

Medium of Instruction and Languages for Education (MILE)

Ways Forward for Education Policy,
Planning and Practice in Nepal



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Abbreviations and Acronyms

CDC	Curriculum Development Centre
CERID	Centre for Educational Research, Innovation and Development
DEO	District Education Office / Officer
DFAT	Department of Foreign Affairs and Trade (Australia)
DoE	Department of Education
DP	Development Partners
ECED	Early Childhood Education and Development
EFA	Education for All
EFA-NPA	Education for All-National Plan of Action
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ICT	Information and Communications Technology
INGO	International Non-Government Organisation
LWC	Language of Wider Communication
MILE	Medium of Instruction and Languages for Education (this study)
MLE	Multilingual Education
MoE	Ministry of Education
Mol	Medium of Instruction
MT	Mother Tongue
MTB-MLE	Mother Tongue Based Multilingual Education
MTR	Mid-Term Review
NASA	National Assessment of Student Attainment
NCED	National Centre for Educational Development
NEGRP	National Early Grade Reading Program
NFE	Non Formal Education
SIP	School Improvement Plan / Planning
SMC	School Management Committee
SSDP	School Sector Development Plan / Program
SSRP	School Sector Reform Plan / Program
ToR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

Glossary of Terms

All definitions from Jessica Ball (UNESCO, 2010)¹, unless otherwise indicated.

Additive bilingualism: A practice that encourages acquisition of the mother tongue as the primary language, with sequenced introduction of a second language as an additional (not replacement) language.

Balanced bilingual individuals: Persons with a high degree of competence (or competence appropriate to their age) more or less equally in two languages.

Bilingual/ multilingual individual: An individual with the ability to speak and understand (and sometimes read and write) two/ more than two languages.

Bilingual/ multilingual education: Formal use of at least two languages as the medium of instruction, generally including literacy.

Bilingual/ multilingual language acquisition: The process of acquiring two / more than two languages.

Code-switching (also known as code-mixing): The use of more than one language in the same utterance or stretch of conversation.

Dialect: A manner of speaking a language that varies according to region or social group.

Dominant bilingualism: The state of possessing greater competence in one of two languages that are being acquired/ used.

Foreign language: A language that is not spoken in the immediate environment of the learner.

Heritage language: The traditional/ historic language of an ethno-linguistic group (whether or not the group- or some individuals of that background) still uses that language.

Immersion education: A model in which the learner is completely 'immersed' for most or all of the day in a learning programme that solely uses- but is designed to support acquisition of- an unknown language. Collier (quoted in Ball, 2010) suggests that this works well to support the revival of heritage languages, but when used to introduce minority speakers to a majority language it can hinder academic learning.

Indigenous person: A person or group descended from original or early inhabitants of a region or country.

Interdependence hypothesis: A theory that postulates that competence in L2 is developed on the basis of an intact and well-developed L1.

Language aptitude: This refers to how well (relative to others) an individual can learn a foreign language in a given amount of time and under given conditions. It is operationalised by means of various analytical capacities and working memory.

Language minority: A group of people who share a language and often have less power in a society owing to demographic, political or economic factors.

Language-in-Education (LiE) A 'catch all' term used in this study for summarising all language-in education issues, including the use of languages as Mols and for informal teaching-learning; and the teaching of languages as subjects when these are to become an Mol or are heritage / religious languages.

¹ Ball, J. Analytical review commissioned by United Nations Educational, Scientific and Cultural Organization, Basic Education Division: Enhancing learning of children from diverse language backgrounds: mother tongue based bilingual or multilingual education in the early years. University of Victoria, 2010.

Language policy: Legislation on and specifications of practices pertaining to use of languages in a society.

Language-in-Education policy: Legislation on and stipulations of practice pertaining to languages as media of instruction, languages of literacy used in education and other areas of language use and learning in the education system.

Language socialisation: How children are raised, through language, in their family and community to become competent members of their social group.

Language of Wider Communication (LWC)/ *Lingua Franca*: A language in common use for different ethno-linguistic groups to communicate within a region or locality.

Literacy: Reading and writing

Literate person: A person with the ability to read, write and otherwise use a language to do whatever is needed in life. Full literacy in modern societies often implies Information Communications Technology (ICT) skills (not just pen and paper skills). Some adult literacy programmes focus on attainment of a more basic level of *functional literacy*, which UNESCO defines as the ability to write unaided a few sentences about oneself and one's daily life.

L1: See Mother Tongue

L2: The second language introduced after L1 for education or other purposes, which is very often an official language or language of wider communication.

Medium of Instruction (Mol): A language used for teaching and learning significant parts (or all) of the school curriculum.

Morphology: The field of linguistics that studies the internal structure of words.

Mother Tongue (Home language/ L1): The language that is spoken in the home and learned first from primary caregivers and has become the natural instrument of thought and communication.

Mother Tongue Based Instruction / Education: Education that commences using L1 for reading, writing, learning other subjects and most interactions in the learning environment

Mother Tongue-Based Bilingual / Multilingual Education (MTB-BLE /MTB-MLE): MT based instruction combined with sequenced introduction of L2 and L3 as additive, implying the continued use of MT and its conscious use to support acquisition of L2 and L3.

Multilingual education (MLE): Whilst this often is used interchangeably with MTB-BLE /MLE, the term can also be used more broadly to describe any system where more than one language is used as a medium of instruction. (In this regards, it can be observed that most schools in Nepal employ MLE to some extent).

National language: A language considered to be an important, widely-spoken language of a country, sometimes accorded an official status. The Nepal Interim Constitution recognises all the languages spoken in Nepal to be national languages of Nepal

Official language: A language that is given special legal status in a particular country or territory. Typically, the official language is the one used in a nation's courts, parliament and administration.

Oral language / non-written language: A language that has not traditionally possessed a script and is linked to a community that does not significantly use reading and writing. (Some oral languages might now have scripts developed for education but still not yet be fully written languages in the sense that the written form continues to have limited use).

Oracy: Speaking and listening

Orthography / writing system: The graphic representation of a spoken language using a specific script (alphabet or characters) in a standardised form.

Phonological awareness: Conscious sensitivity to the sound structure of a language including the ability to distinguish syllables and phonemes. The ability to blend and segment phonemes is critical to the development of decoding and spelling skills and phonological awareness is a reliable predictor of later reading ability (in alphabetical writing systems).

Script- The graphic form of the units of a writing system.

Semi-lingualism: A state of partial learning of one or more languages such that the individual is not competent in any language (suggested by Cummins, 1986 but subject to controversy).

Separate development hypothesis: A hypothesis that for children who acquire two languages from birth, after mixing of the two languages for around two years, the two will develop separately from each other

Specific language impairment (SLI): An atypical pattern of language development in a child, which is not related to intelligence, sensory disorder, emotional difficulty or neurological impairment.

Submersion: The use of a second or foreign language for instruction which, in contrast to *Immersion*, provides little or no help for the learners. This has sometimes been likened to 'drowning' in a language.

Subtractive bilingual environments: Environments that consciously or otherwise encourage acquisition of L2 in a way that results in the loss of L1, resulting in monolingual proficiency in L2 (often a minority language) but the loss of the mother tongue

Successive language acquisition: The acquisition of L2 in early childhood when the first language is already acquired, or in the process of being acquired.

Threshold level hypothesis: The theory that children require to achieve a threshold of competence in their mother tongue before being able to successfully acquire a second language without negative implications (in terms of cognitive problems or loss of MT).

Transfer: The notion that cognitive skills that are learned in L1, including literacy skills and understandings of how literacy works, can be transferred to L2 without being re-learned from scratch.

Transitional bilingual education or multilingual education: Differently from MTB-BLE /MLE, this implies that learners pass through a planned transition and that L1 is phased out as L2 is phased in.

Table of Contents

Abbreviations and Acronyms	i
Acknowledgements	viii
Executive Summary	ix
Part A: Background, Design and Methodology	1
1 Background, Approach and Methodology	1
1.1 Introduction.....	1
1.2 Background and Rationale	1
1.3 Purpose and Objectives of the MILE Study	3
1.4 Overall Approach	4
1.5 Methodology	6
2 The International Learning: Some Starting Points	8
2.1 International Understandings and Best Practice Examples	8
2.2 Language-in-Education in International Rights Frameworks	16
2.3 National Policy Commitments Regarding Language and Education to Date	18
Part B: Current Status, Issues and Trends in MILE Contexts, Policy and Practice in Nepal 21	
3 The Sociolinguistic Context	21
3.1 Language Characteristics	21
3.2 Language Typologies of School Catchment Communities	24
3.3 Language and Educational Attainment	24
3.4 Summary: Implications of the Sociolinguistic Context for MILE Policy Development	25
4 The Political Economy of Language in Education	26
4.1 Introduction.....	26
4.2 Key Social, Economic and Political Processes	26
4.3 The Influence of the Political Economy on the ‘Duty Bearers’ of Education	31
4.4 Summary: Implications of the Political Economy for MILE Policy Development	33
5 Technical Considerations: Current Strategies, Practices and Capacities for Language in Education	34
5.1 Introduction: LiE Policy, Plans and Institutional Structures	34
5.2 Initiatives and Practices in MTB-MLE	35
5.3 Practices in English Teaching and English as Mol	42
5.4 Special Language-Learning Needs.....	45
5.5 Wider Sector Strategies Relevant to MILE Issues	46
5.6 Summary: Implications of the Sector and Technical Contexts for MILE Policy Development	49
Part C: Ways Forward: Strengthening Policy and Planning for Medium of Instruction and Languages in Education	50
6 Conclusions and Recommendations	50
6.1 Overarching Approach and Issues.....	50
6.2 The Use and Sequencing of Languages as Mols and Subjects	51
6.3 MTs, Nepali, and Heritage / Religious Languages as Mols and / or Subjects	56
6.4 Effective Implementation of Teaching of English as a Subject and the Use of English as a Partial or Full Mol	59
6.5 Key Areas of Technical Implementation of Language Options	60
6.6 MILE Advocacy Strategy.....	62
6.7 Institutional Support Capacity Development for MILE	63
6.8 Coherence with Wider Education Policies / SSDP Strategies	64

6.9	Wider Actions to Support an Enabling Environment for MILE Policy.....	66
Appendix A:	Terms of Reference.....	67
Appendix B:	Committee Members.....	74
Appendix C:	Mol Roadmap (MoE, 2014).....	75
Appendix D:	Expanded Description of Methodology and Fieldwork in Practice.....	77
Appendix E:	References and Select Bibliography	82
Appendix F:	Study Informants and Participating Schools	94
Appendix G:	Sociolinguistic Profiles and Maps	106

List of Tables, Figures and Boxes

Table 1	Sequencing Suggested in Draft ‘Medium of Instruction Road Map’, MoE 2014*	3
Table 2	Sample Districts	6
Table 3	Number of Mother Tongue (First) Languages Identified in Successive Censuses 1952–2011	22
Table 4	Indicative Language Typology of School Catchment Communities	24
Table 5	MLE Schools Visited	36
Table 6	Three Approaches to Sequencing the Transition from MT to Nepali Mol	37
Table 7	Numbers of schools adopting English Mol for G1–G5 in a sample of Districts	42
Table 8	Some Examples of use of Nepali and English in ‘English Mol’ Schools	43
Figure 1	Influencers and Informers of Language-in-Education Policy	4
Figure 2	Interacting Societal Processes that Impact on Education and on LiE	26
Figure 3	Political Economy Influencers on LiE Duty Bearers	32
Box 1	Core Questions	5
Box 2	Criteria for District Selection	6
Box 3	Implications of International Learning for MILE Policy Development	16
Box 4	Language and Education: Nepal’s Commitments under International Frameworks	16
Box 5	Recommendations of ‘Report of the Recommendation Commission for Formulating Policy for National Languages’	18
Box 6	Constitutional Provisions	19
Box 7	Implications of International Rights Commitments and National Legislation for MILE Policy Development	20
Box 8	Language Diversity – Examples from the Field	23
Box 9	Implications of the Sociolinguistic Context for MILE Policy Development	25
Box 10	Extracts from NEPC 1956 report; as cited in Gurung 2002 and Maddox 2003	27
Box 11	Some perspectives from politicians and ethnic organisations	28
Box 12	A Changing Political Economy of Language: the Example of Rasuwa District	30
Box 13	Implications of the Political Economy for MILE Policy Development	33
Box 14	Main Contents of the MLE Implementation Guidelines, 2009	34
Box 15	Comments on textbooks and materials for MT teaching	38
Box 16	Implications for MILE Policy of the Current Situation Regarding Policy Implementation and Practices in Schools and Districts	49
Box 17	Implications of MILE Study Findings: Summary Points	50
Box 18	Implications of MILE Study Findings: Summary Points	51
Box 19	Implications of MILE Study Findings: Summary Points	56
Box 20	Implications of MILE Study Findings: Summary Points	59
Box 21	Implications of MILE Study Findings: Summary Points	60
Box 22	Implications of MILE Study Findings: Summary Points	62
Box 23	Implications of MILE Study Findings: Summary Points	63
Box 24	Summary Points	64
Box 25	Summary Points	66

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Amanda Seel, Yogendra Prasad Yadava and Sadananda Kadel.

Executive Summary

1. The study on '*Medium of Instruction (Mol) and Languages for Education*' (MILE) was undertaken for the purpose of informing the drafting of a policy for '*Language-in-Education*' (LiE) in Nepal and took place over March to June 2015. It was commissioned by the Ministry of Education (MoE) Nepal, with financial and management support from the Australian Department of Foreign Affairs and Trade (DFAT). The study consultant team comprised international consultant Amanda Seel (team leader) and national consultants Professor Yogendra Prasad Yadava and Dr Sadananda Kadel. The Multilingual Education (MLE) Steering Committee and Technical Committee of the MoE and Department of Education (DoE) provided oversight and advice to the study, with the leadership of Dr Lava Awasti, Joint Secretary MoE and Dr Dilli Ram Rimal, Director General (DG) DoE. The timing of the undertaking of the latter part of this study coincided with the humanitarian emergency following the catastrophic earthquakes of 25th April and 12th May 2015, but it was nevertheless completed broadly to the original timeframe and objectives.
2. The study findings were based on a combination of literature review, consultation meetings and field visits to sample districts and schools to undertake further consultation and observation using a set of qualitative research tools. A Stakeholder Consultation Workshop in mid-April and the SSRP Joint Annual Review Meeting in mid-June provided opportunity for further consultation and feedback on initial findings and their implications.
3. The study findings are presented around five identified 'influencers and informers' of MILE policy and practice. Exploration of the *international learning on language in education* validated the general intended directions of the MoE with regards to strengthening and expanding mother-tongue based multilingual approaches, including Mother Tongue (MT)s, Nepali and English; highlighting the need for clear sequencing, effective pedagogy, appropriate curriculum and materials and technical and institutional support to achieve this aim. However, the international learning also cautions against the current trend for introducing English as a Mol at the primary level in situations where teachers lack capacity to teach in or through English and to ensure that there is no hindering of cognitive progress due to interruption in MT language development.
4. An exploration of *international rights frameworks* highlighted that education can help to deliver a range of linguistic rights, but that children's right to meaningful learning needs to be kept central. Beginning education in the mother tongue supports this right, whilst a fully multilingual approach would also ensure that children have access to Nepali and English as languages of power and opportunity. The overarching *legislation* and provisions of the *Interim Constitution* are broadly supportive of the use of MTs in education, however, policies for education would benefit from further clarification on this matter, as well as the role of English as an international language, which can be anticipated as further steps are taken in the evolution of federalism.
5. The *sociolinguistic context* of Nepal is very complex, with 123 languages that are diverse in numbers of speakers, language family, usage and other characteristics, and also shifting over time. To tap this rich human resource, there should not be 'one size fits all' response to the use of MTs in education, but a set of options that are suitable for different sociolinguistic contexts, in terms of the mother-tongue base, suitable approaches to introduce Nepali as a second language and decisions about religious, heritage and sign languages, as well as use of scripts including braille.
6. The political economy of language is also complex. Recent and current political dynamics have created expectations of a more inclusive society with regards to ethnicity and language, whilst also creating fears around fragmentation and competition between languages. Aspects of economic and socio-cultural change have also vastly increased the demand for English and in a context of some weaknesses in governance resulted in ad-hoc switching to use of English Medium of Instruction (Mol) in many community schools. If, however, these misperceptions can be addressed, alongside governance issues including better regulation of private education and de-

politicisation of education, then there is the potential for well-implemented multilingual education to meet different demands and expectations and play a significant role in building social cohesion, at the same time as better meeting learning and development goals.

5. The current situation of policy and practice in the education sector was explored in most depth, in particular through the fieldwork. It was found that MTB-BLE initiatives and projects have had considerable positive impact on children's learning and enjoyment of school but face challenges in terms of ensuring a clear and logical sequencing and respective use of different languages as subjects and mother tongues, development of materials of good quality and quantity, teacher competences and systems for ongoing technical support and monitoring. However, some of the most critical problems faced by these programs was related to the use of project style implementation modalities to attempt to effect a long term change in a complex area.
6. The transition of many schools to English Mol seems to have been largely as a response to parent's demands and the need to keep enrolment numbers high. The lack of books and materials, or even of teachers who speak English, does not seem to have cautioned schools away from embarking on the change. In reality, most 'English medium' schools would seem to be using Nepali quite extensively alongside English, but without the benefits of a planned approach to bilingual teaching. Training and resourcing for English falls vastly short of what is required, even to achieve effective teaching of English as a subject.
7. Whilst the core SSRP documents did not clearly articulate a comprehensive approach to language, there have been some positive developments over the SSRP period. These in particular include the development of the National Early Grade Reading Program, the Equity Strategy and recent progress in development of an Inclusive Education Policy.
8. In the light of the key findings of the study, the following recommendations are made:

Recommendation 1: A comprehensive MILE policy is developed, which:

- > is linked to wider language planning for federalism as this evolves, with a view to achieving consistency and mutuality between MILE policy and legislation on language use
- > covers in detail all aspects of the MT, Nepali and English parts of the 'MLE equation'; explaining their rationale
- > is set within a broader vision for the education sector, with language and conceptualised as integral to concepts of 'quality' and in supporting meaningful learning outcomes
- > explains the linkages of MILE practices to realising educational rights and advancing a wider set of cultural, economic and participation rights
- > is linked in with integrated strategies across the SSDP to create an enabling environment for successful development, implementation and monitoring of multilingual education; and
- > articulates clearly the set of rationales for the approaches taken, including the international evidence on language learning and Mol use, the potential for multilingual education (an MT base, alongside access to the languages required for wider participation and economic opportunity) to make a strong contribution to social inclusion and cohesion and the application of learning from experiences in Nepal to date.

Recommendation 2: Follow options for selection and sequencing of (i) MT, (ii) Nepali, (iii) English and (iv) heritage / religious languages as Mols or subjects, which are linked to the socio-linguistic context and technical capacity of schools, according to recommended approaches / sequencing (as tabled in full report).

Recommendation 3: MILE policy should identify and detail key elements of 'good practice' (pedagogies, curricula and teaching-learning resources) with regards to generic issues and in relation to the identified options of:

- > MT as Full Mol (MTB-1)
- > MT through Flexible Oral Support (MTB-2)
- > Nepali as MT (N1)
- > Nepali as a Second Language (N2)
- > Nepali as Second Language Orally but First Language for Literacy (N3)

Recommendation 4: MILE policy should identify and detail key elements of ‘good practice’ (pedagogies, curricula and teaching-learning resources) with regards to teaching English effectively as a subject from G1 (options E1, E2 and E3) and its use as appropriate as a full or partial Mol from the mid-primary grades at the earliest and through to the upper grades (options E2 and E3).

Recommendation 5: MILE policy elaborates and supports critical technical areas to directly support effective implementation of Mol and language options, including:

- (i) A participatory process for selection of languages and their sequencing in each school
- (ii) Curriculum, textbooks, materials and technologies
- (iii) Teacher Education

Recommendation 6: MILE policy integrates a strategy for advocacy, participation and communication on language-in-education that is embedded in wider dialogue around the multiple and multi-level purposes and benefits of education.

Recommendation 7: Ensure effective MILE implementation and the embedding and sustainability of the ‘tri-language’ multilingual approach through strengthening of technical implementation units and committees, revision of guidelines and multiple approaches to capacity development at all levels.

Recommendation 8: MILE policy identifies and elaborates a range of mid-level strategies and actions that will support the creation an enabling environment for effective MILE practice to take root and be sustained at the school level (including links with NEGRP, Inclusive Education policy, EMIS, ECED, NFE and other areas).

Recommendation 9: The MoE, development partners and other actors identify and support actions beyond the education sector that will complement and strengthen implementation of the MILE Policy and strategies

Part A: Background, Design and Methodology

1 Background, Approach and Methodology

1.1 Introduction

This is the Final Report of a study on *Medium of Instruction (Mol) and Languages for Education (MILE)*, for the purpose of informing the drafting of a policy for Language-in-Education (LiE) in Nepal. MILE is being used as a name for the study and a working title for the future policy, recognising that this might be amended at a later date. The study took place over March–June 2015. It was commissioned by the Ministry of Education (MoE) Nepal, with financial and management support from the Australian Department of Foreign Affairs and Trade (DFAT). The study consultant team comprised international consultant Amanda Seel (team leader) and national consultants Professor Yogendra Prasad Yadava and Dr Sadananda Kadel. The Multilingual Education (MLE) Steering Committee and Technical Committee of the MoE and Department of Education (DoE) provided oversight and advice to the study, with the leadership of Dr Lava Awasti, Joint Secretary MoE and Dr Dilli Ram Rimal, Director General (DG) DoE. The Development Resource Centre management company was contracted by DFAT to provide logistical and administrative support to the study. The Terms of Reference (ToR) for the study are attached as Appendix A: Terms of Reference and a list of committee members as Appendix B: Committee Members.

The timing of the undertaking of the latter part of this study coincided with the humanitarian emergency following the catastrophic earthquakes of 25 April and 12 May 2015, causing the deaths of almost 9000 people, injuring many more and causing widespread destruction of homes, villages, infrastructure and livelihoods. Given the urgent demands of the new situation, the study was put on hold over most the month of May, at which point about half of the fieldwork had been completed. The study was resumed in late May, with the national consultants completing the field visits and further central-level consultations (originally planned for May) whilst the international consultant worked long-distance to complete the report. This made it possible to largely complete the intended scope of work and achieve the main ToR objectives within the original timeframe. The report highlights what areas might need further consultation and analysis as part of the detailed policy-writing and planning process, recognising that the study was anyway conceptualised from the beginning as a part of a longer MoE-led process of consultation, policy development and strategic planning.

The study has been developed in three parts. Part A introduces the study and sets the scene through an exploration of international findings and rights commitments related to LiE. Part B explores findings to date regarding the sociolinguistic, socio-political, and educational (policy, management and practice) contexts of Nepal. Part C gives indicative recommendations on options and ways forward, with a suggested skeletal policy framework and revised Mol Road Map. Each of Chapters 2-5 concludes with a boxed summary of key implications for developing the MILE policy, which are then drawn upon in Part C.

1.2 Background and Rationale

The study is taking place at a critical juncture in the development of education in Nepal in general and in particular with regards to language. With at least 123 languages spoken as mother tongues by diverse castes and ethnic communities, including 59 recognised indigenous nationalities, there would seem to be strong educational, rights and development arguments for further employing these languages in ECED and school education. There are also strong economic and rights arguments for ensuring that education should offer all children the opportunity to become fluent in Nepali as the major Language of Wider Communication (LWC) and, moreover, to acquire a good level of English as an international language.

High-level policy and legislation sets the scene for a multilingual approach. The Seventh Amendment (2001) to the Education Act makes provision for mother tongue as Mol at the primary level. The

Interim Constitution of Nepal (2007), reflecting the 1990 Constitution of the Kingdom of Nepal, states that 'each community shall have the right to get basic education in their mother tongue as provided in the law' (Article 17.1). However, language planning for education is currently taking place in the context of wider uncertainty over the form of federalism, although there has been very recent progress over the period of report finalisation, regarding an in-principle agreement on an eight-province model. Given both the historic context (including the 'One Nation One Language' policy of the mid-20th century up until the Restoration of Democracy in 1990) and current political situation (normalisation after a period of conflict that outwardly expressed itself along the fault lines of caste and ethno-linguistic identity), debates around language use in education are often complex and contentious. This context is further complicated by growing escalating labour emigration, dependency on tourism, social change and widened access to communications technology. All of these have much increased the demand for English, even for its use as a medium of instruction from the earliest grades. The consequent ongoing 'leakage' of children from the public Community Schools into 'English Medium private Institutional Schools has become so marked in recent years that in 2012 it prompted a government statement that (in contradiction to all previous legislation and policy) community schools may choose their Mol. There is thus now an unclear situation, with a dissonance between stated policies and real practice in schools and classrooms. This presents considerable challenges in ensuring an educationally-sound approach that will accelerate much-needed progress towards meeting acceptable learning outcomes, whilst taking into account a range of aspirations, fears and expectations and the implications of both social inclusion and social cohesion. It is too soon to fully assess the impact of the recent earthquakes, but it seems likely that the exodus from the worst-hit and most vulnerable areas will intensify, maybe even further strengthening the demand for English as well as weakening already-fragile traditional ways of life.

The MoE is committed to addressing language issues as an aspect of quality development. Over the course of the *School Sector Reform Program* (SSRP) 2009–2015, it has sought to expand mother-tongue based multilingual education (MTB-MLE) approaches, which were already in the process of being piloted. Whilst it is recognised that the introduction of various forms of MLE has achieved some successes at the local level in improving participation, retention and learning; at the same time there are concerns that it has not caught on to the extent that was hoped. Whilst there remain some examples of good practice, especially where NGOs or other agencies have provided continued support, there is widespread confusion over conceptual and practical implementation issues. Thus, the potential of a mother-tongue based approach, though proven internationally, is yet to be persuasively demonstrated in the Nepalese context. Meanwhile, the disappointing results of the National Assessment of Student Attainment (NASA) and the subsequent Early Grade Reading Assessment (EGRA) have both highlighted language as a factor in learning attainment and re-focused attention on literacy learning in the early years of schooling. The new School Sector Development Plan (SSDP), which will commence in 2016, is set to incorporate a stronger and more coherent focus on classroom processes, including a *National Early Grade Reading Program* (NEGRP). It is recognised that a coherent and comprehensive approach to the use of various languages as Mols and support to children for acquisition of Nepali and English as additional languages needs to be integral to this strengthened approach. As a first step, MoE drafted an indicative Mol Road Map in 2014, which suggests use and sequencing of languages as Mols as shown in Table 1. A PowerPoint Presentation that gives a full summary of the roadmap is given in Appendix C: Mol Roadmap Summary, MoE 2014.

Table 1 Sequencing Suggested in Draft 'Medium of Instruction Road Map', MoE 2014*

	ECED	Basic Grades								Secondary Grades				Higher Education
		1	2	3	4	5	6	7	8	9	10	11	12	
MT	MT as Mol	MT as Mol			MTs continue as subjects as long as possible								Higher education through the media of English and / or Nepali, with range of MT languages available as subjects of study.	
Nepali	Nepali as Mol when it is MT	Nepali as Mol when it is MT Nepali as compulsory subject where it is not the MT			Nepali as Mol	Nepali as Mol for social sciences, languages and arts			Nepali continued as a compulsory subject					
English		English as compulsory subject				English as Mol for maths and science			English as Mol (except for language teaching)					

This diagram is a construction of the consultants, based on Slide 5 of the PowerPoint presentation (see Appendix C).

It is noted that in common parlance this sequencing is often referred to as the 'trilingual' policy. The 'trilingual' label here refers to the perspective of an individual child (whose mother tongue is other than Nepali) who would learn and use three languages (his / her MT, Nepali and English) in the course of his / her education. Clearly, for this system to be implemented, the overall approach would be an additive multilingual one, since there are very many MT languages. Even at the school level, whilst many schools would be bilingual or trilingual education, quite a number, serving heterogeneous communities, would need to be multilingual to fully implement this suggested sequencing.

Given these various developments and the current point of transition from SSRP to SSDP, there is an opportunity at this juncture to reflect further on the wider aspects of language and literacy learning, to support the development of a more comprehensive policy for languages in education in Nepal. This study was designed to avail of this opportunity and to elaborate on the draft Road Map, identifying how language strategies can be fully integrated into the future SSDP, and making use of the mechanisms that are being established for the SSDP planning and costing process.

1.3 Purpose and Objectives of the MILE Study

The MILE study has the purpose: 'provide background and evidence for MoE, in consultation with a wide range of stakeholders and based on the review of existing language policies and practices as well as global best practice, to formulate a comprehensive language policy to guide districts and schools in the use of Nepali, local languages and / or English as the Mol, in teaching these languages as subjects and in providing support to children who lack competencies in the language of their classroom'.

The specific objectives are:

- > Explore and analyse social and educational aspects of language, including the place of a national language, children learning in second and additional languages, mother tongue teaching, multilingual education, the acquisition of an international language and the relative benefits and constraints in the use of mother tongue, the national language, an international language and / or a combination of languages as the medium of instruction (Mol).
- > Analyse the differences between parental wishes and effective learning principles with regard to Mol.
- > Make recommendations to the MoE, presenting a range of options based on global and Nepal specific research and an assessment of the Nepal context, for a comprehensive language policy with strategic priorities and guidance for districts and schools on the effective teaching of mother

tongue, Nepali and English as languages and on the appropriate use of the respective languages as the MoI.

- > Assist the MoE to prepare a draft comprehensive language policy and to outline its implementation plan².

It is noted here that the ToR do not discuss in detail the existing legal and rights provisions for language use in education in Nepal. In undertaking this study it has been taken as a given that the recommendations for future MILE policy should be within the parameters of existing laws and frameworks and build on what is already being developed (not start from scratch). At the same time, it has been aimed to highlight where there are any inconsistencies, gaps or lack of clarity in overarching policies, as well as to help to identify strategies for their actual implementation, taking account of the opportunities and constraints of the educational, resource, linguistic and socio-political contexts.

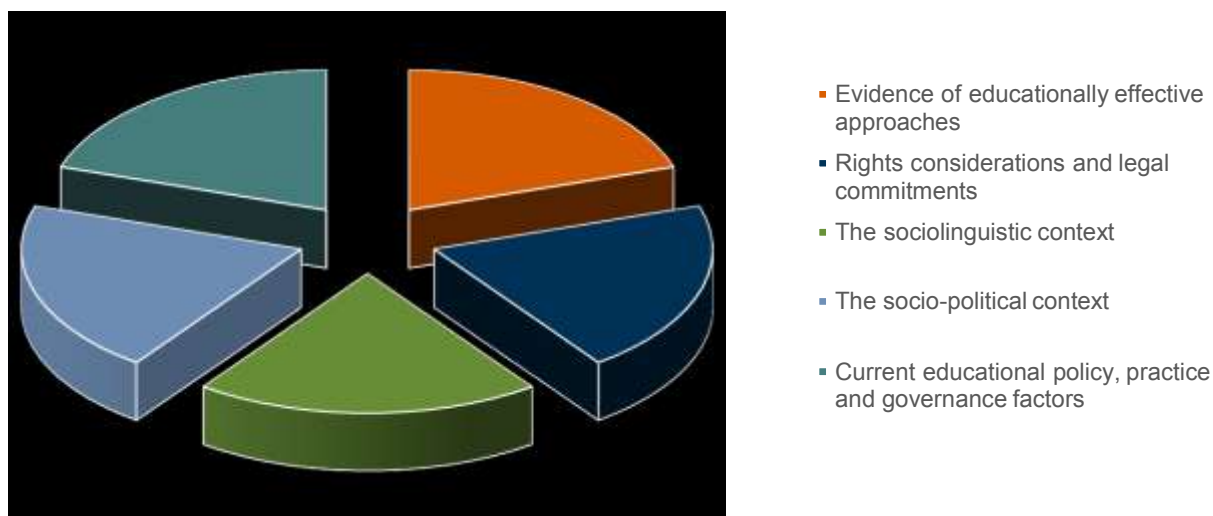
It is also noted that – as implied in the ToR, the focus of the work has been on ECED and school education. Non Formal Education (NFE) has been considered as far as possible but Higher Education has not been included.

1.4 Overall Approach

1.4.1 Five Influencers and Informers of Language-in-Education Policy

At the outset of the study, five different categories of knowledge and understanding were identified, which should either consciously inform, or will anyway influence, debates around Language-in-Education and decisions about policy and practice. These are illustrated in Figure 1.

Figure 1 Influencers and Informers of Language-in-Education Policy



The first two areas were explored mostly through review of policy, legislation and the international literature and are presented in Chapter 2, to set the scene for the study. The remaining three areas are Nepal-specific and were explored in more depth through a combination of literature review, consultations and fieldwork, as detailed further below and presented in Chapters 3–5.

² Given the situation it was not possible to directly assist in the preparation of the draft policy as originally planned, instead it was agreed to include recommendations and ideas as Part C of this report, for MoE to take forward as a part of SSDP planning and policy development.

1.4.2 Core Questions

Taking into account the initial findings of the trawl of the literature and the specifications of the ToR, the study team identified 14 Core Questions that were used to guide the development of the detailed tools for field investigation, interviews, consultation meetings and subsequent analysis and reporting. These are summarised in Box 1.

Box 1 Core Questions

1. What is the shape of Nepal's **socio-linguistic landscape** and what are its implications for education? What are examples from different parts of Nepal of the complexities of the language situation within the communities that schools serve and the 'communities of children' entering grade one? What is evidence of any differential educational achievements of children of different language backgrounds?
2. What are the main aspects of the overarching **political context of language**, including constitutional provision and language choices for education? What might be implications for wider language planning of state restructuring, in the context of federalism? What legislative provisions are in place to guide actions in the education sector? How far are these known about at different levels? To what extent are these backed by political will? What is the range of different perspectives, hopes and fears held by different individuals and communities?
3. How is language conceptualised within the **plan document and strategies of SSRP**? How adequate has this been and what are any gaps? How far is there a coherent, shared understanding across SSRP stakeholders? What might be key changes in the next phase of School Sector Development Plan (SSDP)?
4. What are **institutional, governance and capacity development** provisions for promoting and supporting different approaches to education (with regards to language)?
5. What are the **perspectives and understandings** of policy makers, language groups (including indigenous peoples), implementers, civil society actors and development partners regarding language policy and practice? How far are different stakeholders aware of linguistic difficulties faced by learners? How far are different stakeholders aware of the potential of sequenced / additive models (to meet MT, LWC and IL aspirations)?
6. How far do **monitoring and assessment systems** monitor and evaluate learner achievement taking language background / factors into account and allow for learner assessment in the mother tongue? What would be required to develop these systems further?
7. How are different aspects of language (MLE, teaching of additional languages, English teaching, literacy) addressed within the ECED, basic and non-formal education **curricula, textbooks and materials** of community and institutional schools (including cultural localisation). What is the current state of development of mother tongue language curricula and materials, including choice of language, dialect and script?
8. To what extent do **teachers and ECED / NFE facilitators** have opportunities to develop understanding and competencies regarding language and literacy learning and teaching and how adequate / effective are these? What are typical – and a range of – teachers' views on language choice, use and development? What are policies and strategies to improve the recruitment, training and deployment of teachers taking account of linguistic needs of children / schools?
9. What **specific language initiatives** (e.g. MT / MLE / MTB-MLE / transitional language support / introduction of English) have been / are being tried including ECED / basic / non-formal / secondary and community / institutional? What have been the successes, strengths and weaknesses? What have been enabling or inhibiting factors? How far are project-supported initiatives being sustained and what factors would be required to ensure sustainability?
10. What are the different **transitional models / sequencing, approaches, methods and materials** actually being utilised in schools and classrooms in different language contexts? To what extent do approaches taken seem appropriate to the language learning needs of the pupils? What are head teachers', teachers' SMC and community justifications for and perspectives on the approaches / methods that they employ?
11. What are any initiatives to improve the teaching of **Nepali language and literacy** either as a mother tongue or as an additional language and what have been their results? So far what capacity and resources / materials are available to support improved teaching of Nepali language / literacy?
12. What are any initiatives to improve the **teaching of English as an additional language (for Mol) or as a subject** and what have been their results? So far what capacity and resources / materials are available to support improved teaching of English and use of English as a Mol?
13. What factors of **school management and local administration** influence language choices and approaches? How far are communities involved in making choices about language and, where they are, on what basis are decisions made?
14. What are various initiatives to support **preservation and / or revitalisation of endangered or declining languages** and how are young people / schools / educational institutions involved in these?

1.5 Methodology

The study employed a combination of literature review and qualitative research with stakeholders nationally and in a sample of districts and schools / educational settings. A fuller description of the methodology development and implementation is given in Appendix D: Expanded Description of Methodology and Fieldwork in Practice.

The articulation of the five 'Influencers and Informers' and subsequent identification of the Core Questions supported a systematic literature review, Appendix E: References and Select Bibliography includes the literature that is referred to or quoted directly in this report alongside further relevant papers and publications.

