

# Report of the Field Research on the Situation of Female Education and Female Teachers in the Five Development Regions of Nepal<sup>(1)(2)</sup>

Yasuko Yamashita\*・Takeshi Yamashita\*\*

## Abstract

Education is a fundamental human right. In order to eliminate the wide gender gap that exists in remote areas of Nepal, we would like to help provide education to the girls in those areas. For this purpose, we conducted a field research in all five Development Regions of Nepal between April and October 1999. This paper is the outcome of the field research during the period of Bunkyo Women's University's Overseas Research for Dr. Yasuko Yamashita.

**Key Words:** gender and development, literacy rate, school enrolment rate, female teachers, teacher training

## 和文要旨

著者たちは、1999年4月から10月にかけて、ネパールの5開発地域全土で「女性の教育と女性教員の現状」に関する実態調査を行った。ネパールでは、貧困の上に、地域格差・ジェンダーギャップ・カーストによる差別が加わり、特に遠隔地域の少女の初等教育への就学が進んでいない。本調査では、その実態を明らかにし、とりわけ、少女の教育を促進するための女性教員の役割を追求している。

---

### ネパールにおける女性の教育と女性教員の現状—5開発地域全土における実態調査報告—

\* 山下泰子 \*\* 山下威士 (新潟大学 法学部)

(1)本稿は、平成11年度文京女子大学在外研究制度による成果の一部である。

(2)本調査研究には、文部省科学研究費特定研究(A)「南アジアの構造変動とネットワーク—多元的共生社会の発展モデルを求めて」第5班「南アジアにおけるジェンダーと構造変動」の平成10年度補助金(117-A05-10116209)と女性のためのアジア平和国民基金平成11年度「女性の人権に関わる今日の問題への自立活動支援」により、一部援助を受けた。

Correspondence Address: Faculty of Business Administration, Bunkyo Women's University, 1196 Kamekubo, Oimachi, Iruma-gun, Saitama 356-8533, Japan.

Accepted October 27, 2000.

Published December 20, 2000.

## 1. Purpose of the field research: Formulation of a proposal for a policy to assist Nepalese women's independence

The main objectives of this research are to explore possibilities of achieving Nepalese women's independence, self-sufficiency and to improve their lives.

The importance of including women's participation in the process of development toward a balanced society, which can be self-sustaining both in terms of economic and social aspects, is recognized by the international community. It is primarily the responsibility of each developing country to ensure women's participation in such a process and to ensure that their efforts are remunerated at the same level as men. This does not preclude assistance from developed countries to developing countries. The Official Development Assistance (ODA) Charter of Japan stipulates that women should be encouraged to actively participate in the development of their countries and thereby be offered the necessary means so that they will benefit from such development. In the field of education, in particular, the Japanese government's official policies are: (1) By 2005, to eliminate the gender discrimination in schooling of children between 6 and 11 years-old as much as possible; (2) By 2010, to ensure that girls between 6 and 11 years-old receive the same basic education as boys of the same age.

〈Policy proposal〉 We are interested in the development of Nepal. In particular, we wish to improve, with the help of the Japanese government, the situation of female education in remote areas of Nepal. We wish to propose to the governments of Nepal and Japan, the acquisition of more and better qualified female teachers.

In order to provide girls with a better education, it is of the utmost importance to increase the number of female teachers. Female teachers would not only contribute toward an increased rate of the primary school attendance of girls, but they would also provide a role model to the girls in agro villages of independent individuals.

〈Verification of the policy of the Ministry of Education (MOE) of Nepal:

Research objective 1〉 In order to increase the enrollment and to decrease the number of drop-outs of girls in primary schools, the MOE of Nepal proclaimed a policy in 1992. That is, to place at least one female teacher in every primary school. It has been proven in many cases that the presence of female teachers greatly contributes to the increase in girls'

school attendance and thereby a decrease in their drop-out rate. Under this policy, 4,151 temporary positions were created for female teachers in 1995. This was an excellent policy of the MOE. We do not know how this policy has since then been implemented. There is no other report than the one published in 1998 by the then Women's Education Unit<sup>(2)</sup> (Women's Education Section since April 1999). The report is not conclusive. It reports on five districts in the Eastern Region, three districts in the Central Region, and two districts in the Western Region. There is no report on the most problematic Mid-Western Region and the Far-Western Region.

We decided to check out to what extent this excellent policy of the MOE has been implemented. Before we began our research, it was necessary to understand the status of female teachers in Nepal. It was also necessary to understand the reasons for an increase or lack of increase in the number of female teachers, or no female teachers, in remote areas.

〈Feeder hostels: Research objective 2〉 The next question is to identify the ways in which the number of female teachers can be increased. Our preliminary research indicated that the lack of female teachers was experienced in rural areas, particularly those in remote areas. It is necessary to adopt a specific policy to increase the number of female teachers in remote areas.

It came to our minds that the feeder hostel system, which was practised in all five Developing Regions of Nepal under the aegis of the Norwegian Agency for Development (NORAD), UNESCO and UNICEF in the 1970s, would be an effective system. The feeder hostel system works as follows. Bright girls who graduate from the lower secondary school in the villages where there are no female teachers are selected and provided with room and board in the closest feeder hostel. They then study at the secondary school for the School Leaving Certificate (SLC). After they pass the examination for the SLC, they return, as primary school teachers, to their home villages.

We thought a revival of the feeder hostel system would help increase the number of female teachers in remote areas. Our objective therefore was to find out why the feeder hostel system was not successful and what could be done to effectively revive the system.

Of the two main objectives mentioned above, the revival of the feeder hostel should result into an increase in the number of female teachers. In order to improve the quality of education in Nepal, however, more drastic reform will be necessary. Therefore, these objectives represent our provisional proposals.

〈Proposal: Teacher training institutes for women and licensing of teachers〉 What we would like to introduce to Nepal is the system whereby prospective teachers can be professionally trained. The introduction of such a system is twofold. It is aimed to enhance the teacher's abilities and improve their qualifications. It is also aimed to bring about the necessary changes to the social structure of Nepal, more specifically to improve the status of women. Thus, we are particularly interested in the creation of a teacher training institute for women. By attending such an institute, women will have a better understanding of teaching as a specialized profession, and will receive the necessary training for becoming important and specialized professionals.

The establishment, as well as the administration and management of such a teacher training institute for women, will no doubt be beyond the means of most individuals. Therefore, it should be established in joint cooperation with both the Japanese and the Nepalese governments.

In addition to the establishment of teacher training institutes, we would like to propose the introduction of the licensing of teachers. Such a licensing system will ultimately contribute to improving the teacher's status in Nepalese society.

## **2. Methods employed for the field research: Characteristics of the research**

The methods of our field research were determined by our provisional and final objectives mentioned above. First of all, we needed to have an understanding of the current status of education in Nepal, more specifically, the status of female teachers in remote areas. So, we decided to be bold enough to experience the foolishness of the blinds in describing an elephant by touch. The elephant may be identified as a slim, big, hard, soft, warm, cold creature, depending on the part of the body that is touched. In all instances, we must not forget that the elephant is alive. We decided we would be mindful of our limitations, but would depend on our responses to first-hand experience.

To illustrate the above is the following encounter, one that we will always remember. On a certain day in June, after travelling along a mountain path high up at 4,000m in the Mid-Western Region through the rain and snow, we arrived at a school which had only one room. A fire burning in the pit of the room provided both light and heat. Sixteen small children with lively eyes were sitting on a bench, a log cut into half lengthwise. In the middle of the room stood a passionate young man. He was 25 years old with only five years of education. He had a strong conviction of the importance of education and was sharing

what he himself had learned with these children. We were so moved by his devotion that we were in tears and almost could not ask our well-prepared questions. We will always treasure this experience.

〈Visits to all regions by trekking and interviews〉 There are three characteristics in the field research. First, we had planned to visit a location in each one of the five Developing Regions comprising Nepal. Second, we would visit by trekking style (=on foot) those remote areas which were not accessible by car and for which no research had been conducted. Third, we would interview those who were engaged in teaching.

