

# A STUDY ON GENDER RESPONSIVE BUDGETING



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# A STUDY ON GENDER RESPONSIVE BUDGETING





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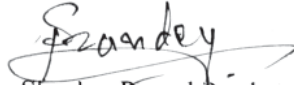
Keshar Mahal, Kantipath  
Kathmandu, Nepal

Foreword

Date: .....

Gender Equality is one of the dimensions and an integral part of social justice, inclusion and human rights. Gender mainstreaming and empowerment through equity measures are fundamental strategies for ensuring gender equality in every aspect of development. The Government of Nepal is committed to implement the Convention on Elimination of All Kinds of Discrimination against Women and Beijing platform of action to eliminate gender inequality to ensure social inclusion. Since financial resource is one of the most powerful factors to ensure gender equality, the government has realized its urgency through the series of gender audit and initiated the provision of gender responsive budget from the fiscal year 2007/2008. The main aim of Gender Responsive Budget (GRB) is to support the gender mainstreaming and empowerment from the planning process, program implementation, monitoring and evaluation with the five precise indicators such as participation, capacity building, benefit sharing, increasing access to employment and earning opportunities, and reduction in women's workload.

The initiation has been taken in all ministries however this has been given focus in thirteen ministries including Ministry of Education as education leads to enhance capacity, increase the participation, support to earning and helps to reduce the work burden. The Ministry of Education is committed to provide quality education to all regardless of differences in gender. Therefore it has been implementing various plans, policies and programs such as Education for All, Secondary Education Support Program and School Sector Reform Program with key focus on gender equity. GRB has been taken as the most pertinent strategy to implement those programs effectively. However some problems and issues still exist in GRB implementation. The findings of present study have provided the clear picture about the issues and problems akin to gender equality and inclusion in planning process of schools and district education offices, compatibility and weights of the indicators of GRB. I would like to thank UNESCO and UNICEF for their contribution to analyze the situation and pin point the problems and challenges in execution of GRB in education sector. Likewise I would like to highly appreciate their constructive recommendations for the further improvement of GRB implementation to ensure gender equality and inclusion.

  
Shankar Prasad Pandey  
Secretary

## Foreword

Thirty-five years have passed since the First World Conference on Women in Mexico in 1975 and fifteen years after the Fourth World Conference on Women in Beijing in 1995. Since then gender equality and women's empowerment are non-negotiable parts of the development agenda and recognized as a pre-requisite for poverty eradication and attaining sustainable development.

Nepal has ratified the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) and endorsed the Beijing Platform for Action. Nepal is also a party to the Millennium Development Goals with gender equality and women's empowerment as a key goal.

However, progress for women remains slow despite encouraging developments. In this context, it is an encouraging step towards gender equality and women's empowerment in Nepal that the Ministry of Finance of the Government of Nepal has introduced gender responsive budgeting (GRB) from the fiscal year 2007/08.

As gender mainstreaming is one of UNESCO's main priorities, the UNESCO Office in Kathmandu supported the present study on "Situation Analysis of Gender Responsive Budgeting in the Education Sector". The study was undertaken to understand the situation of GRB in the country's education sector, identify the needs for further improvement and assist the Ministry of Education to articulate and implement clear GRB indicators and guidelines.

The study was carried out by a team of experts on education financing, who made a critical analysis of the education sector's policies for gender responsiveness in relation to budget allocation at both national and sub-national level and assessed the progress made towards the achievement of gender equity/equality by focusing attention on the budget outputs, outcomes of expenditures. The experts also recommended improvements in making the budget in the education sector more gender responsive.

The findings of the study are useful to integrate a gender perspective into all steps of the budget process, including planning, implementing and evaluating. It also contributes to address the global agenda of attaining gender equality, ensuring equal rights and opportunities for both women and men.

We hope that the study will provide inspiration and guidance for establishing gender responsive budgets in education and, beyond this, for ensuring that girls and boys, women and men can equally benefit from education.



Axel Plathe  
Head of the UNESCO Office in Kathmandu  
UNESCO Representative to Nepal

## **FOREWORD**

**by Gillian Mellsop, UNICEF Representative to Nepal**

### **A Study on Gender Responsive Budgeting**

Nepal has made notable progress towards MDG 2 by increasing the net enrolment rate at primary level from 69.4 percent in 1996 to 93.4 percent in 2010 (MoES, 2010). In addition, the Gender Parity Index indicates that the enrolment of girls and boys in primary schools has reached parity.

However, the challenge remains to go beyond numerical parity and address equity issues – which are made manifest in subtle but widespread discrimination against girls in the form of early marriage, gender-based violence and different access to learning institutions and the workplace.

Many Nepali children fail to complete a full cycle of good quality primary education for several reasons, including poor physical facilities, language differences, lower access rates to quality education for girls, and significantly lower attendance among children from poorer families, disadvantaged castes, ethnic and religious groups. This leads to a cycle of poverty, lack of education and limited employment opportunities, holding back the most economically disadvantaged populations, leading to high dropout and repetition rates among children from these families.

When a family is poor, it is often the girl child who forgoes the opportunity of a proper education. Despite the progress that the government of Nepal is making in education, it is unlikely to achieve MDG2 with regard to universal primary education by 2015 without first making significant advances in MDG 3 on promoting gender equality and the further empowerment of women. To make the advances the country is seeking, there is an important need for systemic changes in planning and budgeting. And in this regard Gender Responsive Budgeting is a means of integrating a gender perspective into all steps of the budget process – planning, implementing and evaluating – to promote gender equity and equality. This is the basis on which policies and programmes can be transformed into meaningful gender-aware practice.

I congratulate the Ministry of Education for this initiative to transform educational policies into gender-sensitive practice through Gender Responsive Budgeting.

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## ABBREVIATIONS

ADB	Asian Development Bank
AIDS	Acquired Immune Deficiency Syndrome
ASIP	Annual Strategic Implementation Plan
AusAid	Australian Aid
AWPB	Annual Work Plan and Budget
BPEP	Basic and Primary Education Project
CAS	Continues Assessment System
CAS	Continuous Assessment System
CASP	Community based Alternative Schooling Project
CDC	Curriculum Development Centre
CDP	Continuous Professional Development
CLC	Community Learning Centres
CTEVT	Council for Technical Education and Vocational Training
DAG	Disadvantaged Group
DANIDA	Danish International Development Agency
DDC	District Development Committee
DEO	District Education Office
DF	Direct Funding
DFID	Department for International Development
DOE	Department of Education
DP	Development Partners
ECD	Early Childhood Development
ECED	Early Childhood Education and Development
EFA	Education for All
EMIS	Education Management Information System
ERO	Education Review Office
EU	European Union
FSP	Flexible School Program
FY	Fiscal Year
GDP	Gross Domestic Product
GEDS	Gender Equity Development Section
GER	Gross Enrolment Rate
GIP	Gender Parity Index
GNP	Gross National Product
GON	Government of Nepal
GRB	Gender Responsive Budgeting
GRBC	Gender Responsive Budget Committee
HIV	Human Immune Virus
HT	Head Teacher
I/NGO	International/Non Governmental Organization
IC	Interim constitution

JFA	Joint Financing Arrangement
JFA	Joint Funding Agreement
JICA	Japan International Cooperation Agency
LSS	Lower Secondary School
MDG	Millennium Development Goal
MIS	Management Information System
MOE	Ministry of Education
MOF	Ministry of Finance
MOU	Memorandum of Understanding
MOU	Memorandum of Understanding
MTEF	Mid Term Evaluation Framework
NCED	National Centre for Educational Development
NER	Net Enrolment Rate
NFE	Non-Formal Education
NFEC	Non-Formal Education Centre
NGO	Non Governmental Organization
NPC	National Planning Commission
NRP	Nepalese Rupees Price
OCE	Office of Controller of Examinations
RC	Resource Center
RP	Resource Person
SEDP	Secondary Education Development Project
SESP	Secondary Education Support Program
SLC	School Leaving Certificate
SMC	School management Committee
SOP	School Out -reach Program
SS	Secondary School
SSR	School Sector Reform
SSRP	School Sector Reform
SWAp	Sector Wide Approach
TA	Technical Assistance
TEP	Teacher Education Project
TOR	Terms of Reference
TSLC	Technical Secondary Level Certificate
TYIP	Three Year Interim Plans
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VDC	Village Development Committee
WFP	World Food Program
WHO	World Health Organization

## **Section 1: Introduction**

### **1.1 Background**

Ministry of Finance introduced Gender Responsive Budgeting (GRB) from the fiscal year 2007/08. A Gender Responsive Budgeting Committee (GRBC), coordinated by Division Chief/Joint Secretary of Program and Budget Division, Ministry of Finance has been instituted under the MOF (GON Decision, 2002-5) to give continuity to this process. The ground for gender responsive budgeting system in Nepal was preceded by a series of gender and gender budget audits and awareness raising dialogues. In the FY 2005/06, the Budget Speech of the Finance Minister had expressed a commitment to forming GRBC and it was duly formed. However, GRB materialized only in 2007/08.

A new classification of Budget was introduced in principle for all ministries, but with focus on 13 ministries including the Prime-Minister's Office. As for the current GRB guidelines, each program proposed in the 13 sectors where GRB is made applicable, has to be scored as per the indicators developed by GRBC, in which different aspects of gender sensitivity (participation, capacity building, benefit sharing, increased access to employment and income earning opportunities and reduction in women's quality improvement in time use) have each been allocated 20 potential marks each. Programs scoring 50 percent or more are classified as directly supportive of women, those scoring 20 to 50 percent as indirectly supportive and those estimated scoring less than 20 percent as neutral.

In the current budget FY 2009/10 budget estimates, about 17 percent of the total budget allocation has been classified as directly supportive of women, about 36 percent as indirectly supportive and 46 percent as neutral on gender (Annex1). Education budget allocations have also been accordingly classified since 2007/08. In the education sector, classification of expenditure items as per these three categories has varied widely between indirectly gender responsive and neutral. These re-shuffles in allocations show that, the process is still ad hoc.

The Ministry agrees that this classification is subjective guess at the center rather than calculated by applying the scoring system. Further it is post allocation classification. The education budget is planned on the basis of Annual Strategic Implementation Plan (ASIP) for schools, plans/programs and demands from other agencies under Education Ministry such as universities, Council for Technical Education and Vocational Training (CTEVT) etc, which are also based on TYIP and Mid-Term Expenditure Framework. Gender budget indicators are not integrated in those as poverty strategy and priority indicators are.

This study looks in some detail in planning/ budgeting process in the Ministry with the specific focus on school education and literacy programs and suggests how GRB could be linked to them, so that GRB process becomes practical and related to the institutional outputs and outcomes of the education sector. Application of GRB within CTEVT and higher education has been discussed only briefly.

## **1.2 Objectives of the study**

- Make a critical analysis of education sector policies for their gender responsiveness in relation to their budget allocation at both national and sub-national levels;
- Assess the progress made towards the achievement of gender equity/equality by focusing attention on the budget outputs, outcomes of expenditures;
- Make recommendations for improvement in making the budget gender responsive in the education sector.

## **1.3 Scope of the study**

- Review and analyze programs, activities and budgets from gender perspective and in relation to gender responsiveness, on the basis of 2008/09 budget
- Document national experiences in mainstreaming gender concerns in education programs and advise future strategies.

## **1.4 Methodology**

### **Analysis of documents**

- Policy documents of Ministry of Education, Analysis of progress and outputs, outcomes (Interim Constitution of Nepal 2007, TYIP, Education Act, ASIP, Flash Report & other relevant documents)
- The Budgeting process in selected institutions – Whether GRB understood or applied? How is it applied? (NCED, CDC, OCE, CTEVT)
- Analysis of the available budgetary data and other information for process analysis –component analysis- in 2008/09 (SESP)

### **Analysis of the application of 5 criteria of gender responsiveness in the education sector**

- Women's capacity development
- Women's participation in formulation and implementation of the budget
- Women's share in the benefit
- Support in employment and income generation for women
- Quality improvement in the time use of women / girls and minimization of work load to women

### **Consultation and key informant interviews**

- Close consultations with Advisory Committee, which was constituted early on. The Committee was jointly coordinated by the Joint secretaries of MOE Mr. Arjun Bhandari and Dr. Lava Awasthi Bhandari and comprised of 11 representatives from various agencies, which included NPC, MOF, MOWCSW, UNICEF, UNESCO and other officials of MOE , DOE and an expert (See Annex 2 for details) .
- Close consultation with the concerned officials of the UNESCO, Kathmandu Office, and the Education Ministry, the Departments of Education, and Gender Equity and Development Section this department (annex 3).

## **Field visits**

- Discussion with District Education Offices and School management) at the district level (Chitwan & Nawalparasi (annex 3))
- Analysis of District Education Budget, process and outputs
- Sampling of School Improvement Plans (SIP) and its implementation at the school level

## **Tools used for data/information collection**

Check lists were developed for DEO and schools separately for consultation with them (Annex 4). District Education Officers, planning officers and the accountants were interviewed as to the process of planning in the district and whether they practiced GRB. A total of 8 schools were visited in the two districts. SMC chairperson, female members, Head teachers and other teachers were interviewed. In some schools discussion was held with students as well.

## **1. 5 Limitations**

Education is a huge sector but this study covers only the budget formulation process in the Department of Education and the SESP district budget of 2009/09. Therefore, this should be taken only as a case study. Nevertheless, selection of schools was made on the basis of covering school catering to educationally disadvantaged communities, such as Dalits, Chepangs, and Tharus.

## **Section 2 Gender mainstreaming in education**

Historically the focus of educational policy in Nepal has been the school education system, although government has also established CTEVT for promoting skill training, several colleges, technical training institutions and the first university, TU. For example TYIP envisions ensuring democratic, inclusive, and equitable quality and producing conscious, able, and productive citizens as also human resources as per the demands of the national and international market (TYIP, 2007: p254). Its objectives are specified as:

- Ensure access to education for all, make them literate and provide employment oriented quality education for all
- Provide free quality basic education to all
- Develop and reorient higher education for production of research oriented and competitive human resources
- Make education at all levels equitable and inclusive

The section on technical education and skill development provisions such training for 1200 persons-women, Janajati, Dalit, Madheshi and other disadvantaged groups and poor. CTEVT, the main arm of the government managing such education, however, does have several gender mainstreaming provisions and scholarships for women and Dalits in many of its programs ( See below).