It was identified which persons at the central, district and school / community levels were well-placed to act as 'Study Informants', who could assist in answering the Core Questions. Districts and Schools were identified according to specific criteria, as summarised in Box 2. Six tools were then developed to facilitate data collection from each stakeholder group in an appropriate way, as well as to capture further information through observation at the school and classroom levels. The tools provided a basis for collation, comparing, contrasting and summarising findings on key themes and issues. This, in turn, has allowed for triangulation, enabling ongoing feedback loops between analysis and further investigation and consultation.

The sample districts are given in Table 2. The seven districts shown in bold (Rasuwa, Dadeldhura, Dhankuta, Kapilvastu, Dhanusha, Bardiya and Jhapa) were viewed as the core districts, for which it was aimed to achieve a comprehensive district profile. The additional districts were selected to widen the scope of investigation at the school level to cover all criteria, for example one school in Sunsari was incorporated to include the Dravidian Uranw language. The inclusion of Dhankuta allowed also for consultations with a Regional Education Directorate, namely that of the Eastern Region.

Box 2 Criteria for District Selection	
Districts to Cover	
<ul style="list-style-type: none"> ▪ Hill, Tarai and Mountain Zones. ▪ The five Development Regions. ▪ Inclusion of all four language families (Indo-European, Sino-Tibetan, Austro-Asiatic and Dravidian). ▪ Major and minor languages in terms of no. of speakers; covering at least 8 of the 19 major languages (over 100,000 speakers) plus some minor and endangered languages. ▪ Capturing of different kinds of community language context (e.g. a homogenous language spoken, varied mix of languages, mix of written and oral languages etc.) and a variety of issues, initiatives or projects. ▪ Inclusion of at least one Regional Education Directorate. 	
Schools / Communities to Cover:	
<ul style="list-style-type: none"> ▪ Community and Institutional Schools. ▪ Primary (1-5), lower secondary (6-8) and upper secondary (9-12), or basic (1-8) where these have been established. Including ECED and multigrade examples. ▪ Examples of where MTB-BLE or English language-related initiatives have been implemented / maintained / scaled up / abandoned. ▪ Schools that included users of sign languages or braille scripts. 	
Faith-Based Schools – Gumba, Gurukul, Madrasa and Vihar.	

Table 2 Sample Districts³

Development Region Ecological Zone	Far West	Mid-West	West	Central	Eastern
Mountains				Rasuwa	
Hills	Dadeldhura		Palpa Tanahun	Kathmandu Valley	Dhankuta
Tarai	Kanchanpur	Bardiya Banke	Kapilvastu	Dhanusha	Jhapa Sunsari

³ * In the core districts shown in bold font, it was aimed to build up a full district profile, whilst others were selected to widen coverage of languages and scenarios (e.g. a school with Dravidian Uranw language in Sunsari, English Mol in Tanahun).

Despite the difficult circumstances of the fieldwork, in particular following the earthquake, the combination of the design of tools to enable efficient data collection, the hard work and flexibility on the part of the national consultants in particular as well as all members of the consultancy, management, MoE and DFAT teams and, most especially, the very generous giving of time and support on the part of the many study informants, made it possible to overcome – or at least to mitigate – the various constraints and gather rich and useful data from the district and school level visits and consultations.

Central-level consultations included meetings at the MoE, DoE, Curriculum Development Centre (CDC) and the National Centre for Educational Development (NCED). Meetings were also held with development partners either involved directly in language-related programming or in a coordination or advocacy role, as well as representatives of political parties and CSOs, including indigenous people's organisations.

Following the first round of field visits and consultations, as planned, the Stakeholder Consultation Workshop was held on Friday 17 April 2015, with Dr Lava Awasthi contributing opening and closing remarks. It was well-attended by around 60 people including government, NGO, academic and civil society stakeholders. The objectives of the workshop included to present the MILE study and progress so far, enable further consultation and opportunity for feedback and to support dialogue and brainstorming around ways forward. These objectives were successfully achieved and the need for such a study, for a clear policy and for an 'implementable road map' was underscored.

A further presentation of the study, focusing more on indicative conclusions and recommendations, was given at the SSRP Joint Annual Review on 16 June.

The list of the schools visited and persons consulted at the school, district and central levels and through the Stakeholder Consultation Workshop is given in Appendix F: Study Informants and Participating Schools.

2 The International Learning: Some Starting Points

2.1 International Understandings and Best Practice Examples

2.1.1 The International Literature

To inform the development of effective policy and practices for Language-in-Education in Nepal, it is important to begin with a clear understanding of the latest international understandings regarding how children learn their mother tongue and subsequent languages, how literacy is acquired and what are different possible arrangements for organising education in low-resourced multilingual contexts. It is, of course, a huge area and there are many complexities. Fortunately, a number of synthetic studies have already been undertaken with the purpose of informing policy development and practice in developing country contexts, which have been utilised for our purposes. In particular, the following references have been drawn upon extensively in the summaries in the following documents:

- > Ball, J. Analytical Review Commissioned by United Nations Educational, Scientific and Cultural Organisation, Basic Education Division: Enhancing learning of children from diverse language backgrounds: mother tongue based bilingual or multilingual education in the early years. University of Victoria, 2010.
- > AusAID Education Resource Facility. Review of the International Literature on Language Issues in Education. 30 November 2011.
- > Jones, A. (CfBT). Schooling in a Language Other than Mother Tongue. AusAID Education Resource Facility, May 2012
- > Malone, S. Education for Multilingualism and Multi-literacy in Ethnic Minority Communities in Asia-Pacific Book Development (ABD) 2004 Vol 34. No 2, 2004.
- > Meiers, M. Introduction to Issues and Implications for Children Learning to Read in Multilingual Settings. AusAID Education Resource Facility, April 2013.
- > Skutnabb-Kangas, T. MLE for Global Justice: Issues, Approaches, Opportunities. In Mohanty, A, Minati P, Phillipson R and Skutnabb-Kangas, T (eds). Multilingual Education for Social Justice: Globalising the Local. New Delhi: Orient Blackswan, 2009.

As was noted in Chapter 1, a fuller bibliography is given in Appendix D: *References and Selected Bibliography*. The Glossary at the beginning of this report further explains the various technical terms related to language, which have been employed here.

2.1.2 The Advantages of Multilingualism

An important concept that has become widely accepted in recent years is that it is 'normal' and beneficial to be bilingual or multilingual. Until recently it was thought that languages somehow compete with each other and hinder overall cognitive development. It is now better understood that the various confusions that do indeed arise for people acquiring bilingualism are only temporary.

Over the longer term languages do not 'complete for space' in the brain, instead bilingualism generally supports cognitive development and flexibility of thinking. Cummins 1998 concludes that 'bilingualism can positively affect both intellectual and linguistic progress' and cites many studies that have found that 'bilingual children exhibit a greater sensitivity to linguistic meanings and may be more flexible in their thinking than are monolingual children (Cummins and Swain, 1986; Diaz, 1986; Hakuta and Diaz, 1985; Ricciardelli, 1989). Most of these studies have investigated aspects of children's metalinguistic development; in other words, children's explicit knowledge about the structure and functions of language itself'.

There have also been changes in perspective regarding the benefits for states of multilingualism. Whilst it had long been recognised that it is useful for certain individuals to know a range of languages (for example for trade, travel, international relations and so on), there has been a tendency to assume that nation states function better with a single language for officialdom, inter-group communication and as a Mol for education. However, it has been realised that in many

countries where the reality is a multilingual one, increasingly so with higher mobility and globalisation, such approaches might also create social inequalities, with the resulting grievances on the part of marginalised sociolinguistic groups actually increasing fragmentation. As Lo Bianco (2013) observes: 'there is a 'close but complex relationship between language and literacy diversity and education with the opportunities for social, citizenship and economic advancement that societies make available'. He continues 'as a result, language questions are often implicated in conflict, tension and struggle within societies, and so a cause of tension is often related to ethnicity differences when these are represented by language differences'⁴. More recently, therefore, many countries have shifted to education approaches that better reflect modern realities and support learners to develop and enjoy multiple-layered identities related to their community and traditional heritage and as national and global citizens, utilising a number of languages to operate in the many spheres of life.

2.1.3 Language and Literacy Learning

First language acquisition

Acquisition of the mother tongue (the language of the home and primary carers) is a natural developmental process of young children. They have an inbuilt capacity for language and 'play' and innovate with language (Ball, 2010). Many factors affect the pace and quality of children's language development, of which a nurturing relationship with their parents / carers is key (sic). Given that language is a means of thinking and communication, it is a primary tool for further learning. As language is acquired, it is put to use at once in helping children to develop in all cognitive and social areas. This is the case for all spoken languages and also for other communication systems such as sign languages.

Children in home environments where two languages are used (e.g. their parents speak different languages) are capable of picking up more than one language simultaneously and thus have two (or occasionally more) mother tongues. In this case, the processes for acquiring the two languages would seem to be similar (Ball, 2010). There is unclear evidence on the efficacy of different approaches taken by parents raising young bilingual children (e.g. one parent uses one language in all communications with the child; parents use a particular language for particular occasions; there is more random use of two languages). However it is widely agreed that children being raised bilingually often face some short term difficulties or confusions (sometimes with one language advancing faster than the other), but that in the longer term they are capable of become fully bilingual. This is the case even for children with significant intellectual impairment. Language development in one or more mother tongues is very fast up to the age of around 5–6 years. As peers become more important to children from the age of 3–4 years, they become significant role models as 'language partners'. Ball (2010) further observes: 'younger bilingual children do not reflect consciously on how they use language, including the definitions of words, how meanings are conveyed or change with various word choice or combinations, or how the languages they speak differ in terms of their structure or rules' and therefore do not much benefit from formal language instruction.

Slightly differently, some young children acquire some level of a second language subsequently to their mother tongue through being frequently immersed in that language from an early age (successive language acquisition). This could be, for example, because a family lives in a community where most members speak a different mother tongue or because – intentionally or by default – a child is enrolled in an ECED program or school where another language is used as the predominant or only means of communication. In these instances, successful acquisition of the second language seems to depend on being able to acquire it in a supportive environment, without losing the linkage to the mother tongue. Linguists distinguish immersion (where a child is surrounded by a language-including a majority of peers already speaking it as a mother tongue – and supported in its use) from

⁴ Lo Bianco, J. Language, Education and Social Cohesion: Malaysia, Myanmar, and Thailand. Final Desk Review, Conceptual Framework and Workplan. Jan 2013.

submersion (in which a child is surrounded by an unfamiliar language without that support and the link to the mother tongue is severed). Learning a language in the early years is not a guarantee that children will always know that language. If they stop using it or do not have continued interactions with competent speakers of that language, it can be completely forgotten (Lightbown, 2008; quoted in Ball, 2010).

It is clear that when children enter school or ECED, they already possess a language that can be put to use at once in these more organised forms of learning. There are, however, significant individual differences in language development of young children, owing to a range of factors. These include temperament, gender⁵, aptitude, socio-economic status and cultural aspects of child-rearing, or having a language-related impairment or special learning need. Some children start school already facing risks of lagging behind their peers, due to possessing what is described as a 'restricted code' of their own mother tongue, or with a need to learn and / or use a sign language or adapted script such as braille, in order to fully access the curriculum.

A further important factor is what messages children have picked up (and they are remarkably attuned) regarding the status of their mother tongue language and ethnic group and its associated culture, in relation to other languages in use in the community or society. Some children enter the classroom having already acquired negative perceptions of their mother tongue, along with limited confidence in themselves as competent language learners.

Literacy acquisition

In evolutionary terms, use of literacy is a much more recent human behaviour than use of oral language. Even now, most languages of the world remain oral languages and only in the past 150 years (mainly in the past 50) has there been a spread of literacy (though the universalisation of primary education) beyond elite groups. Therefore, (unlike acquiring spoken language), literacy acquisition is not necessarily a 'natural' process. Many children, especially if they are first generation school-goers, require structured support to pass through identified stages and acquire specific sub-skills of reading and writing, which are visual, auditory and cognitive and in particular require the capacity to grasp the link between letter combinations and units of sound of a language (phonological awareness).⁶ Such skills are more readily acquired when children initially learn to read and write in their mother tongue, or at least in a language in which they already have some oral (speaking and listening) competencies. So doing will also support them to master more complex literacy, which is not just a literal transcription of oral language, but has its own forms, styles and rules.

Use of language and literacy skills to acquire further knowledge and additional languages

At the same time as further developing their vocabulary and skills in their mother tongue, children put these skills to use in acquiring new knowledge, skills and concepts. If they are in school, this will include the academic concepts of the formal curriculum. Cummins (1984, quoted in Ball 2010 and Jones 2013) suggests that there is a threshold of Cognitive Academic Learning Proficiency (CALP) in the mother tongue, which is required to cope with more abstract and complex concepts of later formal learning. It is suggested that where children do not acquire this in their first language, for example because their attention shifts from learning through that language to struggling to acquire a new language, there might be gaps in their grasp of basic concepts (for example in mathematics or science) and hence shaky foundations for further cognitive development and academic success.

This principle also applies to the acquisition of additional languages. There is growing consensus of opinion that older children (from around aged 8–9) and adults acquire new languages (L2) in a different way from younger children. At this stage, they are able to consciously apply the knowledge that they have about their first language in acquiring the second language. If they have already acquired basic concepts in their mother tongue, then they do not need to re-learn the concepts as they learn L2. Rather, they learn new words to describe these concepts (Skutnabb-Kangas, 2009). Similarly, when children develop literacy in their MT (L1), they also acquire a body of knowledge about literacy, which can be directly transferred to acquiring literacy in L2. That said, the specific characteristics of the mother tongue vis-à-vis those of the language that is being acquired have some

bearing on the average rate of acquisition and the specific issues that learners will typically face. In learning a second language, children might acquire Basic Interpersonal Communication Skills (BICS) in just one or two years, but CALP takes much longer to attain.

Specific issues in acquiring English as an additional language

The general points outlined in the previous paragraph apply to English as to any other L2. There are also some specific issues regarding the learning of English which, given its position and the major language of international communication and technology, are well researched (albeit mainly with regards to youth and adult learners). On the one hand, the wide use of English in the media, signage, business, the Internet, communications technology etc. its relatively simple grammar and its relative lack of dependence on very exact pronunciation and usage to be comprehensible are supportive factors in enabling learners to quickly acquire some basics of the language. On the other hand, English has a very rich and extensive vocabulary and is very diverse in form, which means that learners who are taught mainly through textbooks can find themselves quickly bemused and discouraged when they first try to interact with a fluent speaker of the language. English is only around 70% phonetically regular, there is a far greater dissonance between the names of the letters and the sounds that they represent than for many alphabetic languages (including Nepali) and many of the most common words have irregular spellings. These aspects can be confusing even to native speakers of the language when they learn to read, all the more so for second language learners.

2.1.4 Best Practices for Support Effective Language Acquisition in Formal Education

Given these various understandings, some principles can be identified for creating helpful language learning experiences and appropriate use of languages and MoIs in ECED settings and schools, which are discussed below.

Supporting links between home and school languages and cultures

Understanding that children bring a language with them into the school and classroom underscores the importance of formal education accepting, building on and further developing that language. This implies developing strong relationships with parents and supporting their roles in language and wider cultural transmission, with special attention to situations where the teachers do not know the language of some of the pupils, or of the community. Development of strong school-community relationships also helps to ensure that parents understand the approaches that the school is taking to language and that communities, as 'experts' in their own language and culture, can play an important part in localisation of the curriculum. Young (2010) describes how a strong emphasis on community participation in multilingual education programs in Cambodia has empowered parents to support their children's learning and become much more active in all aspects of school development.

Providing socio-emotional support in an inclusive environment

Children's ability to acquire language and harness their language skills to support their broader learning depends first and foremost on the respectful, supportive relationships; high (but achievable) expectations; measures to prevent discrimination and positive communication between children and their teachers and peers. These are, of course, necessary (though insufficient) conditions for all successful classroom learning. Where such a 'child friendly' environment is developed, some basic barriers to learning can be overcome, even whilst teachers are still further developing their pedagogic skills.

⁶ Given that all the written languages of Nepal are alphabetic, the specific issues pertaining to ideographic languages (such as Chinese) are not discussed here.

Active learning pedagogy to support oral language development in the MT

Approaches and pedagogy in ECED and the early primary grades should enable children to continue to acquire spoken language in ways that are most natural to them, as well as to gradually acquire pre-literacy and literacy skills. Ball (2010) notes that 'responding with genuine interest and acceptance, providing early and regular exposure to books, and especially, reading to children and asking targeted questions (who? what? when? where? how?) about a child's experiences are particularly important to stimulate conversational and narrative competence'. She emphasises the need to focus on oral language, noting that 'it takes several years for children to acquire a level of literacy that supports text-based learning as a primary learning strategy'. Children whose MT development has been sub-optimal can, in particular, benefit from opportunities to fully develop their mother tongue through enriching, child-centred, speaking and listening activities.

Speaking and (active) listening activities should ideally continue to be employed as learning strategies for all age groups, not only in language-related subjects but across the curriculum.

Activities for children in the higher primary grades upwards need to be more structured and linked to curriculum goals. In multilingual situations such opportunities should also be provided with regards to MT maintenance as well as through the Mol.

Appropriate pedagogy for literacy acquisition, ideally in the MT

As they grow and develop, children benefit from gradually increasing the time allocated to more formal instruction in literacy, until they are able to employ that literacy as a tool for self-learning. Ball (2010) explains: 'older children benefit from at least some periods of formal instruction in a language, during which their attention is directed to formal features of the language itself (e.g. phonological awareness, vocabulary, syntax), as opposed to simply being immersed in the language. Children can begin to utilise literacy as a tool strategies that separate language from immediate activities and that employ more complex cognitive operations'. As noted above, there are specific sub-skills of reading and writing. In learning to read alphabetic languages, children need to understand the link between letter combinations and units of sound of a language and to blend the sounds to decode new words. In this regard, it has been found that an approach that emphasises phonological awareness, rather than the names of the letters of the alphabet, is much more effective in supporting early reading. As these basic skills are being acquired, there should also be adequate attention to comprehension and enjoyment of reading. Effective approaches to early grade reading require, first and foremost, quality, graded reading materials that are of interest to the learners and support sequenced acquisition of basic skills, alongside by a wider range of supplementary books and materials to encourage ongoing practice.

At a later stage, children need to be supported to master more complex literacy skills and behaviours such as skimming, summarising, making deductions and writing for a range of purposes and audiences. These require not only good quality core textbooks but also a diversity of learning resources. Increasingly, audio-visual aids and in particular computer and internet technologies are being developed to support literacy development.

Pedagogy to support acquisition of L2 subsequent to the MT as L1 and maintenance of L1

In many situations, even where children can begin their education in the MT, they need to learn, in the early grades, one or more additional languages that will become a Mol at some stage. In these situations, it is ideal that the new language is first introduced as a subject, in the sense of being taught only during specific blocks of time, or for specific activities (e.g. morning greetings). Similar principles apply as for acquiring the mother tongue: pedagogy should be active and play-based in ECED / early grades, with a lot of speaking and listening activities and opportunities to practice new learning. There should ideally be a time delay between literacy learning in the mother tongue and learning to read and write in L2, to enable children to apply their skills learned in L1 to L2. As for L1, learning literacy in L2 should follow sound pedagogic principles and be supported by adequate resources, including books and technology. These should include those that are specifically

developed to support second-language learners, for example anticipating specific problems that speakers of a particular L1 typically encounter in learning a particular L2.

It is also important that L1 be maintained, for example through continued use as a subject, as L2 is learned and is increasingly used as the Mol. Thomas and Collier (2001) found that the greatest factor in predicting the educational success (in an extensive sample of secondary school leavers from minority language backgrounds) was the amount of formal schooling they had received in their L1.

Teaching and learning of English as L2 or L3

The same general principles apply to the teaching and learning of English. Even if it is to become the Mol, English should be introduced as a subject using age-appropriate pedagogies and in particular expose children to spoken English. Reading and writing should follow after speaking and listening activities in the first instance, though at a later stage the four elements of language (speaking, listening, reading and writing) can usefully be integrated into each lesson. Reading material should be graded to build up a core and then extended vocabulary, support understanding of the complex phonetics of English, as well as familiarity with common irregular words and the structured introduction of new grammatical forms. Especially where there is limited use of English in the immediate environment and community, schools need to provide rich and diverse exposure to written English as the appropriate levels for different students. Use of radio, television, videos, computer programs and mobile phone technologies have all been employed with great success, including in relatively resource-poor education systems, one example being Bangladesh's large-scale English in Action program.

Pedagogy to support learners where L2 is Mol from the start of formal education

Whilst the evidence on the benefits of full MTB-MLE (as described above) are clear, this is of little consolation to those working in contexts where this approach is not (or not yet) possible. Fortunately, there is a growing body of evidence of successful approaches in contexts where the Mol from the start of primary education is an unfamiliar language for many of the learners. Many countries have focused on expanding quality ECED provision that supports oral development of the mother tongue alongside gentle introduction of the language that is to become the Mol from Grade 1. Papua New Guinea, for example, has had good success with oral MT programs (in over 400 languages) in two-year kindergartens, before children learn English from Grade 1.

A further important strategy is the oral use of the MT for 'scaffolding' learning of – and in – L2. It is, in fact, being increasingly realised that in many schools in multilingual contexts across Asia and Africa, whatever the official language of instruction, many teachers are pragmatic and use the mother tongue of the children extensively in their teaching. Cincotta-Seigi (2011, quoted in Jones 2013), describes this phenomenon in Lao PDR (where all teaching must be in Lao language but other languages may be used for 'explanation'). The teachers observed (in Cincotta-Seigi's study) gave due acknowledgement to the official status of Lao language through its use in formal lesson introductions, summaries and so on, but 'this remained a small part of their overall classroom language behaviours'. In practice, many teachers habitually employed local languages to support children in a consistent and ongoing way. There was also considerable acknowledgement of local cultures in classroom teaching and extra-curricular activities, helping children to feel at home even though the formal curriculum and textbooks are in Lao. The author concludes that this remains an under-researched area, but that there is scope for more attention to acknowledging, encouraging and building upon these existing informal, oral multilingual practices.

A similar point is made by Kiteyune 2008, quoted in Jones 2013, who postulated that the challenges faced by children in Uganda stemming from the use of English as a Mol could be very much lessened by 'supporting all teachers to do what the best do already' i.e. 'refraining from teacher-dominated talk' and adopting a 'communications-oriented approach, emphasising questioning and explaining'.

2.1.5 Good Policies to Support Effective Multilingual Approaches

The findings above regarding good classroom practice have implications for what are ‘good policies’ and effective institutional arrangements for supporting effective multilingual approaches to teaching and learning. These are summarised below.

A clearly-defined, sequenced, MT – based, additive approach to language and literacy acquisition and to the use of languages as a Mol

Given the above findings regarding effective classroom practice, there is a strong consensus that the optimal approach to language in a multilingual context is one that is MT-based. As Ball (2010) summarises: ‘in areas where the language of the learner is not the official language of the country, MT-based bilingual and multilingual education can make MT instruction possible, whilst providing at the same time for acquisition of other languages used in the larger areas of the country and indeed the world’.

Ideally, the MT should be used as much as possible in the early years of formal school and continued for as long as possible and should be the medium for initial literacy learning, providing scalding for development of strong skills in L1 and then other languages. L2 should be introduced in a gradual and phased manner and L3 should ideally be staggered at least two years behind L2. Given that the MT is maintained through its teaching as a subject and / or other means, this represents an ‘additive’ rather than ‘transitional’ model.

Slavin and Chung (2005, quoted in Meiers 2013), reviewed 17 evaluative studies of approaches to teaching of English as L2 in different school contexts. 12 studies concluded that scaffolding of English through the mother tongue was most effective and no studies concluded that sudden immersion in English (without L1 support) was effective.

The definition of use and sequencing of L1, L2 and L3 should include clarity on script use and variations, ensuring that scripts adopted link with the spoken forms of the language in question.

Whilst the need for a logical sequence is clear, the findings are more diverse with regards to how (once children acquire basic competencies in more than one language), these two languages are utilised as Mols. Just some approaches include the development of segregated schools to cater for different language backgrounds⁷, language streams within schools (allowing students to choose their Mol), the use of specific languages for specific subjects, the use of a specified language on delegated days of the week and others.

Teacher deployment to reflect language-learning and Mol needs

It is clear that the best pedagogical approaches require teachers who can speak fluently the language(s) of the learners as well as the languages that are being taught as L2 (or L3). Some countries, for example Philippines, have successfully introduced bilingual language assistants to work in situations where teachers do not know the mother tongue of students. Others, for example Vietnam, have had success in offering incentives to well-qualified, motivated young teachers of majority language background to work in minority language schools, but with the requirement that the teachers learn the local language and use it to support a bilingual approach.

Teacher development to support language teaching and learning

All teachers need to possess basic understandings of language development and have competencies in supporting oral language and literacy development relevant to the age group that they teach and the local context. Teachers may need specific support to gain skills in teaching children in their mother tongue for the first time, especially where local teachers have been selected for their language background but might be of a lower qualification level than other teachers. In very diverse contexts, it is helpful for all teachers working in early grades to gain some competencies in supporting children to learn a new language that will be the Mol. In introducing English, there is often a need to improve teachers own fluency and competencies in English alongside supporting their teaching skills. There is also a need to develop a network of teachers who can develop specialist expertise in sign languages, braille and supporting children with specific language-learning needs

and act as resource teachers for others. Wider learning of 'good practice' in teacher development, for example around the need for peer learning, teacher support systems and use of technology hold true for language-related teacher development. Bangladesh's English in Action project has demonstrated considerable success in using mobile phone technology to give instant support to teachers as they implement new strategies for English teaching in the classroom.

Curriculum, assessment and materials development and provision, including ICT

Good language pedagogy depends on a suitable curriculum and adequate teaching and learning materials. Meiers (2013) summarises considerable evidence of the importance of a wide variety of books, illustrated stories and graded readers for helping children to learn to read (rather than just textbooks, which are more useful once children have acquired basic reading skills). ICT and the full range of audio-visual media also have vast potential to support language teaching and learning. This implies sufficient allocation of human and financial resourcing to support an effective curriculum and ensure that quality materials are not only developed but are available in schools. Since assessment systems tend to drive what really happens in the classroom, both normative and formative assessment systems need to be developed to reflect Mol and language teaching policies.

Support to school-level decision making, parental participation and localisation

There are many well-documented benefits of parental and community participation in their local schools, in terms of school improvement and better learning outcomes. This is particularly important for the success of a multilingual education policy. It is essential that parents trust the school and understand the reasons for the approaches taken to language acquisition and the use of languages as Mols at different stages and are able to participate in decisions about these. Equally important is that the school (or often a cluster of schools in a specific sociolinguistic context) can draw upon the full socio-cultural resources of the local community. Planning tools such as school improvement plans can usefully include simple, participatory analysis of the local sociolinguistic context and include measures to improve language learning.

Active support and monitoring of policy implementation

All of the above, of course, require an active and supportive approach from policy-makers, technical managers, teacher trainers and administrators. This needs to cover regular mentoring and support for teachers, schools and local managers, clear communication of policy with opportunities for open dialogue, learner assessment that takes account of language backgrounds and continuous evaluation and research. These, in turn, imply effective institutional arrangements from the school through to the national levels and that language policy in education is backed by effective national language planning and legislation.

Sufficient and efficient financing

Finally, governments (and development partners) quite commonly raise the objection that multilingual education is too costly. Kosonen in Kadel 2010 pulls together some of the existing evidence on costing multilingual education. His overall assertion is that costing MLE has to take account of its impact on higher completion rates, reduced dropout rates and improvements in learning. He cites evidence from Guatemala that the long term cost saving as a result of first language-based bilingual education for all children not speaking the official language has been estimated to equal the total cost of primary education for 100,000 students. Specific additional costs (especially in the first years of transitioning to a multilingual approach) include orthography development, the development of non-dominant languages for academic use, some additional costs of writing, developing and publishing books in more languages than before, revision of testing and assessment systems and additional teacher training. However, he points out that there might not be a need for a greater total number of books, that teachers must be trained anyway and thus in the long term, the additional costs are often less than is commonly assumed and represent a wise investment. The cost of development of orthographies can be reduced if these are developed locally, as the Philippines has achieved for most of its 181 languages.

⁷ Some countries where speakers of different languages form distinct geographic communities have separate schools in which the MT is the Mol and other national language(s) taught as compulsory subjects. Belgium is one example where this seems to be effective. By contrast, in Sri Lanka, separate Sinhala – and Tamil – mediums schools were found to reinforce ethnic separatism and have now been replaced with a system of mixed, multilingual schools.

2.1.6 Summary: Implications of International Learning for MILE Policy Development

Box 3 Implications of International Learning for MILE Policy Development

- a. MILE policy should be built on a recognition of the cognitive and societal benefits of multilingualism and recognition that languages can re-enforce each other (rather than compete) at both levels.
- b. MILE policy should specify and support school and classroom practices that have been demonstrated internationally to be effective, including:
 - home-school links in all communities, supporting cultural bridges between home, community and school environments
 - a child-friendly, inclusive environment in all schools and ECED settings
 - oral and play-based approaches for MT development in the early years and regular opportunities for talk and practice at all stages
 - use of internationally – proven approaches to early-grade literacy, ideally in MT, or at least in language in which some oral competency has been developed
 - structured teaching of Nepali where it is children's L2, employing active learning pedagogies, tailored materials and diverse technologies, through an additive approach
 - structured teaching of English, as a subject in the first instance, employing active learning pedagogies, tailored materials and diverse technologies
 - oral use of MTs to scaffold learning of Nepali, another LWC and / or English, especially where an MT cannot be used as a full Mol
 - maintenance of MTs after transition to another Mol
- c. Overarching MILE strategies should reflect international 'best practice' through:
 - building on the commitment to a 'tri-language' approach, with a clearly-stated and understood sequencing and use of MTs, Nepali and English, taking account of what will optimise children's learning
 - taking account of feasibility in terms of availability of teachers for MTs and English (including language assistants for MTs) and measures to build teacher capacity
 - incorporating an approach to strengthening and formalising the oral use of MTs in scaffolding learning of and through Nepali and English, especially where MTs cannot be used as a full Mol (e.g. for literacy learning)
 - articulating measures to support structured teaching of Nepali for children for whom it is not their MT
 - articulating measures to teach English effectively including use of technology
 - consequent to the above, address teacher deployment, teacher development, curriculum, materials development, utilisation of ICT and assessment
 - MILE policy should include attention to capacity and institutional structures at each level to ensure adequate mentoring, effective consultation and communication and ongoing monitoring, review, evaluation and research
 - MILE policy should be sufficiently resourced and financed, which can be supported through careful integration with other aspects of quality development and should be viewed in relation to the potential of MTB-BLE approaches to ensure effective learning and reduce repetition and dropout.

2.2 Language-in-Education in International Rights Frameworks

As was noted in the report introduction, Nepal has already made various commitments to upholding a range of rights and legal entitlements in relation to language and education. Some of the key international UN frameworks to which Nepal is a signatory, are summarised in Box 4, below.

Box 4 Language and Education: Nepal's Commitments under International Frameworks

World Education Forum The Dakar Framework for Action – Education For All – Meeting Our Collective Commitments, 2000

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
- Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs
- Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality

- Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

The Millennium Development Goals 2000–2015 and the draft Sustainable Development Goals 2015–2030

- **Millennium Development Goal 2:** 'Achieve universal primary education' with emphasis on completion of a five-year basic cycle.
- **Sustainable Development Goal 4:** 'Ensure inclusive and equitable quality education and promote life-long learning opportunities for all'.

The Convention on the Rights of the Child, UN 1989

Article 17: State parties recognise the important function performed by the mass media and shall ensure that the child has access to information and material from a diversity of national and international sources, especially those aimed at the promotion of his or her social, spiritual and moral well-being and physical and mental health. To this end, states parties shall: (d) encourage the mass media to have particular regard to the linguistic needs of the child who belongs to a minority group or who is indigenous.

Article 29: State parties agree that the education of the child shall be directed to: (c) the development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilisations different from his or her own.

Article 30: In those States in which ethnic, religious or linguistic minorities or persons of indigenous origins exist, a child belonging to such a minority or who is indigenous shall not be denied the right, in community with other members of his or her group, to enjoy his or her own culture, to profess and practice his or her own religion, or to use his or her own language.

Draft Declaration on the Rights of Indigenous Peoples, UN Sub-Commission on Prevention of Discrimination and Protection of Minorities 1993

Article 15: Indigenous children have the right to all levels and forms of education of the state. All indigenous peoples also have this right and the right to establish and control their educational systems and institutions providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning.

Indigenous children living outside their communities have the right to be provided access to education in their own culture and language. States shall take effective measures to provide appropriate resources for these purposes.

Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities UN Commission on Human Rights, 1992

Article 4: States should take appropriate measures so that, wherever possible, persons belonging to minorities have adequate opportunities to learn their mother tongue or to have instruction in their mother tongue.

States should, where appropriate, take measures in the field of education, in order to encourage the knowledge of the history, traditions, language and culture of the minorities existing within their territory. Persons belonging to minorities should have adequate opportunities to gain knowledge of the society as a whole.

International Labour Organisation Convention No.169, 1991

Article 28: Children belonging to the peoples concerned shall, wherever practicable, be taught to read and write their own indigenous language or in the language most commonly used by the group to which they belong. When this is not practicable, the competent authorities shall undertake consultations with these peoples with a view to the adoption of measures to achieve this objective.

- Adequate measures shall be taken to ensure that these peoples have the opportunity to attain fluency in the national language or in one of the official languages of the country.
- Measures shall be taken to preserve and promote the development and practice of the indigenous language of the peoples concerned.

A good starting point for elaborating a MILE policy that can capture and realise these various entitlements is to focus on the right to education itself. The rights of the child to equal access, participation, outcomes and benefits of education should be at the heart of discussions about Language-in-Education, with policy formulation and planning taking account of what approaches (based on the international evidence cited in 2.1, above, as well as local factors) will best ensure universal enrolment and completion that results in meaningful and equitable learning outcomes.

It is clear that members of minority and indigenous language groups have rights related to enjoyment, preservation and revitalisation of their languages and cultures. It is noted that there is no clear stipulation that this must necessarily imply mother tongue education for all such individuals in all contexts. However, MT-based education can often play a key role in this regard and schools are also often well-placed to support wider community efforts in language revitalisation.

Education and literacy are key means for people to access their economic, political and participation rights, which in Nepal implies rights to Nepali language and literacy. Meanwhile, whilst there is no clearly stated right to English as such, given the global status dominance of English, supporting more

widespread and equitable access to effective English teaching could be viewed as a means of progressing economic and participation rights in Nepal, as in many other countries.

Cutting across all rights declarations and commitments are principles of *participation, voice and choice*. This raises complex questions of ‘whose voice?’ and ‘who decides?’ when it comes to identifying what languages should be used at different stages in public (and indeed private) education. Whilst rights frameworks do not provide easy answers to these questions, it is clear that in education the learners constitute the primary rights holders. Parents have rights to be involved in decisions about their children’s education, but, however, also have responsibilities in relation to this education. The State is the main ‘duty bearer’ for the right to education and the rights of the child and is obligated to act in children’s ‘best interests’.

An equally important cross-cutting area is that of non-discrimination. This does not necessarily dictate use of the mother tongue, but does imply that measures should be taken to ensure that language factors (including attitudes and expectations related to children’s home languages) do not create barriers to children realising their rights to quality education and to the opportunities and benefits of that education. The principle of non-discrimination also has less obvious ‘good governance’ implications, for example it disallows differential treatment of children on the basis of the ability of their parents to make additional payments to schools or teachers.

In summary, it is clear that a consideration of rights commitments and concepts supports an approach for Nepal that embraces mother tongues whilst providing access to Nepali and English; but does not, however, provide us with a simple solution or single way forward. A helpful rights-concept for balancing and reconciling various rights claims in the design of MILE policy is that of progressive realisation. This means developing policy and planning actions that are calculated to progressively and increasingly realise the rights of as many as possible in as short a time as possible, whilst taking concurrent actions to prevent any gross abuse of rights in the process.

2.3 National Policy Commitments Regarding Language and Education to Date

2.3.1 Constitutional Provisions and Government Acts

As is explored further in Chapter 3, the early development of Nepal’s national education system over the mid–20th century was based on the concept of ‘One Nation, One Language’, with Nepali clearly identified as the national and official language, including for education. However, after the reinstatement of multi-party democracy in 1990, the new Constitution of the Kingdom of Nepal recognised Nepali as ‘the language of the nation’ and all mother tongues spoken in Nepal as ‘national languages’. The status of Nepal’s many languages are further enshrined in the Interim Constitution of Nepal, 2007, whilst Nepali is re-defined as the ‘official language’ (see Box 5).