Due to our limited time and abilities, the above plan of activities remained only as guidelines. For example, Nepal consists of five regions and three ecological belts. Strictly speaking, we should have visited 15 locations. But not all areas were accessible by trekking. For example, there was the off-limits area in the Mid-Western Region due to terrorist activities and the hostage taking by self-claimed Maoists. Needless to say, while aware of these limitations, there was also a limit to our physical strength and stamina.

〈Problems of transportation〉 The biggest problem in conducting the field research was the transportation. Nepal is divided into south, north, east and west by such large rivers as the Koshi, the Gandaki, the Karnali, the Mahakali, and the Mechi, and, of course, their tributaries. The infrastructure, particularly the maintenance of the roads, that is essential to the social and economic development as well as to the tourism industry, is severely underdeveloped.

We had a first-hand experience of this when we used the East-West Highway which is supposed to be a first-class principal thorough way. As soon as we crossed the huge suspension bridge which was constructed by Kawasaki Heavy Industries Co. of Japan over the Karunali (the demarcation point for the Mid-Western and the Far-Western regions), the primitive asphalt-paved road ended, and a gravel road started. During this journey, we encountered floodways as many as six times, which necessitated us to cross them by car. We even had to camp on the river bank because it was too dangerous to cross the river after dark. Our mini-van even got stuck in the mud and had to be towed by a large passing truck, for which it took half an hour.

When we visited the Central Region, the roads, which should have been relatively well maintained, were flooded. We had to ride on an elephant for half an hour after sunset in order to cross a tributary of the Rapti. The river had swelled because of the rainy season. On our way back two days later, we did not have to ride an elephant because the river had

receded. Instead, we used a jeep, a canoe twice, and finally a large army truck equipped with large tires. These means of transportation, use of an elephant, a canoe and other various types of transportation, speak well of the state of the transportation system in Nepal.

To explain in a simple manner the current situation of the transportation infrastructure in Nepal is to say that both modern and primitive means coexist. For example, because of the country's geographical situation, as in divided by numerous mountains and rivers, one flies on a small air plane or helicopter to a major airport, then continues the journey on foot. Except for the major airports from which a small number of scheduled flights are available we often had to ask for a 'non-scheduled flight' in order to continue our journey. Such situations as these are detrimental not only to tourism, but also to the nation's other industries.

Another example of the country's underdevelopment that we came across is described below. While conducting our research in the Mid-Western Region, we met a group of six people in the mountains in Jumla, each of whom was carrying and/or dragging four 10m-long-iron rails. It was taking them six days to carry these rails to their village in order to build a bridge. Needless to say, it was an extraordinarily dangerous undertaking to be carrying such heavy materials through the numerous mountain passes at a height of 3,000m. Another example follows. When we were conducting our research in the Far-Western Region, we met two men each carrying, from Doti-Dipayal to Bajhang, a plastic life-size clay figure on their backs. The figures were to be used in the Science class at the highschool in Bajhang.

It will not be an understatement to say that everything, including iron rails, and teaching materials, is carried manually by people. A situation such as this is detrimental to the development of a society. It is a serious problem of the country's infrastructure that adversely affects education directly as well as indirectly, for example, the problem of the long-distance commuting of female teachers.

### 3. Itinerary of the field research

Our field research involved five trips and encompassed the five regions of Nepal. Trekking was required for of the four trips in order to reach remote areas.

The field research was conducted between April 28 and October 2, 1999. Forty-eight days were spent on the field trips; including 15 days spent trekking. If we count the time spent

in the preparation and the wrapping up of the field study, it would indeed be much longer. As it was, it took about a year from the time when we received letters of introduction from Mr. Mathema, Ambassador of Nepal to Japan, on April 9, 1999, in Tokyo, to the time that the seminar/reporting session was held, by the courtesy of Ambassador Kojima, on March 24, 2000, at the Japanese Embassy in Kathmandu.

〈Schools〉 We visited a total of 53 schools, these included primary, lower secondary, secondary schools, and higher secondary schools. We interviewed a total of 57 school masters and teachers. Of these 53 schools, 4 were private, and 4 teachers out of the 57 were private school teachers. We made every effort to find out the situation of the governmental primary schools in remote areas.

〈Campuses (universities)〉 The number of the campuses (mainly faculties of education and studies in education) was 19 (18 public and one private). The total number of the teachers interviewed was 31, one of which belonged to a private institution.

〈Visits to District Education Officers (DEOs) and MOE〉 We tried to visit as many DEOs as possible because they are the key persons in education in their respective areas. We visited 25 DEOs in total. As high-ranking officials of the MOE, DEOs are assigned to various posts across the country. Because of their expertise, they are in a position to greatly influence the improvement of the situation of teachers in their respective areas. They are, and continue to be, important players in education as a whole in this country.

We would be amiss if we did not mention some very important people who are responsible at the MOE. In particular, Mr. Chuman Singh Basnyet, the Joint Secretary responsible for planning, a most important position, was extremely helpful. Despite the constraints to his already busy schedule brought on by the formation of a new cabinet, he wrote us letters of introduction, listened to our research reports almost every time we returned from a field trip, and gave us a lot of advice.

〈Visit to feeder hostels〉 As for our visits to the NORAD-system hostels, which form the basis of one of our provisional proposals, only eight out of 21 (including those in which the U.S. AID, UNESCO and UNICEF are involved) were visited. Our research made us aware of the importance of the system on the one hand, and gave us a better understanding of the system's weak points on the other. In particular, we were fortunate enough to become acquainted with the system deployed by the Jumla Campus.

For details, the report presented at a workshop on feeder hostel held on May 28, 1999, at the MOE offers some important insights.<sup>(3)</sup> Another useful reference is the program offered by the Centre for Technical Education and Vocational Training (CTEVT). It is used to train nurses and nurses' aides. Under the program, tuition fees, room and board, as well as scholarships, are provided. Students are obliged to work in designated areas for a certain number of years after they graduate.

〈Primary Teacher Training Centre (PTTC)〉 We were able to visit seven centres out of nine. We thought from the beginning that in order to improve the quality of teachers, teacher training would be important. For this reason, we wanted to visit as many teacher training centres as possible. We were hoping that not only in-service (on the job) training of teachers, but also pre-service training might be taking place. Such hope resulted in our disappointment. Teacher training in most training centres was inadequate for our purpose.

We had also planned to visit a Secondary Education Development Unit (SEDU), there are twenty-five of them in Nepal, for in-service training of secondary school teachers. Because of our focus on pre-service or in-service training of primary school teachers, we decided to consider our visit to the SEDU in Ilam to be representative of this category. Likewise, as for the Basic Primary Education Project Resource Centre (BPEP), our visit to the one in Barbote represented that of the BPEP category.

〈Search for teacher pre-service training institutes/centres〉 We were aware that there were no governmental pre-service teacher training centres. We heard that private ones might exist in various parts of the country. The reason for our visit to Baitadi in the Far-Western Region was to find one. To our disappointment, the secondary school has no such training at all. As a result of additional research, we finally discovered one, and the only in Pokhara, the Innovative Development Education Academy (IDEA).

#### 4. Researchers of the field research

The following were the members of the research team.

YAMASHITA, Dr. Yasuko

(participated in the first, second, third, fourth and fifth field research trips),

Professor, Bunkyo Women's University, Faculty of Business Administration; Visit-



ing Fellow, Department of Home Science, Padma Kanya Campus, Tribhuvan University

YAMASHITA, Dr. Takeshi

(participated in the first, second, third, fourth and fifth field research trips),  
Professor, Niigata University, Faculty of Law; Visiting Fellow, Department of Home Science, Padma Kanya Campus, Tribhuvan University

ITO, Ms. Yuki

(participated in the first and fifth field research trips),  
President, Japan-Nepal Female Education Association, Librarian of Saitama University; Former Special Assistant of the Embassy of Japan to Nepal

ARAIBA, Ms. Sadako

(participated in the third field research trip),  
Director, Satsuma Kikaku in Tokyo

MIYASAKA, Ms. Yoko

(participated in the fourth field research trip),  
Director, Yokohama Branch of UNIFEM

MORI, Ms. Makoto

(participated in the fifth field research trip),  
Former school master, Kounosu Girl's Highschool of Saitama Prefecture

## 5. Support provided for the field research

We received the following financial assistance.

