quantitative with the techniques and tools as

- i. Focused Group Discussion
- ii. In depth Interview Questionnaires
- iii. Observation Checklists
- iv. Field notes and
- v. Collection of School Profile Sheets

This report is prepared based on the following conceptual framework (figure 1) and the analytical framework (figure 1):

Figure 3.2: Conceptual Framework

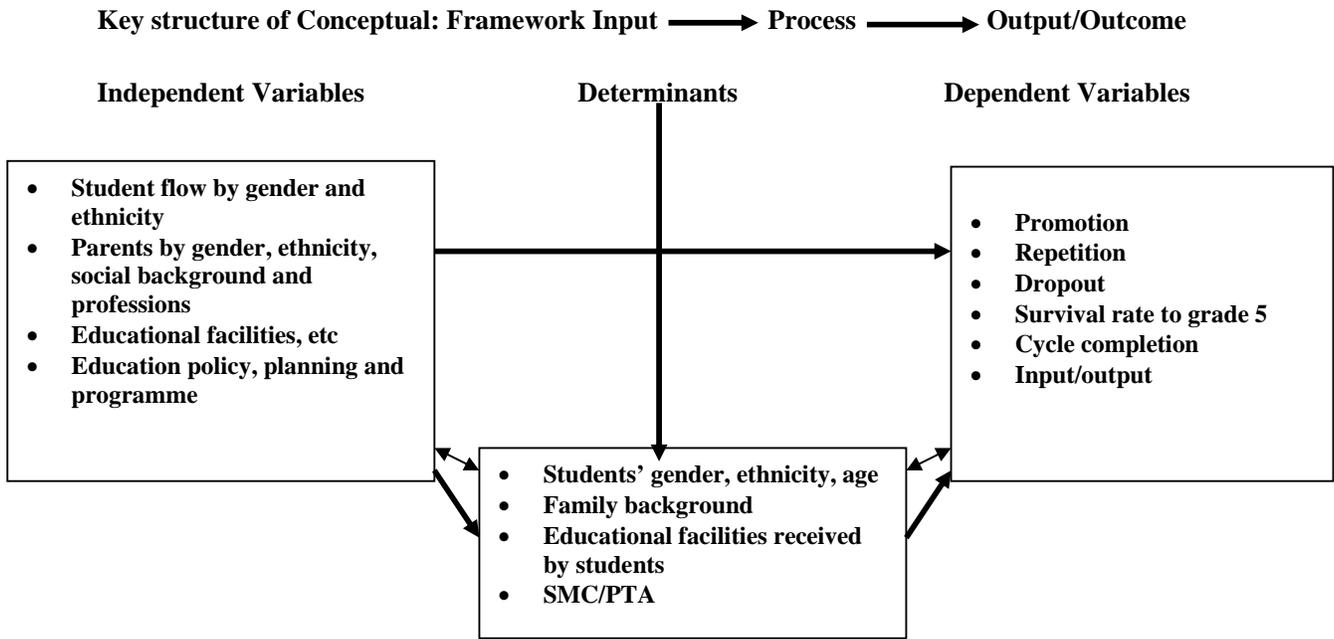
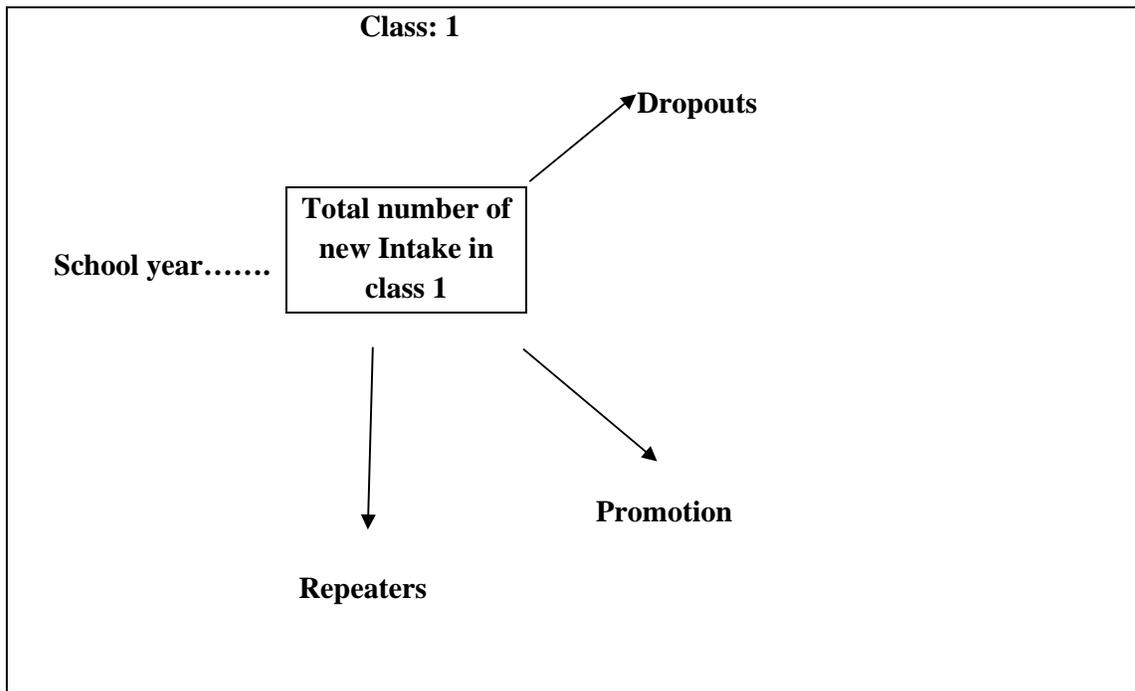


Figure 3.3: Analytical Frame work



3.3.1 Triangulation

Triangulation was used as a data analysis approach to cross-check findings from multiple sources. The triangulation approach began with identifying important issues from the literature reviewed in the inception phase. Core questions about these issues were then incorporated into the evaluation instruments. In this way, the findings from reports or interviews at the national level were compared to observations at District and school level. Similarly, observations from quantitative data were interpreted by analyzing the qualitative data collected five district visits. Chapter 4 makes substantial use of triangulation by comparing the national strategies on access, equity and efficiency with the findings from the collected data on the efficiency of these strategies in the selected districts.

3.3.2 Limitations of the methodology

3.3.2.1 Availability of stakeholders and the information

In principle, the approach taken allowed for wide and frequent participation of those at district and school level. However, the academic session of 2009-010 has come to an end and the schools were preparing for the new admission, for this, all the teachers were not involved. Some of the inevitable persons at schools and community were not available in the period; then the team had set an alternative discussion with other stakeholders. Similarly, most of the schools do not have the standard format to manage the time series data/information (especially details of the students) and the information were scattered in different formats. The timing of the assignment did not allow such refinement.

3.3.2.2 Time constraints

The “illuminative” style of evaluation works best if there is sufficient time for the evaluators to build sufficient confidence in the participants that they are willing to be reflective and self-critical. The planning including the development of evaluation instruments and logistics for the district visits took almost one month from mobilization. On reflection, this period was too long in relation to the actual district field work which was completed in about nine days plus a further week for writing and sharing within the Team. However, there was a contractual requirement to share the research approach and to wait for feedback. There was valuable feedback from participants at the Inception Report Seminar and even after the field work had started.

Chapter 4

Analysis and Interpretation of Data

4.1 Data Collection, Sources, Quality Assurance

The data and information used in this report are based on the primary and secondary sources:

- 1) The field based data/information collected by the research teams,
- 2) Census data– national census 2001 undertaken by Central Bureau of Statistics (CBS),
- 3) School census data- collected by the DoE in every year in the form of annual educational statistics and flash reporting system,
- 4) National surveys such as NLSS and Demographic and Health Survey undertaken periodically by the Central Bureau of Statistics between the national censuses.
- 5) Various research reports including the Formative Research undertaken by CERID for BPEP II and EFA (2004-09).

The data quality relates to the level of quality of these various publications by the official agencies. The sources are considered authentic by all concerned in the country. Besides several interaction sessions were also conducted to generate as well as verify the information used in this document.

4.2 Analysis

This section presents and analyzes the findings of the research objectives based on the primary data collected for Internal Efficiency at primary schools of the Sample districts (See table: 1.4) and the data from the secondary sources (see the analysis of present status of the primary education).

In this connection, the research team has visited 20 community primary and lower secondary/secondary schools which have primary level of the five districts from each region (by eco-belt) to achieve the meaningful and reasonable information for this study. In the process of the data collection, the research team visited the sample districts and discussed with the respective DEOs and other personnel on the selection of sample schools and issues related to the internal efficiency at primary education. Based on the discussion held in DEOs the Research team visited to the sample schools and collected the information by questionnaires; interview and focus group discussions with head teachers, teachers, parents

and students during the course of the data collection process (See Annex about the questionnaires used in the study).

In the process of unfolding the context, head teacher was asked about student dropout rate, repetition rate, and standard of government curriculum and attention of parents towards their children were explored. Similarly, in the focus group discussions the parents and students were asked about their household environment, schools environment, classroom teaching learning environment, their attendance at school, subject matters, their participation on classroom activities, etc.