Main strategy provisioned for ensuring equitable access to higher education for women and other excluded groups is only through Open University and scholarships. Only program envisaged is scholarship for 12,600 scholarships for women and 4,500 for other poor students, besides the Open University.

Of the total TYIP estimated budget of NRs 35, 350 million (At 2006/07 prices) for the plan period, 58 percent is provisioned for school education, 2 percent for technical education and 23 percent for higher education. Excluding sports, youth employment and physical infrastructure component, nearly 70 percent of the education budget is allocated for literacy and school education.

The school sector has also developed elaborate programs, implementation plans and monitoring instruments in a gender and inclusion perspective. Therefore this report also focuses on the school sector for examining how such instruments are related to the gender responsive budgeting exercises.

### **2.1 Gender Mainstreaming in School Education Policies**

GON has been committed to universal primary education in the country for decades. Its recent education policy has been guided by the Education for All (EFA) Dakar Framework of Action 2000. Equitable access to educational resources and gender equity acquired specific importance in this context. Sspecific strategies and incentive programs were implemented to bring girls and children from the various educationally disadvantaged communities to school.

Coming after ten years of armed conflict and Jana Aandolan II inspired by the aspirations of the people of various walks of life including women for fundamental transformation of the Nepalese society to ensure equal playing field for men and women, people of various castes and ethnicity, Dalits, Muslims, Madhesi and other marginalized groups, the Interim Constitution (2006) has enshrined the right of free education up to secondary level to all. Education is seen as one of the main strategies for reducing poverty as well.

Gender mainstreaming and inclusive policies have acquired specific importance, as past gains of educational development have not been shared equally by men and women, Dalits, Janajaatis, Muslims, Madhesi etc, regions and urban/ rural areas of the country. TYIP has taken community focused education policy. It has authorized SMCs, in consultation with concerned community, to decide the language of teaching for facilitating the learning process for the children of communities in their own mother tongue.

## **2.2 Gender mainstreaming in school education:**

Several measures have been adopted for gender mainstreaming in the school education sub-sector, which include among other things, engendering all policies and programs implemented in the sector, engendering books, teaching methodologies, training materials, school environment, instituting mandatory requirement of female teachers in school, establishing institutions to facilitate the mainstreaming process, specific interventions and incentives for encouraging enrolment of girls and children from disadvantaged groups in the schools, implementation of various non-formal education programs etc. and gender responsive budgeting.

The Ministry of Education is responsible for policy formulation and supervision of all educational activities in the country, besides planning, implementation and evaluation and monitoring of all educational programs in the government sector which it does through the Department of Education (DOE) and central level line agencies under its supervision. In the past several years, each of them has strived to make their policies and programs gender sensitive. After 2006 efforts are being made to make it more diversity sensitive and inclusive.

The Department of Education (DOE) has established a Gender Equity Development Section (GEDS), to facilitate gender mainstreaming in the school education system. With responsibilities of:

- Developing policies and programs for the education of women and other targeted groups
- Coordinating and monitoring various programs implemented for increasing the participation of girls/women in education.
- Preparing indicators and process for increasing women teachers and implementing them.
- Developing and implementing programs for increasing the participation of communities, DDCs, VDCs, RCs and NGOs.
- Planning, management and distribution of girls' scholarships quota

MOE's another important arm Curriculum Development Center (CDC) is committed to improve the education system, the curricula, textbooks and other reference materials. They are regularly revised and updated for providing quality materials. CDC has paid attention to gender issues in developing educational materials and revising textbooks. Various committees within the organization are required to have female representation and members are given guidelines for analyzing issues from gender perspective, even though some of the female members may not be very effective in advocating gender concerns. There are core committees for six subjects and all have female representation (UNFPA, 2007). Sometimes the committees are headed by a woman. Presently, the committee of science is chaired by a woman. In the training and workshop organized by CDC, nearly fifty percent of participants are women.

Similarly, National Center for Educational Development (NCED) has initiated specific policies and programs for increasing coverage of women and disadvantaged groups in teachers training. Particularly its main policy objective was revised as to enhance easy access to teaching profession for women and disadvantaged groups. There is a mandatory requirement of female teachers at the primary and secondary levels. A number of policy initiatives have been taken to facilitate women's entry in the teaching profession, which includes two year concession on the minimum educational qualification, scholarships for teacher's training in 22 backward districts, specific attention to language and socio and cultural diversities in teaching, special facilities in pre-service and in-service training to women teachers and those from disadvantaged groups, revision of training materials, curriculum, training process and improvement in physical environment making them gender friendly and changing class behavior (Thapalia, 2008). National Centre for Educational Development (NCED) under Teacher Education Project had trained women from disadvantaged groups, and coached them for Teacher Commission examination. But few of such trainees have got jobs. The Commission has not advertised for new teacher positions. There is no statutory provision to make schools hire them. This is an example of gap between practice and policy.

Non Formal Education Center (NFEC) implements a separate literacy program for women. The Adult Literacy Programs and Alternative School Program (Flexible School Program, School Outreach Program, and Program for School Drop out Children) clearly state that they are for both female and male. NFEC has also disaggregated data by caste and ethnicity in the case of SOP, FSP and Alternative Schooling.

At district and VDC level gender has been integrated in the Village Education Committees (VECs), District Education Committees (DECs), School Management Committees (SMCs) and Parents Teachers Association (PTAs) having mandatory provision of including at least a woman in all of the committees and association. However, 2 female members are mandated in the DEC and Management Committee of Community Learning Center. The scenario is different in upper ladder of the education system.

### **2.3 Gender and Inclusion in Training Programs of CTEVT**

The Council for Technical Education and Vocational Training (CTEVT) is a national autonomous apex body for the production of technical and skilful human resources.

The major stated goals of CTEVT are to: develop policies for managing Technical Education and Vocational Training (TEVT) sub sector ensuring social inclusion, access, sustainability, integrity and relevancy of the TEVT programs, coordinate and facilitate TEVT sub sectors and stakeholders, maintain quality of TEVT programs and services, prepare competent workforce for TEVT sub sector, promote entrepreneurship skills and base of employment for TEVT graduates, broaden the access and equity in TEVT activities, encourage participation of business and industry in TEVT activities.

The above goals mention ensuring and broadening social inclusion and access but it does not mention gender specifically. In such a case there is a high probability of gender to be overwhelmed by caste/ethnic issues.

CTEVT has a large network. There are three types of technical schools under it, CTEVT owned Technical schools, CTEVT supported Annex Technical Schools and CTEVT affiliated Private Technical Schools. CTEVT through its four multi technical educational institutions, 14 technical educational institutions, two Vocational Training Centers for Community Development and 15 Annex Institutions operated in Community schools and more than 270 affiliated private institutions/colleges have been providing 3 year Diploma, Technical School Leaving Certificate (TSLC) and short term vocational training. Annually, about 50,000 people (25000 students in Diploma, 11,000 in TSLC, and 15,000 in short term training) have been studying.

The Council gets less than 1 percent budget of the total education budget. However, it is providing 225 scholarships to Dalit, women, ethnic,,Madhesis and other disadvantaged groups studying in diploma/certificate levels. It distributes Rs.15 million for this purpose. Besides, it also provides full or half scholarships to 2000 students through the affiliated institutions. The total cost of which is Rs 60 million.

Further, the Council has been providing scholarships worth of Rs. 1,000,000 through CTEVT owned Technical schools to diligent, women, ethnic group, conflict victim, Martyr's family and other disadvantaged group who are studying in TSLC. About 100 students have benefited from this scholarship. CTEVT programs self –financed, but the trainees do get scholarships. For example, of 28 hundred women enrolled in nursing certificate level, 500 get scholarship.

In selection of students for CTEVT courses grace scores are provisioned for women, dalit, Janjati and other disadvantaged groups. There is a preferential clause for widows in the scholarship, but they need to be certified by Official Civil Registrar.

However, the data on actual participation of women and students of various caste and ethnicity have not been updated systematically and published for public consumption. Its 2005 internal records showed 54 percent participation of women in Diploma courses and 40

percent in TSLC (UNFPA, 2007 p. 47). Women constituted about 7.8 percent among its officials (Ibid). However looking at the participation of women by kinds of training, overall percentage in the Diploma course is attained primarily because of female participation in courses for staff nurses and ophthalmic assistants. Similar stereotyping is visible in TSLC as well<sup>1</sup>.

### **2.3.1 Skills for Employment Project**

Under CTEVT, Skills for Employment Project was initiated in 2006 in compliance with the Technical and Vocational training policy (2006 – 2011). Department of Labor, Cottage and Small Industry Development Board and Department of Cottage and Small Industry are co-partners. This project is being implemented by Project Implementation Unit instituted under CTEVT. The total budget of this project is US \$ 25 million. Of this US \$ 20 million is contributed by US \$ Aid, and the government contributes Rs. 5 million. It plans to conduct free short term training, based on market demand for 80,000 people, 55 thousand at the training center level and 25,000 at the community level. The main aim of the training is support self employment opportunities and prepare trainees for foreign employment.

The training is targeted to the youths who have not completed 10 grades. Among them, women, poor and disadvantaged groups are the priority. It has provisioned that out of the 80,000 trainees 60 percent will be for women, Dalit and other disadvantaged groups. There is a mandatory provision that, at least 50 percent of the participants must be women and 25 percent Dalits.

CTEVT has started skill training to Muslim and Dalit groups since 2009/10 in 8 districts of Tarai: Bara, Parsa, Rauthat, Sarlahi, Mahottari, Dhanusha, Saptari and Siraha. The minimum educational qualification for this training is SLC pass and the candidates need to pass the entrance examination. The trainees get maintenance allowance, transportation expenses and uniforms and boarding facility, in addition to free training. Four types of technicians - Civil Sub-overseer (15 months), J.T.A. (Agriculture and Livestock 15 months), ANM (18 months), ANM (29 months), and Staff Nurse (36 months) are produced.

CTEVT also reports in the Annual Economic Survey of 2008/09 (p.179), that out of the 300 scholarships planned for the disadvantaged groups for that year 225 have been given. But this is not broken down by gender. Similarly, information on participants of other training implemented in the year is not broken down by either gender or disadvantaged groups.

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<sup>1</sup> On several visits and telephone conversation with officials, updated information could not be obtained. This is one of the difficulties encountered by the researchers in most studies. Officials behave as if they are doing favor to the researchers, rather than helping to improve their functioning as per government policies. People have access to information on government/ government funded activities by Constitution, if the files are updated, they should be freely available to public on demand.

## **Section 3: The School Reform Program, (2009/10 to 2015/16) (SSRP)**

### **3.1 School education reform and improvement initiatives and their evolution into SSRP**

The School Sector Reform Plan has been piloted in 3 districts with provision of expansion throughout the country from FY 2009/10. SSRP (2009/10 to 2015/16) has been designed on the strengths, opportunities and success stories of earlier education reform initiatives - the Education for All (EFA), the Secondary Education Support Program (SESP), the Community School Support Project (CSSP), Teacher Education Project (TEP) and other initiatives. It intends to continue the best practices of past programs, reinforce the success stories and kick off new reform dimensions such as the restructuring of school education abreast to the growing aspirations and the ground realities of the country (SSRP, 2009).

In the planning process of this SSRP feedback was received from nationwide consultations with stakeholders including other line ministries and development partners. It takes into account the policy directions of the EFA National Plan of Action (EFA NPA) 2001-15, the Three-Year Interim Plan (TYIP) 2007-2009, and the SSR Core Document; thereby representing the long term strategic framework of the school education sector. Rights-based approach to education; gender parity, social inclusion, and equality have been at the core of the program planning process.

The SSRP emphasizes attaining universal enrolment at primary level (currently 8% of the children in age group 5-9 is out of school, whereas 25% of the children in age groups 5-12 currently are out of school), ensuring tangible improvements in the quality of education (reduction in dropout and repetition rates and increment in students' learning achievements) and enhancing performance accountability at all levels (ASIP, 2009).

SSRP integrates the school system from 1 to 12 grades in a phased manner from 2009/10 onwards. It has broadly divided schooling into two levels basic education from grade 1 to 8 and secondary education from 9 to 12. The plan is to implement this structure by 2015 because schools operate different levels. The main components of the Plan are Early Childhood Education Development (ECED), Basic and Secondary Education, Literacy and Lifelong Learning, and Technical Education and Vocational Training. Other components include Teacher Professional Development, Capacity Development, Monitoring and Evaluation, Financing, Aid management and TA Coordination.

SSRP followed EFA (2004–2009) which came as the third phase of the BPEP I (1993-1998). BPEP II pursued the consolidation of the objectives of the first phase to provide universal primary education to all children of the country. Following this, EFA aimed to increase primary enrollment rates, especially of girls and children from socially disadvantaged groups, and to improve the quality of education. Despite the Dakar Framework for Action, which covered school education as a whole, earlier Nepal had decided to focus on primary level only (1-5 grades). However, EFA 2004–09 proposed upgrading of basic education from

Grades 5 to 8 by 2012 covering up to secondary level in 2003 and the SESP (2003/04–2009) was introduced, with focus on Grades 6 to 10 (Acharya, 2007).

EFA and SESP both addressed gender issues and implemented various activities in this respect. EFA had six components three of which specifically address gender and inclusion is:

- Expanding and improving early childhood development
- Ensuring access to education for all children,
- Meeting the learning needs of all children of all children including indigenous peoples and linguistic minorities,
- Reducing adult illiteracy,
- Eliminating gender and social disparities, and
- Improving all aspects of quality education

Thus, under EFA, Eliminating gender and social disparities figured prominently among its six objectives. EFA's vision was for achieving 100 percent enrollment by the year 2015 and it had developed various output indicators to measure success of school children. Information collected and published in the Flash Reports and other reports are disaggregated by gender, ethnicity/caste, rural/urban and regions. However, they were not broken down by gender for targeting and the central reporting, and central level management information system. These deficiencies remain in SSRP.