- 1) A grant received from the Japanese Ministry of Education, Science and Culture in 1998 for the research, led by Dr. Yasuko Yamashita, on 'The Current Situation of Female Primary School Teachers in Nepal and the Possibilities for Change'. This group is a sub-research group of Group 5, 'Gender and Structural Change in South Asia', led by Ms. Fumiko Oshikawa, which belongs to the group on 'the Structural Changes in South Asia and Network' under 'the Special Field A of Scientific Research Programmes'.
- 2) A grant received from the Asia Women's Funds to subsidize the cost of the field research in 1999.

## 6. Primary school enrollment

According to the statistics of the MOE, in 1997, the total number of children between 6 and 10 years of age who were eligible for primary school enrollment was 2,834,458 of which 1,387,612 (48.9%) were girls. The actual number of children who were enrolled in grade one through grade five was 3,460,756, of which 1,439,663 (41.6%) were girls.<sup>(4)</sup> Based on these statistics, the percentage of gross enrollment was 122.1%. In other words, there are more children enrolled for primary school education than eligible children. For example, girls accounted for 103.8%. The reason for this discrepancy is due to the fact that the children younger than 6 years of age or older than 10 years of age were attending primary schools. It is therefore necessary to estimate the percentage of net enrollment. According to the statistics of the MOE, the net enrollment of all children was 69.6%, and that of girls 59.9%. At the same time, the MOE reported that in six districts the net enrollment of girls for primary schools accounted for less than 30%.

Many factors prevent young girls from attending school; however, the main reason seems to be the parents' recognition about female education. From the perspective of many parents, six-year-old girls are already solid workers for the family and after age twelve or thirteen, they will soon be others' wives. During this time parents view their role as one of simply acting as the guardians of someone's future wife and thus see little practicality in trying to ensure that their daughters receive an education. In one case, the chairperson of one of the Village Development Committees (VDC), who was an active member of the School Management Committee (SMC) in Doti District, was enthusiastic about sending his son to school, but not his two older daughters. When we encouraged him to let his daughters go to school, he asked, 'If they start to go to school, who would look after our cows?' It may not be such a crazy idea to provide scholarship in the form of the daily wage of 20 Rs paid to the father of a girl. Otherwise she remains as his labourer. Nevertheless, next morning he visited our camp with his wife and told us that they had decided to let their daughters to go school. We were very pleased to hear this and to see them so proud of themselves.

## 7. Primary school completion rate

Now let's look at primary school completion rate. According to the MOE, the promotion rate from grade one to grade two is 35.2% for both boys and girls together, while the rate for girls alone is 34.8%. This means that only one in three students passes on to grade. Conversely, the rate of school dropout is 23.1% for boys and girls, while the rate for girls alone is 24.0%. In other words, one in four students drops out of school with only one year of formal primary education. It is difficult to get an accurate picture of the five-year primary school completion rate. However, among the ten-year-old population, 49.8% of all eligible children are in grade five, while this drops to 40.8% for females. Based on this report, we can estimate an average attendance rate. It is estimated that the completion rate of primary school education would be 32.2% of those enrolled in grade one, or 100:24. In other words, one in three or four students does not complete the five-year primary level of education. However, it seems that the highly populated urban areas bring the average rate up, making any such average misleadingly high and unreliable as an indicator of actual conditions.

At each school we visited, we enquired about the number of grade-one and grade-five students. The most remarkable example was that of Shree Chaya Chatra Primary School (5-year system), in Gamgadhi, Mugu District. There, we found 43 grade-one students, but only 5 students in grade-five. Among the 43 grade-one students, 25 of them were females. There were 5 students in grade-two, but there were no longer any girls. There were no female students in grade-five, either. In Shree Lakali Primary School (3-year system), in Namtar, Makawanpur District, there were 40 grade-one students, while there were only 6 students in grade-three. In both schools, the number of students decreased to one eighth by the time grade-one students reached the final grade. This tendency is very common, especially, among female students. The same trends were apparent in Shree Baeaahee Devi Lower Secondary School (7-year system), in Bagle, Doti District; over 40 students were in grade-one, yet there were no female students in grade-five.

Reduction in the rate of school dropout for young girls is an internationally recognized challenge, as is stated in the Convention on the Elimination of All Forms of Discrimination against Women (Article 10, para.f).

〈LPS policy〉 In order to increase the grade completion rate and decrease the dropout

rate, it will be necessary not to enroll the children under 6-year-old on the one hand, and to avoid, as much as possible, them repeating the same grade. In April 1999, the MOE introduced a policy, the Liberal Promotion System (LPS), under which no repeating of the same grade is permitted between grades one and three. At the time of our field research in September, we asked each DEO about this policy. While many DEOs agreed with the policy itself, there is an obvious need to accommodate many children under the age of six who are currently enrolled in and attend primary schools. A necessary requirement for this age group is the building of day care centres or kindergartens.

## 8. School facilities

During our field research we surveyed basic school facilities.

〈Classrooms〉 Most schools complained about the insufficient of classroom space. For example, in Shree Suryadaya Primary School, in Jorshal, Panchthar District, grade-five students were studying in the school office and the female principal taught the class. In Shree Bal Mandir Primary School, in Doti, Doti District, due to the shortage of classrooms, they were using the hall for two separate classes. In Jagdanba Secondary School, in Madhala, Bardiya District, due to space constraints and no classroom for the grade-one class, VDC built a classroom without walls. It is merely a shelter constructed of pillars and a roof only. Though located in a relatively mild area, Terai Belt, it is not even wind and rainproof.

〈Light and windows〉 Of the 53 schools we visited, only the one private school had electricity and light. This school and another private school in Central Region were the only schools that had glass windows. None of the public schools we visited had electric light or glass windows.

〈Washrooms, potable/fresh water, sink〉 Many schools did not have washrooms, sources of fresh potable water, or sinks. Many teachers seemed to think that the nearby rivers sufficed for washing hands and feet. Such complacency made us wonder if it should be the case. Unfortunately, many students are not accustomed to using toilet facilities even when they are present in a school, and, consequently, they end up using the washroom areas, but not necessarily the actual toilets. In order for children to learn about the importance of

sanitation from young age, toilets, fresh water and sinks must be minimum facilities in primary school.

〈Instructional materials〉 Most schools were equipped with blackboards, but many schools were short of desks and chairs for their students. At Shree Kul Dev Primary School (3-year system), in Nyauri Ghat, Jumla District, a half-cut log was used to seat students and there were no desks at all. There were no instructional materials beyond textbooks and blackboards in the remote area schools we visited.

〈Teaching methods: By rote only〉 Along with a shortage of instructional materials, some teachers' have not even studied pedagogy, although they passed the SLC. This inevitably results in very limited teaching methods. The only teaching method that these teachers are able to employ is a simple duplication of what they themselves have learned. In other words, they have their students memorize the whole textbook. And this was carried out with a threat of corporal punishment with a one-metre-long cane for non compliance. This reminds us of the Vadaic system, a method taken by a Guru to preserve the Veda, sacred book; the Guru narrated the Veda to his disciples who memorized the entire book. This teaching method certainly contributes to Nepali's far superior memory than ours. However, with this teaching method, students will hardly develop the analytical and theoretical skills necessary to effectively solve problems.

Almost the same subjects are taught at all levels of education, from primary education through to higher (university) education. These basic subjects are English (grammar and reading), Nepalese (grammar and reading), Social Studies, Science, and Mathematics. Such additional subjects as Ethics and Computer Skills appear to be popular in some private schools. Primary education in Nepal does not include such subjects as Music and Art, which play a significant role in developing the students' culture of sentiments. This is probably due to a lack of the appropriate teaching material. There are no subjects in Health and Hygiene or Physical Education, important subjects that teach physical wellness. Students are not provided with opportunities to develop social skills, either. Learning by rote is the only method used from the time a student starts his or her primary education up to the final examination for the SLC.