To tease out the 1990 constitutional provisions about languages, a Recommendation Commission for Formulating Policy for National Languages was formed by the government in 1993. The main objectives of the commission were twofold: promotion of national languages and their use in local administration, primary education and media. More specifically, the commission aimed to ‘make recommendations for the policy and programs associated with the development of national languages’, ‘suggest working policies for imparting education through the mother tongue at the primary level and recommend whether the languages of the nation



would be appropriate to be taught as the subject or used as a medium of instruction', 'identify bases of priorities in order to impart primary education through mother tongues' and 'suggest methods to be used for the effective implementation of the aforementioned recommendations'. The report recommended (see Box 6) 'transitional multilingual education' using the mother tongue as medium of instruction in 'schools with monolingual context' and use of the 'language of the nation' (Nepali) as the Mol in 'schools with predominantly multilingual context'.

Language in education has been further addressed through various government Acts. The Local Self-Government Act, 1998 made the local Village Development Committees and municipalities responsible for supporting schools / communities to manage primary education in the mother tongue. The

Seventh Amendment (2001) to the Education Act makes provision for mother tongue as Mol at the primary level. 'Nepali language has been used as the medium of instruction in the community schools. The mother tongue can also be used as a medium of instruction in the primary level. While teaching language as a subject, the medium of instruction should be the same language that is taught'.

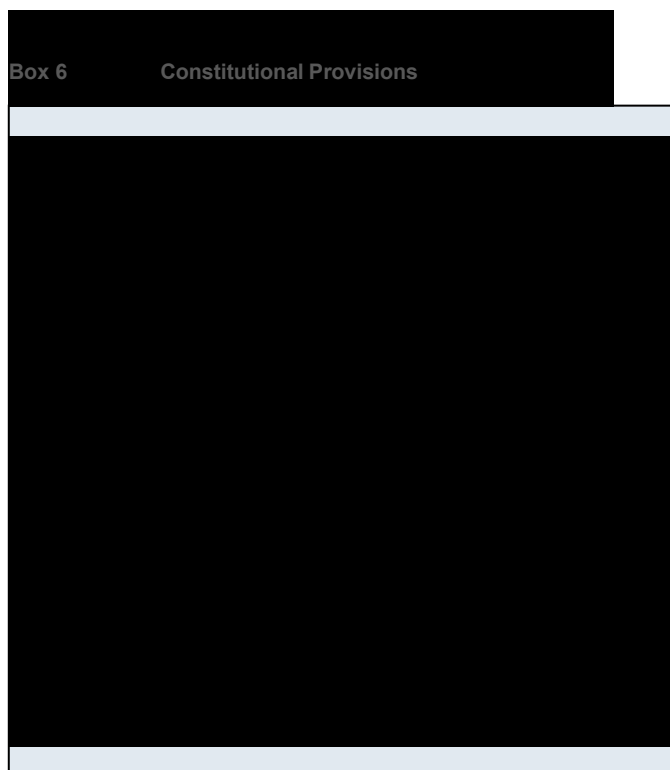
Whilst these constitutional and legal provisions are conducive to multilingual approaches, there is a lack of any more explicit plan and policy to implement them. Rather vague stipulations have been open to interpretation. For example, in 1998 a Supreme Court verdict judged the use of Maithili and Newar in local administration as illegal, violating Article 26.2 of the Constitution.

2.3.2 An Additional Education For All Goal

In line with these wider developments, Nepal's Education for All (EFA) National Plan of Action (NPA) 2001–2015 took a progressive step by adding one more EFA goal related to languages (on top of the six international EFA goals presented previously in Box 4). The goal aims to 'ensure the rights of indigenous people and linguistic minorities to basic and primary education through mother tongue'.

To achieve this goal, the policy of 'transitional multilingual education' was outlined. According to this policy, a child should acquire basic educational skills through the medium of his / her mother tongue for achieving a good and inclusive education and gradually switch to a language of wider communication (LWC) / an official language in order to 'feel at home in the language in which the affairs of government are carried on' and finally learn an international language (i.e. English) for global communications, access to science and technology and as a library language.

In line with the EFA-NPA, the National Curriculum Framework for School Education of Nepal, 2007, makes provision for use of the mother tongue as Mol for basic education and indeed that this should be mandatory in Grades 1–3.



2.3.3 Successive Five Year Plans and Three Year Interim Plans

Successive Five Year Plans and Three Year Interim Plans have highlighted: (i) improving access to and quality of primary education; and (ii) providing education in mother tongues of communities up to primary level. Three year plans also continue to endorse the 'tri-language policy' of Nepali language as the official language, MT in early grades (but permissible for the whole of basic education) and English as an international language.

2.3.4 Summary: Implications of International Rights Commitments and National Legislation for MILE Policy Development

Box 7 Implications of International Rights Commitments and National Legislation for MILE Policy Development

Implications of International Rights Commitments

- a. MILE policy should centre on children's right to learn and to fully benefit from their education
- b. It should be explicit that there should be no discrimination on basis of language, ethnicity or ability to pay for specific curricular inclusions related to Mol / language teaching
- c. MILE policy should acknowledge rights of children, parents, teachers and others to express views on language issues and create space for ongoing dialogue, consultation and participation
- d. MILE policy should identify the responsibilities of the State as a 'duty bearer' in regards to rights to education and to language-related rights and support capacity-building so that duty-bearers at different levels can fulfil their roles.

Implications of National Legislation

- a. MILE policy can build on current legislation and constitutional provisions that support the use of MTs in education in principle, as well as that all children should acquire fluency in Nepali language and literacy. Opportunity should also be taken to support further clarification of some aspects of legislation, for example what constitutes 'monolingual' or 'multilingual' contexts, the use of MTs as Mols vis a vis being taught as subjects only and the roles and status of English as an international language

Part B: Current Status, Issues and Trends in MILE Contexts, Policy and Practice in Nepal

Part B explores in detail the different aspects of the Language-in-Education context of Nepal: from the socio-linguistic, political, policy and practice perspectives. Each chapter presents, discusses and analyses these various angles, synthesising the findings from the literature, consultations and field research at the district and school levels. A more detailed summary of the field research findings has been prepared as a Field Findings Annex, separate from the main report.

3 The Sociolinguistic Context

3.1 Language Characteristics

3.1.1 Language Distributions

Nepal is a multilingual nation with 123 officially-recognised languages according to the 2011 Census, whilst some sources (e.g. Ethnologue 2012) recognise even more. Of the 123 languages spoken as mother tongues, 91 are also spoken as second languages. Taken together they belong to four language families: Indo-European, Sino-Tibetan, Austro-Asiatic and Dravidian. The Indo-European languages, which are of the Indo-Aryan sub-family (except for English), constitute the largest group in terms of the numeric strength of their speakers, nearly 82.1% of the total population (Census, 2011). The Sino-Tibetan languages are from the Tibeto-Burman group. Though spoken by fewer people than the Indo-European family (17.3%), there are a greater number of languages, about 63 in total (Census 2011). Austro-Asiatic and Dravidian languages rank third at 0.19% and fourth at 0.13%, respectively and there are also at least four sign languages. Additionally, Kusunda is a language isolate consisting of a single language without any genetic relationship with other languages and now confined to just 28 speakers. A set of maps illustrating language distribution in Nepal is given in Appendix G: Sociolinguistic Maps.

In terms of mother tongue speakers, assuming 100,000 (one lakh) speakers as the cut off point for 'major' languages, their number in Nepal is 19, and their cumulative percentage of the population is approximately 96%. By contrast, the residual 104+ languages are spoken by about 4% of Nepal's total population (Yadava 2013). These languages consist of 30 minor languages with 10,000–99,999 speakers, 37 minor languages with 1,000–9,999 to speakers and 37 minor (or marginalised) languages with fewer than 1,000 speakers. Many of these languages are to some extent endangered, however others have additional speakers living across Nepal's borders in India or China (Tibet).

Nepali, spoken by 44.6% of Nepal's total population, is the largest language in terms of the number of speakers, but falls short of constituting a majority language. However, it is not evenly distributed throughout the country. Around 4.16% of Nepali speakers live in the mountains, 27.29% in the hills and 13.19% in the Tarai.

There is no simple one-to-one correspondence of language and ethnicity but there is nevertheless an overall correlation between the two. Broadly speaking, Nepali is the mother tongue of the Brahmin-Chettri groups of the hills, as well as of many hill Dalits, however there are dialectical variations across different communities. The Madhesis of all castes of the Tarai speak Maithili, Urdu, Hindi and other Indo-Aryan languages. The indigenous 'Janajati' groups of Nepal speak many different languages, including the Tibeto-Burmese languages of the north and east (e.g. Gurung, Rai, Limbu, Magar, Tamang), the Indo-Aryan languages of the lower hills and Tarai (e.g. Tharu) and the Austro-Asiatic and Dravidian languages of the Eastern Tarai (e.g. Santhali, Uranw).

One encouraging aspect of the current context is that there is much stronger acknowledgement and awareness of Nepal's language diversity than in the past. This is illustrated in Table 3 which indicates the number of first languages identified in successive censuses over the past six decades.

Table 3 Number of Mother Tongue (First) Languages Identified in Successive Censuses 1952–2011

Census	1952–1954	1961	1971	1981	1991	2001	2011
Number of Languages	44	36	17	18	31	91	123

3.1.2 Writing Systems

Most of the languages spoken in Nepal are still confined to their oral traditions. They are disappearing with the growth of language shift for reasons such as the use of the dominant language in the domains of administration, education, media and so on. It is, therefore, time to document them before they are lost to posterity to come.

Nepali, Hindi, Maithili, Tibetan / Sherpa, Newar, Limbu, Bhojpuri, Avadhi and Lapcha have long traditions of written literature, employing various writing systems or scripts. Most of the Indo-Aryan languages of the Indo-European family such as Nepali, Maithili (originally written in Mithilakshar or Kaithi script), Bhojpuri, Avadhi, Hindi and Rajbanshi now use the Devanagari script, though Bengali / Bangla has its own script, a variation of Devanagari. Newar has its own traditional script called Ranjana but it has also adopted the Devanagari script for the sake of convenience in reading and printing. Limbu uses its own Kirati Srijanga script. Lapcha is written in Rong script. Even where scripts have long been utilised, many languages lack orthographic standardisation. Since the 1950s, Nepali Braille has been developed based on a wider Devanagari Braille which, like English Braille, uses a six-dot system.

Of late some preliterate languages have taken to modified Devanagari script. Initiatives have been taken by various language communities such as Tharu, Tamang, Magar, Gurung, Rajbanshi and Kirati-Rai group of languages to develop writing systems appropriate to the sound system of their languages and practically acceptable to them, for example Magar has developed its own script, called Akkha. Recently, these languages have started developing some written literature in the form of newspaper, magazine, textbooks for adult literacy and primary education, as well as folk literature. As in India, Santhali in Nepal is written in Roman script. In addition, some of the languages have adopted Devanagari script. Perso-Arabic script is used for writing Urdu.

3.1.3 Further Language Characteristics

The languages of Nepal form a continuum in terms of mutual intelligibility and most of the more widely-spoken languages (including Nepali) have many dialectal variations.

The present census shows that the majority of Nepal's population (15.6 million people, 59%) are monolinguals, while the remaining 11 million people (41%) speak at least two languages. Of the latter group Nepali is spoken as a second language by the largest number, 8,682,499 (32.77%). Hindi ranks second with 1,225,950 speakers (4.62%). It is to be noted that there has been a drastic increase in the population speaking Hindi as a second language although the population speaking Hindi as a mother tongue has considerably declined in the last censuses. In addition, there are other languages such as Bantawa and Sherpa, which are used as the lingua franca in the eastern hills and mountains, respectively.

Nepali, being spoken by 44.6% and 32.77% population as mother tongue and second language, respectively, constitute 77.37% of the total population and is thus a language of wider communication for most of the population in the country, especially in indigenous Janajati areas. A further dimension is that there are 50 cross border languages, mostly spanning Nepal and India but also a few that span Nepal and China. Some languages that have small numbers of speakers in Nepal have kin

communities in India with a large population and cultivated written literature, rendering them vigorous and suitable for use in basic education. English is used quite widely for higher education, business, tourism and communications, but (unlike in India) few Nepalis claim it as a mother tongue.

Box 8 Language Diversity – Examples from the Field

Dhankuta District

- A total of 42 languages are spoken: Nepali (43%), Limbu (12%), Bantawa (10%), Magar (9%), Tamang (6%), Rai (3%), Athpariya (3%).
- Other 35 mother tongues have fewer than 5000 speakers each.
- 15 mother tongues have fewer than 100 speakers
- Nepali (52%), Bantawa (1%), Chhintang (0.59%), Limbu (0.37) and Rai (0.27%) languages are also spoken as second languages.

Rasuwa District

- 68.78% belong to Tamang ethnic group
- 98% of Tamangs speak Tamang language as mother tongue.
- Other mother tongues: Nepali (27%), Tibetan (2%), Gurung (1%), Newari (0.73%), Sherpa (0.60%), Maithili (0.34%), Magar (0.31%), Ghale (0.19%), and others (0.59% – Hyolmo / Yholmo, Tharu, Bhojpuri, Rai, Doteli, Sign language, Limbu, Hindi, etc.).
- 63.54 % speak Nepali as a second language
- According to Nepal Tamang Ghedung Rasuwa, all the children speak Tamang as mother tongue in 52 schools out of 108 schools in Rasuwa and only Tamangs and a few Janajati families are inhabitants of 12 out of the 18 Village Development Committees.

Mid-Western and Far-Western Districts

- **Bardiya** has 28 languages, with Tharu forming a narrow majority (52%).
- **Kapilvastu** has 33 different languages, and is the only district where over 50% of the population speaks Avadhi. Many exclusively used Avadhi for religious, family and friendly purposes and only use Nepali for education, official and employment purposes.
- **Dadeldhura** has 14 languages

Simariya Community School in Sunsari District

- Children at entry to school are already proficient (at their age level) in the three local languages: Uranw, Tharu and Maithili. Teachers reported that they know between 3 and 7 languages.

Contrasting Schools in Palpa

- Nawa Jagrit Primary schools has 87 children who all know Magar as their MT and only language, indicating there has been no language shift in that community.
- Sunshine English Boarding School in Palpa has 67% Magar students but around 30% of these do not have Magar as their mother tongue.

Dominance of LWCs other than Nepali in Schools in Dhanusha and Khanchanpur

- Rastriya Secondary School in Khanchanpur has 89% Rana Tharu speakers but a significant minority (11%) who have Nepali as a mother tongue.

Early findings of the Nepal Sociolinguistic Survey suggest that peoples' attitudes towards their mother tongues are generally positive and most are confident to use their mother tongue in the presence of speakers of more dominant languages. However, paradoxically, there is language shift amongst the younger generation, with younger people having a greater tendency to adopt Nepali or another Language of Wider Communication (LWC). Kadel (2013) found Chepang communities in Chitwan district where 100% grandparents spoke Chepang but only 44% of the grandchildren did so. Similarly, whilst 98% Tamangs in Rasuwa District across all generations have retained their language, for Tamang migrants to Chitwan Kadel (sic) found 96% Tamang retention for the older general (grandparents), 63% for their children (parents) and only 45% for their grandchildren. The much greater mobility of the Nepali population in recent years, including rural-urban shift, internal migration from the mountains / hills to the Tarai, seasonal migration and international labour migration, is also a major contribution to language shift. It is quite common for migrants to adopt the language of their immediate neighbours, for example Newar in parts of Kathmandu.

In summary, Nepal is a country of rich linguistic diversity, which education, through its MILE policy, should seek to tap for the benefit of individuals, communities and in the interests of national development. Box 8 gives some examples from the study districts and communities, which illustrate the extent of that diversity.

3.2 Language Typologies of School Catchment Communities

From the above analysis of the sociolinguistic context and drawing also on work undertaken for NEGRP, it has been possible to develop an indicative language 'typology' of schools according to the languages of the communities (catchment areas) that they serve and, in particular, the actual languages spoken by children as they enter ECED or Grade 1. This is presented in Table 4.

It is noted that here it is only attempted to classify school catchments according to sociolinguistic characteristics. This typology is revisited in Part C, where it is used as a basis for suggesting options suitable for different schools.⁸

Table 4 Indicative Language Typology of School Catchment Communities

School Type	Definition (NEGRP)	Sub-type	Expanded Definition
Type 1	Learners that are homogeneously* Nepali-speaking on entry to ECED / G1	Type 1a	Learners are homogeneously* Nepali-speaking on entry to ECED / G1 and heritage language is Nepali
		Type 1b	Learners are homogeneously* Nepali-speaking on entry to ECED / G1 but possess a different heritage language that is no longer much used in that community
Type 2	Learners that homogeneously* speak a language other than Nepali as their MT on entry to ECED / G1	Type 2a	Learners homogeneously* speak a MT language on entry to ECED / G1 and that language is 'Mol-ready**'.
		Type 2b	Learners homogeneously* speak a MT language on entry to ECED / G1 and that MT language is not yet 'Mol' ready**.
Type 3	Learners come from diverse language backgrounds	Type 3a	Learners enter ECED / G1 from diverse language backgrounds, but there is consensus on a main LWC ('lingua franca') of which most learners have some knowledge and that language is 'Mol-ready***'.
		Type 3b	Learners enter ECED / G1 from diverse language backgrounds and there is no commonly-held LWC.

* **Homogeneous:** NEGRP indicatively defines this as a situation where over 90% speak the same language.

** **'Mol ready':** This concept is further developed in Part C. General characteristics of a language that is ready to be a full Mol (including for literacy) include that the language has a script, written literature and a reasonable population base. However, as elaborated later, there is a second level of 'Mol readiness', in which the school and community is ready in terms of availability of teachers, possibility of adaptation to local dialects, agreements about scripts, local interest and so on.

3.3 Language and Educational Attainment

At this point, it is relevant to understand the interaction between mother tongues and levels of educational attainment. Unfortunately, there is a paucity of data on learning outcomes as a whole and on this issue in particular, however the following points are noted⁹:

- > Skutnabb-Kangas et al. (2008) and Skutnabb-Kangas and Mohanty (2009) propose there have been higher levels of non-enrolment and dropout and deterioration in the quality of education at the basic level of school education, owing to the use of dominant language instead of mother tongue as a medium of instruction.

⁸ It is noted that the recommendations in Part C also take account of the needs of all school types to be able to address the specific language needs of individual children (e.g. users of braille and sign language, children in a minority in a broadly 'homogenous' situation and so on).

⁹ It is noted that this information relates only to overall correlations of language and attainment, the evidence of impacts of specific multilingual or language-related programs at the school level are explored further in Chapter 5.

- > A background paper (UNICEF, 2013) to inform the development of the MoE Equity Strategy (2014) presents data on 'differences in access due to language group for ages 5–14'. The data suggests that Bantawa, Bhojpuri, Maithili, Avadhi and Chepang speakers are most likely to have never attended school: this applies to as many as 50% of Chepang people. However, Sherpa, Newar and Limbu speakers had higher participation rates than for Nepali L1 speakers. The Equity Strategy document presents further data indicating that Brahmin, Chettri and Newar groups have higher enrolment rates than others at the primary level and that this effect becomes increasingly marked at the lower and higher secondary levels. The high education status of Newar and some other Tibeto-Burman language groups is probably related to a range of socio-economic factors as well as levels of exposure to Nepali and English. It can perhaps be concluded that language 'barriers' constrain attainment when they are part of a set of wider dimensions of poverty, disadvantage and remote location.
- > Whilst there have been improvements in adult literacy over the past decade, rates continue to lag for disadvantaged Janajati groups, with a continued gender gap. It is reasonable to postulate that language has been a factor in deterring such groups from either completing basic education, or from participating in adult learning opportunities.
- > The National Assessment of Student Attainment (NASA) results for Grade 8 (2013) found results for Nepali language to be lower than international standards (for equivalent national languages). These were even lower for children who do not have Nepali as their home language. In particular, students struggle with going beyond 'factual' literacy to analyse, apply or generalise knowledge, for example they lack the skills to write essays, summarise information or express a range of views. The NASA report suggests that higher results in the Kathmandu Valley and in the hills (compared with the mountain and Tarai zones) might be in part related to the greater percentage of students in these areas having Nepali as either a mother tongue, or at least having been exposed to Nepali from an early age.
- > The Early Grade Reading Assessment (EGRA) which was undertaken in part in response to the concerning findings of NASA, similarly found that children without Nepali as a mother tongue generally perform lower in early grade reading and writing. In general, most children were found to struggle with at least one of the five sub-skills of reading that were assessed.

3.4 Summary: Implications of the Sociolinguistic Context for MILE Policy Development

Box 9 Implications of the Sociolinguistic Context for MILE Policy Development

- a. MILE policy should support flexible responses according to the different kinds of sociolinguistic contexts in which schools operate
- b. MILE policy regarding use of MTs as Mols (or subjects) should allow for taking detailed decisions at the local level according to a languages' number of speakers, script development, literature, use as first and / or second language, use for religious purposes, local attitudes to the language and other factors.
- c. MILE policy should include specifications on languages and scripts that are dispersed throughout the whole population (e.g. sign language and braille).
- d. It should be recognised in MILE policy that the use of endangered languages –as far as feasible and possible – in the early grades of education – is a powerful means of linguistic and cultural revitalisation. Other ways in which schools, youth organisations and non-formal education might support such revitalisation might also be identified.

4 The Political Economy of Language in Education

4.1 Introduction

The previous chapters have considered factors that should influence and inform the development of MILE policy, which are – at least to some extent – objective. There is an international body of learning that – whilst not without its controversies – is sufficiently accepted to act as an evidence base for the technical approaches that should be taken. There is a set of rights that, whilst challenging to achieve in full, have international backing and provide a framework for taking actions towards their progressive realisation. There is sufficient knowledge of the sociolinguistic makeup of Nepal on which to base technical decisions regarding the use of specific languages and scripts for different purposes and at different stages within education and for different school types. Before proceeding to exploring how far current policies and practices are in line with ‘good practice’ and rights considerations as appropriate to the context – and what are any technical or capacity constraints – there is one further ‘influencer / informer’ to be considered. In Nepal, as in all countries, education is not (and cannot be) a purely a technical or ‘neutral’ enterprise, but instead operates within – and is both validated and constrained by – the wider social, political and economic context. This chapter explores how that wider context creates a ‘political economy’ of language, which presents both opportunities and constraints for language questions in education. It is firstly discussed what are the key socio-economic and political processes of the Nepal context and how they inter- play. It is next explored how these impact on different education stakeholders and, in turn, on aspects of educational supply, demand and decision-making in relation to language in education.

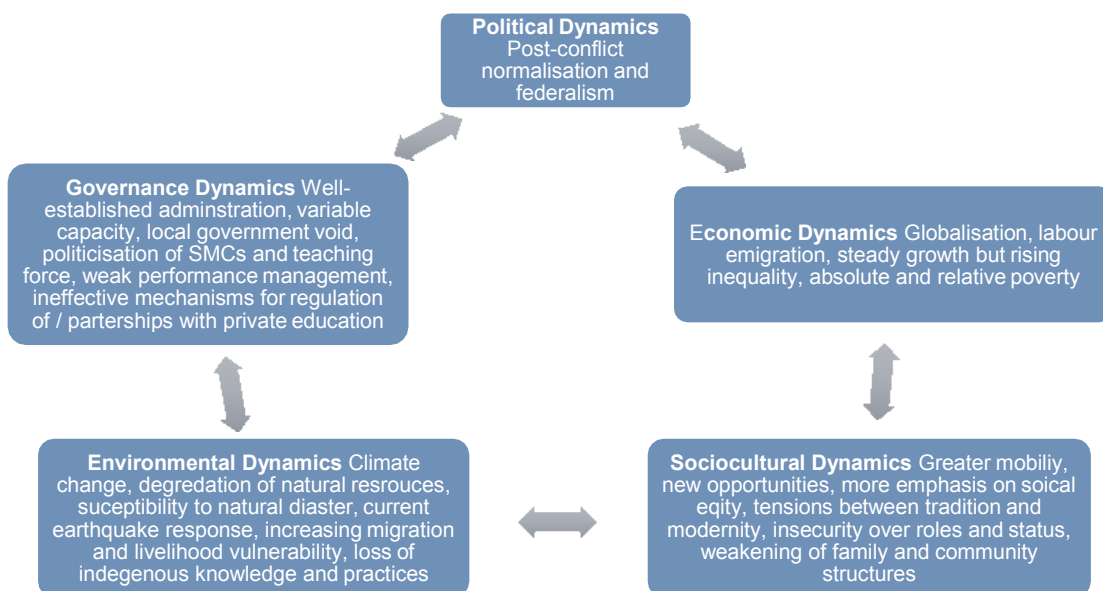
From this analysis, the implications for developing MILE Policy are discussed, both with regards to taking the opportunities presented by the wider context and to mitigating barriers and constraints.

4.2 Key Social, Economic and Political Processes

4.2.1 Interacting Processes

Figure 2 summarises a number of dynamic processes that simultaneously support and constrain the education sector in general, as well as specifically with regard to LiE.

Figure 2 Interacting Societal Processes that Impact on Education and on LiE



4.2.2 Political Dynamics: Debates Around Identity and Federalism

For many centuries, Nepal was a traditional, feudal, Hindu Kingdom, in which complex power relationships and hierarchies evolved with regards to the status, roles and interactions of its different caste and ethnic (and by implication, language) groups. As the language of the dominant ‘high-caste’

groups, Nepali developed as the dominant language of public life and inter-group communication. English, whilst never becoming a first language in Nepal in the way it did for many in India, was also learned by the political elite since colonial times and used in certain official domains, as well as international relations. Meanwhile the other languages of Nepal were progressively side-lined. This was particularly the case during the Panchayat Regime of 1960–1990, which consolidated hegemony of Nepali language through imposition of a ‘One Nation-One Language’ policy and strong insistence on Nepali as the sole Mol for education, as powerfully illustrated by the extracts in Box 10, from a 1956 National Education Planning Commission (NEPC) report.

Such an approach acted as a powerful excluder of Janajati (indigenous) and Madhesi (Tarai-dwelling) groups from many aspects of public life. Nepali remained the official Mol as public provision of primary education rapidly expanded from the 1980s onwards. Children (especially sons) of the elite and better-off had access to English either as a Mol or subject in either private or the better of the public urban schools.

Meanwhile, whilst English became part of the compulsory curriculum in public schools (initially from Grade 4 upwards), the limited availability and competencies of teachers in schools being newly established in remote and rural areas meant that few pupils at such schools had access to English education of any quality.

It is widely agreed that tensions and grievances around inequality, injustice and social exclusion on the basis of caste, ethnicity, gender and geography were central factors in the civil conflict that blighted the country over the period 1996–2006. The specific LiE-related contributory factors included the lower status afforded to non-dominant languages (and thus their speakers), learning disadvantages arising from the social and linguistic dissonance between home and school and limited opportunities for participation of any communities, but in particular those unable to speak Nepali, in decisions regarding education, at either the local or societal levels. Not only did the conflict superimpose on pre-existing caste and ethnic fault lines, but in many ways exacerbated these divisions and a subsequent prolonged period of weak (or in places completely absent) government has created a fertile ground for the manipulation of fears or grievances on all sides, with regards to questions of language and ethnic identity.

The past decade has seen the cessation of overt conflict and following the Comprehensive Peace Agreement of 2006 and adoption of an Interim Constitution in 2007; there has been some stilted progress towards political stability. However, the drafting of the new constitution has proved protracted and contentious. Just at the time of writing this report, in response to the urgent requirements of recovery and reconstruction, on 8th June, the four main political parties reached a 16-point agreement that charts the next steps of forming an eight-Province federal system of governance. However, the Supreme Court is yet to approve any go-head to this plan and there is still a long road ahead.

Questions of ethnicity and language are at the heart of many of the ongoing debates around the form that federalism should take. It is recognised that in a brief analysis such as this there is a risk of oversimplification. Broadly speaking, at one end of the political spectrum, federalism is viewed as a way to simultaneously devolve power and acknowledge the histories and cultures of Nepal’s many ethnic groups and more effective inclusion in state institutions of Janajati, Madhesi, Dalit and other groups. There has been strong reassertion of ethnic, linguistic and religious identities, as illustrated in the marked increase in the number of languages identified in the latest census (see Table 3), as well as in the number of Janajatis identifying themselves as Buddhist (rather than Hindu). Maoist and

Box 10

Extracts from NEPC 1956 report; as cited in Gurung 2002 and Maddox 2003

Madhesi groups have envisaged that state boundaries should be re-drawn without regard to existing demographic boundaries, so that marginalised groups have collective voice and speakers of some languages other than Nepali would be able to use their mother tongues officially in their state, giving Nepal's linguistic diversity the chance to develop in the mainstream

However, some have suggested that overly-zealous promotion of identity-based federalism is creating new divisions, as well as insecurities for smaller ethnic groups who fear finding themselves under a new form of marginalisation. As noted in a report of the International Crisis Group (2012): 'There are many ways of being marginalised in Nepal. Claiming a demographic advantage will not necessarily unite all ethnic groups, as hierarchies make for complex relations between them. Individual identities are themselves multidimensional and social boundaries between groups are often more blurred than fixed definitions assume'.

At the other end of the political spectrum, the Brahmin-Chettri dominated parties, whilst conceding that there needs to be attention to social inclusion, have sounded caution, emphasising the need for social cohesion and continuity, including recognition of the ipso-facto status of Nepali as the main language of public life and wider communication. Some have suggested, however, that the emphasis on 'national unity' is being used by some in order to suppress debate and avoid change. As also noted in the ICG 2012 report, 'in theory, most say they want a fair and equitable society. In practice, the political social and personal recalibrations that must take place for that to happen are deeply discomfiting to many'. These political groups also tend to more strongly associate with market models of capitalism and globalisation and to emphasise Nepal's close ties with India, thus also often favouring a strong place for English in education. As one central level government stakeholder observed: 'There are many visible and invisible dimensions to our relationship with India. Many Nepalis have been educated in India, so over a long period it has come to be thought that development is something that takes place in English'.

Box 11 summarises a range of views of politicians and ethnic group representatives, illustrating some of the range of perspectives that can be taken. It is noted that these are the views of individuals and not the official stance of their parties or organisations).

Box 11 **Some perspectives from politicians and ethnic organisations**

<p>Politicians' views</p> <ul style="list-style-type: none">▪ Education is fundamental right which needs to be addressed practically. Children should get their basic education in mother tongue.▪ Mother tongue is very useful to release expressions from the heart. So, we should promote mother tongue education. In the past, State only focused on one language (Nepali) policy in the name of 'one language one nation'.▪ We strongly demand mother tongues as official languages in different provinces. For example, Tamang MT should be the main official language of Tamsaling State and Magar MT should be the main official language of MagaratState.▪ Mother tongue is very important but we need other languages as well. We need to give emphasis to English as an international language, to a limited extent. Over emphasis in it may hinder contents in other subjects such as Social Studies, Science and Mathematics. During the period of 'peoples' war' for ten years we used to be reluctant in using English words while delivering speeches. This was not good as some English words are more commonly used rather than Nepali for example 'engineer' rather than 'Abhiyanta' in Nepali, 'driver' rather than 'chaalak' in Nepali. It means that extremely negative or positive attitude towards use of English is harmful. We need to make sensible balance of this.▪ Local languages cannot contribute for globalisation. Singapore started from English and developed tremendously. We need Nepali language for identity, English language for globalisation and Chinese language for business purpose. Indians have already adopted English.▪ How can a Magar survive with only Magar language where this language does not have script? Can Magar language contribute for development of the country? Some highly educated people who have already sent their children to foreign countries for further study have been advocating for education in Magar and Gurung mother tongue for poor people. This will push poor people toward further disadvantage. Europeans are backing to them with vested interest. <p>Ethnic Group Views</p>

- To be honest, I am not convinced with this current practice of Nepali language as medium of instruction and subject of instruction. One research conducted by Professor Dr Binay Kushiyait has clearly depicted that language is the first most cause of school dropout in Madhesh / Terai region of Nepal.
- Local language should be used as means of communication at local governance and the lingua franca of the federal state should be the language of federal Nepal. Mother tongue in primary school and lingua franca in lower secondary school should be the medium of instruction and English should be introduced simultaneously.
- Language is at the core of everything. If language is lost, all our culture is lost. Each should focus on preserving its own language, whilst respecting others.
- Social inclusion requires leaders from all communities to recognise our history in which our multicultural nation has been made more monocultural. A change of heart is required, emphasising our peaceful coexistence. Otherwise, after an 11 year vacuum, conflict could reoccur.

4.2.3 Economic, Social and Environmental Dynamics

Nepal is also in a process of economic transition. Whilst the business climate has only slowly improved and tourism still not fully recovered from the years of turmoil, globalisation has rapidly increased the incidence of labour emigration. The resultant overseas remittances have kept on increasing and there has been modest but stable economic growth, reflected in poverty reduction and human development gains, including those that have been achieved in basic education indicators. However with 33.9% of the population living on less than \$1.25 a day, Nepal still ranks as the third poorest country in South Asia (World Bank 2012). Even more concerning is that Nepal also has the highest level of income inequality (Gini Coefficient 47.3) in South Asia. Poverty (closely associated with poor health, nutrition and literacy indicators) varies markedly according to geographic location, interacting with gender, caste and ethnic inequalities.

Nepal's natural environment provides rich natural resources and significant opportunities for tourism. However, as tragically demonstrated in the recent earthquake catastrophe, the country is also very susceptible to natural disasters. There is also a wider range of environmental vulnerabilities, including the impacts of climate change, deforestation and land degradation. Given that poor and remote communities are often those most vulnerable to these processes, these have tended to exacerbate poverty and livelihood vulnerability.

Nepal, like most countries in the world, is also experiencing very rapid socio-cultural, as modernisation, globalisation, increased mobility and access to technology creates tensions between the traditional and the modern. On the one hand, many people have greater access to the outside world, some women and girls are enjoying more opportunities than in previous generations and some of the former restrictions and injustices of social and caste hierarchy are gradually being loosened. However, with these changes has come increased social insecurity and crises of identity. It has been observed in many contexts that those who have recently moved from absolute to relative poverty, or access rights that have historically been denied to their group or community, are understandably less secure in their new status and fearful of its loss. One response is to bolster one's fragile sense of prestige and security through creating new forms of social status and hierarchy. Meanwhile, there can often be a sense of resentment on the part of those left behind, excluded from the benefits of modernisation and development. Young people, in particular, often face difficulties in reconciling a traditional and modern identities, especially where there has been an erosion of supportive family and community structures. As a result, many traditional cultures and languages are being undermined, risking a loss of diversity and valuable wisdom and practices that would in fact be very supportive to sustainable development.

Regarding questions of language in education, socio-economic dynamics are tending to pull in a different direction from the political dynamics around identity and federalism, in particular creating a strong demand for a strong focus on English from the very beginning of education. Box 12 (see page 30) provides an illustration of these dynamics from Rasuwa district, but it is noted that this same high demand, with many similar reasons, was found across the study districts. Many communities are strongly preoccupied with their immediate survival and livelihoods needs. Education might not be a high priority at all or, if it is, given that it brings with it an immediate 'lost opportunity cost' (of children's work to support the family livelihood) it is weighed judiciously in terms of the anticipated longer-term economic gains. For parents anticipating that their children are destined for the foreign labour market, or families already involved in tourism, the economic benefit of education is seen to derive primarily

from the acquisition of English. Thus many poor parents, unaware of the educational technicalities, are demanding English as a Mol from the earliest grades. This is the case even though many communities have maintained strong pride in their own languages and cultural traditions (Kadel, 2015). As one central-level government stakeholder described: 'neoliberal commodification and globalisation are seemingly working in their own way. Now people are only interested in the economic benefits of education, creating problems on the demand side for multilingual education'.

Socio-cultural change has also tended to pull in the direction of English, as well as Nepali over other mother tongues. It is understandable that those that have been marginalised in the past and now seek greater inclusion would want to gain access to languages that have clearly brought influence and opportunity to others and view with suspicion approaches that appear to hold back or delay access to these languages. It is also understandable that those who have recently escaped dire poverty, or in some cases lost their traditional social standing, might imitate the behaviour of elite groups that have long-since sent their children to prestigious English medium schools. Young people, also, might opt for English or for a local LWC to associate themselves with 'modernity' and distance themselves from what they have come to view as 'backwards' traditions of their own family or community.