The objectives of SESP were aligned with the broader priority objective of poverty reduction as stated in the 10<sup>th</sup> Plan. It addressed both gender and inclusion and quality of education through effective pedagogy. The purpose of SESP was to develop secondary education system so that primary level graduates can continue their education. The overall intent was to develop quality human resources for both internal and external labor market.

- To enhance the quality of secondary education, including the standards of teaching and learning:
- To promote the relevance of secondary education to national needs:
- To ensure equity in access to secondary schooling, especially the equal participation of girls, and children of disadvantaged ethnic groups
- To enhance both the internal and external efficiency of the secondary education sub-sector.

The program components of SESP included: (a) Learning environment improvement, (2) Curriculum development, (c) Teacher education development, and (4) Institutional management and capacity building. Though the broader components did not speak about gender and inclusion, several activities were specified which specifically addressed gender and inclusion such as:

“Develop equitable access through interventions targeted at girls, children from disadvantaged groups and ethnic minorities with special learning needs and disabilities”

“Increasing substantially the number of female teachers and teachers from disadvantaged groups in public secondary education” (GON/ADB/DANIDA 2002 p 59, 61)

The physical infrastructure policy of SESP also proposed to focus on developing girls' hostels and concentrate on schools of those localities where girls and children from disadvantaged groups form majority of non attending school age children (GON, ADB/DANIDA 2002 p 22, 23)

To address the gender and inclusion both the programs initiated and continued various incentive programs. SSRP has given continuation to all these strategies.

In summary, the key reforms made by earlier programs were devolution of decision making powers to communities and school management, expansion of demand side intervention for bringing children of marginalized groups to the schooling process, introduction of per child financing and scholarships, decentralization of teacher hiring, opening of the textbook printing and distribution system to private sector and harmonization of support from several development partners with coherent and common objectives in education.

Strategies adopted for gender mainstreaming and inclusion included various scholarship programs, female teacher policy, and provision of physical infrastructure by both the programs. However, some challenges remain. There is still insufficiency of physical facilities for quality education, wide disparity in student achievement of community and private schools, increased number of unemployment among educated. Still, women, Dalits, Janajati, Muslims, Madhesis, conflict victims, differently capacitated children and other marginalized groups are not fully integrated in the school system.

On the institutional side, decentralization has not been fully implemented although education sector is considered the most advanced in this respect. The work performance of the educational managers and stakeholders still leave much room for improvement. The teacher student ratios have not been quite adjusted. The intended institutional reforms in the educational structure and the cost sharing arrangements by the community are yet to be implemented (MOE, 2009), due to political instability. SSRP is reported to be designed to address these challenges.

The key policies of SSRP from the perspective of gender and inclusion are:

- Ensuring the inclusion of children from disadvantaged group of people (girls and women, Dalits, ethnic minorities, Madhesis, differently capacitated persons, poor and marginalized population and conflict affected etc.).
- Taking affirmative actions to increase the number of female teachers and disadvantaged people, conflict affected groups in school mangement
- Increasing representation of disadvantaged groups across at all levels governance and management
- Sharing the responsibility of inclusion between various levels of government

The main focus of the Plan is to improve the quality and relevance of school education. Its strategic interventions aim at ensuring right to education, gender parity, inclusion and equity. These issues were taken consideration in the preparation process.

To assess the progress in terms of outputs and outcomes it has proposed 15 key indicators (Annex 5) but these indicators are not gender disaggregated as in the case of EFA indicators.

### **3.1.1 The goals of SSRP are:**

1. To foster access children's all round development, laying a firm foundation for basic education
2. To ensure equitable access to quality education through rights-based approach and promotion of a child friendly environment in schools
3. To meet the national development needs by producing competent and skilled human resources and to provide foundation for tertiary education
4. To develop life skills and facilitate continuous learning for youths and adults with particular focus on female and disadvantaged population
5. To equip students with employable skills, which will assist and accelerate their transition from school to work and help them explore a variety of career opportunities that are available inside Nepal as well as in the neighboring countries and in the global market
6. To ensure all teachers have the knowledge and skills required to effectively facilitate students learning process
7. To enhance the capacity to implement the reform stated in the SSR Plan
8. To facilitate effective implementation of the Plan through a system that supports informed decision making by providing timely information on program status against planned objectives
9. Effective mobilization of external resources and experience in achieving the national development goals in the education sector (SSRP, 2009)

Each of the goals is followed by specific objective and strategic interventions. Some of the strategies are:

- Expand ECDD by ensuring their quality in school based and community based centers
- Increase access to and participation in, basic education with the introduction of entitlement scheme, free and compulsory education, recognition of traditional modes of education
- Improve internal efficiency by introducing Continuous Assessment System (CAS), providing scholarships and incentives to children from economically and socially marginalized families, strengthening scholarship distribution and monitoring mechanisms through SMC
- Ensure equity and social inclusion

Specific provisions made for gender equity and inclusion in the case of teachers are:

- Equitable allocation of seats for recruiting teachers and staff in management positions from disadvantaged group
- Provision for weights in favor of candidates from disadvantaged groups
- Mandatory sanitary provisions for female teachers in school
- Special provisions for women for entry into teaching profession and relaxed criteria for substitute teachers
- Provision for maternity and paternity leave, infant feeding breaks and provision for substitute teachers

### **3.1.2 Financing SSRP**

SSRP continues with the SWAp which was started with EFA joint funding arrangement (JFA). A sub-Sector Wide Approach for basic and primary education was developed to help ensure that the significant gains made over the previous decade under BPEP I and II under basket funding. Government of Nepal and the funding partners reached an agreement on Joint Funding Arrangement (JFA) for EFA (2004-09), and adopted the pool funding mechanism since the fiscal year 2004/05 with the objectives of (i) reducing GON's administrative burden through alignment of donor and government procedures for financial management, disbursement and reporting and (ii) having all development partners in the sub-sector use a common and simplified Monitoring and Evaluating (M&E) framework (Aid Harmonization and Alignment n.d.).

The SWAp aimed at closely aligning donor assistance with national strategy, increasing transparency, strengthening local systems, providing flexibility in funds use and reducing transactions costs, (UNICEF (2004). However, SWAp covered only EFA. SESP was also funded by two donors, (ADB and DANIDA) but funding and monitoring mechanisms of donors differed. Under SSRP SWAp has been extended up to higher secondary level (11-12) by integrating both EFA and the SESP funding mechanisms.

SSRP is proposed for five years with the flexibility of extension to 7 years and the total cost is estimated to be US\$ 4 billion over the period of seven years. Government's funding is estimated to be US\$ 3 billion or 78 percent. There is still a funding gap of US\$ 892 million. The financing estimates and expenditure sharing arrangements for the first five years are featured in tables 1 and 2. For the first five years the total cost is approximately US \$ 2.6 billion. The government funding is estimated for this period is about US\$ 2 billion and the Development Partners' (DPs) have pledged US\$ 539 million. A funding gap of US \$ 124 million remains.

The government proposes to draw the non pooling partners for meeting the funding gap through bilateral agreements. Some INGOs support is also expected. The Plan has also envisaged significant contribution of communities through cost sharing and voluntary labor in school construction and rehabilitation activities.

**Table 1: Budget Estimate for SSRP FY 2009/10-2013/14**

Details	Fiscal Year					
	09/10	10/11	11/12	12/13	12/14	09/13-13/14
Development (NRs m)	7,174	7,739	8,648	9,592	10,001	43,154
Recurrent (NRs m)	27,275	30,059	33,142	36,460	39,992	166,927
<b>Total (NRs m)</b>	<b>34,449</b>	<b>37,798</b>	<b>41,790</b>	<b>46,053</b>	<b>49,992</b>	<b>210,081</b>
Development (US\$ m)	90	97	108	120	125	539
Recurrent (US\$ m)	341	376	414	455	500	2,087
<b>Total (US\$)</b>	<b>431</b>	<b>473</b>	<b>522</b>	<b>575</b>	<b>625</b>	<b>2,626</b>

Source: (SRSP, 2009 p 65)

**Table 2: Sources of Financing SSRP**

Contributors	In US \$ million					
	Fiscal Year					
	09/10	10/11	11/12	12/13	13/14	09/10-13/14
Government	311	350	398	448	495	2,002
Development Partners	120	122	125	127	130	624
Other resources	0	0	0	0	0	0
<b>Total</b>	<b>431</b>	<b>472</b>	<b>523</b>	<b>575</b>	<b>625</b>	<b>2,626.0</b>

Source: SSRP (2009, p 66)

The government allocations to education are expected to increase slowly and reach 20 percent by the FY 2013/14 with the school sector sharing 85 percent of the total education budget.

The challenge is to meet the financing gap. The Plan has also proposed to manage technical assistance (TA) and direct funding (DF) through pool funding mechanism with the consent of all interested partners. To regulate this mechanism a Joint Steering Committee is proposed which will approve the terms and conditions for the operation of the TA/DF budget.

The Plan has also identified several challenges to meet the planned goals such as ensuring minimum standard of Early Childhood Education and Development (ECED) quality, ensuring participation of children facing multiple exclusions, changing attitude and behaviors towards differently capacitated people, HIV AIDS and other forms of physical and social stigma, expanding literacy to disadvantaged and low literacy pockets, meeting the changing demands for technical and vocational skills. Besides, capacity enhancement and commitment of SMCs, preparation of specialized teachers in different areas, continuous professional development (CPD), capacity building of personnel at all levels, effective monitoring and evaluation are other challenges identified.

As stated earlier the foundation of SSRP is EFA, SESP, CSSP and TEP and it is designed on the basis of the lessons learnt from earlier programs. It has reflected concerns for gender equality and inclusion to a greater extent. But the main challenge remains due to the funding gap. If funding falls short there is a greater chance of these areas to be affected.

The table 3 shows the pool and non-pool funding parts for the current FY 2009/10. The pooling partners are ADB, AusAid, DANIDA, European Union, DFID, Finland, Norway,

UNICEF and World Bank. The non pooling partners are JICA, WFP, UNESCO, UNFPA, UNDP, INGOs, and USAID. Out of the total school education budget the pool financing covers 90 percent, the share of government is 70 percent and that of the foreign aid 30 percent.

**Table 3: School Education Budget and Funding Modalities, FY 2009-2010**

Items	2009/10 Rs. million	2009/10 US \$ million	Percent
Education Budget	46,617	605	
School Education	39,949	519	86
Pool Financing % of total school budget	35,993	467	90
Of which			
1. GON	25,259	328	70
2. Foreign Aid	10,734	139	30
Financing of total school budget			
Government Share			67
Foreign Aid			33

Source: ASIP (2009)

### 3.1.3 Monitoring and Evaluation

The monitoring and evaluation framework is designed to assess the compliance with regularity provisions, measuring the progress and evaluating the program through decentralized system of monitoring with social audit, and external evaluation of outcomes and impact.

SSRP has proposed to continue the current practice of monitoring and evaluation system and work on strengthening the capacity of line agencies. Capacity enhancement in the Ministry is proposed for continuous assessment of policies and strategies. Consolidation of current partnership arrangement with implementing agencies including schools, improvement in the timing and quality of reporting from the school and district level to the center and improvement in the capacity to provide feedback and access to information to stakeholders are other interventions proposed for better monitoring. The Flash reports I and II and annual status reports remain as the key tools to measure the output and outcome performance. Further, it has a provision for further research and studies on the monitoring system and indicators. Establishment of an Education Review Office in MOE (ERO) is proposed, which will conduct consultation with key stakeholders for improvement on indicators.

## 3.2 Incentive Programs

All the incentive programs instituted under EFA and SEDP continue under SSRP, with improvement in their distribution and management with decentralized approach. It is also proposed that the local government through SMCs will be responsible for addressing the problems related to girls' regular attendance. The Plan has emphasized increasing access of children from all groups to basic education by making teacher learning process child friendly,

provisions for incentive programs, and extensive scholarships to girls and children from educationally disadvantaged caste/ ethnicity, regions etc (Table 4).

**Table 4: SSRP Scholarship Plan**

Scholarship Type	Target	Amount (NRs)
Dalit Scholarship	All Dalit Students	350 per year/student
Girls Scholarship	50 percent Girl students (need based selection by SMC)	350 per year/student
Martyr's Scholarship	Children of Martyr's family (Verification by DEO)	1000 per year/student
Scholarship for Karnali Zone	All girl students in Karnali region	1000 per year/student
Scholarship for differently capacitated students	All differently capacitated students	500 to 15,000 per student/ (based on severity)

Source: (SSRP, 2009 p. 23)

### 3.2.1 Scholarship

A hundred percent scholarships to Dalit students and 50 percent of the girl students, other scholarships to deprived groups, and all girls of Karnali districts under EFA, have been continued. Scholarships are provisioned for Dalit students and children of Kamaiya, poor households, conflict victims and educationally disadvantaged community studying in Grade six to Grade Ten in community schools. Besides, there is remote Himali Boarding scholarship for students of disadvantaged community studying in lower secondary and secondary schools. The scholarships for the children of marginalized endangered groups continue up to secondary level. Moreover, establishment of girls' education fund, Higher Secondary Education Scholarship, Students Financial Support Arrangements are instituted to bring girls and children of deprived groups up to higher education. In order to give continuity to students' education, the schools of Himali districts are operated in other places in winter when there is snow fall. For example, the Lower secondary school of Lomathang, Mustang is operated in Pokhara for two/three months in winter (Nepal, 2006).