## 9. Teachers' certification

What we found of most concern during our visit was the teacher's certification system currently in use in Nepal; the certification of teachers reflected the level of their schooling. This may be the result of a lack of understanding in the broader society about education in Nepal.

No specific certificates or licenses are required in order to teach in Nepal. Teachers' certification depends merely on their educational background. Qualification is awarded according to the education one receives. For example, once a student finishes ten years of schooling and has attained the SLC, he/she is qualified to become a primary school teacher. The same applies to upper level teachers. The completion of 12 years of schooling, the Intermediate Course, qualifies one to be a lower secondary school teacher, and after completing 15 years of schooling including higher secondary/campus education (Bachelor of Education or Bachelor of Commerce, by completing the Diploma Course in Education or other courses) one is able to become a secondary school teacher. In principle, campus level teachers are required to finish the Master Course.

These differences are also reflected on the wage gap between each rank. In other words, as with the teaching certification, a salary gap reflects the level of schooling. As of January 2000 a public primary school teacher's salary is 2,800Rs/month, whereas a lower secondary school teacher receives 3,300Rs/month, a secondary school teacher, 4,500Rs/month, and a higher secondary school/campus teacher, 5,500Rs/month. Such hierarchy seems to have been created without recognizing that the education in primary, secondary, and high level requires special abilities to meet different needs. Essentially, there should be no hierarchy of schools and teachers based on educational levels. Each institution has different functions and purposes which relate to students' ages and learning levels, but they all have a common faith in education. Each level requires teachers with distinct, but equally important abilities.

For example, in primary education, the following subjects are taught: concept of health and hygiene; punctuality and discipline; understanding of groups, the public, and society; gymnastics and the basic knowledge of movement of a body; calculus; reading and writing. These subjects are closely related to what is taught in lower secondary schools, but it is not the case in higher education. These facts are taken into consideration in Japan where there is no hierarchy in qualifications for teaching jobs in primary education, secondary, or

higher education. Generally, people in Nepal, including teachers and administrative personnel, seem to underestimate the importance of primary education. The pay hierarchy also indicates a lack of understanding of the differences in the pedagogic function of each level of education.

In this regard, there is almost no difference in salaries and treatment between instructors in primary schools and universities in Japan, since the Japanese recognize the idea of equal importance of education at all levels. There are minor differences in remuneration, depending on the level of government body to which teachers belong. For example, in the case of national universities, their instructors come under the management of such a public body as the Ministry of Education or the National Personnel Authority, and are considered public servants. In the case of public primary schools, their teachers belong to the Board of Education of each municipality. In other words, depending on the financial situation of the governing organization, there may be some differences. This is certainly not due to the hierarchical differences as practised in Nepal.

〈Lackadaisical/Reluctant teachers〉 The inferior image of primary school teachers in society adversely affects teacher's self-esteem. Many answered negatively when asked their reasons for becoming teachers. These are some of the answers: 'There were no other jobs than teaching.' 'Somebody encouraged me, even though I wasn't interested in teaching.' 'Many became teachers as a last resort.' (Opinion of Pokhara Campus teacher). Hardly anyone in the village named 'primary school teacher' as a job they hoped their children would have. The job of primary school teacher is definitely not a popular one.

〈Teachers under SLC〉 There were 3,252 (of which 574 were female) primary school teachers without a SLC (=under SLC) in 1997. But, the quality of teachers is not necessarily equivalent to the education they receive.

Mr. Kansal in Jumla District is a teacher with only five years of primary education. He used to attend a school which was two hours walk from his village. He strongly felt the necessity of education for the children in the village. Last year, after having convinced villagers, a primary school which teaches up to grade three was established under the support of the VDC. Then, he voluntarily became a teacher, since he had the most education of anyone in the village. What is necessary for Nepal today is to establish a system to train enthusiastic teachers like Mr. Kansal in effective teaching methods instead of relying solely on teachers' educational backgrounds.

## 10. Teachers' recruitment

The procedure for recruiting primary school teachers is as follows. First the School Managing Committee (SMC) assesses the number and type of teachers they need and recommends their preferred candidates to MOE/DEO. Each school has a SMC, which consists of representatives of parents, the principal, educationally conscious individuals, and prominent local people. Once MOE/DEO approves the request, the district Teacher Selection Committee (TSC) examines the candidate or candidates and recommends the right person or persons to DEO. The candidates chosen by the SMC are rarely ever rejected by TSC or DEO. This system causes a number of problems. One DEO mentioned that, even though they intend to increase the number of female teachers according to the MOE's policy, the local SMC does not always cooperate. Thus, the MOE's policy often is not executed.

〈Political connections〉 A number of DEOs emphasized that the SMC's selection is not based on educational qualifications, but rather on political issues in the VDC. And for the sake of improving the quality of teachers, they pointed out that teachers and politicians/politics should not have any connections.

We saw some cases which confirmed the strong connection between teachers and politicians. It was especially noticeable, since our research took place at the same time as the third national election. On more than a few occasions, we saw a principal or teachers walking and campaigning with villagers during class hours. One of the worst examples of the mixing of education and politics occurred when a principal and a teacher got involved in a political conflict, which led to the school closing for more than a year. Needless to say, the students were the true victims of this controversy.

〈Permanent teachers and temporary teachers〉 The salary of a primary school teacher is 2,800Rs/month, irrespective of gender. Except for an allowance to teach in remote areas, all employees of the MOE receive the same salary and allowances across the country. This is applicable both to permanent and temporary teachers.

However, in the case of temporary teachers employed by a VDC or a SMC, the situation is drastically different. During the course of our field research, we met teachers who were making, monthly, as little as 1,000Rs, or 1,200Rs, 1,500Rs, 1,800Rs, 2,000Rs, or the equal amount as permanent teachers.



To eliminate such a varied range in salaries, as a result of the formation of a new cabinet, in September 1999, a new policy was introduced. That is to make those temporary teachers who are currently employed permanent teachers as soon as possible. This policy is a commendable one in the sense that it alleviates the discriminatory difference in the status of permanent and temporary teachers. After all, both types of teachers are engaged in the same occupation of teaching. It should be noted that this policy is applicable to the temporary teachers employed the MOE/DEO only. Those temporary teachers employed by a VDC or a SMC are not eligible for a permanent status. It was not difficult for the government to introduce a policy that would not have financial implications; if the temporary teachers employed by a VDC or a SMC were to be included, it would mean a huge financial burden for the government. The problem of temporary vs. permanent teachers will likely remain unless all temporary teachers become eligible.

## 11. Female teachers

In 1997, the number of primary school teachers in all of Nepal was 91,464, of which 20,544 or 22.5% were females. That number represented an increase of 6.5% in only three years from the 1994 average of 16.0% female teachers. There is clearly a steady increase in female teachers.

But, when we look at the numbers by areas, a more complex picture emerges. Out of the 91,464 teachers in all of Nepal, only 14,366 or 15.7% teach in urban areas. But, of these teachers 7,652 or 53.4% are women. This leaves rural areas where 84.3% of all teachers work and where females account for only 16.7% of teachers. Briefly, in urban areas more than half of primary school teachers are females, but in rural areas, only one of every six teachers is female. Since on average most areas have no more than four teachers in a primary school, female teachers are quite rare. In Baitadi District, as a least example, female teachers account for 7.3% of the teaching force, or one out of 14 teachers. These data show that female teachers are concentrated in and largely limited to urban areas.

The schools that we were able to visit were located in relatively accessible areas such as in the centre of districts, areas accessible by public transportation, or on foot. Of the 43 schools we surveyed, 10 schools claimed to have no female teachers, meaning that 77% of schools have female teachers, while 23% are completely without them. We may assume that the accessibility of the schools we visited had an impact on our findings.

Moreover, DEOs' data regarding the number of female teachers in each district were not

especially reliable. Some indicated a very high number of schools with female teachers, and others a very low number. Those reporting dubiously high values included: Kathmandu: over 90%, Chitwan: 90%, Baktapur: 72%, Kaski: 95%, Syangja, Rupandehi, Surkhet, and Makwanpur: 50%, Mugu: 40%. Some reported their data in a numerical rather than a percentage format: Jumla: 43 schools out of 88 (or 50%), Panchthar: 150 schools out of 350 (43%), Banke: 50 schools out of 150 (33%). Those reporting very low values included: Baitadi: 25%, Dadeldhura: 15%.

