

**2003 ACCU-APPEAL Joint Planning Meeting on Regional NFE Programmes in Asia and the Pacific**  
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## Country Report

Nepal

EFA National Plans of Action  
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### PART I: Legal Framework

#### **1. Background**

This paper is prepared for the 2003 ACCU-APPEAL Joint Planning Meeting on Regional Non-formal Education (NFE) Programmes in Asia and the Pacific on 2-5 December 2003 in Tokyo. The paper comprises three parts. The first section highlights the geographical situation of the country, formal education system and its development in brief. The second part will explore the problems and the issues of NFE in Nepalese context. It will conclude after a brief description of programs of Education for All (EFA) Action Plan regarding the Adult Literacy.

##### **1.1. Geographical Context**

Nepal is a landlocked mountainous country located along the southern slope of the Himalayas. It is a small country with an area of 147,181 square kilometres (14.7 million hectares) lying between 80.4'-88. 12' degree east and 26.22'-30.27' degree north. It ranges 100 meters in the south to 8,848 meters in the north from the sea level. A standard physiological division of Nepal is based mainly on an altitudinal variation. Nepal consists of one-third of the entire length of the Himalayas where lies the Mount Everest (8,848m), the highest peak so far recorded in the world. The total population of the country is about 23 million. The country as a whole has been divided into five development regions, 75 districts, 58 municipalities and 3995 village development committees for administrative and development purpose.

##### **1.2. Formal Education System**

The Nepalese school education system comprises five years of primary education (Grades 1-5 for 6-10 age group), three years of lower secondary education, (Grades 6-8) two years of secondary education (Grades 9-10) and two years of higher secondary education (Grades 11-12). The structure of tertiary education consists of 3 years of Bachelor's degree followed by 2 years of Master Degree program.

##### **1.3 Educational Development and Present Status**

The following table shows the growth and present status of education in Nepal

	Year					
	1976	1981	1991	1996	1999	2001
Literacy (%)	–	19	39.6	48	53	54
Total no of schools	–	–	–	22372	25689	25194
Primary schools	8768	10628	18694	22218	25522	24943
L' Secondary School	2289	2786	4045	5506	7276	7340
Secondary	520	918	2079	2903	4082	4113
Total Students	907000	1701896	3658083	4568942	5081042	5361362
Total Teachers	32146	46288	99127	125505	143263	142183

*Source: Education Statistics of MOES 200*

*Note: A school running grades 1-10 is listed three times: as primary (grades 1-5) school, as lower secondary*

*(grades 6-8) school and as secondary (grades 9-10) school. That is why the total school unit does not match with the sum total of primary lower secondary and secondary school.*

## **2. Legal Framework of Education**

The constitution of the kingdom of Nepal (1990) has clearly stated about the education. The constitution has explained that the education is the fundamental right of Nepalese people. It has expressed in article 18 that "each community residing within the kingdom of Nepal shall have the right to preserve and promote its language, script and culture as fundamental right. In the same article it has written that "each community shall have the right to operate schools up to the primary level in its own mother tongue for imparting education to its children.

Education Act 2058 has included non-formal education in article 6 (a) as an important way of increasing literacy in the country. In accordance with education act, education regulation (2059) has clearly stated to operate the non-formal education conducting following programs:

- i. Basic adult literacy education program
- ii. Post literacy program
- iii. Continuous education program
- iv. Alternative primary education

The Ministry of Education & Sports has constituted Non-formal Education Council in centre level and District Non-formal Education Committee in district level to formulate the plans and program of non-formal education. Non-formal education centre works as apex body of non-formal education in the country.

## **PARTII: NFE Components of National Plan of Action and UNLD**

### **1. Non-formal Education**

Non-formal and literacy education aims to provide educational opportunities to the children of 8 to 14 years of age group who have missed the primary school. The graduates of these NFE programs are encouraged to enter into regular primary schools. The adults of 15+ age groups are taught the 3 Rs (Reading Writing and Arithmetic). In addition functional knowledge and skills are imparted in order to build up their self-confidence and raise their standards of living. In these programs women deserve special priorities.

The implementation strategies are based on local participation. Therefore, local communities are involved in collecting the base-line data, designing the plans and programs, coordinating the activities of various agencies and directing their involvement in implementation, whereas the policy directives and supervision guidelines are provided from the centre. Non-formal Education Centre (NFEC) under the Ministry of Education & Sports is the apex body of Non-formal Education programs.

