

ISSN 2976-1131 (Print)

प्रदेश विकास

PRADESH VIKAS

(A Journal of Provincial Development)

वर्ष ३, अङ्क १ | Volume 3 Issue 1

२०८० असार | 2023 JULY



बागमती प्रदेश सरकार

प्रदेश नीति तथा योजना आयोग

हेटौंडा, नेपाल

ISSN 2976 - 1131 (Print)

प्रदेश विकास
PRADESH VIKAS
(A Journal of Provincial Development)

वर्ष ३, अङ्क १ | Volume 3 Issue 1

२०८० असार | 2023 JULY



बागमती प्रदेश सरकार
प्रदेश नीति तथा योजना आयोग,
हेटौंडा, नेपाल

ISSN 2976 - 1131 (Print)

प्रदेश विकास
PRADESH VIKAS
(A Journal of Provincial Development)

वर्ष ३, अङ्क १ | Volume 3 Issue 1

२०८० असार | 2023 JULY

सल्लाहकार समिति

प्रा.डा. नरविक्रम थापा
श्री किरणप्रसाद गजुरेल

सम्पादक मण्डल

प्रधान सम्पादक
बलराम निरौला

सम्पादकहरू

श्री शुकदेव सापकोटा
श्री पुष्कल श्रेष्ठ
डा. राजु क्षेत्री

प्रकाशक

बागमती प्रदेश सरकार
प्रदेश नीति तथा योजना आयोग,
हेटौंडा, नेपाल

यस जर्नलमा प्रकाशित लेखहरूमा व्यक्त विचारहरू सम्बन्धित लेखकहरूका निजी विचारहरू हुन् र तिनले प्रदेश नीति तथा योजना आयोग, बागमती प्रदेशको विचारको प्रतिनिधित्व गर्दैन।

(Opinions expressed in the articles published in this Journal are the views of respective authors and not represent the views of Province Policy and Planning Commission, Bagmati Province)

सम्पादकीय

सङ्घ, प्रदेश र स्थानीय तहलाई नीति, योजना र कार्यक्रम तह गर्न सहयोग पुग्ने अनुसन्धानात्मक लेख रचनाहरू प्रकाशन गर्ने हाम्रो मुख्य लक्ष्य हो। यसले तीनै तहको सरकारलाई दूरगामी महत्त्वका नीति तथा योजना तर्जुमा गर्न र आम नागरिकहरूले सामना गरिरहेका समस्याहरूलाई हल गर्न ठुलो सहयोग पुग्छ भन्ने अपेक्षा गरेका छौं।

प्रदेश विकास जर्नलको तेस्रो अङ्कमा छ वटा अङ्ग्रेजी र पाँचवटा नेपाली भाषाका गरी जम्मा ११ वटा लेखहरू समावेश गरिएका छन्। यो अङ्कमा स्थानीय उत्पादनमा आधारित दिवा खाजा कार्यक्रम, सहरी फोहरमैला व्यवस्थापन, नेपालको काष्ठ उत्पादन क्षमता, मानव स्वभाव निर्धारणमा सामाजिक संस्थाहरूको भूमिका, विद्यालय शिक्षामा प्रभावकारी नेतृत्व विकासका लागि स्थानीय तहको नेतृत्व विकास, समता र गुणस्तरीय शिक्षा, नेपाली समाजको जनजीविकाको अर्थराजनीतिक ढाँचा र सामुदायिक आर्थिक-सामाजिक रूपान्तरण, श्रमिक सहकारीको अवधारणा र नेपालमा यसको सम्भावना, अनौपचारिक र जीवनपर्यन्त शिक्षाका लागि राष्ट्रिय योग्यता प्रारूप, नेपालमा योजना तर्जुमा र कार्यान्वयनको अवस्था र बागमती प्रदेशमा बहुक्षेत्रीय पोषण कार्यक्रम : एक समीक्षा लगायतका लेखहरू समेटेका छौं। हाम्रो आग्रहलाई स्वीकार गरी आफ्ना अमूल्य लेख रचना मार्फत सहयोग पुऱ्याउनु हुने विद्वान लेखकहरूप्रति सम्पादक मण्डल हार्दिक कृतज्ञता व्यक्त गर्दछ।

यस जर्नलमा प्रकाशित लेखहरू तीनै तहका सरकारका नेतृत्व वर्ग, योजनाकार, उच्च अधिकारी, विश्वविद्यालय, अनुसन्धानात्मक संस्थाहरू, अध्येताहरू, निजी क्षेत्र, सहकारी, विकास साझेदार, नागरिक समाज, सञ्चार जगत, गैरसरकारी संस्था र विकासमा चासो राख्ने सबैका लागि उपयोगी हुन सक्दछ।

यस अङ्कमा केही कमजोरीहरू रहेका हुन सक्छन्। ती कमजोरीहरू औल्याइ दिनुहुन र अगामी दिनमा प्रदेश विकास जर्नललाई थप स्तरीय बनाउन उपयुक्त सुझाव तथा सहयोग उपलब्ध गराई दिनुहुन विद्वान पाठक र लेखकहरूमा सम्पादक मण्डल हार्दिक अनुरोध गर्दछ।

विषय सूची

Homegrown school meal is an integrated and sustainable day-meal program: A case of Bagamati Province in Nepal Raju Chhetri, PhD, Post Doc and Dev Chandra Manandhar, PhD	1
Assessment of Composting and Recycling for Household Waste Management in Bharatpur Metropolitan City, Bagamati Province, Nepal Narbikram Thapa, PhD	18
Wood Production Potential of Nepal's Forests Yajna Nath Dahal	33
Exploring the Role of Social Institutions in Structuring People's Behavioral Patterns Lok Raj Sharma, PhD and Raju Chhetri, PhD, Post Doc	40
Capacity Building of Local Government for the Effective Leadership in School Education Balaram Timalisina, PhD	53
Achieving Equity and Excellence in Education Nakul Baniya, PhD	63
नेपाली समाजको जनजीविकाको अर्थराजनीतिक ढाँचा र सामुदायिक अर्थिक-सामाजिक रूपान्तरण नरविक्रम थापा, पीएचडी	68
श्रमिक सहकारीको अवधारणा र नेपालमा यसको सम्भावना बलराम निरौला	80
अनौपचारिक र जीवनपर्यन्त शिक्षाका लागि राष्ट्रिय योग्यता प्रारूप गणेशप्रसाद भट्टराई, पीएचडी	86
नेपालमा योजना तर्जुमा र कार्यान्वयनको अवस्था गोपीनाथ मैनाली	92
बागमती प्रदेशमा बहुक्षेत्रीय पोषण कार्यक्रम : एक समीक्षा बलराम निरौला र पुरुषोत्तम अर्याल	101

Homegrown school meal is an integrated and sustainable day-meal program: A case of Bagamati Province in Nepal

Raju Chhetri (Ph.D., Post Doc)¹ and Dev Chandra Manandhar (Ph.D.)²

¹Food Security and Livelihood Expert, Consultant, Studied Srinivas University, Karnataka, India)

²Educational Expert, Studied Mewar University, Rajasthan, India

(Corresponding email: -raju.chhetry@gmail.com)

(Article Type: - Research Article)

ABSTRACT

Home-grown refers to a nutritious and safe food to eat for school children. Education, Health and Agriculture are its integral parts nowadays. The three-tiers of federal structures in Nepal play an emboldening role. This study aims to analyze the ongoing practices of homegrown school feeding (HGSE) approach in the Nepalese context. The Nuwakot district was chosen confirming HGSE practice. A mixed research design was developed. The questionnaires for the Teachers, Parents, SMC were prepared, various qualitative tools-KII and FGD were constructed and conducted field work during April-May 2023.

The study revealed that a teamwork approach is operative where farmers to LG are playing an important role in the endorsement of homegrown school feeding practice. The cash provision (NRS. 15) is not adequate in recent surge market price obtained from 16 surveyed schools. The farmer's production is much supportive to run the program in the area; however, the role of the cooperative is significant to operationalize HGSE supply chain cycle. Cooperative functioning will take a time to function in full-fledged. The water availability, and food security are diverse, and challenging in the area but somehow different actors are paying best efforts to the success of the school meal. The schools and parents are performing frontline role. The cereal and local vegetables are available for specific months during season. The HGSE model demands a regular monitoring and management to make it successful. The roles of the Provincial Government and development agencies are crucial in the future. The future support is advised through an integrated model combining required themes.

KEYWORD: -Homegrown, School Meal, Food Security, Cooperatives, Local Government-LG's.

1. INTRODUCTION

The school feeding concept has its backgrounds in the 1930s, when outlines were introduced in the United Kingdom (UK) and the United States of America (USA) with the aim of improving the progress of the children (Richter et al., 2000). In the UK, a programme that subsidised milk for the school children was started in 1934 and milk was given free from 1944 onwards (Baker et al., 1978). In the late 1960's and early 1970s this support of programs benefit was inhibited from all, except for those children considered to be particularly needy (an early example of the targeting approach in school feeding). School feeding was soon introduced to the South Africa, that started a programme to since then, school feeding has broadened to include the provision of fortified biscuits, nutrient supplementation or to the full meal's programs. These meals are either at full or

subsidised cost (mostly in the UK and US), or free. It should be noted that most are of uncertain quality and nutritional value (Tomlinson, 2007).

Later, the National School Lunch Program (NSLP) is a federally abetted meal program operating in public and nonprofit private schools and residential child care organizations. This provides nutritionally balanced, low-cost or no-cost tiffin to the children each school day. It was established in 1946, and nearly 7.1 million children participated in the programs in its first year that has reached up to 30.4 million until 2016 in USA (USDA, 2019).

The school feeding program was initially promoted as an anti-hunger programme (“feeding hungry children”). However, relatively little impact on children’s nutritional status was found (Bundy, 2009; Finan, 2009) for reasons discussed below. In the 1990s the World Food Programme – the largest global agency promoting school feeding – abandoned nutritional objectives in favour of education objectives. The primary indicators of school feeding impacts, therefore, are not nutritional but educational: school enrolment and attendance, girls’ access (reducing gender gaps), and learners’ performance in exams. Secondary indicators of positive impacts are economic, and include: income for farmers (Under local procurement models), and employment for caterers (Devereux et al., 2018).

School meals programs are widely considered as one of the most effective interventions to simultaneously improve nutrition and education outcomes for schoolchildren in developing countries (MoE, UNICEF, & UNESCO, 2016). School meals programs contribute to alleviating short-term hunger in schoolchildren, which increases their ability to concentrate and learn while they are at school (Shalini et al., 2014; Laxmaiah et al., 1993). Such programs also increase student enrolment, attendance and retention rates (Aliyar et al., 2015). Jointly, such factors contribute to better academic outcomes as well as improved child health. School meals programs are commonly implemented either through direct food provision or through Cash based transfer to the schools, and this study focuses on the latter. Many issues have raised from the cash-based school meals give more autonomy to schools, but sometimes face challenges such as varying meal quality, misuse of funds, delays in the cash flows disrupting meal provision, and may distract teachers from classroom teaching and many more. In order to address constraints and manage sustainable effort an increasing interest to give communities greater control over the program implementation applied. Local purchase schemes found best to promote local food supply system. This approach has become known as home-grown school feeding (HGSF) (Aliyar et al., 2015; WFP, 2009) (Shrestha et al., 2020).

In Nepalese history, the school feeding programme, was introduced with educational performance intention first time during the Rana Regime. During the decades of 1950, students in need were provided free mid-day meals in the government schools of Kathmandu Valley. The Sanskrit schools have continued free education with accommodation and foods till date through for limited number of students (GoN, 2006).

Various review shows that the community school midday meal programme is being run in 42 of the 77 districts in the country. While the government manages the programme in 33 districts, the World Food Programme provides midday meals to the children of select schools in nine districts (The Kathmandu Post, 2023).

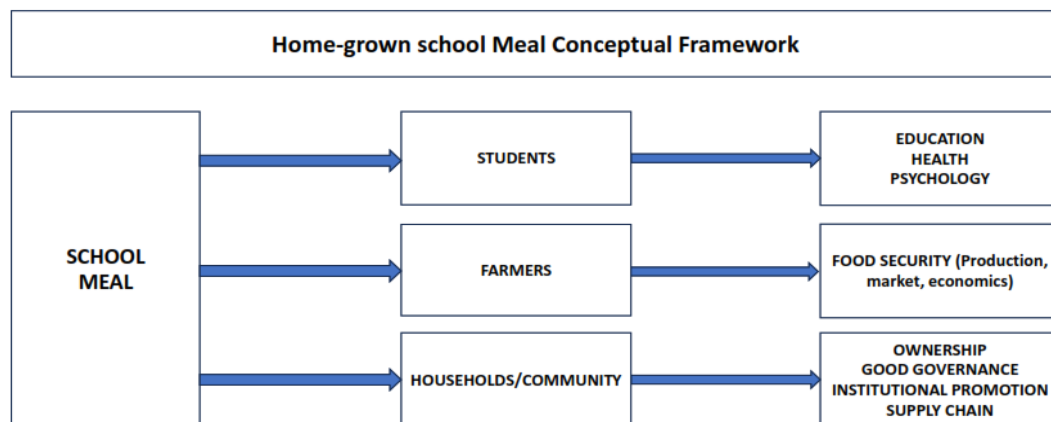
After mega-earthquake and COVID-19 outbreak in Nepal, WFP and Government of Nepal jointly agreed to run a Mid-Day meal Program applying Homegrown modality in support with Government of Japan for coming two years where WFP will act a role of a technical support and integrated model has been developed to run this program (My Republica, 2020).

Review suggesting that the school meal Program is the most essential program for the education. Students are direct benefiting from the Mid-day meal Program. Various country experiences show that mid-Day meal helping in enrolment, nutritional values, meeting food requirement of the day time, creating opportunity to various social institutions to tie up and provide support from the various aspects.

After federal act 2015, all three-tiers of Government role were important to support in educational activities in Nepal. The Province and LG’s role is vital; hence this study is equally important from the case study perspectives to analyse the ongoing status and consequences of Homegrown School meal Program in Nepal.

2. CONCEPTUAL FRAMEWORK

A conceptual framework is proposed here for the better understanding of the variable relationship of Dependent, Independent and Meditative variables: -



(Figure-1, Conceptual framework of Study area self-prepared based on the various analysis and Literature review)

Figure-1, focused to the readers that school meal is cause-independent variables, and effect-dependent variables are the development of health/ psychology, food security, ownership and various institutional promotions along with supply chain system will be gradually develop. In this chain system, the student, farmers households/ community will act as a role of the meditative variables. From this design, we can get more benefit from the research area to analyse the ongoing status of school meal program in the area of various themes.

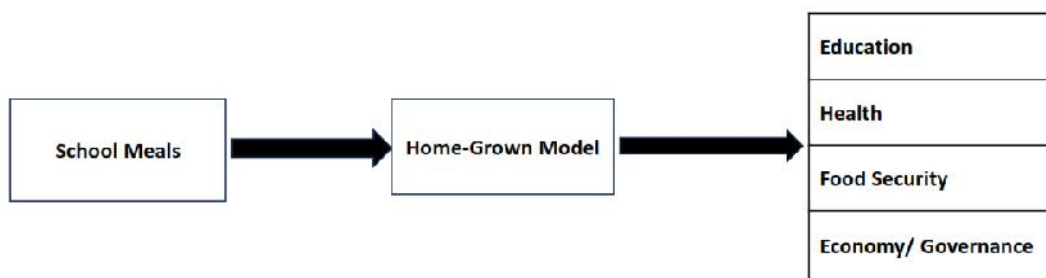
3. THEORY

Many questions are raised while talk to the HGSM model and its relative theories. Impact and sustainability are the inter-linked factors of this concept. While talk to impact, some or the major

themes of this concepts are education, health, food security and economy respectively. Hence, one specific theory is not enough to deal with this.

Quality education, learning, concentration and positive psychology and many more outcomes are the result of education theory. Nutritional value and quality product are associated with Health-related theories that deal about the Quality of life. The Economy always deals with the profit and loss concept, hence, the economic perspective in this concept may not fit best, perhaps the income is one of the prime parts of the study area but whole model cannot cover from this theory. The social-cultural theories also have some limitations of analysis that only captured the practice of tradition and traditional culture, so this is also not suitable theories for this.

For this execution, Food security-education mixed-models theory fit best to analyse the school meal program through Home-grown models in Nepalese context.



(Figure-2, Self-prepared home-grown school meal theory)

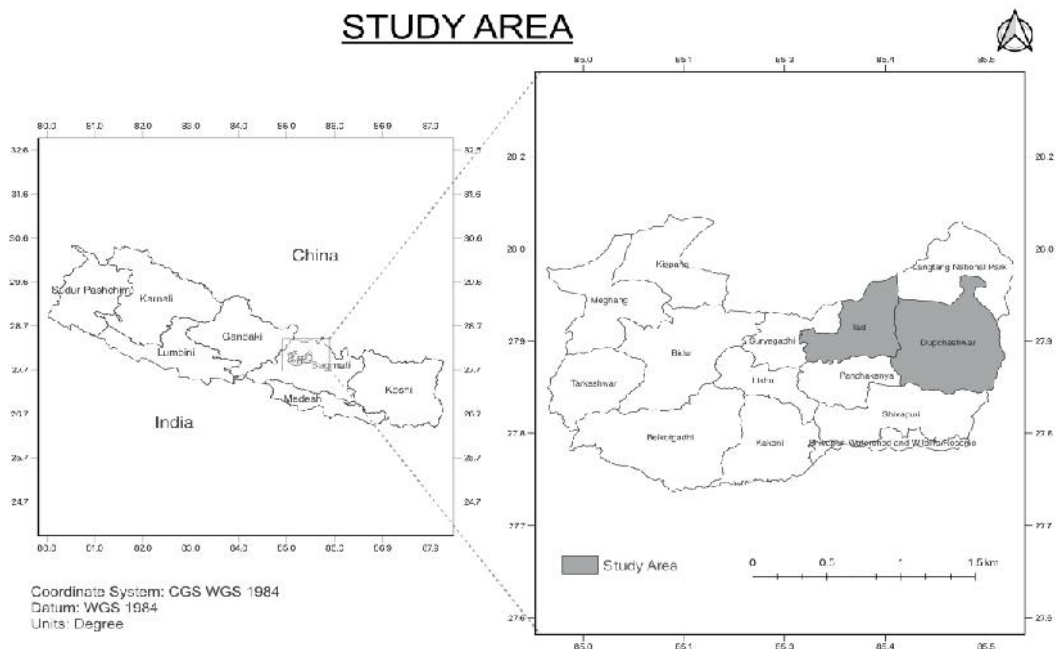
A relevant Food Security-education theory best for this homegrown study that prepared from the source of various review of different theories based on the previous homegrown literature. In global context also, review suggest that homegrown program always promote local production, enhance income and sustain the whole process, this concept is none other than sustainable food security concept.

In Nepalese context, homegrown system promoting farmers product which is healthy and nutritious, meeting dietary requirement and increasing demand of production from the food security role. This whole process enhanced students’ awareness and education system. In addition, this theory silently creating space for the Governments (LG, Provincial and Federal) and development organization for the technical/ governance support.

4. METHODS

A longitudinal study was designed in which a mixed method approach-Qualitative and Quantitative methods were applied. Based on consultation with Educational Directorate, EDCU and other development agencies, it was confirmed that Nuwakot district within Bagamati Province piloted Homegrown school meal program in all 10 LG’s (Palika in Nepali) from 2019. Various reviews also indicates that GoN provides cash to the students for day-meal. Based on the district and Provincial consultation, it was verified that feeding practice must be fine in the market access areas with high farm products were skip in a selection of local Government (Known as Palika in Nepali). Hence, two remote areas Taadi and Dupcheswar RM’s who are

considered as the most remote areas of the Nuwakot district (Figure-2) were selected for this study to examine the effect of meal programs in remote areas.



(Figure-2, Study area, Self-prepared map using GIS, prepared in June 2023)

The quantitative question was designed for the Teachers’, School Management Committees and for parents (Annex-2). Some 11 schools from Dupcheswar and 5 schools from Taadi (Total 16, Annex-1) were randomly chosen as a representative sample (18 %) out of 83 Government schools (30 in Taadi and 53 in Dupcheswar). The FGD questions was also designed for the Parents, and Teachers respectively. The Key Informant Interviews-KII questions were schedule to conduct with the Local Representatives (Chairman/ Deputy Chairman) SMC members, Local Cooperatives, Agriculture, Health, Educational focal person of Palika, and development organizations. The observation tools were also prepared to observed the wash stations, kitchen, toilet, feeding practice, hygiene and overall school structures, and its related activities. Some total of 16 FGD (One in each school) was conducted in the study area.

All interview were conducted during the period of April-May 2023, and pre-test cum piloting was conducted in one school of Dupcheswar RM. Annex-1 shows the list of school where interviews had taken place.

All collected data has further analysed through MS Excel and SPSS Vol 20 for the analysis and some Qualitative data were analyse through qualitative coding.

The LG’s wise comparative analysis strategies is applied which supported through the Qualitative and Empirical data. Prior to the field execution, pilot test result was helpful to finalized the questions and other tools and the value of reliability Cronbach alpha was 78 stands significant.

5. RESULTS

In this section, the collected data is further compiled and explain here with some mixed method analysis, where quantitative data is further supported through qualitative results.

It was found that Nuwakot district is practicing homegrown School meal program where GoN, Ministry of Education is paying NRS. 15 (USD 0.119) per day per student from ECD to the standard six in the Government school. The day meal grant is allotted for 180 days yearly and through a channel of LG's and EDCU-Educational Development Coordination Unit where each school manage record-feed and demands the amount in trimester basis. The WFP providing technical support initiating homegrown school meal program in Nuwakot as a pilot program after the COVID-19 impact supporting infrastructure development and technical support such as training, and material support to the elements allied with meal programs in all LGs of the Nuwakot district.

The study area has a majority of Tamang communities residing remote following unique cultural and socio-economic practices. The amount is same allotted for all schools running this program. Local SMC is responsible for the overall management of the meal program in a school. The LG plays a role of monitoring, and parents are actively involved in the process as onsite cook benefited students, nutritional food is innovative as well as healthy approach for all. To support HGSF model, LG's banned serving junk food in a school and mandate on-site cook mechanism in policy documents.

(Table-1, Summary of Cooking management and MENU of the visited schools)

Menu				Who cook			Taste of food		
RM	Legend	Menu by School prepared	Manu by CEHRD-MoE	Office assistant-Peon	Parents on voluntarily	Someone from SMC	Taste is good	Taste is Poor	Taste is average
Dupcheswar	N	31	2	29	3	1	31	1	1
	%	64.6	4.2	60.4	6.3	2.1	64.6	2.1	2.1
Taadi	N	0	15	15	0	0	14	1	0
	%	0.0	31.3	3	0.0	0.0	29.2	2.1	0.0
	N*	31	17	44	3	1	45	2	1
	%**	64.6	35.4	91.7	6.3	2.1	93.8	4.2	2.1
% Sum of each sec		100		100			100		

(N*and %** Sum of two Rural Municipality) (Source: - Field Survey, 2023)

Usually, two types of menus are recorded in the field. One is prepared by CEHRD-MoE classified 6 specific menus (Menu 1 to Menu 6) for the students (Annex-5) well tested and verified through various experts and has a complete nutritional value suits as per local standards. On the other hand, local menu prepared by the schools is amended through SMC, the local menu deals with such meals which are easily available, prepared, served and like-taste by the students. The majority of school are follows local Menu (Table-1), and some 35.4 % (Table-1) respondents said

following CEHRD menu, it means schools following a majority of meals as per MENU by CEHRD (Annex-5).

In case of the food preparation, the office Assistant (Peon in Nepali) of the school given charge of cook role because except NRS. 15 no additional cost available. The food preparation, serving and washing dishes are additional responsibilities of school peon. Additional encouragement amount of NRS. 1000-2000 (8 to 16 USD) pm paying from the school internal fund or from the overall cost of meals in some schools. In few visited schools, peons are working freely-voluntarily. The SMC members engaged in cooking when cook is off. Since, meal feeding is regular hence school somehow manage to prepare hot meal through parents, school staffs or by SMC members.

Some 93.8 % responded have replied the taste of cooked food is good for the students, only few have said that not like taste due to the mood, not like Haluwa¹, Paani roti or other such foods often a part of daily home meal.

Annex-4, also shows a trend of “pudding” as favourite food compared to the other meals, as this is healthy and different in taste, many cooks are also happy to share that preparation is not challenging or hectic of pudding, and students also like the taste, The meal is also useful in the ethnic’s area where local-Haluwa and meat consumption are high in home-meal. Pudding and curd practice is more in use as this is easy to prepare and very high nutritional values and is less expensive.

To verify this phenomenon, KII, FGD, and Observation tools were applied and the following notes were drawn herewith-

- A cook in the visited school is well trained and enduring meal program. The additional amount given by schools reported was insufficient by cooks. WFP and CARDSN- provided trainings make it easier to work and trained cook in food-management, nutritional value, preparation and serving technics.
- Students congruently said that they like the taste of food, food is hotly served and taste is good for most of the surveyed students. Enough amount is served, if they like more and feel hungry school provides a meal for them.
- About MENU, a local variety is more in practice based on the availability of the food is serving mostly, the parents, teachers and locals argued that the given price is not sufficient to feed as an example the price of egg is NRS. 20 / piece and meal program are only allotting NRS. 15 Rs/ students, hence local MENU is best for classified-items and service prepared at local levels. The local menu deals a meal of kwati, paani puri, Pudding, curd-bitten rice, Halwa, egg, vegetables, and many more which are serving in school based on the schedule of each day starting from Sunday to Friday.
- A KII with health staff of the LG’s added that a school meal and other health activities have downsized the rate of diseases and health issues among the children. The HGSF has supported growth rate and useful due to its nutritional value.

¹ Haluwa is a local food prepared by wheat blend that cooked and added sugar and other for the flavor, Paani Puri also a local meal used to prepare by the wheat flour it eats through local vegetables. Kwati is a combination of several legumes-pulses that is very nutritious and good in taste

(Table-2, Summary of water source, kitchen management)

Types of kitchens					Where eating		Water source	
RM	Legend	Smart kitchen	Temporary	Shed just to cook	On plate given by school	Plate self-carried by students	Own	Scarcity of water
Dupcheswar	N	9	19	5	30	3	33	0
	%	18.8	39.6	10.4	62.5	6.3	68.8	0.0
Taadi	N	3	12	0	15	0	10	5
	%	6.3	25.0	0.0	31.3	0.0	20.8	10.4
Total	N*	12	31	5	45	3	43	5
	%**	25.0	64.6	10.4	93.8	6.3	89.6	10.4
% Sum of each section		100			100		100	

(N*and %** Sum of two Rural Municipality) *Source: - Field Survey, 2023*

Kitchen: -Among 16 visited schools, 64.6 % respondents said temporary kitchen are in practice, this also spacing for stocking of food, preparation and distribution from temporary means. Mostly a room of school or passage is used to store and manage cooking. Whereas in some schools, it was found that a temporary shed without any lock system is used to prepare food and served. The Smart kitchen also seems in the study area which was built by WFP under Homegrown support program, also a building with kitchen constructed by GoN-JICA mostly found in the visited area on which feeding pogram is well going due to well and adequate space and other arrangements.

Plates: -The uses of plate are common in the areas as respondent strongly agreed on it. In very few areas, it has seen that student brought own plate and spoons from home an taking back, such schools were only 2 within the visited area.

Water Resource: -In a question of water sources, the schools in Dupcheswar are doing well due to water availability in many areas, but in few areas of Dupcheswar water scarcity filling by carrying water from neighbour areas. In cases of Taadi RM, the lack of water availability recorded in few schools that causing a challenge to the meal program. Due to water scarcity the whole team concentration meeting to carry water and manage food program.

The KII and FGD notes was taken from the different sources, Observation skills also helps a lot, a detail narrative is mentioned herewith;

- WFP and JICA constructed kitchen are well designed smart kitchen more useful for the school to manage hygiene, and protects from an insect.
- Open or shed based kitchen recorded not safe and food management is challenging in 2 schools where open kitchen is recorded in Dupcheswar.
- During feeding time, it was found that WFP supported Non-Food items along with cooking materials supported day meal program, school with smart kitchen have good

practice of wash system and school with no kitchen have a challenging practice in the school.

- Both studied areas belong to a very remote location of Nuwakot district. Water is very essential for farmers and schools for drinking, irrigation facilities. In some schools of Taadi RM, the water source is very challenging and it was observed that some water collection is carried-out from another location for the drinking purpose and meal programme is tremendous challenge for such location.