4.2.4 Governance Dynamics

It has been noted that linguistic and cultural diversity can be rich resources for national development, not necessary a problem or cause of tension or division. However, how far diversity is tapped as a resource and different groups feel a sense of inclusion and are willing to 'buy in' to some overall national values depends very much on factors of 'good governance'. Nepal has some strengths in this regard. There is a well-established administrative system and basic structures, systems, human resources and aid coordination mechanisms are in place, including in the education sector. All of Nepal's diverse communities have traditions of self-reliance. However, there are considerable challenges in the full development of human capacity and in creating effective institutions. Line ministries still tend to be geared towards delivery of – and accounting for – inputs rather than giving strategic direction based on strong technical evidence. Performance management is still

Box 12

A Changing Political Economy of Language:
the Example of Rasuwa District

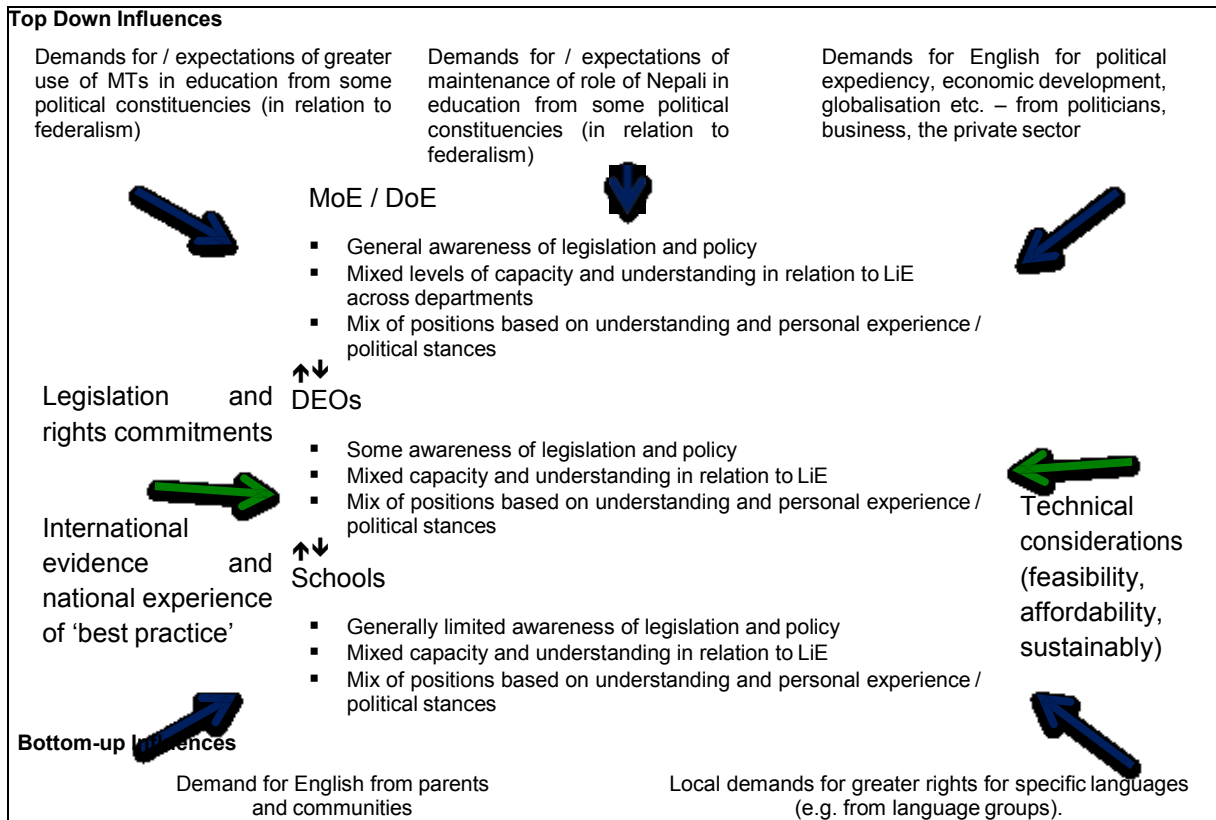
embryonic, so there is little incentive to act as a 'duty bearer' of rights, or to innovate. Corruption and political interference are quite widespread at different levels of the administration and local governments, and there has been considerable politicisation of the teaching force, as well as of School Management Committees (SMCs) in many districts. These weaken the authority and agency of bureaucrats, even at the highest levels. Those who can afford it are increasingly availing themselves of the option of private education, which is less affected by these constraints. However, there are limited mechanisms to ensure that institutional (private) schools uphold principles of non-discrimination and deliver the quality education that they claim, or to harness their capacity for overall educational development. Meanwhile, whilst there has been a growth of civil society organisations (CSOs) and organisations representing Dalits and disadvantaged Janajati groups, many citizens, with limited literacy skills and overburdened by everyday survival needs, are not yet empowered to demand their basic rights and participate in the monitoring of service delivery.

With regards to questions of language in education, the governance context has several implications. On the positive side, there are capacities, structures and systems on which to build a sound language policy and approach. There is also a developing civil society to help to support improved equity and inclusion in education, alongside community participation and capacity for 'informed choice'. On the other hand, the sector as a whole is constrained by wider institutional and governance bottlenecks. The decision of the MoE in 2012 to permit schools to choose their own Mols, in full realisation that this was at odds with legislation and stated policy, is a strong illustration of the extent to which the MoE is constrained by wider forces. Other challenges include difficulties in implementing policies to redeploy teachers according to the language needs of children, or to direct and guide SMCs. One politician opined 'we should reduce gap between private school and community school. Private schools are profit oriented rather than service-oriented. Gradually private schools need to be brought under the framework of cooperatives, in order to create more level opportunities'. Teachers in Palpa seemed to agree, saying: 'the MoE and DoE should develop a Mol strategy for both the community schools and the institutional schools'.

4.3 The Influence of the Political Economy on the 'Duty Bearers' of Education

The complex political, governance and socio-economic contexts create a range of influences and pressures on the 'duty-bearers' for education policy-making and service delivery at the national, district and school levels. It has been attempted to capture these in Figure 3. Stakeholders experience both 'top down' pressures from politicians, powerful business interests and from the higher levels of the education administration. However, they are also influenced by 'bottom up' pressures from parents and communities. At each level and in each location, the strength of each particular influence might vary, for example school and district level stakeholders are particularly influenced by parental demand. As one ADEO pronounced at a consultation meeting: 'you may want to talk about mother tongue education but I would prefer to talk about English, which is the demand of the parents!'

Figure 3 Political Economy Influencers on LiE Duty Bearers



However, it is important to note here that, just as education actors do not merely act from a 'rational', technical perspective (i.e. marrying objective evidence of best practice with factors of feasibility in terms of human and financial resources etc.), neither do they respond purely according to the relative external pressures. Rather, there is a combination of the two, according to stakeholder's own capacity, understanding, principles and experiences regarding language and education, as well as their skills to communicate and negotiate. Those that have a clear understanding of the international evidence and realise that there is space (both cognitively and in societal terms) for 'mother tongues and other tongues' are in a better position to reconcile these different demands and steer a course that keeps to the forefront what will achieve improved learning outcomes for children. This leads to the conclusion that there are many factors of the political economy context that can be overcome, or at least mitigated, through adequate capacity development, dialogue and advocacy. That said, more problematically, it also seems clear that the development and implementation of effective MILE policy will be at risk unless wider factors of 'good governance' can be simultaneously addressed. As aptly summarised by a study informant from the National Planning Commission: 'we should focus on peaceful coexistence, not competing languages, all should exist and prosper, not one at the expense of the other. It is the responsibility of the State to put all the information in perspective and convince people of this united way forward. If policies are not well translated into practice, then people will become suspicious of the leaders' and policy makers' intentions'.

4.4 Summary: Implications of the Political Economy for MILE Policy Development

Box 13 Implications of the Political Economy for MILE Policy Development

- a. MILE Policy should clearly articulate the importance for society of MTs, Nepali and English and explain how each can reinforce the other and support inclusion, peace-building, social cohesion and socio-economic development.
- b. It will be essential for MILE policy to incorporate a strong, multi-level communications, capacity development and advocacy **strategy**, so that the policy itself is clear and well-known, the rationale for the approach understood and accepted and all stakeholders feel included, engaged and able to voice their views and concerns.
 - For leaders and policy-makers, the strategy should communicate the possibility of effective balance and anticipate and address mistaken assumptions and raise awareness of specific difficulties faced by marginalised children in the early years of education
 - For parents and communities, such a strategy should focus on simple explanations of the reasons for use of MT, Nepali and English at different stages, support dialogue on the multiple benefits of education and ensure that communities do not misconstrue effective sequencing and use of the MT as initial Mol as an attempt to deny access to Nepali and English.
- c. **Given the ongoing developments in relation to federalism, there should be flexibility in MT choice to allow for possible increased use of some MTs (especially LWCs) under a federal system.**
- d. **Continued actions to support 'good governance' in and beyond the education sector will be important, in particular with regards to:**
 - Application of key elements of language policy to private schools
 - Broader partnerships with – and regulation of -private education both to harness capacity for language learning in and beyond formal classrooms and uphold rights to quality education and non-discrimination.
 - Institutionalisation of structures for broad, equitable and ongoing consultation and participation on all aspects of education, in particular on the part of the most marginalised citizens and communities.
 - Continued implementation of strategies to reduce political interference and improve teacher management.
- e. **Recognising** the various economic and socio-cultural drivers, effective implementation of MILE policy will benefit from complementary actions (through cross-sectoral and civil society partnerships etc.) to support areas including:
 - Broader language planning and support to the development of the languages of the country
 - Migrant preparation (e.g. non formal preparation classes) to reduce pressures on the early grades of primary school
 - Support to marginalised and vulnerable linguistic communities for cultural revitalisation linked to sustainable livelihoods development.

5 Technical Considerations: Current Strategies, Practices and Capacities for Language in Education

5.1 Introduction: LiE Policy, Plans and Institutional Structures

This chapter focuses on the last, but most central, set of factors that will influence and inform the development of MILE Policy, namely the actual state of policy development, strategy, practice and capacity (human, technical and financial) in the education sector at this current time. The chapter presents and analyses the findings from the relevant literature (including strategic documents, project reports and evaluations), from the consultations at central level and from the field visits. It focuses in particular on the time period of the soon-to-be-completed School Sector Reform Program (SSRP), namely 2009–2015. It begins with an analysis of how MILE issues are addressed in the SSRP and other core documents, proceeds to explore experiences of implementing and up-scaling MTB-MLE pilots, with the introduction of English as Mol and of other language-related initiatives or issues. It then discusses some of the wider trends in the sector that have implications for how language has been addressed, or might be addressed in the future.

5.1.1 Education For All 2004–2009 Program

It was introduced in Chapter 2 that a number of national frameworks, including the additional 'EFA Goal 7', set the scene for progress on language in education within the education sector. During the period of the basic education sub-sector EFA 2004–2009 program that preceded the SSRP, first steps were taken address this goal. Two research reports undertaken by the Centre for Education Research, Innovation and Development (CERID) provided initial analysis of the Nepal situation. The first of these, 'Meeting Learning Needs of Children of Indigenous Peoples and Linguistic Minorities' reported that 'although use of mother tongue as the medium of instruction at the primary level was found to be politically, emotionally, and pedagogically correct, several practical issues emerged in the field' (CERID, 2005). The second: Access of Disadvantaged Children to Education, explored the fact that children who speak a mother tongue other than Nepali language were encountering significant difficulties in Grade 1 (CERID 2005b).

Subsequent to these reports, the MoE implemented the program Multilingual Education Program for all non-Nepali Speaking Students of Primary Schools of Nepal, supported by the Government of Finland from 2007–2009. This project supported selected schools in the six targeted districts of Jhapa, Dhankuta, Sunsari, Rasuwa, Palpa and Kanchanpur, to implement MTB-BLE in the early grades of primary school. Eight languages representing all four language families were included in the project. Whilst the program followed a project modality, some steps were taken to establish institutional arrangements to take the work forward and support sustainability, including MLE sub-committees at the district and school levels and a national Steering Committee.

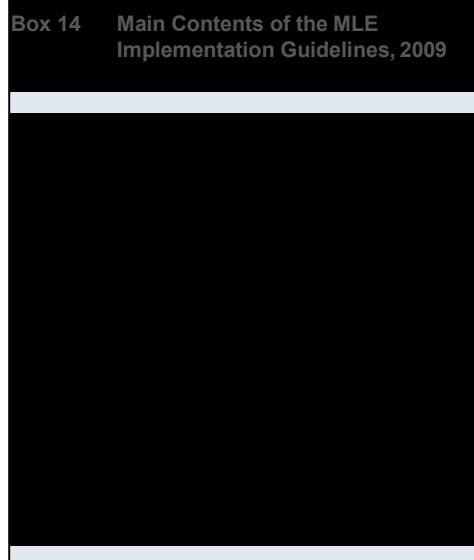
5.1.2 The SSRP 2009–2016

The SSRP Core Document identifies 'policy directions' to include 'introducing the mother tongue as the medium of instruction'. Within SSRP's overall goals to improve equitable access, quality and management, there is a numerical target to have established 'MLE in 7,500 schools' by the end of the plan period, through scaling up the piloted approach. In the SSRP Implementation Matrix it is stated 'the CDC will make necessary arrangements for the development of learning materials in different languages. A comprehensive MLE framework will be developed at the national level and it will be implemented gradually in schools through the DEOs'. MLE Implementation Guidelines were developed in 2009 to guide further implementation and scaling up of the approach. The main contents of these guidelines is summarised in Box 14.

Whilst there was clearly an intention to scale up MLE, there is limited discussion of Mol issues either in the SSRP document itself (2009–2014) or in the SSRP Extension Document for 2014–2016. It is not clear on what basis the '7,500 school' target has been identified, nor what can be defined as an 'MLE school'. The MLE Project Completion Report (2011) highlighted that, despite general progress under SSRP towards a 'sector wide approach' modality, the MLE initiatives in many ways have

remained a separate project modality, financial and institutional support has been patchy and that there were inadequate strategies for sustaining the approaches beyond the duration of the external support. Institutionalisation was no doubt further hindered by the delay of some critical reform initiatives of SSRP including an Education Policy committee and Education Review Office, which have been waiting upon amendments to the Education Act. The DoE Planning Unit reported that 138 schools specifically requested support as 'MLE schools' this year, which is clearly a fraction of the target number.

More broadly, it has become apparent that there was an omission to conceptualise MLE within a wider language strategy for all schools, which captured issues related to MT, Nepali and English and their relationship to each other. Thus there was no clear identification of wider sector strategies required to support MLE. As identified both in the SSRP Mid Term Review (Cumming et. al, 2012) and a recent evaluation of the European Union's budget support to SSRP (Seel and Bajracharya, 2015), this omission is symptomatic of a more general weakness of the SSRP in terms of a limited vision for what constitutes 'quality' in education and insufficient attention to the interlinked classroom processes of language, pedagogy, curriculum and formative assessment, which alone can make a direct impact upon learning outcomes.



As noted in the introduction to this report, the MoE has recognised these challenges and the need to achieve a more comprehensive, integrated approach to all aspects of LiE. As a first step, the MoE prepared the draft 'MoI Road Map' in 2014 (see table 1 in Chapter 1), whilst this study represents the next step in strengthening a comprehensive approach to language in education.

5.2 Initiatives and Practices in MTB-MLE

5.2.1 Introduction: MTB-MLE over the SSRP Period

Despite the absence of clear conceptualisation in the SSRP, in practice the outset of SSRP saw considerable efforts to work towards the '7500 schools' target, through expanding the project model to more schools. A selection of these schools from all six districts were visited as part of the research for this study.

Additionally to the MoE-led MLE program, there have been – or are currently – a number of NGO-supported MLE programs. For the main part, these are implemented in community schools in partnership with local government / DEOs, however a few in the initial phases supported communities in establishing their own schools in order to have more freedom over curriculum and pedagogy in order to ensure quality and demonstrate the potential impact of the new approach. One such example is the work of Nepal National Languages Preservation Institute supported by the Summer Institute of Linguistics, implemented in three Rajbansi schools in Jhapa district, which were included in the study by means of discussions with managers at the central level and consultations with teachers attending a training taking place in Damak at the time of the field visit.

Just prior to the start of SSRP, CERID undertook formative research on the mainstreaming of religious schools (Study 19, 2007; Study 20, 2007; Study 26, 2008; Study 35, 2010). Such schools include Gumba (over 1500 Tibetan Buddhist monastery schools of mountain regions), Vihar (Newar Buddhist institutions found mainly in the Kathmandu Valley), Gurukuls (schools associated with Hindu temples and traditionally run by Guru for Brahmin boys only) and Madrasa (Muslim schools associated with mosques, found mainly in the Western Tarai). Since then, there has been a gradual increase in the number of these schools that receive government funding and support for fusing of their traditional curricula with the national curriculum and textbooks. Given that these schools have particular issues regarding addressing MT teaching and Nepali in relation to languages that are associated with their respective religious faiths (Sanskrit, Tibetan and Arabic), examples of such

schools were also included in the study sample.

Table 5 gives data on the schools visited as a part of the MILE study, which were part of the MLE piloting initiative, other NGO-supported MLE initiatives, or faith-based schools. Further information included in the following sections was taken from the MoE MLE Project Completion Report (2011) and in an additional study on Mother Tongue Based Multilingual Education in Nepal carried out by Santwana Memorial Academy Pvt. Ltd. in 2012 and other reports.

Table 5 MLE Schools Visited

Districts	Schools	Type / Grades	Language Approaches
Rasuwa	Bhimsen Lower Secondary School, Thulo Bharkhu	1–8	Tamang Mol originally to G3 but now only for G1, then as a subject. One of original MoE pilot schools.
	Saraswati Lower Secondary School, Thade	1–8	Tamang Mol originally to G3 but now only for G1, then as a subject. One of original MoE pilot schools.
	Gaun Pharka Rastriya Primary School, Bokejhunda	1–5	Tamang Mol originally to G3 but now only for G1, then as a subject. Satellite of original MoE pilot schools.
Dhankuta	Deurali Lower Secondary School, Dhankuta Municipality 8 Santang	1–8	Previously used Athpariya MT for G1-G3, now switched to use as subject only. One of original MoE pilot schools.
Jhapa	Rastriya Ekata Primary School, Haldibari 9	ECED – Grade 5	Santhal and Rajbansi Mol in early grades, now used only informally, switch to English Mol. One of original MoE pilot schools.
Sunsari	Sharada Primary School, Simariya 8	ECED – Grade 5	MTB-MLE in Uranw, Tharu and Maithili languages, as Mol for grades 1-3. One of original MoE pilot schools.
Kapilvastu	Jana Kalyan Higher Secondary School	ECED-G12	MTB-MLE in Tharu, Avadhi and Nepali since 2012 – now G1-G4. Supported in MLE over SSRP phase by local NGO and INGO
Kapilvastu	Pukali Primary School, Derawa	ECED – 5	Avadhi as Mol ECED-G3 since 2012, supported by an INGO.
Dhanusha	Shishu Sadan, Janakpur Dam	ECED	Maithili MT
Banke	Darul Uloom Madina Madrasa, Nepalgunj	G1-G5	Urdu as Mol, with Arabic, Nepali and English as subjects from G1
Palpa	Nawa Jagrit Primary School Chidipani	ECED-G5	One of original MoE pilot schools. Magar MT g1-G3.
Kanchanpur	Rastriya Lower Secondary School	G1-G8	One of original MoE pilot schools Rana Tharu as Mol ECED-G3
Kathmandu	Seto Gumba, Boudha	G1-G12 and adult education	Tibetan, Nepali and English from G1, using 3 scripts of Sambhota, Devanagari and Roman respectively.
Kathmandu	Ved Vidyashram Sanskrit Secondary School, Guashala	G1-G12	Nepali Mol with Sanskrit and English as subjects from G1 Sanskrit jointly with Nepali as Mol from G4

5.2.2 Curricular Approaches (Sequencing, Materials, Scripts) in MLE Schools

Sequencing issues: As indicated by the data in Table 5, quite a variety of approaches have been taken and it is also apparent that many schools have changed their approaches over the last few years. It was found on our visits, consistent with the project reports, that the MLE pilots tended in the beginning to focus strongly on the ‘MT base’ part of the equation, but less so on the full sequence of L1, L2 and L3. Linked to this, there also seems to frequently be considerable confusion regarding whether the MT should be used as a Mol or taught as a subject. Clearly, the original intention was that the MT should be the Mol in the early grades and, where possible, be continued as a subject later, in the model of MTB-BLE. In practice, the final MLE project evaluation found that around half of the pilot schools were teaching the mother tongue only as a subject. Sharada Primary School in Sunsari reported that it uses three MTs (Uranw, Tharu and Maithili) as Mols in ECED and grade one and then teaches all MTs as subject in grade two and three.

Participants at a district-level consultation meeting in Dhankuta reported that DEO staff and RPs, not only head teachers and teachers, are not clear as to what should be the ‘correct transitional model of mother tongue-based MLE’. The 2012 report further identifies situations where pilot schools have introduced MT teaching in G1 whilst linked ECD centres continued to introduce Nepali as a Mol.

In contrast with most of the teachers consulted, the teachers of NNPLI – supported Rajbansi schools in Jhapa were very clear about what the sequencing should be for introduction and use of Rajbansi, Nepali and English as subjects and Mols for different grades and stages, suggesting the benefit of a clear structure, adequate training and sustained support to teachers.

Table 6 gives three examples of the proportion of time that schools estimated they use MT and Nepali in teaching. This further highlights quite wide variation in practice and a need for further guidance on this issue.

Table 6 Three Approaches to Sequencing the Transition from MT to Nepali Mol

Grade	Palpa	Bardiya	Banke	Grade	Palpa	Bardiya
	Magar	Nepali	Tharu	Nepali	Urdu	Nepali
ECED	100%	0	99%	1%	-	-
Grade 1	90%	10%	50%	50%	70%	30%
Grade 2	90%	10%	50%	50%	50%	50%
Grade 3	70%	30%	40%	60%	50%	50%
Grade 4	50%	50%	30%	70%	40%	60%
Grade 5	40%	60%	10%	90%	20%	80%

One issue that many stakeholders emphasised was that, not only is it unclear when Nepali should be introduced, but also what pedagogy should be used. In most cases, for Nepali as a subject and subsequent Mol, schools used the standard curriculum and books as used for children whose mother tongue is Nepali, with no special adaptations for learners of Nepali as a second language. However, reflecting what has been found to be common internationally, many teachers reported – or were observed to be – using the MT quite extensively in supporting children to acquire Nepali and to scaffold their learning when Nepali was being used as the main Mol. Indeed, in a number of cases, parents were very supportive of MT use as a Mol in this way, for example Tharu parents and teachers said that the MT should be ‘used as a Mol but not for textbooks’. Similarly, Doteli parents felt that their language should be used as an oral Mol but was near enough to Nepali for there to be no need to teach literacy in Doteli. By contrast, other schools had developed bilingual or multilingual textbooks and taught one or more MT together with Nepali. For example, Modern Newa English School in Kathmandu uses bilingual materials and approach in Nepali and Newari. Teachers that had received training and / or project support were generally better able to use active and age-appropriate pedagogies. By contrast, others, including many in the faith-based schools, relied heavily on rote learning of texts, with limited focus on understanding.

Some schools have faced the challenge of MT-based education in heterogeneous classrooms. Kadel's study 'Ethno-linguistic Diversity and Exclusion: A Study of Linguistic Minorities in Nepal' (2013) observed, in the same Sunsari school that was visited for this study, that Uranw, Tharu and Maithili languages were all being used in the same period of 45 minutes, dividing the time for three mother tongues into slots of just 15 minutes each. Whilst this demonstrated an admirable effort on the part of the teachers (some of whom were not trained) to include children's mother tongues, it of course proved extremely difficult to cover the curriculum content through this approach. District officers and RPs in Dhankuta similarly noted that addressing the learning needs of linguistic minority children such as Athpariya, Limbu, Bantawa and Magar in multilingual classrooms has been a major challenge for teachers. At the school visited in Jhapa, some teachers, SMC members and parents suggested that it would be better to have separate schools (with hostel facilities) for Santhali mother tongue education rather than attempt to teach Santhali as Mol in community schools where mixed groups of children are enrolled. Interestingly, this was not proposed for Rajbansi, perhaps because of the greater numbers of children, the greater stability of the Rajbansi population and the closer relation of Rajbansi to Nepali.

Curriculum and textbooks: A main reason for the limited adoption of MTs as the full Mol seems to have been low availability of textbooks. In the Dhankuta MLE pilot school, Athpariya mother tongue was used as medium of instruction for grade one to three for 2–3 years whilst the project was running. Textbooks of grade one and two were developed with the help of a local expert, which was very much appreciated by parents and communities. However, the project could not provide support

for the reprinting of grade one and grade two textbooks that were locally developed nor for development and publishing of grade three textbooks in Athpariya MT and after phase-out of the project support, Athpariya language was shifted in status from Mol to a subject. Similarly, in Rasuwa, it was reported that text books in Tamang language (in Devanagari script) were developed locally for grade one and two in the beginning. However, schools did not get support for developing and publishing text books in Tamang language for grade three as planned, nor for revising and re-publishing the second edition of the textbooks for grade one and two (in which some mistakes had been spotted). Thus, scarcity of the textbooks in Tamang language has emerged as a major challenge for continuity and sustainability of MTB-MLE in Rasuwa. Some stakeholders felt that MT materials were poor quality and others pointed out that materials should not only include textbooks but should include materials that support teachers, for example multilingual dictionaries and teacher guides. The comments in Box 15 illustrate some of these issues.

Box 15

Comments on textbooks and materials for MT teaching

Officers of the Curriculum Development Centre (CDC) shed further light textbook challenges. They reported that CDC has so far developed textbooks in 23 national languages. However, due to resource and capacity constraints, these textbooks were essentially developed centrally through the direct translation of the existing Nepali language textbooks, without a process of local adaptation or validation. There are various technical reasons why direct translation of majority textbooks is generally not appropriate for early grades MT teaching, for example early grades books often rely on repetition of high-frequency words, or use of rhyming words (for reinforcement of word recognition and phonetic awareness), but these might not work in a different language. CDC officers concurred with local feedback (e.g. from Rasuwa) that the 'official' version of languages employed in some books is inconsistent with locally spoken forms of

that language, rendering them inaccessible to teachers and students. There have also been limitations in adaptation of MT books to local environments and cultures – hence words, sayings or stories that would be easily understood by MT speakers do not find their way into the official books. Moreover, only a few books have so far been developed for each language (e.g. just for G1 and perhaps G2). With the trend towards relegating MTs to the status of a subject, there has even been a decline in demand for these books in the last few years.

Scripts: A further issue in some schools has been regarding what scripts to use for MT teaching. In Rasuwa, with the encouragement of local language advocates, schools started to use textbooks published in the traditional Sambhota script. This has created learning complexities for Tamang children as teachers themselves (except some Lamas) do not know much about the Sambhota script. Children also face difficulty in comprehension of some Tamang words included in the textbooks written by an author from Rachechhap, where a different dialect of Tamang language is spoken. Similarly, in Dhanusha, many schools are opting now for Devanagari script for use of Maithili Mol and considering how to make it possible to introduce Mithilakshar script as a subject at a later grade. This issue highlights the need to distinguish the use of MTs as Mols for learning purposes and the role that education might have in language preservation and revitalisation.

Assessment: It was explored how far children are assessed in their mother tongues and how far, where the MT is claimed to be a Mol, it is used for internal testing in the early grades. On the whole, it seemed that schools were not testing children in the MT. However, Sharada Primary School prepares early grade annual end-of-year examination questions in Uranw, Tharu and Maithili languages.

5.2.3 Teachers in the MLE Pilots

Teacher availability Challenges of curriculum and materials for MLE are, of course, intertwined with issues the availability of teachers with the right language backgrounds and their competencies to deliver the curriculum through effective pedagogy. Teacher availability for MT teaching varies widely by district. In Rasuwa, Tamang teachers are widely available. It was reported that even teachers from the Tarai region can teach in Tamang language. In the school in Sunsari, there are six teachers including ECED facilitator who speak Uranw (2), Tharu (3) and Maithili (1) as MT. Interestingly, all of these teachers could speak at least one (usually two) of the languages present in the community other than their own mother tongue. By contrast, there are inadequate mother tongue teachers in Dhankuta, whilst district officials in Dhanusha pointed out that for some MTs there are not enough teachers, for example a ratio of only 1 MT-speaking teacher for 60 children. Teachers' transfer has been a difficult job and there has sometimes been 'resistance or a lack of care' on the part of teachers regarding learning the MTs of the children. Dhankuta Municipality provided support for one teacher's salary at Deurali Lower Secondary School, Santang, however it could not continue that support later on.

Teacher competencies: The teachers involved in the early stages of the pilot program had considerable opportunity for professional development in relation to language issues. They received various courses of MLE training, attended workshops and gatherings at the national level and had exposure other MLE piloted school in other districts. Some also got the chance to visit MLE schools in Odisha and Andhra Pradesh, India. Teachers generally appreciated these opportunities and benefited from them. Many have implemented some of what they learned and, to some extent, been better able to respond creatively and appropriately to children's learning needs. However, many still struggle with heterogeneous language contexts and although it was found that many teachers have found ways to use the MT to 'scaffold' the learning of Nepali as a second language, they had not had specific training on this. As Avadhi teachers in Kapilvastu said 'we have developed some skills in teaching Avadhi as an MT and introducing Nepali and English as subjects but we need to enhance our understanding and skills for a smooth sequence and transition from MT to Nepali – and sometimes eventually English – as the Mol'. Overall, the inputs over a couple of years focusing on a few teachers seems to have supported these individuals but been inadequate to achieve sustainable changes in understanding and pedagogic practice within schools as a whole, or to spread these to other schools.

5.2.4 School Management and Community Participation in the MLE Pilots

School Committees: The MTB-MLE Implementation Guidelines make provision of MLE Sub-committee at the school level. However, this committee has not been formed even in the MLE pilot schools. Meanwhile, in general it was reported that SMCs did not play a clear or effective role in relation to MLE. SMC members interviewed were not well aware about benefits of MLE and strategies to be adapted to scaling up of MLE. In some cases, they were more generally dysfunctional, for example, at the example school in Sunsari, the tenure of the previous SMC and Parent–Teacher Association was over in 2011, but the new SMC and Parent–Teacher Association are not yet formed. This gap in effective school management structures for MLE probably limited the involvement of parents, with direct implications for the success and sustainability of MT-based approaches. Sharada School in Sunsari stood out as an exception to the rule, where a strong level of support from school management and the community enabled the school to continue the approach beyond the duration of project support and even when under pressure to switch to English as MoI.

School Improvement Planning (SIP): Perhaps unsurprisingly given the gaps in school management, even the MLE pilot schools do not include sociolinguistic information or language planning in their SIPs. Many head teachers, RPs and district officials interviewed so far have identified this as an important gap, recognising the need to base district (and national) planning on better language mapping of communities by school catchment area. In the absence of this, in some cases decisions have been inappropriate, for example attempts to introduce MT-based teaching where in fact there had been a high level of language shift away from the MT, or in situations where the local catchment area was linguistically very diverse. For example, in Haldibari Jhapa, the SMC chairperson stated that they included Santhali MT in the beginning and he did not know how Rajbansi MT was added later on. In recent years, many Santhalis have migrated to other parts of the district as tea garden workers, or across the border to India, thus their number has significantly decreased.

Most schools do record children’s ethno-linguistic backgrounds in their enrolment registers, though in some cases it was found that schools had made their own decisions to combine or subsume certain groups. It was understood that it could be useful to track children’s achievement according to their language background but it does not seem that this is yet being done in any systematic way.

5.2.5 Policy, Management, Technical and Financial Support to MLE

Policy and guidelines: The field visit investigations found that issues at the district level to a large extent reflect-and to some extent account for – the strengths and weaknesses of the MLE piloting at the school level. District officials were generally aware of the various constitutional provisions and stipulations on language and of the MLE guidelines. However, these did not include any guidance with regards to the developing situation with regards to English and also had some gaps with regards to language sequencing and introducing Nepali as a second language. Some also pointed out that the guidelines focus on ‘what to do’ without much detailed support for ‘how to do it’, or how to solve common problems.

Planning and Coordination: Although it is mentioned in the Implementation Guidelines, there has been limited use of sociolinguistic information in district education planning and District Education Plans have tended not to include language planning / MoI issues. This seems to have been down to a combination of a lack of priority to this or a lack of understanding on how to undertake such a mapping in practice.

As per the MLE Implementation Guidelines, the District Curriculum Coordination Committee is the responsible body for taking forward MLE initiatives at the district level. However, it was found that many committees (including in Doti, Bardiya and Rasuwa) are barely functional. At best, their role is limited to organising two meetings annually as a bureaucratic requirement. Issues pertaining MLE initiatives are not adequately discussed at the district level and sometimes it was not clearly understood how language needs to be addressed as integral to the curriculum (not a separate issue).

Technical support to schools: During the early years of the implementation of the MLE pilots with support from Finland, it seems that support to schools was substantial. Pilot schools received frequent technical support as well as visits that gave encouragement and provided opportunities for disseminating information regarding the successes and challenges of the project. Parents of the school visited in Dhankuta reported 'during the project period, the school was visited by MoE, DoE, the Regional Education Directorate, DEO, RPs, many donors, the Finnish National Board of Education and also consultants, time and again'. However, study informants in Jhapa, Palpa and Kanchanpur perceived that even in the project phase most support came from the central ministry and from the project, but rather less so from local officials. There was strong agreement across the sample of schools and districts consulted so far that the frequency of visits from DEO and DoE staff and outsiders has been reduced significantly since the phase-out of Finland's financial support since 2011. It was frequently suggested that MoE has not paid enough attention for developing human resources for MTB-MLE and that local government officials are not fully committed to the approach.

There have been some school visits linked to particular events or purposes but there has been a lack of regular and systematic monitoring and technical backstopping in the schools where MTB MLE has been implemented, except where this has been taken forward by an NGO or CSO.

In Khanchanpur, a headteacher noted 'Rana Tharu education is not yet dead but is seriously ill', mostly due to the lack of technical support from the DEO. Meanwhile, schools that still have some support, especially where this has been sustained over five years or more, continue to flourish.

Financial support: Under the pilot project, each school received an annual grant of 10,000 rupees (around \$100) which, although small, was sufficient to support some local materials development. Financial support has also dwindled, with some DEOs unable to find the funds in their own budgets or unwilling to prioritise MLE, however some schools reported that they still receive the annual grant.

Scale-up and sustainability: The intended scale up of the approach through the pairing of MLE schools with 'sister schools' seems generally to have failed because the work was not sufficiently consolidated within the pilot schools for them to be ready to mentor others, as well as because of lack of resources allocated to the sister schools. The provision of financial support has also ceased in most cases. Various stakeholders suggested that Municipalities and Village Development Committees should provide funds for MLE initiatives at the school level. Some schools remain very much committed to continue MLE if they receive technical and financial support from their DEO. They pointed out that they have already developed the foundation for MLE. Hence, they can revitalise MLE in the school with just a modest level of support.

5.2.6 Impacts of MTB-BLE

Despite the considerable challenges, an important finding of the review of the MoE MLE pilots, which is also elaborated in the project reports as well as various small-scale research papers of supporting agencies, is that despite the many difficulties that have been encountered, use of the mother tongue in the early years of schooling is having a positive impact and children's enrolment and learning. Box 16 (see page 49) summarises some of the impacts that were reported to the team. Given these successes, it is fair to conclude the perceived 'failure' of MLE has in fact been more due to technical and wider factors, rather than the approach itself. There are positive signs that the approach can be revived. There is now a group of implementers and managers at various levels have obtained valuable insights into how to introduce MT-based education in practice and there are now many local and national proponents, who have witnessed the potential impact on children's attendance and learning as well as wider community benefits. However, given that the approach has somewhat fallen into disrepute and the growing demands for English (as discussed further below) it will be critical that any revitalisation ensures far stronger mechanisms for capacity development, advocacy, sustainability and clarity on the role of MTs vis-a-vis Nepali and English.

5.3 Practices in English Teaching and English as Mol

5.3.1 The Shift to English over Recent Years

Table 7 Numbers of schools adopting English Mol for G1–G5 in a sample of Districts

District	No of schools
Jhapa	13
Rasuwa	25
Palpa	50
Tanahun	(all) 514
Kapilvastu	65
Bardiya	10

It was discussed in Chapter 4 that education is taking place within a wider socio-political context that has included not only the assertion of non-dominant languages and Janajati and Madhesi identities, but also factors of globalisation, livelihood vulnerability and social change that have led many people to seek to associate themselves both with private education and the English language. Parents 'voting with their feet' and the consequent government statement regarding local choice of Mol seems to have prompted a response on the part of many Districts and Schools. DEO officials and RPs generally seem to have been the first to encourage schools to adopt English as a Mol, in order to retain children in the community schools.

This trend was found to be marked in all of the districts and communities visited for this study so far. As the Dhankuta DEO observed: 'the number of students is decreasing in the community schools day by day due to craze of English as Mol in the institutional schools, so we had to do something'. The problems encountered with the MLE pilots were, indeed, in part due to this trend, reducing focus on MT-based approaches even where these were demonstrating very positive effects. A number of schools were found to have dropped (or reduced in emphasis) their MT-based education in order to reverse declining enrolments.

There is variation in the degree of adoption of English across Districts. For example in Dadeldhura it was reported to be only around 20% of schools, whilst in Kathmandu the figure is very much higher. There are also some schools that have bucked the trend and some indications that quite a few schools are giving up on the English Mol venture and reverting to Nepali Mol. In Sunsari, 27 of the 28 schools under Duhabi Resource Centre decided to replace local subjects / mother tongue with English and adopted English as Mol. Only Sharada primary school, where the MLE pilot had run, resisted this move. (Here, the teachers are confident and committed to an MT-based approach and school-community relationships are strong). However, after just one year, all of the 27 schools reverted to Nepali Mol, for reasons discussed further below.