### 3.2.2 Food for Education

Food for Education program, aims at increasing students' enrollment rate, decreasing their absenteeism and drop out rates, increasing students' capacity for study, improving students' nutrition and health status, increasing girls' enrollment rate, improving pregnant and nursing mothers' and children's health status and increasing women's participation in the programs by eliminating gender discrimination. This project was implemented by the Ministry of Education from 1996 up to 2002 with the name of Primary School Nutritious Food Project". From 2002 to 2006, this program was operated as the Food for Education Program and in 2007 a policy level agreement was signed to continue it from 2008 to 2010. The program has been operating in 11 districts of far western region,

The activities under the program are;

- Mid day meals in community schools, of 11 districts: Achham, Doti, Dandeldhura, Rukum, Dailekh, Salyan, Baitadi, Bajhang, Bajura, Darchula, and Jajarkot

- Incentives for girls (two liters of edible oil to all girls in grade 2 to grade five) in the above 11 districts and five Tarai districts: Parsa, Dhanusa, Mahottari, Sarlahi and Rautahat, added since FY 2008/09. Girls need 80 percent school attendance for getting this incentive.
- Maternal child health care: This incentive is provided in 84 VDCs of 9 districts: Salyan, Dailekh, Dandeldhura, Doti, Baitadi, Darchula, Achham, Bajura, and Bajhang. Pregnant women, nursing mothers and children from 6 months to 3 years old are provided with nutrimix at Rs. 7 kg per person per month???
- De-worming: Under this program, de-worming medicine is provided two times a year with the support of WFP. Its aim is to decrease the rate of student absenteeism. This program purchases medicine, conducts training, monitoring and supervision. WHO also has been providing technical support (MOE, 2008).
- Mid day snack for all primary school going children of Karnali region.

### 3.3 Results

Significant progress has been achieved with primary net enrolment rate (MDG 2) having reached 93.7 per cent in 2009. There was an increase of 1.8 percentage points in over all enrolment over the last year's figures. Gender parity has been achieved in gross enrolment levels at the primary level in 2009 (Table 7) in 2009. At the secondary level, the improvement has been significant, but there is still long way to gender parity, still achievable by 2015, with concerted efforts.

**Table 7: Ratio of girls to boys\***

General indicators	2005	2006	2007	2008	2009	2015 (Target)
Ratio of girls to boys at ECD/PP level <sup>Source: Draft MDG Goal #3 monitoring report 2010 of NPC/ UNDP , 2010</sup> a. DOE Flash I Reports 2005, 2006, 2007, 2008	0.86	0.92	0.85	0.89	0.91	1.0
Ratio of girls to boys at primary level <sup>Source: Draft MDG Goal #3 monitoring report 2010 of NPC/ UNDP , 2010</sup> a. DOE Flash I Reports 2005, 2006, 2007, 2008	0.90	0.94	0.96	0.98	1.0	1.0
Ratio of girls to boys at secondary level <sup>Source: Draft MDG Goal #3 monitoring report 2010 of NPC/ UNDP , 2010</sup> a. DOE Flash I Reports 2005, 2006, 2007, 2008	0.84	0.86	0.85	0.89	0.93	1.0
Ratio of women to men at Tertiary level <sup>b</sup>	0.50	0.59	0.63	NA	NA	1.0
Ratio of literate women to men from 15-24 years old <sup>c</sup>	0.73 <sup>c3</sup>	0.83 <sup>c4</sup>	NA	0.83 <sup>c5</sup>	NA	1.0

Source: Draft MDG Goal #3 monitoring report 2010 of NPC/ UNDP , 2010

a. DOE Flash I Reports 2005, 2006, 2007, 2008, 2009

b. UGC, 2005, 2006, 2007

c. Population monograph, CBS 2003 (c1 and d1 1991 data and d2 2001 data); CBS 1996 (c2 1995 data); CBS 2004 (c3 2004 data, c1 1991 data, e2 1999 data); and NDHS, 2006 (c4 2005 data); and NLFS, CBS, 2008 (c5 and d3 data).

d. <http://www.unmin.org.np> (e3 2007 data)

Note: The ratios of girls to boys at all levels mentioned in a & b are the ratios of GER

However, 2009 figures show significant differences in educational levels across the social groups, gender and geographical regions. Gender Parity Index (GPI) in primary, lower secondary, basic, secondary, higher secondary and secondary levels are shown for 2009 in the table 8. Much needs to be done to improve enrolment of girls from Dalit communities,

Janajatis, Madhesis/marginalized Terai communities and from Karnali regions as well as from remote areas.

**Table 8: Progress in GER and NER status, 2009/2010**

Level	GER			NER		
	Girls	Boys	Total	Girls	Boys	Total
Primary (1-5)	146.1	137.1	141.4	92.6	94.7	93.7
LSS (6-8)	89.3	88.2	88.7	61.9	64.3	63.2
<b>Basic (1-8)</b>	<b>126.5</b>	<b>120.3</b>	<b>123.3</b>	<b>82.0</b>	<b>84.3</b>	<b>83.2</b>

Source: Flash Report (2009)

The NER of girls shows increasing trend however their participation rate is lower as compared to boys' at both primary and lower secondary levels (Table 8). Dalit girls have less access to education at upper levels as compared to Dalit boys, while among the Janajatis and other groups, gender discrimination in access to school education is equalizing.

**Table 9: Selected indicators of inclusion, 2009/10**

Level	Percent Girls	Janajati Share*	Dalit share*	GPI Janajati*	GPI Dalits*
Primary (1-5)	50.1	38.6	20.0	0.99	0.98
Lower Secondary (6-8)	49.0	41.7	12.6	0.98	0.85
<b>Basic (1-8)</b>	<b>49.8</b>				
Secondary (9-10)	48.1	<b>39.5</b>	<b>8.6</b>	<b>0.94</b>	<b>0.77</b>
Higher Secondary (11-12)	51.3	22.3	4.2		
<b>Secondary (9-12)</b>	<b>48.9</b>				

Sources: Flash Report (2009); \* Flash Report 2008

Field level interactions also revealed that people have become conscious about the importance of educating both girls and boys. The reasons for increasing girls' enrolment were reported to be awareness among people, the incentive program (scholarships and other) and even better marriage opportunities.

A major problem is that the details about the situation of the out of school children are still unknown. However, the current Flash Report (2009) asserts that the enrolment rate of children at the primary is based on the projected population of children by gender, caste, ethnicity, region etc.

Regarding proportion of women in the teaching force, it is significant, however higher the level lower is the proportion. The shares of female teachers by level are: 39.6 percent at primary level, 24.7 percent at lower secondary and 15.9 percent at secondary.

In the community schools, women teachers constitute 27.8. At the primary level their share is 34.5 percent, at the lower secondary 17.3 percent and at secondary level 10.5 percent (Flash Report, 2009). In spite of the government policy of at least one female teacher per primary school, it has not yet been achieved in 43 districts (Dahal, 2008). Chitwan and Navalparasi were the two districts visited by the study team and in one of the secondary schools in Navalparasi there was no female teacher in the regular post but the school had hired a female teacher at the primary level with its own resources, and including two ECD facilitators there were three female teachers in teaching force of 23.

The Flash Report (2009) also points out that the percent of trained female teachers at the basic level is slightly higher than that of trained male teachers (Table 10). But the primary level has 34.5 percent female teachers and their status as trained and partially trained is slightly lower than that of male teachers. But at lower secondary level the difference is quite significant at nearly 62 percent of trained female teachers as against only 57 percent such male teachers. Much more percent of male teachers are only partially trained. This could be the result of relatively recent entry of large number of female teachers compared to their counterparts.

**Table 10 : Percentage of teachers by training status**

Training status	Primary (1-5)			Lower secondary (6-8)			Basic (grades 1-8)		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
Trained	72.5	74.4	73.7	61.8	55.7	57.2	71.0	69.8	70.2
Partially trained	12.3	14.8	13.8	11.2	16.4	15.1	12.1	15.2	14.1
Untrained	15.2	10.7	12.5	27.0	28.0	27.7	16.9	15.0	15.7

Source: Flash Report (2009, p 34)

As reviewed above, with consistent long term efforts of the government and the development partners much have been achieved in the schooling of Nepalese children, improvement of the school management and donor funding mechanisms and monitoring systems, towards gender and inclusion sensitizing. However, much remains still to be done for achieving universal schooling as targeted by the MDGs. Given the resource gaps, a well designed gender and inclusion responsive budgeting (GRB) could be a handy tool is in improving the resource efficiency and generating adequate resources for achieving the MDGs.

## Section 4: Gender Responsive Budgeting (GRB)

### 4.1 What is Gender Responsive Budgeting?

The objectives of gender responsive budgeting (GRB) is to ensure that the governments and donors take into account women' perspective in budgetary and taxation policies and programs, and allocate adequate resources to fulfill their commitments to gender equality to which they are committed under CEDAW, BPfA, MDGs and many other international conventions and declarations. So far budgetary and taxation policies have generally assumed neutrality of impact across men ad women and population groups and sub-groups (See Acharya, 2003 for details on Nepal). Experience so far has also shown that gender equality and women's rights programs face the twin problems of perpetual resources scarcity and lack of regular monitoring. Effective GRB is expected to address these problems and make easier to hold governments and donors accountable to their commitments. After a worldwide review progress towards gender equality and women's rights and resource availability for the same, the Fiftieth session of the UN Commission on Status of Women has concluded that:

"Financing of gender Equality and Empowerment of Women as its priority theme for 2008"<sup>2</sup>

And hence Nepal must report on that to CEDAW Committee, tracking resources that are being spent for achieving gender equality.

There is no one way to do GRB. However, from multi - country studies sponsored by UN/EU during last few years (UNIFEM, 2009) and other country experiences several lessons and criteria have emerged (Sheila Quinn 2009).

The first lesson is that there is no one way to do GRB. However, effective GRB involves six steps activities encompassing the whole budget cycle: (a) Analyzing the situation of women, men girls and boys, (b) Examining the gender responsiveness of the policies, (c) Assessing budget allocations, (d) Identifying the gaps that exists, estimating the expenditure that is required to bridge gaps and reallocating the budgets (e) Tracking the actual spending and the process of decision making in the process, and finally (e) Assessing outcomes and impacts (benefit sharing, empowerment)<sup>3</sup>.

Secondly, effective gender responsive budgeting involves putting programs through five criteria, which include adequacy, effectiveness, non-discriminatory, transformative and responsive to monitoring.

**Adequacy:** First of such criteria includes adequacy of resources to achieve not only formal equality but substantive equality. Usual development practice has been to set high goals of

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<sup>2</sup> As quoted in page Number 11 of Summary Report of the Joint Meeting of the Inter Agency Network on Women and Gender Equality (IANWGE) and the OECD –DAC Network on Gender Equality, Aid Modalities and the promotion of Gender Equality, January 30-31 2006, Safari Park hotel, Nairobi, Kenya.

<sup>3</sup> For details on methodology see Acharya, 2003, Budlender and Hewitt, 2003 and Quinn, 2009

ensuring gender equity without estimating the cost required to achieve such goals and mechanisms to assure such allocations. For example, it is easier to establish formal legal equality, but women need resources to access the legal services, and without that no substantive equality can be achieved. Similarly, girls need scholarships to access the schools, as they face discrimination at home. Poorer population needs assurance of jobs, to send their children to school. Such costs should be estimated taking proper account of women's and girls unpaid work as well.

**Effectiveness:** (results oriented) Interventions for achieving gender equality and women's rights must be efficient and effective, with no wastage of resources as all development programs must be. Various alternatives of achieving the same goals must be weighed and the most effective one chosen. This involves examining several alternatives.

**Transformative:** They must address root causes of gender subordination. For example many of development interventions for women's equality in Nepal were not effective in bringing gender equality, because they did not address the structural issues such as unequal inheritance rights, GBV, caste/ethnic discrimination etc. GRB must take gender approach to development as discussed above and improve gender relations, women's status by addressing division of work, resources inequality and power relations, between men and women and all population groups and sub-groups, taking into account their specific needs, and historical disadvantage.

**Non-discriminatory:** Programs funded by public expenditure are non-discriminatory when they recognize that women and many historically excluded groups face formal and informal barriers to accessing publicly provisioned services, and make provisions to ease those barriers.

**Monitoring system:** Finally, GRB must have a transparent, participatory and responsive monitoring system in place with effective indicators to track the expenditure, measure its outputs and outcomes and give feed back to the system on progress.

## **4.2. Introduction of GRB in Nepal and its application in the education budget.**

In Nepal, MOF has introduced Gender Responsive Budgeting (GRB) from the fiscal year 2007/08. A new classification of Budget has been introduced. According to GRB guidelines, all line ministries, departments, project/program units at all levels have to fill in forms classifying their demands on new preprograms and associated expenditure items into the three categories, directly gender responsive (G01), indirectly gender responsive (G2) and neutral, scoring as per the indicators developed by GRBC.

The scoring system takes account of different aspects of gender sensitivity, participation, capacity building, benefit sharing, and increased access to employment and income earning opportunities and reduction in women's work load. These indicators have been allocated 20 potential marks each. Programs scoring 50 percent or more are classified as directly

supportive to women, those scoring 20 to 50 as indirectly supportive and scoring less than 20 as neutral (MOF, 2007). This is the third year of GRB implementation.

As per these classifications, allocations to directly gender supportive category is increasing slowly both overall and in the education sector. In the case of indirectly supportive, while overall it shows also a slow but steady increasing trend, in the case of MoE, such allocations have declined sharply as a proportion of total education budget in FY 2009/10. In discussions in the Advisory Committee, it was pointed out that this was because of shifting the teachers' salary from category two to category three in this fiscal year.

**Table 11: Percent distribution of the Overall and MOE Budgets by GRB Classifications (FY 2007/08-2009/10)**

GRB categories	Overall			Education		
	2007/08	2008/09	2009/10	2007/08	2008/09	2009/10
Directly Supportive (G01)	11	14	17	2	4	3
Indirectly Supportive (G02)	33	35	36	89	79	48
Neutral (G03)	56	51	46	10	17	49
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: MOF 2007, 2008, 2009

Table 12 features a more detailed examination of the classification of the MOE budget for the education sector. The whole university grant is categorized as G03 while the whole of CTEVT budget is categorized as G02. The programs of CTEVT were reviewed in the previous section and this classification seems to be alright.