(Table-3, Summary of opinion regarding handwash, awareness, presence and meal sufficiency)

Is food enough serve to eat				Student presence in school			Do hand wash before eat		Awareness in school	
RM	Legend	Yes	No	Increasing	Decreasing	Remain same	Yes	No	Yes	No
Dupcheswar	N	25	8	0	4	29	15	18	19	14
	%	52.1	16.7	0.0	8.3	60.4	31.3	37.5	39.6	29.2
Taadi	N	15	0	13	2	0	3	12	15	0
	%	31.3	0.0	27.1	4.2	0.0	6.3	25.0	31.3	0.0
Total	N*	40	8	13	6	29	18	30	34	14
	%**	83.3	16.7	27.1	12.5	60.4	37.5	62.5	70.8	29.2
% Sum of each sec		100		100			100		100	

(N*and %** Sum of two Rural Municipality) (Source: - Field Survey, 2023)

In a question of opinion about food portions, the portion of food is enough served by teachers/parents, and SMC members hugely agreed on that. Student enrolment has increased in Taadi RM as after the homegrown meal program, the performance and attraction of government schools were raised. Whereas on the other hand, the students’ numbers in schools were remains same as 60.4 % responded showing a decreasing rate of student drop-out enough to understand that meal program is useful for families struggling for daily earning as day meal supports their children to get benefits from the school.

Handwash practice is recorded not satisfactory as 62.5 % of respondents have said No, but the rest agreed ongoing good handwash practice. Handwash is also associated with water availability and physical infrastructure of the schools.

Awareness of the meal programs and other matters recorded satisfactory as the homegrown programme trained Principals of the school about poster presentation that help students to learn many things about hygiene and other information about hygienic food, this poster presentations are also displaying to the students for better understanding of meal program.

Student’s head counts and awareness level was found satisfactory during field visit; various interaction of students discover that some students walk for 1-2 hrs-one way to reach school. For such cases, day meal is more useful, serving meal helps in concentration of students and manage hunger. The students added that after returning home time is enough to read and feel less hungry during school hours.

- Observation from many schools revealed that after COVID-19, the handwashing practice has increased in the district. In a higher class, it was noticed that students do hand wash often with soap but lower-class students give less priority. In some smart handwash stations, it was seen that handwash practice is good due to enough water and soap availability. During visit, it was also observed that the handwash practice is depend on the management of the schools.
- During meal observation, it was recorded that the meal portion is not same for all, for lower-class students, it is served as per the need of the students. During demand of additional portion, school provides additional food based on requirement,
- Tiffin time is usually between 13:00 to 13:30 Hrs meal distribution takes place, local guardians often visit during meal distribution and observed the distribution patterns, if help is required, they provide support. This level of owning and cross-checking mechanism is good in most of the schools, in very few schools have reported low participation by guardians.
- KII with local NGO-CARDSN added that meal is a unique approach tiding people of all castes without any discrimination to integrate and this is a signal of future sustainability. NGOs do much advocacy for the linkage of farmers-cooperatives-schools.

(Table-4, Supply/ Procurement chain system)

RM	Legend	Principal	Teachers	Member from SMC	Parents	Supply through cooperative	Total
Dupcheswar	N	17	4	0	0	12	33
	%	35.4	8.3	0.0	0.0	25.0	68.8
Taadi	N	0	0	6	6	3	15
	%	0.0	0.0	12.5	12.5	6.3	31.3
Total	N	17	4	6	6	15	48
	%	35.4	8.3	12.5%	12.5	31.3	100.0

(Source: - Field Survey, 2023)

Cooperative alignment is high in the schools as during visit, the parents and SMC agreed on the presence of cooperatives at the local level. The present procurement system is following a mixed result, where in limited schools, cooperatives supplied based on seasonal availability of local food, cooperative is no doubt very active, and many schools have done agreement for the supply involving local representatives. Very limited distribution is done due to market price flexibility as well as desired food not available in all season. Hence, the direct procurement from farmers, and local-district markets are more in the ground through the principal, teachers and parents (Table-4) who are assigned.

- KII with Cooperative said that local food supply is only possible to supply. For example, paddy-rice, green vegetables, potatoes, legumes are not an issue for the supply in Dupcheswar RM is sufficient. According to the food menu, milk production, meat, and other ingredients are not available throughout the season. Hence, in such cases, the availability and price mean a lot for the cooperatives to manage the requirements.

- The farmers fully agreed that the future of school meals is in the hand of local people, who can grow-feed and sell to manage food security situation in the area. They also realized that farming trend is traditional and demands are increasing day by day but agriculture is getting complex and modernizations are taking over. Farmers also shared their experience of not getting farm gate price in many seasons and facing low-moral.
- SMC and teachers also raised a point that meal-amount of NRS. 15 is not sufficient, and the payment process of this meal is much delayed. Therefore, purchase is also challenging but somehow managing the food program and hotly-meal is served.
- KII with Agriculture unit head added that-Food security is recorded very diverse in the area, the lower part of district is growing cereal production and upper part is extreme cold and relying on diverse livelihood modes. Food sufficiency remains for 3-6 months for most of the people in the hills. Peoples near to market areas have sufficient grain stock for 12 months but such commercial farmers are limited. Hence, the market is connecting with roads and people to buy and sell both. The local market supplying any type of food imported from any location creates dependencies.

Table-5, Summary of physical structure and availability of staffing

RM	Legend	Hygiene ranking		Material/ availability of staffs		Building structures	
		Topmost	Medium	Topmost	Medium	Topmost	Medium
Dupcheswar	N	11	22	6	27	12	21
	%	22.9	45.8	12.5	56.3	25.0	43.8
Taadi	N	13	2	15	0	14	1
	%	27.1	4.2	31.3	0.0	29.2	2.1
	N	24	24	21	27	26	22
	%	50.0	50.0	43.8	56.3	54.2	45.8
% Sum of each sec		100		100		100	

(N*and %** Sum of two Rural Municipality) (Source: - Field Survey, 2023)

In a question of Hygiene, 50/ 50 response received, as the human resource in some schools are less than actual requirement, as 2-3 teachers are covering whole school’s responsibilities, and in many urban schools near to the road head areas, some 8-10 staff’s members (above than actual requirements) are covering only total number of 40-50 students.

Regarding the building structures, many schools have benefited from the construction supported by GoN-JICA under smart earthquake resist building program. In many other remote areas, the schools building is poor in structure and required some time rebuild smart buildings. From the physical structure and hygiene perspectives, those schools are noted-poor at the visited time. For remote areas, the staffs are inadequate and for road-based-school, staff are little higher than requirements, this bios allotment is a challenge in the recent education system.

- From the observation point, it was noticed that school-meal program is going well supported with modern construction (handwash- kitchen stations and smart building) as well as good management of school. In other locations, it was observed that some

challenges of building, staffing, and water availability is a reason of low progress in meal execution.

- No junk food supplement noticed within school premises during field visit that also indicates an awareness of homegrown meal program teaches the benefits of health-nutrition, education-awareness and many more.
- The KII with market traders also added that the farmers production is more useful for the markets as vegetables, paddy, wheat, legumes are available plentifully for some season, and meal program encouraged traders to provide organic supply in the local area.

On the monitoring aspect, Annex-3 shows that the visit of LG's-Ward level representatives (Chairman, deputy and members) is playing a vital role on the monitoring, observation or in any decision related to the foods, or the development of school. But it has said by local guardians and teachers that the government officials visit from the LG-Office are low due to limited resource presence and high priority of Palika to meet the targets in yearly activities.

KII with Taadi RM stated that one induction stove was distributed to each school continuing HGSM under meal and governance support. All cooperatives were instructed by LGs to perform a role of supply chain for the meal program through agreement. Similarly, cooperative supply in Dupcheswar RM is ongoing but limited cooperative functioning and logistic constrains are the problems for cooperatives belonging to Taadi RM. Both LGs wish to run meal program aligning farmers product through cooperatives and to sustain the program but the level of cooperatives and many other problems need to resolve.

On a question of HGSM challenges, the given price is insufficient to run secured the top most challenge, Food serving as per menu stands as the second most challenge, and the availability of local products insufficient stand as a third challenge to run the meal program in the study areas. Besides this, many other points were raised but only the top 3 problems are highlighted here.

6. CONCLUSION

A homegrown school meal practice is unique approach that is a combination of different component and unit of various institutions such as 3-tiers of government, school, communities, social-economic institutions, farmers, and development organizations. A management of mid-day meal program in diverse-culture, and geography is substantial.

From the economic lens, huge amount is inflowing in the LG's creating an opportunity to operate. In the recent market price, the amount given by GoN is challenging. Locally produced and availability of food-ingredients, and farmers role is equally important in this execution, so an initial intervention of cooperative model is the ultimate success in the future. Education, Health, Food security and governance part are all integrated-aligned with this approach. This is a long-term and sustainable approach future development of Mid-day meal of Nepal connecting farmers is the ultimate concept of HGSM. The school parents and elected bodies own this approach and initiating new innovations at the ward levels with affirmative steps. Local production and market price flexibility are ongoing challenges for all; however, local production is supporting meal program to continue during seasonal availability and playing a vital role.

7. SUGGESTIONS

Based on the various review from Qualitative and Quantitative analysis, a few suggestions are drawn herewith:

Intensive monitoring from the different sectors (Health, agriculture, local institutions, and development organizations) is the requirement for future sustainability, if possible, a top-up of the amount or additional support for HGSM is the need, and HGSM must provide grants and support from the various sectors.

Farmer's encouragement and cooperative alignment are very important, Provincial government has enough space to align its program, and activities to coordinate and facilitate the different Provincial set-up. Agriculture, Education, and Health-related integrated promotion is the most vital activities to promote. Development agencies and all 3 tiers of Government must play their role in it.

ACKNOWLEDGEMENT

The author would like to thank Dupcheswar and Taadi Rural municipalities for the support provided during the field visit. This research was not possible without a support of WFP and CARDSN Nepal. The social mobilizers of Dupcheswar and Taadi RM has provided field and coordination support. The author would like to thank the WFP team, members of KII/ FGD participants, principals, teachers, SMC members, local Guardians and cook whom we meet are a part of appreciation whose true answer and efforts in the HGSM program are very positive and doing hard work for the successes of the program. The research team would like to thanks Hetauda Campus family, hetauda for the review and methodology support. I would like to thank Sabin Situala, Kalyan Raj Khadka and Priyanka Subedi, AFU scholars-Hetauda for the data support.)

(Abbreviations: HGSM = Home Grown School Meal Program; LG = Local Government; NRS = Nepalese Rupees; KII = Key Informant Interviews; FGD = Focus Group Discussion; SMC = School Management Committees; MoE = Ministry of Education; UNICEF = United Nations Children Funds; UNESCO = United Nations Educational Scientific and Cultural Organization; WFP = World Food Program; GoN = Government of Nepal; RM = Rural Municipality or Palika [inNepali]; GIS = Geographical Information System; MS = Microsoft; SPSS = Statistical Package for the Social Science; USD = United States Dollar; ECD = Early Childhood Development; EDCU = Educational Development and Coordination Unit; N = Number of Sample; CEHRD = Centre for Education and Human Resource Development; CGI = Concreate Galvanized Iron; JICA = Japanese International Cooperation Agency; NGO = Non-Government Organization; CARDSN = Centre for Rural Development Society Nepal)

References

- Aliyar, R., Gelli, A., & Hamdani, S. H. (2015). A review of nutritional guidelines and menu compositions for school feeding programs in 12 countries. *Front Public Health*, 3, 148.
- Baker, I. A., Elwood, P. C., Hughes, J., Jones, M., & Sweetnam, P. M. (1978, September). School milk and growth in primary school children. *The Lancet*, 575.

- Bundy, D. (2009). *Rethinking school feeding: social safety nets, child development, and the education sector*. Washington DC: The World Bank.
- Devereux, S., Hochfeld, T., Karriem, A., Mensah, C., Morahanye, M., Msimango, T., . . . Sanousi, M. (2018). *School Feeding in South Africa: What we know, what we don't know, what we need to know, what we need to do*. DST-NRF Centre of Excellence in Food Security.
- Finan, T. (2009). *An assessment of school feeding programs: programming food for development*. Tucson: University of Arizona.
- GoN. (2006). *National school health and nutritional strategy*. Kathmandu: Government of Nepal.
- Laxmaiah A, A., Sarma, K. V., Rao, D. H., Reddy, G., Ravindranath, M., & Rao, M. V. (1993). Impact of mid day meal program on educational and nutritional status of school children in Karnataka. *Indian Pediatr*, 36(12), 1221-1228.
- MoE, UNICEF, & UNESCO. (2016). *Global initiative on out-of-school children-Nepal country study*. Ministry of Education-MoE, United Nations Children Education Fund-UNICEF and United Nations Educational, Scientific and Cultural Fund-UNESCO. Kathmandu: UNICEF.
- My Republica. (2020, Feb 20). Japanese to extend grant assistance to WFP Nepal for School Meals Program in Nuwakot. Kathmandu, Bagamati, Nepal. Retrieved from <https://myrepublica.nagariknetwork.com/news/japanese-grant-to-wfp-nepal-for-the-school-meals-programme-in-nuwakot-district/>
- Richter, L., Griesel, D., & Rose, C. (2000). *The psychological impact of a school feeding project, in Donald D, Dawes A and Louw J (eds) Addressing Childhood Diversity* (in Donald D, Dawes A and Louw J (eds) ed.). (D. Philip, Ed.) Cape Town.
- Shalini, C. N., Murthy, N. S., Shalini, S., Dinesh, R., Shivaraj, N. S., & Suryanarayana, S. P. (2014). Comparison of nutritional status of rural and urban school students receiving midday meals in schools of Bengaluru, India: a cross sectional study. *J Postgrad Med*, 60(2), 118-122. doi:<https://doi.org/10.4103/0022-3859.132309>
- Shrestha, R. M., Schreinemachers, P., Nyangmi, M. G., Sah, M., Phuong, J., Manandhar, S., & Yang, R.-Y. (2020). Home-grown school feeding: assessment of a pilot program in Nepal. *BMC Public Health*, 20(28), 1-15. doi:<https://doi.org/10.1186/s12889-019-8143-9>
- The Kathmandu Post. (2023, June 26). Government prepares diet plan for community school midday meal programme. Kathmandu, Bagamati, Nepal. Retrieved from <https://kathmandupost.com/national/2019/08/14/government-prepares-diet-plan-for-community-school-midday-meal-programme>
- Tomlinson, M. (2007). *School feeding in east and southern Africa: Improving food sovereignty or photo opportunity ?* Regional Network for Equity in Health in Southern Africa (EQUINET). Health Systems Research Unit, Medical Research Council.
- USDA. (2019). *National school lunch program (Factsheet)*. US Department of Agriculture. Food and Nutrition Service. Retrieved from <https://www.fns.usda.gov/nslp/nslp-fact-sheet#>
- WFP. (2009). *Home-grown school feeding*. Rome: World Food Programme.

ANNEXES

(Annex-1, Name of the school visited in Dupcheswar and Taadi RM)

SN	Municipality	Schools visited (Name)
1	Dupcheswar RM, Nuwakot	Kalyan Sec School
2	Dupcheswar RM, Nuwakot	Dhaneswari Primary
3	Dupcheswar RM, Nuwakot	Arjun Basic School
4	Dupcheswar RM, Nuwakot	Saraswati Secondary School
5	Dupcheswar RM, Nuwakot	Shikarbesri Primary School
6	Dupcheswar RM, Nuwakot	Dandakharkha Primary School
7	Dupcheswar RM, Nuwakot	Kamal Manik basic School
8	Dupcheswar RM, Nuwakot	Sundar Primary School
9	Dupcheswar RM, Nuwakot	Mahendra Primary school
10	Dupcheswar RM, Nuwakot	Bal Kalyan School
11	Dupcheswar RM, Nuwakot	Chihan Danda School
12	Taadi RM, Nuwakot	Sita Dharma School
13	Taadi RM, Nuwakot	Tutung Primary
14	Taadi RM, Nuwakot	Jagrit Basic School
15	Taadi RM, Nuwakot	Prabhu Danda
16	Taadi RM, Nuwakot	Raluka Secondary School

(Annex-2, Survey Questionnaire)

Questionnaires for Teacher/ Parents and SMC

SL No	Question	Response
1	What is the name of school?	
2	Name of the Palika	1, Dupcheswar, 2 Taadi
3	Types of Questions?	{1, Teachers}2, Parents, 3) SMC.
4	Do you have a school meal program on regular basis?	{1, Yes},2) No, 3) Don't Know
5	What Type of Feeding program ongoing in your school?	{1, On site cooking}
6	Who cook in school?	{1, Office assistant-Peon}...
7	What Menu you following?	{1, Menu by Local Palika}...
8	Do you like the taste of food which you received?	{1, Taste is good}...
9	Do you serve meat, eggs in a week?	{1, Yes}...
10	Do you serve porridge, curd in a week?	{1, Yes}...
11	where students eat snacks?	{1, On plate given by school}...
12	Do you have a kitchen for cooking?	{1, Smart kitchen}...
13	Source of water	{1, Own}...

Questionnaires for Teacher/ Parents and SMC

SL No	Question	Response
14	how is the presence of students-Teachers?	{1, Increasing}...
15	where to buy food for school feeding	{1, Cooperative channels}...
16	Who do purchase mostly?	{1, Principal}...
17	Is food amount being enough to eat?	{1, Yes}...
18	Did SMP increase awareness in school?	{1, Yes}...
19	Do was hand before food?	{1, Yes}...
20	How often monitoring by LG/ Donors	{1, As usual}...
21	How often monitoring by parents/ SMC	{1, As usual}...
22	Did junk or packed food is served within this month?	{1, Yes}...
23	What is the favourite food of all?	{1, porridge}...
24	How do you rank this community?	{1, Food scarce area}...
25	How is the rate of illness now?	{1, Low}...
26	hygiene ranking of this school	{1, Topmost}...
27	teaching resources and availability of staffs of this school?	{1, Topmost}...
28	building structure and other facilities of this school?	{1, Topmost}...
29	What is the top most challenges of SMP-1	{1, Price not sufficient}...
30	What is the top most challenges of SMP-2	{1, Price not sufficient}...
31	What is the top most challenges of SMP-3	{1, Price not sufficient} ...

(Annex-3, Monitoring and ownership of the study area)

LEGEND	RM	As usual	average	Rare	Not visited yet	Total (N)
LG visit	Dupcheswar	26	5	1	1	33
	Taadi	14	0	1	0	15
Parent visit	Dupcheswar	29	4	0	0	33
	Taadi	15	0	0	0	15

(Annex-4, Favourite food item like by students)

RM	Legend	Pudding	Paani-roti	Kwati	Jaulo	Meat/egg	potatoes, rice, bitten rice and mixed	Total
Dupcheswar	N	9	12	9	0	2	1	33
	%	18.80	25.00	18.80	0.00	4.20	2.10	100.00
Taadi	N	12	0	0	3	0	0	15
	%	25.00	0.00	0.00	6.30	0.00	0.00	100.00
Total	N	21	12	9	3	2	1	48

Assessment of composting and recycling for household waste management in Bharatpur Metropolitan City, Bagamati Province, Nepal

Narbikram Thapa, PhD

Vice Chairperson, Province Policy and Planning Commission, Bagamati Province

(Email: nbthapa2012@gmail.com)

(Article Type: Research Article)

ABSTRACT

The study aims to assess the composting and recycling for household waste management in Bharatpur Metropolitan city. The sample survey method and focus group discussion were used to capture the information. The majority of the respondents have rated happy towards the programme. The community benefitted from the CAR program towards environmental sanitation, income generation, recycling of degradable solid waste into composting for rooftop gardening and kitchen garden. The participants have used the degradable and non-degradable solid wastes into source of fresh vegetable and income generation by making handicrafts respectively. Regarding the practice of solid waste collection, majority of the respondents used sack (79.5 %), plastic (37.5 %) while only few respondents (15 %) collected in a bin with lid. Despite having insufficient knowledge about segregation of waste, 86.5 % respondents were participated in practicing segregation of degradable and non-degradable. Most commonly used methods for the management of degradable and non-degradable waste were making compost manure (44.0 %), municipality waste collection vehicle (91 %) and disposing in canal (1 %) respectively. Around 44 % of respondents managed their waste water by using it for irrigation in Kitchen Garden while 36.5 % collecting it in a tank whereas baseline study reported that the majority used sack (82 %) while only few (19 %) collected in a bin with lid. Despite having insufficient knowledge regarding segregation of waste, 83 % were involved in practicing segregation of degradable and non-degradable. This method of composting and recycling for household waste management is doable. It can be replicable in other parts of the country.

Keywords: Composting and recycling, environment sanitation, biodegradable, rooftop gardening, solid waste

1. INTRODUCTION

1.1 Background

The CAR-Nepal (composting and recycling) project aimed to improve the health and environment of the target households and schools in the Bharatpur Metropolitan City [BMC] by a proper waste management at household and small-scale industrial level. The project intended to organize various activities and sensitize target groups on the health dangers created by pollution from household and industrial waste in their town. It also expected to create awareness of the health implications due to pollution from household and small-scale industrial waste. This project was

initiated on May 2020 and completed by the end of Jan 2022. Main target group regarded as households and school level students in Bharatpur Metropolitan City, Chitwan, Bagmati Province, Nepal. However, it has equally involved waste workers and industrial workers that have higher exposure to possible health risk due to pollution in support-awareness raising campaigns as well as in promoting workplace safety. At least 2,000 peoples had aimed to be directly or indirectly benefited at the end of the project.

1.2 Objectives

The following specific objectives were set that include:

- To assess the project performance based on efficiency, effectiveness, impact and sustainability of the action in the study areas.
- To map out the key changes as per the stated objectives in the study areas.

2. METHODOLOGY

This is a longitudinal study to the sampled population. A longitudinal study captures data over a period of 1 years' time (2021-2022) to understand the one-year effects of changes in products, and processes. The study was carried out in the project areas by selecting 6 sampled wards out of 10 wards of Bharatpur Metropolitan City through random sampling and followed by purposive sample of respondents from a project area and administered a semi-structured questionnaire to them. In addition to review of project documents, direct observation, focus group discussion, key informant interview and basket of Participatory tools and techniques were used to capture the quantitative and qualitative information from the respondents. A total of 65 respondents [43 women and 22 men] in the study and 200 participants in endline survey were participated during the study.

The quantitative data collected from the field was grouped into the different categories and tabulated. The descriptive statistics like frequency distribution, per cent; mean was adopted for analysis point of view. The qualitative data collected, using field information through focus group discussion, key informant interview and observations was made ready in word processor. All the information related to each heading reviewed critically and findings have presented in the report systematically. The photographs, maps, tables, case studies etc. have used into the report as evidence. The people perceptions have been mapping out using happiness mapping tool in order to figure out the significant difference in the life and livelihoods of the primary rightsholders because of the CAR project interventions over a one-year period of time. The gender equality and social inclusion perspective has also been considered while analysis of the information.

3. Results and Discussion

3.1 The study area

The CAR program aims to make the people in Chitwan take active responsibility to improve their health and environment by a proper waste management in households and small-scale industries. The actual situation reported as a dumping of waste in open land leading to pollution of drinking water and the ground leading to increased risk of various human diseases. The project was targeting households and students in Bharatpur metropolitan city to make them learn and

advocate for re-cycling of household waste in kitchen gardening and small handicrafts made from organic and solid waste. Advocacy envisaged increasing awareness among the general populations and the politicians leading to relevant actions to deal with this increasing waste problem. This first phase is a pilot including a mapping of waste from small scale industries a problem that was dealt with in a second phase along an expansion of the efforts to spread the practice of recycling of the household waste.

The Bharatpur Metropolitan City (BMC) was selected as the project area, located in the central-southern part of Nepal. It lies on the left eastern bank of Narayani River. The study areas have been presented [Fig.1 Map of CAR project] below.



Bharatpur is the fourth largest city in Nepal, with a population of 280,502 (CBS, 2015). It is one of the fast-growing cities in Nepal generating more than 100 tons of solid waste per day (BMC, 2016). The project aims to improve their health and environment by a proper waste management at the household and small-scale industrial level.

3.2 Effectiveness and Impact

The changes occurring may be positive or negative, intended or unintended. The impact may differ for women and men, people of different ages, ethnic groups and other social groupings, so the analysis should consider different groups separately [Thapa, 2019].

3.2.1 Happiness Mapping of Rightsholders' Perception towards the CAR Project

When asked about the perception towards the performance of the CAR project, the respondents have scored 1926 [62 %], and 1174 [38 %] for very happy and happy respectively. The overwhelming majority of the respondents [100 %] have rated very happy and happy towards the

CAR project because the composting and recycling for household level solid waste management, roof top gardening, handicraft making from plastic materials etc. were popular activities among the community. The local community people have directly benefitted from the CAR project in terms of environmental sanitation, income generation, recycling of degradable solid waste into composting for rooftop gardening. The happiness mapping tool was used to map out the perceptions of the targeted communities towards the CAR project [Table 1].

Table 1: Happiness Mapping of Stakeholders towards overall CAR project		
Parameters	Frequency	Percent
Very Happy	1926	62
Happy	1174	38
Unhappy	0.0	0.0
Don't Know	0.0	0.0
No Response	0.0	0.0
Total	3100	100

Source: Field Survey, Jan, 2022

A total of 50 corn seeds assumed as 100 per cent were given to each respondent. A total of 65 [women 43] participants were participated in the exercise in order to score the performance of the CAR project in BMC. The community perception was mapped out based on their direct observation, experience and best judgment of the respondents. This was measured in relative terms. The frequency represents the scoring of the respondents as simple, easily understood and adaptable parameters at the community level. This is a powerful self-monitoring participatory result-based monitoring and evaluation tool to capture the information from the community. The concept of happiness mapping has been explained in operational definition that is mentioned in preliminary part of the report. The CAR project has completed 90 % planned activities until the end of Jan 2022.

The CAR project performance has been presented below [Table 2].

Table 2: CAR Progress Against Targets

Indicator	Unit	Target	Achievements	Completion (%)
1. Project approval from SWC and the municipality.	Activity	1	1	100
1.1 Kick off meeting in community (20 meetings).	Meetings	20	20	100
1.2 Orientation in the schools (20 meetings).	Trainings	20	20	100
1.3 Organic manure preparation training (10 meeting in 10 wards, 2 days).	Trainings	10	10	100
1.4 Training, preparation and distribution of organic manure preparation bins.	HH	200	180	90

Indicator	Unit	Target	Achievements	Completion (%)
1.5 Training on handcraft making using non-degradable household waste (for 100 women, 4 trainings).	Persons	4	4	100
1.6 Baseline study to prepare report on pollution from household waste.	Activity	1	1	100
1.7 Baseline study on industrial waste, its effects and management system.	Activity	1	1	100
1.8 Developing local strategies for proper management of household waste.	Activity	1	0	0
1.9 Production and distribution of IEC materials.	Numbers	1	1	100
1.10 Radio programs/videos for public awareness (5 videos).	Numbers	5	5	100

Source: *The CAR Project Record, 2022*

3.2.2 Score Ranking of CAR Project Activities by the Respondents

The score ranking tool was used with the women and men respondents that include community women and men to measure the effectiveness of key project activities of the CAR project's communities [Table 3]. When asked on which key project activity is most popular in the community that the respondents ranked first for project orientation in the school and baseline study to prepare report on pollution from the household waste, ranked second for the organic manure preparation training, ranked third for the radio program to raise awareness among the community people, ranked fourth for training on handcraft making (100 women trained) using non-degradable household waste [plastic materials] and ranked fifth for production and developing of IEC materials according to the direct observation, experience and judgment made by the respondents based on the positive socio-economic impacts and need and priority of the community. It has been noticed that the respondents have rated high score related to awareness raising activities rather than service delivery. It has been observed that the level of consciousness among the respondents reported as high due to high degree of formal and informal education, more importance given to knowledge management and sustainability. This is a significant response expressed by the respondents towards the CAR project.

The perception of local facilitator and social entrepreneur of handcraft making from plastic materials towards the CAR project has presented below.

"The handcraft making, composting, environment protection activities are the useful one that saves lives from pollution as well. Now we have engaged in handcraft making from plastic materials that generate income. There has been increased self-esteem and self-confidence within me and increased prestige in the family and neighbor as well that encouraged me to do more work" says Sapkota, Indira, 28, Dharmachowk, BMC-4. Mrs. Sapkota is working as a facilitator for handcraft making training organized by the CAR project as well.

A total of 10 seeds of corn [assumed to be 100 per cent] were distributed to the group leaders to map out the changes observed over the time in the community. The focus group discussion was

done that included women and men members of the project areas including household heads, and elected representatives of Bharatpur Metropolitan City in the exercise. Each respondent was encouraged to participate in the discussion before scoring. It should be noted that higher the score greater the performance during the score ranking by the respondents. The community perception was mapped out based on the judgment of the respondents [Table 3]. This is being measured in relative terms. A total of 11 participants were participated in the exercise.