〈Overall evaluations of female teachers〉 The evaluations given of female teachers were quite memorable. Jumla Campus and PTTC of Surkhet stated, ‘The quality of female teachers is too low.’ DEO in Panchthar complained that, although they were trying to recruit females in greater numbers than males, they did not have enough applications from females. DEO in Makwanpur said that female teachers tend to move to towns soon after they are hired. ‘Today, female teachers are way too lazy.’ We heard this comment from among teachers themselves. ‘I go to teach after finishing my house work,’ said one female teacher. In fact, male teachers pointed out that female teachers tend to neglect their teaching duties in favour of their housework.

Some of the cases we encountered were quite unbelievable. At one primary school, there was only one young temporary male teacher teaching all the classes, although there were supposed to be three teachers. When we visited one of the female teachers at home, she was taking care of her baby and had no intention of going to school. (The principal was visiting at DEO at the time.) Another time, we saw two women whom we later learned were teachers, chatting out on the schoolyard during class hours.

The DEO in Kailali seriously hopes that teachers will fulfill their duties and follow regulation hours. However, most public schools end their classes at 2:00 p.m.; only private schools strictly observe the mandatory from 10:00 a.m. to 4:00 p.m. schedule.

In rural areas of Nepal, few families possess a clock, making the school office the only place where one can readily find one. Under such circumstances, it is understandable that people have a very loose sense of time. At the same time, however, teachers should try to teach the concept in school, but for this to be effective, they first need to set an appropriate example by appearing for class and fulfilling their duties at the required time.

Female teachers’ negative reputations may be due to the way in which they are recruited. Generally, in rural areas, the posts of female primary school teachers are filled by the wives, daughters, or daughters-in-law of prominent local men such as village chiefs. The main reason for such recruitment is that most brides for the sons of these chiefs obtain the

SLC as a trousseau to their new home. Of the eighteen female teachers whose whereabouts we could confirm, seven became teachers in the villages where they moved after marrying, and eight became teachers in the villages where they were born.

〈Female teachers with double responsibilities〉 Given the housework for which women are responsible, religious restrictions, and the unstable social environment which makes it almost impossible for women to travel alone away from home, we can not merely blame female teachers for their poor performance. Women in Nepal are facing 'the double burden' or 'double workload', an inherent aspect of modernization. Presently, they are in the process of establishing new working relationships in which men and women share work for income, and work in the home, evenly. The reality is still unequal: challenging their traditional confinement within the domestic sphere, women end up doing work both inside and outside their house, while their husbands are only responsible for work outside. We should realize this very common phenomenon is present in Nepal, too. Finally, we cannot fail to mention that there are some very enthusiastic female teachers. One female principal told us that she was very proud of being a teacher.

## 12. Teachers' training

We hope that the following statement will be taken in the spirit in which it is said. Improving the quality of both male and female teachers is the first priority in Nepal. Most teachers are clearly underqualified. According to a survey of public schools in 1997, only 46% of all teachers and 32% of female teachers received some sort of teacher training.

At present, the PTTC promotes a system called 'In service (on the job) training', in nine Centres in Nepal retraining current teachers in order to improve teaching skills. This training program is primarily for permanent teachers and it consists of four two-and-a-half month packages requiring ten months in all to complete. With this plan it will take more than twenty years for all the teachers to complete their retraining. Because of this, there are very few fully retrained teachers. Those who claim to be completely 'trained' have actually only finished the first package, or learned through the radio correspondence program (330 hours): in reality they are 'partly trained' teachers.

Currently, the second and the third packages take the form of a correspondence course based on the teaching materials prepared by the Distance Education Centre (DEC) in Sanothimi, which is broadcast, by Radio Royal Nepal, early in the morning every day for

thirty minutes. Needless to say, a correspondence course's success depends on the extent to which face-to-face instructions can be held. Recognizing the importance of face-to-face instructions, the DEC organizes 14 face-to-face instructions per package, and sends, every Saturday, numerous instructors to the Resource Centre of each district. However, in reality, the effect of those face-to-face instructions is questionable because the method lacks the most important element, that is, practicum-related instructions.

Here is our major concern with the PTTC program. PTTC of Tanahu reported that teachers, although keen to receive training, did not apply what they had learned in their classes. As mentioned earlier, shortages of educational materials obviously undermine teachers' attempts to improve their teaching, but these shortages cannot fully account for teachers not employing their training. In our observation in the classes, despite the amount of training implemented, that training did not seem to replace the teachers' reliance on rote memorization. In this regard, it will be necessary to follow up on teachers' performance after they have been retrained.

〈Pre-service training〉 Along with the PTTC program retraining current teachers, it is also necessary to establish 'Pre-Service Training.' As mentioned above, technically, one must pass the SLC in order to become a primary school teacher. In addition to that, an MOE regulation states that the prospective teacher must complete a 10-month Pre-Service Training program, but only a very few privately operated institutions, such as the Innovative Development Education Academy (IDEA) in Pokhara, offer the Pre-Service Training program. In spite of numerous efforts to find out how many institutions offer the Pre-Service Training program in Nepal, we were unable to locate any apart from IDEA.

The MOE has established a task force to consider possible ways of offering the pre-service training. The points in the system where pre-service training can be offered are: (1) higher secondary school (Ten plus Two), (2) the Department of Education at the different campuses of Tribhuvan University, (3) PTTC, and (4) private sector institutions which offer teacher training. Presently, there are 42 educational departments/faculties, including 28 private ones. According to an estimation in 1998, 5,864 students are taking the Intermediate courses in Education and 4,256 students are studying for the Bachelor's degree in Education. The MOE should take further advantage of the existence of the Tribhuvan University campuses and use them as training institutions. This is already the case at Jumla Campus, where feeder hostel girls from remote areas receive teacher training through the Intermediate course in Education.

### 13. Conclusion 'Teachers' social awareness':

#### The necessity of a female teachers' training institution and the requirement of an educational license

In Nepal, anyone with a SLC can become a primary school teacher. Teaching is not considered as a professional occupation that requires special knowledge and skills as in the case of doctors and lawyers. This explains the low recognition given to teachers, especially primary school teachers.

Education brings invaluable influences to students' lives. And we cannot emphasize enough the important role primary education plays in the development of young flexible minds. Given this, teaching is obviously not a job that everyone can do well. Becoming a doctor requires years of study and strict training simply because doctors deal with human bodies and lives. The difference between doctors and teachers is that if doctors mistreat their patients, they could inadvertently kill them, whereas if a teacher mistreats his/her student, it may scar the student's personality for the rest of his/her life. Thus, they both have significant influence over peoples' physical and mental well being.