4.2.1 Present Status of Primary Education

Currently, the school education system in Nepal is broadly structured as basic and secondary education, in which pre-primary (ECD/PPC), primary, lower secondary levels are under basic education and secondary and higher secondary levels are under secondary education. Pre-primary level includes early childhood Development (ECD) or pre-primary classes (PPC) for 1 to 3 years duration that serve 3-4 years olds children and are located near the vicinity of the communities. In institutional or private schools, these are generally called nurseries or kindergartens. In community schools, these are known as "shishu kachha" (pre-primary class). Primary school provides five years of education (1 to 5 grades) for 5-9 year old children. The prescribed age for entry into primary education of grade one is five year. The availability of school within reasonable walking distance to all 5-9 years age group children is the first step towards achieving universal primary/basic education by the year 2015. According to NLSS, 2003/04 91.4 percent of the households have access to primary schools within half an hour walking distance.

4.2.1.1 The government efforts on Provision of ECD/PPCs

A) Early Childhood Development and Pre-Primary Classes (ECD/PPCs)

Table 4.1 below shows that out of the total 29,089 ECD/PPCs in the country, 24,773 (85.2%) ECDs are running as community-based ECDs and community schools based ECD/PPCs. Thus, the rest (14.8%) of the ECD/PPCs are run under institutional schools. Out of the total 1,431,153 children of 3-4 years age group 947,278 children are catered by 29,089 ECD/PPCs. The present ratio of 3-4 years population and the existing number of ECD/PPCs is 1:49 indicating a need for a considerable expansion and strengthening of the ECD/PPC centers in

the country to ensuring all targeted age groups children for offering ECD/PPC services (Flash Report I, 2009-010, DOE).

Table 4.1: Total number of ECD/PPCs by types and eco-belts

Eco-belts	Community	Institutional	Total
Mountain	2,362	189	2,551
Hill	11,119	1,420	12,539
Kathmandu Valley	635	1,075	1,710
Terai	10,657	1,632	12,289
Total	24,773	4,316	29,089

Source: Flash Report I, 2009-010 (DOE)

b) Total number of 3-4 years age group population, total number of enrolment in ECD/PPC and the GER in ECD/PPCs by eco-belts and sex

Table 4.2 below shows the total number of 3-4 years age group population, total number of enrolment in ECD/PPC and the GER in ECD/PPCs by eco-belts and sex. The table indicates, on average, the country has achieved 66.2% GER and thus, the country has already achieved and even gone beyond the set target 64% of the SSRP for 2013-14. Despite this success, it is also true that nearly one-third of the total 3-4 age group children in the country still do not have access to ECD/PPC facilities.

A slight gender difference in ECD/PPC enrolment rate (64.8% for girls and 67.5% for boys) against girls is observed. The Mountain region shows the lowest enrolment rate (56.9%) followed by Hill (62.3%) and Terai (63.7%) eco-belts. The highest enrolment rate is in the Kathmandu Valley (127.1%) as a result of more institutional (private) ECD/PPC centers being run in the Valley.

**Table 4.2: 3-4 years' population, total enrolments and enrolment rates in ECD/PPCs
by eco-belts**

Eco-belts	3-4 Years Population			Number of children in ECD/PPC			Enrollment Rate		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Mountain	52,475	53,760	106,235	29,580	30,905	60,485	56.4	57.5	56.9
Hill	262,310	283,268	545,578	164,570	175,089	339,659	62.7	61.8	62.3
Kathmandu Valley	38,850	40,701	79,551	47,949	53,132	101,081	123.4	130.5	127.1
Terai	342,458	357,331	699,789	208,773	237,280	446,053	61	66.4	63.7
Total	696,092	735,060	1,431,153	450,872	496,406	947,278	64.8	67.5	66.2

Source: Flash Report I, 2009-010 (DOE)

c) Percentage of new admission in Grade One with ECD/PPC experiences

**Table 4.3: Number and Percentage of new entrants in Grade One with ECD/PPC experiences
by eco-belts**

Eco-belts	New enrolment in Grade One			New enrolment in Grade One with ECD/PPC experiences			% of new students in Grade One with ECD/PPC experiences		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
Mountain	49,119	44,450	93,569	18,995	18,404	37,399	38.7	41.4	40
Hill	206,941	205,323	412,264	100,304	98,130	198,434	48.5	47.8	48.1
Kathmandu Valley	25,148	26,122	51,270	9,665	9,629	19,294	38.4	36.9	37.6
Terai	227,059	233,289	460,348	125,009	127,301	252,310	55.1	54.6	54.8
Total	508,267	509,184	1,017,451	253,973	253,464	507,437	50	49.8	49.9

Source: Flash Report I, 2009-010 (DOE)

The Table 4.3 above presents that the new children with ECD/PPC experiences in Grade One is 49.9%. Among the eco-belts the Terai belt shows the highest intake (54.8%) of new children in grade one with the ECD/PPCs experiences. Both the Mountain and Hilly eco-belts show, the new students in Grade One with ECD/PPC experiences below the national average.

4.2.1.2 The government efforts on providing the access to Primary and basic education

a) Number of schools

The Table 4.4 below presents the total number of primary and lower secondary schools by unit and levels registered at DEOs throughout the country in the school year 2009-010. Of the total 32,130 schools, 31,655 are primary and 11,341 are lower secondary and 31,835 are basic levels of schools. The distribution of schools by eco-belts shows that there are 3,954 schools in Mountain, 16,557 are in Hill, 2,213 are in the Kathmandu Valley and 9,406 are in Terai belt respectively.

Among the eco-belts, the highest number of schools is in Hill and the lowest number is in the Kathmandu Valley. Likewise, there are 31,835 basic levels with Grades 1-8 in the country out of which 3,947 levels are in Mountain, 16,506 levels are in Hill, 2,093 levels are in Kathmandu Valley and 9,289 levels are in Terai belt respectively.

Table 4.4: Number of schools by eco-belts (in unit and levels)

Eco-belts	Total School (Units)	Primary level (Grades 1-5)	Lower secondary level (Grades 6-8)	Basic level (Grades 1-8)
Mountain	3,954	3,920	1,118	3,947
Hill	16,557	16,423	5,285	16,506
Kathmandu Valley	2,213	2,076	1,507	2,093
Terai	9,406	9,236	3,431	9,289
Nepal	32,130	31,655	11,341	31,835

Source: Flash Report I, 2009-010 (DOE)

Table 4.5: Trends of total number of enrolments at primary, lower secondary and basic levels

Level	2004	2005	2006	2007	2008	2009	Average annual growth rate
Primary(1-5)	4,030,045	4,502,697	4,515,059	4,418,713	4,782,313	4,900,663	4
Lower secondary(6-8)	1,444,997	1,374,796	1,301,134	1,443,515	1,466,862	1,604,422	2.1
Basic(1-8)	5,475,042	5,877,493	5,816,193	5,862,228	6,249,175	6,505,085	3.5

Source: Flash Report I, 2009-010 (DOE)

The table 3.5 above shows the trends of total enrolment at the primary, lower secondary and basic levels since the school year 2004. The overall enrolment at primary level in the school year 2009 reached 4.90 million from 4.03 million in the school year 2004. This is a 22% increase as compared to the total enrolment in 2004, the first year of EFA 2004-09 plans. The average annual growth rate in enrolment at primary level is 4.0% in this period.

Similarly, the enrolment at lower secondary level reached 1.60 million in the school year 2009 from 1.44 million in the school year 2004. This is, again, an 11% increase as compared to the total enrolment in 2004. The average annual growth rate in enrolment is 2.1% in this period. Likewise, the increment at basic education level in 2009 is 19% when compared to the figure in 2004 and the average growth rate during this period was 3.5%. Interestingly, the average annual growth rates for girls are higher than the average annual growth rates of boys at both primary (by 4.0%) and lower secondary (by 2.1%) levels. The increment on enrolment at lower secondary level indicates a high transition from primary to lower secondary level. At the basic level, the trend of enrolment has absorbed similar pattern as in the primary and lower secondary level.

b) Present status of access to primary level

I) Gross Intake Rate (GIR) and Net Intake Rate (NIR) in Grade One

The tables 4.6 below shows the total number of new enrolment in grade I, 5 year's age group projected population and GIR in grade one in the school year 2009-010 by eco-belts and gender. Based on the total number of new enrolment in grade 1 and the total number of 5 years' group population, the overall GIR for grade one is 144.0% with 148.2% for girls and 139.9% for boys. Compared with the other eco-belts, Mountain belt shows the highest GIR followed by Hill and Terai, whereas the Kathmandu Valley shows the lowest GIR (126.5%).

However, it is still high and this indicates a late entrance of children into grade one. This is highly likely to be affecting the overall internal efficiency of primary education.

Table 4.6: Total number of new enrolment in grade 1 and the 5 years age group projected population, 2009-010

Eco-belts	Total number of new enrolment in grade 1			5 years age group total projected population		
	Girls	Boys	Total	Girls	Boys	Total
Mountain	47,119	42,450	89,569	25,617	26,667	52,281
Hill	206,941	205,323	412,264	130,560	140,295	270,853
Kathmandu Valley	25,148	26,122	51,270	19,929	20,604	40,532
Terai	229,059	235,289	464,348	166,809	176,267	343,075
Total	508,267	509,184	1,017,451	342,915	363,833	706,741

Source: Flash Report I, 2009-010 (DOE)

Table 4.7: Gross Intake Rate (GIR) in Grade one, 2009-010

Eco-belts	Girls	Boys	Total
Mountain	183.9	159.2	171.3
Hill	158.5	146.4	152.2
Kathmandu Valley	126.2	126.8	126.5
Terai	137.3	133.5	135.3
Total	148.2	139.9	144

Source: Flash Report I, 2009-010 (DOE)

Similarly, the tables 4.8 and 4.9 below show the total number of 5 years' age group new enrolment in grade I, 5 year's age group projected population and NIR in grade one in the school year 2009-010 by eco-belts and gender. Based on the total number of 5 years' age group new enrolment in grade 1 and the 5 year's age group population in 2009, the overall Net Intake Rate (NIR) in grade one is 86.4% with 85.5% for girls and 87.3% for boys. Compared amongst eco-belts, Kathmandu Valley shows the highest NIR (91.4%) followed by Hill and Mountain with Terai having the lowest NIR (82.1%). As compared to the national average the Hill and Valley belts have a high NIR and the Mountain and Terai belts have a low NIR.