Total allocations of university grants to Although available information shows sharp difference in women's access to education at higher levels with 22 women with graduate and above education to per 100 men (2001 Census), concrete systematic planning for gender and inclusion mainstreaming in higher education are yet to be formulated. Even the publicly available information on students in higher education does not breakdown the student information by gender (see Ibid Annex table 12.4). In text on education only the information on PHd and Mphill students are broken down by gender. This problem is never discussed in the TU Senate.<sup>4</sup> GRB is a far cry. However, girls do benefit from the publicly assisted higher education institutions the lump sum allocation of total such grants to G03 is not justifiable. Putting total district allocations to EFA, SSRP, SESP to G01 also begs for questions. Both boys and girls will benefit from these programs, but whether they can be allocated to G01 on the basis of the five criteria of proposed GRB classification is not clear, because the criteria such as women's presence in the decision making processes clearly do not cross 50 percent. Moreover, the processes of SIP formulation also involve few women (see below- field analysis).

The system of GRB classification as presently devised presumes that all programs are scored on the five criteria, if the total of these scores sums up to more than 250 only then it can be allocated to G01. On this principal, even the women-only programs may not fall in category G01, because women's participation in planning, designing, and monitoring these programs can hardly crosses 50 percent.

<sup>4</sup> Personal experience

In discussions with concerned officials, it emerged that all these classifications have not been made on the basis of rigorous application of GRB criteria as per the instructions of the MOF. This is all based on targets and tentative informed gausses about benefits women may derive from the particular programs.

**Table 12: Ministry of Education Programs and Budget by GRB categories, FY 2009/10**

Budget Head	Program	FY 2006/067			Strategic Pillars	Pro-poor Budget	Gender Budget
		Total	Recurrent	Capital			
<b>Regular - General Administration</b>							
65-3/4-110	Ministry of Education	177460	124720	52740	7	2	3
65-3/4-115	Department of Education	26699	26699	0	7	2	3
65-3/4-120	REDs	31751	31751	0	7	2	3
65-3/4-121	District Education Office	371006	371006	0	7	2	3
65-3/4-130	Office of the Controller of Examination	209430	209360	70	7	2	3
65-3-140	Primary Education	13853829	13853829	0	7	2	3
65-3-150	Lower Secondary & Secondary Education	7586944	7586944	0	7	2	3
65-3/4-160	Curriculum Dev. Center	16907	15340	1567	7	2	3
65-3/4-164	University grants	3680240	3247700	432540	7	2	3
65-3/4-165	Teacher Service Commission	75326	74226	1100	7	2	3
65-3/4-167	Non-formal Education	6593	6293	300	7	1	1
65-3/4-169	Teacher Record Office	346928	342431	4497	7	2	3
65-3-170	Special Education Council	47000	47000	0	7	1	1
65-3/4-171	NCED	76505	76505	0	7	2	2
65-3/4-172	Libraries 3	13050	12200	850	7	2	3
65-3/4-176	Teacher Pension Facility	900000	900000	0	7	2	3
<b>Total - Regular</b>		<b>27419668</b>	<b>26926004</b>	<b>493664</b>			
<b>Development Programs</b>							
65-3/4-411	Higher Education Project	1285700	1270350	15350	5	1	1
65-3/4-416	EFA ECD	44656	44656	0	5	2	2
65-3/4-425	School Integrated Program	76825	76825	0	5	3	3
65-3/4-426	Community School Capacity Development	383760	383760	0	5	1	1
65-3/4-427	School for Conflict affected	50000	5000	45000	4	1	1
65-3/4-428	SSRP	379636	369386	10250	5	1	1
65-3/4-440	Higher Secondary Education	351144	351144	0	5	2	2
<b>65-3/4-450</b>	<b>CTEVT</b>	<b>454026</b>	<b>294899</b>	<b>159127</b>	<b>2</b>	<b>2</b>	<b>2</b>
65-3/4-455	Skill for Employment	308260	290360	17900	2	1	1
65-3/4-471	Manamohan Polytechnic	7000	6000	1000	2	2	2
65-3/4-600	NFE Literacy Campaign	1040000	1040000	0	5	1	1
65-3/4-620	School Nutritious Food Program	634070	634070	0	5	1	1
65-3/4-630	Population Education	3445	3445	0	5	2	2
65-3/4-650	UNESCO Sec	9285	9285	0	2	2	3
<b>Central Level Total</b>		<b>5027807</b>	<b>4779180</b>	<b>248627</b>			
District Level							
65-3/4-804	Education for All	1056376	1056376	0	5	1	1
65-3/4-815	SSRP district	12492821	8862971	3629850	5	1	1
65-3/4-830	SESP district	620000	620000	0	5	1	1
<b>District Level Total</b>		<b>14169197</b>	<b>10539347</b>	<b>3629850</b>			
<b>Development Total</b>		<b>19197004</b>	<b>15318527</b>	<b>3878477</b>			
<b>Total (Regular and Development)</b>		<b>46616672</b>	<b>42244531</b>	<b>4372141</b>			

Examination of MOE budget by heading and estimated share of the girls shows that in the FY 2009/10, an estimated Rs. 8 billion (24 percent) of the total MOE budget of Rs. 34 billion, is directed to girls and women. In this calculation the budget items, which are allocated to programs targeted at both boys and girls such as scholarships for Dalits, differently capacitated etc are separated based on the expected participation of girls in the activities (Table 13). In contrast to only 3 percent which is classified as G01 in the MOF classification this figure is much more. By the scoring system, programs which are expected to benefit girls by more than 50 percent and build their capacity should have perhaps been in the G01 category. But such detailed analysis does not seem too have been undertaken during the classification.

**Table 13: Estimated Budget Allocation of MOE 2066/67 (2009/10) to girls related programs**

Budget Head	Programs	Total budget	Activities	Est. expenditure on girls
65-3-110	MOE	124,720	Girls Scholarship fund (H S to tertiary)	20,000
65-3-140	EFA Primary education	13,853,829	Female Teachers' salary (Primary 34.5%)	4,779,571
65-3-450	LSS & SS	7,586,944	LSS & LS teachers' salary (17 & 10 %)	986,303
65-3-450	CTEVT	294,899	ANM training for Dalit and deprived (8 districts)	60,000
65-3-600	NFE & literacy	1,040,000	Seed money for women	25,500
65-3-620	Food for Education	634,070	Nutritious food distribution	226,900
			Edible oil	121,591
65-3-804	EFA-district	1,056,376	50% girls' scholarship	485,547
			Dalit Scholarship	203,102
65-3-815	SSRP-EFA district	8,862,971	Scholarship for endangered group	21,141
			Grade 9 & 10 for housewives	42,281
			WLP II	51,001
			IG program for women group	81,325
			Mid day meal in Karnali Zone	37,599
			Mid day meal for 14 districts	287,401
			Free textbooks (1 – 5)	370,611
			Free textbook for (6 – 8)	228,548
			Free textbook (9 – 10)	13,196
			Free textbook (11 – 12)	5,546
65-3-830	SESP (district)	620,000	Feeder hostel	6,000
			Feeder hostel. Operation	3,780
			Dalit Scholarship	13,356
			Scholarship for endangered group (9 – 10)	35,938
			Secondary level scholarship for students of 6 to 10	48,960
<b>Total</b>		<b>34,073,809</b>		<b>8,155,197</b>

Source: MOE files 2010

Above findings lead us to several questions on implementation of the GRB process, in the education sectors, particularly:

- Are the MOF criteria applied consistently? How these criteria apply to the institutional objectives, outcomes and outputs of educational sector?
- If not, what are the criteria that can be applied and how they can be applied?
- Do the criteria applied follow the lessons learnt from international experience discussed above?

To answer these questions, we have to delve into the budgeting system in MOE and review at what stage budgets are classified as per gender responsive categories. For such further examination, the school education sector has been chosen, as it has been the focus of education sector and foreign assistance in last three decades.

#### **4.2.1 The Budget Formulation Process in the school sector**

The process of program budget formulation in all the ministries including MOE starts after Resource Committee (MOF, NPC) provide ceiling on the basis of development strategy, MDGs and Mid - Term Expenditure Framework (MTEF). These ceilings are distributed to various departments and agencies under the Ministry. On the basis of the ceiling the departments and the agencies start their programming and budgeting exercises for the next fiscal year.

Particularly for the school education, the Department of Education undertakes rigorous exercise to prepare Annual Strategic Implementation Plan (ASIP) and Annual Work Plan and Budget with central level to school level participation. Other agencies, which get budgets under the overall umbrella of the Ministry, like universities, CTEVT, NFEC, NCED, have their own budgeting processes, where gender mainstreaming needs may or not be considered. This paper focuses on the school education system, and examines it in depth as an example.

ASIP is the main document, which describes annual programs, activities and expenditure allocations for to support the school education system. The basis of the annual program budget of the MOE is to provide access to quality education to all school age children. On the basis of this objective and the ceilings, the ASIP plans the products and the services which will be delivered during the fiscal year. Based on the EFA/SSRP indicators and the progress and expenditure of the previous year's status, the budgets as well as the programs have to be developed on tri-monthly basis.

The ASIP preparation process follows a participatory, bottom-up approach, to the extent possible, combined with elements of top-down planning for implementation of key reform activities that are considered a national priority. The process included a series of workshop, communication, interaction and consultation sessions involving key stakeholders from school, district and central levels as well as representatives from other stakeholder groups, such as teachers and development partners when possible.

Based on the guidelines and ceiling received from DOE, provides ceiling and guidelines to the District Education Offices (DEOs). The DEOs, then have to prepare their own district

strategic education implementation plans, which must be based on School Improvement Plans (SIP) of all the schools in the area. The schools have to prepare their program budget through the formulation of School Improvement Plan (SIP), in which they are helped by the resource person of the area<sup>5</sup>. At district level, series of consultation and interaction sessions involving students, parents, and teachers, socio-political organizations, including governmental and non-governmental organizations (GOs & NGOs) take place. District-wise educational needs are assessed and finally district-level ASIP is prepared.

The districts' ASIP are collected and reconciled into a draft national ASIP by DOE. Prior to the approval of the Annual Work Plan and Budget from the National Planning Commission (NPC), it is presented for critical review by concerned agencies including development partners. The feedback received during this review is used for updating, adjusting, and reconciling concerned sections of the ASIP before the document is finalized.

ASIP (2009/10) is a one-year operational plan, within the strategic framework of SSRP and follows the spirits and policy directions of the Three-Year Interim Plan and the Seventh Medium Term Expenditure Framework (MTEF). ASIP describes annual activities and resources linking them with three year interim budgeting and planning process. On the basis of this document DOE as well as other central level agencies implement and monitor the proposed activities on a trimester and annual basis (ASIP, 2008). It provides a practical framework for implementing and monitoring the reform initiatives under the SSRP. In the course of developing ASIP, special care is undertaken to ensure the prioritization; phasing and timing of the programs are consistent with the overall policies and strategies of MOE.

After the finalization of ASIP, several rounds of discussions take place between the high officials of the ministry including secretary, department chiefs and NPC and MOF representatives and the Budget Section head. SWAp programs and funding are also finalized at this stage. Then the Ministry level budget and program demands go to the NPC and the MOF.

MOF, then prepares the final budget document, which is passed by the Cabinet and then presented to the Parliament for discussion and approval. It is discussed widely in the Parliament overall and sector by sector and then passed. Looking at this process, ASIP is based on the six step GRB process.

The ASIP has the objective of ensuring equal educational opportunities to all, including women and other excluded groups, as per the TYIP and SSRP objectives, assesses the needs and ensures resources for attaining these goals, but it is not linked to the Nepal's GRB process as it should be. Budgetary needs are not assessed as per the GRB scoring system and the GRB categories classification is not shown in ASIP and in other program budget documents. GRB exercise is limited to post allocation classifications.

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<sup>5</sup> Government has instituted a system of resource centers where resource persons are appointed. The basic idea of resource person system is to provide on-site professional support to teachers. RPs are also entrusted to carry out other functions and understand government policies since BPEP I, which went into implementation in early nineties.

In order to understand how the GRB classification is done at MOE/DOE level the SESP budget of 2008/09 was examined in some detail.

#### 4.2.2 GRB Classification of SESP Budget (2008/09)

As per the table 14, in the SESP budget of 2008/09, 14 percent of the allocations was classified as directly responsive and another 14 percent as indirectly responsive to gender. The bulk of the expenditure, 72 percent fell in the gender neutral category (Table 13). However, the whole SESP budget for the districts is classified as directly gender sensitive in 2009/10. So there does not seem to be consistency in these classifications.

**Table 14: GRB classification of SESP budget, 2008/09**

GRB categories	Amount NRs'000	Percent
Directly addressing gender	175,280	14
Indirectly addressing gender	166,001	14
Gender neutral	889,843	72
<b>Total</b>	<b>1,231,124</b>	<b>100</b>

Source; DOE (2009)

There are four components of SESP: learning environment, curriculum and evaluation, teacher education, development and management, institutional management & capacity building and institutional management & capacity building (Table 15).

**Table 15: Components of SESP Budget FY 2008-2009**

Components	Rupees in' 000		
	Center	District	Total
Learning Environment	13,586	271,921	285,507
Curriculum & Evaluation	96,825	28,743	125,568
Teacher Education, Development & Management	43,030	309,000	352,030
Institutional Management & Capacity Building	63,275	404,744	468,019
<b>Total</b>	<b>216,716</b>	<b>1,014,408</b>	<b>1,231,124</b>

Source: DOE Files (2008)

**Under the learning environment** various scholarships are proposed and except Dalit scholarship all are placed in G01 category (Table 16). The classification is based on how far girls are expected to benefit as per the targets from the programs as beneficiaries. The scholarship which goes exclusively to girls is rightly G01 category and those which go to both boys and girls in G2 category. But the grants to schools for deaf, blind and physically incapacitated are placed under G01. The logic of putting the first in category G2 and the second to G01 is not clear.

In interactions the officials, opined that, there are specific activities targeted at the development of women's capacity such as recruitment in teaching post, recruitment as facilitators, literacy classes and income generating activities etc. They said that efforts were underway for seeking women's extensive participation in actual implementation of programs at the grass roots level. Programs specifically targeted to women included literacy, recruitment as facilitators for ECD and alternative schooling, female adult schools,

community learning centers. These programs benefit women and also generate employment for them.