#### **1.1 Objectives of Non-formal Education**

Some of the main objectives of NFE are:

- To ensure strong support for the "Education for All" programs by the year 2015.
- To expand the NFE program for un-serves and under serves groups including the disadvantaged and the women.
- To conduct mass literacy campaign for children, youth and adult.
- To link adult education programs with national development efforts.
- To provide post-literacy and continuing education for neo-literates.
- To mobilize GOs, NGOs and INGs for promotion of NFE program.
- To implement NFE programs on a national campaign basis to provide educational opportunities for adults, and out-of-school children of 8-14 years.
- To adopt Community Learning Centre (CLC) approach gradually as a permanent infrastructure of the NFE programmes.
- To conduct income generating program to promote literacy.

## 1.2 Issues and Challenges

The current literacy rate and the National Plan of Action targets are given below:

Indicators	2000	2005	2007	2012	2015
% Of Literacy, Age Group. 6 +	54	65	75	85	90
% Of Literacy. Age Group. 15 +	48	58	63	70	75

The current literacy rates show steady improvement over the past situation. However, the improvement pace is still inadequate to meet the EFA goals by 2015. It could be now assumed that the problem of illiteracy lies more with the current adult population. Since the enrolment rates have improved, the upcoming adults are likely to be literate at higher proportion.

The challenge for achieving better adult literacy lies in the fact that a large majority of the population in Nepal are subsistence farmers for whom there is little time to spare for literacy efforts. The oral tradition of folk education is very strong in Nepal. This does not necessitate written literacy. Consequently, although many people may be illiterate on the basis of alphabetic definition, they may be knowledgeable and capable on the basis of their capacity to cope with the social and economic needs as well as on the basis of their capacity to reflect on their realities. This has given rise to thinking among the senior people that they have passed the phase of getting education and that all they can do is to provide education for their children, or for new generation. This thinking is reflected in the higher percentage of literacy among younger age group. The literacy gender parity is also higher among the younger age group.

Basic and Primary Education Program II is under implementation and has addressed many of the needs to increase literacy rate in Nepal. However, the program focuses more on primary school education development. The needs of developing adult literacy and the basic education for out of school youth still need comprehensive program. Therefore, Non-formal Education Centre has been constituted under Ministry of Education and Sports to address the needs of providing basic education for the adults and youths. The development, however, still faces many issues and challenges. The following are some of the main issues and challenges.

- Mobilization of local resources and civil society
- Development of need based local curriculum and text materials.
- Inadequate post literacy program.
- Co-ordination among CBOs, NGOs, INGOs and government agencies.
- Inadequate budget for launching NFE program.
- Difficult to address the exact target group due to the lack of the scientific illiteracy mapping.
- Capacity building in district and local level.
- Effective monitoring and supervision.
- Resource constraint to address the national goals.
- Limited continuous education program.

## 1.3 Policies and Programmes

HMG/N is committed to provide education for all by 2015. In line with this commitment the Ministry of Education and Sports has adopted the following policies in Non-formal Education Sector.

- Literacy campaign for eradicating illiteracy
- Expanding access to schooling so that the up-coming generation of adults get better educated -- Alternative school as a flexible extension of educational access to-out-of-school youths
- Operating non-formal and alternative education for facilitating out-of-school children and youths to join school

- Providing various forms of non-formal education programmes, particularly focused on female adults, for example, literacy for women's empowerment and functional literacy for women
- Providing facilities for continuing education to upkeep learning abilities relevant to the changing contexts-- Literacy education as an educational/skill training support for local income generation needs
- Developing Community Learning Centres (CLCs) as the community-based physical provisions for learning resources and activities -- venue and support system for literacy activities, continuous/lifelong learning, community-based educational forums and income-generating activities

Apart from MOES, the concerned line agencies, like health and agriculture departments and other non-governmental agencies are also producing and implementing their own learning materials among the target groups with the provision of follow-up.

The government has been implementing women's literacy programmes with specific objective of increasing their literacy rates and the quality of their life. Different kinds of readers, primers and continuing education materials have been developed and tested for many years. Currently the effort has been to connect the literacy graduates to income generation skill development activities.