Table 3: Score ranking of the CAR project Key Activities

Key Activities	Scoring by the Respondents				Rank
	Women	Man	Total Score	Mean	
1.1 Kick-off meeting in community	82	10	92	8.3	VI
1.2 Orientation in the schools	100	10	110	10	I
1.3 Organic manure preparation training	100	09	109	9.9	II
1.4 Training, preparation and distribution of organic manure preparation bin	65	09	74	6.72	VII
1.5 Training on handicraft making using non-degradable household waste	96	07	102	9.27	IV
1.6 Baseline study to prepare report on pollution from household waste	100	10	110	10	I
1.7 Baseline study on industrial waste, its effects and management system	64	07	71	6.45	VIII
1.8 Developing local strategies for proper management of household waste	80	06	86	7.81	VI
1.9 Production and distribution of IEC materials	86	06	92	8.36	V
1.10 Radio programs/videos for public awareness	98	10	108	9.81	III
Total	-	-	964	8.73	-

Source: Field Survey, Jan 2022

3.2.3 Knowledge and practice about waste management

The endline study revealed that an average waste generated per house per day was 643.29 grams while per capita waste generation was 112 grams. The association between average waste generations with total income of the household showed significant. In the study areas around 50% of household having income NPR 3, 50,000 and above generated more than 500 grams of waste per day. It has found that among ten wards of Bharatpur Metropolitan City, ward number ten generated high amount of waste that include kitchen waste (97.5%) followed by plastics (94.5%) and paper (32%) whereas baseline study reported that the highest waste generated by

every household was plastics (99%) followed by kitchen waste (96%) and paper (56%). There has found no significance difference in kitchen waste and plastics waste between the endline and baseline study. However, there has been found difference in paper waste from 32 % to 56 % in baseline and endline survey respectively.

In terms of practice of solid waste collection, majority of the respondents had used sack (79.5%), plastic (37.5%) while only few respondents (15 %) collected in a bin with lid. Despite having insufficient knowledge regarding segregation of waste, 86.5% respondents were involved in practicing segregation of degradable and non-degradable. Most commonly used methods for the management of degradable and non-degradable waste were making compost manure (44.0%), municipality waste collection vehicle (91 %) and disposing in canal (1 %) respectively. In the study areas 44 % of respondents managed their waste water by using it for irrigation in Kitchen Garden while 36.5 % collecting it in a tank whereas baseline study reported that the practice of solid waste collection, majority used sack (82 %) while only few (19 %) collected in a bin with lid. Despite having insufficient knowledge regarding segregation of waste, 83% were involved in practicing segregation of degradable and non-degradable. Most commonly used methods for the management of degradable and non-degradable waste were disposing in canal (38%) and municipality waste collection vehicle (91 %) respectively. Around 40 % of participants managed their waste water by collecting it in a tank while 39 having kitchen garden used waste water for irrigation. There has found some difference between the baseline and endline study. However, there has found significant difference in disposing solid waste in canal 38 % to 1 % between baseline and endline study respectively.

When asked about the effects of household waste, around 67 % participants responded diarrheal diseases followed by foul smell (66.7%) and spread of housefly (43 %). Only a few respondents (1.0%) have perceived health problems caused by waste according to them the most common health problem reported as dengue whereas baseline study reported that the household waste around 64% participants responded diarrheal diseases followed by foul smell (61%) and spread of housefly (60%). Only a few study participants (4%) perceived health problems caused by waste that was dengue as responded by the participants. The endline study reveals that only 27.5% had received the training on waste segregation, 29.5% and 5% had received the training on composting and reusing three years before proceeding the survey, respectively.

In the study areas around 88.5 % respondents were familiar about waste management techniques. Having realized the need to address this issue, majority (88.5%) showed deep interest to learn and practice safe solid waste management techniques (endline survey, 2022) whereas the baseline study pointed out that the only 7% had received the training on waste segregation, 6% and 1% had received the training on composting and reusing three years before proceeding the survey respectively. Around 68 % participants were familiar about waste management techniques. Having realized the need to address this issue, majority of the respondents (84%) have showed interest to learn and practice safe solid waste management techniques in the study areas. There has found slightly change on this among the respondents in the project areas (Table 4). A total of 200 respondents out of 402 project beneficiaries have participated in the endline survey.

Table 4: Comparison between baseline (2020) and endline study 2022

Activities	Baseline Oct 2020		Endline Jan 2022		Diff.	% Dif.	Remarks
	Freq.	%	Freq.	%			
1. Knowledge and practice about waste management							
1.1 Average waste generated per house per day (gm)	717.6	NA	643.29	NA	74.31		74.31 gm reduced
1.2 Per capita waste generation (gm)	127	NA	112	NA	15		15 gm reduced
1.3 Household having income 336,000 and above generated more than 500 grams of waste per day.	185	46	100	50	85	-4	
1.4 Household practicing segregation of degradable and non-degradable waste	334	83	173	86.5	161	-3.5	3.5% increased
1.5 Common method for the management of waste							
Disposing in canal	153	38	2	1	151	37	37% Reduced
Municipality waste collection vehicle	366	91	182	91	184	0	
1.6 People perceived health problems	16	4	2	1	14	3	3% reduced
1.7 Training on waste segregation	28	7	55	27.5	-27	-20.5	20.5% increased
1.8 Training on composting	24	6	59	29.5	-35	-23.5	23.5% increased
1.9 Training on reusing process	4	1	10	5	-6	-4	4% increased
1.10 Population familiar about waste management techniques	273	68	177	88.5	96	-20.5	20.5% increased
1.11 Population interested to learn and practice safe SWM techniques	338	84	177	88.5	161	-4.5	4.5% increased

Source: Endline Survey, 2022

3.3 Relevance

The CAR project has been implemented in BMC where solid waste management reported as major problem in Bharatpur Metropolitan City. This project seems to be relevance in terms of need and priority of the urban people, Government of Nepal's policies, plan and programs. The CAR project falls under the United Nations sustainable development goals no. 3 good health and well-being, SDG-6 clean water and sanitation, SDG-11 sustainable cities and communities, sustainable development goals no. 13 on protect the planet [UNDP, 2015]. The CAR programme has contributed towards social entrepreneurs' development of women by providing training for craft making from plastic, rooftop gardening, and radio program in order to increase awareness among the local community to manage the household level solid waste. However, the CAR project is a small initiative as a pilot project in the certain cluster of Bharatpur Metropolitan City.

3.4 Efficiency

The CAR team has done satisfactory performance even in the COVID-19 pandemic situation. However, there is enough room for improvement to increase close contact and coordination with elected local level government representatives like Bharatpur Metropolitan City. There has been demand of close coordination and collaboration from local level authorities in the current context of Federal Republic structure of Nepal.

3.4.1 Before and after situation mapping of the CAR project

The before and after situation mapping of overall program components have been mapped out in order to observe the contribution of different program to make a difference in the focused groups. The summary of overall project has been presented below [Table 5]. There has been an overall change observed due to impact of the CAR project in the community from **0.92 - 6.57** out of ten. The overall change has found **5.65** out of ten due to the influenced of the radio program and training, composting and recycling for household solid waste management, handicraft making from plastic materials, rooftop gardening focusing to financially challenged community. The project like the CAR seems to be innovative, problem posing, women focused, and solid waste management linked with income generation. However, the project document could not clearly mention gender equality and social inclusion, economic linkages of SWM, energy recycling process, organic fresh vegetable production using rooftop gardening or kitchen gardening at the household level. The CAR project seems to be highly scaling-up and replicable in other parts of the country. However, the proper lessons learned documentation need to be done for sharing the information among wider audience.

The perception of the local facilitator for composting and rooftop gardening towards the CAR project has been presented below.

"The CAR project contribution seems to be significant towards household level solid waste management because compost making from organic materials that reduced pollution in the community. The compost manure has been used in rooftop gardening that produced fresh vegetables and family nutrient supply as well. This project should be scaled-up in other wards of BMC, compost making and rooftop gardening should go together for the larger household impact. The prize distribution to best practitioners needs to be done for the encouragement" says Mrs. Gyawali, 54, BMC-10. Mrs. Gyawali is a popular local facilitator and social entrepreneur of composting and recycling of biodegradable solid wastes and promoter of rooftop gardening in the CAR project areas.

Table 5: Before and After Situation mapping of the CAR project

Key Activities	Before (Oct, 2020)		After (Jan, 2022)		Changes	
	Total Score	Mean	Total Score	Mean	Difference	%
1.1 Kick-off meeting in community	2.0	0.2	42	4.67	4.44	44
1.2 Orientation in the schools	14	1.56	52	5.78	4.22	42.2
1.3 Organic manure preparation training	17	1.89	70	7.78	5.89	58.9
1.4 Training, preparation and distribution of organic	11	1.22	44	4.89	3.67	36.7

Key Activities	Before (Oct, 2020)		After (Jan, 2022)		Changes	
	Total Score	Mean	Total Score	Mean	Difference	%
manure preparation bin						
1.5 Training on handi-craft making using non-degradable household waste	0.0	0.0	88	9.78	9.78	97.8
1.6 Baseline study to prepare report on pollution from household waste	4.0	0.44	46	5.11	4.67	46.7
1.7 Baseline study on industrial waste, its effects and management system	0.0	0.0	35	3.89	3.89	38.9
1.8 Developing local strategies for proper management of household waste	7.0	0.78	49	5.44	4.67	46.7
1.9 Production and distribution of IEC materials	2.0	0.22	82	9.11	8.89	88.9
1.10 Radio programs/videos for public awareness	26	2.89	84	9.33	6.44	64.4
Total	83	9.2	592	65.78	-	-
Mean Score	9.22	0.92	65.77	6.578	5.65	-
Overall Difference	-	-	-	-	5.65	56.58 %

Source: Field Survey, Jan 2022

3.5 Sustainability

The Sustainability is a major issue in most of the development projects due to high incidence of poverty, weak management capacity, lack of viability gap funding from government or donors, poor follow-up, not sufficient budget and weak governance system. The CAR project is not an exception in terms of institutional, technical and financial sustainability after the phase over. There is a need of viability gap funding from the local level Government – Bharatpur Metropolitan City for the long-term sustainability of the project. However, the CAR project has adopted the existing BMC structure, maintained linkage and coordination with local level Government that contributed towards sustainability of the project to some extent. This is not strong enough to solve the problem of solid waste management in BMC. SWM project need the significant investment, commitment to action from elected representatives, proper land filled site, smart management etc. In Bharatpur Metropolitan City, the land filled site seems to be pathetic. The solid waste has been piled up in the bank of Narayani River that is environmental unfriendly, unsafe and harmful for aquatic flora and fauna etc. It has become the source of air and water pollution in the surrounding areas. However, safe landfill site is in construction process in an initiation of BMC.

3.6 Linkage and Coordination with Local Level Government

NEDS has maintained linkage and coordination with Bharatpur Metropolitan City in order to increase synergistic effect at the community level. In Nepal, constitutionally local government has

strong enough in terms of executive, legislative and judiciary power enjoyment in decision making process as well. This is considered as unique in nature to take charge of local development process. The partnership between NEDS and local government regarded as good areas for partnership. At the moment, this needs to be done strong enough to achieve high impact and sustainability of the project, process, outcomes and impacts. BMC Environment Section Chief Er. B. Ghimire had facilitated SWM training organized by the CAR project. The perception of staff member of ward office, BMC towards the CAR project has been presented below.

"This is good project. It should be continued in the days to come as well. However, there is need of Tole Bikash orientation to increase awareness among the local community members, compost bin should not be free distribution [50 % subsidy] and coordination between Bharatpur Metropolitan City, wards and Nepal Development Society is important to sustain the project" says L. Devi Sharma, 43, BMC staff.

The perception of BMC staff towards the CAR project has presented below.

"The CAR project has done good work at the community level for the segregation of degradable and non-degradable solid waste. The local facilitators have found significant contribution to scale-up of the CAR project. It should be expanded in other wards of BMC. There is need of health checkup for a solid waste handler regularly" says Mr. A. Timilsina, Environment Section of BMC.

3.7 Unintended Changes observed in the Area

In the social sciences, unintended consequences (sometimes unanticipated consequences or unforeseen consequences) are outcomes of a purposeful action that are not intended or foreseen. The term was popularized in the twentieth century by American sociologist Robert K. Merton.

The leadership development, organized in the groups, environmental protection, participation in decision making process at municipal level, gender equality and social inclusion and happiness mapping among the community people in the areas has found increasing trend over time and pattern over space from October 2020 – Jan 2022. There has been observed unintended social changes in the community due to cumulative effect of the CAR project and other factors involved that include print and electronic media, government services, and influence by political parties, social awareness rising by civil society organizations, and user groups etc.

3.8 Summary of the Study parameters

The final evaluation parameters like relevance, effectiveness, impact, efficiency, sustainability, environmental protection, cost-effectiveness, gender equality and social inclusion, participatory, and lobbying and advocacy, values for money and synergy have been set to map out performance of the project [Table 6]. The CAR project has found relevant, effective, impacted, efficient, sustainable, highly environment friendly, cost-effective, satisfactory synergy, satisfactory GESI and participatory that addresses the need and priority of the urban community. The CAR project has found moderately satisfactory policy influencing at local and national level. The most of the project activities have been completed as planned due to committed staff and participation of community to achieve target. The project efficiency seems to be satisfactory.

The gender equality and socially inclusion has found satisfactory. There is no specific GESI program and policy have formulated by implementing agency. However, women and vulnerable group of people benefitted to some extent. There is no specific lobbying and advocacy policy has been formulated by NEDS to influence policy and practice towards Government of Nepal and international communities or donor agencies. There has been enough room for improvement to develop system, self-functioning mechanism, policy and procedure in Nepal Development Society. However, the CAR project has good contribution towards the household level solid waste management in Bharatpur Metropolitan City. The CAR was a pilot project towards composting and recycling for household level solid waste management. The pilot project has become success. The overall project has found **satisfactory performance** due to good quality composting and recycling for household level solid waste management in BMC. It is potential in replicable and scaling up of in other municipalities of Nepal.

The following summary of the study findings has been presented below:

Table 6: Summary of the Study Findings

Evaluation Parameters	Range of Score	Obtained Score	Rating	Remarks
1.Relevance <ul style="list-style-type: none"> Highly relevance Relevant Moderately relevant Not relevant 	1-10	8	Relevant	Falls under the government policy
2. Effectiveness <ul style="list-style-type: none"> Highly effective Effective Moderately effective Not effective 	1-10	8	Effective	popular among the community people
3. Impact and spillover <ul style="list-style-type: none"> High Impact Impacted Moderately impacted Not impacted) 	1-10	8	Impacted	good impact and demonstration effect as well
4. Efficiency <ul style="list-style-type: none"> Highly efficient Efficient Moderately efficient Not efficient 	1-10	8	Efficient	Service delivery is sound
5.Sustainability <ul style="list-style-type: none"> Highly sustainable Sustainable Moderately sustainable Not sustainable 	1-10	8	Sustainable	energy recycling has been materialized and supported from local government as well
6. Environmental Aspect <ul style="list-style-type: none"> Highly Environment friendly Environment Friendly 		9	Highly Environment friendly	the CAR project seems to be environment

Evaluation Parameters	Range of Score	Obtained Score	Rating	Remarks
<ul style="list-style-type: none"> Moderately Env. Friendly Not Environment Friendly 				friendly
7. Cost-effectiveness <ul style="list-style-type: none"> Highly cost-effective Cost-effective Moderately cost-effective Not cost-effectiveness 	1-10	8	Cost-effective	it has given good result with small inputs
8. Value for Money <ul style="list-style-type: none"> Highly valued Satisfactory valued Moderately valued Not valued 	1-10	8	Satisfactory valued	the money has been utilized fully for good cause
9. Synergies <ul style="list-style-type: none"> Highly synergy Satisfactory synergy Moderately synergy Not synergy 	1-10	8	Satisfactory synergy	this has given synergy in solid waste management
10. Gender equality and Social Inclusion <ul style="list-style-type: none"> Highly GESI Satisfactory GESI Moderately GESI Not GESI 	1-10	8	Satisfactory GESI	women have been mobilized massively
11. Participatory <ul style="list-style-type: none"> Highly participatory Participatory Moderately participatory Not participatory 	1-10	8	Participatory	community based and involvement of people seems to be praiseworthy
12. Lobbying & Advocacy <ul style="list-style-type: none"> Highly policy influencing Policy influencing Moderately policy influencing Not policy influencing 	1-10	5	Moderately policy influencing	poorly addressed the lobbying and advocacy to influence policy and practice
Total Score	1-100	94	-	
Average Score	-	7.8	-	
Overall Conclusion			Satisfactory	

Basis of Rating the Performance of Development and Humanitarian programs:

Assessment Criteria	Rating Score
A. Highly Satisfactory	9-10
B. Satisfactory	6-8
C. Moderately Satisfactory, and	3-5
D. Not satisfactory	1-2

Source: Thapa, 2021 www.man.org.np

The elected representatives of Bharatpur Metropolitan City seem to be positive towards the composting and recycling for household level solid waste management project because it has focused the segregation of degradable and non-degradable solid waste in the source and concept of energy recycling has been materialized. There has been improved environmental sanitation after the introduction of the project. Similarly, social entrepreneurs among the women have been developed to some extent. The handicraft materials have been produced from the plastic that has become the source of household income as well. Although, the CAR is a pilot project covering 400 households. The approach seems to be innovative in Bharatpur Metropolitan City.

4. CONCLUSION

The overwhelming large majority of the respondents have rated happy towards the project due to addressing the real problem of solid waste management i.e. composting and recycling for household level solid waste and use of compost manure for rooftop gardening and kitchen garden, awareness raising through radio program, training to students, teachers, community members about safe disposal of solid waste etc. The project has good reputation in the community particularly in women mobilization in order to segregation of solid waste into degradable and non-degradable component.

The Sustainability is a major issue in most of the development projects in Nepal due to high incidence of poverty, weak management capacity, lack of viability gap funding from government, poor follow-up, not sufficient budget and poor governance system. The programme is not exception in terms of institutional, technical and financial sustainability after the phase over. There is a need of continuous funding support and political commitment from the local level elected government for the long-term sustainability.

In the areas, the participation of women in the development process has significantly increased particularly in decision making process at households, community and municipal level. There has been narrowing down the gap in traditional gender roles and division of work in women and men. However, women have still more engaged in domestic chores whereas men have focused more in seasonal migration. The patriarchal social structure is still dominating in the society. The gender equality and social inclusion policy and strategy yet to be developed to make a significance difference in the life of women, children, single woman, Dalits, people with disability, youths and vulnerable groups of the society. The lobbying and advocacy work to influence government and donors' policy and practice at local and national level is important to make a difference in the life of women, children, vulnerable people. The significant changes should be mapped out over the period of time and disseminate with evidence-based information for wider sharing.

ACKNOWLEDGEMENT

Author would like to thanks Bharatpur Metropolitan city for cooperation for the study. This article was not possible without the support of Nepal Development Society, Kathmandu, respondents, hence the author would like to pay gratitude for all.

References

- NPC. (2015). Sustainable Development Goals, 2016-2030, National (Preliminary) Report. Kathmandu: Government of Nepal, National Planning Commission.
- NEDS. (2021). Situation assessment report on solid waste management among household of Bharatpur Metropolitan City. Chitwan: Nepal Development Society.
- NEDS. (2021). First Trimester Report CAR Nepal (Oct 2020–Jan 2021). Chitwan: Nepal Development Society.
- NEDS. (2021). Second Trimester Report CAR Nepal (Feb–May 2021). Chitwan: Nepal Development Society.
- NEDS. (2021). Third Trimester Report CAR Nepal (June–Sep 2021). Chitwan: Nepal Development Society.
- NEDS. (2021). Webinar for School students on waste management movement Chitwan: CAR. Chitwan: Nepal Development Society.
- NEDS. (2022). Solid Waste Management at Household Level in Bharatpur Metropolitan City Baseline Vs Endline Result. Chitwan: Nepal Development Society.
- Thapa, N.B. (2005). Participatory Monitoring, Reporting and Evaluation: Measuring the Qualitative Social Change. Kathmandu: Sudeepa Publications.
- Thapa, N.B. (2018). Research Methodology and Dissertation Writing. Kathmandu: Jana Bikash Pvt. Ltd.
- Thapa, N.B. (2021). *Participatory Result-based Evaluation of Development and Humanitarian Program in Nepal*. *Byavasthapan*, Nepalese Journal of Management, Volume 40 (40).

Wood production potential of Nepal's forests

Yajna Nath Dahal

Province Secretary, Ministry of Forests and Environment, Bagamati Province, Hetauda

(Email: yajnadahal@yahoo.com)

(Article Types: Review Article)

ABSTRACT

Nepal's Forests have a tremendous potentiality to produce timber despite its underutilization in the present context. Approximately 51 % of the total forest area is under reachable forest that could be managed under various forest management systems. Nearly 150 million cubic feet timber could be produced annually from Nepal's productive forests. Nearly Rs.60 billion royalty and year-round employment for about hundred thousand people could be generated annually from the forestry sector of Nepal. Forest Areas in Bagamti Province alone have potentiality to produce approximately 30 million cubic feet wood annually with the worth of royalty Rs. 12 billion per year. However, policy instability and inconsistency, lack of enabling environment, technical knowhow gap, shortage of proper planning etc. are the prime barriers for the proper management of Nepal's forests.

Keywords: *Forest Management, Productive Forests, Conservation Areas, Timber import and Export, Carbon Sequestration, Ecosystem Services.*

1. INTRODUCTION

Latest research data for the forestry sector of Nepal shows that its forest area has increased from 44.74 % of its land area in 2015 to 45.31% in 2020 despite having some variations in the modality of computing forest land (Forest Research and Training Centre-FRTC, Kathmandu, Nepal). It is said that a country should have a minimum of one-third of its land under forest cover for ecological integrity and environmental sustainability. Nepal's Forest Policy adopted in 2015 has mentioned that it would maintain at least 40% its land under forest cover for securing balanced ecological functioning and generating various types of ecosystem services. According to Article 51(Chha-6) of the Constitution of Nepal, for environmental balance Nepal maintains required land under forest cover.

Stainton in 1972 identified 35 types of forest in Nepal which can further be categorized into 10 major groups namely; (i) tropical, (ii) sub-tropical broadleaved, (iii) sub-tropical conifer, (iv) lower temperate broadleaved, (v) lower temperate mixed broadleaved, (vi) upper temperate broadleaved, (vii) upper temperate mixed broadleaved, (viii) temperate coniferous, (ix) sub-alpine and (x) alpine scrub (FRTC, 2015). According to forest cover mapping, the Terai Mixed Hardwood (TMH) forest type has the highest coverage (24.61%) followed by the Upper Mixed Hardwood (UMH) (18.23%). Likewise, the share of *Shorea robusta* and *Pinus roxburghii* forest types are 15.27% and 8.45%, respectively. Nearly 60% of the total forest area is composed of mixed types (FRTC, 2015).

The total number of stems with Diameter at Breast Height (DBH) ≥ 10 cm estimated in the Forest of Nepal is 2,563.27 million (429.93/ha). The estimated total stem volume is 982.33 million m³ (164.76 m³ /ha). High Mountains and High Himal physiographic regions together has the highest stem volume per hectare (225.24 m³ /ha) whereas Middle Mountains has the lowest stem volume per hectare (124.26 m³ /ha). Terai and Churia regions have 161.66 m³ /ha and 147.49 m³ /ha, respectively. The total above-ground air-dried biomass in the Forest of Nepal is 1,159.65 million tons (194.51 t/ha) (FRTC, 2015).

2. METHODS

This article is based on the data of some years back. Data which is published are taken into the consideration for analysis. So, this is a secondary review based on the various published and unpublished data.

3. RESULTS

3.1 Demand and Supply of Wood in Nepal

For the purpose of this study, the demand of forest products mainly timbers and fire-woods for subsistence and commercial purpose is analyzed. In 2011, the demand of fuelwood is estimated to be 5.3 million tons, 4.4 million tons and 0.82 million tons in the Terai, hills and mountains respectively. Likewise, in 2011, the demand of timber is estimated to be 1.46 million m³, 1.72 million m³ and 0.19 million m³ in the Terai, hills and mountains respectively (REDD Implementation Centre, Kathmandu). This demand scenario has been estimated on the basis of existing population 26.6 million in 2011 in Nepal. As population grows this demand will be increased disproportionately because presently increasing urbanization might have less demand of wood products compared to rural demand of timber and fire-woods.

Supply of wood products has been maintained mainly from the private and national forests of Nepal. However, over the past decade Nepal has witnessed globally as timber importing country with the worth of approximately 8 billion Nepalese currency annually from more than three dozen of nations due to policy inconsistency and instability in timber harvests and forest management modality in the country. A study was done myself on the timber production in Nepal and timber and furniture export-import scenario for the nine years starting from fiscal year 2070-71. This study showcased some gloomy conditions on timber production in Nepal despite having a huge potentiality of its forest areas in terms of timber and other forest products production. The study summarizes as follow: -

Table 1: Wood Production and Export-Import Scenario

Fiscal Year	Wood Production (Cubic Feet)	Wood and Furniture Import (Rs)	Wood and Furniture Export (Rs)
2078/79	2,12,00000	17,82,73,00000	71,84,00000
2077/78	1,94,00000	15,18,0000000	16,56,00000
2076/77	1,43,00000	5,2,40,000000	12,57,00000
2075/76	1,94,00000	6,60,31,00000	30,15,00000

2074/75	1,75,00000	6,67,0000000	5,32,00000
2073/74	89,75,000	5,5,00000000	7,57,00000
2072/73	81,00000	2,94,40,00000	9,94,00000
2071/72	98,59,000	4,31,59,00000	16,80,00000
2070/71	98,79,000	2,23,0000000	24,0000000
Total	12,86,00000	65,84,37,00000	1,98,75,00000

Source: Department of Forests and Soil Conservation, 2080 B.S.

From above table, the ratio between timber and furniture import-export ratio is 33:1. This means while we are exporting one rupee worth for wood and furniture from our country within nine years period, the import of those products from different countries for the same period is worth of rupees 33. This means payment of balance for foreign currency in the forestry sector has been unbalanced in the trade affairs for the country. However, Nepal has a tremendous potentiality of wood production from its available forest areas and diversity in species occurring in such forests.

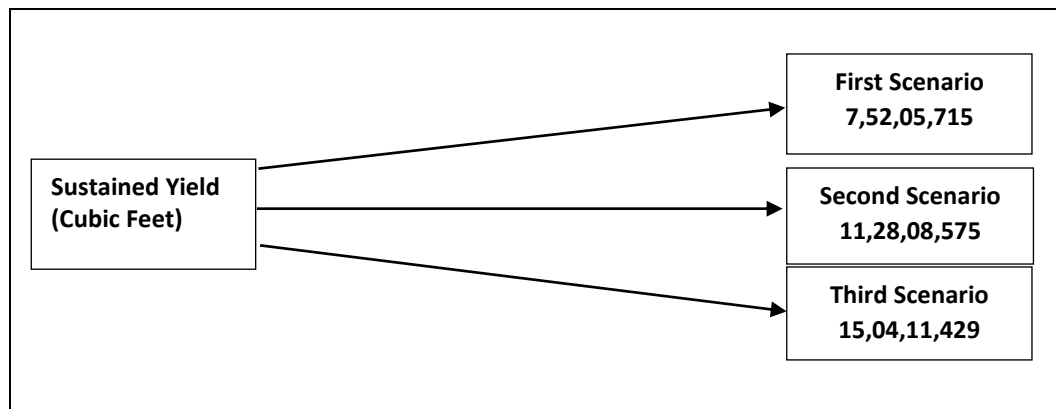
If we analyze latest data of wood product supply at least 60 % current supply of wood products has been covered by the private forestry. However, a huge amount of wood products supplied by the community forests for the purpose of within group distribution has not been recorded and published in the data management system nationally. Approximately 20 million cubic feet timber as logs has formally recorded to be supplied by the national and private forests annually.

3.2 Timber Production Potential of Nepal's Forests of (A case study)

On the basis of the slope gradation forest areas can be categorized as reachable and non-reachable forests. Forest areas located where ground slope is above 45 degree are said to non-reachable forests and below 45 degree termed as reachable forests. Based on this classification nearly 51% of Nepal's forests is reachable. This means out of approximately 6.6 million hectares of forests area in the country about 3.4 million hectare of forest areas are in reachable forest area where various management interventions can be introduced. These reachable forest areas also include forest areas in the Siwalik Region (Cure Area) where nearly 1.2 million hectares forest area is in. These forests found in Siwalik Region are also sensitive for intensive forest management due to the fragile nature of the region. So, by the reduction of the forest areas located in the Siwalik Region approximately 2.2 million hectares of reachable forest areas can be managed intensively by applying several silvicultural practices.

Mr. Vijaya Raj Subedi, a veteran scientific forest management expert working as a divisional forest officer in Lumbini province has estimated the sustained yield from intensively managed forest by adopting three management scenarios for approximately 2.2 million hectares productive forest areas of Nepal. These scenarios are as follows: - All growing stocks in forest are old: Scenario First- 50% of growing stocks are growing: Scenario Second -Most growing stocks are good and growing: Scenario Third.

Figure 1: Wood Production Potential on Various Scenarios



Source: Vijaya Raj Subedi, (n.d.)