**Under curriculum and evaluation**, grants to school for Karnali Zone for lower secondary and secondary level students is in G01 as two third of the scholarship will go to girls. Amount allocated under the teacher education, development and management and under institutional management & capacity building operating costs of feeder hostels and mountain hostels, both exclusively targeted to women, have been classified as G01. Thus the classification is based on how far women/girls are covered by the program. It seems to be assumed that if the participation criteria are fulfilled, all other criteria are fulfilled automatically. But participation in programs is only benefit-sharing. The whole idea of putting criteria of presence in the decision-making roles is missed.

**Table 16: Secondary Education Support Program Annual Program 2008/09 (District)**  
Annual Budget: 10114408

(NRs'000)

SN	Activities	Target in number	Budget	%	GRB
	<b>Recurrent Costs (2065-3-830)</b>		<b>665,968</b>		
<b>1.</b>	<b>Learning Environment</b>		<b>213,421</b>		
1.1	Secondary education student scholarship	60,000	102,000	1.00	G01
1.2	Dalit Scholarship to teachers	159,402	79,701	0.78	G02
1.3	Accommodation facility for female teacher	125	750	0.01	G01
1.4-1.6	Grants to schools for education of deaf, blind and physically disabled and mental retarded children	312	5,037	0.05	G01
1.7	Program for street & domestic worker children centers	4	770	0.01	G01
1.9	Scholarship for students from poor & marginalized groups (including Chepang, Raute, Mushahar & Badi)	1,350	6,600	0.07	G01
1.10	Scholarship for mountain hostel students	337	4,044	0.4	G01
1.11	Scholarship for feeder hostel students	400	4,800	0.04	G01
1.12	Scholarship for disabled students	1,443	7,215	0.07	G01
<b>2.</b>	<b>Curriculum and Evaluation</b>		<b>22,493</b>		
2.3	Grants to school of Karnali Zone to provide free education for the LSS & SS level students	15,536	7,768	0.08	G01
<b>3.</b>	<b>Teacher Education, Development and Management</b>		<b>86,240</b>		
3.1	Scholarship for female and group (DAG)	360	21,240	0.21	G01
<b>4</b>	<b>Institutional Management &amp; Capacity Building</b>		<b>343,814</b>		
4.7	Operating cost of feeder hostels	20	3,880	0.04	G01
4.8	Operating cost of mountain hostels	7	1,176	0.01	G01
	<b>Capital Costs (65-4-830)</b>		<b>158,150</b>		
<b>1.</b>	<b>Learning environment</b>		<b>58,500</b>		
1.1	School construction in 10 PIDs	30	40,000	0.4	G02
1.2	Construction of mountain hostels	4	12,500	0.1	G02
1.3	Rehabilitation of feeder hostels	20	6,000	0.06	G01

Source: DOE, 2008 files

## **Section 5: Implementation experience from the field:**

### **5.1 Gender mainstreaming in District Education Office**

At the field level the study team tried to analyze the gender sensitivity through a list of gender indicators developed by the team (annex 4). The main criteria laid down were the proportion of women in the staff and women's participation in the planning process, the role of gender focal points, participation of woman member in SMC, composition of students, proportion of female teachers, capacity building of teachers and scholarship distribution, general gender sensitivity of the personnel and understanding of GRB and its application.

DEO plans its annual activities on the basis of the budget ceiling and broad components set by the Ministry. It follows the broad 18 indicators laid down in EFA (annex 6).

Majority of the district level activities are for school level education and literacy programs. The main programs are scholarships for various groups, female teacher's hostels, and orientation for different groups: RC Resource Center (RC), teachers and stakeholders, SLC supervisors, Modular training, RC based training, skill training for differently capacitated, grants for textbook, and support to school mapping (MOE/GON 2065/66 District level program). Most of the development budget is for schools and DEO acts only as a mediator.

In the districts there was hardly female representation in planning and programming exercises. In the districts visited the number of female staff was very low. The DEO in Chitwan did not have female officials, except one female Resource Person (RP). But her role was quite appreciated and she was considered an active RP. She was also designated as the gender focal point but as in the case of other agencies there were no resources and logistics to support her in this role. Her role in this regard was not effective. She was not involved in planning and budgeting exercises.

The DEO in Nawalparasi did not have any female officer. Thus, so far as women's participation in planning process was concerned though planning process started from school levels and was finalized at the Ministry level, the participation was ensured only from the positional view, such as head teachers, SMC chairperson, DEO, Section Officer. However the draft ASIP was being shared with wider groups of professionals, Dalits, Janajatis and other relevant groups at the district level.

### **5.2 Gender Mainstreaming at the School Level**

The study team visited 8 schools, 7 were Secondary and one Lower Secondary. At the school level the participation rate of women in SMC was not more than one member as mandated among 9 to 11 members. In some schools the member was active and in others she was not so. Further, often participation was limited to physical presence and they were not involved in decision making. Two SMCs, one from the Raj Narayan Secondary School, Nawalparasi and the other from Bhimodaya Secondary School, Chitwan, were interviewed by our team. Others were not available. This shows that even now, the understanding of gender responsiveness is limited to female teacher policy and distribution of scholarships to girls.

However, due to various incentive programs, the teachers and SMC members have become aware of the need of increasing girls' enrolment.

In spite of the policy of requiring at least one female teacher in primary schools in implementation since 1992, it does not seem to be implemented effectively. The policy does not have a provision for creation of additional posts; a female teacher is recruited, only when a post falls vacant. As a consequence there is still considerable number of schools which do not have a single female teacher. For example, the Raj Narayan Secondary School of Nawalparasi did not have a post for a female teacher even at the primary level. But the school has appointed one female teacher from its own resources. In Janata Secondary School out of the four female teachers, one was primary level teacher and rest taught in the lower secondary but all were trained. There was no female teacher for the secondary level.

So far as training was concerned majority of the permanent teachers were trained in some schools but in some other about fifty percent teachers were untrained. Gabai Secondary School had 6 untrained teachers out of the 12 teachers (primary, LSS & SS). Out of them four were men and two women.

So far as the physical facilities are concerned, these were adequate for the students in the visited schools, therefore the girls did not have to sit in crowded class rooms. Some changes were noted in the sitting arrangement in Shaktikhor Secondary school. Up to primary level both girls and boys shared the same bench and above the primary boys and girls sat on separate benches. All the schools had separate latrine for boys and girls and separate one for the teachers. In some schools (Shaktikhor SS) there was shortage of water which could also be a cause to distract girls from school. The teachers also pointed out that not only the importance of separate toilets for boys and girls, but also their separate location is also important for creating gender friendly environment.

### **5.3 Preparation of School Improvement Plans**

All of the schools visited had prepared School Improvement plan (SIP). A SIP committee is formed for the development of the plan. Of the schools visited by the study, in the Janata Secondary school the team was informed that the SIP Committee included teachers, SMC members, PTA members, guardians, students and one member from the community. There is no mandatory provision to include women while preparing SIP. Entirely it depends upon the discretion of the head teacher include women in the SIP committee. Bachhayuli Secondary School included five women out of 22 members. Shree Lower Secondary School had only three persons involved in the planning process one was the Head teacher and other two were from the community. No woman was included.

The plan followed a frame that included the gender and diversity disaggregated data of students in all grades, their pass rates, learning achievements, male and female teachers their educational qualification, trained and not trained, teachers in government posts and teachers hired by school resources. SIPs also included the details of infrastructure, and program budget. It also covered the strengths and challenges, the requirement and the problems. The views and suggestions of parents and students were incorporated in the plan. However, all schools did not follow the same pattern. Some SIPs did not include detail information on

teachers and others did not have the list of SIP preparation committee members. There was inconsistency in preparation of SIP with regard to duration of the plan also. Rajnarayan Secondary School, Nawalparasi had prepared a five year plan in 2060 (2004) and was still implementing that. Janata Secondary School also had prepared a five year plan for 2009-13. Bachhayli Secondary School had a three year plan, 2065/66 - 2068/69, Gabai Secondary School, Chitwan and Shree Lower Secondary School had developed one year plans only. Even Bhimodya Higher Secondary School Chitwan did not include woman in the SIP committee.

The SIP planning process starts from collecting the views of parents' meeting on the following written questions

- Why do you think the school is good?
- What are the negative aspects of school?
- What are the positive aspects of school?
- What should be done for the improvement of school?

On the basis of the suggestions and views of the guardians the policy and program are developed by the committee. Budget is estimated on the basis of the vision, objectives and programs. Mainly head teacher, teachers and accountant are involved in the whole process. Resource Person (RP) supervises and monitors the process. When the plan is complete, it is submitted to the RP. SIP planning process has yet to include gender and diversity perspective.

Community schools get grants from MOE on the basis of their annual plans. The main budget headings are teachers and staff salary, stationary, examination, durable goods, scholarships, maintenance, construction, textbooks (for) or up to lower secondary level and newspapers for library. In the SIP some schools also have made provision for local contribution. VDCs also have provided some support to schools and additional scholarship for the needy students, not covered by other scholarships.

In the case of planning for scholarship, the schools have difficulty to propose exact budget because, generally they have to send the demand on the basis of enrolment up to April but the enrolment continues up to 2/ 3 months after. As a consequence, the amount mostly falls short of the actual requirement. In some cases the proposed amount approved by the center for scholarship fell short of the SIP proposal, and the schools had to distribute the amount equally among the eligible students. In others, out of this money school uniforms (Kalika Secondary School, Shital Batase, Kavre & Shree LSS, Padampur, Chitwan) were distributed to the students instead of cash. These were distributed even to the boys in one school, Shree LSS. This indicates that the budget allotted for girls' scholarship could also go to boys, which should make difference to the GRB classification, the Budget which is classified as G01 will not go directly to girls and can fall in other categories. In another case when the amount of scholarship becomes inadequate for all eligible girls and the amount is equally distributed to them, GRB classification can vary in respect to number of beneficiaries, as more number of girls than proposed will get the scholarship.

The distribution of scholarship is not consistent and its monitoring is inadequate. It was also reported that sometimes schools use the scholarship funds for other purposes and it is also in practice that the students get enrolled in other schools for getting double/triple

scholarships. This will distort even the enrolment figures. Student's regularity is also one of the criteria for the scholarship but this was not effective. Once a student becomes eligible for scholarship it continues. Though GEDs is involved in planning scholarship on the basis of Flash Reports, its monitoring role has yet to be effective.

Reviewing the whole process of ASIP formulation, major programs with budgetary provisions to facilitate enrolment, learning process, regular monitoring mechanisms with adequately gender and inclusion disaggregated indicators, the school sector programs fulfill the major criteria of gender responsive budgeting as discussed above. The primary problem seems to be the linkage between this process, outcomes-indicators and MOF mandated indicators.

## Section 6: Conclusions, Issues and Challenges

### Progress

Government is committed to providing free quality education to all and increase access of women and other disadvantaged groups to tertiary and higher education. However the focus has been on the school education. While the tertiary education has been made responsive to gender and inclusion to some extent, the efforts in the higher education are very inadequate. So far higher education seems to be insulated from gender mainstreaming. GRB is a far cry.

The primary education sub-sector, on the other hand, has adequately addressed the gender and inclusion already since 2004 under EFA (2004-2009). Under the program concerted efforts were made to improve the management of the system by introducing SWAp mode of foreign assistance, mandatory requirement of women teachers in the schools, scholarships for teachers training for women, school level annual and medium term planning, community involvement in the management of the schools, transfer of schools to community management, and increasing the magnitude of scholarships and other incentive programs greatly. Similar attempts were made under SESP.

Additionally, both under EFA and SESP since 2005, special efforts have been made to redesign all school incentive programs to take into account Nepal's ethnic and caste diversity and to encourage schooling of the children of the marginalized and educationally disadvantaged castes/ethnicity and poor households. Similarly, the state is facilitating primary education in mother tongue where ever possible.

Books, curriculum, teaching methodology have been gender sensitized to a large extent, although problems remain (Sahavagi, 2004). Teachers are being gender sensitized. Gender mainstreaming has been integrated to some extent in their regular training programs.

SSRP, integrating classes 1-8 as primary and 9-12 as secondary schooling, implemented through out the country from this fiscal year, consolidates all previously introduced programs and incentive systems, along with introducing SWAp mode of financing of major school programs.

A system of gender and caste/ethnicity disaggregated quarterly and annual reporting system, from school to the national level, with both outcome and process indicators is in place, although the overall SSRP MIS does not seem as disaggregated.

A system of gender responsive budgeting (GRB) classification has been introduced since FY 2007/08.

### However several Issues remain:

Only in the school sector, adequate attention has been given to gender and inclusion. Although this study focused on the school education, it also examined the policies of CTEVT and consulted about its planning process. Equally rigorous exercise as in the school sector was not reported. And there is no regular and systematic gender and inclusion disaggregated information system accessible to public on CTEVT activities. Similarly the

higher education system has yet to see a concrete plan for gender mainstreaming and inclusion, although some scholarships are in place.

Although school level planning, programming and monitoring processes and structures have been made much more gender and inclusion sensitive in last few years, several problems persist in implementation:

- At the DEO and in schools gender is understood only as scholarship to girls and girl's toilets.
- GED and all Gender Focal Points not equipped with adequate resources or positioned high enough in the bureaucracy. Gender Focal points in the districts visited were not even provided with TOR. Their function was limited to attending district level inter-agency meetings on gender issues, when invited.
- Management and distribution of scholarships by SMCs and schools was not exactly as targeted. Mostly number of scholarships received by schools often was smaller than the number of targeted students, because of their late enrolment. Other times it did not seem justifiable to the SMC that a rich girl or economically well-off children from Dalit, Ethnicity get scholarship, while a boy from a very poor Brahmin/ Chhetri gets no such assistance.
- It was also reported that some times targeted children enroll in two or more schools to get scholarships.
- Though the Flash Reports compile school level gender and inclusion disaggregated data, the management information system is not adequately gender and diversity sensitive.
- The requirement of minimum number of female teachers was not fulfilled in all schools. This requirement is implemented only if there was an opening in teacher-position in the school. From our field observation it seemed that, even in the large schools of educationally not very disadvantaged districts, such as Chitwan and Nawalparasi, schools had no regular women teachers. Where they were, they were still temporary
- There were no linkages between policy and programs in the case of pre-service training of female teachers and recruitment of teachers by the schools.