Table 4.8: Total number of new enrolment with 5 years old in grade 1 and the 5 years age group projected population, 2009-010

Eco-belts	Total number of 5 years age group new enrolment in grade 1			5 years age group total projected population		
	Girls	Boys	Total	Girls	Boys	Total
Mountain	22,660	24,056	46,716	25,617	26,667	52,281
Hill	117,431	128,205	245,636	130,560	140,295	270,853
Kathmandu Valley	18,225	18,809	37,034	19,929	20,604	40,532
Terai	134,912	146,637	281,549	166,809	176,267	343,075
Total	293,228	317,707	610,935	342,915	363,833	706,741

Source: Flash Report I, 2009-010 (DOE)

Table 4.9: Net Intake Rate (NIR) in Grade One, 2009-010

Eco-belts	Girls	Boys	Total
Mountain	88.5	90.2	89.4
Hill	89.9	91.4	90.7
Kathmandu Valley	91.4	91.3	91.4
Terai	80.9	83.2	82.1
Total	85.5	87.3	86.4

Source: Flash Report I, 2009-010 (DOE)

II) Gross and Net Enrolment Rate (GER and NER) at primary, lower secondary and basic levels

The tables 4.10 below shows the total number of students, age group wise students at primary level with the projected population of 5-9 age groups for 2009 and the status of GER and NER at primary level by gender in the school year 2009-010. Based on the data presented in the tables, the overall GER at primary level is 141.4% with 146.1% for girls and 137.1% for boys.

The overall NER is 93.7% with 92.6% and 94.7% for girls and boys respectively. The present status of NER suggests that a total of approximately 219 hundred thousand children (6.3%) are out of formal primary schooling of them the majority are found the girls children.

Table 4.10: Total and 5-9 years age group students at primary level and the 5-9 years' age groups projected population, 2009-010

Students	Total enrolment by level	5-9 years, age group enrolment	5-9 years, age groups projected population	GER	NER
Girls	2,453,935	1,555,075	1,679,973	146.1	92.6
Boys	2,446,728	1,690,278	1,785,236	137.1	94.7
Total	4,900,663	3,245,353	3,465,209	141.4	93.7

Source: Flash Report I, 2009-010 (DOE)

c) Current status of internal efficiency at primary level, based on the Flash Report I, 2009-010 (DOE) data

Operationally, internal efficiency can be described as the number of students graduating from an educational institution (at a particular grade and level of education) expressed as a percentage of the number of students who entered the institution at the beginning of the particular program. This analysis is done by taking the flow rates of students' data of the sample districts published in Flash Report I, 2009-010 by DOE with the technique of Reconstructive Cohort method. Table 4.11 below shows the national average of internal efficiency by indicators based on the flow rates of students from school year 2008-09 to 2009-010 for primary level. The indicators reveal that the average survival rate to grade 5 is 77.9 with 79.8 for girls and 77.8 for boys. The retention rate for girls is 77.7%, for boys 76.2% and in total 77.9%, while the coefficient of internal efficiency is 69.6 of this 70.0 for girls and 68.9 for boys. Overall, the status of internal efficiency for girls is slightly better than their counter part boys in all indicators.

Table 4.11: The status of Internal Efficiency at primary level by gender at the national level in 2009-010

Indicators related to the Internal Efficiency	Girls	Boys	Total
1-(Cohort) Survival rate to Grade 5	79.80%	77.80%	77.90%
2-Retention rate (at the end of 5 th . year)	77.80%	76.20%	75.80%
3- (Cohort) Graduation rate (Cycle completion)	68.70%	66.70%	66.90%
4- Number of graduates	687	667	669
5- Total pupil-years studied by the cohort	4,906	4,837	4,806
6- Average no. of pupil-years invested per graduate	7.1	7.3	7.2
7- Ideal number of pupil-years for a graduate	5	5	5
8- Coefficient of internal efficiency	70.00%	68.90%	69.60%

Table 4.12 below illustrates the average rates of internal efficiency by indicators based on the flow rates of students by districts from school year 2008-09 to 2009-010 for primary level. The indicators reveal that the average survival rates to grade 5 are 78.7%, 92.7%, 84.1%, 77.0%, and 88.2% respectively in Rasuwa, Dhankuta, Baitadi, Rupandehi and Banke districts respectively. The highest survival rate to grade 5 is absorbed in Dhankuta (Hilly), whereas the lowest one is in Rupandehi (Terai) district. A similar situation is found in the rate of retention rate at end of the 5th grade.

The analysis shows that the co-efficient of internal efficiency is the lowest in Rasuwa (Mountain) district and the highest one is in Rupandehi (Terai) district. Similarly, an average no. of pupil-years invested per graduate is higher in Rasuwa and Baitadi, whereas, in other districts it is less than 7 years. In-terms of gender perspective, there is not significant differences in most of the indicator.

Overall, the analysis shows that, the main causes of the low internal efficiency could be the higher rate of GIR and low rate of new entrance in grade 1 with ECD/PPCs experiences. Thus, at the national level it shows that altogether 36.5% of the total enrolled students in grade one of last school year could not continue in grade two in the school year 2009-010. Although the promotion rate has improved a bit as compared to the previous school years, it still demonstrates a high wastage of the inputs provided in the education system.

Table 4.12: The status of Internal Efficiency at primary level by gender at the national level in 2009-010

Indicators related to the Internal Efficiency	District wise rates of internal efficiency by indicators														
	Rasuwa			Dhankuta			Baitadi			Rupandehi			Banke		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
1-Cohort Survival rate to Grade 5	82.7%	74.9%	78.7%	90.4%	95.6%	92.7%	86.1%	80.0%	84.1%	74.6%	79.4%	77.0%	85.4%	88.3%	88.2%
2-Retention rate (at the end of 5 th . year)	81.0%	73.0%	76.8%	86.8%	88.5%	87.6%	90.0%	86.7%	88.8%	71.7%	75.7%	73.7%	81.3%	83.7%	83.6%
3-Cohort Graduation rate	71.6%	66.3%	68.8%	78.9%	80.5%	79.5%	79.4%	73.3%	77.4%	65.6%	70.9%	68.2%	74.5%	74.4%	75.9%
4- Number of graduates	716	663	688	789	805	795	794	733	774	656	709	682	745	744	759

Indicators related to the Internal Efficiency	District wise rates of internal efficiency by indicators														
	Rasuwa			Dhankuta			Baitadi			Rupandehi			Banke		
	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total	Girls	Boys	Total
5- Total pupil-years studied by the cohort	5,122	4,756	4,928	5,246	5,338	5,286	5,520	5,402	5,464	4,478	4,513	4,496	4,856	5,029	4,996
6- Average no. of pupil-years invested per graduate	7.2	7.2	7.2	6.6	6.6	6.6	7.0	7.4	7.1	6.8	6.4	6.6	6.5	6.8	6.6
7- Ideal number of pupil-years for a graduate	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
8-Coefficient of internal efficiency	69.9%	69.7%	69.8%	75.2%	75.4%	75.2%	71.9%	67.8%	70.8%	73.2%	78.6%	75.8%	76.7%	74.0%	76.0%

d) Analysis of Sample Schools

The purpose of this section is to provide summary, conclusion and recommendation of the study. This section begins with the analysis of each individual and total sample schools for Internal Efficiency at primary level. The analysis of each school is presented based on the data collected for the schools. Basically, the Internal Efficiency of each school is presented based on the true cohort by taking the enrolment of the school year 2062 and followed them up to 2067. In addition, the reasons of the low achievement on Internal Efficiency at school and student level also are co-related, so that it can help to the government to take correct decisions on improvement of the primary education.

I) The analysis of the Intake in grade I, 2062

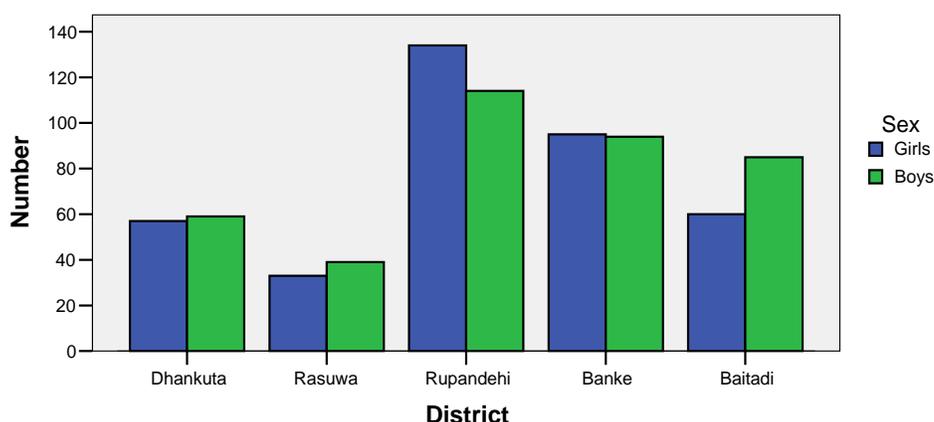
As mentioned above, in total, there are 770 students (Table 4.13) with 379 girls and 391 boys were recorded in 20 sample schools in grade one as the new cohort of the school year 2062, of them 114 Dalit and 282 Janajati children were enrolled in the same cohort. The highest number of the students is absorbed in Terai districts and the lowest one is in Mountain district.