Market prices for timber products in Nepal are highly fluctuating due to less competitive market situation. Timbers and fire-woods are produced mainly from *Sal (Shorea robusta)*, *Asna (Termenelia tomentosa)*, *Karma (Adina cordofolia)*, *Botdhanyaro (Lagerstromea parviflora)*, *Chilaune (Schima wallichii)*, *Kattus (Castanopsis sps)*, *Salla (Pinus sps)* etc. species. Royalty rate and market prices are very different for different species. To calculate estimated value for wood products produced from above mentioned sustained yield, an average Rs. 400.00 per cubic foot royalty is taken and estimated value is as follows: -

Table 2: Timber Production and Their Royalty Estimation

Scenario	Yield (Cubic Feet)	Royalty (Rs.)
First	7,52,05,715	30,082,286,000
Second	11,28,08,575	45,123,430,000
Third	15,04,11,429	60,164,571,600

Source: Vijaya Raj Subedi, (n.d.)

Though the large part of income generated from the forestry sector is unrecorded and uncalculated, presently approximately Rs.1 billion royalty income from the sale of timber and fire-woods is recorded annually. However, Nepal can earn a huge amount of money through the implementation of sustainable forest management plans. Table 1 third scenario suggests that Nepal’s productive forest area could generate nearly Rs.60 billion royalty money through the sustainable forest management and proper marketing of the products produced from the managed forest areas.

Employments from different value chains of wood processing could be generated in above mentioned sustained yield scenario. If only first scenario of sustained yield management is in place, 1.2 million man-days of employment per annum could be generated. Second scenario could generate 1.85 million man-days of employment per annum while 2.46 million man-days of employment per annum from third scenario. If we adopt full potential forest management systems that is sivilcultural systems for all productive forests it is estimated that forestry sector

could produce 100,000 person-per year jobs and more than Rs. 60 billion royalty earnings annually.

3.3 Timber Production Potential of Forests of Bagamati Province

Nepal's latest popular people's political movement in 2063-64 has established a Federal Republic Democratic Country provisioning three tiers of government namely Federal, Provincial and Local under the provisions in the Constitution drafted and promulgated by the members of the Constituent Assembly of Nepal. Among Seven Provinces, Bagamati Province is the significant one due to its presence in Central Nepal having national capital within it and many other valuable developmental indicators achieved through various efforts made in the past.

Bagamati Province has approximately 1.1 million hectares of forest area, which is about 17% of the total forest areas of the country, out of nearly 6.6 million hectares of forest areas nationwide. Approximately 8 thousand different community-based organizations namely Community Forests User Groups (CFUGs), Leasehold Forest User Groups (LFUGs), and Religious Forest Groups are managing more than 0.4 million hectares of forests in the province. Remaining Forest area in the province has been managed as government managed forest and protection forest except for forests that fall in the National Parks and Conservation areas such as Chitwan National Parks, Shivapuri-Nagarjun National Parks and Gauri Shankar Conservation Area. Among reachable forest areas in Bagamati province nearly 0.3 million hectares of forests except for forests in Churia Hills, National Parks and Conservation Area can be brought into the productive forests for timber and other woods production. On an approximate estimation, by harvesting 100 cubic feet timber per hectare under the different forest management systems approximately 30 million cubic feet wood would be produced annually from these productive forests of the province. Nevertheless, if we analyze the timber harvested data for past four fiscal years of the provincial forest in Bagamati Province, on an average, only 0.15 million cubic feet timber excluding internal distribution among CFUGs has been collected from the forests. This means that timber production potential of the forests of Bagamati province is under-utilized. If we put price tag for 30 million cubic feet as per Rs. 400.00 per cub foot, nearly Rs 12 billion income could be generated from the timber sale which is foregone.

4. DISCUSSION AND CONCLUSION

Forest management is the only best option for enhancing national economy and contributing in resolving unemployment crisis in Nepal. Knowingly or unknowingly Nepal is lagging behind for adopting effective forest management process. Despite losing far-reaching national benefits from not executing intensive forest management policy in Nepal, there are tremendous possibility of the forestry sector that can help contribute to transform the economic and environmental conditions for the nation and its people. By adopting sustainable forest management plans Nepal can achieve its international commitment for restoring degrading ecosystems and biodiversity conservation. Likewise, Nepal will be able to fulfill its commitments made in international forum for achieving Paris Agreement targets on emission reduction by carbon sequestration and enhancing carbon removal from the atmosphere through the adoption of sustainable forest management. Among Seventeen Sustainable Goals of United Nations, of which Nepal is a staunch member, several goals and targets can be achieved through implementation of sustainable forest

management plans in the country. We can firmly say that forest ecosystems have wide ranging roles to fulfill the various national aspiration as well as international commitments.

5. RECOMMENDATION

To build united, equal, balanced and inclusive social systems, economic prosperity is the foundation for which natural resources primarily forests play a pivotal role for a developing country like Nepal. Good forest management is essential to supporting and balancing stakeholders' needs while protecting the sustainability of forests and their goods and services. A simple scenario analysis from the above-mentioned chapter suggests that Nepal's productive forest areas have significant contribution to the national economy and resolving unemployment problems in Nepal. Generation of employment has been estimated only for timber productions from the productive forests. There are other various ecological services that could be harnessed from the forest ecosystems. These are non-timber forest products, ecotourism entrepreneurs, biodiversity conservation, and aesthetic values of the forest ecosystems.

To tap the full potential capacity of forest ecosystems available in Nepal, policy clarification and implementation is the first step to be taken. All major political parties in the country should make a concrete consensus among them on the subject of forest management in Nepal because political vision and outlook on the forest management is necessary and foundation for the effective forest management. Next step is the effective institutions set up for the forest management. There are various shortcomings in the present institutional arrangement in Nepal. Third step is legal and procedural arrangement and clarification for the sustainable forest management. Inconsistency and instability in forestry sector policy has largely hindered in continuous policy adoption for forest management in Nepal. Every change in central government has directly influenced on the forestry policy. Forth step is to adopt cutting-edge technologies available worldwide applicable for the forestry sector. For this capacity enhancement for concerned human potential is prerequisite to implement sustainable forest management plans in the given forest areas. We should improve our planning process as well because our planning process is not following logical framework till now that is we are planning haphazardly. Last but not least knowledge management and information management is the basis for every policy formulation and decision making. Each decision on the forest management must be based on evidence based.

Reference

Government of Nepal, 2018. Policy Document, National Forests Policy, 2018, Ministry of Forests and Environment, Singh Durbar, Kathmandu, Nepal

Government of Nepal, 2015. Policy Document, Forestry Sector Strategy, 2015, Ministry of Forests and Environment, Singh Durbar, Kathmandu, Nepal

Government of Nepal, 2014. Policy Document, National Biodiversity Strategy and Action Plan of Nepal, 2014, Ministry of Forests and Environment, Singh Durbar, Kathmandu, Nepal

Government of Nepal, 2019. Policy Document, Fifteen Periodic Plan, 2019, National Planning Commission of Nepal, Singh Durbar, Kathmandu, Nepal

Provincial Government, Bagamati Province, 2019. Policy Document, First Periodic Plan, 2019, Bagamati Provincial Government, Hetauda, Nepal

Then Department of Forests Survey and Research, 2015. Forest Assessment Reports, 2015, Babar Mahal, Kathmandu, Nepal

Various Articles Published in Different Journals or Unpublished Articles Discussed in Several Workshops,

Exploring the role of social institutions in structuring people's behavioral patterns

Lok Raj Sharma¹ (Ph.D.) and Raju Chhetri² (Ph.D., Post Doc)

¹Associate Professor of English, Makawanpur Multiple Campus, Hetauda, Nepal

² Food Security and Livelihood Expert, Studied Srinivas University, Karnataka, India

(Corresponding-mail: lokraj043@gmail.com)

(Article Type: Review Article)

ABSTRACT

Social institutions are the complex structures that define and regulate acceptable behavior within society, and behavioral patterns are the consistent and observable manners how individuals act, respond, or interact with their surroundings or other persons. This article endeavors to explore the role of social institutions in structuring people's behavioral patterns. Major social institutions, such as family, religion, education, media, government and economy, are considered significant in defining and reinforcing social norms and values that eventually shape people's behavioral patterns. The family serves as the primary agent of socialization, imparting basic cultural norms and values. Religion provides a moral framework and sense of community that reinforces these norms and values. Education plays a vital role in shaping social norms by teaching individuals about their society, its history, and by imparting values such as, respect for authority and responsibility. Media, including television, newspapers and other forms of media, play a crucial role in shaping social norms and values by disseminating information and influencing public opinions. Government and legal institutions impose social norms and shape values through laws, regulations, policies, and programs, ultimately providing the necessary structures and patterns that reinforce moral frameworks, rules, and regulations required for the cohesion and stability of society. Economy is responsible for the production and distribution of goods and services. The behavioral patterns between the haves and the have-nots can be noticed different because of economy. A comprehensive overview of literature reviews on social institutions was conducted, and secondary qualitative data as texts were extracted from various relevant books and journal articles to construct this article. The significance of this article lies in exploring six major social institutions and relating their prominent role in structuring people's behavioral patterns to promote social cohesion, stability, harmony, peace, responsiveness and progress.

Keywords: Behavioral patterns, social institutions, social norms and values.

1. INTRODUCTION

There are different social institutions that play a crucial role in structuring people's behavioral patterns, but this article deals only with family, religion, education, media, government and economy as key social institutions. One of the most vital of them is the family. It is the first social institution that individuals encounter, and it plays a significant role in teaching individuals the basic norms and values of their culture. Parents and other family members instruct children how to behave, how to interact with others, and what is considered suitable behavior within their society. It also offers emotional support and economic stability. In some cases, the family may even act as a caretaker if one of its members is sick or disabled. It is one of the most important

social institutions. It is considered a “building block” of society because it is the primary unit through which socialization occurs. It is a social unit created by blood, marriage, or adoption, and can be described as nuclear, consisting of two parents and their children, or extended, encompassing other relatives. Religion is another important social institution that plays a role in shaping social norms and values. It is an organized system of beliefs and practices designed to fill the human need for meaning and purpose (Durkheim, 1915). He further states that religion is an integrated system of beliefs and practices relative to sanctified things, that is to say, things set apart and forbidden. It provides a moral framework and a sense of community for individuals. It helps to reinforce the norms and values that are taught within families and offer a sense of meaning and purpose to people's lives. It is an attitude towards superhuman powers (Ogburn, 1937). Religious institutions also provide a mode for people to come together and support one another by creating a sense of social cohesion and unity within our society. Education as a social institution plays a decisive role in shaping social norms and values. Schools and other educational institutions teach individuals about their society and its history, and also impart values such as respect for authority, responsibility, and the importance of hard work. Education helps to reinforce the norms and values that are taught within families and religious institutions, and it provides individuals with the knowledge and skills they require to participate in society and make consequential contributions to their communities. Education may also assist to reduce crime rates by providing people with alternatives to criminal activity. These are the “manifest” or openly stated functions and intended goals of education as a social institution (Meyer, 1977). Media, including television, newspapers, and social media, disseminates information and influences public opinion, which can lay a significant impact on the values and beliefs of individuals within their society. The media can also serve as a platform for the promotion of certain values and ideas, which can facilitate to shape social norms and values over time. Similarly, governments and legal systems enforce social norms through laws and regulations, and they assist to shape values through policies and initiatives. The government provides social services like education and healthcare by ensuring the general wellbeing of a country or region or citizens (Little, McGivern, & Kerins, 2016). Governments also supply a framework for social interaction, including rules for how people should interact with one another and how disputes should be resolved. By enforcing these rules and regulations, governments help to create a sense of order and stability within society. Economy as a social institution is also responsible for the exchange of money and other resources. The economy is often divided into three sectors: the primary sector, the secondary sector, and the tertiary sector (Little, McGivern, & Kerins, 2016). The primary sector involves extracting and producing natural resources, while the secondary sector involves processing raw materials into finished products, and the tertiary sector offers services to individuals and businesses.

Social institutions play a positive role in structuring people's behavioral patterns; however some demerits associated with these institutions are the limited perspective that can lead the marginalization of certain groups or individuals who do not conform to the norms and values of the dominant culture, resistance to change due to lack of progress in social and cultural development, impediment to individual freedom by imposing strict rules and regulations that dictate behavior and limit personal choices, reinforcement of stereotypes that can limit opportunities and perpetuate inequalities for women and other marginalized groups, and inconsistency of social institutions that can create confusion and ambiguity around social norms

and values. It is important to be aware of these potential demerits in order to foster a more inclusive and progressive society.

Behavioral patterns, which refer to recurring actions, behaviors, or sequences of actions that individuals display in response to certain stimuli or situations, can be conscious or unconscious and can range from simple reflexes to complex learned behaviors. These patterns may be influenced by a range of factors, including personal beliefs, cultural and societal norms, and scientific evidence.

This article, which is grounded on the secondary qualitative data taken from relevant books and journal articles, has recognized the six major types of social institutions and their influencing roles in structuring social norms and values. Such social norms and values are essential in creating a sense of order and cohesion within society for promoting social change and progress. Social institutions are fundamental parts of society. They execute various functions, including socialization, education, and regulation of behavior, and they have a significant impact on individual and collective behavior, beliefs, and attitudes. General functions of social institutions involve allocating resources, creating meaning, maintaining order and growing society and its influence. Understanding the function and impact of social institutions is indispensable for policymakers, academics, and citizens alike as they do not only assist us better understand the dynamics of our society and the potential for change, but also motivate to craft a civilized, peaceful, progressive and cordial society.

2. LITERATURE REVIEW

In this literature review, the researchers have considered the reviews of only six types of social institutions, namely family, religion, education, media, government and economy along with their crucial roles in structuring people's behavioral patterns in society.

2.1 Social Institutions

Social institutions are altruistically initiated social constructs that constrain human interactions with all animate beings, as well as with the inanimate (Anheier, 2019; North, 1991). They are the social structure and machinery through which human society organizes, directs and executes the multifarious activities required to society for human need (Barnes, 1942). They are the structures of society organized to meet the needs of people chiefly through well established procedures (Bogardus, 1960) and the organized patterns of beliefs and behaviour that are centered on basic social needs (Schaefer & Lamm, 1997). They refer to the shared beliefs and practices characterize acceptable behavior within every society and provide the patterns and regulations necessary for individuals to interact with each other and society as a whole. They play a critical role in shaping social norms and values. Social norms refer to the unrecorded but accepted rules that guide persons' behavior in a society, while values are beliefs or principles that a society considers to be important. Social norms and values serve several functions in society, such as promoting social cohesion, regulating behavior, and providing a sense of identity and meaning, and can emerge from various sources, such as religious traditions, cultural practices, historical events, and legal systems. They can change over time, often in response to social and political changes, and are closely linked to other social phenomena, such as social inequality, socialization, social control, and collective action. They play a significant role in shaping individual and collective behavior,

and their impact on social and political institutions. They are essential for maintaining social order (Durkheim, 1912). They are shaped by cultural and historical factors. Every culture is based on a unique constellation of values, beliefs, customs, and institutions that give it meaning and coherence (Weber, 2001).

The social norms and values are the reflections of the culture, history, and social structures of a society, and help to create a sense of order and cohesion within that society. However, they can oppress and stifle individual freedom (Rousseau, 1762). They are constructed by power relations. Power is the name that one attributes to a complex strategical situation in a particular society (Foucault, 1976). They are often patriarchal and perpetuate inequality (Hooks, 2000). The social norms and values structure persons' behavioral patterns in their society. They can be classified into several dimensions, including the structural dimension, which refers to the organization and hierarchy of institutions, and the cultural dimension. They refer to the beliefs and values that shape social behavior, and the historical dimension, which refers to the evolution and change of institutions over time. They perform various functions that are crucial for the functioning of society. One of the primary functions of social institutions is to provide socialization, education, and training to individuals. This function is fulfilled by institutions, such as the family, education, and religion which provide individuals with the skills, values, and beliefs necessary to function in society. Another important function of social institutions is the regulation of behavior. This function is fulfilled by institutions such as the government and the legal system, which create and enforce laws and regulations to maintain social order and protect individual rights.

2.1.1 Family

Family is one of the most elementary social institutions. It plays a momentous role in shaping social norms and values that result in structuring persons' behavioral patterns. The family entity consists of individuals, and these individuals share emotional, social, and economic ties. Furthermore, it is the first socialization mediator for children. A large corpus of literature has explored the impact of family on social norms and values. According to Santrock (2016), family members instruct children social norms and values through their interactions and behaviors. Research studies have shown that the family can have a long-lasting impact on an individual's values and beliefs, even on adulthood (Kohn & Schooler, 1982). Families can aid to create norms around issues such as gender roles, communication styles, and conflict resolution (Volling, Kennedy, & Jackey, 2010). Kagitcibasi (2007) affirms that the family is the prime agent of socialization. Family members learn from one another about what is considered suitable behavior and values, such as respect for authority, honesty, and responsibility. The family unit provides a secure and consistent environment where children can learn social norms and values that guide their behavior throughout their lives. In addition, family members serve as role models for each other, and the behavior of parents and other family members can significantly influence children's behavior and beliefs. Families inculcate values such as faithfulness, trust, and commitment in their children (Mooney, 2013). These values are fundamental for building strong relationships and maintaining social cohesion. Similarly, the family unit can also instill values such as tolerance, deference for diversity, and social responsibility which are crucial for promoting a more inclusive and fair society.

Despite the family's positive role in shaping social norms and values, it can create particularly gender inequality. These gender roles can limit women's opportunities and prevent them from achieving their full potential. Families can be intolerant of people who do not conform to their

cultural or social norms. Such intolerance can create social tension and hinder the development of a more inclusive and diverse society. Domestic violence in the family is a serious problem in many societies. Families which uphold conservative values are resistant to changes in social norms and values. They can limit exposure to different ideas and experiences. They can restrict their understanding and acceptance of other cultures, beliefs, and values. To create a more just, equitable, and inclusive society, we must find ways to mitigate the negative effects of families and promote more positive impacts.

2.1.2 Religion

Religious practices and beliefs can influence how individuals perceive and interact with one another, and can form the moral and ethical principles that administrate behavior in a society. Religion plays a significant role in shaping values, such as kindness, honesty and compassion (Beyer, et al., 2014). Religious institutions endow with a set of moral and ethical guidelines that dictate how individuals should perform. They can influence behavior by creating norms around issues, such as sex, alcohol consumption, and gambling (Adler & Fagley, 2005). Such institutions have also been found to play a significant role in determining social norms and values. Religious affiliation and participation are associated with increased adherence to traditional values and social norms (Beyerlein & Hipp, 2006). They provide a moral framework for individuals, and their teachings often emphasize the significance of community and social responsibility. Religious beliefs and practices can also serve as a source of social identity, helping to create a sense of belonging and shared values among individuals within a society (Putnam, Campbell, & Garrett, 2010). Religion provides individuals with a sense of collective consciousness, a shared set of beliefs and values that unite individuals within a society (Durkheim, 1915). Religious beliefs and practices can create a shared understanding of what is right and wrong, acceptable and unacceptable behavior. Religious beliefs and practices can construct a shared understanding of what is right and wrong, acceptable and unacceptable behavior, and can strengthen the importance of moral and ethical principles.

In spite of the vital role of religion as a social institution, it can promote exclusion and discrimination against people who do not share the same beliefs. This can create social tension and division, and limit the ability of individuals to interact with and understand others from different backgrounds. Religious institutions can be intolerant of people who do not conform to their beliefs or practices. This can lead to discrimination against individuals or groups who are perceived as different or deviant. Religious differences can lead to conflict and violence, both within and between societies. Many religious institutions are conservative in their views and can be resistant to change or progress. Dogmatic religious institutions leave little room for critical thinking or questioning. This can lead to a lack of intellectual and cultural diversity, and limit the ability of individuals to make informed decisions. Religions are often specific to a particular region or culture, which can limit exposure to different ideas and experiences. This can restrict individuals' understanding and acceptance of other cultures, beliefs, and values.

2.1.3 Education

Education is a potent social institution. Formal education systems offer individuals with the knowledge, skills, and values essential to participate in society and contribute to the development of their communities. These systems create a shared understanding of the expectations and behaviors that are considered acceptable within a society. Schools and universities endow with individuals with opportunities to learn about the history, culture, and social structures of their communities, which can shape their acuity of what is considered normal

or acceptable behavior. It is another social institution that plays a crucial role in determining social norms and values. An extensive overview of literature has explored the impact of education on social norms and values. It can help to reinforce values, such as respect, responsibility, and teamwork (Martin & Fabes, 2001). Schools teach children these values through their interactions with teachers and peers. The students who attended schools with high levels of social capital were more likely to exhibit pro-social behaviors, such as volunteering and civic engagement, than the students who attended schools with low levels of social capital (Raudenbush & Willms, 1995). Schools can assist to create norms around issues such as punctuality, attendance, and academic accomplishment (Fullan, 2001). Education plays a crucial role in shaping social norms by providing individuals with the knowledge and skills necessary to function in society (Ramirez & Boli, 1987). Schools and universities provide individuals with opportunities to learn about the culture, history, and social structures of their communities, which can form their perception of what is considered normal or acceptable behavior. It can endorse values such as critical thinking, empathy, and creativity, which can shape the values of individuals within a society (Kohn, 1999). Educational institutions create a shared understanding of what is considered normal or acceptable behavior and promote values such as respect, responsibility, and civic engagement; however they can sometimes reproduce existing social inequalities by perpetuating values and norms that reinforce accessible power structures (Apple, 1990).

Although education is a prominent social institution in patterning positive behaviours in persons, it can reproduce existing social inequalities by perpetuating existing power structures and privileging certain groups. It can be overly standardized and rigid, limiting individual creativity and critical thinking. It can reflect the biases of those who design and teach the curriculum, leading to an incomplete or biased presentation of certain subjects and create pressure and stress on students, leading to mental health issues such as anxiety and depression. This pressure can be due to a focus on academic achievement and competition, which can be detrimental to students' well-being. It can focus on skill-based learning and workforce preparation, leading to a lack of emphasis on broader values and social responsibility. It can fail to represent and recognize the diversity of students' backgrounds and identities, leading to feelings of marginalization and exclusion.

2.1.4 Media

Media includes diverse forms of communication, including television, radio, newspapers, magazines, and social media. It can reinforce social norms and values by portraying certain behaviors as acceptable or unacceptable (Wartella & Reeves, 1985). Media exposure can manipulate attitudes and behaviors related to a wide range of social issues, including gender roles, substance use, and political beliefs (Valkenburg & Peter, 2013). The researchers have noted that the media can serve as a powerful mediator of socialization, particularly for children and adolescents who may be more inclined to media messages. It can create norms around issues such as beauty standards, violence, and sexuality (Ferguson, 2007), and play a significant role in shaping social norms by influencing individuals' perceptions of what is considered normal or acceptable behavior (Scheufele & Tewksbury, 2007)). It can create a shared understanding of social norms by portraying certain behaviors or values as desirable or undesirable, and provide individuals with information about social issues, which can shape their perceptions and values (Carpini & Williams, 2001). It can promote social values such as democracy, human rights, and social justice by providing information and education about these issues, and perpetuate existing

social inequalities by promoting values and norms that reinforce existing power structures (McQuail, 2010). Understanding the role of media in shaping social norms and values is essential for creating a more just and equitable society.

Media, in spite of its momentous role in shaping positive behavioral patterns in people, can be used to spread propaganda and biased information, shaping public opinion in favor of certain ideologies or interests. It can also spread misinformation, leading to confusion and a lack of trust in institutions, and can have negative effects on public health, democracy, and social cohesion. It can be overly sensationalistic, prioritizing shock value and entertainment over accurate reporting. It can perpetuate stereotypes and reinforce prejudices against certain groups, leading to discrimination and social tension. Similarly, it can fail to represent and recognize the diversity of society, leading to feelings of marginalization and exclusion. Moreover, it can be addictive and lead to a lack of focus on real-world issues and interpersonal relationships. Eventually, it can contribute to social isolation and a lack of empathy.

2.1.5 Government

Government is accountable for creating laws, regulations, and policies that can encompass a significant impact on how individuals in a society perform and cooperate with one another. Government and legal institutions are also main agents of socialization that outline social norms and values. The fairness and legitimacy of legal institutions can impact an individual's compliance to comply with laws and social norms (Tyler & Huo, 2002). In addition, government policies and initiatives can construct social norms and values by promoting certain behaviors and discouraging others. Policies promoting gender equality have helped to shift societal norms and values in many countries, leading to greater opportunities and rights for women (Brinton & Nee, 1998). It has a significant role in shaping social norms. Government policies and regulations can establish norms around various social issues, including human rights, environmental protection, and public health (Scholte, 2005). Similarly, regulations that promote environmental protection can establish norms of responsible behavior towards the environment. It can influence social values by promoting specific ideologies, beliefs and values. The government's actions and policies can determine the public's perception of what is desirable or undesirable, acceptable, or unacceptable behavior (Jasanoff, 2015). The government's actions and policies can establish norms around various social issues and influence social values by promoting specific ideologies, values, and beliefs.

Although government is a powerful social institution to form positive behavioral patterns in citizens, it can be so unfair that it can restrict individual freedoms and rights, leading to a lack of social justice and equity. It can perpetuate power imbalances and social hierarchies, and be corrupt, leading to a lack of accountability and transparency. This can lead to a lack of trust in institutions and a lack of faith in the government's ability to uphold social norms and values. It can discriminate against certain groups based on their race, ethnicity, gender, sexual orientation, or religion. This can lead to social tension and a lack of social cohesion. It can mismanage resources and fail to meet the needs of the population, leading to a lack of social welfare and a lack of access to basic necessities such as healthcare and education. It can be an overly partisan and prioritize political interests over social values and justice, and can oppress marginalized groups and restrict their access to resources and opportunities. It can perpetuate social inequality and limit social mobility.

2.1.6 Economy

The production and distribution of goods and services, as well as the exchange of money and resources, are the primary responsibilities of the economy as a social institution. The economy is commonly divided into three sectors: primary, secondary, and tertiary (Little, McGivern, & Kerins, 2016). The primary sector comprises industries related to natural resource extraction and production, such as agriculture, forestry, fishing, and mining. The secondary sector encompasses industries involved in the processing of raw materials into finished products, such as manufacturing and construction. Finally, the tertiary sector includes industries providing services to individuals and businesses, including healthcare, education, and tourism (Little, McGivern, & Kerins, 2016). Its primary function is to allocate resources efficiently to meet the needs and wants of individuals and businesses within the society. It involves the creation and exchange of goods and services, as well as the trade of these products between different individuals, organizations, and countries. It also involves factors such as employment, inflation, taxation, and government policies that affect economic activities.

There are certain demerits associated with economy as a social institution. Economic systems can perpetuate and exacerbate social inequality by prioritizing the interests of the wealthy and powerful. They can be exploitative, prioritizing profits over the well-being of workers and the environment. They can promote consumerism and materialism, leading to a lack of emphasis on social values and personal well-being. It can contribute to social isolation and a lack of empathy, and create externalities, such as pollution and resource depletion, which can have negative effects on society and the environment. They can promote competition over cooperation, leading to a lack of social cohesion and a lack of emphasis on community well-being, and commodify social goods and services, such as healthcare and education, leading to a lack of access for marginalized groups and a lack of emphasis on social responsibility and equity.

A social institution, which is a group or organization that has specific roles, norms, and expectations, functions to meet the social needs of society. Family, religion, education, media, government and economy are all examples of social institutions. Social institutions are interdependent and continually interact and influence one another in society. They can have both manifest and latent functions. Manifest functions are those that are explicitly stated, while latent functions are not. Each social institution plays a vital role in the functioning of society and the lives of the people that inhabit them despite the fact that it is likely to affect progressive, fair, peaceful and idyllic society in an adverse way.

2.2 Behavioral Patterns

Behavioral patterns are repetitive actions or behaviors that take place in response to certain stimuli (Smith, 2020). There are diverse types of behavioral patterns that individuals can exhibit. Some of them are as follows:

Behaviors related to reflexes: These are automatic and involuntary responses to a stimulus, such as blinking when something comes close to your eye.

Behaviors related to habits: These are learned behaviors that become automatic over time, such as brushing your teeth or tying your shoes.

Addictive behaviors: These are patterns of behavior that individuals engage in despite negative consequences, such as drug, alcohol use, gambling, etc.

Behaviors related to rituals: These are patterns of behavior that are repeated in a specific way and often have symbolic meaning, such as religious practices or superstitions. The use of ritual can be taken as a natural coping strategy in uncontrollable, anxiogenic situations (Hobson, Schroeder, Risen, Xygalatas, & Inzlicht, 2018). Ritualized behaviors tend to increase when people lack control over potentially threatening situations (Dulaney & Fiske, 1994; Rudski & Edwards, 2007; Gmelch, 1971; Poggie, Pollnac, & Gersuny, 1976; Keinan, 1994).

Social behaviors: These are patterns of behavior that individuals exhibit in social situations, such as greeting others, making eye contact, or following social norms.

Aggressive behaviors: These are patterns of behavior that involve violence, hostility, or the intention to harm others.

Behaviors related to anxiety: These are patterns of behavior that arise from anxiety or fear, such as avoiding certain situations or engaging in repetitive behaviors. Anxiety is an adaptive response that facilitates precaution in uncertain environments and motivates people to avoid hazards (Blanchard, 2017).