5.3.2 Sequencing, Curriculum, Teachers and Pedagogy for English as Mol

One critical finding of the study, consistent with findings of field visits undertaken for the 2014 Joint Review Meeting (JRM) of the SSRP, was that very few teachers in any of the schools visited that have now adopted English as a Mol seemed able to engage in conversation in English beyond the basic level of social pleasantries. Indeed, in one school teachers seemed unable to speak English at all. The lack of teachers with the right competences seems to have been the main driver of approaches actually taken in practice and constitutes a major reason why adoption of English Mol in the Nepalese context seems highly unlikely to be able to support the desired goal of improved learning outcomes in the early grades and for basic education. One resource person observed 'the quality of learning in social studies, science and maths has been badly affected by incompetent teachers who cannot teach effectively in English'. The headteacher of Padmodaya Higher Secondary school in Kathmandu, which serves poor children whose parents want English Mol but cannot afford private education, said 'teachers have great difficulty with English, but we are giving our best effort in order to meet the demand of parents'.

The limitations in terms of teachers has often resulted in decisions about sequencing of languages that run contrary to all the evidence of what makes for smooth cognitive development. Because teachers have only limited English, it is assumed that it would be better to use English Mol at the early grades, where it is 'easier' (for the teacher), reverting to Nepali Mol in the upper grades when the content becomes 'harder'. Some schools have sensibly kept ECED provision in the mother tongue, whilst others are purporting to have introduced English as Mol from the very beginning, underscoring this changed approach by renaming the classes as 'nurseries'. One further complication that has arisen from this has been that lower and higher secondary schools are now often receiving children from feeder schools that have followed a different Mol (Nepali or English) in the lower grades. Some schools e.g. Satyawati Higher Secondary School in Tanahun reported dealing with this issue by creating separate Nepali and English 'wings' for the lower secondary grades, whilst in Saraswati school of Rasuwa this problem promoted a reversal to Nepali Mol in the upper grades.

One interesting pattern observed during the research was the tendency of students who had come through this 'inverted sequence' to report Nepali as a subject that they 'disliked' or found 'difficult'. This was in marked contrast to the responses of students who had come through an MTB-BLE approach, who were almost unanimously positive about Nepali language.

Regardless of what is officially stated, at the classroom level, practice is just as varied as was found in the MLE schools and that, in the same way, many teachers in fact use Nepali and / or children's mother tongues to for the major part of explanation of content and contextualisation. Teachers were generally quite open about this, noting, for example, 'concept is more important than language' Indeed in some cases it would seem that teaching-learning has proceeded largely as before through the medium of Nepali (using Nepali textbooks) and that 'English' is limited to the inclusion of a few greetings, sayings, classroom instructions and songs, utilised in particular when parents or other visitors are present. Only some schools were in fact using English textbooks for all subjects. Others used a mix of Nepali and English texts and some even claimed to be English Mol but used the standard government Nepali textbooks.

Observing these trends, the researchers asked a number of schools to estimate the percentage of time that they used Nepali (or MT) and English respectively. The results are given in Table 8.

Table 8 Some Examples of use of Nepali and English in 'English Mol' Schools

Grade	Sunshine English Boarding School, Dumre, Palpa		Satyawati Higher Secondary School, Byas Municipality, Damauli		Pathshala Nepal Private Secondary Boarding School, Lalitpur	
	English	Nepali	English	Nepali	English	Nepali
Nursery	25%	75%	20%	80%	-	-
Lower KG	50%	50%	20%	80%	-	-
Upper KG	75%	25%			-	-
Grade 1	80%	20%	40%	60%	40%	60%
Grade 2	90%	10%	50%	50%	50%	50%
Grade 3	95%	5%	75%	25%	70%	30%
Grade 4	95%	5%	75%	25%	80%	20%
Grade 5	100%	0%	80%	20%	95%	5%

Whilst it is encouraging that, in reality, many children have more support in Nepali / MT than their school's official delegation as 'English medium' suggests, this situation clearly creates much confusion. Perhaps of even more concern is that few teachers could articulate what specific strategies or pedagogies they employ to support children's acquisition of English, or the rationale behind them. Conversations and informal assessments of children's abilities in English in different school contexts suggested that, whatever the official language approach, most children of primary age have acquired only rudimentary English. As might be expected, lower secondary children at were generally better able than the younger ones to follow and hold basic conversations in English,

but these nevertheless seemed often at the level that would be acceptable were they learning English as a subject but seemed insufficient to use English in academic learning. Certainly, many seemed to be aware that children struggle with the approach and the poor learning of children was a key reason for schools' decision to revert to Nepali MoI.

Teacher Deployment and Training for English

The issue of availability of teachers able to use English as a MoI – or even teacher it as a subject – has implications for both teacher training and teacher deployment. Regarding deployment, whilst for MT-based teaching there might be teacher shortages in some contexts, for English this is the case in almost every school outside of a major city. An approach taken in several of the study sample districts was to use the various modalities for local hiring of teachers to deploy those who had come through English Medium education themselves, as is also the practice of many private schools. Of course, an English-MoI background is no guarantee of a person's ability to be able to support children to acquire English, let alone use English for acquisition of further knowledge. No examples were given of any efforts to assess teachers' actual level of English using any standardised measure. One further unfortunate result of this practice is that parents see that English MoI school leavers are getting jobs as primary teachers, becoming further convinced of the economic benefits of an English education.

The need for teachers to be trained in English is widely recognised and most DEOs have made some efforts to support this. For example, 25 teachers in Rasuwa accessing NCED – / British Council-supported training and others will be supported under the district-based Demand-Based Training. Palpa DEO supported English MoI training for 40 teachers last year, supported by the National English Language Teaching Association (NELTA) and the Private Association of Boarding Schools in Nepal (PABSN). The Tanahun DEO requested the DoE for training for 1700 teachers next year. This year, only 150 have been funded, out of a total of 514 schools.

Those that had received training seem to have found it quite helpful. However, most training courses have been just short, one-off inputs. These will likely prove insufficient for required to ensure basic quality standards even with regards to teaching English as a subject, let alone adoption of English as a MoI, which requires a 'whole school' approach that involves all teachers and their head teachers. As one headteacher in Kanchanpur observed: 'teachers, especially older teachers who studied in Nepali medium, cannot teach in English medium even after some training'.

5.3.3 Policy, Management and Institutional Support for English

The situation for introducing English as a MoI has followed a very different trajectory from the introduction of MTB-BLE. Whilst the former (challenges notwithstanding) was supported by a specific project with guidelines, identification of teachers, a series of training and so on, the introduction of English seems to have been far more ad hoc. Beyond the statement that schools could choose their MoI, there was no particular strategy. The Tanahun DEO explained that schools gradually made the transition to English over the last decade and that the DEO approved the changes but did not make any official pronouncement to encourage schools. The way in which different schools within a single cluster have chosen different and contradictory approaches is indicative of the lack of systematic planning for the transition.

Since parental demand has been a key driver of the switch to English, SMCs have generally supported the move, however, very differently from the case with use of the MT, many communities, not knowing any English, cannot so easily participate actively in implementation of the approach. In many schools there was little evidence of any efforts to create an environment for English learning, for example any notices, posters, books etc. in English. The only real example of community participation was in the form of making additional payments for English teacher salaries, in the better-off communities. Whilst no example was found during the fieldwork of discrimination within schools on the basis of a pupil's ability to pay, MoE officials reported that this has taken place in some schools.

5.3.4 Summary: Impacts of the Adoption of English Mol on Learning

In summary, despite the enduring popularity of use of English as a Mol, the study found little evidence that it is reaping results in terms of better learning and in some cases learning was observed to be negatively affected. This is unsurprising, since teaching children in a language that is not their mother tongue, nor even a familiar language in their communities, is a very challenging task even for highly trained teachers supported by quality resources and modern technology, let alone for those who lack these advantages.

That said, in many schools, there might not be an observable decline in learning as a result of introducing of English as a Mol, probably for several reasons, not least because in reality schools are not in reality solely using English but adopting a bilingual approach. It was noted that lower and higher secondary schools were having somewhat better success with the approach than the smaller schools, possibly due both to having somewhat more advantaged students, more teachers with some English background and a higher level of resourcing.

These findings would seem to suggest that, given the strong demand for English, it might usefully be explored how to better utilise limited available capacity and resourcing to effect a real observable improvement in the teaching of English as a subject, rather than emphasise 'English medium', which anyway seems often to be a misnomer. There might also be a case for formalising the 'hybrid' approach, in which Nepali and English are used together as Mols, which is already widely used in practice.

5.4 Special Language-Learning Needs

As was noted earlier, future MILE policy should acknowledge various sign languages as mother tongues (or second languages) of children and braille a language script for some children, noting that these are special cases both in the sense that they are dispersed throughout the whole population and that they are linked to questions of inclusive education for children with special needs. Three schools catering for children with special needs were included in the field research and briefly discussed below.

The Central Higher Secondary School for the deaf in Naxal, Kathmandu teaches sign language from the moment they enter the school. None of the students have had this opportunity in their earlier years, so they come to school already at risk of a restricted code. Teachers are trained in active learning methods to help them. They observed that children perform well in relation to understanding of concrete and practical concepts but struggle with more abstract learning. It was noted that Nepali Sign Language itself needs further development, especially with regards to technical vocabulary, so that it can be better used as a Mol throughout the education of deaf students. Students were learning literacy in Nepali and also being introduced to English, though the latter is quite challenging for them. One particular challenge is that it has been hard to encourage parents to attend signing courses so that they can support and communicate with their children. Therefore many children acquire sign language as in many senses their true MT but, however, cannot share this with their own family.

Namuna Macchindra School for blind and visually impaired children, Lalitpur makes oral use of Nepali and other MTs of the children (Newar etc.) and teaches and uses Nepali Braille for literacy and as a medium for textbooks. It was found that some of the same problems applied as with direct translation of Nepali textbooks to MTs, namely that the Braille books were not fully adapted to be suitable for their users, for example exercises that required children to 'look at the picture and describe...' had not been adapted. The teachers also noted the insufficient variety and quantity of reading materials developed for young braille learners. Despite the problems, the opportunity to learn Braille opens up huge opportunities for the children and their motivation was strong and comprehension good.

The Kathmandu School for Children with Autism provided further examples of the need for adaptations and flexibility. Central aspects of Autism and autistic-spectrum disorders include difficulties with social interactions and interpretation of language beyond its literal, concrete meanings. In this school, teachers have been trained to model language use and make use of concrete objects, pictures etc. to support children.

Whilst the children learning in these schools have the requirement of special education, it is noted there is probably a much larger number of children with a wide variety of language-related difficulties in mainstream schools. The MoE has recently committed to development of a policy on Inclusive Education for children with disability / special needs. Some indicative areas to be further explored with regards to language-related needs include the development of sign languages and Braille script, teacher training for specific learning needs and more generic capacity development at each level to support all teachers and schools to implement inclusive approaches.

5.5 Wider Sector Strategies Relevant to MILE Issues

Further to our exploration of the range of approaches to MT, Nepali, English and other languages and language issues in schools and classrooms, it is discussed further below what have been the main developments in the education sector over the course of SSDP that, either intentionally or incidentally, either support or constrain implementation of stated policies or development of 'good practice' in LiE.

5.5.1 Curriculum and Classroom-Level Assessment Systems

It has been noted that there have been some challenges in developing textbooks and curricula for MT teaching and also for the teaching of English or use of English as a Mol. A number of wider curriculum issues lie behind these challenges. Firstly, there would seem to be an incomplete articulation of the curriculum in terms of the languages in which it is imparted (formally and informally), the most effective pedagogies (and consequently teaching-learning materials) for so doing (including for multigrade contexts) and on basic learning outcomes to be achieved. Nepal's current approach utilising subject- and textbook-based learning from Grade One is also somewhat out of step with understandings of early years 'best practice', which emphasise the benefits of an activity-based, integrated curriculum taught by a class teacher. There are provisions for development of 'local curriculum' as an optional subject, which allows both for context related to the locality and culture and for support to MT learning and use. However, there is not a clear mechanism for supporting local curriculum development technically and financially and it seems that in practice schools use their 'discretionary' time for mainstream subjects, very often additional English. A Continuous Assessment System has been implemented and is currently under review, but this does not yet include strategies for assessing children learning through a language that is not their mother tongue.

5.5.2 The National Early Grade Reading Program (NEGRP)

It was introduced in Chapter 1 that the SSRP hailed the first national learning assessments (NASA and EGRA) and that these shed further light on considerable challenges of quality in general, and in particular of literacy acquisition in the early grades. A National Early Grade Reading Program (NEGRP) is being developed and will begin implementation from 2016 with support from the USAID/ RTI Early Grade Reading Program. The EGRA identified that children who do not have Nepali as a mother tongue face additional disadvantages in learning to read and the NEGRP includes measures to address these, employing the concept of 'a language for learning to read'. Utilising the identification of three school types (see Table 5), measures will include pre-reading skills for all learners with additional support to children in Type-3 (heterogeneous languages) schools, introduction of adapted textbooks and teaching-learning materials that support systematic teaching of all of the sub-skills of reading (all schools) and pioneering of MT-based approaches in a targeted number of Type-2 (Homogenous MT other than Nepali). A materials assessment has been undertaken to inform the detailed design of program strategies, highlighting the need for graded reading books, adaptations to systematically cover all the sub-skills of reading and specific materials to support children learning Nepali as a second language.

5.5.3 The Equity Strategy and Inclusive Education Policy

Language is one of a number of inter-related dynamics of equity and inclusion in education. As discussed earlier, some ethno-linguistic groups are marginalised because of having historically had a

low social status. Speakers of less dominant and more at-risk languages are also generally more likely also to be economically and geographically marginalised.

This implies that the MILE policy should go hand-in-hand with other strategies and policies that address various aspects of equity and inclusion. One of these is the recently-developed Equity Strategy that brings together an equity analysis and key measures pertaining to the different groups identified. In the strategy, language is mentioned but is subsumed under caste / ethnicity. MT-based approaches are identified as a way forward but not elaborated and there is limited focus on disadvantaged schools (as opposed to disadvantaged children).

5.5.4 Sociolinguistic Data and Monitoring Information on Language

The EMIS system in Nepal is well developed and there have been ongoing improvements in the availability and quality of data on a range of aspects of education inputs, outputs and outcomes. The current Sociolinguistic Survey of Nepal is gradually generating a much clearer picture of language distribution and use. However, for the time-being, development and monitoring of language-in-education policy faces a number of information-related constraints. Firstly, EMIS data from the school to national level does not yet incorporate socio-linguistic data and the data that is available is not disaggregated by school catchment area. (One study for NEGRP (USAID 2013) estimated that up to 80% children know some Nepali on entry to Grade 1, whilst other estimates are much lower).

Secondly, data on enrolment, dropout, out-of-school children, student learning achievements etc. is not yet disaggregated on the basis of language background, and there is no clear classification on which to do this (assuming that it is impractical to disaggregate by 123 languages). This is being looked into as part of the detailed design for the NEGRP and it will be attempted to at least disaggregate according to Nepali / languages other than Nepali, however a somewhat more detailed classification might be necessary in the longer term. Thirdly, there is a lack of a system for gathering clear information from schools on their Mol and language practices. For example, the 2014 Flash Report suggests that as many as 19,999 classes use 'transitional mother tongue learning'. This is clearly very many more than the official number of MLE schools. However, it is not clear what definitions or indicators were used in arriving at this figure.

5.5.5 Early Childhood Education and Development

There has been considerable expansion of ECED, both school – and community-based, over the SSRP period. The potential role of ECED to support children's development and transition into school, especially for vulnerable children including those from minority language backgrounds, is well recognised. However, the SSRP mid-term review, 2012, found that access (in terms of average walking distance) has only marginally increased for Dalits and actually declined for Janajatis. Of even greater concern is that the quality of much ECED provision falls below minimum standards and many caregivers lack the necessary understanding of language development and skills to promote such development, for example through the design of learning experiences that encourage extended talk. Thus, the potential of ECED is not yet being maximised to support the most vulnerable children either in development of their mother tongue or in introduction of Nepali in situations where it will be the Mol and language for literacy learning. This challenge may become more acute with the recent trend towards 'English nurseries'.

5.5.6 Teacher Education, Management and Recruitment / Deployment

It was noted above that some of the MLE pilots have been constrained by the lack of teachers who can speak the mother tongue(s) of the students, whilst there is also a serious shortage of teachers with basic English. There have also been issues of teacher motivation and competencies and the ability of districts to offer sufficient quality and quantity of training and in-school support. All of these are reflections of broader issues regarding teacher recruitment, deployment and performance management that have beset the sector in recent years. Progress is gradually being made, including in increasing the overall numbers of Janajati teachers, redeployment to reduce inequalities in terms of student teacher ratios and the development of a performance management framework for teachers. Continued improvements in these areas would strongly support implementation of LiE strategies.

5.5.7 Capacity, Institutional Development and Financing for LiE

Returning to the overarching issues of policy, management, capacity and financing, the following points can be summarised.

Policy: There are already overarching policy commitments to support language in education, however so far implementation guidelines have been focused on MLE 'project style' implementation and some gaps need to be addressed with regards to Nepali as a second language, English and language sequencing. There has also been a need for much clearer and more detailed practical guidance and support for schools and teachers, as well as for district-level managers.

Individual capacity and commitment: It is clear that there are many capable and committed individuals at the central level, in a range of support agencies and also in districts and schools that have been involved in MLE pilots. At the same time, it also seems to be the case that many people at different levels in the system do not have a full grasp of key MLE concepts and issues and that a 'critical mass' might not yet have been achieved. This highlights the need for stronger attention to capacity development, advocacy, dissemination in the future as well as improving monitoring and measurement to achieve a more convincing demonstration effect of MT-based approaches in the Nepal context.

Institutional structures: It was discussed previously how schools do not fully incorporate language planning in their SIPs and that MLE committees have not functioned well. This seems to be part of a wider problem, highlighted in the MoE's Institutional Analysis and Capacity Development Report of 2014 that too many different committees have been set up at the school and district levels and these have been supported from the centre through a plethora of guidelines that often overlap or even contradict each other. In future, it might prove worthwhile to consider how various sets of guidance for schools might be integrated into more practical, hands-on guidance on all aspects of developing inclusive, learning-friendly environments, including with regards to MoI and language issues. School management systems also need further development to ensure that there is more systematic and equitable participation of community members in all aspects of school development, including decisions about MoI and optimising community members' expertise regarding their own languages and cultural traditions.

It was learned that the National MLE Steering Committee, the apex body for making MLE policy and guidelines, has been more functional than at the district levels. However, some study informants noted that not all the MLE stakeholders (for example Madhesi language communities) are represented in the committee. There is also a need to consider what might be the long term institutional structures for managing and overseeing language issues, taking into account the respective roles of the proposed Education Policy Committee and Education Review Office.

Financing LiE: It is very challenging to assess what funds have been spent on language-related initiatives. Many MLE initiatives have been supported through project modalities. The MLE grants of 10,000 net enrolment rate per school have been continued in some places and seems to be seen as helpful, but still rather inadequate. In the case of English, schools are also utilising other budgets, as well as parental contributions.

External support: Many MLE initiatives, in particular, have relied heavily on external support. Whilst this has been very valuable, the reliance on project has had implications for sustainability and coherence. The MLE project completion report concluded that 'sound results of the learning process and improved achievements of the children attending the mother tongue teaching could not be observed due to very short duration for the MLE piloting / cascading (two and half years only)'. Meanwhile, NGO-supported initiatives, whilst sometimes reaping the successes more intensive and continuous support, are also often challenged to coordinate effectively, ensure long-term sustainability or to monitor / evaluate their programmatic work in such a way as to support evidence-based policy dialogue at the national level.

5.6 Summary: Implications of the Sector and Technical Contexts for MILE Policy Development

Box 16 Implications for MILE Policy of the Current Situation Regarding Policy Implementation and Practices in Schools and Districts

- a) Guidelines to support MILE policy should be revised and expanded from the current MLE Guidelines to include specifications on MTs, Nepali and English, how these relate to each other, should be sequenced and may be used as MoIs or subjects.
- b) Definitions and terms should be clear and used consistently in MILE policy and all related documents and capacity development should include support to shared understanding of what terms mean.
- c) MILE Policy should be implementable through the new SSDP and be implemented as far as possible through integrated, mainstream institutional structures and 'on budget'. Additional support (e.g. through I / NGO programs) should focus on capacity – building and be carefully coordinated under a common implementation and monitoring framework.
- d) Policy regarding the MT-base and Nepali should cover
 - development of curriculum and materials to balance the demands of quality and localisation
 - the option of full MoI including literacy for MoI-ready languages
 - the option to formally use MTs for 'oral scaffolding' as an alternative to full MoI for literacy in certain contexts where it is not possible to use these as a full MoI.
 - teacher training and deployment
 - clarity on script use and development, including braille script
 - clarity on the teaching of heritage and religious languages as subjects
 - Recognition of sign languages as mother tongues that are geographically dispersed, cross-referencing to Inclusive Education Policy
- e) Policy regarding English should cover
 - strong promotion of English as a priority and compulsory subject as a more effective approach than its use as a MoI, in line with international evidence and the realities of the context of most community schools
 - an option to use Nepali and English together as MoIs (as more feasible than English-only, formalising and strengthening what is already being practice in an ad hoc manner)
 - Clear standards to assess school readiness to use English as a MoI
 - Strategies for teacher development and better use of supportive materials and technology, applying learning from comparable developing country contexts
- f) MILE policy should incorporate a strategy for advocacy, capacity development and research, linking the building of general knowledge and understanding about language with achieving improved learning and demonstration in the various contexts across Nepal.
- g) MiLE policy and strategies should be linked to / integrated with other SSDP strategies including:
 - consistency and mutual reinforcement between MILE strategies and NEGRP
 - language within wider curriculum reform and strategies for textbooks and materials development
 - synergies with proposed Inclusive Education Policy
 - capacity development for LiE in relation to wider CD around raising quality and improving learning outcomes
 - integration of language concerns in measures for strengthening comprehensive approaches to SIP and whole school development, including through quality handbooks and guidance for socio-linguistic assessment, language planning, curriculum localisation, local materials development, supporting community participation and so on.
 - improving strategies for financing of quality inputs at the school level, with attention to equity and the needs of small multigrade schools
 - adaptations to student assessment, EMIS and monitoring systems to take account of language factors
 - ongoing strategies to support effective pedagogies and learning environments for ECED and education

Part C: Ways Forward: Strengthening Policy and Planning for Medium of Instruction and Languages in Education

Part A of this report introduced the background context of the study and a number of general factors that should inform and influence the shaping of MILE policy, including the latest international understandings of effective language pedagogy in multilingual contexts and a number of international rights frameworks that refer to issues of language in education.

Part B explored in detail the specific aspects of the Nepalese context, beginning with the sociolinguistic and socio-political contexts and proceeding to an in-depth investigation of practice and issues within the education sector, from the perspectives of the centre, districts and schools and communities.

Part C proceeds, on the basis of the findings and analysis, to consider ways forward for the future. It makes recommendations for the overall shape of the MILE Policy, amendments to the 2014 draft Mol Road Map and for specific strategies and approaches for MT, Nepali and English.

6 Conclusions and Recommendations

6.1 Overarching Approach and Issues

Box 17 Implications of MILE Study Findings: Summary Points

- a) MILE policy should be built on a recognition of the cognitive and societal benefits of multilingualism and recognition that languages can re-enforce each other (rather than compete) at both levels.
- b) MILE policy should centre on children's right to learn and to fully benefit from their education; *and e*) it should be explicit that there should be no discrimination on basis of language, ethnicity or ability to pay for specific curricular inclusions related to Mol / language teaching.
- c) MILE policy can build on current legislation and constitutional provisions that support the use of MTs in education in principle, as well as that all children should acquire fluency in Nepali language and literacy. Opportunity should also be taken to support further clarification of some aspects of legislation, for example what constitutes 'monolingual' or 'multilingual' contexts, the use of MTs as Mols vis a vis being taught as subjects only and the roles and status of English as an international language.
- d) MILE Policy should clearly articulate the importance for society of MTs, Nepali and English and explain how each can reinforce the other and support inclusion, peace-building, social cohesion and socio-economic development.
- e) Continued actions to support 'good governance' in and beyond the education sector will be important, in particular with regards to:
 - i. Application of key elements of language policy to private schools.
 - ii. Broader partnerships with and regulation of private education both to harness capacity for language learning in and beyond formal classrooms and uphold rights to quality education and non-discrimination.
- f) Definitions and terms should be clear and used consistently in MILE policy and all related documents and capacity development should include support to shared understanding of what terms mean.
- g) MILE Policy should be implementable through the new SSDP and be implemented as far as possible through integrated, mainstream institutional structures and 'on budget'. Additional support (e.g. through I / NGO programs) should focus on capacity building and be carefully coordinated under a common implementation and monitoring framework.

The study findings indicate that the approach outlined in the draft Mol Roadmap is broadly the right track with regards to an overall approach to 'additive', MT – based multilingualism. This general approach is clearly in line with international 'best practice' and, if well-implemented, can help to meet the learning needs and rights of children. (There are however, a number of clarifications and amendments required, which are addressed in Recommendation 2).

It is also appropriate to proceed as planned with the development of a comprehensive MILE policy that can be implemented (in the first instance) under the Schools Sector Development Plan (SSDP)

as an integral part of the development of inclusive, quality education towards improved learning outcomes, especially in the early grades.

As far as possible, MILE policy should be embedded in a wider process of national language planning that responds to the evolving federal context, supported by revisions of legislation and applicable to private schools.

Recommendation 1: It is recommended that a comprehensive MILE policy is developed, which:

- > is linked to wider language planning for federalism as this evolves, with a view to achieving consistency and mutuality between MILE policy and legislation on language use
- > covers in detail all aspects of the MT, Nepali and English parts of the 'MLE equation'; explaining their rationale
- > is set within a broader vision for the education sector, with language and conceptualised as integral to concepts of 'quality' and in supporting meaningful learning outcomes
- > explains the linkages of MILE practices to realising educational rights and advancing a wider set of cultural, economic and participation rights
- > is linked in with integrated strategies across the SSDP to create an enabling environment for successful development, implementation and monitoring of multilingual education; and
- > articulates clearly the set of rationales for the approaches taken, including the international evidence on language learning and Mol use, the potential for multilingual education (an MT base, alongside access to the languages required for wider participation and economic opportunity) to make a strong contribution to social inclusion and cohesion and the application of learning from experiences in Nepal to date.

6.2 The Use and Sequencing of Languages as Mols and Subjects

Box 18 Implications of MILE Study Findings: Summary Points

- a) Overarching MILE strategies should reflect international 'best practice' through:
 - i. Building on the commitment to a 'tri-language' approach, with a clearly-stated and understood sequencing and use of MTs, Nepali and English, taking account of what will optimise children's learning.
 - ii. Taking account of feasibility in terms of availability of teachers for MTs and English.
- b) MILE policy should support flexible responses according to the different kinds of sociolinguistic contexts in which schools operate.
- c) MILE policy regarding use of MTs as Mols (or subjects) should allow for taking detailed decisions at the local level according to a languages' number of speakers, script development, literature, use as first and / or second language, use for religious purposes, local attitudes to the language and other factors.

As noted above, the findings of the study, from the perspectives of international evidence, the evolving political context, the sociolinguistic context and regarding the positive impacts of MT – based approaches trialled in Nepal on children's learning, all validate the broad intentions of the MoE (reflected in the draft Mol Road Map 2014), to develop a 'tri-language' system of MT, Nepali (as L2 where it is not the MT) and compulsory English. The findings also support previous policy advice of the need to take account of 'monolingual' and multilingual' community contexts. However, the findings also suggest that some issues need further clarification or amendment as follows:

Regarding the **use of MTs other than Nepali as Mols**, it is not necessary to go for an 'all or nothing' approach. Instead, it can be considered to identify use of MTs as 'full Mols' in the early grades when they are 'Mol ready' (as explained further under Recommendation 3). In other contexts, where it is not possible to use the MT of the students (or some proportion of students) and Mol in the early grades, there should be maximum oral use of those MTs to support learning. In other words, all schools in the country should be required to assess their socio-linguistic situation and articulate their approach to supporting children's mother tongues (with appropriate capacity development and MT support as detailed presently).

Regarding the **teaching of Nepali and its use as a Mol** (when not the MT) there is a need for clearer acknowledgment of the requirement for Nepali to be introduced in a sequenced and progressive manner for children who are acquiring Nepali as a second language, especially when they have not had the

opportunity to learn literacy in their MT. Existing practices of use of MTs for ‘scaffolding’ of Nepali acquisition could also usefully be formalised.

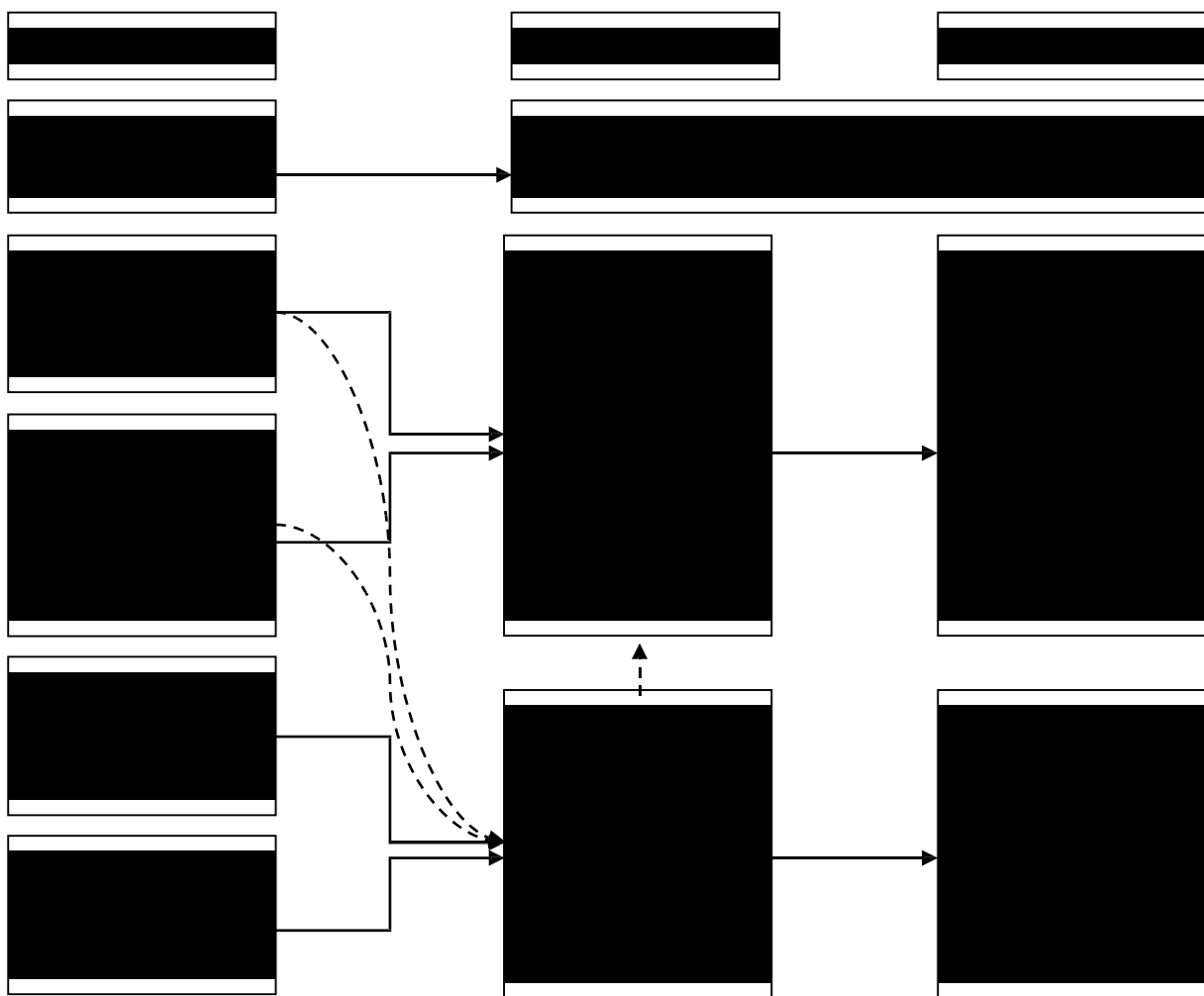
Regarding the **teaching of English and its use as a Mol**, there will be a need to accommodate the strong desire for English, whilst taking account of the educational imperative of effective and sequenced pedagogies and the inability of many schools to deliver this in the teaching of English.

This implies the need to place greater emphasis on the effective teaching of English as a high- priority, compulsory subject as an alternative to adopt it as a Mol, as well as discouraging use of English as a Mol in ECED and the earliest years of schooling.

Recommendation 2: It is recommended to follow options for selection and sequencing of (i) MT, (ii) Nepali, (iii) English and (iv) heritage / religious languages as Mols or subjects, which are linked to the socio-linguistic context and technical capacity of schools, as set out as follows:

Recommendation 2 (i)

> **Sequencing Table 1:** Recommended Approach for Identifying the MT Base and Approach to Nepali in ECED and Early Grades According to Schools’ Sociolinguistic Types



* Type One schools also include Type 1b (see table 4 in Chapter 3), where children now speak Nepali but have another heritage language, or have a language associated with their religion that is not their mother tongue. This differentiation is not included in this table, which addresses identification of the MTs of children to decide how these can be used as Mols in the early grades.

** ‘Homogenous’ means 90% all over, as is defined in NEGRP. This means that there is still a need for oral support to children who are in the <10% minority in schools classified as ‘homogenous’.

** The concept of ‘Mol ready’ is expanded under Recommendation 3 and includes that the language has a reasonable number of speakers, a script and some literature; but also that there is sufficient local support and teachers etc. It is not an absolute concept but one that might change overtime.

*** What is meant by ‘early grades’ is further defined in Sequencing Table 3, since this depends on school-level factors as well as decisions made about languages as Mols under federalism.

Notes on Sequencing Table 1:

- > The approach assumes that the MT – Nepali sequence should be selected according to the socio- linguistic context, but also allows for account to be taken of capacity and attitudinal factors.
- > There is scope for schools to opt for ‘flexible oral support’ for the time-being but to progress to more full use of the MT at a later date.
- > For example, for contexts where there is homogenous use of an MT, or wide agreement on a lingua franca, the ideal option is MT, however where resources not available might take flexible oral option and revert later.
- > The MT-Base approach selected would largely dictate the approach to the introduction of Nepali as L2: if MT is used for literacy then Nepali teaching would build on this (phased with a time lag) whilst if the MT is used only orally then Nepali language and literacy would be introduced from the early grades, but with the MT used for scaffolding this learning.

Recommendation 2 (ii)

- > **Sequencing Table 2:** Recommended Approach for Selecting Options for English as Subject or Mol

Options	Appropriate Context
<p>E1 English as a compulsory, priority subject at all levels</p> <p>English is taught as a subject only, through proven effective methods.</p>	<ul style="list-style-type: none"> ▪ ‘Default’ option for community schools, in a particular those in remote, disadvantaged areas.
<p>E2 English introduced as a subject and becomes a partial Mol</p> <p>Intensive teaching of English as a subject in early grades alongside MT / Nepali with transition to English as a partial Mol alongside Nepali from G3 or G5 upwards. (Possibly through division of subjects as per 2014 Roadmap, or bilingual approach within single classes).</p>	<ul style="list-style-type: none"> ▪ Flexible option building on and systematising existing approaches of use of MTs / Nepali in classes that are already formally ‘English Mol’, but lack the capacity to fully and effectively deliver the curriculum through the medium of English.
<p>E3 English is introduced as a subject and becomes a full Mol</p> <p>The official Mol is English.</p>	<ul style="list-style-type: none"> ▪ Option only where English as Mol is already well-established and running effectively, or where schools can demonstrate ‘English Mol Readiness’.

Notes on Sequencing Table 2

- > The selection of the approach to English is semi-independent of selection of the approach to MT / Nepali, since it depends on context of the school rather than sociolinguistic factors. Any approach to MT+ Nepali could in theory be combined with any of the three approaches to English. It is noted that in all options English is introduced first as a ‘subject’ – this is because even schools that are fully English Mol (option 3) should nevertheless use the MT (Nepali or other) in ECED and the early grades as the oral Mol, alongside intense support to English language learning that will allow for its progressive use as a full Mol.
- > Option E1 is recommended as the default option for most community schools in Nepal. This fits the best with the cognitive need for an MT / Nepali base and also take account of the real situation with regards to teacher capacity and resourcing. This approach could be encouraged through prioritisation of schools opting for English as a subject for training, materials and improved access to appropriate technologies. Given that this approach would only require a portion of teachers in the school (not all of them) to have a threshold level of English language proficiency and English teaching competencies it is also likely to be the least expensive option. Moreover, it is likely to be more efficient since training resources would be targeted to those with existing skills and interest in the English language.
- > Option E2 is a compromise option, recognising the reality that many schools have already opted for ‘English Mol’ but also that in reality most of these schools are actually using Nepali together with English. Further elaboration of this option will be required. The aim should be to find pragmatic solutions that are flexible for local contexts (e.g. teacher availability) – so, for example, instead of splitting languages by subjects there might also be a joint use of MT / Nepali and English within single lessons.