Table: 4.13: Number of new enrolment in grade 1 in the school year 2062

District	School Name	Girls				Boys				Total			
		Dalit	Janajati	Others	Total	Dalit	Janajati	Others	Total	Dalit	Janajati	Others	Total
Dhankuta	Deepak LSS	0	8	1	9	0	5	1	6	0	13	2	15
	Gramin SS	1	9	2	12	2	9	1	12	3	18	3	24
	Jalpadevi HSS	4	10	16	30	3	13	19	35	7	23	35	65
	Chandra PSL	0	5	1	6	0	6	0	6	0	11	1	12
	Total	5	32	20	57	5	33	21	59	10	65	41	116
Rasuwa	Nilkanth HSS	0	2	3	5	2	4	4	10	2	6	7	15
	Shila Devi PSL	1	4	2	7	0	8	2	10	1	12	4	17
	Sibalaya LSS	5	1	7	13	7	0	5	12	12	1	12	25
	Singhadevi PSL	0	0	8	8	1	0	6	7	1	0	14	15
	Total	6	7	20	33	10	12	17	39	16	19	37	72
Rupandehi	Medini PSL	7	20	12	39	7	18	18	43	14	38	30	82
	Semary LSS	1	27	20	48	1	26	8	35	2	53	28	83
	Shanti N. SS	6	9	5	20	6	10	5	21	12	19	10	41
	Janachetana LSS	7	15	5	27	3	8	4	15	10	23	9	42
	Total	21	71	42	134	17	62	35	114	38	133	77	248
Banke	Bageshwori SS	8	11	19	38	3	11	12	26	11	23	31	64
	Janajyoti PSL	2	10	5	17	5	3	10	18	7	13	15	35
	Saraswoti LSS	4	4	9	17	8	2	12	22	12	6	21	39
	Tribhuvan HSS	2	8	13	23	3	13	12	28	5	21	25	51
	Total	16	33	46	95	19	29	46	94	35	62	92	189
Baitadi	Kalima SS	2	0	20	22	8	0	28	36	10	0	48	58
	Janapriya PSL	0	0	12	12	1	0	14	15	1	0	26	27
	Janata SS	0	0	16	16	0	1	13	14	0	1	29	30
	Bramha LSS	2	0	8	10	2	2	16	20	4	2	24	30
	Total	4	0	56	60	11	3	71	85	15	3	127	145
Total		52	143	184	379	62	139	190	391	114	283	374	770

Note: PSL=Primary School Level, LSS=Lower Secondary Level, SS= Secondary Level and HSS= Higher Sec. Level

Figure: 4.1: District wise new intake in grade 1 in the school year 2062



Similarly, the table: 4.14 present the share of girls, Dalit and Janajati students in total new cohort of the grade 1 in the school year 2062. Overall, 49.2% girls, 14.8% Dalit and 36.6% Janajati and 48.6% are other students enrolled in the same cohort. The shares of girls, Dalit and janajati students depicted in the sample schools are almost similar to the share of these students presented in the Flash I, Report 2066. Among the five districts, Rupandehi and Banke districts have the highest share (more than 50%) of girls and Baitadi district has the lowest share of girls. Among the five districts, Dhankuta district shows the lowest share of Dalit and the highest share of Janajati students. Out of 20 schools, there are 3 schools those have more than 30% of Dalit students in grade 1 in the school year 2062.

Table: 4.14: Percentage of new enrolment in grade 1 by gender, Dalit and Janajati in total enrolment

District	School Name	Percentage of Dalit and Janajati and Girls students in Grade 1 in total enrolment			
		Dalit	Janajati	Others	Girls
Dhankuta	Deepak LSS	0.0	86.7	13.3	60.0
	Gramin SS	12.5	75.0	12.5	50.0
	Jalpadevi HSS	10.8	35.4	53.8	46.2
	Chandra PSL	0.0	91.7	8.3	50.0
	Total	8.6	56.0	35.3	49.1
Rasuwa	Nilkanth HSS	13.3	40.0	46.7	33.3
	Shila Devi PSL	5.9	70.6	23.5	41.2
	Sibalaya LSS	48.0	4.0	48.0	52.0
	Singhadevi PSL	6.7	0.0	93.3	53.3
	Total	22.2	26.4	51.4	45.8

District	School Name	Percentage of Dalit and Janajati and Girls students in Grade 1 in total enrolment			
		Dalit	Janajati	Others	Girls
Rupandehi	Medini PSL	17.1	46.3	36.6	47.6
	Semary LSS	2.4	63.9	33.7	57.8
	Shanti N. SS	29.3	46.3	24.4	48.8
	Janachetana LSS	23.8	54.8	21.4	64.3
	Total	15.3	53.6	31.0	54.0
Banke	Bageshwori SS	17.2	34.4	48.4	59.4
	Janajyoti PSL	20.0	37.1	42.9	48.6
	Saraswoti LSS	30.8	15.4	53.8	43.6
	Tribhuvan HSS	9.8	41.2	49.0	45.1
	Total	18.5	32.8	48.7	50.3
Baitadi	Kalima SS	17.2	0.0	82.8	37.9
	Janapriya PSL	3.7	0.0	96.3	44.4
	Janata SS	0.0	3.3	96.7	53.3
	Bramha LSS	13.3	6.7	80.0	33.3
	Total	10.3	2.1	87.6	41.4
Total		14.8	36.6	48.6	49.2

The table 4.15 and 4.16 and figure 4.2 below present the age composition of the new enrolment in grade 1 cohort in the school year 2062. Out of total 770 students in the new cohort of grade one, 49 students are below 5 years, 115 are 5 years, 235 are 6 years, 165 are 7 years and the rest 206 are above 7 years age group respectively. Compared to the absolute figures with the total number of student by districts, there are 6.4% students are under 5 years, 15.0% are 5 years, 30.5% are 6 years, 21.4% are 7 years and 26.7% are above 7 years age group. Compared to the average of total in 5 districts and total of each district, it shows that the highest share of correct years (5 years age group) age group student in grade 1 is recorded in Rasuwa district and the lowest one is in Rupandehi district. Compared to the share of 5 year's age group, the share of student in age group 6 is higher, it indicates there might be some confusion to maintain the age group wise records at school level and parents level as well. The most considerable aspect of the Internal Efficiency at primary level is the higher percentage of student with 7 years (21.4%) and more than 7 years (26.7%) age group children enrolled in grade 1 as the new cohort of the students, resulted to 144% of GIR in grade 1 (Flash Report I, 2009 DOE).

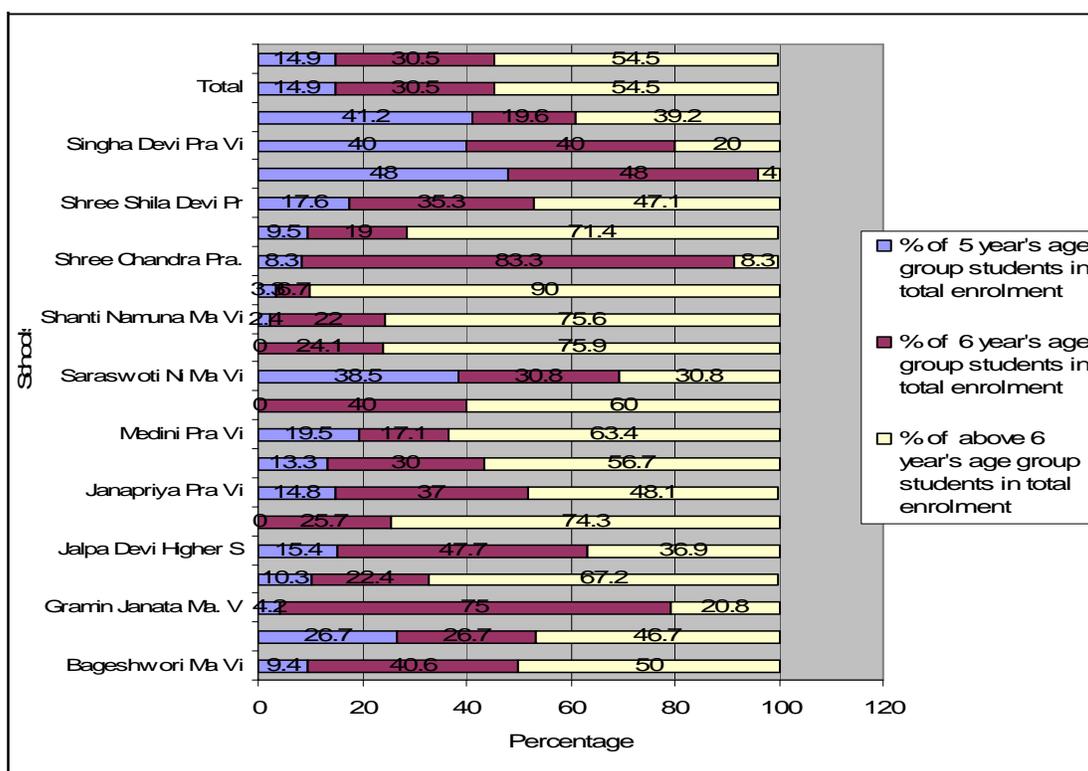
Table: 4.15: Age group wise new enrolments in grade 1 by school in the school year 2062