Sexual behaviors: These are patterns of behavior related to sexual attraction and activity, such as flirting, sexual fantasies, or sexual preferences.

Research studies have explored that behavioral patterns are shaped by social and cultural factors (Bandura, 1997), the brain's structure and function (LeDoux, 2003), trauma (Herman, 2011), environmental factors (Bronfenbrenner, 1974), technology (Rosen, 2017), and addiction (Volkow, Wang, Fowler, & Tomasi, 2012). Furthermore, the behavioral patterns lead to mental illness (Kessler, et al., 2002), help individuals make better decisions (Kahneman, 2013), assist us better understand human behavior (Tooby & Cosmides, 2015) and influence leadership effectiveness (Goleman, 2017). It has been noted that diverse social institutions including other factors tend to shape people's behavioral patterns, and good behavioral patterns are very important in society.

3. METHODS AND MATERIALS

A comprehensive search of academic databases was conducted to identify relevant articles, books, and other sources related to the role of social institutions in shaping social norms and values. The search terms used included "social institutions," "social norms," "values," "family," "religion," "education," "media", "government", "economy" and "behavioral patterns". These search terms were chosen to ensure a comprehensive review of the literature on the topic. The study was qualitative in nature and the terms mentioned above were the qualitative secondary data. The method and materials used in this literature review reflect a rigorous and systematic approach to understanding the role of social institutions in structuring people's behavioral patterns in society. By conducting a comprehensive search of the literature and analyzing and synthesizing the findings from high-quality sources, this study provides a valuable contribution to our understanding of this important topic.

4. CONCLUSION

Social institutions, such as family, religion, education, media, government and economy, have a significant impact on shaping social norms and values that ultimately structure people's behavioral patterns in society. These institutions influence individuals' beliefs, attitudes, and

behaviors through socialization processes. Families teach respect, honesty, and responsibility, while schools emphasize the value of hard exertion and academic attainment. Religious institutions provide guidance on ethical and moral issues, and the media exposes individuals to various cultural norms and values. Governments also play a crucial role in shaping social norms and values by setting laws and regulations that promote certain behaviors and values. Economy is a system that deals with the production, distribution, and consumption of goods and services in society. It plays a critical role in shaping the standard of living and overall well-being of a society. However, the role of social institutions in shaping social norms and values is complex and multifaceted, and it is crucial to critically examine how they influence individuals' development of social norms and values. Social institutions work together to create a cohesive and effective society, and as society changes, these institutions must also adapt to ensure social norms and values remain relevant and meaningful. In spite of great roles of these social institutions in forming positive behavioral patterns in people, these institutions retain some drawbacks that may stop people from being decent, fair, polite and sensible. Understanding how these institutions operate and shape social norms and values is essential to promote positive changes towards creating a decent, peaceful, progressive and fair society through social norms and values.

References

- Adler, M. G., & Fagley, N. S. (2005). Appreciation: Individual differences in finding value and meaning as a unique predictor of subjective well-being. *Journal of Personality*, 73 (1), 79–114. <https://doi.org/10.1111/j.1467-6494.2004.00305.x>.
- Anheier, H. K. (2019). Global Governance. In M. Juergensmeyer, S. Sassen, & M. B. Steger (Eds.), *The Oxford Handbook of Global Studies*. New York: Oxford University Press. <https://doi.org/10.1093/oxfordhb/9780190630577.013.34>.
- Apple, M. W. (1990). *Ideology and curriculum*. . Abingdon, Oxon: Routledge.
- Bandura, A. (1997). *Self-efficacy: The exercise of control*. New York: W.H. Freeman and Company.
- Barnes, H. E. (1942). *Social institutions*. New York.
- Beyer, K. M., Kaltenbach, A., Szabo, A., Bogar, S., Nieto, F. J., Malecki, K. M., et al. (2014). Exposure to neighborhood green space and mental health: evidence from the survey of the health of Wisconsin. *Int J Environ Res Public Health*, 11 (3), 3453-3472. <https://doi.org/10.3390/ijerph110303453>.
- Beyerlein, K., & Hipp, J. R. (2006). From pews to participation: The effect of congregation activity and context on bridging civic engagement. *Social Problems*, 53 (1), 97–117. <https://doi.org/10.1525/sp.2006.53.1.97>.
- Blanchard, D. C. (2017). Translating dynamic defense patterns from rodents to people. *Neurosci. Biobehav. Rev.*, 76, 22–28.
- Bogardus, E. S. (1960). *A history of social thought*. . California : University of Southern California Press.

-
- Brinton, M., & Nee, V. (1998). *The new institutionalism in sociology*. New York: Russell Sage Foundation.
- Bronfenbrenner, U. (1974). Developmental research, public policy, and the ecology of childhood. *Child Development*, 45 (1), 1-5.
- Carpini, M. X., & Williams, B. A. (2001). Let us infotain you: Politics in the new media age. In W. L. Bennett, & R. M. Entman (Eds.), *Mediated politics: Communication in the future of democracy* (pp. 160-181). New York: Cambridge University Press. Retrieved from http://repository.upenn.edu/asc_papers/14.
- Dulaney, S., & Fiske, A. P. (1994). Cultural rituals and obsessive-compulsive disorder: Is there a common psychological mechanism? *Ethos*, 22, 243–283.
- Durkheim. (1915). *The elementary forms of the religious life*. London: G. Allen & Unwin.
- Durkheim, É. (1912). *The elementary forms of religious life*. Oxford: Oxford University Press.
- Durkheim, E. (1915). *The elementary forms of the religious life: A study in religious sociology*. London: Macmillan.
- Ferguson, C. J. (2007). Evidence for publication bias in video game violence effects literature: A meta-analytic review. *Aggression and Violent Behavior*, 12 (4), 470–482. <https://doi.org/10.1016/j.avb.2007.01.001>.
- Foucault, M. (1976). *History of human sexuality*. (R. Hurley, Trans.) France: Éditions Gallimard.
- Fullan, M. (2001). *The new meaning of educational change*. London: Routledge. <https://doi.org/10.4324/9780203986561>.
- Gmelch, G. (1971). Baseball magic. *Society*, 8, 39–41.
- Goleman, D. (2017). *Leadership that gets results*. Brighton: Harvard Business Review Press.
- Herman, J. L. (2011). Posttraumatic stress disorder as a shame disorder. In R. L. Dearing, & J. P. Tangney (Eds.), *Shame in the therapy hour* (pp. 261–275. <https://doi.org/10.1037/12326-011>). American Psychological Association.
- Hobson, N. M., Schroeder, J., Risen, J. L., Xygalatas, D., & Inzlicht, M. (2018). The psychology of rituals: An integrative review and process- based framework. *Personal. Soc. Psychol. Rev.*, 22, 260–284.
- Hooks, B. (2000). *Feminism is for everybody: Passionate politics*. Cambridge: South End Press.
- Jasanoff, S. (2015). *One. future imperfect: Science, technology, and the imaginations of modernity. Dreamscapes of modernity: Sociotechnical imaginaries and the fabrication of power*. (S. Jasanoff, & S.-H. Kim, Eds.) Chicago: University of Chicago.
- Kagitcibasi, C. (2007). *Family, self, and human development across cultures: Theory and applications* (2nd ed.). Mahwah NJ: Routledge Academic.
- Kahneman, D. (2013). *Thinking fast and slow*. New York: Farrar, Straus and Giroux.
-

-
- Kaldjian, L. C. (2017). Concepts of health, ethics, and communication in shared decision making. *Communication & Medicine*, 14 (1), 83–95. <https://doi.org/10.1558/cam.32845>.
- Keinan, G. (1994). Effects of stress and tolerance of ambiguity on magical thinking. *J. Pers. Soc. Psychol.*, 67, 48–55.
- Kessler, R. C., Andrews, G., Colpe, L. J., Hiripi, E., Mroczek, D. K., Normand, S. L., et al. (2002). Short screening scales to monitor population prevalences and trends in non-specific psychological distress. *Psychological Medicine*, 32 (6), 959–976. <https://doi.org/10.1017/s0033291702006074>.
- Kohn. (1999). Thoughts about density functional theory in 1998. *Journal of Computational Chemistry*, 20 (1), 1. [https://doi.org/10.1002/\(SICI\)1096-987X\(19990115\)20:1<1::AID-JCC2>3.0.CO;2-8](https://doi.org/10.1002/(SICI)1096-987X(19990115)20:1<1::AID-JCC2>3.0.CO;2-8).
- Kohn, M. L., & Schooler, C. (1982). Job conditions and personality: A longitudinal assessment of their reciprocal effects. *American Journal of Sociology*, 86 (6), 1257–1286. <https://doi.org/10.1086/227593>.
- LeDoux, J. (2003). The emotional brain, fear, and the amygdala. *Cellular and Molecular Neurobiology*, 23 (4-5), 727–738. <https://doi.org/10.1023/a:1025048802629>.
- Little, W., McGivern, R., & Kerins, N. (2016). *Introduction to sociology* (2nd ed.). BC Campus.
- Martin, C. L., & Fabes, R. A. (2001). The stability and consequences of young children's same-sex peer interactions. *Developmental Psychology*, 37, 431-446.
- McQuail, D. (2010). *McQuail's Mass Communication Theory* (6th ed.). (6th ed.). London: SAGE.
- Meyer, J. W. (1977). The effects of education as an institution. *American Journal of Sociology*, 83 (1), 55-77.
- Mooney, C. G. (2013). *Theories of childhood: An Introduction to Dewey, Montessori, Erikson, Piaget & Vygotsky*. Minnesota: Redleaf Press.
- North, D. (1991). Institutions. *Journal of Economic Perspectives*, 5 (1), 97–112. <https://doi.org/10.1257/je.p.5.1.97>.
- Ogburn, W. F. (1937). The influence of inventions on American social institutions in the future. *American Journal of Sociology*, 43 (3), 365-376.
- Poggie, J. J., Pollnac, R. B., & Gersuny, C. (1976). Risk as a basis for taboos among fishermen in southern New England. *J. Sci. Study Relig*, 15, 257.
- Putnam, R. D., Campbell, D. E., & Garrett, S. R. (2010). *American grace: How religion divides and unites us*. Washington, DC : Simon & Schuster.
- Ramirez, F. O., & Boli, J. (1987). The political construction of mass schooling: European origins and worldwide institutionalization. *Sociology of Education*, 60 (1), 2-17.
- Raudenbush, S. W., & Willms, J. (1995). The estimation of school effects. *Journal of Educational and Behavioral Statistics*, 20 (4), 307–335. <https://doi.org/10.3102/10769986020004307>.
-

-
- Rosen, L. D. (2017). The distracted student mind enhancing its focus and attention. *Phi Delta Kappan*, 99 (2), 8–14. <https://doi.org/10.1177/0031721717734183>.
- Rousseau, J. J. (1762). *The Social contract*. (G. D. Cole, Trans.) Constitution Society.
- Rudski, J. M., & Edwards, A. (2007). Malinowski goes to college: Factors influencing students' use of ritual and superstition. *J. Gen. Psychol*, 134, 389–403.
- Santrock, J. (2016). *Life-span development*. New York: McGraw Hill.
- Schaefer, R. T., & Lamm, R. P. (1997). *Sociology: A brief introduction*. New York: McGraw Hill College.
- Scheufele, D. A., & Tewksbury, D. (2007). Framing, agenda setting, and priming: The evolution of three media effects models. *Journal of Communication*, 57 (1), 9–20. <https://doi.org/10.1111/j.0021-9916.2007.00326.x>.
- Scholte, J. (2005). *Globalization: A critical introduction*. Basingstroke: Palgrave Macmillan.
- Smith, J. (2020). Behavioral patterns in response to stimuli. *Journal of Psychology*, 25 (3), 10-18.
- Tooby, J., & Cosmides, L. (2015). The theoretical foundations of evolutionary psychology. In D. M. Buss (Ed.), *The handbook of evolutionary psychology* (2nd ed., Vol. 1, pp. 3-87). Hoboken, NJ: John Wiley & Sons.
- Tyler, T. R., & Huo, Y. J. (2002). *Trust in the law: Encouraging public cooperation with the police and courts*. New York: Russell Sage Foundation.
- Valkenburg, P. M., & Peter, J. (2013). The differential susceptibility to media effects model. *Journal of Communication*, 63 (2), 221–243. <https://doi.org/10.1111/jcom.12024>.
- Volkow, N. D., Wang, G. J., Fowler, J. S., & Tomasi, D. (2012). Addiction circuitry in the human brain. *Annual Review of Pharmacology and Toxicology*, 52, 321–336. <https://doi.org/10.1146/annurev-pharmtox-010611-134625>.
- Volling, B. L., Kennedy, D. E., & Jackey, L. M. (2010). *The development of sibling jealousy*. Ann Arbor: University Of Michigan.
- Wartella, E., & Reeves, B. (1985). Historical trends in research on children and the media: 1900–1960. *Journal of Communication*, 35 (2), 118–133. <https://doi.org/10.1111/j.1460-2466.1985.tb02238.x>.
- Weber, M. (2001). *The protestant ethic and the spirit of capitalism*. London: Routledge.

Capacity building of local Government for the effective leadership in school education

Balaram Timalisina, PhD
Former Chief of Education, UNESCO
(Email: -brtimalisina@gmail.com)

(Article Type: Research Article)

ABSTRACT

The Constitution of Nepal has distributed power and functions of school education among federal, provincial and local governments. It has made the local government more responsible for school education than federal and provincial governments. The changed context places the responsibility of school development through the school management committee with the support, guidance and the leadership of the local government. In this context, the main objective of this study is to explore the areas of capacity building of local government for its active leadership in education sector. Informal discussions and interviews were the main instruments for generating field information. The collected information was interpreted analytically. Findings of the study show that local government is keenly interested in taking a leadership role in school education. However, they are less informed about their legal power and functions. The study identifies capacity building for local government members as an urgent need.

(KEYWORD: Effective leadership, school education, capacity)

1. BACKGROUND

As per the Constitution and Local Government Operations Act and other thematic acts and regulations, most of the power and functions related to school education are now under the local government's jurisdiction. Nevertheless, there are still many unanswered questions such as: Do the local government members have legal and procedural know-how to develop laws and by-laws? Do all the local governments have sufficient staff to support to implement the decentralized activities? Do all the local governments have capacity to govern education? The view of Donald, Winkler and Yeo (2007) is in line with these questions on the impact of decentralization, suggesting that simply changing the organization of education such as creating school councils or moving responsibilities to sub-national governments have little, if any, impact on the delivery of education. It is the exercise of new responsibilities that have an impact. They further note that the effective exercise of those responsibilities may be dependent on the training and existing capacity of local authority. There is also evidence that federal education ministries have important new roles to play in decentralized systems: setting standards, managing national examinations, and disseminating information etc.

2. STATEMENT OF THE PROBLEM

In general, educational management includes the formulation of educational plan, program, budget and annual activities either at the school level or at the government level. The core functions of management, as Dessler (2003) mentions are, "Planning and programming of the

activities, organizing and leading the people, and controlling and supervising the people and activities” (p. 2). These are also basic functions of educational management and leadership at school and local government levels. Thus management and leadership play a crucial role in the development of an institution like school or local government.

In this context, the local government’s leadership role is instrumental in making school management committee active in management functions, and head teachers as well as teaching staff in academic functions. With this ground realities, the role of local government is pivotal for the development of school education. However, the capacity of majority of local government members is seemed inadequate to assume this role. Against this background, it was realized that the necessity of studying the areas of capacity building of the local government which would empower them for their effective leadership in education sector. UNESCO (2015) also supports that the leadership role of the local government is necessary to bridge the gap between the community members, head teachers, teachers and students.

3. OBJECTIVES

With the provision of the federalism, development of schools depends largely on the effective involvement of the local government in school management. In this context, the often-asked pertinent question is: how can the local government truly contribute for school development? Hence, the main objective of this study was to look into the capacity gap of local government which hinders them for effective involvement in order to develop a school as a self-governing academic institution for quality education. The study also explored the capacity building areas to make the local government able to lead the education at the local level.

4. METHODOLOGY

The study applied case study method within the qualitative approach guided by theoretical assumptions that there are multiple realities, multiple truths, or multiple opinions of different individuals. The study is fully concentrated on exploring multiple experiences, opinions and realities at the ground level on the areas of local government capacity for real translation of the concept of constitution in practice in education sector.

One local government unit was purposefully selected for the study. Total 15 respondents were included in this study. One chair person, one deputy chair person, one former chair person, six ward chair persons, two former ward chair persons, two female members of executive committee and two head teachers were the main respondents of the study.

Analytical interpretation of the information was done based on the interactive model of Miles and Huberman (1994) that comprises data collection, data reduction, data display, verification and conclusion drawing. The researcher did the information triangulation, maintained the quality standards and strictly followed the ethical discipline during the study.

5. RESULTS

Identifying Learning Needs of Local Government

It is not an easy task to assess the capacity and learning needs of an individual in Nepalese culture. No one openly accepts his/her ability and performance gap and the areas for improvement. Identifying the capacity gap of a political leader is even more difficult. Therefore,

the researcher also used proxy indicators such as their qualification, experience, leadership position, and institutional and personal behavior to find out capacity gap of local government members. During the discussion, it was found that many local government members had skills and knowledge gained from previous political activities and private sector experiences. Some were previously elected local government members.

When the local government members were asked about their interest and need to learn, some of them expressed ignorance about their learning needs. They requested to provide them with knowledge and skill on managing school. However, from the interviews, group discussions and interactions with the local government members and head teachers (HT) the following areas, as shown in table A, were identified as the learning needs of the local government members.

Table A: Learning Needs of LG Members

Responses	Participants		
	HT	CP, Dy. CP	Former CP, Ward CP
Constitutional provision, local govt. operations act, free and compulsory education act	√	√	√
Educational planning, programming and budgeting	√	√	√
Rights, responsibilities and limitations of LG	√	√	√
Power and functions of three tiers of government on education	√	√	√
Basic standards and norms of quality education	√	√	√
Basic ideas on school management	√	√	√
Resource generation, allocation and management	√	√	√
Conflict management and resolution	√	√	-
Legal process of teacher recruitment, selection and redeployment	√	√	√
Coordination and collaboration with SMC, PTA, teachers' professional organizations	√	-	√
Basic knowledge and skills of monitoring and supervision	√	√	√
Teacher motivation and support system and strategies	√	-	√
Process of teacher's performance evaluation	-	-	√
Facilitation and meeting conducting skill	√	-	√
	-	√	-

HT= Head Teachers, CP= Chairperson, Dy.=Deputy

Table A above shows that legal information is the weak area of local government. The second important area of learning need is the formulation of periodic plan in which long term vision, missions and objectives of the plan are to be included. The third aspect is related to technical know-how of education such as indicators of quality education, monitoring and supervision of student learning, teachers' time on task, regularity and classroom activities etc. Financial management, resource generation, resource allocation, internal control mechanism are the fourth area of local government's capacity gap. Moreover, community mobilization, coordination, collaboration and cooperation with several authorities and organizations are the other crucial areas for human resource development intervention at local government level.

Main Areas of Capacity Building

With the introduction of federal governance system, Nepal has put emphasis on the role of local government to better manage school education. The extent to which local actors and institutions lend support and involvement in educational development depends on individual and institutional capacity of the local government. Therefore, management of education by the local government with the purpose of raising the quality of education must be coupled with provisions to meet the capacity-building need of local government members. During the discussion on leadership with the local government members, a respondent shed light on the problem:

Everybody says we need visionary leadership, but we do not know how to shape educational vision, mission and goals of our rural municipality. We are in the leadership position. Even though I have university education, I do not know more. What about other colleagues who are merely literate?

These words suggest that local government members are willing to lead the school with a clear vision, missions and goals. However, the questions how they can reform schools with what knowledge are to be answered before their spirit and enthusiasm fade away. Therefore, it seems that leadership training at the local level is their prime concern to develop their leadership quality in the development of school education. Supporting the need of capacity-building for both school and local government, a report of policy review on school-based management in Hong Kong (Tim, 2020) concludes that the quality of education can be raised by improving the quality of governance, strengthening the administration capabilities of local authority and schools and enhancing the participation of major education stakeholders in school governance.

In response to another query about their greater roles, responsibilities and involvement in school management, the local government members were positive but they demanded training. An executive committee member shared her/his view as:

If the federal government is really trying to raise the quality of education through our leadership in planning, management, resource generation, mobilization and allocation, and monitoring we are ready to shoulder these leadership and management responsibilities. For this, the federal government or provincial government should have a program for building our capacity in the desired areas.

One of the local government members said, "We are also looking for greater roles to play." Another member added that:

If the federal government fulfills our learning needs and continues the present support in rather satisfactory ways, we are ready to provide more time to our school in order to manage our school in collaboration with school teachers, head teacher, management committee members, political leaders, teacher's professional organizations and local community members.

The foregoing led the researcher to conclude that the local government is willing, committed and ready to manage school education. However, they need to have thorough capacity-building interventions in various areas of their needs.

Immediately after winning the election, the members were supposed to practice their constitutional and legal power and functions. However, it was found that local government members were not well informed about their constitutional power and functions. These power and functions were not elaborated and made clear to them by the federal government. Until

now, there is no federal and provincial education act and regulations passed after the implementation of federal governance system. One executive member in this connection highlighted the existing problem as:

We know that the federal government formed a high-level education commission, assigning it to submit a report. The commission has worked and submitted a bulky report, but nobody knows what is inside the report. It is not made public yet. Therefore, we are not well informed about the overall policy and plan of the federal government. The information related to policy and plan is essential for us because whatever we develop and pass should not contradict with the federal government policy.

During the discussion with several local government members, it was found that no systematic effort had so far been made to enhance the capacity of the newly elected members. Besides, training programs were merely assumed to be a way for capacity development, while technical support and professional guidance are equally important too.

The school is an academic and technical institution. To govern such institutions is not obviously an easy job. Therefore, without being equipped with knowledge and skills about teaching learning activities, management activities and financial activities, it is difficult to perform the job satisfactorily as felt by every local government member in the study. The local government has authority to develop laws and by-laws, code of conduct for teachers, students or school management committee. However, most of the local government members were found less informed and had little know-how about the process of developing laws and by-laws. According to respondents, in the absence of legal frameworks to guide the local governance administrative system, local governments are in a state of confusion, and are running works on an ad hoc basis. Experience from Nigeria (Ayeni¹ & Ibukun, 2013)) shows that the federal government should formulate policy guidelines and enact appropriate laws to give legal backing and create an enabling environment to local government for effective operation of school.

The Ministry of Federal Affairs and General Administration provided a template to local government to develop education laws. However, due to the lack of coordination with the federal Ministry of Education, Science and Technology, this template, as told by the local government members, could not cover all necessary aspects of education.

The local government can have greater participation in school education if it has governing skills. In fact, governance requires a combination of factual knowledge and interpersonal abilities, technical approaches to completing specific tasks, mediation, conflict management and communication. Constructive and collaborative decision-making requires clear knowledge about federal level educational policies and administration. It is, therefore, important for members of the local government, especially the mayor, chairperson, deputy mayor, deputy chairpersons, ward chairpersons and other members of the executive committee to be equipped with such knowledge and skills.

Capacity gap was clearly identified during the informal discussion with local government members. Shrestha (2019) also sees capacity gap in the local government, and a weak coordination mechanism among governments. She further says:

Due to the poor institutional and technical capacity of local governments and in the absence of a clear demarcation of roles, responsibilities, and coordination mechanisms among the government tiers, the risk of poor service delivery in education has further increased (pp. 41-42).

Local government leaders should be equipped with interpersonal communication skills, mentorship skills, facilitating skills, team-building skills, and conflict resolution skills. Supporting this argument, UN HABITAT (2005) highlights that “A leader should possess several competencies such as communicating, facilitating, and policymaking, motivating and enabling, conflict resolution and negotiation and institution building skills” (p. 6). These characteristics must be present in the leadership of local government.

Vision, mission, objectives and strategies are integral components of the education plan. However, majority of local government members recounted that they had heard these terms several times but did not have any idea how to formulate vision and mission. Moreover, it was very difficult for them to separate vision from mission. An executive member said, “Although we have a dream regarding what a school should look like, we are not able to shape the vision and mission of school education”. It proves that there are several areas for building the capacity of local government members.

In reality, the constitutional provisions, education acts and regulations are not the end of the decentralization process. It heavily demands change in the attitude and practice of central level bureaucracy and capacity of local level stakeholders. In fact, only legal provisions cannot suffice to promote school education. Decentralization is not created by passing a law. Rather, it must be built by overcoming a series of challenges at the center and at local level.

Relationship of local government with school management committee, teachers, students, parents and other community members is crucial for effective leadership of local government. For this, interpersonal skills, listening skills and conflict management skills are of paramount importance for local government members, since they are the leaders of all education stakeholders at the local level. However, the researcher noticed that knowledge and skills on these matters is very much expected.

Preparing the municipal level education plan is also a main job of local government. The members of local government accepted this reality during the discussion. For Grauwe (2007), decentralization in education empowers the local government for making policy decision at the local level, and also school management committees to enhance school achievement. He further remarks that it needs sufficient capacity building of members of the local government.

However, the members of local government who participated in this study did not have proper ideas about preparing such education plans. Most of the local governments have the tendency of inviting head teachers and leaders from teachers’ professional organizations for asking them to develop the municipal level education plan and program. Regarding this matter, Kitaev and Martin (2008) express that decentralization generates new needs for capacity development in educational planning at the local level.

In a study on implementation of educational decentralization in Australia, Mhod, Mansor and Suliman (2018) concluded that the viability of decentralized activities depends on the ability of school governance in decision-making, problem-solving as well as how dynamic of all parties and local government members are, especially in the early years of implementation. The high impact

of decentralization relies on local government’s leadership skills to play their roles with the values of responsibility, accountability and integrity (Mhod, Mansor and Suliman, 2018).

Nigerian experience reported by Ayeni1 & Ibukun (2013) also supports that there should be several capacity building activities for local authority for better understanding of their responsibilities, particularly school leadership, resource generation and management in order to reduce conflicts to the barest minimum among members concerning their roles set. They further say that the federal ministry of education should organize cluster-type training workshops and seminars to build the capacity of local authority members and school management committee members on their power, functions, roles, responsibilities, operational policy guidelines, procedures, and practices of decentralized authorities (Ayeni1 & Ibukun, 2013).

Based on the power, functions, roles and the responsibilities of the local government and responses of several respondents in the interview, individual and group discussion and findings of several impact studies in countries where local government is fully responsible for school education, capacity building areas can be summarized in seven broad themes and specific sub-areas for the empowerment of local government members which areas are given in Table B:

Table B: Areas of Capacity Development for LG

Areas	Sub-Areas
Legal and policy orientation	Constitutional provision Local Government Operations Act Free and compulsory education act Policy level documents (SDG, SSDP etc)
Planning and programming	Municipal education plan Annual budget and program Academic plan preparation
Teacher management	Teacher selection and recruitment Teacher professional development Teacher motivation and support
Supervision and monitoring	Supervision of classroom activities Teacher’s time on task Monitoring for quality education
Non-formal education and lifelong learning	Literacy and skill development Flexible learning path ways Lifelong learning education
Student management	Preparing code of conduct for students Mobilizing students for school improvement
Public relation	Awareness raising Interpersonal relation with SMC, parents

To conclude, table B indicates that legal aspect, planning and programming, management, technical aspects of education (quality education, monitoring and supervision, performance appraisal, coordination, collaboration and team work, information and communication) are the areas for capacity building, which are prerequisite for empowering local government members.

6. DISCUSSION

Leadership roles of local government members is expected to be adopted as three level comprehensive capacity building process. The first level is individually-focused activities on training and orientation courses and programs to enhance individual technical competencies of local government members. Another level is organization-focused activities to strengthen the local government as an autonomous, efficient and effective government. The third level is institutional or system-level activities to enhance governance system at the local level within education sector and beyond.

Kshatree (2018) suggests an integrated approach of capacity development of local government as a working concept to encompass both deployment and management of all resources: human, material and financial. It also embraces measures to strengthen competencies and effectiveness at individual, team and institutional levels as well as systems of working and communication between and across these levels.

Individual level capacity building

Individual level training and development activities for local government members deemed to be necessary as they can be in-house induction, mentoring, seminar, workshop, study tour, talk programs, interaction programs, exposure visits and so on. At present, it is assumed that the main duty of the local government is to manage physical infrastructure development and fund-raising only. Local government members seem to be indifferent to their roles and responsibilities related with academic affairs of the school. Moreover, the self-development approach for building the capacity of local government members can also be effective. Observation tour, reflection of experience, reading related materials, and visit to model local governments, seeking feedback from experienced leaders and education experts and organization of some exemplary community activities would be important to build the capacity of individual members of the local government.

Organizational level capacity building

In order to build capacities of various actors at the local level, it is essential to strengthen the local government as an autonomous organization. Though the local government is not an academic institution, it should be like a learning organization for the continuous improvement of its members. A learning organization should be creative so that individuals grow in the creative process and they in turn, recreate and change the organization. The members of a learning organization bring efficiency, quality, improvement and innovation to the organization. It is the mayor and chairperson or the deputy mayor and deputy chairperson of the local government who facilitates and transforms his/her organization into a learning organization.