Similarly, **many more challenges remain in integrating GRB** in the MOE processes of planning /programming/ budgeting/ implementation and monitoring.

- Due to lack of conceptual clarity of GRB and scoring system it has not been used as intended. Current classifications have been ad-hoc, resulting in many inconsistencies.

- GRB scoring system is not universally applicable. For example the criteria of employment generation and reduction of workload are not relevant to education. Only three criteria participation in decision making roles, capacity building and benefit sharing apply to fully to education. On the other hand the institutional sensitivity to gender issues (for example gender sensitivity of the books, curricula, teaching methodology etc), most relevant for education and other service delivery institutions such as health are completely missed out.
- GRB scoring system is not related to the regular gender mainstreaming and inclusion indicators used in the Ministry (For example in Flash Reports).
- It is still to be fully integrated into the regular quarterly expenditure monitoring and the management system.
- The understanding of GRB concepts and methodology in the planning, programming and budgeting units of various ministries/departments is very thin. At the district level, it is rarely heard about.
- AS a consequence, the GRB process is applied only by the Ministry and Departments. District and lower level agencies are not aware of this process. Final classification is done by the MOF and NPC based on the classification by the Ministry and Department, there is no grass-roots involvement in the process.

## Section 7: Recommendations:

### 7.1 Gender Responsive Budgets

A review of GRB should be undertaken urgently and how we proceed to make it practical and operational in various sectors decided. The primary objective of GRB is to ensure resources for achieving gender equality and women's empowerment. There is no one way to do gender responsive budgeting. Therefore a fundamental rethinking is needed on GRB scoring system with the objectives of:

- Devising a system which is applicable across the sectors
- Linking the GRB indicators to the indicators being used currently in various sectors at the first stage. For this the current system has to be developed further with sub-indicators for each sector.
- Making the system simple and differentiated for grass roots, district and higher levels, so that not only the allocations but actual implementation of budgets can be tracked
- Deciding on weights to be given to various indicators/ sub indicators

**GRBC should make a decision on the above issues. MOE should advocate for that.**

As an example, for education two alternatives may be considered:

1. Revise the scoring system to relate the GRB indicators to a set of sub-indicators being used in the MOE to measure the progress in gender mainstreaming, leaving out irrelevant indicator such as reduction in work load of women and preferably adding indicators related to the gender sensitivity of institutional outputs- revision of the books, teaching methodology, curriculum etc, if there are expenditure items on these activities. An example is presented in table 17. This is a tentative table presented to stimulate this exercise within the Education Ministry and Departments. As emerged from our discussion in the advisory group capture of quality of participation may not be possible at this stage.

Similarly, various sub indicators need to be weighted as per their importance in monitoring the main indicators of GRB. In this case, only three indicators will apply to the education sector, participation in decision making, capacity building and benefit sharing. The fourth employment generation applies only to small program and is not related to education sector's main concern (we have included it in the table but it can be dropped, the expenditure item is relatively insignificant), the fifth time saving is not relevant to the sector. More important would be the institutional aspects such as gender and inclusion sensitivity of books, teaching methodologies, trainings etc. Irrelevant indicators should be dropped and relative scores derived from the number of applicable indicators. For example, if only four final indicators apply then GRB score should be calculated as proportion of 400 and not 500.

It should also be noted that number and kind of indicators may differ not only among sectors, but even for various levels for aggregation. For example in education, schools and districts are not involved on teaching methodology, books, curriculum etc.

2. Second alternative to the current scoring system, is to scrap the system of scoring and identify all the programs which are specifically targeted to women/girls and at gender equality such as revision of curricula, books, teaching methodology, gender sensitization of men and institutions etc, in first category. Put the programs which are gender audited and where women's specific needs have been taken care of such as school building, pre-school classes, to facilitate teacher's and girl's attendance in schools, and whereby 40 and above percent of the benefits accrue to women/ girls, and whereby similar proportion of women are represented at decision making levels in the second category, classifying the expenditure items where individual beneficiaries are not identifiable into the third category. This method is simpler and will be closest to the current actual practice of classification.

**Under both alternatives further questions to be decided include:**

- It has to be decided as to how far in the decision making hierarchy empowerment indicators should be taken into account. For example in school sector, participation of women in decision making should be taken into account only up to school management structures and processes or cover districts, DoE and the sector as a whole?
- Further, do we give same weight to all indicators if we decide to use more than the simple indicator of benefit sharing?
- A change in the nomenclature of the first two categories, directly responsive and indirectly responsive to "equity oriented" and "equality oriented" respectively, is recommended because that would reflect more appropriately the purpose of GRB.

## **7.2 Operational Recommendations**

- Presently, the GRB classification is one time event; it should be integrated in the regular try-monthly monitoring system, after a decision on the methodology. Not only allocations, actual spending has to be tracked, as most of the time only part of the allocations are spent. Given the low gender sensitivity of the GoN implementation machinery, there high level of possibility of diversion of gender related allocations to other purposes (example: budget for girls' scholarship is also spent for uniform for boys).
- The position of gender focal points needs to be reviewed, these should either be strengthened properly with adequate resources and authority or the position should be scrapped. Better, the TOR of the institutional head, him/ her, should include the responsibility of gender mainstreaming and diversity sensitization of the

instructional goals, objectives, plans/programs, implementation procedures/mechanisms and monitoring system under his/ her supervision (See Sahavagi, 2009). The Gender related units/ focal points should be involved in the Gender Responsive Budgeting process

- GRBC/MOF should provide capacity building training to all the stakeholders, including those in the district administration. It is also necessary to give planning, programming and budgeting training at the grassroots level.
- To cope with the problem of frequent transfers, advocate with MOGA to organize a core-gender group like accounts and legal groups and transfers to be done only within the group.

### **7.3 Implementation of the SSRP**

- Schools and SMCs and communities should be better educated in the purpose of targeted scholarships. Children, boys and girls, from poor households of whatever caste and ethnicity should not be discriminated in scholarships and other facilities for education. Discriminatory targeting is difficult to implement at the local level. Decision on this should be left to the local community, SMCs.
- However, the composition of SMCs must be changed to include 50 percent women and match the ethnic/caste diversity of the local areas, to include the representatives of the historically marginalized groups.
- DOE and school management teams and teachers should get proper gender mainstreaming and GRB training.
- The position of women teachers should be regularized. If required recruitment of male teachers should be stopped for the time being, instead of relying just on preferential recruitment for women, Dalit and other disadvantaged groups.
- At the school level the SMCs and teachers should be gender sensitized and trained in GRB concepts and required to use GRB approach while developing SIPs.
- Women CA members and working women could be mobilized through their education and capacity building on policies programs and GRB process, for awareness raising and mobilizing communities for gender equality and equity. Such experience from 7 DACAW districts was found to be very positive<sup>6</sup>. districts under DACAW program, for bringing girls to school and their retention, achieving gender equity through mobilization of the community to create awareness and educate people about the polices and process.

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<sup>6</sup> Recommendation from Ms. Suman Tuladhar UNICEF in the Workshop on this draft, on 22 March 2010.....

- To deal with the gap in enrolment and number of scholarships received at the school level, a fund may be created in DEO, which will be managed by district SMC as per the need.

## **7.4 Higher and Tertiary Education**

- CTEVT should have a publicly accessible updated gender and inclusion disaggregated information system to report on progress of its targets on gender mainstreaming and inclusion.
- University Grant Commission, which is primarily the umbrella institution for higher education should have publicly accessible updated gender and inclusion disaggregated information system to report on progress of its targets on gender mainstreaming and inclusion also.
- Require all educational and training institutions, including universities, to integrate gender and inclusion perspective in their planning and programming and budgeting processes and have a regular monitoring system in place. The higher education system must develop a concrete plan for gender mainstreaming and inclusion.
- Before the above proposed initiative, two separate studies one on gender and inclusion sensitization of the CTEVT system and another on higher education system needs to be commissioned. These should look into both mainstreaming and budgeting processes and plans for gender and inclusion sensitizing them. Just provision of scholarships may not be considered adequate for bringing poor women and disadvantaged other groups into higher education. Work- study programs may be needed on a large scale. Women specifically, may face entry barriers, because after school education they are expected to enter family life. For the poor the scholarships may not be adequate to take care of family responsibilities. Work-study programs become crucial in this context.

**Table 17: Current GRB Indicators and suggested Sub-indicators for Education**

Indicators	Sub-indicators	Score	
1. Participation in decision making	Involvement of GFP, Div/Sec heads of the ministry and department in planning	Presence	10
		Quality of participation	10
	Participation of female SMC member in decision meetings	Presence	10
		Quality participation	10
	Participation of female SMC member, female teachers and girl students in the preparation of SIP	Presence	10
		Quality participation	10
	Participation of female members in PTA	Presence	10
		Quality participation	10
Participation of GFP and women staff and experts in curriculum development	Number	10	
	Quality	10	
2. Capacity building	Participation of women staff, teachers in national and international training/ workshops and seminars	>50%	20
		30-50	10
		10-29	5
		<10%	0
	Literacy classes to women (community literary, business literacy, etc)	>50%	20
		30-50	10
		10-29	5
		<10%	0
OSP classes for girls	>50%	20	
	30-50	10	
	10-29	5	
	<10%	0	
3. Support to income generation and employment opportunities	Involvement of women in technical and vocational training	>50%	20
		30-50	10
		10-29	5
		<10%	0
	Skill development training to women	>50%	20
		30-50	10
		10-29	5
		<10%	0
Distribution of seed money to women's groups for income generation activities	>50%	20	
	30-50	10	
	10-29	5	
	<10%	0	

Continued.....

.....Continued

Indicators	Sub-indicator		Score
4. Benefit sharing	Proportion of women teachers	>50%	20
		30-50	10
		10-29	5
		<10%	0
	Proportion of scholarship (cash, dress, materials) for girls	>50%	20
		30-50	10
		10-29	5
		<10%	0
	Proportion of girls at different levels	>50%	20
		30-50	10
10-29		5	
<10%		0	
Proportion of survival rate of girls in different levels	>50%	20	
	10-29%	10	
	<10%	5	
Proportion of toilets	>50%	20	
	30-50	10	
	10-29	5	
	<10%	0	
5. Institutional development	Women in different hierarchy of the ministry, department, DEO	Presence	10
		Quality participation	10
	Gender responsive policies and programs	Supportive	
	Gender friendly infrastructure	Supportive	
	Gender friendly environment	Supportive	
	Gender friendly recruitment system	Supportive	
	Incorporation of gender concerns in curriculum/books	Supportive	
	Gender friendly teaching methodology	Supportive	
	Participation of women in Education Training Center	>50%	20
		30-50	10
10-29		5	
<10%		0	
Number of trained female teachers	>50%	20	
	30-50	10	
	10-29	5	
	<10%	0	

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## Annex 1: Percent share by gender budget category

	Percent share by gender budget category											
	Programs scoring points*			Total	Programs scoring points*			Total	Programs scoring points*			Total
	>50	20- 50	< 20		>50	20- 50	< 20		>50	20- 50	< 20	
	2007/08				2008/09				2009/10			
<b>Constitutional Bodies</b>	<b>0</b>	<b>0</b>	<b>100.0</b>	<b>100.0</b>	<b>0.0</b>	<b>1.4</b>	<b>98.6</b>	<b>100.0</b>	<b>0.0</b>	<b>21.6</b>	<b>78.4</b>	<b>100.0</b>
<b>General Admin.</b>	<b>0.2</b>	<b>5.5</b>	<b>94.4</b>	<b>100.0</b>	<b>0.2</b>	<b>4.6</b>	<b>95.2</b>	<b>100.0</b>	<b>0.4</b>	<b>4.2</b>	<b>95.4</b>	<b>100.0</b>
General Administration	0.2	11.7	87.7	100.0	0.8	12.1	87.2	100.0	1.9	12.1	86.0	100.0
Police	0.0	2.8	97.2	100.0	0.0	1.8	98.2	100.0	0.0	1.4	98.6	100.0
Revenue & Fin. Adm.	0.0	9.4	90.6	100.0	0.0	5.0	95.0	100.0	0.0	4.5	95.5	100.0
Planning & Statistics	0.0	0.0	100.0	100.0	0.0	0.0	100.0	100.0	0.0	0.0	100.0	100.0
Defense	0.0	0.7	99.3	100.0	<b>0.0</b>	<b>0.0</b>	<b>100.0</b>	<b>100.0</b>	<b>0.0</b>	<b>0.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Social Services</b>	<b>23.7</b>	<b>55.0</b>	<b>21.3</b>	<b>100.0</b>	<b>28.9</b>	<b>49.5</b>	<b>21.6</b>	<b>100.0</b>	<b>32.9</b>	<b>42.7</b>	<b>24.4</b>	<b>100.0</b>
Education	2.0	89.1	8.9	100.0	3.8	79.3	16.8	100.0	2.8	47.7	49.5	100.0
Health	62.0	14.2	23.8	100.0	32.7	38.9	28.4	100.0	39.8	55.8	4.4	100.0
Drinking Water	34.5	36.5	29.1	100.0	75.7	6.5	17.8	100.0	91.6	5.7	2.7	100.0
Local Development	18.4	41.6	40.0	100.0	47.2	26.9	26.0	100.0	53.3	45.9	0.9	100.0
Other Social Services	45.0	23.9	31.1	100.0	36.6	40.7	22.7	100.0	40.3	35.4	24.3	100.0
<b>Economic Services</b>	<b>10.5</b>	<b>49.7</b>	<b>39.7</b>	<b>100.0</b>	<b>3.3</b>	<b>52.1</b>	<b>44.6</b>	<b>100.0</b>	<b>9.7</b>	<b>70.5</b>	<b>19.8</b>	<b>100.0</b>
Agriculture	5.8	50.0	44.2	100.0	6.0	58.2	35.8	100.0	25.0	72.0	3.0	100.0
Irrigation	46.2	15.9	38.0	100.0	0.1	83.5	16.4	100.0	0.1	92.0	7.9	100.0
Land Reform & Survey	0.8	0.0	99.2	100.0	0.6	0.0	99.4	100.0	0.5	3.8	95.7	100.0
Forest	1.4	9.0	89.5	100.0	3.0	15.8	81.2	100.0	2.1	53.3	44.6	100.0
Industry	10.0	44.1	45.9	100.0	7.3	8.1	84.5	100.0	11.5	52.0	36.5	100.0
Communications	0.0	0.9	99.1	100.0	0.0	1.0	99.0	100.0	0.0	1.9	98.1	100.0
Transportation	4.3	75.2	20.5	100.0	0.8	46.0	53.2	100.0	0.0	76.6	23.4	100.0
Electricity	14.4	78.2	7.4	100.0	8.1	90.7	1.2	100.0	19.5	76.9	3.6	100.0
Other Economic Services	3.2	32.5	64.3	100.0	1.2	19.2	79.6	100.0	18.4	63.1	18.6	100.0
<b>Loan Payment</b>	<b>0.0</b>	<b>0.0</b>	<b>100.0</b>	<b>100.0</b>	<b>0.0</b>	<b>0.0</b>	<b>100.0</b>	<b>100.0</b>	<b>0.0</b>	<b>0.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Miscellaneous</b>	<b>0.3</b>	<b>9.3</b>	<b>90.4</b>	<b>100.0</b>	<b>3.5</b>	<b>10.2</b>	<b>86.3</b>	<b>100.0</b>	<b>0.0</b>	<b>1.0</b>	<b>99.0</b>	<b>100.0</b>
<b>Total</b>	<b>11.3</b>	<b>33.2</b>	<b>55.5</b>	<b>100.0</b>	<b>13.9</b>	<b>35.4</b>	<b>50.6</b>	<b>100.0</b>	<b>17.3</b>	<b>36.4</b>	<b>46.3</b>	<b>100.0</b>
<b>Total Budget (NRs. million)</b>	<b>19095</b>	<b>56034</b>	<b>93866</b>		<b>32909</b>	<b>83577</b>	<b>119529</b>		<b>49457</b>	<b>104158</b>	<b>132315</b>	