School	Age in entrance in grade 1, 2062														Total	% of 5 year's age group students in total enrolment	% of 6 year's age group students in total enrolment	% of above 6 year's age group students in total enrolment
	3	4	5	6	7	8	9	10	11	12	13	14	15	16				
Bageshwori	0	0	6	26	8	10	3	8	1	0	1	0	1	0	64	9.4	40.6	50.0
Deepak N	0	3	4	4	3	0	0	1	0	0	0	0	0	0	15	26.7	26.7	46.7
Gramin J	0	1	1	18	2	2	0	0	0	0	0	0	0	0	24	4.2	75.0	20.8
Kalima	0	0	6	13	14	12	6	4	1	1	1	0	0	0	58	10.3	22.4	67.2
Jalpa De	0	1	10	31	13	5	5	0	0	0	0	0	0	0	65	15.4	47.7	36.9
Jana Jyo	0	0	0	9	13	8	3	1	0	0	0	1	0	0	35	0.0	25.7	74.3
Janapriya	1	4	4	10	7	1	0	0	0	0	0	0	0	0	27	14.8	37.0	48.1
Janata M	0	2	4	9	6	5	1	1	1	1	0	0	0	0	30	13.3	30.0	56.7
Medini P	0	14	16	14	8	13	14	3	0	0	0	0	0	0	82	19.5	17.1	63.4
Nilkanth	0	0	0	6	9	0	0	0	0	0	0	0	0	0	15	0.0	40.0	60.0
Saraswoti	0	7	15	12	1	2	1	0	1	0	0	0	0	0	39	38.5	30.8	30.8
Semary N	0	0	0	20	36	20	6	1	0	0	0	0	0	0	83	0.0	24.1	75.9
Shanti N	0	0	1	9	13	11	7	0	0	0	0	0	0	0	41	2.4	22.0	75.6
Bramha	0	0	1	2	3	2	6	9	3	2	0	1	0	1	30	3.3	6.7	90.0
Shree Ch	0	0	1	10	1	0	0	0	0	0	0	0	0	0	12	8.3	83.3	8.3
Shree Ja	0	1	4	8	14	14	1	0	0	0	0	0	0	0	42	9.5	19.0	71.4
Shree Sh	0	0	3	6	6	1	0	0	0	1	0	0	0	0	17	17.6	35.3	47.1
Shree Si	0	0	12	12	1	0	0	0	0	0	0	0	0	0	25	48.0	48.0	4.0
Singha D	0	0	6	6	3	0	0	0	0	0	0	0	0	0	15	40.0	40.0	20.0
Tribhuva	0	15	21	10	4	1	0	0	0	0	0	0	0	0	51	41.2	19.6	39.2
Total	1	48	115	235	165	107	53	28	7	5	2	2	1	1	770	14.9	30.5	54.5
% in total	0.1	6.2	14.9	30.5	21.4	13.9	6.9	3.6	0.9	0.6	0.3	0.3	0.1	0.1	100.0	14.9	30.5	54.5

Table: 4.16: Age group wise new enrolments in grade 1 by district in the school year 2062

Age in entrance	District										Total Students	% in total
	Dhankuta		Rasuwa		Rupandehi		Banke		Baitadi			
	Students	% in total	Students	% in total	Students	% in total	Students	% in total	Students	% in total		
3	0	0.0	0	0.0	0	0.0	0	0.0	1	0.7	1	0.1
4	5	4.3	0	0.0	15	6.0	22	11.6	6	4.1	48	6.2
5	16	13.8	21	29.2	21	8.5	42	22.2	15	10.3	115	14.9
6	63	54.3	30	41.7	51	20.6	57	30.2	34	23.4	235	30.5
7	19	16.4	19	26.4	71	28.6	26	13.8	30	20.7	165	21.4
8	7	6.0	1	1.4	58	23.4	21	11.1	20	13.8	107	13.9
9	5	4.3	0	0.0	28	11.3	7	3.7	13	9.0	53	6.9
10	1	0.9	0	0.0	4	1.6	9	4.8	14	9.7	28	3.6
11	0	0.0	0	0.0	0	0.0	2	1.1	5	3.4	7	0.9
12	0	0.0	1	1.4	0	0.0	0	0.0	4	2.8	5	0.6
13	0	0.0	0	0.0	0	0.0	1	0.5	1	0.7	2	0.3
14	0	0.0	0	0.0	0	0.0	1	0.5	1	0.7	2	0.3
15	0	0.0	0	0.0	0	0.0	1	0.5	0	0.0	1	0.1
16	0	0.0	0	0.0	0	0.0	0	0.0	1	0.7	1	0.1
Total	116	100.0	72	100.0	248	100.0	189	100.0	145	100.0	770	100.0

Figure 4.2: School wise percentage of student by age group in grade 1, 2062

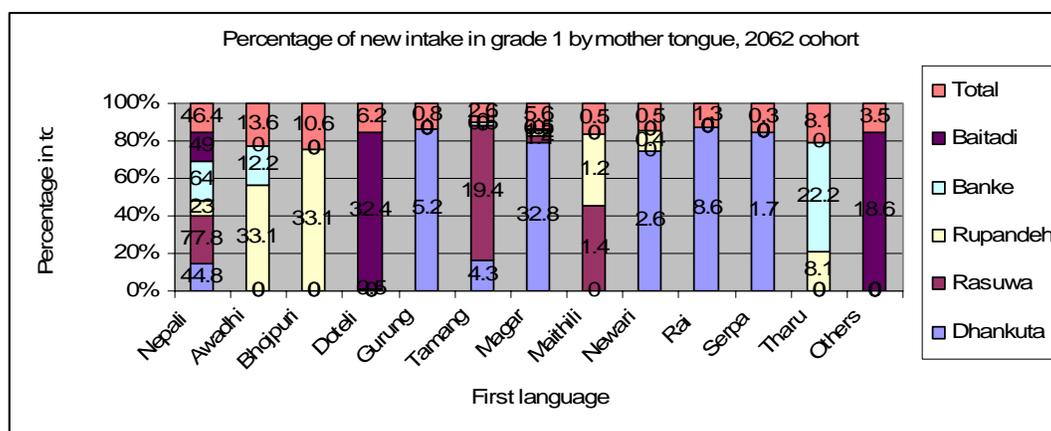


The table: 4.17 and figure 4.3 below present the number of student enrolled in grade 1 as the new cohort in the school year 2062 by their mother tongue. Out of the total 770 new students, there were 357 students with the first language as Nepali, 105 students with Awadhi, 82 students with Bhojpuri 62 students with Tharu, 48 students with Doteli, and others respectively. Among the 5 districts Dhankuta and Rupandehi districts have more mother tongues at primary level. The cohort analysis shows that among the repeaters and drop out children at primary level, the majority are with the mother tongue other than the Nepali language (See Annexes). This indicates that, among the various causes of low Internal Efficiency at student level, the mother tongue use to speak by the students also one of the major aspect.

Table: 4.17: Number of new enrolment in grade 1 by mother tongue, 2062

Mother tongue	Number students and % in total students by mother tongue										Total	
	Dhankuta	% in total	Rasuwa	% in total	Rupandehi	% in total	Banke	% in total	Baitadi	% in total	Students	% in total
Nepali	52	44.8	56	77.8	57	23.0	121	64.0	71	49.0	357	46.4
Awadhi	0	0.0	0	0.0	82	33.1	23	12.2	0	0.0	105	13.6
Bhojpuri	0	0.0	0	0.0	82	33.1	0	0.0	0	0.0	82	10.6
Doteli	0	0.0	0	0.0	0	0.0	1	0.5	47	32.4	48	6.2
Gurung	6	5.2	0	0.0	0	0.0	0	0.0	0	0.0	6	0.8
Tamang	5	4.3	14	19.4	0	0.0	1	0.5	0	0.0	20	2.6
Magar	38	32.8	1	1.4	3	1.2	1	0.5	0	0.0	43	5.6
Maithili	0	0.0	1	1.4	3	1.2	0	0.0	0	0.0	4	0.5
Newari	3	2.6	0	0.0	1	0.4	0	0.0	0	0.0	4	0.5
Rai	10	8.6	0	0.0	0	0.0	0	0.0	0	0.0	10	1.3
Serpa	2	1.7	0	0.0	0	0.0	0	0.0	0	0.0	2	0.3
Tharu	0	0.0	0	0.0	20	8.1	42	22.2	0	0.0	62	8.1
Others	0	0.0	0	0.0	0	0.0	0	0.0	27	18.6	27	3.5
Total	116	100.0	72	100.0	248	100.0	189	100.0	145	100.0	770	100.0

Figure 4.3: Percentage of new intake in grade 1 by mother tongue, 2062 cohort



The table 4.18 below presents the number and the percentage of children enrolled in the school year 2062 in grade 1 as the new cohort with ECD/PPCs experience and without ECD/PPCs experiences. The analysis shows that a very low number of children were enrolled in grade 1 with ECD/PPCs experience. Out of total 770 new student cohort in the school year 2062, only 164 (21.3%) were with the ECD/PPCs experience. Due to the low priority of and the limited provision of ECD programme, almost all of the primary schools do not have any children with ECD/PPCs experience in grade 1.