OECD (2016) outlines four essential elements of a learning organization which are relevant to the local government to transform it from the previous local authority into the present autonomous local government: team work, cooperation, creativity and empowerment. In order to encourage innovation and to enhance performance, productivity and competitiveness, the role of local government members, particularly that of the mayor, chairperson, deputy mayor, and deputy chairperson is crucial. Their role is equally crucial in changing the local government as a learning organization.

System level capacity building

As Grauwe (2007) assigns the local authority a central place in school management through its involvement in the school boards, a similar mechanism can be developed in every local government unit in Nepal. Although the power of these boards or authorities differs, they play a role in the recruitment of head teachers, making budgetary decisions and organizing extra-curricular activities in the school community. However, in the communities, where social and political differences are visible, the local government can become an instrument in building up political power. Grauwe (2007) further expresses that implementing educational decentralization policies in developing countries, therefore, needs to be accompanied by strategies to strengthen the capacities of schools, head teachers and local governments.

During the study, the researcher hardly noticed any significant differences after introduction of the federal system in governance of school education. The current Constitution, Local Government Operations Act and Free and Compulsory Education Act provided greater roles to the local government to operate school education. It is, therefore, important to delineate their roles, responsibilities and authorities clearly through guidelines, directives and institutional networking from federal to local level.

A small hand book to include roles and responsibilities, rights and duties of the local government members as provisioned in the Constitution and Local Government Operations Act and directives of Ministry of Education, Science and Technology and Centre for Education and Human Resource Development can be developed to make it available by the federal government to all local government members free of cost.

7. CONCLUSION

Finally, the study has identified seven broad areas and sub-areas (see Table B) in the above section for the empowerment and capacity building of local government members. Ministry of Education, Science and Technology and province level education training centers can work together immediately in these areas to provide training and orientation to local government members for their development as a vibrant and autonomous organization. Similarly, self-learning materials can be developed and made available to the local government members for broadening their knowledge base.

References

- Ayenil, A. J, & Ibukun, W. O. (2013). A conceptual model for school-based management operation and quality assurance in Nigerian Secondary Schools. *Journal of Education and Learning* 2(2), pp 36-42. Canada: Canadian Center of Science and Education.
- Dessler, G. (2003). *Human resource management*. Singapore: Pearson Education.
- Donald R., Winkler, D. R. & Yeo, B. L. (2007). *Identifying the impact of education decentralization on the quality of education*. Research Triangle Institute. USAID.

-
- Grauwe, A. D. (2007). Decentralization and participation: A dual agenda to improve governance. *IIEP Newsletter*, xxv (3), 11. Paris: IIEP, UNESCO.
- Kitaev, I. & Martin, M. (2008). Planning: Reviewing the concept. *IIEP Newsletter* xxvi, (3) September- December 4-5. Paris: IIEP, UNESCO.
- Kshatree, H. B. (2018). *Designing of capacity development program for officials and stakeholders for delivering non-formal education services under federal governance*. Unpublished report.
- Mhod, Y., Mansor, A. N. & Suliman, A. (2018). *The practice of school-based management: Special reference to Malaysian clusters schools and UK autonomous schools*. Malaysia: Faculty of Education, National University of Malaysia.
- Miles, M. B., & Huberman, A. M. (1994). *Qualitative data analysis* (2nd ed). Newbury Park, Cal: Sage Publication.
- OECD. (2016). *What makes a school a learning organization? A guide for policy makers, school leaders and teachers*. Paris: Author.
- Shrestha, R. (2019). *Governance and institutional risks and challenges in Nepal*. Manila, Philippines: ADB.
- Tim-leung, T. L. (2020). *A review report on School-based Management Policy*, Hong Kong. Unpublished.
- UNESCO. (2015). *Education for All National Review Report (2001-2015)*. Kathmandu: Author.
- UN-HABITAT (2005). *Key competencies for improving local governance 1: Quick Guide*. Nairobi: Author.

Achieving equity and excellence in education

Nakul Baniya, PhD

(Senior Policy Consultant, Studied in Kathmandu University, Nepal)

(Corresponding email: nakulbaniya22@gmail.com)

(Article Type: General Article)

ABSTRACT

Equity and quality are longstanding issue of education. Discriminatory practices between the race, class, gender, ethnicity, location, social status, and languages are creating hierarchies and inequalities in society. These inequalities are widely present everywhere. They are manifested in the roles of people by gender, economic status, institutional affiliation, ethnic background and power relations resulting further discriminatory and exclusionary practices. Given the seriousness of the problem, the solution is yet to be explored through rigorous examination of existing practices & pedagogy. Quality education is becoming a big challenge nowadays. Keeping in mind the decreasing number of students in the community schools, policy-makers are frequently choosing merger of community schools by giving the fertile and monopolized ground for private schools. As a result, students from poor and marginalized communities are also forced to join the private schools where their parents have to spend a huge amount of earnings for schooling of their children. Now, the time has come to rigorously review the existing system and practices of education.

Key Words: Education, Equity, Quality, System

1. INTRODUCTION

Despite many achievements in the education sector, Nepal is still struggling for the equity and quality education. Various forms of inequalities are creating barriers to schooling of children; hence, it seems difficult to produce competent human resource to compete with the global work force in the 21st century. It is a huge challenge for us to ensure equity and quality in education in the diverse settings of our society that demands a series of groundbreaking researches on this issue.

No doubt, Nepal as a responsible nation is striving for achieving equity and quality in education. Even the world's poorest countries as well as the world's number one super power is also struggling for achieving equity and excellence in education. With this fact, it may be said that accelerating equity and excellence in education are the global challenges. Nepal is also facing the same challenge. Without proper research on the subject, one could not develop proper policies and programs to address them appropriately. Otherwise, problems such as poor educational achievements, repetition of dropouts, out of school children, and disparities in education remain the same. All these factors demand the urgent research to eliminate the educational stagnation from the country.

On this ground, this article may be helpful to the reformers, policy makers, and educational practitioners who want to ensure equity and excellence; inculcating the practical solutions for

achieving these ideal of education and achieving the global competitiveness in enhancing equity and quality.

2. Methods

This article is primarily based on the desk review of relevant literature on the subject, focus group discussions and key informant interviews with the concerned individuals from different public schools.

3. RESULTS AND DISCUSSION

Many researches have been carried out on the issue of equity in education through collaborative partnership for advancing equity in the policy and programs on relevant and effective ways those expecting for systems improvements as well ultimately advance justice and fairness. Geography, demographic diversity, generational social hierarchy, poverty, unemployment etc. are responsible for inequalities, social gaps and discriminations.

Nepal is still in the transition of social, political, cultural and economic transformation process. In the changed context, the role of education is now in question due to the social, political and cultural transformation in the society (Halsey, A.H. et al. (1997). So, these types of transformation should correspond with the education. As Huberman (1973) described education as a social system need to undertake constant needful change without destroying institutional and cultural capital. For this it is necessary to prepare the incremental institutional changes for better educational practices. In the institutional change there are long and complex steps: discovering the problems, devising remedies, adopting new policies, and bringing about institutional change (Tyack and Cuban, 1995). Because, the proper change offers sustainable advantageous outcome and saves social technology and properly manages social feelings and needs. But the education system under federal structure in Nepal has awfully downsized District Education Office (DEO) into Education Development and Coordination Unit (EDCU) by destroying its established service delivery capacity. Should the past education system be revived under federal governance system? This issue needs to be investigated to reestablish its earlier image in the innovative ways so that it can act as a "change agent" to reduce disparities in the districts. We have deep-rooted values in the form of bureaucracy, which is highly traditional (Goffman, 1959, 1967; Moore, 1989, Vidur policy, as Paeasar 1992). So alongside with the making friendly framework how to make able to improve the quality & equity together so that targeted innervations and support will be scaled up (School Education Sector Plan 022-032).

Quality of public education system is decreasing day by day. The gap between those who obtains education from public schools and those who obtain education private schools are increasing day by day. As a result, the new generation specially the youths who belong to relatively poor and marginalized communities have been the victim of inequalities, increased social gaps, and unemployment. When consulted with a number of focus groups, most of them have shared the same views and experience. Thus, it is essential to find out its causes. They need to be addressed before it's too late. Otherwise, disparities and conflict will continue in various forms & bad days will occur again.

Leadership with the traditional mentality and new elites do not seem ready to change the lives of people. As a result, public service delivery systems are not working properly. Public education

system is the one of them. Policy makers, managers, parents, teachers etc. need to be professional and make public education system really works for the whole society in general and works for the poor and deprived communities in particular. But the policy makers, planners and managers are not as serious as they should be. In addition, parents and teachers of public schools prefer to enroll their children in private schools but do not want to reform public school.

To make public schools the center of attraction, all stakeholders should be ready to reform the current education system. Only after that we can achieve equity and quality in education, otherwise it will be mere day dreaming. For changes in education system, there are five main tasks to accomplish in time firstly, to explore the issue and concern of equity and quality are as the two eyes of education. Secondly, find out how to intertwine equity and quality in the system. Because best performing education system deserves it. Thirdly how to access the equity and quality of selected countries specifically neighboring countries so that we can understand how those countries are advancing equity and quality in education. Fourthly triangulate desirable phenomena and narration to evolve in-depth scenario and finally portrayal a convergent model that validate accuracy and exact position, prospects and procedures of transformation for advancing equity and quality in education.

After the changed federal context too, inequality is one of the big challenges to us. There may be so many reasons that may explain why systems and programs at the macro and micro levels are not supporting to equity, diversity and inclusion. Urgently, we need to explore this issue, otherwise it will hamper the intentions of the system change. As stated earlier, we are not aware and serious about this issue as we should be. We find out the root causes of inequality. Thus, instead of thinking one size fit all approach to education, contextual factors should be kept in mind while developing the system and programs relevant to equity and excellence in education.

Currently, Education Development and Coordination Units (EDCU) have no decisive roles. As a result, weak and inadequate supervision has led to a high rate of teacher absenteeism, low time-on-task and poor accountability (SSRP,09-015). At present, effective school supervision system is lacking. Thus, realizing that I asked in the question form in the parental meeting they also told the same thing responsible for the deterioration of quality of education. Besides this, there are also some other reasons, for example, in most of the public-school head teachers are selected based on the political affiliations not based on the experiences, qualifications & teaching results. In addition, most of the teachers are recruited without proper qualification. However, the main vain is the political affiliation or recommendation. Most of the public-school teachers were trained, frequently they go for training. Parents are also frequently participating in such training through Parent Teacher Association (PTA). Apart from that, all most all schools have functional School Management Committee (SMC). In relation to that asked questions about it in the focus group discussions, most of the parents even teachers or SMC members told that weak and less effective monitoring by parents, School management Committee Members (SMC), school supervisors are giving grounds for inefficient classroom education and practices. One other reason is the lack of carrot and stick policy and very little opportunities for carrier advancement are making teachers interested in politics rather than teaching profession at the local level. These are some of the major causes of hampering quality in education. This means that there is lack of motivation for teachers. In this connection theories on motivation such as like- Descartes (theory of behavior), John lock (tabularasa), David Hume, (will), Luck and Hume, (instinct) P. T. Young

(drive concept), Henry Murray, (need theory), etc. may be relevant for understanding the role of motivation in one's performance. There are other theories too, Perhaps the mostly discussed, debated and recognized theories of motivation are Maslow's hierarchy of needs (1943), McGregors 'X' and 'Y' theory (1960), Herberg's two-factor theory (1950) and Vrooms' expectancy theory (1964). Thus, to promote equity and quality, teachers' motivation is essential.

4. Conclusion and Recommendation

Many stakeholders have pointed out that the quick restructuring of the organization without proper preparation is collapsing educational environment and facing problems caused by internal and external sources. Weak leadership capacity, weak technological capacity, weak information and communication, less coordination, less staff development opportunity, attitudes of the personnel, poor infrastructure, political affiliation and unwillingness on innovation and change in the education are the key problems.

Thus, it is essential and urgent to reorganize education sector and update its cultural capital earned earlier and update with the federal functions. It is also found that the external factors including interest groups who like to make weak educational governance so that they can maintain monopoly and hamper teaching learning process and promote attraction on private and abroad centers. The top officials of education were not aware properly about its values to the society. Adding further, the political figures of that time were not fully aware about the taking advantage from that political change and accordingly update offices need not to collapse it and destroyed its breadth and depth of the stabilized organizations and programs collaborated with the several institutions. Certainly, the offices should be empowered to make their own plan, policies, and programs which represent perfect realities and ultimately support with ownership and accountability, to develop partnership and expertise. But for example, in the changed context, Education Development and Coordination Unit need to be empowered again. It needs more discussion to make ready for full-fledged service delivery for achieving equity and quality in education.

So, it is recommended that there needs reform in the system and accordingly need to develop policy, plan, programs and accordingly need to take initiatives for implementation by utilizing several tools and techniques at macro and micro levels consultations, policy makers, practitioners and academics keeping focus of equity and quality of education to make the public schools the center of attraction and excellence.

ACKNOWLEDGEMENT

The author acknowledges the encouragement and support of Mr. Shukdev Sapkota, senior official of Province Policy and Planning Commission. In the same way, the author pays due respect to all those individuals and institutions who provided valuable inputs and suggestions while to write this article.

References

Halsey, A.H. et al. (1997), *Education: Culture, Economy and Society*, New York: Oxford University Press.

Tyack and Cuban (1995), *Tinkering toward Utopia: A century toward Public School Reform*. London: Harvard University Press

Huberman, M. (1973), *Qualitative Data Analysis, Second edition*, New Delhi: Sage Publication.

Strauss, A., & Corbin, J. M. (1990), *Basics of qualitative research: Grounded theory procedures and techniques*. Sage Publications, Inc.

Marshall, C., & Rossman, G. B. (1995), *Designing Qualitative Research*, London: Sage Publications.

Denzin, N. K., & Lincoln, Y. S. (1994), *Handbook of qualitative research*, Thousand Oaks, CA: SAGE.

नेपाली समाजको जनजीविकाको अर्थराजनीतिक ढाँचा र सामुदायिक आर्थिक-सामाजिक रूपान्तरण

नरविक्रम थापा, पीएचडी

उपाध्यक्ष, प्रदेश नीति तथा योजना आयोग, बागमती प्रदेश, हेटौँडा

(Email: nbthapa2012@gmail.com)

(Article Type: Research Article)

सारांश

यस अध्ययनको मुख्य उद्देश्य नेपाली जनताको जीवन जिउने कलाको परिवेश, रणनीतिहरू, उपलब्ध पुँजीको पहिचान विश्लेषण गरी जनजीविकाको अर्थराजनीतिक ढाँचाको विकास गर्नु रहेको छ । यस अध्ययनमा सूचना संकलन गर्न समूह केन्द्रित छलफल, जानिफकार व्यक्तिसंग अन्तरवार्ता, स्थलगत अवलोकन र द्वितीय स्रोतबाट प्राप्त सामग्रीहरूको समीक्षा विधिहरू अपनाइएको छ । जनजीविका भनेको मानिसको जीवन जिउने बहुआयामिक कला र विज्ञान हो । संसारमा जनजीविकाका विभिन्न ढाँचाहरू प्रचलनमा रहेको भए तापनि तिनीहरूले नेपाली किसान, मजदुर, गरिब वर्ग, महिला, दलित, जनजाति र अल्पसङ्ख्यक समुदायको वास्तविक जीवनसँग सिधा मेल खाने देखिँदैन । नेपाली समाज अझै पनि धेरै हदसम्म संयुक्त परिवारमा रही कृषि तथा गैरकृषि क्रियाकलापहरूमा निर्भर रहदै आएको छ । उनीहरूको संस्कार आफ्नो कमाई परिवारका अन्य सदस्यहरूमा बाँडीचुँडी खाने र एक आपसमा सहयोग र सद्भावमा बाँच्ने परम्परा कायमै छ । घरपरिवार तथा समुदायको जनजीविकाको आधारहरू पनि विविध किसिमको रहदै आएकोले विपदका बेलामा एक आपसमा सहयोग गर्ने गरिन्छ । त्यसैले नेपाली परिवेशमा जनजीविकाको एउटा ढाँचा विकास गरिएको छ । यसमा ऐतिहासिक पृष्ठभूमि, जनजीविकाका रणनीतिहरू, त्योसंग सम्बन्धित पुँजीहरूको विस्तृत रूपमा व्याख्या तथा विश्लेषण गरिएको छ । जनजीविकाका रणनीतिक आधारमा आर्थिक तथा सामाजिक रूपान्तरण कसरी हुन सक्दछ भनि स्पष्ट रूपमा जीवन जिउन अति आवश्यक पर्ने आहार तथा पोषण सुरक्षा, स्वच्छ पिउने पानी, स्वास्थ्य, शिक्षा, रोजगारी, आवास, निर्णय प्रक्रियामा सहभागिता, वातावरणीय सन्तुलन, स्वतन्त्रता, विधिको शासन, व्यक्तिगत सुरक्षा, योग तथा ध्यान, सामाजिक समानता तथा सामाजिक न्याय, सुशासन तथा प्रभावकारी सेवा प्रवाह, शान्ति र खुसीको बारेमा प्रत्याभूति हुनु पर्दछ भनेर किटान गरिएको छ । जनताको आय वृद्धि गर्नको लागि विशेष गरी कृषि वस्तुहरूमा मूल्य शृङ्खलामा आधारित भएर बजारीकरण गर्न सकेको खण्डमा मुनाफा धेरै कमाउन सकिन्छ । नेपाली किसान तथा उद्यमीहरूले यस क्षेत्रमा निकै काम गर्नु पर्ने आवश्यक देखिन्छ । साथै सङ्घ, प्रदेश र स्थानीय तह गरी तीन तहका सरकारले मूल्य शृङ्खलामा आधारित भै उद्योग व्यवसाय सञ्चालन गर्न व्यवसायिकमैत्री नीति, ऐन, नियम, निर्देशिका तर्जुमा गरी सरल बैंक व्याजको सुविधा र बजारीकरणमा सहजीकरण गर्नु पर्ने देखिन्छ । मूल्य शृङ्खलामा आधारित भै उद्योग व्यवसाय सञ्चालन गर्न सकेको खण्डमा देशमै रोजगारी सिर्जना गर्न सकिन्छ । जनसमुदायमा भर गरेर, उनीहरूकै अर्थपूर्ण सहभागिता, स्थानीय नेतृत्व र जनताकै पहलमा आफ्नो अधिकारका लागि आमूल रूपान्तरणको काम गरिएमा जनजीविका र विकास दिगो हुन सक्छ ।

मुल शब्दहरू: नेपाली समाज, जनजीविका, अर्थराजनीतिक ढाँचा, आर्थिक-सामाजिक रूपान्तरण, दिगो र मूल्य शृङ्खला

१. परिचय

१.१ पृष्ठभूमि

जनजीविका व्यक्ति, घरपरिवार, समुदाय, राष्ट्र र विश्वका लागि नै महत्त्वपूर्ण सवाल हो । जनजीविका भनेको मानिसको जीवन जिउने कला र विज्ञान हो । यो सामाजिक, आर्थिक, राजनीतिक, सांस्कृतिक, जनचेतनाको स्तर, पर्यावरण तथा वातावरण, व्यवस्थापन, सुशासन, मानव अधिकार, लैङ्गिक समानता र सामाजिक समावेशीकरण, उत्पादन सम्बन्ध, स्रोत र साधनको वितरण

प्रणाली र समग्र समाजको संरचनासँग गाँसिएको हुन्छ । विभिन्न ऐतिहासिक कालखण्डहरू जस्तै- सिकारी युग, वनमा पाइने कन्दमूलको सङ्कलन, पशुपालन र कृषि अनि आधुनिक युगमा उद्योग तथा खानी उत्खनन् व्यवसायमा मजदूरी, सेवा क्षेत्रमा रोजगारी आदि जनजीविकाका स्रोतहरू र रणनीतिहरू पनि फरक-फरक भएको पाइन्छ । पुँजीवादी समाजमा सेवा क्षेत्रहरू विशिष्टीकृत हुन थालेपछि जनजीविकाका रणनीतिहरू पनि फरक हुने नै भए । अर्थतन्त्रका प्राथमिक (कृषि र पशुपालन) र द्वितीय क्षेत्र (उद्योग र खानी उत्खनन्)लाई तृतीय सेवा क्षेत्र (होटेल, सूचना प्रविधि, थोक तथा खुद्रा व्यापार, स्वास्थ्य सेवा आदि) ले आय आर्जनमा उल्लिख्न थालेपछि जनजीविकाका प्राथमिकता परिवर्तन भएको देखिन्छ । आगोको आविष्कार र औजारको प्रयोगले जनजीविकामा क्रान्तिकारी परिवर्तन ल्याएको मानिन्छ । हाल विज्ञान र प्रविधिको उच्च विकासले थोरै समयमा धेरै कार्यहरू गर्न सकिने अवस्था सिर्जना भएको छ । कृषिमा यान्त्रिकीकरण र उद्योग व्यवसायमा रोबोटको प्रयोगले मानव श्रम, समय र सेवाको गुणस्तरमा बदलाव ल्याएको छ । छोटो समय र कम लागतमा वस्तुको उत्पादन धेरै हुन थालेको छ भने सूचना प्रविधि र द्रुत गतिका यातायात साधनको विकासले विश्वभरि नै बजारको विस्तारमा व्यापकता ल्याएको छ ।

सञ्चार प्रविधिको तीव्र विकासले विश्व नै एउटा सञ्चार ग्रामको रूपमा रूपान्तरण भएको देखिन्छ । आधुनिक बजार अर्थतन्त्रले देशका सिमानाहरू खुकुलो हुँदै गएका छन् । विश्व बजारमा श्रमिक, वस्तु र सेवाको सजिलै आवतजावतले रोजगारीका अवसरहरू बढ्दै गएका छन् । एक देशमा आधारित उद्योगहरू अर्को देशमा उत्पादित कच्चा पदार्थहरूमा निर्भर हुँदै छन् । विश्वका देशहरू अन्तरनिर्भर छन् । एक अर्कासँग अलग भएर कुनै पनि देशको अर्थतन्त्र फस्टाउन सक्दैन । एउटा देशमा उत्पादनको शृङ्खलामा आएको रोकामा अन्य देशका जनताको जीविकामा असर पर्दछ भने अर्थतन्त्रमा पनि प्रत्यक्ष रूपमै प्रभाव पर्ने नै भयो । यो वर्तमान विश्वको वास्तविकता हो । तर थोरै व्यक्तिको हातमा धेरै स्रोत र साधन एकत्रित हुँदै जानु र धेरै व्यक्तिको हातबाट सम्पत्ति गुम्दै जानुले वितरण प्रणालीमा असमानताको खाडल तीव्र रूपमा बढ्दै गएको छ । अहिले समाजमा असन्तोषको भावना जागेको छ । गरिब र धनिबिचको अन्तरविरोध चर्किँदै गएको छ । उत्पादन वृद्धिको नाममा पुँजीवादले अन्धाधुन्दा रूपमा प्राकृतिक स्रोत र साधनको दोहन गरिरहेको हुँदा चरम रूपमा वातावरणीय विनाश, अत्याधिक प्रदूषण र जलवायुमा आएको उच्च तापक्रम वृद्धिले पृथ्वीको पर्यावरण र वातावरणीय सन्तुलनमा गम्भीर सङ्कट आएको छ । यसले मानव जातिको अस्तित्वमा नै खतरा पैदा गरेको छ । यही गतिले वातावरण विनाश हुँदै जाने हो भने यस धर्तीमा मानव जातिको छिटै लोप हुने आशङ्का बढेको छ । जलवायु परिवर्तनले मानव जातिको अस्तित्व, अर्थतन्त्र, जनजीविकाका स्रोत र रणनीतिहरूमा व्यापक रूपमा बदलाव ल्याएको छ । बोट विरुवा र पशुपन्छीको बासस्थानमा परिवर्तन आएको छ । यसको नकारात्मक असर मानिसको खाद्यान्न तथा पोषण सुरक्षामा पर्दछ भने पर्यावरण प्रणालीमै फेरबदल हुँदा बाली उत्पादन प्रणालीमा समेत परिवर्तन आउन सक्छ ।

हिमालय पर्वतको हिमरेखा माथि तिर सधैं छ । हिन्दकुश हिमालयको हिमशृङ्खला तीव्र गतिमा काला पहाडमा परिवर्तन हुँदैछ । यसले गर्दा यस क्षेत्रको जनजीविकामा पनि व्यापक असर परेको तथ्य छर्लङ्ग छ । यसको असरबाट जोगिन नीति निर्माता, राजनीतिज्ञ, अर्थविज्ञहरू, निर्णय कार्यान्वयनकर्ताहरू, समुदाय र हरेक नागरिक गम्भीर हुनैपर्छ । एकले अर्कालाई दोष दिएर कोही पनि उम्कन सक्ने अवस्था छैन । जलवायु परिवर्तनको प्रभाव पृथ्वीको सबै भागमा भन्न सकिने, देख्न सकिने र अनुभव गर्न सकिने स्तरमा भोगिँदै आइएको छ । मानिसलाई अति आवश्यक पर्ने, स्वच्छ हावा (प्राणवायु), पिउने पानी, खाना तथा पोषण, आवास, स्वास्थ्य, शिक्षा, पर्यावरणीय सन्तुलन, वातावरणीय सुरक्षा, सूर्यको ताप, र स्वच्छ आकाश आदिको सहज र प्राकृतिक उपलब्धतामा गम्भीर चुनौती पैदा भएको छ । आर्थिक सर्वेक्षण २०७९/०८० मा उल्लेख गरेअनुसार नेपाल भूबनोट र भौगोलिक विशिष्टताका कारण जलवायु परिवर्तनले उच्च जोखिममा रहेका राष्ट्रमध्येमा पर्दछ । सन् १९७४-२०१४ सम्ममा नेपालको वार्षिक औषत तापक्रम ०.०५६ डिग्री सेल्सियसले बढेको छ (आर्थिक सर्वेक्षण, २०७९/०८०) ।

जनजीविकाका रणनीति तय गर्नुभन्दा पहिला उक्त स्थानमा प्राकृतिक स्रोतहरू के के छन् ? तिनको अवस्था कस्तो छ ? स्थानीय जनताको प्राकृतिक स्रोत माथि के कति पहुँच र नियन्त्रण छ ? आदि कुराको ब्याल गर्नुपर्ने हुन्छ । पूर्वाधार विकास जस्तै सडक, बिजुली, रेलमार्ग, हवाई मैदान, सञ्चार सुविधा के कस्तो छ ? साथै त्यस क्षेत्रका जनताको ऐतिहासिक पृष्ठभूमि के थियो ? उनीहरूका विरासत, मौलिक संस्कृति, रीतिरिवाज, जातजातिको बाहुल्यता, धर्म के कस्तो छ ? आदि कुराको जानकारी राख्नु पर्दछ । त्यस्तै सामाजिक तथा आर्थिक अवस्था, राजनीतिक प्रणाली, पर्यावरण तथा वातावरण, जनसङ्ख्या गतिशीलता,

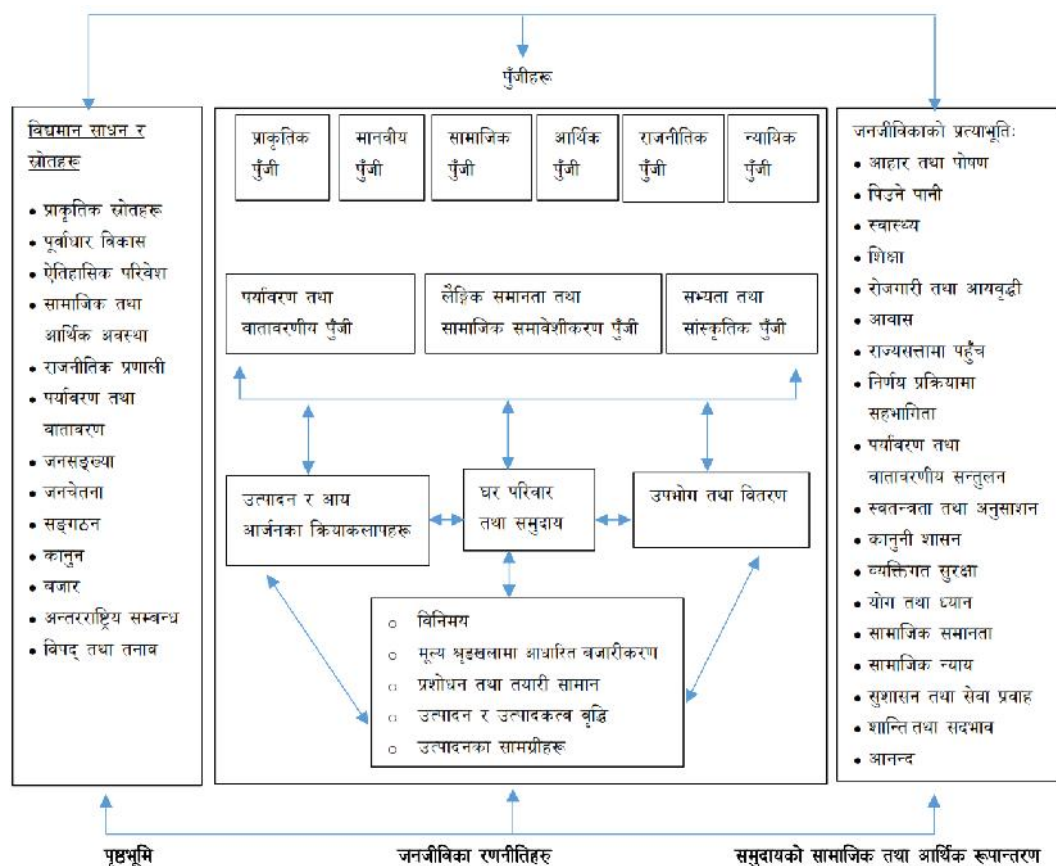
जनसङ्ख्याको बनावट, जनचेतनाको स्तर, साङ्गठनिक अवस्था, विधिको शासन, बजारमा पहुँच तथा नियन्त्रण, राष्ट्रिय तथा अन्तराष्ट्रिय सम्बन्ध, विपद् तथा तनाव व्यवस्थापन के कस्तो छ ? आदि सवालको बारेमा जानकारी राख्नुपर्दछ ।