#### **1.4 Programmes on Literacy**

- Providing alternative schooling to those children who are out of formal schooling.
- Building capacity of NFE related organizations.
- Launching public awareness programmes.
- Conducting income generation program.
- Developing self learning materials
- Developing need based learning materials for working children.
- Institutionalizing monitoring and evaluation system.
- Focusing on disadvantaged and ethnic minority.
- Decentralization of NFE programs.
- Conducting Women Literacy
- Conducting Family literacy programme
- Conducting Non-formal Education and reproduced health program in an integrated way.
- Encouragement program to Dalit and Backward participants by providing prize and reward.
- Conducting Non-formal adult education program
- Conducting Non-formal post literacy education program.
- Income Generating program

## **2. National Plan of Action (EFA-NPA) and Non-formal Education**

Ministry of Education and Sports has formed a National EFA forum and a National Action Plan Core Group (NAPCG) for the preparation of EFA Action Plan by 2002. A National Plan of Action has already been prepared. In the process of preparing NPA Nepal has added one more goal and constituted seven thematic groups corresponding to seven EFA goals to have in depth analysis and develop a comprehensive strategy and a plan to achieve the goal. The seventh goal is about Indigenous Peoples and Linguistic Minorities.

Regarding the Adult Literacy and Continuing Education, a thematic group was formed under the Convener-ship of the Director of Non-formal Education Centre.

### **2.1 Major Strategies**

There is a need for evolving effective and practically viable policies for the enhancement of adult literacy. Based on the analysis of the present context and a study of relevant documents, the following measures will be undertaken:

### Special measures for the communities far lagging in literacy

Illiteracy and poverty often go side by side. Therefore, basic literacy programs should be conducted on a priority basis for the disadvantaged social groups based on the following criteria:

**Remoteness:** The areas that are a long way from the road network or the airport and the far-western development region.

**Dalit:** The disadvantaged group of people from among the *Dalits* who fall under the priority groups in the National *Dalit* Commission document, e.g., *Musahar, Dushad, Badi*.

**Minority Ethnic Groups:** Such as *Raute, Rajbansi, Dhimal, Chepang*, or the groups that are in the priority list of the National Ethnic Upliftment Academy.

**Women:** Women activists, elected representatives and the groups that are prioritised by the National Women's Commission.

**Age-Groups:** Adolescents and children, etc.

**Economic:** Landless, jobless, *Dalits*, women, people from ethnic groups, groups involved in production promotion, farmers, labourers, housewives, etc.

From among these groups, the groups or areas as prioritised by VDCs and DDCs. Public awareness and participation is crucial for the success of non-formal education program. Campaigns should be launched to bring about awareness and to mobilize the public for this purpose. Media of mass communication will be mobilized for this.

### 2.2 Community Learning Centre (CLC) for community-based Literacy Program

A Community Learning Center (CLC) is a very effective and locally sustained institutional provision for conducting continuing education. In view of the need for opening a large number of CLCs to provide literacy classes and continuous education the physical structures of the local primary schools should be utilized after and before the school hour so as not to hamper the teaching schedule of the schools. CLCs should be provided with initial physical and technical supports from the local bodies, i.e. the VDCs and the ward offices of the municipalities.

Steps are to be taken to revise and improve the existing curriculum and textbooks and to link non-formal education with the formal system. The reading / learning materials for different agencies involved in the literacy programs will be made available through the market. Similarly, the private sectors should be encouraged to produce these materials. The Non-Formal Education Council will involve itself more in action research than in developing curriculum and materials.

The Non-Formal Education Council will be strengthened to operate as an organization with representation of stakeholders. It will be entrusted with and thereby made responsible for the promotion of basic and non-formal primary education and function as business coordinator and facilitator (If it cannot handle this job, then there should be a separate organization to carry out these functions). Similar structures will be developed in the DDCs and VDCs.

Interest groups and stakeholders like sister organizations of political parties, members of trade unions will be mobilized to conduct literacy campaign.

The NFE Council will be more involved in the expansion of non-formal children's education and local agencies will be encouraged to involve themselves in the literacy raising campaign. The demand and supply management of literacy programs should be managed through the local governments. The Council will make arrangements to provide block grants to the districts on priority basis. Then the districts and the villages will be entrusted with the task of preparing literacy programs and will be encouraged to make as many people literate as possible.

The district level literacy personnel will receive orientation training on the key teaching/learning methods through I/NGOs. Moreover, the local bodies will be made responsible for choosing the methods / approaches.

Enhancing the capabilities of the DEOs in publishing quarterly newsletters to be used as reading materials for the neo-literates.