**Table 4.18: Status of children with and without ECD/PPCs experience in Grade 1,
in the school year 2062**

School	Number of children in grade 1 with ECD/PPCs experience in total students	% of children in grade 1 with ECD/PPCs experience in total students	Number of children in grade 1 without ECD/PPCs experience in total students	% of children in grade 1 without ECD/PPCs experience in total students	Total
Bageshwori Ma. Vi.	0	0.0	64	100.0	64
Deepak Ni. Ma. Vi.	2	13.3	13	86.7	15
Gramin Janata Ma.Vi.	0	0.0	24	100.0	24
Kalima Sec.	5	8.6	53	91.4	58
Jalpa Devi Higher Sec.	50	76.9	15	23.1	65
Jana Jyoti Pra. Vi.	0	0.0	35	100.0	35
Janapriya Pra. Vi.	0	0.0	27	100.0	27
Janata Ma. Vi.	0	0.0	30	100.0	30
Medini Pra. Vi.	0	0.0	82	100.0	82
Nilkantha Higher Sec.	15	100.0	0	0.0	15
Saraswoti Ni. Ma.Vi.	12	30.8	27	69.2	39
Semary Ni. Ma. Vi.	9	10.8	74	89.2	83
Shanti Namuna Ma. Vi.	0	0.0	41	100.0	41
Bramha Ni.Ma.Vi.	29	96.7	1	3.3	30
Chandra Pra.Vi.	3	25.0	9	75.0	12
Janachetana Ni.Ma.Vi.	14	33.3	28	66.7	42
Shila Devi Pra.Vi.	0	0.0	17	100.0	17
Sibalaya Ni.Ma.Vi.	25	100.0	0	0.0	25
Singha Devi Pra. Vi.	0	0.0	15	100.0	15
Tribhuvan Higher Sec.	0	0.0	51	100.0	51
Total	164	21.3	606	78.7	770

II) Co-relation between entrance-age and Promotion, Repetition and Dropout in Grade 1

The table: 4.19, figure 4.4 and 4.5 below present the co-relationship between the entrance age of students in 2062 and their promotion, repetition and dropout in the end of the school year 2062 of the grade 1 cohort. It shows the relationship of specific grade and its' prescribed age group children is very strong. This suggests that if there is below 5 and above 5 or 6 years' age group children in grade 1 there will be more chances of repetition and dropout due to the age factors, class mates, curricula and the interests of the students in the subject matters. The table: 4.18 below presents that, there is high repetition rate of the students those who were below age 5 and above 5 or 6 years age groups (i.e. 19.4% students of 7 years age group, 15% students of 8 years age group, 26.4% students of the 9 years age group and so on). The similar situation has been observed in the case of dropout children. The over all, repetition and dropout rates of this cohort in grade 1 are 25.8% and 14.5% in the end of the school year 2062. These rates are almost similar to the national average published in the Flash Report I, 2005 by DOE. This analysis suggests that, on the one hand, the government should have developed a mechanism to bring the correct age children from community in the primary education system and on the other hand develop an efficient system to make retain them up to the end of primary education. Similarly, it is also found to be very important to provide a standard format of school record keeping (e.g. see Annex) to each school, so that the schools will able to keep their information systematically in the future.

Table: 4.19: Number of repeaters (those who were enrolled as the new students in the school year 2062) in grade 1 in the school year 2063 by age group

Entrance age in grade 1	Age wise Number and percentage of students by promotion, repetition and dropout						Total students
	Promotion		Repetition		Dropout		
	Number	Percentage	Number	Percentage	Number	Percentage	
3	0	0.0	1	100.0	0	0.0	1
4	23	47.9	14	29.2	11	22.9	48
5	69	60.0	32	27.8	14	12.2	115
6	126	53.6	76	32.3	33	14.0	235
7	101	61.2	32	19.4	32	19.4	165
8	78	72.9	16	15.0	13	12.1	107
9	36	67.9	14	26.4	3	5.7	53
10	17	60.7	10	35.7	1	3.6	28
11	4	57.1	1	14.3	2	28.6	7

Entrance age in grade 1	Age wise Number and percentage of students by promotion, repetition and dropout						Total students
	Promotion		Repetition		Dropout		
	Number	Percentage	Number	Percentage	Number	Percentage	
12	2	40.0	2	40.0	1	20.0	5
13	0	0.0	0	0.0	2	100.0	2
14	1	50.0	1	50.0	0	0.0	2
15	1	100.0	0	0.0	0	0.0	1
16	1	100.0	0	0.0	0	0.0	1
Total	459	59.6	199	25.8	112	14.5	770

Figure 4.4: Out of total 770 students in the new cohort in grade 1, age wise number of promotion, repetition and drop out

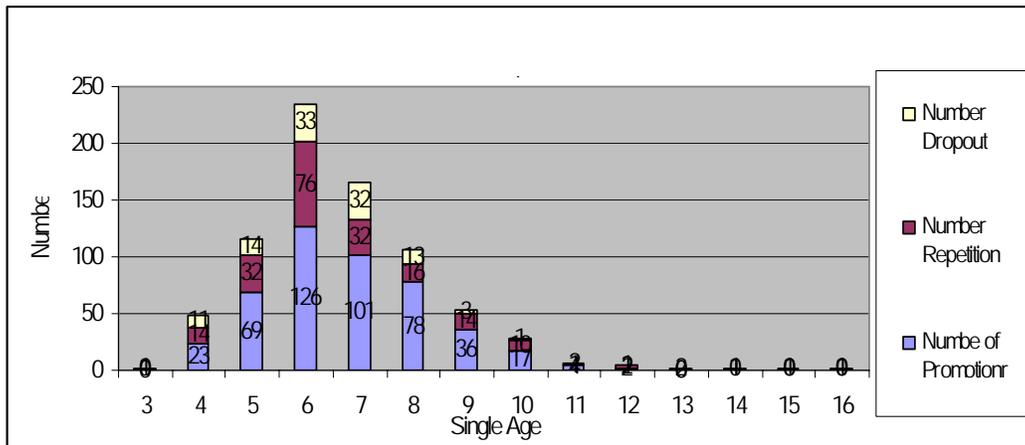
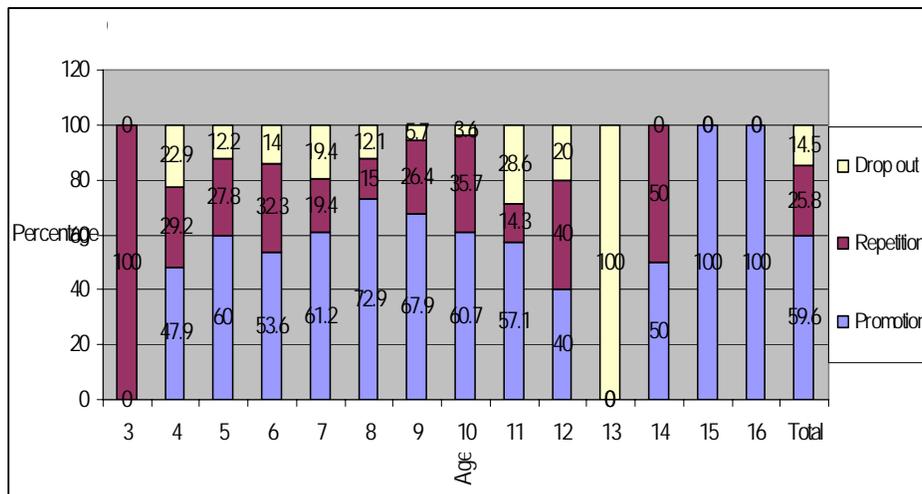


Figure 4.5: Out of total 770 students in the new cohort in grade 1, age wise percentage of promotion, repetition and drop out



III) The Overall Achievement of the Cohort in the School Year 2062

The tables below 4.20, 4.21, 4.22 and the figure 4.6 below present the overall achievement of the internal efficiency; Survival Rate to grade 5 and Completion Rate of Primary education at primary level by district and gender by the school year 2066. Out of the total 770 students enrolled in grade 1 as the new intake at primary level in the school year 2062 in total, 36.6% student have reached to grade 5 regularly (i.e. without repetition and dropped out in any grade), of this 36.9% girls and 36.2% of boys have reached to grade 5. Similarly, 32.2% of Dalit 28.7% of Janajati students have reached grade 5. Among the 5 districts, Rasuwa and Rupandehi districts have higher percentage of student reached to grade 5 and the lowest one is in Baitadi district.

Likewise, the table 4.21 below presents the completion rates of primary education by districts and gender. Out of the total 770 students enrolled in grade 1 as the new intake at primary level in the school year 2062 in total, 33.8% student have completed the primary education in the school year 2066 regularly (i.e. without repetition and dropped out in any grade), of this 34.1% girls and 33.9% of boys have completed the primary education in the school year 2066 regularly. Similarly, 32.7% of Dalit 28.7% of Janajati students have completed the primary education in the school year 2066 regularly. Overall the girls' rate is slightly better than the boys' students both in survival rate to grade 5 and cycle completion rates (See Annexes).