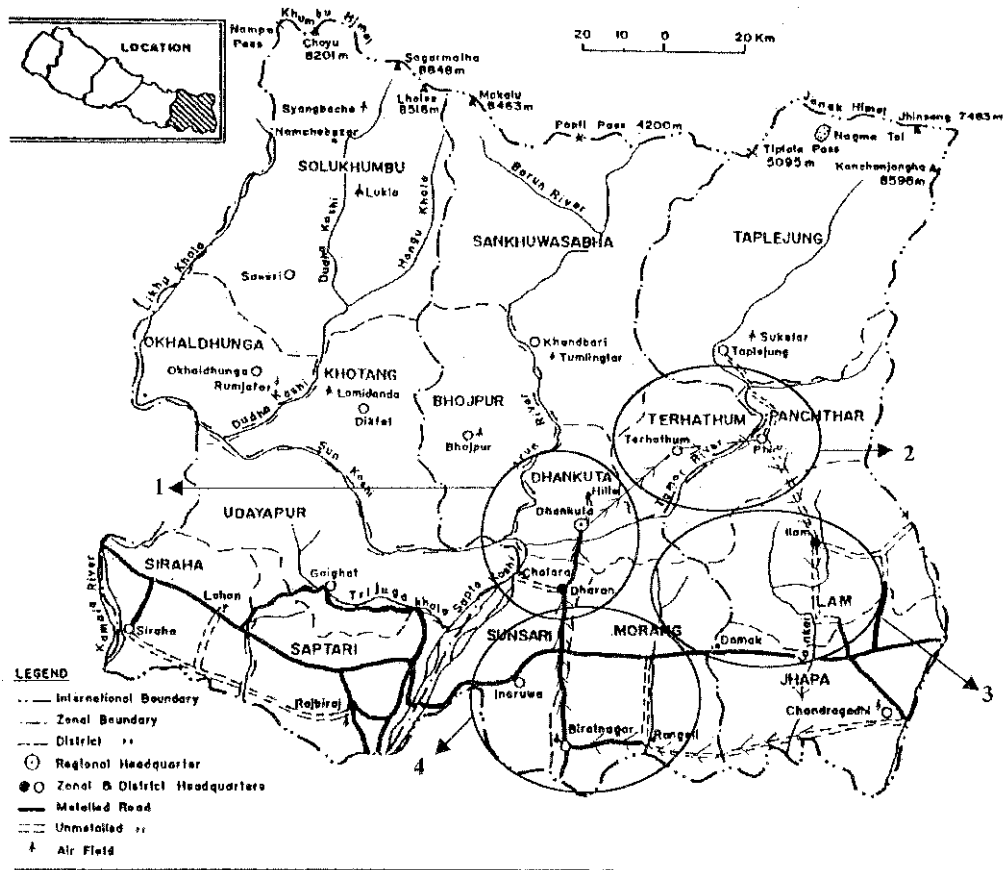
In conclusion, one way of improving the quality of teachers is to recognize that teaching is almost a sacred duty. At the very least, teachers themselves, the general public and those in the education system should be aware that 'Teaching is an important and professional job.' For this to work, it is also necessary to establish, first, specialized schools or institutions that will properly train teachers before they enter the classroom and, second, an effective licensing system.

#### (Annotations)

- (1) CERID (ed.), *Role of Women Teachers for Promotion of Universal Primary Education for Girls, A Study Report*, October 1990; CERID, Nepal National Commission for UNESCO, UNDP and UNICEF (ed.), *Promotion of Girl's Education through Recruitment and Training of Female Teachers in Nepal; A Country Case Study*, Phase 1, February 1996, and Phase 2, August 1996.
- (2) Ministry of Education of Nepal (MOE), *A Study Report on the Appointment of Female Teachers*, 1998.
- (3) MOE (ed.), *Upgrading/Feeder Hostel Programe Workshop Report*, May 24-25, 1999.
- (4) MOE (ed.), *Educational Statistics of Nepal 1997*. 1999; Cf. MOE (ed.), *Nepal Educational Indicator 1991-1997*, 1999.



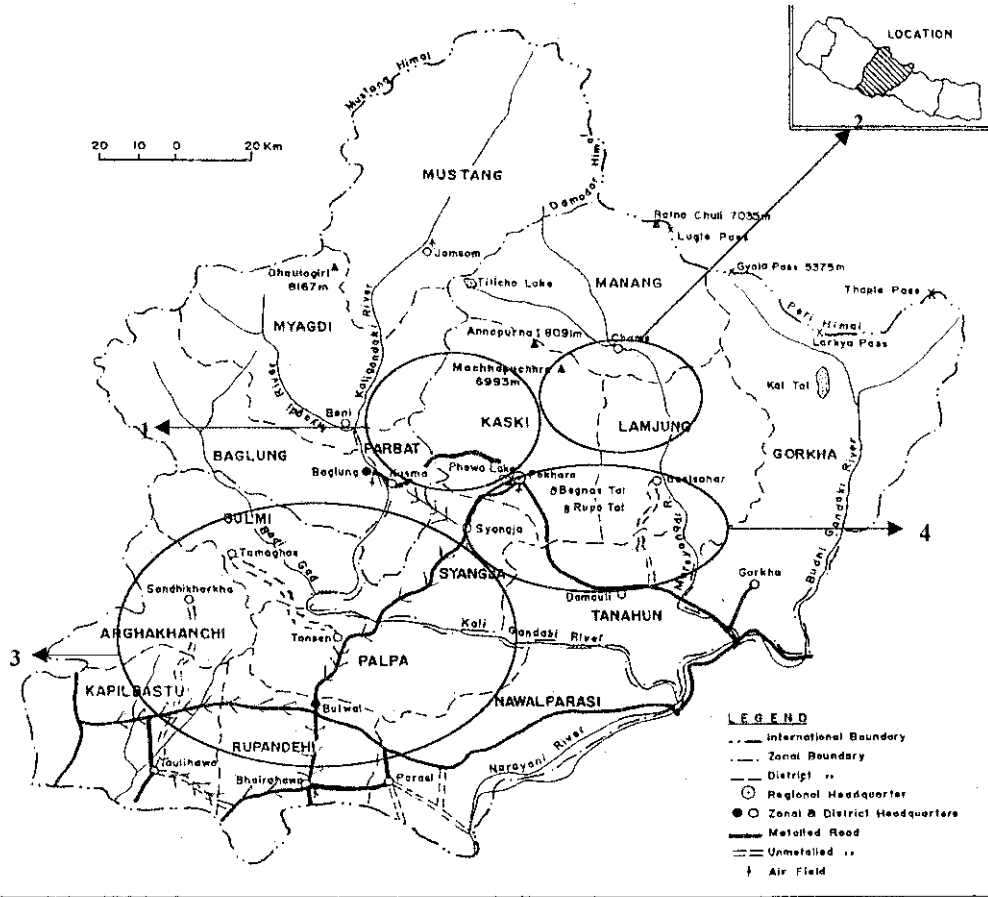
Fig 2 Research spots Eastern Development Region



- 1  
DEO Dhankuta.  
Dhankuta Campus.  
Singha Dev P. School, Basantpur.
- 2  
Terathum Campus, Mayanglung.  
Sarada P. School, below Mayanglung.  
Siddha Kali P. School, Phidim.  
Sukka L. S. School, Phidim.  
Panchthar Campus, Phidim.  
Suryadaya P. School, Phidim.  
DEO Panchthar, Phidim.  
Women's Development Section, Panchthar.

- 3  
Barbote Resource Center, Ilam.  
Mahendra Ratna Campus, Ilam.  
Adharsa S. School, Ilam.  
Feeder Hostel, Ilam.  
DEO Ilam.  
BPEP Ilam.
4.  
BPEP Sunsari.  
PTTC Susari, Inaruwa.

Fig 3 Research spots Western Development Region



- 1  
Shivalaya S. School, Kusma.  
Mahadev Primary School, Kusma.  
Lakuri P. School, Lukuri.  
Annapurna S. School, Karkineta.  
Deaurali P. School, Deurali.  
Audha Andhi L.S. School.  
Jana Pradeep H.S. School, Chilaunebas.  
Saraswati P. School, Setidovan.  
Balhit P. School, Setidovan  
Bhumre P. School.