> E3 seems to be unrealistic for most community schools in Nepal. However, it is included as an option to recognise that there might be a minority of schools that are already well-established as English medium schools. Also, including this option in the policy supports the possibility of applying the same structure and guidance to both public and private schools, as is highly desirable.

Recommendation 2 (iii)

> **Sequencing Table 3:** Recommended Mols at ECED and Grades 1-12 (showing suggested amendments to the 2014 draft Mol Road Map)

Black type – existing draft Mol Road Map 2015 | Red type – suggested elaboration / amendment

	ECED	Basic Grades								Secondary Grades				
		1	2	3	4	5	6	7	8	9	10	11	12	
MT	MT as Mol	MT as Mol (including literacy) MTB-1 or			MTs continue as subjects as long as possible or			MTs continue as subjects as long as possible or			MTs continue as subjects as long as possible or			
		MTs as Mol through systematic oral use MTB-2			MT as Mol (or partial Mol) extended in Grades 4-5 where there is demand / or specified under federalism			MT as Mol (or partial Mol) extended in Grades 6-8 where there is demand / or specified under federalism or			MT as Mol (or partial Mol) extended in Grades 9-12 where there is demand / or specified under federalism or			
					Use of MTs for scaffolding / learning support as			Use of MTs for scaffolding / learning support as required			Use of MTs for scaffolding / learning support as required			
Nepali	Nepali as Mol when it is MT	Nepali as Mol when it is MT N1 or			Nepali as Mol (unless use of MT has been			Nepali continues to be full Mol or			Nepali continued as a compulsory subject or			
		Nepali as compulsory subject where it is not the MT, with systematic teaching of Nepali as an additional language – N2 and N3						Nepali as Mol for social sciences, languages and arts or for other designated uses as a Mol (e.g. bilingual approach within all or specified lessons)			Option to continue Nepali as full Mol or partial Mol			
English		English as compulsory subject, with effective approaches to teaching of English as an additional language					English as a priority compulsory subject or English as Mol for maths and science or other designated uses			English as Mol (except for language teaching) or English as a partial Mol or English as a priority compulsory subject				

Notes on Sequencing Table 3

- > **MTs:** The options for MTs now reflects the differentiation of full MT-MoI to oral use of MTs. It is also left flexible for the possibility that in some cases the MT might be used as a MoI beyond G3, and even beyond G5, for example if this to become an option for specific languages under federalism.
- > **Nepali:** this is expanded to underscore the need for Nepali to be taught specifically as an L2 and the possibility that some schools might retain Nepali as the MoI
- > **English:** this is amended to give the option to teach English as a compulsory subject without its use as a MoI, or for using it as a 'partial MoI' for specific subjects or through other approaches.
- > Other Education Subsectors:
 - NFE has not been included in the table (as it stands outside of the formal education sequence). The findings endorse the suggestions in the draft road map that NFE be MT-based where possible, with Nepali introduced at the post literacy phase, or alternatively that Nepal literacy is taught alongside Nepali language with scaffolding in MT languages. As far as possible, NFE might be expanded and diversified to provide increased opportunities for English for specific purposes (e.g. working overseas) for youth and young adults.
 - Higher Education has not been considered in this study but should be included either in the MILE Policy itself, or through cross-referencing to relevant higher education policies.

Recommendation 2 (iv)

- > Further recommendations on language selection and sequencing
- > **Sign Languages and Braille Script:** For special schools / classes for users of sign language the mother tongue can be considered to be the sign language. For special schools / classes for users of Nepali Braille script, then this can be considered the language for literacy. Where users of sign language or braille are included in mainstream schools and classrooms, their language-learning needs should be supported as part of an inclusive approach.
- > **Heritage Languages (and Scripts) as Subjects:** Additionally to identification of the approach to the MT, Nepali and English, schools should be encouraged as far as possible to support the learning of heritage languages that children do not use as the mother tongue (e.g. because of migration and language shift). These should not be used as MoIs but instead can be included as subjects of study. Recognising, however, that the 'trilingual' approach will already place demands on capacity and resourcing, opportunities should be sought for cost-sharing and partnership. Whilst the education sector should make policy provisions; implementation and financing responsibility could be shared with local language organisations and other sectors and agencies supporting linguistic preservation and cultural revitalisation.
- > **Religious languages as subjects in faith-based schools:** Religious (faith-based) schools are being incorporated into the mainstream system and many teach and use languages that are not the mother tongue of the students, but are associated with religious practice and culture. Such schools should factor these languages into their language planning and sequencing, whilst still taking account of the principle of the benefits of an MT-base and the need for careful sequencing. As was proposed for heritage languages, there should be a strong role for parents, local faith communities and leaders in supporting the teaching of religious languages.
 - For Gumba, it may be important to distinguish of the actual mother tongues of children within these institutions (to enable MT-based teaching and acquisition of Nepali where it is a second language) from the forms of Tibetan language and Sambhota script that will be taught as subjects (albeit as major subjects forming a larger part of the curriculum than would be the case in a secular school).

- For Vihars, being mainly Newar, there may be a need to identify the use of Newar and Nepali as Mols and the teaching of Sanskrit and / or Pali as religious languages, as subjects at least in the first instance.
- For Gurukuls, there may be a need to identify what are the mother tongues of the learners and plan for introducing Sanskrit first as a subject and gradually transitioning to its use as a Mol for religious subjects.
- For Madrasas, there is similarly a need to identify the MT of the children (most often Urdu) as a Mol and for introducing Arabic as a core subject, for it to become the medium of religious instruction.

6.3 MTs, Nepali, and Heritage / Religious Languages as Mols and / or Subjects

Box 19 Implications of MILE Study Findings: Summary Points

- a) MILE policy should specify and support school and classroom practices that have been demonstrated internationally to be effective, including:
 - i. Structured teaching of Nepali where it is children's L2, employing active learning pedagogies, tailored materials and diverse technologies, through an additive approach.
 - ii. Maintenance of MTs after transition to another Mol.
- b) Overarching MILE strategies should reflect international 'best practice' through:
 - iii. Incorporating an approach to strengthening and formalising the oral use of MTs in scaffolding learning of and through Nepali and English, especially where MTs cannot be used as a full Mol (e.g. for literacy learning).
 - iv. Articulating measures to support structured teaching of Nepali for children for whom it is not their MT.
 - vi. Consequent to the above, address teacher deployment, teacher development, curriculum, materials development, utilisation of ICT and assessment.
- c) MILE policy regarding use of MTs as Mols (or subjects) should allow for taking detailed decisions at the local level according to a language's number of speakers, script development, literature, use as first and / or second language, use for religious purposes, local attitudes to the language and other factors.
- d) It should be recognised in MILE policy that the use of endangered languages – as far as feasible and possible – in the early grades of education – is a powerful means of linguistic and cultural revitalisation. Other ways in which schools, youth organisations and non-formal education might support such revitalisation might also be identified.
- e) Given the ongoing developments in relation to federalism, there should be flexibility in MT choice to allow for possible increased use of some MTs (especially LWCs) under a federal system.
- f) Policy regarding the MT – base and Nepali should cover:
 - i. development of curriculum and materials to balance the demands of quality and localisation.
 - ii. the option of full Mol including literacy for Mol-ready languages.
 - iii. the option to formally use MTs for 'oral scaffolding' as an alternative to full Mol for literacy in certain contexts where it is not possible to use these as a full Mol.
 - iv. teacher training and deployment.
 - v. clarity on script use and development, including braille script.
 - vi. clarity on the teaching of heritage and religious languages as subjects.
 - vii. Recognition of sign languages as mother tongues that are geographically dispersed, cross-referencing to Inclusive Education Policy.

With regards to the MT and Nepali parts of the 'multilingual equation', the identification of the need for a balanced, MT-based multilingual approach with two basic options regarding MTs other than Nepali and three basic options for MT has many implications for strengthening classroom practice in relation to these various options, in particular around teachers' pedagogic competencies, curriculum and teaching-learning materials, as illustrated in the summary points from the study findings, above. These should build on the international evidence of 'good practice' as summarised in Chapter 2 of this report, as well as building on the effective practice and addressing the gaps and weaknesses that were discussed in Chapter 5.

These include identifying the best approach, ensuring effective pedagogy, curriculum and materials development for each of the languages and stages and developing teacher competencies.

Recommendation 3: MILE policy should identify and detail key elements of 'good practice' (pedagogies, curricula and teaching-learning resources) with regards to generic issues and in relation to the identified options of:

- > MT as Full Mol (MTB-1)
- > MT through Flexible Oral Support (MTB-2)
- > Nepali as MT (N1)
- > Nepali as a Second Language (N2)
- > Nepali as Second Language Orally but First Language for Literacy (N3)
- > aiming towards a situation in which:
 - > Generic Issues for All Classrooms
 - children are taught by teachers with knowledge of language development;
 - through age-appropriate, learner-centred pedagogies with due balance to oral language and literacy development, utilising a range of books, materials and resources.
 - with differentiation to support the specific language learning needs of individual children, including those whose language is in a small minority in a school, children with restricted codes and children with special needs related to vision, hearing, speech, language processing, literary acquisition or other language-related factors.
 - supported by an inclusive learning environment, home-school links and community participation and availability and use of literature and print for a variety of purposes.
 - > For N-1:
 - children are taught by teachers with particular knowledge of language development in Nepali;
 - through age-appropriate, learner-centred pedagogies with due balance to oral language and literacy development in Nepali;
 - utilising a range of culturally-appropriate, linguistically-sound, quality textbooks, graded readers and supplementary materials for teaching of literacy in Nepali, which support competence in all areas (phonemic awareness, phonographic awareness, comprehension, fluency), with appropriate scope and sequencing;
 - utilising also a broad spectrum of teaching-learning resources to support ongoing Nepali oral language development through age-appropriate opportunities for talk, discussion, questioning and interaction;
 - supported by an inclusive learning environment, home-school links and community participation and availability and use of literature and print for a variety of purposes.
 - > For MTB-1 plus N-2:
 - children are taught by teachers with particular knowledge of language development in the mother tongue(s) in question, including script use;
 - through age-appropriate, learner-centred pedagogies with due balance to oral language and literacy development in the MT and for supporting acquisition of Nepali as a second language, through an additive approach;
 - utilising a range of culturally appropriate, linguistically-sound, quality textbooks, graded readers and supplementary materials for teaching of literacy in each specific MT that is to be used as Mol and for literacy learning, which support competence in all areas (phonemic

awareness, phonographic awareness, comprehension, fluency), with appropriate scope and sequencing and parity with Nepali textbooks in terms of quality, illustrations, etc. as well as a broad spectrum of teaching-learning resources to support ongoing MT oral language development through age-appropriate opportunities for talk, discussion, questioning and interaction;

- utilising also of a broad spectrum of teaching-learning resources to help children acquire Nepali as a second language, including adapted text books for learning literacy in Nepali phased in subsequent to MT literacy development and building on MT literacy skills;
 - supported by an inclusive learning environment, home-school links and community participation, acknowledgement of parents and community members as experts in their own languages and availability and use of literature and print in local languages for a variety of purposes.
- > For MTB-2 plus N-3:
- children are taught by teachers with particular knowledge of language development in the mother tongue(s) in question;
 - through age-appropriate, learner-centred pedagogies using flexible oral approaches to the use of MT(s) in learning and for scaffolding the acquisition of Nepali as a second language, and for acquiring literacy directly in Nepali as a second language;
 - utilising a range of culturally-appropriate learning materials to support use of MTs as oral Mols, to support ongoing MT oral language development and to help children learn Nepali language as a second language;
 - utilising also of a broad spectrum of teaching-learning resources to help children acquire Nepali a their 'language for learning to read';
 - supported by an inclusive learning environment, home-school links and community participation, acknowledgement of parents and community members as experts in their own languages and availability and use of literature and print in local languages for a variety of purposes.
- > For MT, Heritage and Religious Languages as Subjects:
- children are taught by teachers with particular knowledge of the language in question and pedagogies for teaching the language as a subject for the age group in question, or for developing proficiency in MT language and literacy beyond its use as a Mol;
 - through age-appropriate, learner-centred pedagogies that link the new language and literacy to ones that are already familiar;
 - utilising a range of culturally-appropriate learning materials and broader spectrum of resources;
 - supported by an inclusive learning environment and participation of parents, community members and relevant ethnic, language, religious or cultural organisations and leaders.

Notes on Recommendation 3

- > In most instances MTB-1 will be combined logically with N2 and MTB-3 with N3.
- > It is acknowledged that methods for learning a language for religious purposes might need to be differentiated in terms of 'learner-centred' approaches for e.g. familiarisation with the alphabet, script and so on from the 'rote learning' approaches that are applied to memorisation or chanting of sacred texts as integral to religious instruction and practice.

6.4 Effective Implementation of Teaching of English as a Subject and the Use of English as a Partial or Full Mol

Box 20 Implications of MILE Study Findings: Summary Points

- a) MILE policy should specify and support school and classroom practices that have been demonstrated internationally to be effective, including:
 - i. Structured teaching of English, as a subject in the first instance, employing active learning pedagogies, tailored materials and diverse technologies
 - ii. Oral use of MTs to scaffold learning of Nepali, another LWC and / or English, especially where an MT cannot be used as a full Mol.
- b) Overarching MILE strategies should reflect international 'best practice' through:
 - i. Articulating measures to teach English effectively including use of technology.
- c) Policy regarding English should cover
 - ii. an option to use Nepali and English together as Mols (as more feasible than English-only, formalising and strengthening what is already being practice in an ad hoc manner)

It has been noted that there is a very strong demand for the English language and that there are clear social, educational and economic benefits of English proficiency, or at least basic competence. However, the demand for English as a Mol from the earliest grades is based on misunderstandings of how children learn languages and the demonstrated benefits of beginning in the MT. Even at the later stages of education, differently from neighbouring India, use of English as the actual medium of education in the Nepal context does not have the support of a population base of users of English as an MT or fully bilingually as a language of wider communication (LWC) and is thus also constrained by the lack of teacher with the necessary level of proficiency. It has therefore been recommended (Recommendation 2) to encourage teaching of English as a compulsory, priority subject as the preferred default option but, however, with options to use English as a partial or full Mol as appropriate given current designation, demand and capacity factors.

Recommendation 4: MILE policy should identify and detail key elements of 'good practice' (pedagogies, curricula and teaching-learning resources) with regards to teaching English effectively as a subject from G1 (options E1, E2 and E3) and its use as appropriate as a full or partial Mol from the mid-primary grades at the earliest and through to the upper grades (options E2 and E3); and aiming for a situation where:

- > Children are taught by teachers possessing adequate English language proficiency, including speaking, listening (comprehension), reading and writing; with knowledge of how children learn English and what are particular challenges that children of specific MT backgrounds might face in acquiring English language and literacy.
- > Through age-appropriate, learner-centred pedagogies to support effective, sequenced and paced learning of oral English, with attention to speaking and comprehension skills, and using 'scaffolding' through MT / Nepali as appropriate.
- > Also, through age-appropriate, learner-centred pedagogies to support effective learning to read and write English, including addressing the specific idiosyncrasies of English and differences between English and the various language families of Nepal.
- > Utilising a range of learning resources and technologies to support language teaching and learning, including e.g. television, radio, mobile phone technology, learning from other resource-constrained developing countries that have had success in delivering English education at the school level.
- > Supported by school and community environments that provides opportunities for reading a variety English print materials for diverse purposes.

6.5 Key Areas of Technical Implementation of Language Options

Both the international learning and the analysis of the Nepal situation highlighted that key technical areas that need to be addressed in order to achieve the desired 'best practices' in the classroom include the elaboration of a system to guide appropriate language choices through school-district partnerships, teacher supply and training / professional development and the development of suitable curriculum, textbooks and broader teaching-learning resources and technologies.

Recommendation 5: It is recommended that MILE policy elaborates and supports critical technical areas to directly support effective implementation of Mol and language options, including:

Recommendation 5 (i) A participatory process for selection of languages and their sequencing in each school

Following further definition, elaboration and approval of the options, an early step in the implementation of the MILE policy will be the identification of options for each school. For mutual support and for ensuring a smooth language transition as children move from ECED to school or between schools, it is suggested that choice of options should ideally be made at the cluster level (or identified groups of schools where school clusters do not reflect sociolinguistic patterns). Assessment should be guided by appropriate guidelines and templates, with district and central level technical support. It is not necessary to undertake a full sociolinguistic survey, but it is important that schools are able to identify actually languages spoken by children in the catchment area on entry to school (not making assumptions on the basis of ethnicity). From the assessment, schools would identify their ideal approach to MT and Nepali, depending on whether the MT is 'Mol ready' both in general and in that school / locality.

A second phase of the assessment would involve analysis of the situation with regards to English, which would be based more on current practice, teacher capacities and parental demands. This also would require a simple assessment tool, with guidance and technical support.

It is clear that this will be a challenging undertaking and it is vital that there is proper school and community level participation in the process, to ensure understanding and ownership of the selected options. It is therefore suggested that this be done in phases, taking account of the location of existing MLE initiatives, NEGRP plans and so on.

Box 21 Implications of MILE Study Findings: Summary Points

- a) Address teacher deployment, teacher development, curriculum, materials development, utilisation of ICT and assessment

Recommendation 5 (ii): Implementation of the development of suitable curriculum, textbooks and wider teaching-learning resources and technologies to support each option.

As schools identify their options it will be possible to identify local, district and national needs with regards to MT books and materials for different languages. Regarding MT options, it will be important to balance the need for quality assurance regarding technical aspects of textbook development (for example progressive sequencing, presentation of content and concepts, script accuracy) with ensuring that materials are adapted to the actual MT that is spoken in a particular locality (not necessarily its official form) and that the content is adapted to local culture and geography. The recommended broad approach to achieving this balance is to learn from successful practice in the MLE pilot, of the use of mobile teams from CDC / MLE unit but potentially with seconded experts from relevant agencies, to work with a district level team (also making use of local expertise from a range of agencies as well as school teachers with prior experience).

Communities, should, however, be encouraged to fully participate in the development of supplementary materials. Noting that the current MLE Guidelines place a strong emphasis on individual schools' copyright of local language materials, it is suggested it be explored how materials

development could be shifted from the level of the individual schools towards groups of schools (linked to the above recommendation that as far as possible Mol choices should be coherent across clusters) to facilitate joint production and sharing of materials.

For English, the needs are somewhat different and the centre (CDC) should take a stronger role in curriculum revision or development of textbooks and the identification of options and ways forward regarding appropriate and sustainable technologies to support the teaching and learning of English; with, however, strong participation of schools including for testing and trialling of new materials and approaches. This process, again, should make use of available expertise of various English Language organisations.

Recommendation 5 (iii): Teacher Education

There will be considerable requirements for teacher training. Teacher training modules should be developed on the basis of the desired teacher competencies as summarised briefly under recommendations 3 (MT and Nepali) and 4 (English). For MT and Nepali, training modules should be developed for each option (or adopted / adapted from existing training contents e.g. for NEGRP or MLE programs), however in terms of implementation it is noted that MT and Nepali as L2 might usefully (and logically) be combined within single trainings specifically MTB-1 with N2 and MTB-2 with N3. Trainings would need to be targeted to teachers of specific MTs in a locality following similar options.

Improving teacher capacity for English teaching will also be challenging. It will need to include opportunities for teachers to develop their own English language competencies as well as improve their pedagogic skills, including use of materials and appropriate technologies. Teachers who will use English as a partial or full Mol will need to develop a high level of English language competence and develop skills for teaching effectively through the medium of English.

It is noted that teacher education for language will need to be developed in tandem with other measures to improve the quality and effectiveness of in-service teacher training, including redressing the balance between supply and demand based modalities, providing series of linked inputs (rather than one-offs) and linking training with other professional development opportunities including peer-to-peer learning, self-learning and distance learning modalities. Teacher training will in particular be made more effective, especially with regards to use of languages as Mols, a 'whole school' approach is taken that also involves head teachers and community members.

Recommendation 5 (iv): Identification and Deployment of Teachers to Support MILE Options

In line with the existing MLE guidelines, it should continue to be aimed to take language into account in the appointment and deployment of teachers as well as in their allocation within schools. For MTB-1 (MT literacy), it is essential to have teachers with adequate knowledge of the mother tongue and that these teachers either have, or develop adequate literacy skills in that language. For MTB-3 (flexible oral support), there should also be encouragement for teachers to learn local languages where these are not their mother tongues. Other options such as MT language assistants could also be considered (and trialled during implementation). For the teaching of heritage languages as subjects, peripatetic teachers or informal language clubs could be considered, depending on local circumstances.

In identifying teachers to support English teaching, use could be made of a more standardised system for assessing English language competency, for example aspects of the International English Language Testing System. It could also be explored how to use existing teachers more efficiently, or to share peripatetic teachers between schools.

6.6 MILE Advocacy Strategy

Box 22 Implications of MILE Study Findings: Summary Points

- a) It should be explicit that there should be no discrimination on basis of language, ethnicity or ability to pay for specific curricular inclusions related to Mol / language teaching
- b) MILE policy should acknowledge rights of children, parents, teachers and others to express views on language issues and create space for ongoing dialogue, consultation and participation
- c) It will be essential for MILE policy to incorporate a strong, multi-level communications, capacity development and advocacy strategy, so that the policy itself is clear and well-known, the rationale for the approach understood and accepted and all stakeholders feel included, engaged and able to voice their views and concerns.
 - For leaders and policy-makers, the strategy should communicate the possibility of effective balance and anticipate and address mistaken assumptions and raise awareness of specific difficulties faced by marginalised children in the early years of education
 - For parents and communities, such a strategy should focus on simple explanations of the reasons for use of MT, Nepali and English at different stages, support dialogue on the multiple benefits of education and ensure that communities do not misconstrue effective sequencing and use of the MT as initial Mol as an attempt to deny access to Nepali and English.
- d) MILE policy should incorporate a strategy for advocacy, capacity development and research, linking the building of general knowledge and understanding about language with achieving improved learning and demonstration in the various contexts across Nepal.

The summary points highlight a number of rationales for attention to communication an advocacy around language in education and of the MILE policy from the period of its development onwards. Firstly, it would seem to be an identified element of 'good practice' that has reaped successes elsewhere. Secondly, language in education is a highly politicised issue in the Nepal context (as in many places) and it is important to address confusions and misunderstandings, build a critical mass of people who understand and support the MILE approach and create an atmosphere of trust and shared endeavour. Thirdly, shared understanding will support more effective technical implementation.

Recommendation 6: It is recommended that MILE policy integrates a strategy for advocacy, participation and communication on language-in-education that is embedded in wider dialogue around the multiple and multi-level purposes and benefits of education and indicatively incorporates the following elements:

- > Strategies for advocacy and dialogue with education policy makers, implementers and partners, as well as wider government and influential stakeholders (duty bearers):
 - Dialogue around the possibilities and benefits of multilingualism, costs in relation to benefits, the possibilities for reconciling different languages.
 - Provision of opportunities for discussion, learning and debate in non-threatening, respectful contexts, stimulating interest and enthusiasm.
 - Expert-facilitated mediation dialogues could be considered¹⁰ as a means of overcoming key bottlenecks in the Nepal context.
- > Further work to better document good practice and provide a stronger evidence base for MLE in Nepal context:
 - Identification of existing or new MLE initiatives for tracking of teaching practices and learning outcomes over time.

¹⁰See for example http://education.unimelb.edu.au/news_and_activities/projects/peace_building_and_language: in a partnership of the University of Melbourne, UNICEF and UNESCO, Prof Jo Lo Bianco has facilitated dialogues to 'illuminate and help resolve disputed questions of language in education', including in Malaysia, Myanmar and Thailand.

- Support to documentation and publication of good practice and success stories.
- > Strategies for advocacy and participatory consultation with primary stakeholders (parents, children, communities):
 - Appropriate communication of key MILE policies / options through multiple media, different MTs and at different levels of complexity, participation.
 - Ongoing (not just one-off) opportunities for non-threatening consultation, discussion and participation in decision-making in relation to language and education at local levels.
 - Specific strategies to involve children in dialogue and discussion around language and articulate their own experiences and preferences.
 - Making use of existing materials, in particular UNESCO advocacy kit on MLE.

6.7 Institutional Support Capacity Development for MILE

Box 23 Implications of MILE Study Findings: Summary Points

- a) MILE strategies should reflect international 'best practice' through attention to capacity and institutional structures at each level to ensure adequate mentoring, effective consultation and communication and ongoing monitoring, review, evaluation and research.
- b) MILE policy should identify the responsibilities of the State as a 'duty bearer' in regards to rights to education and to language-related rights and support capacity-building so that duty-bearers at different levels can fulfil their roles.
- c) Guidelines to support MILE policy should be revised and expanded from the current MLE Guidelines to include specifications on MTs, Nepali and English, how these relate to each other, should be sequenced and may be used as Mols or subjects.
- d) Definitions and terms should be clear and used consistently in MILE policy and all related documents and capacity development should include support to shared understanding of what terms mean.
- e) MILE Policy should be implementable through the new SSDP and be implemented as far as possible through integrated, mainstream institutional structures and 'on budget'. Additional support (e.g. through I / NGO programs) should focus on capacity – building and be carefully coordinated under a common implementation and monitoring framework.

Effective institutional support and capacity development is clearly required to adopt the proposed LiE options, implemented support strategies and ensure effective communication and advocacy. It was found that structures and committees are generally in place but, however, are not always functional and MLE guidelines so far focus mainly on MT (and to some extent Nepali) but not English. Capacity exists in some loci but is patchy in others.

Recommendation 7: It is recommended to ensure effective MILE implementation and the embedding and sustainability of the 'tri-language' multilingual approach through strengthening of technical implementation units and committees, revision of guidelines and multiple approaches to capacity development at all levels.

- > Strengthening of MLE Unit as a MILE Unit and CDC:
 - Strengthen the existing MLE Unit as a broader technical unit for coordination of all aspects of Language in Education, including English language.
 - Increase capacity of MLE Unit through additional / relocated positions to support leadership / coordination on each of the MILE options and through provision of additional resources – mobile teams to support mapping, implementation, troubleshooting across the defined options.
 - Strengthen capacity of CDC to coordinate mobile team approach to materials development (for MT / Nepali and English).
- > Strengthening of MLE Committees as MILE Committees:
 - Broaden remit of committees to include Nepali and English.

- Continue to ensure broad and representative membership of the National MLE Steering Committee and develop as a MILE Steering Committee; however, take account of implications of proposed new high level Education Policy Committee.
- > Further clarification roles, focal points and communication mechanisms within and between SMCs, schools, Resource Centres, Districts and DoE technical departments:
- > Revision and expansion of MLE Guidelines as MILE Policy Guidelines and develop additional materials that provide practical support
 - MILE Policy Guidelines should reflect full range of options including English.
 - Existing on language sequencing to be revised.
 - Existing sections on roles and responsibilities to be updated and revised.
 - Further differentiate the guidelines to give more specific advice for different stakeholders – at appropriate level.
 - Supplement the guidelines with practical ‘how to’ guidelines.
- > Provide orientation and training to managers and implementers at all levels in relation to the policy as a whole and their specific roles and responsibilities (linked with dissemination of guidelines and handbooks):
 - Training and orientation should not be limited to briefing on roles but also help them to implement them, providing opportunity for supporting individuals’ understanding of language in education issues, engaging interest and commitment, supporting access to wider learning resources and supporting communication, advocacy and problem-solving skills.
- > Strengthen Coordination of university, language associations / organisations of indigenous nationalities and DP / I / NGO technical or programmatic support to MILE at the national and local levels.

6.8 Coherence with Wider Education Policies / SSDP Strategies

Box 24 Summary Points

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| <p>a) MILE Policy should be implementable through the new SSDP and be implemented as far as possible through integrated, mainstream institutional structures and ‘on budget’. Additional support (e.g. through I / NGO programs) should focus on capacity – building and be carefully coordinated under a common implementation and monitoring framework.</p> <p>b) MiLE policy and strategies should be linked to / integrated with other SSDP strategies including:</p> <ol style="list-style-type: none">i. consistency and mutual reinforcement between MILE strategies and NEGRP;ii. language within wider curriculum reform and strategies for textbooks and materials development;iii. synergies with proposed Inclusive Education Policy;iv. capacity development for LiE in relation to wider CD around raising quality and improving learning outcomes;v. integration of language concerns in measures for strengthening comprehensive approaches to SIP and whole school development, including through quality handbooks and guidance for socio-linguistic assessment, language planning, curriculum localisation, local materials development, supporting community participation and so on;vi. improving strategies for financing of quality inputs at the school level, with attention to equity and the needs of small multigrade school;vii. adaptations to student assessment, EMIS and monitoring systems to take account of language factors;viii. ongoing strategies to support effective pedagogies and learning environments for ECED and education. |
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Both the review of the international evidence and the consultations at the school, district and national levels highlighted that MILE policy and implementation is far from a discrete enterprise. Rather, as illustrated in the summary points, it is of necessity interlinked with the full raft of policies and strategies for improving education access, quality and management. SSDP is the mechanism for achieving this coherence and linkage.

Recommendation 8: It is recommended that the MILE policy identifies and elaborates a range of mid-level strategies and actions that will support the creation an enabling environment for effective MILE practice to take root and be sustained at the school level including:

- > **Synergy with the National Early Grade Reading Program (NEGRP):** Implementation of MILE policy in the initial years should be closely coordinated with NEGRP, in particular with regards to literacy development. NEGRP can be seen as the main vehicle to support implementation of the N1 option.
- > **Support to Multigrade Schools:** Given that many multigrade schools cover the early grades serve remote, diverse and marginalised sociolinguistic groups these are likely to be key in delivering MT-based education. Measures should therefore be taken to improve targeting of technical and financial / resources support to these schools, as well as to support the integration of one-teacher, multigrade and multilingual approaches.
- > **Improving equitable access to quality ECED:** ECED interventions are particularly important to children with particular language-related special needs, and in marginalised sociolinguistic communities where there are the biggest gaps between home and school; but only where ECED caregivers can provide an appropriate environment. Therefore, continued measures under SSDP (and beyond) to raise the quality of ECED and redress inequalities in provision will strongly reinforce the MILE strategies.
- > **Development of the proposed Inclusive Education (IE) policy to address language issues:** Areas of synergy and collaboration between MILE and Inclusive Education include the development of Braille and sign languages, development of nuclei of expertise to support children specific language impairments, general capacity development for inclusive classrooms and strengthening early childhood support (from birth to age 5), for early intervention and support as well as to address factors of deprivation that are linked with restricted codes and poor language development.
- > **Strengthening SIP and District Education Plan:** Given that MILE implementation will require integration of language mapping, sociolinguistic pupil and teacher data into SIPs and District Education Plans, any measures to make the wider processes of planning and monitoring more effective, practical and coherent will be very helpful to MILE effectiveness.
- > **Financing of poor schools:** As opposed to re-introducing special funding for MLE schools, it might be considered to introduce a mechanism for supplementing per capita funding with grants that are weighted according to school's situations, including with regards to remote location, local capacity, language diversity and the need for MT-based approaches. At the very least, it would be very conducive to enable local decision making over at least some portion of funding for quality improvement.
- > **Improvements in data collection and monitoring and evaluation in relation to language issues:** measures that will directly support implementation and monitoring of the MILE policy include the addition of meaningful sociolinguistic data into EMIS, disaggregation of basic enrolment and attainment data according to language background and the development of monitoring indicators for MILE policy implementation and in particular in relation to Mol options. Such data will also help to identify issues for further research or requiring review and revision of strategies or assumptions.
- > **Non-Formal Education:** Whilst this study has focused mainly on ECED and school education, there will be a need to elaborate further on approaches to non-formal education and also to identify where NFE and formal education can be mutually reinforcing in terms of supporting language learning. Indicative areas include coordination of school-based MT approaches with MT adult literacy opportunities for youth and adults and expanded opportunities for non-formal / alternative delivery of basic English classes tailored to learners' specific needs.

- > **Synergy with the Consolidated Equity Strategy:** Implementation of the proposed Consolidated Equity Strategy strategies will complement the MILE focus on educational 'supply' / in school factors by addressing a range of demand / external factors that mitigate against equitable learning for children from disadvantaged ethno-linguistic groups.
- > **Teacher management and performance management:** Progress in improvements to teacher management as well as in implementing performance management within the education sector would support MILE policy implementation on a number of fronts. These include ensuring that teachers with the right language backgrounds and competencies are present in the right schools as well as ensuring that schools and teachers are rewarded for improving learning (not only pupil numbers, which in part drives the English Mol trend).

6.9 Wider Actions to Support an Enabling Environment for MILE Policy

Box 25 Summary Points

- a) Continued actions to support 'good governance' in and beyond the education sector will be important, in particular with regards to:
 - i. Application of key elements of language policy to private schools.
 - ii. Broader partnerships with and regulation of private education both to harness capacity for language learning in and beyond formal classrooms and uphold rights to quality education and non-discrimination.
 - iii. Institutionalisation of structures for broad, equitable and ongoing consultation and participation on all aspects of education, in particular on the part of the most marginalised citizens and communities.
 - iv. Continued implementation of strategies to reduce political interference and improve teacher management.

The analysis of the political economy of language undertaken for the study highlighted that, whilst the implementation of 'best practice' that leads to observable improvements in learning, alongside an effective advocacy strategy, should do much to overcome the constraints to effective multilingual approaches, there will continue to be constraints that are created by the wider context, outside of the direct control of the education sector.

Recommendation 9: It is recommended that government, development partners and other actors identify and support actions beyond the education sector that will complement and strengthen implementation of the MILE Policy and strategies.

Indicatively, these could include:

- > Supporting further analysis and dialogue on the role of education and of language in education in supporting peace-building, inclusion and social cohesion.
- > Supporting appropriate regulation of private schools towards the public good.
- > Strengthening partnerships between public and private providers, in particular to harness capacity for strengthening of English language teaching in community schools.
- > Cross sectoral and civil society initiatives to reduce livelihoods vulnerability, strengthen environmental conservation and revitalise languages, material heritage and cultural traditions of marginalised sociolinguistic communities.
- > Cross sectoral and civil society initiatives to support the more systematic preparation of migrant workers (including English training) to reduce the pressure on the early years of schooling
- > Continued support to 'good governance' in particular in relation to de-politicisation of education and re-professionalisation of the teaching force.

Appendix A: Terms of Reference

1. Rationale and Purpose

In Nepal the medium of instruction (MOI) in the school education system is an important political, social and educational issue. Nepal is a linguistically diverse country with 123 recognised languages including Nepali.¹¹ In most schools Nepali is the MOI but this is changing rapidly. Over 30% of 8th grade students speak a language other than Nepali as their first language¹². A survey of some of the districts revealed that around 35% of schools serve students who spoke little or no Nepali at the time of their enrolment¹³. On the one hand various political groups have advocated that education be provided to children in their mother tongues, and there is a policy from the Ministry of Education (MoE) supporting mother tongue based multilingual education up to grade 3. On the other hand most private schools use English as the MOI and a number of public schools have also started providing instruction in English. There is a general public demand for English, which parents feel will prepare their children for the job market and for higher education. MoE's policy encourages schools to choose their MOI. The MOI has major implications in terms of human and financial resources, curricula, textbooks, supplementary materials and professional development. In addition to the MOI, there are issues related to the effective teaching of Nepali, English and local languages as subjects. There are major differences in understanding, views and interest amongst the various stakeholders with regard to language and MOI, as well as gaps between policy and practice.

The purpose of the study is to provide background and evidence for MoE, in consultation with a wide range of stakeholders and based on the review of existing language policies and practices, to formulate a comprehensive language policy to guide districts and schools in the use of Nepali, local languages and /or English as the MOI, in teaching these languages as subjects and in providing support to children who lack competencies in the language of their classroom. The policy would be based on global and Nepal specific research and best practices as well as the consultative process.

2. SSRP Programme Background

The School Sector Reform Plan (SSRP, 2009–2016) of the Government of Nepal (GON) is a seven year strategic plan. The first five years of the plan have been funded jointly by the GON, nine pooling development partners (DPs)¹⁴ and the Global Partnership for Education (GPE) using a sector wide approach (SWAp). It is also supported by non-pooling DPs¹⁵. The SSRP aims to (i) expand access and equity, (ii) improve quality and relevance, and (iii) strengthen the institutional capacity of the entire school education system including non-formal education and technical and vocational education to improve system performance.

The SSRP finances both the recurrent and the development expenditures covering all of school education. The programme focuses on the three pillars of Access, Inclusion, and Quality in: (i) Basic Education (Grades 1-8) including Childhood Education and Development (ECED) and Literacy and lifelong learning; (ii) Secondary Education (Grades 9-12); and (iii) Institutional Capacity Strengthening for delivery and monitoring of the educational services and products.