Table: 20: Grade wise flows of the students, those enrolled in grade 1 as the new students cohort in the school year 2062 to 2067

Grade wise status		Gender	School Year					
			2062	2063	2064	2065	2066	2067
New intake in Grade 1 as a new cohort in 2062		Girls	379					
		Boys	391					
		Total	770					
Grade 1	Grade 1 Promotion in 2062 to grade 2 in 2063	Girls		260				
		Boys		222				
		Total		482				
	First time Repetition in Grade 1_in 2063	Girls		84				
		Boys		101				
		Total		185				
	Grade 1 Dropped out in 2062	Girls	35					
		Boys	68					
		Total	103					
	Second time Repetition in Grade 1_in 2064	Girls			19			
		Boys			23			
		Total			42			

Grade wise status		Gender	School Year					
			2062	2063	2064	2065	2066	2067
Grade 2	Grade 2 Promotion in 2063 to grade 3 in 2064	Girls			174			
		Boys			155			
		Total			329			
	First time Repetition in Grade 2_in 2064	Girls			45			
		Boys			40			
		Total			85			
	Grade 2 Dropped out in 2063	Girls		41				
		Boys		27				
		Total		68				
	Second time Repetition in Grade 2_in 2065	Girls				25		
		Boys				18		
		Total				43		
Grade 3	Grade 3 Promotion in 2064 to grade 4 in 2065	Girls				143		
		Boys				114		
		Total				257		
	First time Repetition in Grade 3_in 2065	Girls				5		
		Boys				6		
		Total				11		
	Grade 3 Dropped out in 2064	Girls			26			
		Boys			35			
		Total			61			
	Second time Repetition in Grade 3_in 2066	Girls					5	
		Boys					8	
		Total					13	
Grade 4	Grade 4 Promotion in 2065 to grade 5 in 2066	Girls					130	
		Boys					103	
		Total					233	
	First time Repetition in Grade 4_in 2066	Girls					2	
		Boys					4	
		Total					6	
	Grade 4 Dropped out in 2065	Girls				11		
		Boys				7		
		Total				18		
	Second time Repetition in Grade 4_in 2067	Girls						3
		Boys						4
		Total						7
Grade 5	Grade 5 Promotion in 2066	Girls					129	
		Boys					102	
		Total					231	
Out of total intake in grade 1 in the school year 2062 grade wise survival rate	Girls		90.8	62.8	45.6	36.1	34.8	
	Boys		82.6	55.8	35.3	29.4	27.1	
	Total		86.6	59.2	40.4	32.7	30.9	
Primary cycle completion rate within 5 years	Girls						34.0	
	Boys						26.1	
	Total						30	

Figure 4.6: Out of total 770 grade 1 new cohort, the flow of students in the school year 2062 to 2067

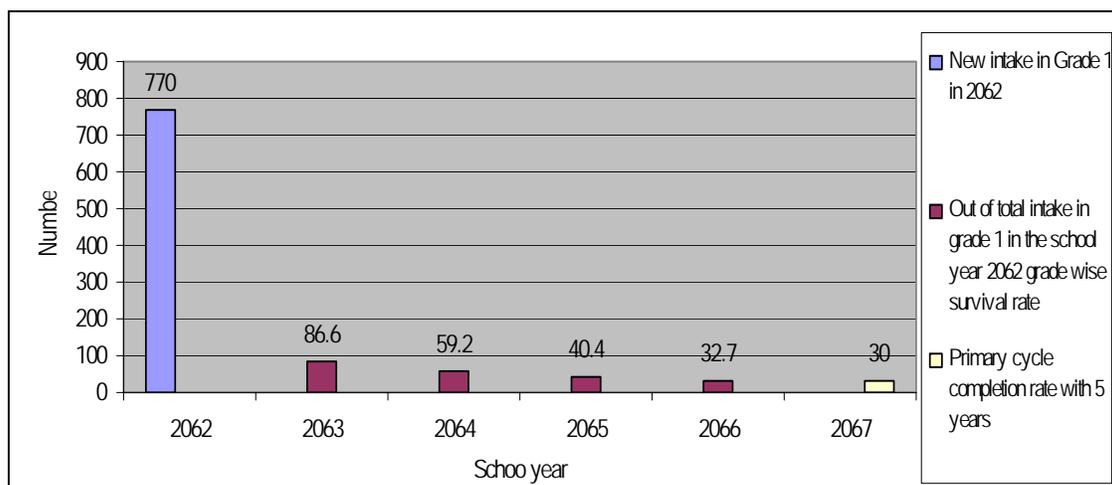


Table: 4.21: Percentage of students (those who were enrolled as the new students in the school year 2062) reached to grade 5

District	Girls	Boys	Total	Dalit	Janajati
Banke	39.3	38.5	38.9	31	24.2
Baitadi	25	28.2	26.6	33.3	0
Rupandehi	44	42	43	34.3	34.1
Rasuwa	44.6	42.3	43.45	32.5	50
Dhankuta	31.7	30.2	30.95	29.7	35.4
Total	36.9	36.2	36.6	32.2	28.7

Table: 4.22: Percentage of students (those who were enrolled as the new students in the school year 2062) Completed the Primary Education

District	Girls	Boys	Total	Dalit	Janajati
Banke	31.6	30.3	30.95	31	24.2
Baitadi	26.4	27.1	26.05	33.3	0
Rupandehi	40.3	39	39.5	35	34.1
Rasuwa	40.7	43	41.5	33.7	50
Dhankuta	31.7	30.2	30.95	30.4	35.4
Total	34.1	33.9	33.8	32.7	28.7

4.3 Determinants of internal efficiency in primary education

One of the functions of this study is to find out the relationships between the internal efficiency of the students and the factors responsible for making high and low internal efficiency in primary education. In the present study, information was collected through school survey form and questionnaires on the positions of teachers, socio-economic situation of parents and students and school relation information. The main purpose of this information was to establish relationships between the internal efficiency of the students and different internal and external factors involved in learning environment for the learners. For this purpose of analysis, the internal efficiency obtained by calculating the true cohort of the school year 2062 as new enrolment in grade 1 and the other variables included in the questionnaires for Head teacher, Teacher, Parents and Students and also school survey form identified the related variables. The data were processed and used to analyze factors determining students' internal efficiency. Categorically, the findings from the responses from the Head teachers, Teachers, Parents and Students are as follows:

4.3.1 Head teacher and teachers-related information (based on their answers on the respective questionnaires)

In terms of gender, out of 20 schools, only one female head teacher was found in the sample schools with the qualification of 6 persons M.Ed., 5 persons B.Ed., 6 persons I.Ed. and 12 persons S.L.C. and equivalent. Out of total, 13 Head teachers reported that they have curriculum for all subjects, 6 Head teachers reported that they have curriculum for only few subjects and 1 reported that his/her school do not have any curriculum. Almost all schools are satisfied with the contribution of SMC/PTA and parents as well. Out of total, 8 schools have enough play ground, 10 schools have enough drinking water and toilet facilities, 8 schools prepared their School Improvement Plan without supports from RC and others. On an average, 3 times of the SMC/PTA meeting was conducted. Similarly, in the last school year 2066, the average attendance of the teachers was less than 170 days=2 schools, 171-200 days=7 schools, and 200-220 days=7 schools. Regarding the improvement of the students' efficiency, only 8 Head teachers responded that they have managed extra class for the weak students (See Annexes).

In responses to the questionnaires; why the students are repeating the same grade and dropped from the system, almost all the Head teachers expressed their experiences that due to

the low economic condition of the parents, their professions (especially involvement in agriculture and labor-force), their socio-culture, low awareness on the importance of education, irrelevant text books and subject matters and delay on availability of the text books, effects of their mother tongues, political environment (time and again the schools are closed) and other factors are the main causes of irregularity of the students and which caused low performance of the students.

Similarly, in total 46 primary teachers were involved in the focus group discussion and responded the individual questionnaires by expressing their experiences. Out of total, 37% female teachers were working in 20 sample schools, out of which, 67% teachers are only with SLC qualification and 63% with full training. In response to the parents' satisfaction towards teachers' teaching learning skills and school's activities, 19 teachers expressed that the parents are not fully satisfied with them (See Annexes).

Moreover, based on the detailed information of each student collected from the schools by the research team, in total 770 students with 379 (49.2%) were enrolled as the new cohort in grade 1 in the school year 2062. The average family size was 4.5 and the average age of entrance in grade 1 was 7 year. On an average, each student had 3 brother and sister living together. The average attendance rate of each student was 124 days. Out of total 413 students found from other than Nepali language background at primary level in the sample schools (See Annexes).

4.3.2 Student-related information

A total of 599 students were interviewed for the study. Out of them, 52.4% were boys and 47.6 % were girls. This information is the same as was found in the 1999 national study. The average age of the students was 14.6 ranging from 11 to 19 years. The average time for study at home was 3.9 hours.

Information on the ethnicity of the students was gathered. It was found that 31.7% students were Janajati, 12.2% were Dalit, 12.9% Madhesi, 2.5% were Adibashi and 40.7 were Others. It should be reminded that the group "Others" involved all others out of these ethnic groups. The languages spoken at home by them were Nepali, (61.6%), Maithali (9.8%), Doteli (6.5%), Gurung (4.2%) Newari (3.3%), Abadhi (4%), Limbu and Tamang (4.8%), Achhami (3.3%), Tharu 2%. The Bantawa speakers were just 0.3%.

When asked who helped them at home for the study, the highest percentage of students (39.9%) reported that they were helped by their brothers and sisters, 19.5% said that they were helped by Others, 13% were by fathers and 2.7% were by mothers. 17.5% students were given private tuition. 92.3% students were given home works by the teachers but the rest did not get.

The students were asked whether or not they had textbooks, surprisingly, a significant number of students reported that they did not have prescribed textbooks. It should be noted that this question could have confused the students since we were asking them about the grade 8 textbooks and they could have understood the grade 9 textbooks because they were at grade 9 when they were asked this question, and it was the beginning of the academic session. It was therefore difficult to make any judgment on the reply of the students on the basis of the information made available for the issue. Another interesting thing was that 31.1% students were grade 8 repeaters. The study revealed that some of the schools did not complete the course. 16.3% students reported that the English was not complete before the final exam. Other courses incomplete were Mathematics and Science. In a way, it was found that English, Mathematics and Science which are generally regarded as difficult subjects at school were not taught to the satisfaction of the students.

Information about whether or not teachers gave home work and feed back was collected. Almost all (99.5%) students said that they were not given home works. The average time to reach school from home was 21.5 minutes.