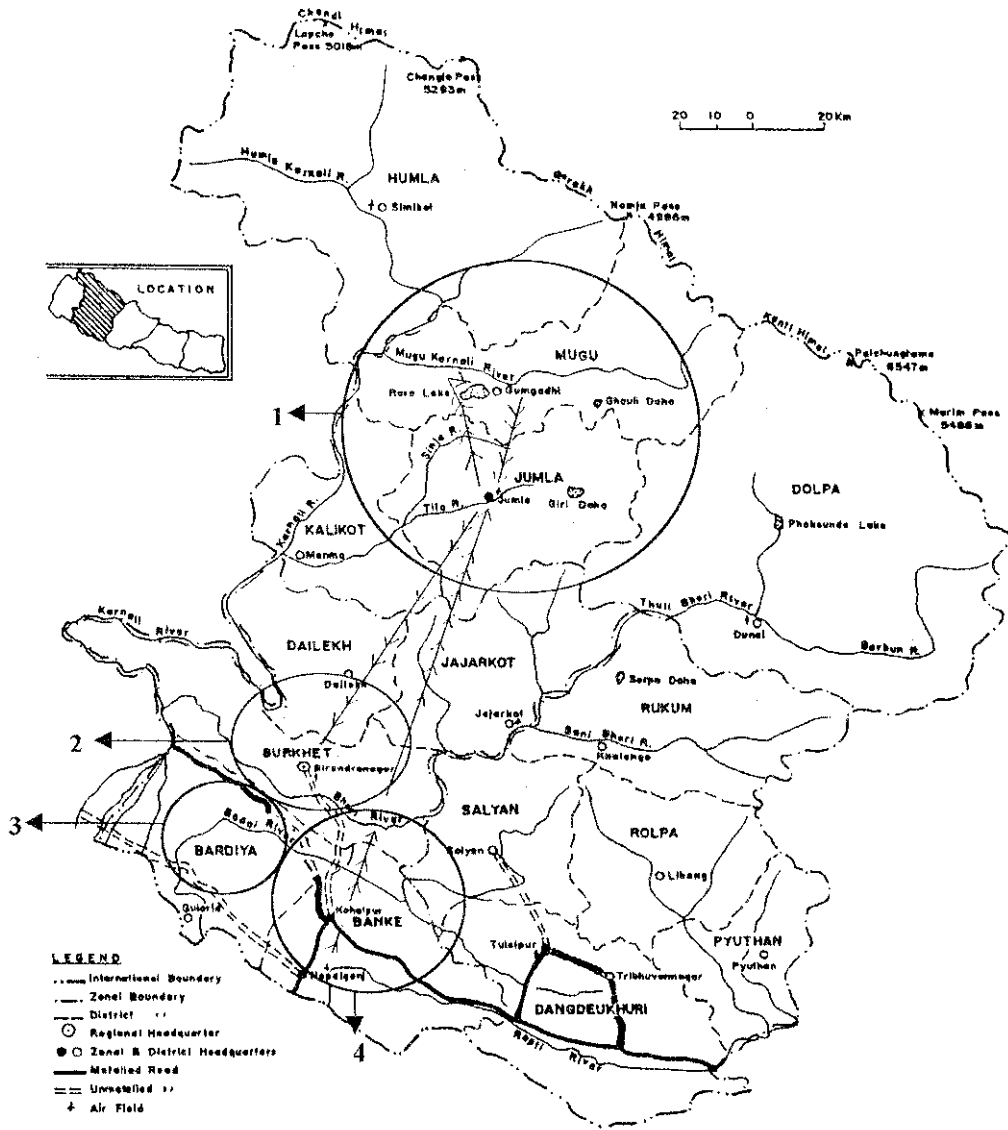
- 2  
Prithvi N. Campus, Pokhara.  
Female Students Dormitory.  
Kanya Campus Pokhara.  
Dibya Jyoti P. School.  
DEO Kaski, Pokhara.

- 3  
DEO Palpa, Tansen.  
Tansen Multi. Campus.  
Butwal Multi. Campus.  
PITC, Rupandehi, Bhairahawa.  
DEO Kapilvastu, Taulihawa.  
DEO Rupandehi.

- 4  
PTTC, Damauli, Tanahun.



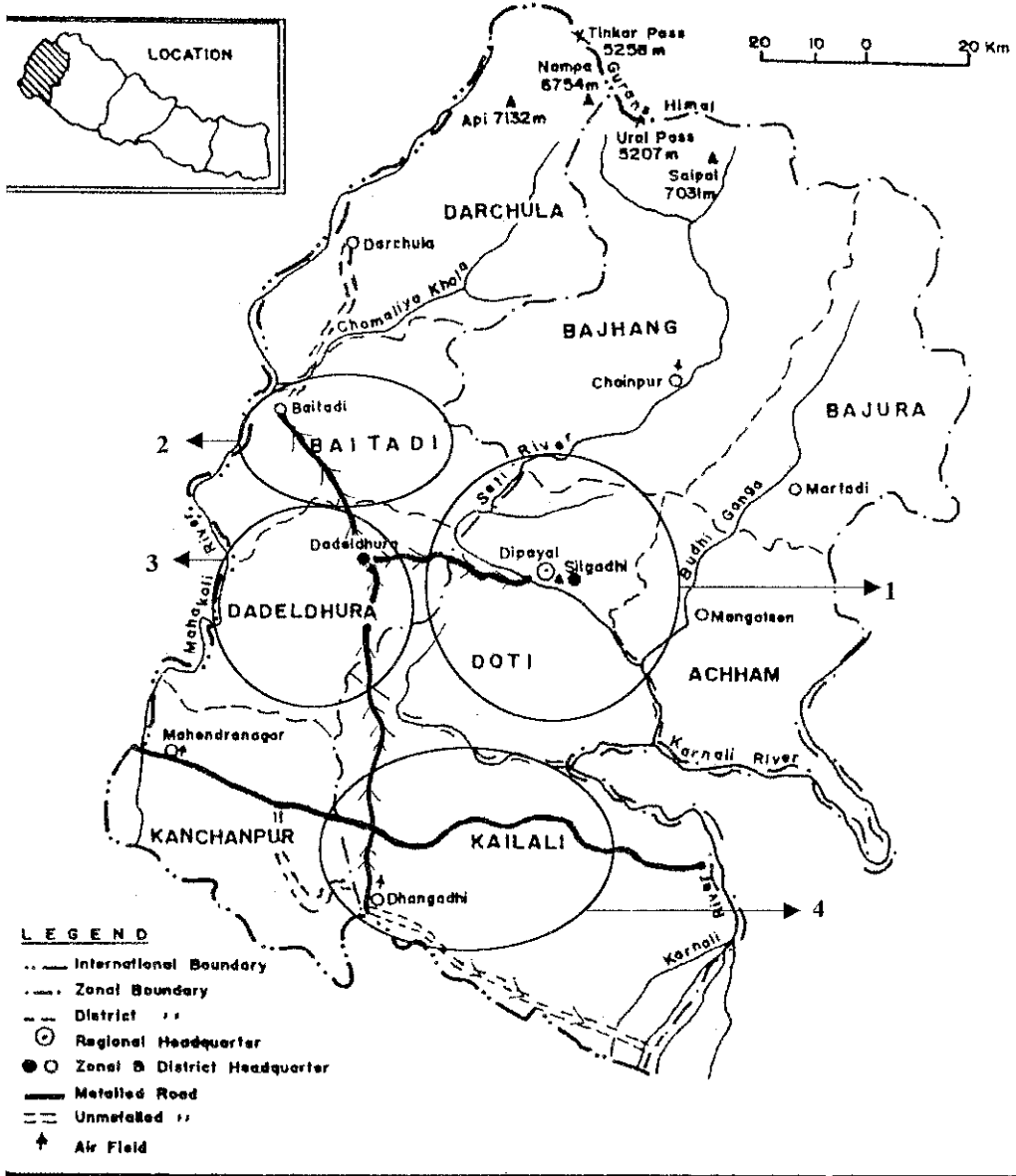
Fig 4 Research spots Mid Western Development Region



- 1**  
 DEO Jumla.  
 Vocational Training Center Jumla.  
 Kul Dev P. School, Nyaurighat, Jumla.  
 Chautha P. School, Chautha, Jumla.  
 Chhaya Chhatra P. School, Gungadhi.  
 DEO Mugu, Gangadhi.  
 Bal Mandir P. School, Gangadhi.  
 Nepal Rastriya P. School, Gangadhi.  
 Setibada P. School, Banbada Gangadhi.  
 Sarswati P. School, Balai Pina.  
 Pina P. School, Pina.

- 2**  
 Surkhet Campus, Surkhet.  
 PTTC Surkhet.  
 DEO Surkhet.  
**3**  
 Jagdamba S. School, Bardiya.  
**4**  
 DEO Banke, Nepalgunj.