Source: Acharya 2008

Note\*: Basis of classification for Gender Responsive Budget :

A= Programs scoring 50 and more points on GRB scale - Directly Responsive

B= Programs scoring 20 to 50 points - Indirectly Responsive

C= Programs scoring less than 20 points-Neutral

## Annex 2: List of advisory committee members

<b>Designation</b>	<b>Organization</b>	<b>Name</b>
Co-ordinator	Joint secretary/ MOE	Mr. Arjun Bhandari
Co-ordinator	Joint secretary/ MOE	Dr. Lava Awasthi Bhandari
Member	Representative / NPC	Mr. Teertha Dhakal Mr. Madan Koirala
Member	Representative / MOF (Education)	Mr. Ramesh Raj Gautam Mr. Nirmal Hari Adhikari
Member	Under secretary/ MOE (Planning)	Mr. Deepak Sharma
Member	Under secretary/ DOE (Planning)	Mr. Hari Lamsal
Member	Under secretary/ MOWCSW	Mr. Bharat Raj Panta
Member	Expert	Dr. Chandra Bhadra
Member	UNICEF	Ms. Suman Tuladhar
Member	UNESCO	Mr. Tapa Raj Panta Ms. Alija Shrestha
Member Secretary	MOE	Mr. Nakul Baniya

### Annex 3: People contacted

Name	Organization	Position
Dr Lava Dev Awathi	MOE	Joint Secretary
Mr Deepak Sharma	MOE	Under Secretary
Mr. Hari Lamshal	DOE	Deputy Director
Mr. Shiva Sapkota	NCED	Deputy Director
Mr. Ananda Poudekl	CDC	Deputy Director
Mr Gopal K. shrestha	CTEVT	Director
Mr. Binod Shrestha	CTEVT	Deputy Director
Ms Rama Shrestha	CTEVT	Deputy Director/Gender Focal Point
Ms Suman Bajracharya	NCED	Gender Focal Point
Ms Renuka Pandey	NCED	Section Officer
Ms. Dibya Dawadi	GEDS/DOE	Section Officer
Mr. Gopal Krishna Poudel	Dist. Education Office Chitwan	DEO,
Mr. Baraknu Prasad Rajak	Dist. Education Office, Nwal parasi	DEO
Mr. Uddhab Pd, Acharya	DEO, Chitwan	RP
Mr Jaggan Pd Sahani	Raj Narayan Sec. School, Nawalparasi	HT
Mr. Bal Gobinda Maurya	Raj Narayan Sec. School, Nawalparasi	SMC, Chairperson
Mr. Bhanubhakta Poudel	Chaturmukhi Sec. School, Shaktikhor, Chitwan	HT
Mr. Birendra Chaudhary	Chatumukhi Sec. School, Shaktikhor, Chitwan	SMC, Chairperson
Mr. Purna Puri	Sec. School, Shaktikhor, Chitwan, SMC	Teacher representative Chatumukhi
Mr. Durga Nath Sharma	Bhimodaya Sec. School, Chitwan	HT
Mr. Ram Krishna Lamshal	DEO, Chitwan	RP
Mr. Hem Bd. Malla	Shree Lower Secondary School, Chitwan	HT
Mr Kaushalenanda Das	Gabai Secondary School, Chitwan	HT
Mr Prahlad Tripathi	Bchhauri Sec School, Chitwan	HT
Mr Bikram Pd Yadav	Janata Secondary School	HT
Mr Ram Krishna Lamshal	DEO, Chitwan	RP

## **Annex 4: Checklist for Field**

### **District Education Office (Chitwan & Nawalparasi)**

- Proportion of men, women in DEO
- Total Budget allocation and programs (2007/08, 2008/09 & 2009/10)
- Gender Focal point: its role, adequacy of resources, and effectiveness
  - budget allocation (amount of budget and the activities)
- Gender sensitivity in hiring teachers for primary and secondary level (criteria, for selection, appointment, record of teachers selection for last two years).
- Scholarships; (secondary level for girls, Dalits & disabled).
  - Total budget of scholarships (2007/08, 2008/09 & 2009/10)
  - Scholarships for (girls and boys proportion) (budgets)
  - Skill program for disabled (no. of girls and boys) (budget)
  - Girls from marginalized groups getting scholarship
  - Scholarship of disabled students (total budget and no. of boys and girls)
  - Trend of increased participation of girls in secondary education
- Program for improved environment to increase the equitable access for girls (budget & activities three years)
  - Female teacher allowance (budgets)
  - Female teachers getting allowance(no. of teachers)
  - Proportion of female teachers in training (budgets for training and participation of female teachers in training, record of three years)
- Participation of women in District Coordination Committee
- Participation of women teachers in the 3 day orientation for L Sec. subject teachers (budget, no of women teachers participated)
- Participation of women teachers and stakeholders in 3 day orientation program for teachers and stakeholders on local curriculum
- Participation of women in one day orientation program at RC level (budget,)
- Participation of women in one day orientation for Center Chiefs of SLC Exam
- Participation of women teachers in modular training
- Women participation in the orientation program for Supervisors, RPs, HTs for School Standardization, social audit, SIP, Annual program and monitoring

- Gender reflection in school standardization, social audit, SIP & annual program and monitoring
- Gender reflection in school mapping, code of conduct,
- Grants for school improvement based on L Sec students (gender consideration)

### **School Level**

- Total annual budget of school (three years)
- Gender composition of SMC and PTA
- Gender composition of teaching staff
- Involvement of female teachers in school management and decision making level
- Participation of female teachers in training
- Over all participation rates of girls and boys
- Comparison of girls and boys in
  - participation at all levels (primary, L. Sec and Secondary)
  - regularity
  - learning achievement
  - major social and economic factors influencing the education of girls and boys
- Gender friendly physical facilities (class rooms, sitting arrangement, toilets; water }
- Gender friendly pedagogy
- Criteria for selection of students for scholarships
- Total girls receiving scholarships from (girls scholarships, Dalit scholarship and disabled scholarships)
- Participation of women in preparing School Improvement Plan (SIP)
- Gender reflection in SIP
- Gender friendly extra curricular activities

## Annex 5 : Summary of key SSR indicators Table 5

Indicators	Unit	Base Years		Targets						
		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>1. Share of Education Budget in</b>										
GNP	%	2.0	2.1	2.1	2.2	2.3	2.3	2.4	2.5	2.5
GDP	%	3.5	3.6	3.6	3.7	3.7	3.8	3.8	3.9	4.0
<b>2. Share in Education Budget</b>										
Basic Education	%	70	71	71	72	73	74	74	75	76
Secondary Education	%	9	9	9	9	9	9	9	9	9
<b>3. Grade 1</b>										
New entrants with ECED experience	%	33	36	41	45	51	57	64	71	80
Gross Intake Rate	%	141	148	144	140	137	133	130	127	123
Net Intake Rate	%	78	81	83	86	88	91	94	97	100
<b>4. Gross Enrolment Rate</b>										
ECED/Pre primary	%	60	63	67	72	77	82	87	93	99
Basic Education (1-8)	%	116	123	125	128	130	132	132	131	131
Secondary Education	%	36	40	43	47	52	58	66	75	83
<b>5. Net Enrolment Rate</b>										
Primary Education	%	89	92	94	96	97	98	99	99	100
Basic Education	%	71	73	75	77	80	82	85	87	90
Secondary Education	%	20	21	22	23	24	26	27	29	31
<b>6. Teachers with required qualification and training</b>										
Basic Education	%	62	66	70	74	79	83	88	94	100
Secondary Education	%	74	77	80	83	86	89	93	96	100
<b>7. Teachers with required Certification</b>										
Basic Education	%	90	91	92	94	95	96	97	99	100
Secondary Education	%	90	91	92	94	95	96	97	99	100
<b>8. Pupil Teacher Ratio</b>										
Basic	Ratio	44	43	41	40	39	38	37	36	34

Education										
Secondary Education	Ratio	42	39	37	34	32	30	<b>28</b>	26	<b>25</b>
<b>9. Repetition Rate</b>										
Grade 1	%	28	18	12	8	5	3	<b>2</b>	1	<b>1</b>
Grade 8	%	13	11	9	7	6	5	<b>4</b>	3	<b>2</b>
<b>10. Survival Rate by cohort method</b>										
Grade 5	%	54	58	61	65	70	74	<b>79</b>	84	<b>90</b>
Grade 8	%	37	41	45	49	54	60	<b>66</b>	73	<b>80</b>
<b>11. Coefficient of Efficiency</b>										
Basic Education	Ratio	0.46	0.49	0.52	0.55	0.59	0.62	<b>0.66</b>	0.71	<b>0.75</b>
Secondary Education	Ratio	0.30	0.33	0.36	0.39	0.42	0.46	<b>0.50</b>	0.55	<b>0.60</b>
<b>12. Learning Achievement</b>		<b>Average Score of students in core subjects in grade 5 and 8</b>								
Grade 5	%	50	53	56	60	63	67	<b>71</b>	75	<b>80</b>
Grade 8	%	44	46	48	49	51	54	<b>56</b>	58	<b>60</b>
<b>13. Pass Rate</b>		<b>Percentage of students passed in the SLC and HSE National Examination</b>								
SLC	%	60	62	64	65	67	69	<b>71</b>	73	<b>75</b>
Higher Secondary	%	23	25	28	31	34	37	<b>41</b>	45	<b>50</b>
<b>14. Literacy Rate</b>		<b>Percentage of literate people</b>								
Age Group 15-24	%	73	75	78	80	83	86	<b>89</b>	92	<b>95</b>
Age Group 6+ years	%	63	69	76	78	80	83	<b>85</b>	88	<b>90</b>
Age Group 15+ years	%	52	56	60	62	64	67	<b>70</b>	72	<b>75</b>
<b>15. Literacy GPI (15+)</b>	Ratio	0.61	0.74	0.90	0.92	0.93	0.95	<b>0.96</b>	0.98	<b>1.00</b>

Source: SSRP (2009)

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## Annex 5 : Details Information of EFA

Expansion of early childhood programmes and development activities.

*[Indicators 1 and 2]*

Universal access to, and completion of, primary education

*[Indicators 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14]*

### **Indicators 3, 4, 5, 6**

**Indicator 3**, apparent (gross) intake rate, measures the new entrants to grade one as percentage of the population of the official entry age which is 6 years. **Indicator 4**, net intake rate, measures the new entrants to primary grade who are 6 years old as the percentage of the total population of 6 year old children.

**Indicator 5**, Gross enrolment ratio (GER), measures the enrolment at primary level as percentage of the total primary school age population. Whereas **indicator 6**, Net enrolment ratio (NER), measures the enrolment of actual primary school age children as percentage of the total primary school age population.

### **Indicator 7 and 8**

Indicator 7 and 8 relates to the government expenditure on primary education. Indicators 7(a), 7 (b) and 8 show the proportion of government expenditure on primary education, they do not include the expenditures by the families, communities and other sectors.

### **Indicator 9, 10 and 11**

Indicator 9, 10 and 11 relates to the quality of educational provision in terms of teacher qualification and pupil teacher ratio.

### **Indicators 12, 13, and 14**

Indicators 12, 13, and 14 relate to quality and efficiency of primary education by measuring the percentage of repeaters in the class, percentage of students who could continue (survive) up to grade 5 as against enrolment at grade 1 and the percentage of the actual pupil year as percentage of the ideal pupil year required (students who crossed grade 1-5 as against the number who should have crossed ideally).

Improvement in learning achievements.

*[Indicators 15]*

Reduction of the adult illiteracy rate and the gender disparity

*[Indicators 16, 17 and 18]*

<b>Data year</b>	
<b>Indicator 16:</b> Literacy rate of 15-24 years old population	
<b>Indicator 17:</b> Literacy rate of 15+ years old population	
<b>Indicator 18:</b> Gender parity index (female to male literacy rate) of 15-24 years old 15+ years old	