## 2.3 Major Actions

Mainly there are three types of activities to be carried out for the basic education and literacy programs: a) Facilitation and Coordination, b) Research and c). Providing Grants-in-Aid (GIA)

### i. Facilitation and Coordination

A structure will be developed to establish a coordination and facilitation service unit in non-formal education sector. A committee will be formed to functionalise the service provision. The NFE Council should provide technical leadership in the provision of such facilitation and coordination. A gradual development approach will be taken to enable the NFE Council to take this role. The facilitation and coordination committee will be made responsible for the effective implementation of the decisions of the Non-Formal Education Council. At the district level DEO and RC will be held responsible for this job.

Non-Formal Education Resource Centres will be established at the district level, at/under District Education Office. This centre will co-ordinate with the existing system of school-based resource centres to utilize their facilities for NFE activities. It will also co-ordinate with the CLCs in organising NFE activities. An officer will be designated to operate the district level NFE Centre and also coordinate non-formal education activities in the district. The district level NFE Centre should also work as the focal point, and the involvement of the stakeholders will be improved. At the district level, there will be a Basic Education Coordination Committee. The functions of the committee would be to motivate the local governments, NGOs and related agencies and attract resources in addition to ensure coordination and criteria development for the distribution of resources made available. NFE Resource Centres will provide training and services to the local bodies, NGOs and other agencies to acquaint them with the new approaches of literacy. The district coordination committee will ensure that the NGOs that are running literacy courses at different levels including the district level have appropriate level of competence.

### ii. Research

Lack of research-based information is felt in almost all aspects of non-formal education sector in Nepal. However, information and understanding regarding development and operation will be a priority, i.e., conducting action researches are highly needed. Such action researches will be carried out at the district level. A working relationship will be developed between professional educational institutions and the NFE institutions to carry out such researches. The research will include development and production of appropriate reading materials including textbooks. Local bodies including private organizations should be encouraged to support the development process. There will be some institutional capacity building activities up to the district level.

### iii. Providing Grants-in-Aid (GIA)

The policy of providing GIAs to the DDCs and VDCs for non-formal education will be encouraged and a block grant system adopted. As the provision of non-freeze fund is very much a progressive step, there will be such funds in each of the districts for non-formal education. The funds available for non-formal education for the district will be put in a basket.

**Elimination of Illiteracy and the Development of a System of Continued Learning**

Task objective: Achieve 90% adult literacy rate by 2015 (with special reference to women) and provide opportunities for continuing education for neo-literates			
Program activities	Time frame	Actors	Monitoring indicators
<p>Review and reform of policies regarding NFE</p> <p>Conduct literacy campaign</p> <p>Implement client-cantered innovative program like LEA, REFLECT, Whole Language approaches etc.</p> <p>Orientation program for VDCs, DDCs, Municipalities personnel involved in educational activities.</p> <p>Establishment of coordination and facilitation committee at central level.</p> <p>Orientation/Seminars on different methods and approaches.</p> <p>Finalize policy to provide NFE fund to VDCs, DDCs.</p> <p>NFEC to work as a national resource centre of network</p>	<p>2003</p> <p>Periodic review and change in strategies and activities (if necessary) in 2005, 2007, 2010, and 2015</p>	<p><b>Main:</b></p> <p>VDCs, Municipalities, DDCs, NGOs, CBOs, NFEC,</p> <p><b>Cooperating:</b></p> <p>Professional civil society groups and possibly other Ministries, UNICEF/ UNESCO and others (INGOs, UN agencies, Bi-lateral donors)</p>	<ul style="list-style-type: none"> <li>- Increase in literacy rate.</li> <li>- Documents and records.</li> <li>- Increasing number of VDCs involved in literacy activities.</li> <li>- Implementation of innovative programs.</li> <li>- Increased number of NGOs implementing NFE program.</li> <li>- New policies and full decentralization of NFE program to local bodies.</li> <li>- Direct channelisation of fund from centre to VDCs.</li> </ul>