Basic Education: Access and Inclusion in Basic Education focuses on expanding access to all children in Nepal through four main mechanisms: (i) physical expansion of schooling system, (ii) identifying and reaching the hardest to reach students from disadvantaged, marginalised and poor backgrounds, (iii) providing access safety nets /educational guarantee schemes, and (iv) through traditional schools. The SSRP aims to enhance quality in Basic Schooling by (i) developing and adopting minimum enabling conditions (MECs), (ii) development of national standards for education service delivery and the establishment of the Education Review Office (ERO), (iii) teacher

¹¹ Nepal Population Census, 2011

¹² National Assessment of Student Achievement (2011) Report

¹³ EGRA Preliminary Sharing (RTI and New ERA), 2014

¹⁴ Pooling DPs: Australian Embassy, ADB, Denmark, DFID, EU, Finland, Norway, World Bank, and UNICEF

¹⁵ Non-pooling DPs: JICA, UNESCO, USAID, WFP, and I /NGOs.

professional development, and (iv) moving towards a competency based curriculum. In addition to these primary tasks, the SSRP also helps to expand the number of centres offering courses on Literacy and Lifelong Learning and the number of Early Childhood Education and Development (ECED) centres which are both school based and community based.

Secondary Education: Though the primary aim of the SSRP is on strengthening Basic Education, the programme also finances to a more limited extent, the expansion of access to, and the improving of quality in, Secondary Education. At this level, the SSRP also provides access to 'soft TVET' programmes that improve the students' ability to transition from school to a work environment if they choose to discontinue school after Grade 10. This equips them with a basic understanding of the world of work and the opportunities available to them.

Institutional Capacity Strengthening: The final focus in the SSRP is to strengthen and improve the capacities of the schooling infrastructure to deliver on the above. This includes capacity development across all levels of the system, with an emphasis on improving capacities at the school level with a focus on the School Management Committees and other community level organisations, and at the district level for improved planning and execution. A major emphasis of the SSRP is to improve monitoring and evaluation of both the programme, and in particular the ability to carry out international standard learning assessments.

3. Nepal Context

In Nepal, many school communities are mixed in terms of the languages children spoken at home. Thus, provision of education in mother tongue for each child in many schools would be complex. While children may speak a particular language at home, they are often familiar with another language which they can use to communicate with people from other communities. In these cases, from an educational point of view it may be sufficient for children to receive their education in a language they understand well and can speak fluently even if it is not their mother tongue.

There is a political commitment for all children to have the opportunity to learn in their mother tongue at the primary level as well as in Nepali, the national language. However the implementation of teaching in mother tongue and multilingual education programmes have been on a fairly limited scale, mainly pilots by government projects or civil society organisations, and few resources have been allocated for it.

In many institutional (private) schools English is the MOI and students generally receive higher marks on the School Leaving Certificate (SLC). Due to a number of reasons, including the importance of international migration as a source of employment and foreign revenue in Nepal, there is a high demand for English from parents.

The introduction of English as MOI by the community schools to compete with institutional schools, is reportedly without adequate preparation and capacity building. This may adversely affect students' learning achievements.

At the Joint Annual Review (JAR) held in May 2011 it was agreed that 'a comprehensive study will be undertaken on the current status of mother tongue teaching, multilingual education (MLE) and the use of Nepali and English, incorporating the inputs from different stakeholders, with recommendations for a coherent language policy framework for SSRP.' This decision was taken as a result of intense discussions on how language policy should be implemented within the SSRP. It was recognised that there are many issues which the current mother tongue policy does not cover, such as how to implement it in classrooms with different languages spoken as mother tongues. Moreover the GON has initiated a process to develop a road map on MOI.

In December 2013 prior to the Joint Consultative Meeting (JCM) field trips were made by Development Partners (DPs) and officials from MoE and DoE. In a district where a field visit took place, it was reported that a quarter of the schools had introduced English as the medium of instruction (MOI). The main reasons given for the introduction of English as the MOI were parental pressure and competition with private schools to enrol and retain children in the school. In two of the

schools the team did informal reading and writing assessments in English as well as in Nepali. The findings raised serious concerns about the level of learning using English as the MOI. The observers noted that the combination of using English as the MOI, the weak skills of teachers in English and the very poor performance of students represented a major constraint to providing quality education.

During the JCM in December 2013 this was raised as one of the major observations and concerns from the field trips. It was agreed that the issues of language and MOI need to be researched from the social, political and educational aspects. Such a study would lead to comprehensive language guidelines for schools and districts for the effective teaching of English as well as Nepali and other home languages in developmentally appropriate ways. One of the action points in the JCM Aide Memoire was for TORs to be prepared to undertake such a study in FY 2014/15.

Building on these discussions and agreements, in the JCM in December 2014 it was agreed that the Government of Australia and possibly other DPs would provide TA to undertake the study, which would be coordinated by a high level steering mechanism of the MoE. In the JCM 2014 Aide Memoire's Consolidated Action Plan it is recorded that, 'MoE will undertake a comprehensive study on language issues as related to medium of instruction (MOI) and effective teaching of mother tongue, Nepali and English. The preliminary findings will be shared in the JAR 2015.'

4. Global Context

Many children in the world speak a mother tongue at home and then start school and learn in a different language. This multilingual setting creates challenges as well as opportunities for both children and their educators. The demands and challenges involved in the teaching and learning of reading in multilingual settings indicate the need for well-planned programmes, appropriate to the student cohort.

Nearly 600 languages are spoken across South Asia, and many speakers of minority languages do not have access to education in their mother tongue. In the EFA Mid-Decade Assessment South Asia Synthesis Report ¹⁶MOI is recognised as a major issue determining success in school:

A mismatch between the language spoken at home and the language in school can have several negative consequences, including increased chances of repetition and dropping out. There is inequality of opportunity in such learning situations because those who speak the language of the school can start learning from the first day, while the others must first learn the foreign code. The effectiveness of teachers may be seriously compromised by their lack of understanding of how children acquire a second language. Differences in language competence in school often remain unnoticed by teachers, especially where children are given fewer opportunities to actively participate. Effective bilingual education starts with developing the child's reading, writing and thinking skills in the mother tongue. At the same time, the national or target language is taught as a second language. Bilingual programmes must be well developed and implemented effectively so that children master the majority language as well as their mother tongue in order to be able to take full advantage of educational and other opportunities within the broader society. Research suggests that recognising the importance of mother tongue languages in a bilingual or multilingual education structure results in improvements of educational attainment and helps to retain students from minority groups in school.

Research suggests that, where feasible and where implemented well, mother tongue based multilingual education is the most effective way to meet the needs of children who do not speak the predominant language upon entry into school. However in many situations children do not have the opportunity to learn in their mother tongue. In a number of countries preference is given to the national or majority language as the MOI in all schools, and in some cases schooling is in an international language which is not the mother tongue of any of the students. Practice varies greatly from country to country and in some cases within countries. This is true for industrialised as well as for developing countries. In addition to the research on mother tongue education there is also a great

¹⁶ Jennings, J. Asia and Pacific Education for All Mid-Decade Assessment: South Asia Sub-Region Synthesis Report, Bangkok: UNESCO Bangkok, 2009.

deal of research and guidance on assisting children who are being taught in classrooms where the MOI is not their first language so that they are not unduly disadvantaged and so that the full curriculum is accessible to them. There is a wealth of research and experience in industrialised countries on meeting the needs of children from minority communities who are schooled in a language other than their mother tongue. Some types of teaching methods and classroom organisation are much more conducive to second language learning (whether it is the MOI or being taught as a subject) than others. There are also many instances of children studying in their second or third language in developing countries, but the experiences are not as well documented.

Effective practices indicate that the students' first language is a significant resource for learners in a second language. Key factors involved in efforts to develop effective approaches for language learning include what is known about the cognitive and linguistic processes in the development of a child's mother tongue language and in learning an additional language. The skills and processes involved in learning to read in one or more languages are significant. Teacher quality is another key factor, spanning initial teacher education and the continuing professional learning of teachers, and teachers' knowledge and skills in teaching in bilingual or multilingual environments. The MOI and children's experience in this language are other critical factors. An understanding of these factors enables both policy makers and practitioners to plan and implement effective programmes.

5. Need for the Study

In Nepal the state policy on the use of various languages in education has a number of aspects. The Interim Constitution 2007 asserts the right to education in mother tongue and MoE has approved a policy which provides for mother tongue based multilingual education (MLE) according to each school's choice. Accordingly the Curriculum Development Centre (CDC) has included the teaching of mother tongue as an optional subject at primary level and has prepared textbooks in 22 different local languages. Since 2006 Nepal has implemented on a limited scale, mother tongue based MLE employing a model of using the children's mother tongue as the MOI in the early grades and transitioning to Nepali in the upper primary grades and introducing English as a subject at an appropriate level. However the MLE policy is being implemented in only a small number of schools and it is not clear how the policy can be applied in schools serving linguistically diverse populations. Further guidance could be useful on a number of aspects, e.g. on the levels of schooling in which mother tongue is the preferred MOI and the prerequisites for implementing MLE including the language skills of teachers and arrangements for their training. A critical review¹⁷ in 2011 on Nepal's plans for language in education with a focus on MoE's mother tongue based multilingual education (MTB-MLE) indicated that the early exit model of MTB-MLE had not been effective for the sustainable learning of non-Nepali speaking children. The review also suggested that the MTB-MLE model may not be sustainable as the community did not seem to take ownership of the programme and MoE was not strongly committed to extending the programme. There were insufficient materials, textbooks, teacher training and other resources to help teachers in teach in the local languages.

MoE's current policy allows each school to choose its own MOI, and a number of community schools have introduced English as the MOI. The SSRP equity study identified major differences in understanding and interests amongst various stakeholders with regard to language and MOI. It is likely that schools will continue to be allowed to choose their own MOI, meaning strategic and practical guidelines will need to address how to set and monitor standards as well as how to support effective teaching and learning in a variety of contexts.

There are no adequate teacher training programmes specifically addressing the needs of children learning in a language in which they are not orally proficient. There is a scarcity of developmentally appropriate reading materials in many of the local languages. USAID supported a recent study to

¹⁷ Phyak, P. Language Issues in Educational Policies and Practices in Nepal: A Critical Review, Asian Development Bank, 2011.

review reading materials in Nepali and other languages used in Nepal by various agencies and organisations, and the report provides a wealth of information. The level of English of teachers in many schools is not adequate to sustain the teaching of all subjects in English. While it is documented that nearly half the children in school speak Nepali as their mother tongue there is no information on the percentage of additional children who may speak Nepali fluently when they enter school.

6. Objectives of Study

Based on the rationale and purpose of the study the following are the specific objectives:

- > To explore and analyse social and educational aspects of language, including the place of a national language, children learning in second and additional languages, mother tongue teaching, multilingual education, the acquisition of an international language and the relative benefits and constraints in the use of mother tongue, the national language, an international language and /or a combination of languages as MOI.
- > To analyse the differences between parental wishes and effective learning principles with regard to MOI.
- > To make recommendations to the MoE, presenting a range of options based on global and Nepal specific research and an assessment of the Nepal context, for a comprehensive language policy with strategic priorities and guidance for districts and schools on the effective teaching of mother tongue, Nepali and English as languages and on the appropriate use of the respective languages as the MOI.
- > To assist MoE to prepare a draft comprehensive language policy and to outline its implementation plan.

7. Methodology

The study will be designed to use a number of tools and methods to complete the tasks and to fulfil the objectives of the study. The study will review and build on key relevant studies and field surveys carried out in the past and will include a consultation process with all the key stakeholders. A literature review of global research as well as of Nepal specific research will provide the basis for the field work and inform the overall findings and recommendations. In the field classroom observations will be combined with informal assessments of students' learning and of teachers' competencies. Interviews and focus group discussions will be carried out to collect the views of a variety of stakeholders including policy makers, education officials at national and sub-national levels, head teachers, teachers, parents, children, community groups and community members. Based on a mapping of key stakeholders the consultation process should identify those who could be drivers of change as well as those who may try to block change. For the formulation and finalisation of recommendations, consultative meetings will be held with the relevant joint thematic groups, academics and education officials at the national level who are responsible for policy development.

8. Scope of Work

It is expected that the study will involve the following specific activities:

- > Desk review of the latest research and global best practice in relation to language issues and effective learning in primary and secondary schools.
- > Desk review of language related studies undertaken in Nepal, at different levels including reports of the multilingual education pilot of DoE supported by Finland and including languages that do not have a script.
- > Desk review of language related policies, plan and reports based on ongoing efforts of MoE.
- > Field work to observe and gather information on various contexts (including schools where most children speak the same language at home and those where children are from diverse language

groups) and on the various models being used by schools (public and private) and civil society organisations in Nepal including those where mother tongue, Nepali and English respectively are used as the MOI and /or taught as subjects. This should include best practices for building public acceptance of mother tongue and /or Nepali as MOI, as well as best practices on how to teach English effectively in schools. An analysis should be included of the 'political economy' around the strong interest in English as the MOI and around the choices being made on the MOI.

- > Field work to assess the human and financial resources available in a sample of districts to implement various policy options including the use of mother tongue, Nepali and English respectively as the MOI and /or taught as subjects in schools serving linguistically similar and linguistically diverse populations.
- > Focus group discussions, interviews and consultation meetings with key stakeholders including teachers, parents and children.
- > Drafting of a report on stakeholders' workshops and consultative meetings.
- > Drafting of a comprehensive report detailing, correlating and analysing the findings from the desk reviews and field work.
- > Drafting of options (including an estimate of human and financial resource requirements for each) and recommendations for a comprehensive language policy based on global research and the views of key stakeholders.
- > Facilitating a consultation process led by MoE /DoE to finalise the recommendations as a policy and to outline an implementation plan paying attention towards institutionalising the ongoing efforts of MoE and other stakeholders and building on the foundation provided by the previous piloting interventions in Nepal.

9. Outputs

Outputs will be produced and submitted in the following order:

- > Inception report
- > Report of stakeholders' workshops and consultative meetings mapping key stakeholder views and social and governance aspects of change and presenting various policy options along with estimates of human and financial resource implications.
- > Final report with options and recommendations based on findings and the consultative process.
- > Inputs for a final draft national language policy in education (for finalisation and approval by MoE)

Electronic and hard copies will be submitted. Information and other databases will also be submitted.

Outline of implementation plans and guidelines (for development, finalisation and approval by MoE). The financing DP will be responsible to ensure the outputs are produced in close consultation with and under the guidance of MoE.

10. Consultancy Team

A three-member team will undertake the assignment. The team leader (TL) will be an international educationist with extensive experience of work in countries with multiple languages and with the appropriate academic background. The team leader will draw upon international experiences and evidence on language issues and MOI. This will be crucial for high level stakeholder consultations and policy recommendations. Two national consultants will be members of the team. One will be an educationist with extensive field level experience and an academic background related to language in education particularly the teaching of Nepali, English and multilingual education. The other national consultant will be a social researcher with a broad understanding of governance issues and change management and extensive field level experience in research and participatory approaches.

The TL will be responsible for the submission of all the above outputs. The two national consultants will work under the guidance of the TL. The TL will set tasks for the national consultants to ensure that all outputs are of a high quality and submitted on time.

11. Timeframe

The major part of the assignment should be completed within a six week period, in phases as follows:

- > Phase 1: Literature review including relevant past studies and surveys and writing of inception report (approximately 1 week)
- > Phase 2: Field work, preparation of report on stakeholder workshops and consultative meetings (approximately 3 weeks)
- > Phase 3: Preparation of final report, draft national language policy and draft implementation plan outline under the supervision and guidance of MoE (approximately 2 weeks)
- > The consultants will be required during the three phases as follows:
 - > Phase 1: International consultant (two days preparation in home country and five days in country); national consultants (one week)
 - > Phase 2: All consultants for approximately three weeks in the field and one week in Kathmandu
 - > Phase 3: International consultant and national consultants (two weeks with some follow- up support to MoE as needed)

The international consultant will be contracted for a total of maximum 40 days including work in home country, travel and time in Nepal and the two national consultants will each be contracted for maximum 50 days for work in Nepal.

> Study Finance

The study will be financed by a DP in agreement with MoE. The TORs will be jointly developed by the Quality and Teachers' Development Thematic Working Group in consultation with DoE and the DP financing the study and approved by MoE. The consultants will be selected and hired by the financing DP in consultation with MoE.

> Management

The financing DP will provide for the day to day management and logistics of the consultants. The arrangements for transport, office support and other requirements will be detailed in the contracts with the consultants.

MoE will provide the technical oversight and policy guidance to carry out the study. To ensure this either MoE or DoE will form a study technical committee or a study advisory committee. The committee will be headed by the Director General of DoE. The committee members will be the heads of language sections of CDC for Nepali and English, representatives of language experts from the Faculty of Education and School of Education of Kathmandu University and /or other universities and representatives of nongovernmental organisations with relevant experience. The key tasks of the committee will be to review the study tools, draft reports, draft language policy and draft implementation plan and to provide comments to ensure the quality and acceptability of the study. In addition to this, the committee will coordinate at different levels within and outside MoE, to ensure the study is carried out successfully and provide back- up support to the MoE in the finalisation of the language policy and in development of implementation guidelines.

Appendix B: Committee Members

Ambika Prasad Regmi, Deputy Director, DOE

Narayan Subedi, Deputy Director, DOE (MLE In-charge)

Balaram Timalsina, Under Secretary, MoE

Jay Prasad Lamsal, Deputy Director, NCED

Deepak Sharma, Under Secretary, MOE

Narayan Shrestha, Deputy Director, DOE

Suma Mainali, Section Officer, MLE Section, DOE

Purushottam Ghimire, Section Officer, CDC

Appendix C: Mol Roadmap (MoE, 2014)

Presentation of Mol Roadmap, DoE/ MoE Sanothimi January 2014

SLIDES

1. Introduction

- > Medium of Instruction (Mol) A Road Map

2. Presentation Outline

- > Legal/ Policy Instruments
- > Mol Road Map
- > Further Steps

3. Legal/ Policy Instruments

- > Nepal's Constitution (2006) – Basic Education (grades 1-8) through Mother Tongues (recognized as national languages)
- > Education Act (1971) - Provision for MTs in primary schools
- > Local Self Governance Act (1988) – VDCs and Municipalities with MT based primary education
- > Multilingual Education Implementation Guidelines (2009) – Framework for promoting local level MLE programmes and processes
- > MLE Manifestations in Legal Instruments, National Plans and Policies
- > Free & Compulsory Basic Ed Bill – MoLJ/ Cabinet Approval
- > JCM (9-14 December 2013) deliberations
- > Securing space for MTs, Nepali and English

4. Continued Consultations

- > Discussions within MoE system (Post JCM)
- > DoE Technical Team
- > Sharing with Teachers, Parents, Ed Journalists, University Professionals/ Deans
- > Briefing to MoE Management
- > DPs consultations and feedback
- > Wider and local level consultations
- > Initiating formalizing processes 4

5. Mol Road Map

- > ECD and G1-5: Fully Mother Tongue Medium (plus oral approaches) except for Nepali and English Languages
- > G4 onwards – MTs continue as subjects

- > Gs 1- 12: Nepali and English as Com Subjects
- > Gs 6-8: focus on Nepali Medium
- > G 6-8: (i) Nepali Medium for So St and soft subjects, and (ii) English Medium for Maths/Science/ computer
- > G 9-12: English Medium (except for languages)
- > University Education: MTs, Nepali and English continue as subjects and other subjects in English
- > Non-Formal Education: MT based literacy (Nepali and English)

6. Further Steps

- > Policy Initiatives
- > NPC, MOF Consultations
- > DPs, (I)NGO and Local Gov collaboration
- > Research Inputs/ Commissioning Study
- > Finalization and Legal Support
- > Capacity building
- > CDC, NCED, NFE, OCE, HSEB, DoE/ MoE
- > Road Map and Time Bound Implementation⁶

7. Thank You!

Appendix D: Expanded Description of Methodology and Fieldwork in Practice

1. Methodology, Tools and Sampling

1.1 Literature Review

A key source of information for the report was a review of the existing literature pertaining to language in education in Nepal and more generally. The articulation of the five ‘Influencers and Informers’ and subsequent identification of the Core Questions supported a further systemisation of the literature review, structured around the various issues identified for investigation. In the course of undertaking consultations many further useful documents came to light.

1.2 Informants Groups and Tools

It was identified which persons at the central, district and school/ community levels were well-placed to act as ‘Study Informants’, who could assist in answering the Core Questions. Tools were then developed to facilitate data collection from each stakeholder group in an appropriate way, as well as to capture further information through observation and perusal of locally available documentation (e.g. school and district plans and records). Following testing in Rasuwa District, the tools were simplified and further adjusted¹⁸. Table 1, overleaf, lists the stakeholders and corresponding tools.

The tools were designed so that they integrated a format for writing up responses and findings. Thus, they provided a basis for collation, comparing, contrasting and summarising findings on key themes and issues. This, in turn, has allowed for triangulation, enabling ongoing feedback loops between analysis and further investigation and consultation.

As stipulated in the ToR, it was planned from the beginning that the process would include a Stakeholders’ Consultation Workshop as a means of eliciting feedback on- and triangulation of- initial findings and undertaking further consultation through open discussion. It was further envisaged that the workshop would provide an opportunity to test out initial responses to indicative suggestions on ways forward in language policy development.

Informants and Tools

Informant Group	Other sources of information	Tool
Central Level Stakeholders <ul style="list-style-type: none"> ▪ Senior officials of the MoE ▪ Technical officers of the DoE, Curriculum Development Centre (CDC) and NCED responsible for ECED, MLE, NFE, inclusive education, materials development, teacher education, EMIS and other relevant areas. ▪ Members of the Technical Working Group on Quality and Teacher Professional Development ▪ Development Partners ▪ Civil Society Organisations and NGOs ▪ Academics 	<ul style="list-style-type: none"> ▪ Documents related to the specific informant’s role or organisation, for example examples of curriculum, textbooks, NGO-initiated research or project documents and so on. 	Tool 1: Central Level Interview Guide Tool 1 consists of the master template for policy makers and implementers. It includes both generic and stakeholder-specific questions, along with a recoding format, for semi-structured interviews with central level stakeholders.

¹⁸Following review, a single tool was developed to cover all the district-level investigations, with the recognition that different people might not be available for interview in the most ‘logical’ order and that discussions in larger groups were tending to jump between topics.

Informant Group	Other sources of information	Tool
Regional Education Directors (REDs) District Education Officers (DEOs) and other District Education Staff Local interest groups / CSOs etc. Resource Persons (RPs) and School Supervisors Teacher Educators	<ul style="list-style-type: none"> ▪ Regional data ▪ District enrolment and attainment data ▪ District Education Plan and other DEO documentation ▪ Sociolinguistic information ▪ Observations of physical environment of DEO 	Tool 2: District Profile This tool combines data gathering, document analysis, basic observations and question guide for use flexibly with the various district /regional / resource centre level stakeholders (allowing for either separate or combined interviewing and in any order).
Head teachers Teachers / ECED Facilitators and other School Workers SMC and PTA Members	<ul style="list-style-type: none"> ▪ School enrolment and attainment data. ▪ School Improvement Plan and other school documentation. ▪ Observations of school environment. 	Tool 3: School Profile This tool combines data gathering, document analysis, basic observations and question guide for use flexibly with the various school-level stakeholders (allowing for either separate or combined interviewing and in any order).
Parents / Community Members		Tool 4: Parents and Community Members- FGD Guide This tool is to guide an FGD with groups of parents /community members. It provides guidance on inclusion of males / females and different language groups etc.
Children		Tool 5: Children- FGD Guide This tool is to guide an FGD with groups of children from G4 and G5. It provides guidance on inclusion of boys /girls and different language groups etc. It includes a simple activity to assess children's oral and reading competencies in MT, Nepali and English.
	Observation of teaching/ learning processes and resources	Tool 6: Structured Class Observation Protocol A format for systematic observation of language aspects of classroom teaching-learning in a sub-sample of schools, including textbooks and learning materials.

1.3 District and School Sampling Frame

The purpose of the sampling was to obtain a good cross section of the various LiE contexts that exist across Nepal, as well as a full range of different types of school and educational setting in terms of grade coverage, management, urban/rural location, size etc. The time and resources available to the review did not allow for a fully 'scientific' sampling process. This was anyway not necessary to achieve our purpose, which was to enable policy recommendations to be informed by an understanding of the range of contexts and issues, rather than to evaluate specific approaches or to make quantitative comparisons between districts and /or schools. Box 2 summarises the criteria that were utilised in making the selection.

Criteria for District and School Selection

<p>Districts to Cover</p> <ul style="list-style-type: none"> ▪ Hill, Tarai and Mountain Zones. ▪ The five Development Regions. ▪ Inclusion of all four language families (Indo-European, Sino-Tibetan, Austro-Asiatic and Dravidian). ▪ Major and minor languages in terms of no. of speakers; covering at least 8 of the 19 major languages (over 100,000 speakers) plus some minor and endangered languages. ▪ Capturing of different kinds of community language context (e.g. a homogenous language spoken, varied mix of languages, mix of written and oral languages etc.).

- Examples of where MLE or other language-related initiatives have been implemented/maintained/scaled up/abandoned.
- Inclusion of at least one Regional Education Directorate (RED).

Schools /Communities to Cover

- Community and Institutional Schools.
- Primary (1-5), lower secondary (6-8) and upper secondary (9-12), or basic (1-8) where these have been established. Multigrade schools.
- Schools with and without ECED classes, plus some community-based ECED centres.
- Schools implementing different kinds of approaches to language including MLE initiatives, Nepali literacy development, adoption of English and Mol etc.
- Schools that included users of sign languages or braille scripts
- Faith-Based Schools - Gumba, Gurukul, Madrasa and Vihar.
- Communities where non-formal education programmes are running.

Using the set of criteria, districts were selected as per the table below. The seven districts shown in bold (Rasuwa, Dadeldhura, Dhankuta, Bardiya, Kapilvastu, Dhanusha and Jhapa) are the core districts, for which it was aimed to achieve a comprehensive district profile. The additional districts were selected to widen the scope of investigation at the school level to cover all criteria, for example one school in Sunsari was incorporated to include the Dravidian Uranw language. The inclusion of Dhankuta allowed also for consultations with a Regional Education Directorate (RED), namely that of the Eastern Region.

Sample Districts

Development Region Ecological Zone	Far West	Mid-West	West	Central	Eastern
Mountains				Rasuwa	
Hills	Dadeldhura		Palpa	Kathmandu Valley	Dhankuta
Tarai	Kanchanpur	Bardiya Banke	Kapilvastu	Dhanusha	Jhapa Sunsari

Nepal District Map



2. The Consultations and Fieldwork in Practice

2.1 Fieldwork in Schools and Districts

The first round of fieldwork took place in Rasuwa, Jhapa, Dhankuta and the single school in Sunsari in early April. The timing of the first visits was to some extent limited by the availability of persons (due to end-of-year examinations) and the announcement of a number of Bandh (national and local) during the period that was originally allocated to the fieldwork. Given the changed situation following the earthquakes, the second round of visits was particularly challenging. Given the prohibition on travel for the international consultant, the national consultants split up to cover the districts in a more restricted time period, each having therefore to act as organiser, interviewer and reporter. The outgoing DFAT Regional Adviser and DFAT Education Manager supported visits to Kathmandu Valley schools. Whilst the field visits were to areas that were not badly damaged by the earthquake, residents of those areas were nevertheless to some extent distracted by events, and the advent of the hot season and early monsoon rains provided additional challenges.

Despite the difficult circumstances, the combination of the design of tools to enable efficient data collection, the hard work and flexibility on the part the national consultants in particular as well as all members of the consultancy, management, MoE and DFAT teams and, most especially, the very generous giving of time and support on the part of the many study informants, it proved possible to overcome- or at least to mitigate- the various constraints and gather rich and useful data from the district and school level visits and consultations. The list of the schools visited and persons consulted at the school and district levels is given in Appendix E: *Study Informants and Participating Schools*.

2.2 Central Level Consultations and Stakeholder Consultation Workshop

Following initial briefings, central-level consultations included meetings at MoE, DoE, CDC and NECD. There have also been meetings with development partners either involved directly in language-related programming or in a coordination or advocacy role, as well as representatives of political parties and CSOs including indigenous people's organisations. Discussions have focused on the relevant questions defined in *Tool 1 for Central Level Stakeholders*.

Following the first round of field visits and consultations, as planned, the *Stakeholder Consultation Workshop* was held on Friday 17 April, 2015. D.r Dilli Ram Rimal, DG of DPE, chaired the workshop, with Dr Lava Awasthi, Joint Secretary MoE, contributing opening and closing remarks. It was well-attended by around 60 people including government, I/NGO, academic and civil society stakeholders.

The objectives of the workshop were identified as:

- > To present the MILE study and progress so far and enable further consultation on key study questions.
- > To give opportunity for feedback on and discussion of the initial findings from schools and districts.
- > To support dialogue and brainstorming around ways forward with regard to various elements of a future comprehensive policy for language in education in Nepal.

These objectives were successfully achieved and the need for such a study, for a clear policy and for an 'implementable road map' was underscored. Dr Awasthi emphasised: '*the critical issue is that children should not sit for six hours a day in the classroom unable to understand the MoI*'. He also encouraged that the study should go beyond critiquing the existing MLE policy and practice to identifying very practical ways to address these shortcomings and forge a way ahead, in the form of a pragmatic language policy adapted to Nepalese context. The various comments and points of feedback from the workshop are integrated into the relevant section of this report.

As the fieldwork was resumed, a new date was set for the SSRP Joint Annual Review (JAR). It was therefore possible to take the opportunity to make a presentation of the progress and key findings of

the fieldwork and obtain feedback on the indicative conclusions and recommendations, prior to the finalisation of the report.

The list of persons consulted so far at the central level through individual meetings and the consultation workshop is included in Appendix E: *Study Informants and Participating Schools*.

Timetable

A summary of the key dates and timeline of the study is given in Table 3 below.

Table 9 Timetable for MILE Study with Key Dates

Dates	Activities	Presentations and Reports
Last two weeks of March	<ul style="list-style-type: none"> ▪ Literature review ▪ IC travel to Nepal ▪ Briefing meetings and initial consultations ▪ Methodology and tools development ▪ Inception Report 	<ul style="list-style-type: none"> ▪ Briefing Presentation to MLE Steering and Technical Committees and Technical Working Group on Quality and Teacher Development ▪ Inception Report and Work plan
30 March – 6 April	<ul style="list-style-type: none"> ▪ Field visits to districts and schools 	
7–17 April	<ul style="list-style-type: none"> ▪ Central level consultations ▪ Stakeholder consultation workshop ▪ IC leaves Nepal 	<ul style="list-style-type: none"> ▪ Presentation to Stakeholder Consultation Workshop
20–30 April	<ul style="list-style-type: none"> ▪ Preparation of Draft Report 	<ul style="list-style-type: none"> ▪ Draft Report
May 2015	<ul style="list-style-type: none"> ▪ Pause in activity following earthquake catastrophe 	
May 30-June 2015	<ul style="list-style-type: none"> ▪ Further field visits to districts and schools (NCs) ▪ Discussion and consultations on draft, linked to SSRP Joint Annual Review (NCs) ▪ Further central level consultations, including political representatives (NCs) ▪ Report finalisation (IC working from home base). 	<ul style="list-style-type: none"> ▪ Final Report with Recommendations and Policy Options and Indicative Roadmap

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Appendix F: Study Informants and Participating Schools

(1) Districts and Schools

Sn	Name	Organisation	Designation	Date / Task
1. Rasuwa Participants in Rasuwa visit				
1	Mr. Ram Hari Panta	NNTA, Rasuwa Kalika HSS	Chair Person and HT	31 March 2015
2	Mr. Ambika Karkai	Shree shyameywangphel HSS Rasuwa	HT	31 March 2015 Group discussion
3	Mr. Khagaraj Acharya		Acting HT	
4	Mr. Roja Ram Shah		Teacher	
5	Mr. Lokhnath Nepal		Teacher	
6	Mr. Lekha Nath Gautam		Teacher	
7	Ms. Daisy Pant		Teacher	
8	Mr. Yam Lal Pandey		Bhimsen Lower Secondary School	
9	Ms. Pema wangmota	Teacher		
10	Ms. Urmila Lama	Teacher		
11	Ms. Samjhana Na Tamang	Teacher		
12	Mr. Karma Chhanjom Tanang	Teacher		
13	Ms. Rojina Karki	Teacher		
14	Mr. Ram Sundar Yadav	HT		
15	Mr. Menjin Tamang	ECD Facilitator		
16	Mr. Dev Nath Chaudhari	DEO	Act. DEO	
16	Mr. Tika Nath Subedi		Assistant Officer	
17	Mr. Nawa Raj Paudel		Khardar	
18	Mr. Kamal Bdr. Bam		Assistant Officer	
19	Mr. Ram Prasad Pandey		RP	
20	Mr. Basu dev Lamichhane		RP	
21	Mr. Dhruva Lamichhane	DEO		KII
22	Mr. Tulsingh Tamang	Gaun Farka P.S	HT	
23	Mr. Tikaram Bahadur Shahi	Dhunche, Goljung VDC	Secretary	
24	Mr. Basudev Lamichhane	Laharepauwa RC	RP	
25	Mr. Regian Tamang	Tamang Ghedung	Member	Group discussion??
26	Ms. Sapana Tamang		Secretary	
27	Mr. Lakpa Tamang		Central C. Member	

SN	Name	Organisation	Designation
DEO, Rasuwa, Dhunche			
1	Dev Narayan Chaudhari	DEO, Rasuwa	Acting DEO
2	Tika Nath Subedi	DEO, Rasuwa	Head Assistant
3	Nawa Raj Paudel	DEO, Rasuwa	Kharidar
4	Kamal Bahadur Bam	DEO, Rasuwa	Pra.Sa.
5	Ram Prasad Pandey	DEO, Rasuwa	R.P
6	Basudev Lamichhane	DEO, Rasuwa	R.P
DEO, Rasuwa, Dhunche			
1	DhurbaLamichhane	DEO, Rasuwa	R.P

SN	Name	Organisation	Designation
Rasuwa -Saraswoti LSS Dhunche, Rasuwa			
1	Kalu Tamang	SMC	Chairperson
2	Ram Prasad Pandeya	Resource center	Resource person
3	Suku Maya Tamang	SMC	member
4	Pasang Deki Tamang	PTA	member
5	Buti Tamang	PTA	member
6	Rinjen Dolmo	Parents	Parents
7	Urpa Ghale	Parents	Parents
8	Samten Tamang	SMC	member
9	Kam Tschring	Parents	Parents
10	Furpa Yelbo	Parents	Parents
11	Chen Ghen Ghale	Parents	Parents
12	DawaSewam	Parents	Parents
13	Nima Ghale	Parents	Parents
14	Dindi Telbo	Parents	Parents
15	Karmo Ghale	Parents	Parents
16	Lakpa Tamang	Saraswoti LSS	Head Teacher
17	Urpa Ghale	Parents	Parents
18	SomBahadur Tamang	Parents	Parents
19	Je BuriGhale	Parents	Parents
20	JenjenGhale	Parents	Parents
21	MingmarGhale	Saraswoti LSS	Helper
Rasuwa, Shree Bhinsen LSS ThuloBherku			
1	YamlalPandeya	Bhimsen LSS	Teacher
2	PemaWangmota	Bhimsen LSS	Teacher
3	Urmila Lama	Bhimsen LSS	Teacher
4	SamjhanaTamang	Bhimsen LSS	Teacher
5	Kama GhanjonTamang	Bhimsen LSS	Teacher
6	RojinaKarki	Bhimsen LSS	Teacher
7	Ram SundarYadav	Bhimsen LSS	Teacher
8	MenjinTamang	Bhimsen LSS	Teacher
Rasuwa, Shyame Wangfel HSS			
1	Ambika Karki	ShyameWangfel HSS	Teacher
2	Khagraj Acharya	ShyameWangfel HSS	Teacher
3	Raja Ram Shah	Shyame Wangfel HSS	Teacher
4	Lok Nath Nepal	Shyame Wangfel HSS	Teacher
5	Daisy Pant	Shyame Wangfel HSS	Teacher
Bokejhunda Rasuwa – Teacher			
1	Tulusing Tamang	Gaun Farka Primary School	Headmaster
Dhaibung, Rasuwa – Kalika Himalaya HSS			
1	Ram Hari Panta	NNTA, Rasuwa Kalika HSS	Chair Person HT
DhuncheRasuwa – Tamang Ghedung			
1	RinjenTamang	TamangGhedung	member
2	SapanaTamang	Nepal TamangGhedung	Secretary