Chapter 5

Findings and Recommendations

5.1 Discussions

This discusses the findings of the study. These findings are based on the analysis of the questionnaires responses made by teachers, students, parents and the details survey of the individual students. Basically, the findings covered the areas of students detail situations, their flow (Promotion, Repetition and Drop out), different factors related to the schools and family of the students. A brief discussion on the relationship between the student situation and the internal efficiency levels of the students also is made in this chapter. Various external factors affecting the internal efficiency of the primary level students are also presented briefly.

5.2 Major finding of the study

1. The total number of new children enrolled in grade 1 cohort in the school year 2062 was 770 of these 379 girls and 391 boys.
2. Overall, 49.6% girls, 11.9% Dalit and 39.1% are Janajati student were enrolled in the same cohort. The shares of girls, Dalit and janajati students are almost similar to the share of these students presented in the Flash I, Report 2066,
3. Among the five districts, Rupandehi, Banke and Dhankuta districts show the highest share (more than 50%) of girls, whereas the highest share of Dalit and Janajati student is found in Rasuwa, Rupandehi and Dahankuta districts,
4. Out of total students in grade 1 in the school year 2062; 6.4% students are under 5 years, 15.0% are 5 years, 30.5% are 6 years, 21.4% are 7 years and 26.7% are above 7 years age group.
5. Compared to the average of total in 5 districts and total of each district, it shows that the highest share of correct years (5 years age group) age group student in grade 1 is recorded in Rasuwa district and the lowest one is in Rupandehi district,
6. The analysis indicates that there might be some confusion to maintain the age group wise records at the school level and parents' level as well.

7. The most considerable aspect of the Internal Efficiency at primary level is the higher percentage of student with 7 years (21.4%) and more than 7 years (23.9%) age group children enrolled in grade 1 as the new cohort of the students that indicates more repetition and drop out from the school system.
8. Among 5 districts, Dhankuta and Rupandehi districts have more mother tongues at primary level,
9. The age composition of the student suggests that higher the age of students, the lower the grade, there will be more chances of repetition due to the age factors, class mates, curricula and the interests of the students in the subject matters,
10. The overall repetition rate (25.8%) is corresponding to the national average (26.5%) published in the Flash Report I, 2009 by DOE.
11. Out of the total 199 repeaters in the school year 2062, there was a 21.3% student with the ECD/PPCs experience.
12. Out of the total 199 repeaters in the school year 2062, more than 55% students (110 students) have 3 and more than 3 brothers and sisters in their family.
13. There are more chances (more than 54%) of repetition, if the parents, who were engaged in Agriculture and Labor force.
14. Out of the total 770 students enrolled in grade 1 as the new intake at primary level in the school year 2062, 34.8% student have survived to grade 5 and the 30.0% of student have completed the primary education in the school year 2066 regularly (i.e. without repetition and dropped out in any grade).
15. Overall, the promotion and the cycle completion rates for girls' are slightly better than the boys' students.
16. Most of the schools have their own building contributed by the local community, Village Development Committee (VDC) and the government and the most of the schools are providing reasonable sitting spaces in the classroom.
17. Almost all of the schools (except 1 school) have the curriculum, teaching guide and the teaching learning materials, however 6 schools reported that they do not have enough curriculum for all subjects at primary level.

18. In general, the economic condition of most of the students was said to be poor and most of them are from the family of farmer and labor community.
19. The SMC/ PTA are found active in most schools and mostly, the financial support from the local community is difficult. The funding received from the government was not sufficient for quality instruction. Instead of this, some schools are receiving funds from their VDCs too.
20. The majority of the parents were from agriculture and the labor force background. It was revealed that many students have big family size, which caused burden to the parents to make regular attendance of their children's at school.

5.3 Recommendations

Based on the findings from the analysis of the sample schools data, the following recommendations are put forward for policy and program interventions:

1. It is evident that the role of teacher is very important in leading the children to learn. The present study revealed that the schools should have managed their overall aspects by applying their knowledge and skills with a proper mobilization of the community, for this, each school should have developed their prospective and annual plan with the compulsory involvement of local parents with the co-ordination of VDC and RC.
2. The plan of each school should be appraised with the view of holistic activities of the school and it is necessary to be monitored annually by DEO system.
3. This study suggests, on the one hand, that the government should have developed a mechanism to bring the correct age children from community in the primary education system and, on the other hand, developed an efficient system to make retain them up to the end of primary education. This will improve the internal efficiency of the primary education.
4. The DOE should have a standard format for all types of school record keeping, it should be distributed to each school and manage all the records accordingly. This will help to make more reliable, valid and consistent information system in the future.
5. The analysis of the cohort shows that more children who were enrolled in grade 1 with ECD/PPCs experiences completed the primary cycle than their counterparts, who were without ECD/PPC experience. For this, the expansion of ECD program to the un-reached and deprived community is necessary.

6. The school environment is one of the reasons of school dropout, for this, the teachers should be regular, and have to adopt the child friendly teaching methods.
7. The reasonable class size (as prescribed in the education rule and regulations), especially in the Terai district should be maintained.
8. The timely availability of the curriculum, text books, teachers guide and teaching material are also very essential for the retention of the students at primary level.
9. Since very beginning of the EFA, the Government of Nepal has been provided free primary education. But, at the community level all the parents are not aware enough about the government support, for this, an effective mechanism should be developed and linked it with the central and district level educational functions.
10. The SMCs/PTAs, Head Teachers and Teachers should have the action plan to make the enrolment of all school going children and their retention upto the end of the primary education.
11. It is suggested that the schools should be encouraged to bring teachers, and management committee members together to reflect on the better performance of the whole education delivery system and strengthen the positive actions and repair the weaknesses for better delivery in the next year.

5.4 An action plan relating to the recommendations

Based on the recommendation mentioned above the following action plan is prescribed. It hopes this can be possible to implement at all levels of the system in the future by mobilizing the respective stakeholders and local resources.

Table: 5.1: Action plan relating to the recommendations

S.N.	Recommendations	Action to be taken	Responsible person/institution	Time frame
1	Develop a prospective and annual plan	With the compulsory involvement of local parents with the co-ordination of VDC and RC.	HT, SMC, Teachers and RC	With in 1 year
2	Monitoring the implementation of the plan	2 times a year	Resource Person, School supervisor and DOE	Start from beginning of the school year
3	Develop a mechanism to bring the correct age children from community in the primary education system	Through mobilization of the parents, local bodies, NGO/CBOs....	SMC/PTA	Beginning of the school year
4	Distribute a standard format for all types of school record keeping	Develop a holistic information system	DOE and DEO	Within one year
5	Timely distribution of the curriculum; text books, teachers guide and teaching material	By giving the main responsibility to the RC and SMC	DEO	Beginning of the school year
6	Conduct awareness programme to the parents on education	Develop an effective mechanism and linked it with the central and district level educational functions.	DOE/DEO	Beginning of the school year
7	Improve on the delivery system of primary education	Encourage to bring teachers, and management committee members together to reflect on the better performance	DEO	Every Year

References

- Basic and Primary Education Master Plan (1991). Analysis of the existing management system, Kathmandu : MOEC.
- Basic and Primary Education Project, (1996). Internal efficiency of the educational system, Kathmandu: Ministry of Education.
- Callahan, R. E. (1962). Education and the Cult of Efficiency. The University of Chicago Press: U. S. A.
- Carron, G. (1996). Reasons for absenteeism, repetition and dropout: The quality of primary schools in different development contexts. Paris: UNESCO.
- Coombs, P. H. (1968). The World educational crisis, Allahabad: A. H. Wheeler and Co.
- Education Act, 2028, MOE
- Education Rule (first Amendment 2060), MOE
- Education Regulation, 2002, MOE
- Education for All, Mid Decade Assessment, National Report
- Flash Reports I, 2008-09 & 2009-010, DOE
- Haq, M. and Haq, K. (1998). Efficiency of educational spending. In Human Development in South Asia. Dhaka: The University Limited.
- IIEP. (1998). Reducing repetition: Issues and strategies, Paris: International Institute for Educational Planning.
- Lamsal, H.P. (2003). School effectiveness: implications for Nepal. Research Center for Education and Innovation Development, Kathmandu.
- Levacic, R. (1995: 47). *Efficiency, productivity and effectiveness. Local management of schools: Analysis and Practice. Open University Press, Buckingham: Philidelphia.*
- Pradhan, R. M. (1981). Planning of higher education in Nepal: An analysis of resource allocation at Tribhuvan University. A Ph. D. Thesis, University of Southern California.
- Pradhan, A. (1991). An Input – Output Analysis of Primary Education in Sambalpur district of Orissa during 1975 – 1988. A Ph. D. Thesis. Faculty of Education, Nagpur University, Nagpur.
- Pradhan, K. M. and Shrestha M. M. (1995). A study on internal efficiency in Tribhuvan University. Kathmandu: Faculty of Education, T. U.
- Psacharopoulos, G. and Woodhall, M. (1995). Education for Development. Oxford University Press, Washington, DC: Author.
- Sheerens, J. (1999). *Concepts and Theories of School Effectiveness. Managing Schools Towards Higher Performance.* Lisse: Swets and Zeitlinger.
- Shrestha, K. N. (1988). On Primary Education in Nepal, Bhaktapur: IOE.
- UNESCO. (1985). Statistical analysis of demographic and education data in Nepal and Pakistan, Paris: Author.
- Windham, D. M. (1988). Indicators of educational effectiveness and efficiency, Florida: The Florida State University.
- World Bank, (1995). Priorities and strategies for education, Washington DC: Author.

Appendix