Task objective: Ensure opportunities for basic education for out-of-school children			
Program activities	Time frame	Actors	Monitoring indicators
Expansion of OSP for the disadvantaged and never-been-to-school children especially for girls. Child-focused training program. New type of training for facilitators and supervisors.	2003 Review target. Set new target in 2010. Updating in 2015	<b>Main:</b> NFEC <b>Cooperating:</b> VDCs, DDCs and professional NGOs	- Increased access and number of children in schools and OSPs. - Increased number of classes. - Revised OSP program. - Implementation of Urban OSP.
Task objective: Promote critical awareness of participants about literacy			
Program activities	Time frame	Actors	Monitoring indicators
Revise the present package for awareness raising as well as the NFE and literacy activities and reform/update them. Revitalize the present awareness program with the use of electronic media and other means of mass media	2003 Periodic review of impact of program and reset target in 2005, 2007,	<b>Main:</b> NFEC <b>Cooperating:</b> NGOs, CBOs, VDCs, DDC, Municipalities, other government line agencies and UN	Awareness raising materials  Forums activities  Awareness raising activities conducted
Task objective: 4. Make literacy life-related			
Program activities	Time frame	Actors	Monitoring indicators
Finalization of policy for Community Learning Centers (CLCs). Distribution of CLC manual. Motivate other stakeholders to open CLC. Promotion of mother tongue literacy programs Development of local materials. Orientation training for all stakeholders: DEO, VDC, Municipality, DDC, etc.	2003 Periodic review of impact of program and reset target in 2005, 2007, 2010 and 2015.	<b>Main:</b> NFEC <b>Cooperating:</b> NGOs, CBOs, VDCs, DDC, Municipalities, other government line agencies and UN agencies.	- Increased number of CLCs. - Strengthening CLC by introducing multi-media program. - Increased number of stakeholders opening CLC in all parts of Nepal.

**Estimated cost of the programme activities**

<b>Literacy</b>		<b>( Rs in Million)</b>				
SN	Expenditure Heading	Unit Cost	Tenth Plan	Eleventh Plan	Twelfth Plan	Grand Total
1	Adult Literacy Campaign		1100.0	1100.0	550.0	2750.0
2	Women Literacy (WEP)		550.0	550.0	275.0	1375.0
3	Post Literacy		550.0	550.0	275.0	1375.0
4	Continuing Education		600.0	600.0	300.0	1500.0
5	Research		10.0	10.0	10.0	30.0
6	CLCs (1000)		100.0	250.0	150.0	500.0
6	CLCs Operating Cost		100.0	250.0	150.0	500.0
7	Advocacy Social Mobilization		5.0	5.0	3.0	13.0
8	RC Support Program		10.0	10.0	6.0	26.0
9	NGO Mobilization		40.0	60.0	30.0	130.0
10	Monitoring and Evaluation		10.0	10.0	10.0	30.0
	<b>Total</b>		3075.0	3395.0	1759.0	8229.0
	HMG/N		1200.0	1350.0	700.0	3250.0
	Donor		1850.0	1982.5	1021.5	4854.0
	Local Community/Parents		25.0	62.5	37.5	125.0

**3. Measures to establish complementarity between formal and non-formal education**

Establishing harmonious complementarity between formal and non-formal education systems is important to make non-formal education and literacy activities effective and meaningful for long-term benefit. System of accreditation and equivalency of non-formal education with formal education system will be developed to facilitate functional relationship and transferability of the students from one stream to another. Non-formal education programs for the out-of-school children that are equivalent to the formal stream will be further developed.

Expanding the provision of post-literacy programs and making necessary coordination with the skill-training-providing institutions and the institutions that provide loan services and thereby linking the literacy programs with income generating activities so as to support the poverty alleviation program.

**PART III: Literacy/NFE Programme****1. Major ACCU/APPEAL Regional Literacy Programs**

Programme/ Project Title	Main Activities	Strength
Regional Workshop on Capacity Building for Trainers of NFE Facilitators in Asia and the Pacific (Yangon, Myanmar, 3-12 December 2002)	Participation in the workshop	International Experience Sharing  Practical Knowledge gained
Workshop on Development of PLANET 3 "Waste Management" 26-30 August 2003	Participation in the workshop.	International Experience Sharing
Community Learning Centres (CLC)	Providing opportunity of basic education to all.	Increase Literacy Rate.

	Giving access to development orientated information to all community  Working as a HRD centre for the community  Working as coordinator between people and development activities	Increase Income
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## 2. Conclusion

In our context, Non-formal Education is the most important way of providing education to those people who are out of school. Keeping this in mind, His Majesty Government has given top priority on NFE program. To meet the EFA goal regarding the Non-formal education the Ministry of Education and Sports has adopted some important policies and formulated plan and programs in non-formal sector. NGOs, INGOs and donor agencies are also playing vital role to increase literacy rate in the country and the government has encouraged them to do so. Although, we have not achieved our expectation, our policy and programs are directed towards achieving national goal of non-formal education.