SN	Name	Organisation	Designation
3	Lakpa Tamang	Nepal Tamang Ghedung	Central member
Dhunce Rasuwa – VDC Secretary			
1	Tilam Bahadur Shahi	Dhunce, Goljung, Laharepowa, Dhaibung	VDC secretary
2	Basudev Lamichhane	RC	Laharepouwa RC
2. Dhankuta Consultative Meeting with stakeholders, 5 April, 2015, DEO, Dhanakuta			
1	Devi Prasad Subedi	DEO Dhanakuta	School Supervisor
2	Brahma Dhoj Limbu	UNTO Dhanakuta	Chairperson
3	Madan Bahadur Rai	Khoku Resource Center	Resource Person
4	Kedar Adhikari	Tribeni Research Center	Resource Person
5	Sukra Bahadur Limbu	Janata R.L. School	
6	Shiva Kumar Innam	Sanghiya Nepal Shikchak Sangh	Secretary
7	Chandra Bhasan Roy	Budhuk Resource Center	Resource Person
8	Dharma Raj Thoklen	Sindhuwa RC	RP
9	Hem Kumar Limbu	Sanghiya Limbuwan Shikchak Sangh	Central Committee member
10	Nagendra Shrestha	DEO, Dhankuta	School Supervisor
11	Mohan Kumari Rai	Shree Deurali Secondary School	teacher
12	Ujur Singh Limbu	Chulachuli RC	RP
13	Ganga Dhungana	NTA	President
14	Bindu Kumar Lawat	Jitpur RC	RP
15	Ram Bahadur Thapa	DEO, Dhanakuta	A.D.E.O
16	Durga Prasad Kharel	DEO, Dhanakuta	DEO
17	Surya Prasad Subedi	DEO, Dhanakuta	Assistant DEO
18	Hari Prasad Rai		Teacher
RED, Dhanakuta			
1	Jeewan Kumar Dhungana	RED	Deputy Director
2	Ishwori Prasad Ojha	RED	Section Officer
3	Nirmala Subedi	RED	Pra.Sa
4	Sambhu Prasad Panday	RED	Section Officer
5	Khula Nath Regmi	RED	Deputy Director
6	Puspa Raj Baral	RED	Deputy Director
7	Chudamani Phuyal	RED	Deputy Director
8	Amanda Seel	Study Team	Team Leader
9	Yogendra Prasad Yadava	Study Team	Team member
10	Sadananda Kadel	Study Team	Team member
11	Khagendra Subba	Study Team	Team Management
12	Dilip Limbu	Study Team	Driver
Interaction with Teachers, 5 April 2015, Deurali LSS Sangtang, Dhankuta			
1	Bimala Santoshi Rai	Deurali LSS Sangtang	Teacher
2	Pramila Ghimire	Deurali LSS Sangtang	Teacher
3	Narmada Pokhrel	Deurali LSS Sangtang	Teacher
4	Yam Bahadur Basnet	Deurali LSS Sangtang	Teacher
5	Manu Bhakta Rai	Deurali LSS Sangtang	Teacher
6	Urmila Dahal	Deurali LSS Sangtang	Teacher
7	Chandra Kumar Rai	Deurali LSS Sangtang	Teacher

SN	Name	Organisation	Designation
8	Him Karna Dahal	Deurali LSS Sangtang	Teacher
9	Mohan Kumari Rai	Deurali LSS Sangtang	Teacher
10	Sukra Bdr. Limbu	Janata LSS Tekunala	Teacher
3. Jhapa Interaction with Teachers NNLA and SIL Staff, 5 April 2015, Bhojpure Hotel, Damak, Jhapa			
1	PamavRajbanshi	NSILNLPi	MLE Coordinator
2	Philina NG	SIL	MLE Project Consultant
3	May Wong	SIL	MLE Coordinator
4	ParsuramRajbanshi	NNLPI	Assistant
5	DeepakTamang	NNLPI	Training Officer
6	SunitaMaharjan	NNLPI	MLE Project Assistant
7	Kimiko Abe	SIL	Community language worker
8	MadhuriRajbanshi	Chilhara	Teacher
9	JitBahadurRajbanshi	Chilhara primary	teacher
10	Bajrang Sing Rajbanshi	Amgachi	Teacher
11	Mahendra Thakur	Chilhara primary	Teacher
12	BabukajiRajbanshi	Chilhara primary	Teacher
13	Bimal Chandra Rajbanshi	Amgachi Primary School	Teacher
14	KiranRajbanshi	Amgachi Primary School	Teacher
15	IndrawatiRajbanshi	Chilhara primary School	Teacher
16	Indira Rajbanshi	Amgachi Primary School	Teacher
17	Gita Rajbanshi	Chilhara primary School	Teacher
18	Shiv Kumar Rai	NNLPI	Director
Interaction with Parents Rastriya Ekta Primary School, Haldibari Jhapa			
1	DwarikaSubedi	Shree Rastriya Primary School	Headmaster
2	Bishnu Prasad Rajbanshi	Shree Rastriya Ekta Primary School	Teacher
3	BalBahadurShrestha		Parents
4	Nagendra Prasad Dhakal		Parents /SMC member
5	Surya Prasad Shah		Parents
6	Bed Bahadur Poudel		Parents
7	BadaramHemram	Garamkali LSS	Teacher
8	Mohan Mardi	Jhapa-6	Parents
9	LakhanHemram	Jhapa-6	Chairperson, SMC
DEO, Jhapa, Bhadrapur			
1	Badaram Hemram	Garamkali LSS	Teacher
2	Suphal Soren	Araniko HSS	Teacher
3	Dibilal Mardi	Sita LSS	Teacher
4	Bhupesh Mardi	Laxminarayan P.S	Teacher
5	Khagendra Subba		
6	Prof. Dr.Yogendra Prasad Yadava		
7	Dr. SadanandaKadel		
8	Amanda Seel		
4. Sunsari List of participants in Sharada Prs.Vi. Simariya, Sunsari, 6 April 2015			
1	Mr. Chabailal Uranw	Sharada Prs.Vi	Head Teacher
2	Mr. Kailram Uranw	Sharada Prs.Vi	Teacher

SN	Name	Organisation	Designation
3	Mr. Binod Kumar Chaudhari	Sharada Prs.Vi	Teacher
4	Ms. Lalita Chaudhari	Sharada Prs.Vi	Teacher
5	Mr. Ashok Kumar Yadav	Sharada Prs.Vi	Teacher
6	Ms. Saraswati Kumari Chaudhari	Sharada Prs.Vi	ECD facilitator
7	Mr. Arun Kumar Uranw	Sharada Prs.Vi	Assistant

Key Informants Interviews: DEOs and DEO staff			
1	Mr. Bishnu Adhikari	DEO Tanahun	DEO
2	Mr. Hari Gautam	DEO Kapilvastu	DEO
3	Mr. Jit Bahadur Shah	DEO Bardiya	DEO
4	Mr. Narad Prasad Joshi	DEO Dadeldhura	ADEO
5	Mr. Shankar Karki	DEO Dhanusha	DEO
6	Mr. Baburam Devkota	DEO Tanahun	ADEO
7	Mr. Baburam Bhattarai	DEO Kapilvastu	ADEO
8	Mr. Narayan Prasad Lamichhane	DEO Palpa	School Supervisor
9	Mr. Giriraj Pande	DEO Palpa	School Supervisor

Key Informants Interviews: Head Teachers/Teachers			
1	Ms. Durga Uprety	Masta Bajinath Lower Secondary School, Dandaban, Dadeldhura	Head Teacher
2	Mr. Kamal Singh Jhukal	Bhumiraj Primary School, Amargadhi Municipality – 8, Bagchaur, Dadeldhura	Head Teacher
3	Mr. Chhabilal Joshi	Rastriya Lower Secondary School, Dekhatbhuli – 8, Kanchanpur	Head Teacher
4	Mr. Yadav	Pragati Lower Secondary School, Mainapokhar -6, Bardiya	Head Teacher
5	Mohammad Nsiruddin Ansari	Darul Ulum Gulshane Madina (Madrasha), Ganeshpur Road - 5, Nepalgunj Municipality, Banke	Principal/ Maulana
6	Mr. Indra Prasad Paudel	Satyawati Higher Secondary School, Byas Municipality, Damauli, Tanahun	Head Teacher
7	Mr. Ganesh Chandra Basnet,	Nirmal Higher Secondary School, Byas Municipality, Tanahun	Head Teacher
8	Mr. Krishna Hari Ghimire	Kyamin Higher Secondary School Kyamin, Tanahun and NELTA Tanahun	Head Teacher/English Teacher and Immediate Past President of NELTA
9	Mr. Devendra Paudel	Nepali Language Teachers' Council and Purkot Multiple Campus, Purkot-3, Tanahun	District Vice Chairperson and Campus Chief
10	Mr. Rukmani Paudel	Satyawati Higher Secondary School and Nepali Teachers' Council, Tanahun	Nepali Teacher and Chairperson
11	Mr. Rajendra Prasad Pandit	Satyawati Higher Secondary School, Damauli, Tanahun	Math Teacher
12	Mr. Buddhi Sagar Neupane	Head Teacher, Chok Secondary School, Chisapani, Tanahun	Head Teacher
13	Mr. Gopi Krishna Acharya	Nawa Jagrit Primary School Chidipani 1, Dhaireni, Palpa	Head Teacher
14	Mr. Hum Nath Pant	Sunshine English Boarding School Madanpokhara 4, Dumre, Palpa	Acting Principal

**Medium of Instruction and Languages for Education:
Ways Forward for Education Policy, Planning and Practice in Nepal**

15	Mr. Lalman Prasad Godiya	Phulkali Lower Secondary School, Derawa, Kapilvastu	Head Teacher
16	Mr. Nanda Kumar Giri	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	Head Teacher
17	Mr. Mahananda Jha	Shishu Pragya Sadan, Janakpur Dham, Dhanusha	Principal
18	Mr. Bishwo Kadel	Pathshala Nepal, Bagdole, Lalitpur	Principal
19	Ms. Meena Kumari Pokharel Koirala	Padmodaya Higher Secondary School, Kathmandu	Head Teacher
20	Mr. Deepak Tuladhar	Modern Newa English School, Kathmandu, Kathmandu	Director
21	Mr. Keshav Prasad Adhikari	Sanskrit Secondary School, Guashala, Kathmandu	Head Teacher
22	Mr. Radha Krishna Mahat	Namuna Machhindra School, Lagankhel, Lalitpur	Head Teacher
23	Ms. Buddha Iaxmi Shrestha	Namuna Machhindra School, Lagankhel, Lalitpur	In-charge/ teacher for Braille script
24	Mr. Sedup Gyacho	Kaanying Shedrub Ling Mahavihar, Seto Gumba, Bauddha, Kathmandu	Teacher

Key Informants Interviews: SMC Chairpersons/Members			
1	Mr. Ganesh Bahadur Saud	SMC, Masta Bajinath Lower Secondary School, Dandaban, Dadeldhura	Chairperson
2	Mr. Hari Prasad Pandey	SMC, Bhumiraj Primary School, Bagchaur, Dadeldhura	Chairperson
3	Mr. Prem Sigh Rana	SMC, Rastriya Lower Secondary School, Dekhatbhuli – 8, Kanchanpur	Chairperson
4	Mr. Prem Bahadur Gaha	SMC, Nawa Jagrit Primary School, Chidipani 1, Dhaireni, Palpa	Chairperson
5	Mr. Jung Bahadur Tharu	SMC, Pragati Lower Secondary School, Mainapokhar -6, Bardiya	Chairperson
6	Mr. Haji Ramjan Ali Halwai	Darul Ulum Gulshane Madina Management Committee, Nepalgunj, Banke	Chairperson
7	Mr. Ram Adhin Yadav	SMC, Phulkali Lower Secondary School, Derawa, Kapilvastu	Chairperson
8	Mr. Dipendra Man Shrestha	SMC, Vishnu Secondary School, Nala, Tanahun	Chairperson

2. Central Level Stakeholders

1. Participants of Stakeholder Consultation Workshop 17th April 2015, Hotel Everest, Kathmandu			
1	Nanayan Subedi	DoE	Deputy Director
2	Pushkar Kadel	LDC Nepal	Director
3	Bhim Lal Gautam	Linguistic Society of Nepal	President
4	Yasu Nagako	JICA	Education Advisor
5	Marlin Hoar	UNICIEF	Chief of Education
6	Dipin Shakya	UNICEF	Education Consultant
7	Dhrma Lal Chaushari	Tharu Kalyan Samaj	Member
8	Rajendra Paudel	DoE	Director
9	Balaram Timilsina	UNESCO/MOE	
10	SK khaling	NNLPI	Director
11	Kshitij Prasai	UNM	Team Leader
12	Prf. Dr. Bidya Nath Koirala	TU	Professor
13	Kamakshi Yakthumba	Australian Embassy/DFAT	Programme Manager
14	Amrit Yonjan Tamang	Chair	MLE
15	Chandra Kanta Bhusal	CDC	Director
16	Dr. Dilli Ram Rimal	DOE	DG

17	Suman Kumar Tuladhar		
18	Suma Mainali	DOE	SO
19	Indra Budhathoki	DOE	SO
20	Vishnu Karki	Room to Read	CD
21	Pramod Bhatta	ADB	Consultant Edu. Specialist
22	Tilak Kunwor	CNT	GS
23	Jayanti Subba	USAID	Education Specialist
24	Jimi Dostrum	UNICEF	Education Specialist
25	Saraswati Paudel	NADH	SLI
26	Khagaraj Baral	NCED	ED
27	Ray Kumar Lekhi	NEFIN	
28	Jeff Webstaer	SIL	Country Director
29	Philona Ng	SIL	MLE Consultant
30	Rudra Prasad Adhikari	DoE	Deputy Director
31			
32	Maria Paula Reinbold	UNICEF	ECD Officer
33	Deepak Raj Subedi	Handicap International	TSU Coordinator
34	Jhum Prd. Rai	MOE	US
35	Narayan Prasad Kafle	Save the Children	Education Specialist
36	Davelle Rosset	UNFPA	Comprehensive Education Officer
37	Uttar Kumar Parajuli		ERO
38	Jannie Kwok	USAID	Dep. Dir. Education
39	Meera Shrestha	NELTA	President
40	Kumar Regmi	NADH	GS
41	Hari Lamsal	MOE	JS
42	Babu Ram Paudel	NFEC	Director
43	Pawan Karki	Room to Read	Prog Manager
44	Pratibha Rai	NPCS	Planning Officer
45	Lava Deo Awasthi	MOE	JS
46	Khagaraj Baral	DoE	JS
47	Marianne Kujli	Finland	Consultant
48	Ram Balak Singh	UNESCO	Consultant
49	Sarah Boddington	Australian Embassy	First Secretary
50	Krishna Lamsal	Australian Embassy	Programme Manage
51	Tek Narayan Paudel	EVENT Project	Project Director
52	Deepak Sharma	MOE	US
53	Hem Lamsal	AIN	Coordinator
54	Keshab	CNT	President
55	Gokarna Baniya	NTA	Vice President
56	Amanda Seel	Independent Consultant	Team member
57	Yogendra P Yadava	Independent Consultant	Team member
58	Sadananda Kandel	Independent Consultant	Team member
59	Khagendra Subba	Translator	
60	Madhav Bhattarai	DRC	
61	Manjila Shrestha	DRC	
62	Bhim Kumar Shrestha	RRC	

Stakeholder Consultation Meeting: Dadeldhura District

1	Mr. Narad Prasad Joshi	DEO Dadeldhura	ADEO
2	Mr. Narayan Dutt Bhatt	DEO Dadeldhura	School Supervisor
3	Mr. Narendra Kumar Khati	DEO Dadeldhura	School Supervisor
4	Mr. Keshav Gyawali	DEO Dadeldhura	School Supervisor
5	Mr. Prem Singh Aaer	DEO Dadeldhura	Resource Person
6	Mr. Rajendra Kumar Rawal	DEO Dadeldhura	Sub-engineer
7	Mr. Mohan Singh Bhandari	Nepal National Teachers' Association, Dadeldhura and Ghatal Higher Secondary School, Dadeldhura	Secretary and Teacher
8	Mr. Ramesh Aaer	Mahendra Higher Secondary School, Khalanga	Teacher
9	Mr. Dhan Bahadur Khadayat	DEO Dadeldhura	Staff/clerk
10	Ms. Shashi Awasthi	Asigram Primary School, Selagaun and Unified All Nepal Teachers' Association, Dadeldhura	Vice-president
11	Mr. Nav Raj Ojha	DEO Dadeldhura	Staff
12	Mr. Basant Kumar Ojha	DEO Dadeldhura	Staff
13	Mr. Surat Bohora	DEO Dadeldhura	Staff
14	Mr. Bhim Bahadur Bhandari	DEO Dadeldhura	Staff
15	Ms. Meena Kunwar	DEO Dadeldhura	Staff
16	Mr. Madan pant	DEO Dadeldhura	Staff
17	Dr. Sadananda Kadel	MILE Study	National Consultant

Stakeholder Consultation Meeting: Bardiya District			
1	Mr. Jeet Bahadur Shah	DEO Bardiya	DEO
2	Mr. Nilkanth Regmi	DEO Bardiya	ADEO
	Mr. Keshav Gautam	DEO Bardiya	School Supervisor
3	Mr. Chandra Kant Sigdel	Little Heaven English School, Gulariya	Teacher
4	Ms. Rishu Maya Chaudhari	Radhakrishna Tharu Janasewa Kendra, Bardiya	Education Officer
5	Ms. Kalpana Nepal	Room to Read	Social Mobilizer
6	Ms. Shanti Yogi	Neap Teachers' Association, Bardiya	Vice-President
7	Mr. Manoj Kumar Jha	DWO Bardiya	
8	Mr. Deepak Sharma	Phholbari	
9	Mr. Jeet Ram Chaudhari	BASE Bardiya	
10	Mr. Dharma Prasad Sharma	Unified National Teachers' Organization (UNTO)	Teacher
11	Mr. Hari Chaudhari	DEO Bardiya	Staff
12	Mr. Sudip Parajuli	Bardiya	Education Activist
13	Dr. Sadananda Kadel	MILE Study	National Consultant

Stakeholder Consultation Meeting: Kapilvastu District			
1	Mr. Baburam Bhattarai	DEO Kapilvastu	ADEO
2	Mr. Nanda Kumar Giri	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	Head Teacher
3	Mr. Shesh Ram Chaudhari	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	Asst. Head Teacher and MLE Trainer
4	Mr. Ram Gulam Yadav	Durgesh Nandini Primary School, Thuniya, Thuniya 2	Head Teacher

5	Mr. Sohaj Ram Yadav	Brahmadev Primary School, Maryadpur Thuniya 6	Head Teacher
6	Ms. Bishnu Maya Rayamajhi	Primary School, Damauli	Acting Head Teacher
7	Mr. Anirudra Prasad Chaudhari	Dev Pratap Primary School, Madhawanagar, Udaypur -9	Head Teacher
8	Mr. Angad Prasad Shukla	Nepal Rastriya Primary School, Manpur, Manpur 1	Head Teacher
9	Mr. Lalman Prasad Godiya	Phulkali Lower Secondary School, Derawa, Kapilvastu	Head Teacher
10	Mr. Tuk Prasad Adhikari	Bhrikuti Lower Secondary School, Buddhi	Teacher
11	Mr. Moha Ram Tharu	Shree Kisan Primary School, Champapur, Barkulpur-4	Asst. Head Teacher
12	Ms. Durga Chaudhari	Shree Pipal dada Primary School, Barkulpur, Barkulpur-3	Head Teacher
13	Mr. Subas Yadav	Save the Children Kapilvastu	Programme Officer Education
14	Mr. Saroj Kumar Chaudhari	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	Accountant
15	Mr. Jeet Ram Chaudhari	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	Teacher
16	Mr. Chhatra Bahadur Yadav	Jana Kalyan Higher Secondary School, Barkulpur, Kapilvastu	MLE Project Coordinator
17	Dr. Sadananda Kadel	MILE Study	National Consultant

Stakeholder Consultation Meeting: Dhanusha District			
1	Mr. Shankar Karki	DEO Dhanusha	DEO
2	Mr. Mehi Lal Yadav	DEO Dhanusha	ADEO
3	Mr. Shashi Kumar Yadav	DEO Dhanusha	School Supervisor
4	Mr. Hiral Lal Sah	Rashtriya Secondary School, Birendra Bazar	Head Teacher
5	Mr. Rausham Yadav	Shri S.N.R.J. Higher Secondary School, Dhakoul	Teacher
6	Mr. Jay Ram Yadav	DEO Dhanusha	Teaching Assistant
7	Mr. Rinku K. Dubey	DEO Dhanusha	Primary Teacher
8	Mr. Parmeshwar Kapari	Central Department of Maithili, TU Campus, Janakpur Dham	Head
9	Mr. Nityanand Mandal	Maithili Vikash Kosh, Janakpur Dham	Member
10	Mr. Shyam Sundar Shashi	SMB Campus, Rajbiraj & Representative, Kantipur Daily	Lecturer
11	Mr. Kashi Kant Jha	Mithila Sahitya Samaj, Janakpur Dham	Head
12	Mr. Jiva Nath Chaudhary	Maithili Vikash Kosh, Janakpur Dham	President
13	Mr. Radha Prasad Yadav	Nepal Sanskrit University Campus, Janakpur Dham	Lecturer (English)
14	Mr. Ashok Dutta	Janaki FM, Janakpur Dham	Station Manager
15	Mr. Ajay Shah	Shirish Weekly, Janakpur Dham	Editor
16	Mr. Sujeet Kumar Jha		Newsreporter
17	Mr. Nanda Lal Tiwari	The Rising Nepal	Reporter
18	Prof. Yogendra Prasad Yadav	MILE Study	National Consultant

Key Informants Interview at National Level

1	Mr. Chandra Bhandari	Nepali Congress	Head of Education Department, Central Committee and Constituent Assembly (CA) Member
2	Mr Ganga Lal Tuladhar	Communist Party of Nepal (Unified Marxist Leninist)	Head of Education Department, Central Committee, former Education Minister and CA Member
3	Mr. Agni Sapkota	Unified Communist Party of Nepal (Maoist)	Head of Education Department, Central Committee, former Minister and CA Member
4	Mr. Lal Babu Raut	Sanghiya Samajbadi Forum	Vice President
5	Dr. Lava Deo Awasthi	Ministry of Education (MoE)	Joint Secretary / Member Secretary MLE Steering Committee
6	Dr. Dilli Rimal	Department of Education (DoE)	Director General
7	Mr. Khagendra Nepal	DoE	Director
8	Ms. Dev Kumari Guragain	DoE	Director
9	Mr. Narayan Subedi	DoE	Deputy Director, MLE Unit
10	Mr. Narayan Krishna Shrestha	DoE	Deputy Director, Planning and Budgeting Unit
11	Mr. Jay Raj Acharya	Curriculum Development Centre	Deputy Director
12	Mr. Sanjay Khanal	Programme Director	National Planning Commission
13	Prof. K. C. Sharma	CERID	Executive Director
14	Dr. Renu Thapa	CERID	Associate Professor
15	Mr. Tap Raj Pant	UNESCO	National Education Officer
16	Mr. Jeff Webster	SIL	Director
17	May Wang	SIL	
18	Ms. Gopini Pandey	Save the Children / AIN Education Working Group	Coordinator
19	Dr. Marilyn Hoar	UNICEF	Chief of Education, Coordinator, DPs
20	Marrrian Hodgkin	UNICEF	
21	Maria Paula Reinbold	UNICEF	ECED Officer
22	Prof. Jay Raj Awasthi	Far-western University	Vice Chancellor
23	Prof. Narad Awasthi	Far-western University	Dean
24	Porf. Bharati Joshi	Far-western University	Dean
25	Ms. Jannie Kwok	USAID	Deputy Director for Education and Family Planning
26	Ms. Siena Fleischer	USAID	Education Officer
27	Mr. Reginald A. Naylor	Language Development Centre Nepal (LDCN)	Advisor
28	Mr. Pushker Kadel	LDCN	Director
29	Mr. S. K. Khaling	NNLPI	Director

Preliminary Finding Sharing Meeting, 12 June 2015, Names of Participants

SN	Name	Organization	Designation
	Dr. Lava Deo Awasthi	MoE	Joint secretary
	Dr. Dilli Ram Rimal	DoE	Director of General
	Diwakar Dhungel	CDC	Executive director
	Khagendra Nepal	DoE	Director
	Dev Kumari Guragain	DoE	Director
	Dinesh Kumar Shrestha	DEO, Kathmandu	District Education Officer
	Deepak Sharma	MoE	Under Secretary

	Dhruba Raj Regmi	MoE	Under Secretary
	Meghnath Sharma	DoE	Section Officer
	Rajendra Paudel	DoE	Director
	Chandra Kanta Bhusal	DoE	Dy. Director
	Krishna Lamsal	Australian Embassy	Programme Manager
	James Jennings	Australian Embassy	Regional Education Specialist
	Kamaksi Rai Yakthumba	Australian Embassy	Programme Manager
	Madhav Bhattarai	Development Resource Center	Admin and Finance coordinator
	Buddhi Man Shrestha	Development Resource Center	Chair
	Dr. Sadananda Kandel	Free lance	National Consultant
	Prof. Yogendra Prasad Yadava	Free lance	National Consultant

MILE Study: Sample Matrix

District	No. of languages included in the sample	No. of Schools visited		No. of class observed	FGDs with children		FGDs with parents		FGDs with teachers		Stakeholder Consultation Workshop/ Meeting		No. of Kils				
		Community	Private		No. of FGDs	No. of children	No. of FGDs	No. of parents	No. of FGDs	No. of teachers	National	District	National	District			
														No. of DEOs	No. of Head teachers	No. of SMC Chair	
Dadeldhura	1 Doteli	2	0	4	2	20	1	10	2	12	0	1	0	1	2	2	
Bardiya	1 Tharu	1	0	3	1	10	0	0	1	10	0	1	0	1	1	1	
Kapilvastu	2 Avadhi	2	0	3	2	20	1	10	1	7	0	1	0	1	2	1	
Rasuwa	1 Tamang	4	0	0	2	20	1	13	2	14	0	0	0	1	3	1	
Dhanusha	1 Maithili	1	0	1	0	0	0	0	1	12	0	1	0	1	1	1	
Dhankuta	1 Athpariya	1	0	0	0	0	1	8	1	10	0	0	0	1	1	1	5
Jhapa	2 Santhali, Rajbanshi	1	0	0	0	0	1	6	2	16	0	1	0	1	1	1	
Sunsari	1 Uranw	1	0	0	1	10	0	0	1	6	0	0	0	0	1	0	
Lalitpur	1 English	0	1	1	0	0	0	0	0	0	0	0	0	0	1	0	
Kathmandu	4 Sanskrit, Tebatan, Newari, Sign language	2	2	7	1	10	0	0	0	0	2	0	22	0	3	0	
Tanahun	1 Nepali	1	0	1	0	0	0	0	0	0	0	0	0	0	1	0	
Palpa	1 Magar	1	0	1	1	10	0	0	1	6	0	0	0	0	1	1	
Banke	1 Urdu	1	0	1	1	10	0	0	0	0	0	0	0	0	1	1	4
Kanchanpur	1 Rana Tharu	1	0	2	1	10	0	0	1	10	0	0	0	0	1	1	3
Total	19	19	3	24	12	120	5	47	13	103	2	5	22	7	20	11	

Appendix G: Sociolinguistic Profiles and Maps

Masta Bajinath Lower Secondary School

Dandaban, Dadeldhura District

Sociolinguistic Profile

Grade	No. of children			Caste/Ethnicity		Mother Tongue		Remarks
	Girls	Boys	Total	Brahman/ Chhetri	Dalits	Doteli	Nepali	
ECED	5	3	8	3	5	8	0	
1	7	5	12	2	8	12	0	
2	9	4	13	5	8	13	0	
3	11	7	18	10	8	18	0	
4	8	6	14	7	7	14	0	
5	13	3	16	7	9	16	0	
Total	53	28	81	34	45	81	0	All children speak Doteli as mother tongue.

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Bhumiraj Primary School

Amargadhi Municipality – 8, Bagchaur, Dadeldhura District

Sociolinguistic Profile

Grade	No. of children			Caste/Ethnicity		Mother Tongue		Remarks
	Girls	Boys	Total	Brahman/ Chhetri	Dalits	Doteli	Nepali	
ECED	6	10	16	10	6	16	0	
1	10	8	18	14	4	18	0	
2	10	5	15	10	5	15	0	
3	5	6	11	8	3	11	0	
4	8	3	11	10	1	11	0	
5	7	5	12	11	1	12	0	
Total	46	37	83	63	20	83	0	All children speak Doteli as mother tongue.

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Rastriya Lower Secondary School
Dekhatbhuli – 8, Kanchanpur District
Sociolinguistic Profile

Grade	No. of children			Caste/Ethnicity		Mother Tongue		Remarks
	Girls	Boys	Total	Rana Tharu	Dalits	Rana Tharu	Nepali	
ECED	11	9	20	20	0	20	0	
1	26	4	30	26	4	26	4	
2	29	8	37	29	8	29	8	
3	30	20	50	45	5	45	5	
4	28	22	50	42	8	42	8	
5	33	21	54	52	2	52	2	
Total	157	84	241	214	27	214	27	89% Rana Tharu and 11% Nepali

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Pragati Lower Secondary School
Mainapokhar -6, Bardiya District
Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue		
	Girls	Boys	Total	Tharu	Dalits	Brahman/Chhetri	Tharu	Nepali	Awadhi
ECED	23	10	33	32	1	0	32	1	0
1	7	12	19	19	0	0	19	0	0
2	16	7	23	23	0	0	23	0	0
3	6	9	15	15	0	0	15	0	0
4	13	14	27	26	1	0	26	0	1
5	18	16	34	34	0	0	34	0	0
Total			151	149	2	0	149	1	1

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Darul Ulum Gulshane Madina (Madrassa)
Ganeshpur Road - 5, Banke District
Sociolinguistic Profile

Grade	No. of children			Caste/Ethnicity		Mother Tongue		Remarks
	Girls	Boys	Total	Muslims	Others	Urdu	Nepali	
ECED	0	0	0	0	0	0	0	
1	45	63	108	108	0	108	0	Two sections
2	13	17	30	30	0	30	0	
3	8	19	27	27	0	27	0	
4	11	18	29	29	0	29	0	
5	12	14	26	26	0	26	0	
Total	89	131	220	220		220	0	100% Muslims who speak Urdu as MT

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Nawa Jagrit Primary School
Chidipani 1, Dhaireni, Palpa District
Sociolinguistic Profile

Grade	No. of children			Caste/ Ethnicity	Mother Tongue		Remarks
	Girls	Boys	Total		Magar	Nepali	
ECED	8	6	14	14	14	0	
Grade 1	5	5	10	10	10	0	
Grade 2	8	2	10	10	10	0	
Grade 3	4	11	15	15	15	0	
Grade 4	8	10	18	18	18	0	
Grade 5	7	9	16	16	16	0	
Total	40	43	83	83	83	0	

Source: School's Attendance Registers and information from Head Teacher and teachers

Gaunpharka Rastriya Primary School
Dhunchhe 3 Bokehunda, Rasuwa District
Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue			Remarks
	Girls	Boys	Total	Tamang	Magar	Dalit	Tamang	Magar	Nepali	
ECED	0	0	0	0	0	0	0	0	0	No ECED class
1	2	6	8	8	0	0	8	0	0	
2	1	1	2	2	0	0	0	0	0	
3	0	1	1	1	0	0	0	0	0	
4	2	1	3	3	0	0	0	0	0	
5	1	4	5	5	0	0	0	0	0	
Total	6	13	19	19	0	0	0	0	0	

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Bhimsen Lower Secondary School
Syaphrubes 5 Thulo Bharkhu, Rasuwa District
Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue			Remarks
	Girls	Boys	Total	Tamang	Magar	Dalit	Tamang	Magar	Nepali	
ECED	4	6	10	10	0	0	10	0	0	Tamang/Ghale
1	3	5	8	7	1	0	8	0	0	Magar speaks Tamang as MT
2	4	5	9	9	0	0	9	0	0	
3	5	2	7	7	0	0	7	0	0	
4	9	8	17	16	1	0	17	0	0	
5	7	8	15	14	1	0	15	0	0	
6	5	8	13	12	1	0	13	0	0	
7	12	6	18	18	0	0	18	0	0	
8	10	7	17	17	0	0	17	0	0	

Source: School's Attendance Registers and information and verification by Head Teacher and teachers

Saraswati Lower Secondary School

Dhunchu 9, Thade, Rasuwa District

Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue			Remarks
	Girls	Boys	Total	Tamang	Magar	Dalit	Tamang	Magar	Nepali	
ECED	4	5	9	8	0	1	8	0	1	68 HHs=Tamang , 3 HHs=Dalits
1	4	5	9	8	0	1	8	0	1	
2	4	4	8	7	0	1	7	0	1	
3	1	5	6	6	0	0	6	0	0	
4	4	4	8	8	0	0	8	0	0	
5	3	7	10	10	0	0	10	0	0	
6	5	2	7	7	0	0	7	0	0	
7	5	3	8	8	0	0	8	0	0	
8	2	5	7	7	0	0	7	0	0	
Total	32	40	72	69	0	0	69	0	3	

Source: School's Attendance Registers and information from Head Teacher and teachers

Deurali Lower Secondary School

Dhankuta Municipality 8, Santang, Dhankuta District

Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue		Remarks
	Girls	Boys	Total	Athparia	Dalit	Others	Athparia	Nepali	
ECED	NA	NA	NA	NA	NA	NA	NA	NA	
1	5	9	14	14	0	0	14	0	
2	9	12	21	21	0	0	21	0	
3	12	2	14	14	0	0	14	0	
4	12	12	24	24	0	0	24	0	
5	15	9	24	24	0	0	24	0	
6	16	7	23	23	0	0	23	0	
7	17	9	26	26	0	0	26	0	
8	16	10	26	26	0	0	26	0	
Total	102	70	172	172	0	0	172	0	

Source: School's Attendance Registers and information from Head Teacher and teachers

Sharada Primary School

Simariya 8 Charaiya, Sunsari District

Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity			Mother tongue		
	Girls	Boys	Total	Uranw	Tharu/ Maithili	Others	Uranw	Tharu/ Maithili	Nepali
ECED	6	11	17	8	9	0	8	9	0
1	28	12	40	29	11	0	29	11	0
2	32	17	49	27	22	0	27	22	0
3	17	20	37	24	12	1	24	12	1
4	18	14	32	22	10	0	22	10	0
5	18	12	30	18	12	0	18	12	0
Total	119	86	205	128	76	1	128	76	1

Source: School's Attendance Registers and information from Head Teacher and teachers

Sunshine English Boarding School

Madanpokhara 4, Dumre, Palpa

Sociolinguistic Profile

Grade	No. of children			Caste/ Ethnicity					Mother Tongue		
	Girls	Boys	Total	Magar	Brahman/ Chhetri	Dalit	Gurung	Thakali	?	?	?
Nursery	22	17	39	27	9	3	0	0			
LKG	21	17	46	30	9	7	0	0			
UKG	15	19	34	23	10	1	0	0			
Grade 1	6	18	24	17	5	2	0	0			
Grade 2	15	18	32	18	11	2	0	1			
Grade 3	6	18	31	19	9	2	1	0			
Grade 4	15	18	29	21	6	2	0	0			
Grade 5	16	14	30	12	1	1	1	0			
Total	116	139	255	167	60	20	2	1			

Source: School's Attendance Registers and information from Head Teacher and teachers

Note: Many Magar students in this school cannot speak Magar language. So, it was not possible to identify mother tongue speakers within a short period of time.

Fulkali Lower Secondary School
Derawa, Kapilvastu
Sociolinguistic Profile

Grade	No. of children			Caste/ Ethnicity		Mother Tongue		Remarks
	Girls	Boys	Total			?	?	
ECED	15	13	28			28	0	
Grade 1	22	28	50			50	0	
Grade 2	31	34	65			65	0	
Grade 3	19	22	41			41	0	
Grade 4	11	26	37			37	0	
Grade 5	19	18	37			37	0	
Total	117	141	258			258	0	

Source: School's Attendance Registers and information from Head Teacher and teachers

Note: There were children from various Madhesi caste groups which could not be disaggregated within a short period of time during the field visit.

Rastriya Ekata Primary School
Haldibari 9, Jhapa District
Sociolinguistic Profile

Grade	No. of children			Caste/ethnicity				Mother tongue			
	Girls	Boys	Total	Santhal	Rajbanshi	Maithili	Others	Santhal	Rajbanshi	Maithili	Nepali
Nursery	16	15	31	NA	NA	NA	NA	NA	NA	NA	NA
1	16	10	26	8	7	3	8	8	7	3	8
2	6	5	11	5	3	0	3	5	3	0	3
3	5	13	18	6	7	1	4	6	7	1	4
4	8	11	19	7	4	0	8	7	4	0	8
5	11	10	21	8	7	1	5	8	7	1	5
Total	62	64	126	34	28	5	28	34	28	5	28

Source: School's Attendance Registers and information from Head Teacher and teachers

Sociolinguistic Map of Nepal (SIL International)