मानिसहरू खाना, आवास, कपडा तथा अन्य भौतिक सम्पत्तिविना बाँच्न सक्तैनन् । तथापि यी वस्तुहरू मानिसले प्रकृतिबाट बनिबनाउ रूपमा पाउन सक्दैन । यी वस्तुहरू प्राप्त गर्न मानिसले परिश्रम गर्नुपर्ने हुन्छ । श्रम नै सामाजिक जीवनको आधार हो । श्रम, उत्पादनसम्बन्धी क्रियाकलापविना मानिसको जीवन नै असम्भव हुन्छ । त्यसैले गर्दा भौतिक सम्पत्तिको उत्पादन नै सामाजिक जीवनको प्रमुख र निर्णायक कारण हुन्छ ।

१.२ जनजीविकाका अर्थराजनीति ढाँचा

जनजीविकाका अर्थराजनीतिक ढाँचा निम्नलिखित रूपमा प्रस्तुत गरिएको छ :

चित्र १: जनजीविकासम्बन्धी अर्थराजनीतिक मोडेल



आर्थिक रूपान्तरण

जनजीविकाका अर्थराजनीतिक ढाँचामा माथि उल्लेख गरिएका समग्र परिवेश, जनजीविका रणनीतिहरू, सामाजिक तथा आर्थिक रूपान्तरण र जनजीविकाका पुँजीको बारेमा विस्तृत रूपमा क्रमशः व्याख्या तथा विश्लेषण गरिनेछ (चित्र १)। यो जनजीविकाका ढाँचा नेपाली समाजमा विद्यमान अवस्थामा आधारित भएर विकास गरिएको छ । हुन त धेरै मोडेलहरू विकास

नभएका हैनन तथापि तिनीहरूले नेपाली किसान, मजदुर, गरिब वर्ग, अल्पसङ्ख्यक जनजाति, महिला, सङ्कटाउन्मुख समूहहरू, बालबालिका, जेष्ठ नागरिक, दलित, फरक क्षमता भएका समुदाय (अपाङ्ग), तराईमधेश, पहाड, हिमाल, भित्रीमधेश, गड्दितर क्षेत्र, महाभारत र चुरे भावर शृङ्खलाका जनजीविकाका समस्या, कारणहरू र निदानका उपायहरूको बारेमा सटिक रूपमा सम्बोधन गर्न सक्दैनन् । किनकी हरेक क्षेत्रका बासिन्दाको ऐतिहासिक पृष्ठभूमि, सामाजिक तथा सांस्कृतिक आधार, सभ्यता, आफ्नै मौलिक किसिमका जीवन जिउने कला र अनुभव हुन्छन् साथै प्राकृतिक स्रोत र साधनको उपयोग कसरी गर्ने भन्ने मौलिक रैथाने ज्ञान, सिप र विपद्को बेलामा बाँच्ने विशिष्ट कौशल हुन्छन् । हाम्रो समाज एक अर्कामा बाँडीचुडी खाने र अष्ट्यारो परेको बेलामा सहयोग गर्ने सामाजिक संस्कारमा आधारित छ । तथापि अहिले विश्वव्यापीकरण, बजार अर्थतन्त्र र राज्यका स्रोत साधनमा बढी भर पर्ने आदि कारणले यो अवस्थामा क्षयीकरण हुँदै गएको पाइन्छ ।

वैद्य(२०७४)का अनुसार हाम्रो समाजको जनजीविकाका सही पृष्ठभूमि बुझ्न हिमवत खण्डको आर्थिक, सामाजिक तथा सांस्कृतिक अवस्थामा ध्यान दिनुपर्ने हुन्छ । मानव विकासको प्रक्रिया पूरापाषाण, मध्यपाषाण र नवपाषाण युग हुँदै उत्पादन पद्धतिको विकास, श्रमको भूमिका, भाषा र चेतनाको विकाससित गाँसिएको छ । यस क्षेत्रमा नेग्रिटो, अस्ट्रिक, द्रविड, आर्य, मङ्गोल समुदायको विभिन्न कालखण्डमा भएको सङ्गम, अन्तर्क्रिया र अन्तर्धुलन हुँदै समाज र संस्कृति विकसित भएका हुन् । मानिसको प्रारम्भिक समाज आदिम साम्यवादी समाज हो र गणचिह्नवाद यसको विचारधारा हो (वैद्य, २०७४, पृष्ठ १२) । नेपाली समाज अझै पनि धेरै ठाउँमा संयुक्त परिवारमा रहेकोले परिवार एउटा उत्पादन एकाइ कै रूपमा रहेको छ । कृषिका अलवा परिवारका अन्य सदस्यहरू नोकरी, व्यापार, पशुपालन, खुद्रा व्यापार, वैदेशिक रोजगारमा सङ्गलन हुन्छन् र कमाएको पैसा परिवारको भरण पोषणमा खर्च गर्ने हुनाले आश्रित परिवारका सदस्यहरूलाई टेवा पुग्दछ । यसले गर्दा आर्थिक सङ्कट पर्दासमेत दुःखमा भरथेग मिल्दछ । यो जनजीविकाका स्रोतको विविधीकरणको रहरलाग्दो नमुना हो । तर एकल परिवारमा भने यो अवस्था नरहन सक्छ । विशेष गरी शहरी क्षेत्रमा भने आफूले कमाए खान पाइयो नत्र भने भोकै पनि पर्न सक्छ । आर्थिक मन्दीको बेलामा एकल परिवारले धेरै चुनौतीको सामना गर्नुपर्ने हुन्छ ।

जनजीविका उत्पादक शक्ति, उत्पादनका साधनहरू र उत्पादन सम्बन्धसँग जोडिएको हुन्छ । उत्पादनका साधनहरू सञ्चालन गर्नका लागि मानव स्रोतको आवश्यकता पर्दछ । मानव स्रोतले उत्पादनका साधनलाई नचलाए ती साधनले मात्र काम गर्न सक्दैनन् । मानिसको बुद्धि र बलविना केही पनि हुन सक्दैन । उत्पादनका साधन सञ्चालन गर्नेलाई उत्पादक शक्ति भनिन्छ । त्यस्तै प्रकृतिले निशुल्क प्रदान गरेको वस्तु वा मानव श्रमको संयुक्त मिलनबाट वस्तुको उत्पादन हुन्छ । प्रकृतिमाथि मानिसले औजार, मेसिन, कारखाना र अन्य विभिन्न सामग्रीहरू प्रयोग गरेर वस्तु तयार गर्छ । यसप्रकार उत्पादन कार्यमा प्रयोग गरिने वस्तुहरूलाई नै उत्पादनको साधन भनिन्छ जस्तै: जमिन, पुँजी, श्रम, औजार आदि । जहाँसम्म उत्पादन सम्बन्धको कुरा छ, उत्पादनका साधन र उत्पादक शक्तिविचको सम्बन्धलाई उत्पादन सम्बन्ध भनिन्छ । उत्पादक शक्तिहरूले मात्र भौतिक उत्पादनको पूर्ण अभिव्यक्ति गर्दैनन् । मानिसहरूले एकलै होइन, मिलिजुली वा समाजमा सङ्गठित भएर मात्र उत्पादन गर्न सक्दछन् । त्यसैले श्रम सदैव सामाजिक श्रम थियो र रहने छ । खासगरी उत्पादन गर्नका निम्ति मानिसहरूले निश्चित सम्पर्क र सम्बन्ध कायम गर्दछन् र सामाजिक सम्पर्क तथा सम्बन्धको परिधिभित्र मात्रै प्रकृतिसित उनीहरूको सम्बन्ध स्थापित हुन्छ र अनि उत्पादन सम्भव हुन्छ ।

मानव समाजले हालसम्म मुख्यतया पाँच किसिमका उत्पादन सम्बन्धलाई भोग्दै आएको छ । ती हुन्- आदिम साम्यवाद, दास्युग, सामन्तवाद, पुँजीवाद र समाजवाद । यी सबै व्यवस्थामा उत्पादनका साधन र उत्पादक शक्ति फरक-फरक नै हुन्छ । यही कुरालाई ध्यानमा राखेर मानव समाजका विभिन्न युगहरूको वर्गीकरण गरिएको पाइन्छ । आदिम साम्यवादमा शोषक वर्ग थिएनन् । त्यसबेला सबै मानिस उत्पादक शक्ति उनीहरूका जङ्गली हतियार उत्पादनका साधन र सबै मिलेर समानताका साथ बसेको समाज “आदिम साम्यवाद उत्पादन सम्बन्ध” थियो । दास्युगमा दासहरू उत्पादक शक्ति, दासहरूले प्रयोग गर्ने वस्तु उत्पादनका साधन र दास तथा मालिकविचको सम्बन्ध “दास्युग उत्पादन सम्बन्ध” थियो । यस्तै सामन्तवादमा किसान उत्पादक शक्ति यिनका औजार उत्पादनका साधन हुन् भने सामन्त र किसानविचको सम्बन्ध “सामन्तवाद उत्पादन सम्बन्ध” हो । पुँजीवादमा मजदुर उत्पादक शक्ति, मेसिन र कारखाना उत्पादनका साधन हुन् भने पुँजीपती र मजदुरविचको नयाँ सम्बन्ध “पुँजीवाद उत्पादन सम्बन्ध” हो । समाजवादमा चाहिँ मजदुर, किसान र अरु उत्पादनका साधन र तिनको न्यायपूर्ण समाज

व्यवस्था “समाजवाद उत्पादन सम्बन्ध” हो । यस्तो उत्पादन सम्बन्धलाई समाजवादी व्यवस्था भन्न सकिन्छ । वास्तविक अर्थमा समाजवाद भनेको राज्यबाट शिक्षा, स्वास्थ्य र रोजगारीको अधिकार हरेक नागरिकका लागि प्रत्याभूति र योग्यता अनुसारको काम र काम अनुसारको दामको सुनिश्चितताका साथै सामाजिक समानता र सामाजिक न्यायमा पहुँच हुनु हो । नेपालको वर्तमान संविधानले समाजवाद उन्मुख शासन प्रणाली स्वीकार गरेको छ । यस्तो व्यावहारिक पक्षमा भने अलि ध्यान दिनुपर्ने देखिन्छ ।

हरेक युगमा मानव विकासक्रमअनुसार जनजीविकाका रणनीतिहरू फरक फरक ढङ्गका हुन्छन् । उत्पादन सम्बन्धहरू मानिसको इच्छा र आकाङ्क्षामा निर्भर हुँदैनन् । उत्पादन सम्बन्धहरू उत्पादक शक्तिहरूको विकासको आधारमा वस्तुपरक रूपमा कायम हुन्छन् । उत्पादन पद्धति आफ्नै आन्तरिक कारणहरूको फलस्वरूप विकसित हुन्छ, जुन यसको आन्तरिक द्वन्द्वत्मकतामा निहित हुन्छन् । निरन्तर बढ्दै गरेको जनसङ्ख्याको आवश्यकताको पूर्ति गर्ने एउटै मात्र तरिका छ, त्यो हो उत्पादनको निरन्तर विकास र सम्पूर्णता । उत्पादनको विकास गर्नु वस्तुगत आवश्यकता र सामाजिक जीवनको नियम हो । समाजको इतिहास भन्नु नै सामाजिक उत्पादनको नियमित विकास हो । निम्नस्तरीय उत्पादन पद्धतिको ठाउँमा अर्को उच्चस्तरीय उत्पादन पद्धतिको परिवर्तनको आवश्यकीय प्रक्रिया हो ।

यस सम्बन्धमा अझ बढी राजनीतिक अर्थशास्त्रीय दृष्टिकोणबाट बुझ्न सकिन्छ । श्रेष्ठ (२०६४) ले आफ्नो पुस्तक “महत्त्वपूर्ण राजनीतिक शब्दज्ञान” मा उल्लेख गरेअनुसार राजनीतिक अर्थशास्त्र मानव समाजको विकासका विभिन्न चरणमा भौतिक सरसामानहरूको उत्पादन, वितरण, विनिमय र उपभोगको क्रममा मानिसहरूविचका आर्थिक सम्बन्धहरूको विज्ञान हो । राजनीतिक अर्थशास्त्रका आफ्नै विशिष्ट अवधारणाहरू र आर्थिक नियमहरू छन् । यसले जन समूहहरू, मजदुर, किसान तथा श्रममा संलग्न जनताका अन्य हिस्साहरूको दृष्टिकोणबाट जनताहरूविचका आर्थिक सम्बन्धको विकासलाई निर्देशित गर्ने वस्तुगत नियमहरूको अध्ययन गर्दछ । स्वामित्व, ज्याला र मुनाफाका प्रश्नहरूको अध्ययन गर्दा यो विज्ञानले जनताका आधारभूत आर्थिक तथा राजनीतिक हितहरूका लागि लेखाजोखा पनि गर्दछ (श्रेष्ठ, २०६४) । राजनीतिक अर्थशास्त्रको आँखाबाट वर्ग विश्लेषण, जनजीविकाका अवस्था, यसका स्रोतहरू, आयको वितरण प्रणाली, शासन व्यवस्थाको लोक कल्याणकारी चरित्र, आर्थिक विकास, भूस्वामित्व, गाँस, बास, रोजगारी, ज्याला दर, शिक्षा र स्वास्थ्यमा जनताको पहुँच, मानव अधिकारको अभ्यास, सामाजिक समानता र सामाजिक न्यायको अवस्था, लैङ्गिक समानता तथा सामाजिक समावेशीकरण, वातावरणीय सन्तुलन वा विनाशको अवस्था आदिको विश्लेषण गर्न सकिन्छ ।

१.३ उद्देश्य

१. नेपाली समाजको परिवार, समुदाय र नेपालका रैथाने जनताको जीवन जिउने कलाको परिवेश र जनजीविकाका रणनीतिहरू, उपलब्ध पुँजी पहिचान र विश्लेषण गर्ने,
२. नेपाली समाजमा रहेका विभिन्न वर्ग, जात तथा जनजातिहरू, महिला, पुरुष, दलित, अपाङ्गता भएका व्यक्ति र अल्पसङ्ख्यक जनजातिहरूमा देखिएको आर्थिक सामाजिक रूपान्तरणको विश्लेषण गर्ने ।

२. विधि

अध्ययनको क्रममा निम्नलिखित शोध विधिहरू अपनाइएको छ :

२.२.१ उपलब्ध ग्रन्थहरूको समीक्षा

यो अनुसन्धान गर्दा विशेष गरेर नेपालको अर्थराजनीति, पर्यावरण विज्ञान, प्राकृतिक स्रोत साधनको अवस्था, र अन्य दस्तावेजहरू सन्दर्भ सामग्रीको रूपमा लिइएको छ ।

२.२.२ विभिन्न आधुनिक समाज विज्ञानका लेखहरूको समीक्षा

शोध कार्य गर्दा विभिन्न जर्नल, पत्रपत्रिकाहरू, पुस्तक आदिको समीक्षा गरी महत्त्वपूर्ण ज्ञान उद्धरण गरिएको छ ।

२.२.३ सहभागितामूलक अवलोकन

अध्ययनको क्रममा प्रकृति, पर्यावरण, तथा समाजमा पर्न गएको नकारात्मक असरहरूको अवलोकन गरिएको थियो। यस सिलसिलामा महिला तथा पुरुषहरूसँग प्रत्यक्ष सहभागितामूलक अवलोकन गरिएको थियो। यो विधि पहाड, तराई मधेश, गाऊ, सहर, भित्री मधेश, गडितर प्रदेश, हिमाली भूभागका जनतासँगको अन्तरक्रियाबाट निचोड निकालिएको हो। साथै अध्येताका व्यक्तिगत अनुभवजन्य सिकाइ पनि यस आलेखमा समावेश गरिएको छ।

३. जनजीविकाका रणनीतिहरू

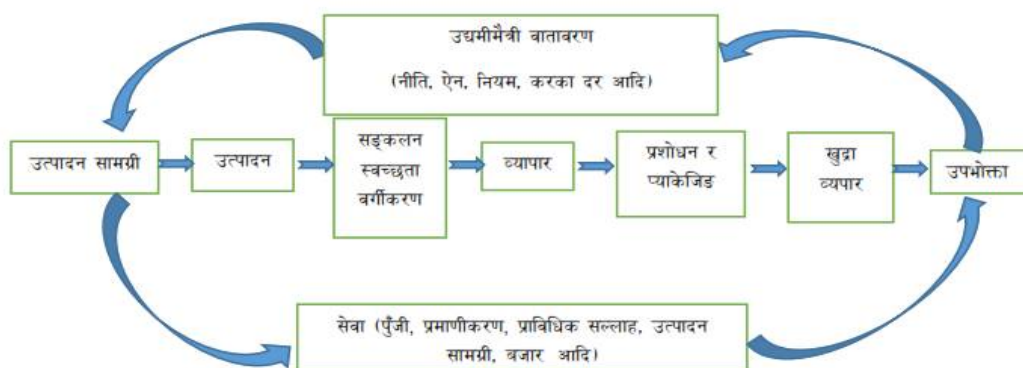
३.१ जनजीविकाका रणनीतिहरूको आधारभूत तत्त्वहरू :

जनजीविकाका रणनीतिहरू भनेका मानिस (महिला, पुरुष, गरिब, दलित, जनजाति, सडकटाउन्मुख समुदाय आदि) ले जीवन जिउन अपनाउने विधि, प्रक्रिया, सोचहरू, कार्यशैली, समाजका अन्य सदस्यहरूसँग सम्पर्क, समन्वय, सहकार्य, आपसी सहयोग, प्राकृतिक स्रोत, मानवीय श्रम र मेसिनरी औजारको उपयोग, बजार र राज्यका निकायहरूबाट प्राप्त वस्तु र सेवा हुन्। जनजीविकाका स्रोतहरू परिवार, समुदाय, बजार, ऋण, उद्योग व्यवसाय, खेती, पशुपालन, माछापालन, व्यापार, सार्वजनिक सेवा, राष्ट्रिय तथा अन्तराष्ट्रिय समुदाय र प्रकृतिबाट उपलब्ध हुन्छन्।

सबभन्दा पहिला उत्पादनका लागि उत्पादन सामग्रीहरू जस्तै बिउ, मल, सिँचाइ, औजार तथा यन्त्र, श्रम, जमिन, औषधि, पुँजी, कारखाना आदि हुन्। उत्पादनका सामग्रीहरूको प्रयोगले उत्पादन र उत्पादकत्व वृद्धि हुन्छ। उत्पादित वस्तुको प्रशोधन, तयारी सामानको विक्री वितरण गर्नका लागि बजार चाहिन्छ। बजार वस्तु तथा सेवाको विक्री तथा विनिमय गर्ने थलो हो जहाँ उपभोक्ता र विक्रेताको बिचमा लेनदेन हुन्छ। पैसा विनिमयको माध्यम हो। उत्पादक आफैँ मूल्य शृङ्खलामा समावेश हुन सकेमा बढी मुनाफा लिन सक्छ। तथापि राष्ट्रिय पुँजीपति वर्गको नेतृत्वमा सञ्चालित उद्योगहरूबाट पनि देशलाई फाइदा हुनसक्छ। कच्चा पदार्थको प्रशोधनले वस्तुको मूल्य वृद्धि हुन्छ। कृषि, पशुपालन, जडिबुटी, वन पैदावर, खानीजन्य पदार्थको उत्खनन, ग्रेडिड, प्रशोधन र तयारी सामानको उत्पादनले वस्तुको मूल्य बढाउँछ र धेरै मुनाफा कमाउन सकिन्छ। कृषि तथा वन पैदावर र जडिबुटीको मूल्यशृङ्खला निम्नलिखित रूपमा प्रस्तुत गरिएको छ :

३.२ कृषि उपज र वन पैदावरको मूल्यशृङ्खला अवधारणा

कृषि उपज र वन पैदावरको मूल्यशृङ्खलाको मार्गचित्र निम्नलिखित रूपमा प्रस्तुत गरिएको छ (चित्र २) :



कृषि उपज तथा वन पैदावरको मूल्यशृङ्खलामा आधारित भएर कार्यक्रमको ढाँचा तयार गर्न सकेको खण्डमा मात्र किसानले प्रसस्त मुनाफा आर्जन गर्न सक्दछ। शुद्ध कच्चा पदार्थ विक्री वितरण गरेर खासै आम्दानी हुन सक्दैन। कम्तीमा पनि अर्धप्रशोधनसम्म गर्न सकेको खण्डमा केही बढी आय आर्जन हुन सक्दछ। कुनै व्यवसाय सञ्चालन गर्दा सबभन्दा पहिले त व्यावसायिक वातावरण हुन आवश्यक छ त्यसपछि कृषि सामग्रीको सुविधा वा उपलब्धता हुनु पन्थो अनि उत्पादन सुरु गर्ने।

उत्पादित वस्तुको सङ्कलन, स्वच्छता, भण्डारण र वर्गीकरण (ग्रेडिङ) गरेपछि अनि व्यापार गर्ने । त्यसपछि उक्त वस्तुको प्रशोधन र प्याकेजिङ (कारखाना खोलेर) गर्ने र खुद्रा पसलेहरूको माध्यम वा आफ्नै आउटलेटको माध्यमबाट उपभोक्ता सामु बजारमा तैयारी सामान पुऱ्याउने । मूल्यशृङ्खलामा जति धेरै किसान अथवा उत्पादकको नियन्त्रण र सहभागिता हुन्छ त्यति धेरै आय आर्जन हुन्छ । अहिले किसानले कच्चा पदार्थमात्र विक्री वितरण गर्ने हुँदा मुनाफा अरुले नै लिँदैछन् । यो हाम्रो नेपालकै समस्या हो । अब हामीले आफ्ना उत्पादनको सङ्कलन, भण्डारण, व्यापार, प्रशोधन, ब्रान्डिङ र तैयारी सामानको उत्पादन गरी बजारमा विक्री वितरण गर्न जोड दिनुपर्ने देखिन्छ । यो कार्य भन्न सजिलो तर गर्न अप्ठ्यारो काम हो । तर गर्नु नसकिने भने चाहिँ होइन । बजार जहिल्यै पनि प्रतिस्पर्धी हुन्छ । बजारमा आफ्नो सामान विक्री वितरण गर्नका लागि गुणस्तर र सुपथ मूल्यमा ध्यान दिनुपर्छ । यसका लागि उपयुक्त ज्ञान, सिप, पुँजी, प्रविधि, उद्योग धन्दाको विकास र राष्ट्रिय तथा अन्तर्राष्ट्रिय बजारमा सम्पर्क हुनुपर्छ । यसमा राज्यका नियमनकारी निकायको सहयोग र अनुकूल नीति, ऐन कानून, निर्देशिका, सहलियतपूर्ण करका दर र उद्यमीमैत्री बजार सहजीकरणको आवश्यकता पर्छ । उत्पादन दिगो, दरिलो र विश्वासिलो भएको खण्डमा मात्र बजारमा खपत हुन्छ ।

३.३ घरपरिवार : परिवार संसारको सबैभन्दा पुरानो र अहिलेसम्म कायमै रहेको आधारभूत सामाजिक संस्था हो । घरपरिवार तथा समुदाय जनजीविकाका केन्द्रविन्दु हुन् । परिवारले के कस्ता वस्तु र सेवाको उत्पादन, उपभोग तथा वितरण गर्दछ र आय आर्जनका के कस्ता आर्थिक क्रियाकलापहरू गर्दछ भन्ने कुराले धेरै महत्त्व राख्दछ । परिवारको आय आर्जनमा महिलाको भूमिका र योगदानलाई कसरी मूल्याङ्कन गरिन्छ र सम्पत्तिमा उनीहरूको पहुँच र नियन्त्रण कति हदसम्म स्विकार्छ, भन्ने कुराले महत्त्व राख्दछ । हाम्रो जस्तो पितृसत्तात्मक समाजमा अझै पनि निर्णय प्रक्रियामा महिला किनारामै छन् वा निर्णायक अवस्थामा छैनन् । लैङ्गिक समानता अझै जल्दोबल्दो सवाल हो, यसमा अझै धेरै काम गर्नुछ । परिवार उत्पादनको एउटा एकाइ हो । परिवारका सदस्यहरू जति धेरै आर्थिक क्रियाकलापमा भाग लिन्छन् अनि आय आर्जन गर्दछन् र थप आम्दानी वृद्धि गर्न नयाँ नयाँ क्षेत्रमा लगानी गर्दछन्, सिर्जनशील हुन्छन्, अनुशासित हुन्छन्, श्रमको सम्मान गर्दछन् र सदाचारमा विश्वास गर्दछन् त्यसले जनजीविकामा ठूलो योगदान पुऱ्याउँदछ । साथै यस्ता आर्थिक क्रियाकलापले देशको अर्थतन्त्रमा टेवा पुग्दछ ।

परिवार मानिसहरूको एउटा जटिल र विशेष ऐक्यता हो । जसमा प्राकृतिक तथा सामाजिक कार्यहरू एक अर्कोसित अभिन्नरूपले गाँसिएका हुन्छन्, यद्यपि सामाजिक कार्यहरूको प्राधान्यता रहन्छ । सामाजिक र मुख्यतया आर्थिक सम्बन्धहरूमा, उत्पादन पद्धतिमा पुरुष र महिलाबिचको, जन्मदाताहरू र बालबच्चाहरूको बिचको सम्बन्ध, जनसङ्ख्याको वृद्धि आदि निर्भर हुन्छ । परिवारका निम्नलिखित मुख्य तीन कार्यहरू हुन्छन् :

पहिलो: महिला र पुरुषका बिचको सम्बन्धलाई व्यवस्थित तुल्याउनु ।

दोस्रो: काम गर्न समर्थ सन्ततिको उत्पादन र शिक्षादीक्षा । अर्को शब्दमा भन्ने हो भने श्रम शक्तिको पुनरुत्पादन गर्नु ।

तेस्रो: घरगृहस्थी चलाउनु र परिवारका सदस्यहरूको सुखसुविधाको बन्दोबस्त गर्नु हो (अनु.मास्के, २०५४)। परिवार मानिसको पहिलो पाठशाला हो । सानो छँदा बालबालिकाले परिवारमा कस्तो शिक्षादीक्षा र संस्कार पाउँछन् त्यसले उनीहरूको जीवनमा ठूलो प्रभाव पारेको हुन्छ । आधुनिक शिक्षा पाएर मात्रै मानिस संस्कारयुक्त हुन्छ भन्ने छैन । अहिलेको आधुनिक शिक्षाले डिग्रीको प्रमाण पत्र त थमाउँछ तर संस्कार दिन बिर्सको छ । अनुशासन, सामाजिक सदभाव र सदाचारको संस्कार नपाएका विद्यार्थीहरू पलासका फूल जस्तै हुन् । हाम्रो समाजमा अहिले असल संस्कार र सदभाव खड्किँदै गएको पाइन्छ । यो दुःखलाग्दो पक्ष हो ।

३.४ घरपरिवारको पुँजी

घरपरिवार तथा समुदायको आजीविकाको लागि आवश्यक पर्ने निम्नलिखित पुँजीको पहिचान गरिएको छ :

प्राकृतिक पुँजी : प्रकृतिमा निशुल्क उपलब्ध वन जङ्गल, नदी नाला, ताल, माछा, झर्ना, समुद्र, पहाड, हिमाल, तराई, मधेश, वन्यजन्तु, जडीबुटी, हावा, वर्षा, सूर्यको प्रकाश, आकाश, ढुङ्गा, गिट्टी, बालुवा, जमिनमा स्वामित्व, उर्वर माटो, खनिज पदार्थ आदिलाई प्राकृतिक पुँजी भनिन्छ । प्राकृतिक पुँजी जनजीविकाका लागि महत्त्वपूर्ण स्रोत हुन् । जहाँ प्रसस्त प्राकृतिक पुँजीको उपलब्धता