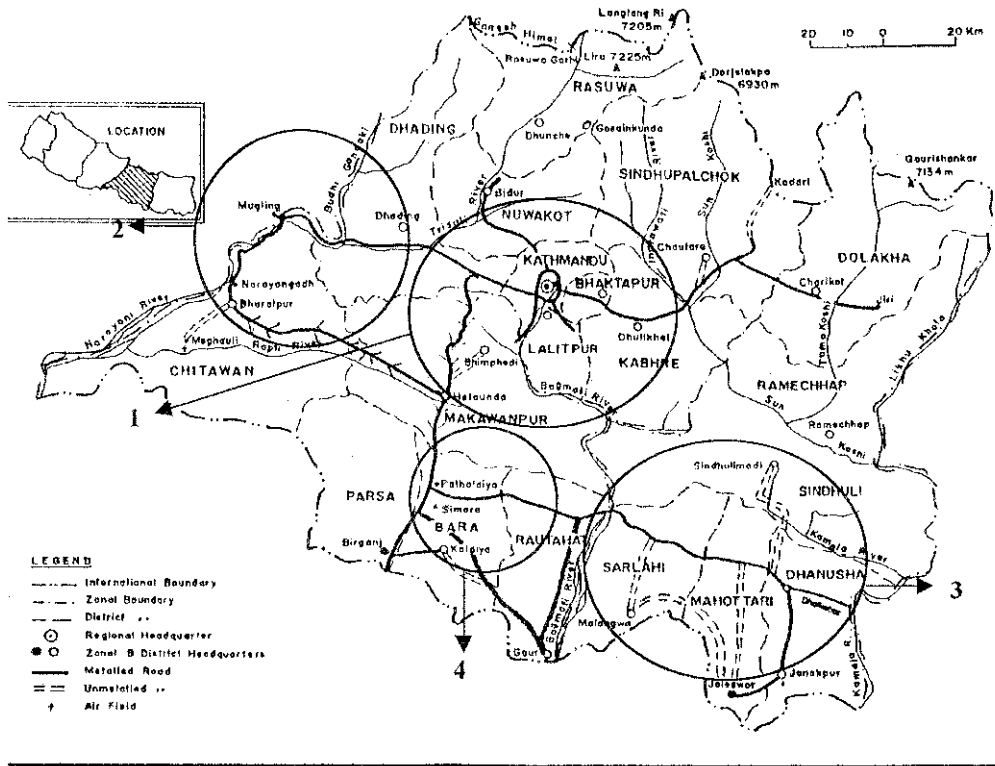
Fig 5 Research spots Far Western Development Region



- 1  
Gwashi P. School, Shaipur, Doti.  
Doti Campus, Sillgadhi.  
Bal Mandir P. School, Sillgadhi, Doti.  
Shula Devi P. School, Sillgadhi, Doti.  
DEO Doti, Sillgadhi.  
Feeder Hostel, Sillgadhi, Doti.  
Padma S.S. Public School, Sillgadhi, Doti.  
Barhi Devi L.S. School, Baglek, Doti.  
Aurnodaya P. School, Uditol, Doti.  
PTTC Dipayal.

- 2  
Birendra H.S. School.  
Feeder Hostel, Baitadi.  
DEO Baitadi.  
3  
DEO Dadeldhura.  
4  
CTEVT Dhangadhi.  
DEO Kailali, Dhangadhi.  
Amar L.S. School, Chaumale.

Fig 6 Research spots Central Development Region



- 1  
 Ministry of Education, Kathmandu  
 Tribhuvan University, Kathmandu  
 Embassy of Japan, Kathmandu  
 DEO Bhaktapur  
 DEO Kathmandu  
 JICA Nepal, Kathmandu  
 Padma Kanya Campus  
 CDC Sanothimi  
 NCED, Sanothimi  
 Distance Education, Sanothimi  
 CERID, Kathmandu  
 Bhasiphant L.S. School  
 Lekali P. Primary, Namtar  
 DEO Makawanpur, Hetauda

- 2  
 DEO Chitwan Bharatpur  
 Sapt Gandaki Multi. Campus, Bharatpur  
 Baklahari Rastriya P. School, Kurintar
- 3  
 DEO Dhanusa, Janakpur  
 PTTC Dhanusa  
 DEO Mahottari
- 4  
 PTTC Bara  
 DEO Bara

**Table1** A RESEARCH ON SITUATION OF SCHOOL TEACHERS IN NEPAL.

From April 28 to October 2, 1999

f.=female

Region	Eastern	Western	Mid-West	Far-West	Central	Total
Terms	Apr.28/ May.5	May.13/ May.21	June.1/ June.10	Sept.7/ Sept.16	Sept.23/ Oct.2	48 Days
Trekking Research	3 Days	4 Days	6 Days	2 Days	—	15 Days
School	14	11	9	10	9	53 Schools
Primary S. (3 Grade S)	11 —	6 (1)	6 (1)	4 (1)	7 (2)	34 Prima.S (4)
Lower S.S.	2	1	0	3	1	7 Low.S.S
Second.S.	1	2	3	1	1	8 Secon.S
Higher S.S.		2		2		4 High.S.S
Sch.Master	4	7	—	4	7	22 Persons
Female	1	0		2	2	5 Pers.
Male	3	7		2	5	17 Pers.
Sch.Teacher	15	6	5	5	4	35 Persons
Female	13	5	1	1	4	24 Pers.
Male	2	1	4	4	0	11 Pers.
Feeder Hostel	2 Dhankuta Ilam	1 Pokhara	2 Jumla Surkh	2 Doti Baitadi	1 Mahotari	8 Hostels
Campus	7 Camp	5 Camp	2 Camp	2 Camp	3 Camp	19 Campus
Teacher	16	5	2	3	5	31 Persons
DEO	4	4	4	4	9	25 Dist./75
PTTC	1 Sunsari	2 Rupand. Tanahu	1 Surkhet	1 Dipayal	2 Dhanusa Bara	7 Centres/9
Others	9 (f.1)	4 (f.2)	—	7 (f.3)	15 (f.4)	35 Persons
Interviewed	49 (f.15)	29 (f.7)	14 (f.1)	26 (f.6)	42 (f.10)	160 (f.39)

**Table2** Face-hearing research to local People. To=total, Fe=female

Researcher		Eastern	Western	Mid-West	Far-West	Central	To
YAMASHITA, Y.	To	9	9				18
YAMASHITA, T.	Fe	5	6	—	—	—	11
ITO, Yuki	To	14				21	35
	Fe	14	—	—	—	21	35
ARAIBA, S. MORIMOTO, I.	To			22			22
	Fe	—	—	15	—	—	15
MIYASAKA, Y. YAMASHITA, Y.	To				7		7
	Fe	—	—	—	7	—	7
Total		23	9	20	7	21	82
Female		19	6	15	7	21	68
Male		4	3	5	0	0	14
Researcher		YAMASHITA Yasuko YAMASHITA Takeshi ITO Yuki	YAMASHITA Yasuko YAMASHITA Takeshi	YAMASHITA Yasuko YAMASHITA Takeshi ARAIBA Sadako	YAMASHITA Yasuko YAMASHITA Takeshi MIYASAKA Yoko	YAMASHITA Yasuko YAMASHITA Takeshi ITO Yuki MORI Makoto	
Assistant		SHERPA Nawang KOIRALA Namrata	SHERPA Nawang	SHERPA Nawang	SHERPA Nawang	SHERPA Nawang KOIRALA Namrata	
Interpreter		MAHARJAN Dev.	MAHARJAN Dev.	MAHARJAN Dev. MORIMOTO Izumi	DHAUBHADEL Binoda	MAHARJAN Dev.	

**Table 3** Research District (31) and Visited DEO+ (25)

Eastern 6/16 (4)	Western 7/16 (4)	Mid-Western 5/15 (4)	Far-Western 4/9 (4)	Central 9/19 (9)	Total 31/75 (25)
Morang +	Kaski +	Jumla +	Kailali +	Makawanpur +	
Sunsari	Parbat	Mugu +	Doti +	Chitwan +	
Dhankuta +	Syangja +	Surkhet +	Dadeldhura +	Kathmandu +	
Terhathum	Palpa	Banke +	Baitadi +	Bhaktapur +	
Panchthar +	Kapilbastu +	Bardia		Dhanusa +	
Ilam +	Rupandehi +			Mahotari +	
	Tanahu			Bara +	
				Parsa +	
				Sarlahi +	



Girls without opportunity of education