हुन्छ तुलनात्मक रूपमा त्यहाँको जनजीविका सहज हुन्छ । वन जडुगलमा आश्रित जनसमुदायका लागि प्राकृतिक स्रोतहरू वरदान नै हुन् ।

विश्व मानचित्रको अनुपातामा नेपालले ओगटेको भूभाग केवल ०.१ प्रतिशत मात्र रहेको छ । यति सानो क्षेत्रफलमा पनि विश्वमा पाइने ९,०४० चराका प्रजाति मध्ये ८८४ प्रजाति, ४,००० प्रजातिका स्तनधारीमध्ये १८१ प्रजाति, १,१२,००० पुतली/पतङ्गमध्ये ६३५ पुतली र २,२५३ पतङ्ग, १,८१५० प्रजातिका माछामध्ये १८५ प्रजाति, ६,३०० घस्रने जनावरमध्ये १०० प्रजाति, २,२०,००० सपुष्पकमध्ये ५,८०६ प्रजाति नेपालमा पाइएका छन् । जैविक विविधताको हिसाबले हाम्रो देश नेपाल विश्वमा २५ औं स्थानमा रहेको छ भने एसियामा ११ औं स्थानमा रहेको छ । समग्रमा हालसम्म उपलब्ध तथ्याङ्कअनुसार जैविक विविधताको हिसाबले हाम्रो देश नेपालको योगदान २.९७ प्रतिशत रहेको देखिन्छ । उत्तर दक्षिण औषत १९३ किलोमिटर र पूर्व पश्चिम ८८५ किलोमिटर क्षेत्रमा फैलिएको मुलुक नेपालको भौगोलिक र जलवायुमा भएको विषम स्वरूपभित्र अनुपातिक रूपले जैविक स्रोतको विविधता व्यापक रहेको छ । नेपालको वनक्षेत्र कुल क्षेत्रफलको ४५.३१ प्रतिशत रहेको छ । दक्षिण एसियामा भुटानपछि नेपाल वनले ढाकेको क्षेत्रफलको हिसाबले दोस्रो स्थानमा पर्दछ ।

नेपालले हिमालय जैविक विविधता केन्द्रको लगभग दुईतिहाइ भूक्षेत्र ओगटेको छ । त्यसकारण नेपाल जैविक विविधताका लागि विश्वकै एउटा केन्द्र हो, जहाँ सानो भूगोलमा जीवनका अद्वितीय विविधताहरू पाइन्छन् । नेपाल जैविक विविधता रणनीति तथा कार्ययोजना, २०१४-२०२० अनुसार नेपालमा १ हजार ८ सय २२ प्रजातिका च्याउ, ११ हजार ८ सय ६१ प्रजातिका जीवजन्तु र १० हजार १ सय ४९ प्रजातिका वनस्पति पाइन्छन् । जसमध्ये २ सय ८४ प्रजातिका रैथाने (इन्डेमिक) वनस्पति पाइन्छन् । तर, पछिल्लो अनुसन्धानले नेपालमा पाइने रैथाने प्रजातिका वनस्पतिको सङ्ख्या ३ सय १२ देखाएको छ । नेपालमा नयाँ प्रजातिहरू पत्ता लाग्ने क्रम र अन्यत्र पनि पाइने तर यहाँ त्यसको पहिचान हुने क्रम जारी रहेकाले यो सङ्ख्या अझै उच्च हुन सक्ने सम्भावना छ (उडलसन, सन १९८८, हाडा, २०५९) । नेपालको प्राकृतिक स्रोतमध्ये वन, जैविक विविधता तथा जलाधार क्षेत्र प्रत्यक्ष रूपमा नेपालीको जीविकोपार्जनसँग जोडिएको महत्त्वपूर्ण विषय हुनाले भूपरिधिस्तर सुधारसहित दिगो व्यवस्थापनमार्फत आय र रोजगारी वृद्धि गरी मुलुकको समृद्धिमा महत्त्वपूर्ण योगदान पुऱ्याउने सम्भावना छ । सङ्घीय संरचनाअनुसार तीनै तहका सरकार क्रियाशील रहेका हुँदा वन तथा जैविक विविधता संरक्षण र व्यवस्थापनमा स्रोतसाधनको उपलब्धता सहज हुनुका साथै अपनत्वमा समेत वृद्धि हुने अवस्था छ ।

मानवीय पुँजी : मानवीय पुँजी भनेको मानिसको चेतनाको स्तर, शैक्षिकस्तर, सभ्य संस्कार हो । मानिस जति गुणी, सहयोगी, सदाचारी, असल र व्यवहारिक हुन्छ त्यति नै सभ्य भएको मानिन्छ । जनजीविकाका लागि मानवीय ज्ञान, सिप, प्राविधिक शिक्षा, व्यवसायिक तालिम, असल संस्कार, रैथाने प्राविधिक ज्ञान तथा सिप, इमान्दारिता, सामुदायिक मेलमिलाप, सदभाव, आपसी सहयोग, अरुको सम्मान गर्ने संस्कृति आदि मानवीय पुँजी हुन् । मानवीय पुँजी राम्रोसँग विकास भएको खण्डमा जनजीविका सहज हुन सक्दछ । राष्ट्रिय जनगणना २०७८ अनुसार १५ देखि ५९ वर्ष सम्मको श्रमशक्ति कुल जनसङ्ख्याको ६२ प्रतिशत रहेको छ । यो जनसाङ्ख्यिक लाभ हो । यसको सही रूपमा प्रयोग हुन सकेमा आर्थिक संवृद्धिमा ठुलो टेवा पुग्दछ । आर्थिक क्रियाकलापमा संलग्न जनसङ्ख्या १ करोड ४९ लाख ८३ हजार ३ सय १० मध्ये पेसागत रूपमा सबैभन्दा बढी कृषि, वन र माछापालनमा ५०.१ प्रतिशत, प्राथमिक पेसामा २३ प्रतिशत जनसङ्ख्या संलग्न छन् । त्यसैगरी, सेवा तथा वस्तु विक्रीमा ५.८ प्रतिशत, शिल्पकला तथा कालीगढमा ५.६ प्रतिशत र अन्यमा १५.५ प्रतिशत जनसङ्ख्या संलग्न छन् (राष्ट्रिय तथ्याङ्क कार्यालय, २०७८) ।

सामाजिक पुँजी : मानिस एक सामाजिक प्राणी भएको हुँदा सहयोगी समुदाय, अशल छिमेकी, गुठी, सहकारी, उपभोक्ता समूहको सदस्यता, दान, दक्षिणा, कुल पूजा गर्ने बन्धु सङ्घ संस्थाको सदस्यता, संयुक्त परिवार, भाइचारा सम्बन्ध, नातागोता वा इष्टमित्र, मावली, ससुराली, मितेरी साइनो, आदि सामाजिक पुँजी हुन् । प्राकृतिक विपद्, दुःख कष्ट र महामारी भएको बेलामा सामाजिक पुँजीले महत्त्वपूर्ण सहयोगी भूमिका खेल्दछ ।

आर्थिक पुँजी : जनजीविकाका लागि आर्थिक कुरा जस्तै पैसा, बैंकको ऋण, बचत तथा ऋण सहकारीको सदस्यता, बजारमा पहुँच, रोजगारी, श्रमको ज्याला, पेन्सन, उपादान, सेयर आदि आर्थिक पुँजी हुन् । जनजीविकाका लागि आर्थिक पुँजी अति नै

महत्त्वपूर्ण कुरा हो । यदि आर्थिक पुँजी सवल भएको खण्डमा जनजीविका पनि सहज हुन सक्दछ । अर्थ मन्त्रालयका अनुसार आर्थिक वर्ष २०७५/०७६ को अन्त्यसम्ममा निरपेक्ष गरिबीको रेखामुनी रहेको जनसङ्ख्या १८.७ प्रतिशत रहेकोमा हालसम्म यस्तो जनसङ्ख्या १५.१ प्रतिशत रहेको अनुमान छ । साथै, बहुआयमिक गरिबीमा रहेको जनसङ्ख्या १७.४ प्रतिशत रहेको छ (अर्थ मन्त्रालय, २०८०) । उपलब्ध आर्थिक पुँजीको न्यायपूर्ण प्रयोग हुन नसकेको हुनाले गरिबीलाई अपेक्षित रूपमा सम्बोधन गर्न नसकिएको हो ।

राजनीतिक पुँजी : जनजीविकाका लागि राजनीतिक पुँजी एउटा शक्ति संरचनासँग जोडिएको विषय भएकोले यसबाट विभिन्न अवसरहरू सिर्जना गर्न सकिन्छ । यदि कुनै व्यक्ति राजनीतिक दल, नेता अथवा राज्यका विशिष्ट ओहोदामा रहेका पदाधिकारीहरूसँगको सम्बन्धले जनजीविकाका लागि महत्त्वपूर्ण सहयोगी भूमिका खेल्न सक्दछ । जनजीविकाको प्रत्याभूति हुनको लागि राजनीतिक सङ्कल्प चाहिन्छ जसले विकास निर्माणद्वारा, आर्थिक उन्नतीमा सहजता ल्याउन सक्दछ । सुशासन राजनीति पुँजीसँग सम्बन्धित सवाल हो सुशासन कायम गर्नु भनेको उपलब्ध स्रोतलाई उचित तवरले व्यवस्थापन र उपयोग गरेर जनजीविकाको प्रत्याभूति गर्नु हो । सुशासनका तत्वहरू भनेका सहभागिता, विधिको शासन, पारदर्शिता, उत्तरदायी, सहमतिरित उन्मुख, समता र समावेशिता, प्रभावकारिता र दक्षता, जवाफदेहिता र रणनीतिक दूरदृष्टि हुन् (एक्सनएड नेपाल, २०६७) ।

न्यायिक पुँजी : जनजीविकाका लागि व्यवसायमैत्री नीति, ऐन, कानून, कार्यविधि, समयमै न्याय दिन सक्ने न्यायालयको आवश्यकता पर्दछ । न्याय छिटो छरितो, सर्वसुलभ र सर्वसाधारणको पहुँचमा हुनुपर्दछ । ढिलो न्याय पाउनु भनेको न्याय नपाउनु सरह हो । सबैलाई न्यायमा समान पहुँच हुनुपर्दछ । जात, वर्ण, लिङ्ग, धर्म, भाषा, उमेर, राजनीति आस्था, व्यवसाय, भूगोल आदिका आधारमा कसैलाई पनि भेदभाव गर्नु हुँदैन । मानव अधिकारको संरक्षण गरिनु पर्दछ, र यो अधिकार विशेषगरी अल्पसङ्ख्यकहरूको हितमा हुनुपर्दछ । प्राध्यापक डायसीले न्यायको शासनको निम्नअनुसार तीन तर्क अघि सारेका छन् :

- क) सरकारसँग कुनै निरङ्कुश शक्ति हुँदैन ।
- ख) कानूनको अगाडि सबै बराबर हुन्छन् ।
- ग) संवैधानिक कानून साधारण कानूनको नतिजा हो ।

तर, व्यवहारमा शतप्रतिशत यस्तो अवस्था सर्वसाधारण जनताले कम्मै अनुभव गर्न पाएको कुरा सुन्न पाइन्छ । तथापि हामी आशावादी हुनुपर्छ । सङ्घीय लोकतान्त्रिक गणतान्त्रिक तीन तहका सरकारले जनताको आकाङ्क्षा पूरा गर्न सक्दो पहल गरिरहेको अवस्था छ ।

पर्यावरण तथा वातावरणीय पुँजी : मानिसका लागि यो एउटा प्रकृति प्रदत्त महत्त्वपूर्ण कारक तत्व हो । पर्याप्रणाली तथा वातावरणले जनजीविकाका लागि नभई नहुने चिज हावा (अक्सिजन), पानी, सूर्यको प्रकाश, स्वच्छ आकाश, बोट विरुवा, जङ्गली पशुपन्छी, माछा, नदी, ताल आदि हुन् । तर यी पञ्चतत्त्व प्रदूषित भएकाले अहिले कष्टसाध्य अवस्थामा रहेको पाइन्छ । वातावरणीय असन्तुलन भएकोले तापाक्रम वृद्धिको कारणले जलवायुजन्य परिवर्तनले यो पृथ्वी बस्न लायक हुन गएको देखिँदैन । जलवायुजन्य परिवर्तनले जनजीविकामा ठुलो चुनौती पैदा गरेको छ ।

लैङ्गिक समानता तथा सामाजिक समावेशीकरण पुँजी : महिला र पुरुषमा समानता तथा सामाजिक समावेशीकरण दिगो जनजीविकाका लागि धेरै महत्त्वपूर्ण सवाल हो । महिला तथा पुरुष समाजमा अमन चयन र शान्ति स्थापनाका लागि रथका दुई पाङ्गा जस्तै हो । अहिलेको विद्यमान अवस्था महिलामैत्री भएको देखिँदैन । परिवारको चल तथा अचल सम्पत्तिमा महिलाको समान पहुँच र नियन्त्रण छैन । नेपाली समाज अझ पनि पितृसत्तात्मक संरचनामा आधारित छ । परिवार तथा समुदायमा पुरुषको हालीमुहाली हुँदै आएको देखिन्छ । अझै पनि नीति निर्माण र राजनीतिक नेतृत्वको निर्णायक तहमा पुरुषकै वर्चस्व छ । महिलाको उत्थानका लागि शिक्षा, स्वास्थ्य र रोजगारीमा बढी ध्यान दिनुपर्ने हुन्छ ।

सभ्यता तथा सांस्कृतिक पुँजी : सभ्यता भनेको तत्कालीन समाज, राष्ट्र तथा मानवजातिद्वारा सिर्जित सामाजिक, आर्थिक, पूर्वाधार, ऐतिहासिक भौतिक तथा सांस्कृतिक सम्पदा, सरकार सञ्चालन प्रणाली, उद्योग र विज्ञान तथा प्रविधिको उच्चतम विकास वा प्रगतिको प्रतिबिम्ब हो । संस्कृति भनेको मानवद्वारा निर्मित समस्त भौतिक तथा अभौतिक वस्तुहरूका समष्टि हो । यसले त्यस

बेलाको समग्र मूर्त तथा अमूर्त कलाकृतिको विकास प्रक्रियाको चित्रण गर्दछ । खासगरी, संस्कृति नियमबद्ध, समयबद्ध र प्रतिबद्ध व्यवहारको समष्टि हो, जसले मानव व्यवहारलाई निर्देशित गर्छ । मानिसमा सिक्ने सिकाउने प्रवृत्ति रहने हुँदा नियमप्रतिको प्रतिबद्धताले नै संस्कृति जीवित रहन्छ । पुर्खाद्वारा आफ्नो ज्ञान र क्षमताबाट सिर्जित जीवनशैली समग्रमा संस्कृति हो ।

पुरातात्विक उत्खनन् र अन्वेषणका आधारमा तात्कालीन सभ्यता तथा सांस्कृतिक पुँजीको अवस्था थाहा पाउन सकिन्छ । के गर्दा मानिसको हित हुन्छ र के गर्दा अहित हुन्छ भन्ने सोचेर नै प्रकृति र समाज, संस्कृति र सदाचारको समस्यालाई समाधान गर्नुपर्ने हुन्छ । मानिसका व्यावहारिक अनुभवहरू व्यक्तिको आचारण र समाजको मर्यादा मिसिदै नैतिक शिक्षाको थालनी र विकास मानव सभ्यतासँगै भइआएको छ । नेपाली समाज कर्णालीको सिन्जा खस सभ्यता, बुद्धकालीन शाक्य सभ्यता, किरातकालीन किरात सभ्यता, मिथिलाको जनककालीन सभ्यता, मगरात सभ्यता, तमुवान सभ्यता, काठमाडौँ उपत्यकाको गोपाल, लिच्छवी र मल्लकालीन सभ्यता, शैव, शाक्त र अन्य धेरै सभ्यताहरूको समिश्रण हो । दिगो जनजीविकाका लागि आफ्नो मौलिक सभ्यता तथा सांस्कृतिक पुँजीको जगमा टेकेर मात्र अधि बढनुपर्दछ । भूमण्डलीकरण तथा पश्चिमा सभ्यता र संस्कृतिको प्रभावले नेपाली समाजको रैथाने सभ्यता र संस्कृतिमा तीव्र रूपले अतिक्रमण हुँदै छ । यस कुरामा समयमै संरक्षणको पहल गर्न सकिएन भने नेपाली मौलिक सभ्यता र संस्कृति लोप भएर जाने खतरा छ । विगतमा नेपाल लगायत हिन्दकुश हिमालय क्षेत्र नै सम्पन्न थियो । हिमालयबाट बग्ने नदीहरू जहाँसम्म पुग्दछन् त्यस ठाउँसम्म हिमालयन सभ्यताले ओगटेको क्षेत्र मात्र सकिन्छ । हिमालय शृङ्खलामा मुहान भई बग्ने नदीहरू यस क्षेत्रका धमनीहरू हुन् । यिनीहरूको सहारामा यस क्षेत्रका जनताको जीविका चल्दै पूर्वीय सभ्यता र संस्कृतिको विकास हुँदै आएको हो । तर पछि गएर त्यो सम्पन्नता दिगो रूपमा टिकाउन सकिएन । सत्य कुरा के हो भने शक्ति, सत्ता र संवृद्धि सधैं एकै ठाउँ, एउटै समुदाय र एउटै व्यक्तिसँग मात्रै टिकी रहँदैन । यो प्रकृति र समाज विज्ञानको नियम नै हो । संसारको ऐतिहासिक तथ्यहरूले पनि यस्तै बताउँछन् ।

यस हिमवत क्षेत्रमा अहिले तीव्ररूपमा पश्चिमा महाशक्ति र एसियाका उदयमान महाशक्तिका विचमा टकराव चल्दै छ । यस द्वन्द्वमा नेपाल “सडिको जुधाई बाच्छाको मिचाई” जस्तै हुने खतरा बढ्दै छ । यसबेला नेपाल जस्तो देशले आफ्नो पक्षमा कसरी यी शक्ति राष्ट्रहरूबाट लाभ लिन सकिन्छ भनेर चनाखो हुनुपर्ने अवस्था आएको छ । नेपाल सामरिक महत्त्वको क्षेत्रमा पर्दछ । आफ्नो अस्मिता, सार्वभौमसत्ताको रक्षा गर्न र आर्थिक, सामाजिक विकास र पूर्वाधार निर्माणको कामलाई द्रुत रूपमा अधि बढाउन राजनीतिक नेतृत्वले कुटनीतिक चातुर्यता प्रदर्शन गर्ने बेला आएको छ । यसका लागि नेपालको एकीकरण अभियन्ता पृथ्वीनारायण शाहबाट पूर्वाग्रह नलिई शिक्षा लिन सकिन्छ । नेपालले “आफ्नो रैथाने ज्ञान, सभ्यता तथा संस्कृतिको जरा र आधुनिक विज्ञानको टुप्पो ग्राफ्टीङ” गरेर विकासको मोडेल तयार गर्न सके दिगो हुने देखिन्छ ।

४. आर्थिक तथा सामाजिक रूपान्तरण

मानिसहरूमा असङ्ख्य इच्छा तथा आकाङ्क्षा हुन्छन् । तथापि मानिसमा इच्छा मात्रै भएर पुग्दैन, कर्मका लागि निरन्तर प्रयास गर्नुपर्छ । प्रयास गरेर मात्र पुग्दैन, काम सुरु गर्नुपर्छ । काम सुरु गरेर मात्र पुग्दैन, सम्पन्न पनि गर्नुपर्ने हुन्छ । काम सम्पन्न गरेर मात्र पुग्दैन, गुणस्तरीय पनि हुनुपर्दछ । गुणस्तरीयताको सुनिश्चितताले मात्र पुग्दैन, मानिसको जीवनमा सापेक्षित परिवर्तन आउनुपर्दछ । मानिसको जीवनमा परिवर्तन गरेर मात्र पुग्दैन, समाजले भन्न सक्ने, देख्न सक्ने र अनुभव गर्न सक्ने आर्थिक र सामाजिक रूपान्तरण हुनुपर्दछ । मानिसको जीवनमा आएको आर्थिक र सामाजिक रूपान्तरणले मात्र समाजमा दिगो प्रभाव पर्दछ । तर आर्थिक र सामाजिक रूपान्तरणको यात्रा छिटो र सजिलो भने छैन । यस्का लागि त दृढ सङ्कल्प, व्यवस्थित, सिर्जनशील, व्यावहारिक, मर्यादित, सुरक्षित, अनुशासित र सचेत सत्कर्मको आवश्यकता पर्दछ । सामाजिक रूपान्तरणको वक्ररेखाको यात्रामा आफूलाई निरन्तर समाहित गर्दै, खारिँदै र गल्लिबाट सिक्दै जाने मानिस नै सदा सुखी हुन्छ । जनसमुदाय नै आर्थिक र सामाजिक रूपान्तरणका निर्णायक शक्ति हुन् । जनसमुदाय भनेका गरी खाने वर्ग वा श्रमिक, साना किसान, सामाजिक कार्यकर्ता, निम्न तहका कर्मचारी, खुद्रा व्यापारीहरू, निर्माण कर्मी र लघु उद्यमीहरू हुन् । देशमा राष्ट्रिय पुँजीपति वर्गको विकास भएमा मात्र अर्थतन्त्र सबल हुन्छ । देशको समग्र विकासका लागि राष्ट्रिय पुँजीको विकासमा ध्यान दिनुपर्ने देखिन्छ ।

समाजमा आर्थिक र सामाजिक रूपान्तरण दिगो भएमा मात्र राजनीतिक उपरिसंरचना (राज्य सत्ता) पनि टिकाउ हुन्छ । आर्थिक, समाजिक र राजनीतिक प्रणाली एक अर्कासित अन्तरसम्बन्धित हुन्छन् । जनसमुदाय नै आर्थिक सामाजिक विकासका निर्णायक शक्ति, गतिशील र इतिहासका वास्तविक निर्माता हुन् । जहाँ जनसमुदायमा भर गरेर, उनीहरूको अर्थपूर्ण सहभागिता, स्थानीय नेतृत्व र उनीहरूकै पहलमा आफ्नो अधिकार प्राप्तिका लागि भेदभाव रहेको सामाजिक संरचनामा आमूल रूपान्तरणको काम गरिन्छ त्यही नै विकासको दिगोपना सम्भव हुन्छ । भिख मागेर र अर्काको भर परेर कहिल्यै पनि देशको विकास हुन सक्दैन । दूरदर्शी र सक्षम नेतृत्वमा दिगो आर्थिक र सामाजिक रूपान्तरणद्वारा मात्र जनजीविकाको प्रत्याभूति हुन सक्दछ ।

खाद्यान्न तथा पोषण सुरक्षा, स्वच्छ पिउने पानी, स्वास्थ्य, शिक्षा, रोजगारी, आवास, राज्य सत्तामा पहुँच, निर्णय प्रक्रियामा सहभागिता, पर्यावरण तथा वातावरणीय सन्तुलन, स्वतन्त्रता, विधिको शासन, नागरिकको व्यक्तिगत सुरक्षा, योग तथा ध्यानशालाको सुविधा, सामाजिक समानता तथा सामाजिक न्याय, सुशासन तथा प्रभावकारी सेवा प्रवाह, शान्ति र खुसी भएमा घरपरिवार तथा समुदायको जनजीविकामा सामाजिक तथा आर्थिक रूपान्तरण हुन सक्दछ । यसका लागि व्यक्ति, परिवार, समुदाय, राज्यका तीन तहका सरकार र अन्तर्राष्ट्रिय समुदायको पनि सहयोग आवश्यकता पर्दछ । जनजीविका भनेको बहुआयमिक सवाल हो । जनजीविकाका वास्तविक प्रत्याभूति हुनका लागि विभिन्न सरोकारवालाहरू जस्तै राज्य, निजी क्षेत्र, सहकारी, नागरिक समाज, परिवार, समुदाय, अन्तर्राष्ट्रिय समुदाय आदिको महत्त्वपूर्ण भूमिका हुन्छ । हरेक नागरिक सामाजिक रूपले सचेत, आर्थिक रूपले उच्च आयआर्जन, राजनीतिक रूपले सङ्गठित र सशक्तीकरण, सांस्कृतिक रूपले पहिचानयुक्त, भाषा, साहित्य, विज्ञान र प्रविधिमा उन्नत, मनोवैज्ञानिक रूपले उच्च मनोबल, हिम्मतिलो र साहसिक हुनुपर्दछ । हाम्रो विरासत सुसम्पन्न भएपनि अहिले आएर त्यो सामाजिक मान मर्यादा, आत्मसम्मान, सदाचार, उच्च नैतिकता, अनुशासन कायम हुन सकेको अवस्था छैन ।

५. निष्कर्ष

जनजीविका भनेको कृषि तथा गैह्र कृषिको माध्यमबाट जनताको रोजी रोटीको व्यवस्था, सन्तुलित आहार, स्वच्छ वातावरण, सामाजिक सुरक्षा, र मनोरञ्जनको पनि अधिकार प्राप्त हो । वास्तवमा जनजीविका भनेको मानवले बाँच्न पाउने अधिकारको प्रत्याभूति हो । जनजीविका आधारभूत मानव अधिकार हो । यो बाँच्न पाउने नैसर्गिक मानव अधिकारलाई लोककल्याणकारी राज्यले सुनिश्चित गर्नुपर्छ । भनिन्छ "स्वस्थ माटो→स्वस्थ विरुवा→स्वस्थ पशु→स्वस्थ मानव ।" यसबाट के बुझ्न सकिन्छ भने मानिस स्वस्थ हुन स्वस्थ माटो, स्वस्थ विरुवा, र स्वस्थ पशु हुनु आवश्यक रहेछ ।

घरपरिवार तथा समुदायको जनजीविका मानिसलाई जिउनका लागि अति नै आवश्यक आर्थिक तथा सामाजिक सवाल हो । यो मानवको बाँच्न पाउने आधारभूत मानव अधिकारसँग सम्बन्धित छ । जनजीविकाका विभिन्न ढाँचाहरू विकास गरिएको भए तापनि तिनीहरूले नेपाली किसान, मजदुर, गरिव वर्ग, महिला, दलित, जनजाति, अल्पसङ्ख्यक समुदायको हित अनुकूल तालमेल खाएको देखिँदैन । त्यसैले नेपाली परिवेशमा जनजीविकाका एउटा ढाँचा विकास गरिएको छ । यसमा ऐतिहासिक पृष्ठभूमि, जनजीविकाका रणनीतिहरू, त्योसँग सम्बन्धित पुँजीको विस्तृत रूपमा व्याख्या तथा विश्लेषण गरिएको छ । जनजीविकाका रणनीतिक आधारमा आर्थिक तथा सामाजिक रूपान्तरण कसरी हुन सक्दछ भनी स्पष्ट रूपमा जीवन जिउन अति आवश्यक पर्ने आहार तथा पोषण सुरक्षा, स्वच्छ पिउने पानी, स्वास्थ्य, शिक्षा, रोजगारी, आवास, निर्णयप्रक्रियामा सहभागिता, वातावरणीय सन्तुलन, स्वतन्त्रता, विधिको शासन, व्यक्तिगत सुरक्षा, योग तथा ध्यान, सामाजिक समानता तथा सामाजिक न्याय, सुशासन तथा प्रभावकारी सेवाप्रवाह, शान्ति र खुसीको बारेमा प्रत्याभूति हुनुपर्दछ भनेर किटान गरिएको छ ।

जनताको आय वृद्धि गर्नका लागि विशेष गरी कृषि वस्तुहरू मूल्य शृङ्खलामा आधारित भएर बजारीकरण गर्न सकेको खण्डमा मुनाफा धेरै कमाउन सकिन्छ । नेपाली किसान तथा उद्यमीहरूले यस क्षेत्रमा निकै काम गर्नुपर्ने आवश्यकता देखिन्छ । साथै सङ्घीय, प्रदेश र स्थानीय सरकारले मूल्य शृङ्खलामा आधारित भई उद्योग व्यवसाय सञ्चालन गर्न व्यवसायमैत्री नीति, ऐन, कानून, निर्देशिका तर्जुमा गरी बैंकको व्याज सरल र बजारीकरणमा सहजीकरण गर्नुपर्ने देखिन्छ । मूल्य शृङ्खलामा आधारित भई कृषिमा आधारित उद्योग व्यवसाय सञ्चालन गर्न सकेको खण्डमा देशमा नै रोजगारी सिर्जना गर्न सकिन्छ ।

प्रकृति विरोधी मानवीय गतिविधिका कारणले तापाक्रम वृद्धि भई जलवायु परिवर्तन भएको हुँदा सम्पूर्ण पृथ्वीमा पाइने वनस्पति, पशुपन्छी, मानव जीवनमा नै नकारात्मक असर परेको छ । हरेक आर्थिक क्रियाकलाप गर्दा जलवायुमैत्री व्यवहार अपनाउनुपर्ने

टडकारो आवश्यकता छ । नेपाल सबभन्दा बढी जलवायु परिवर्तनको जोखिममा परेको देश हो । यो जलवायु परिवर्तन हाम्रो आफ्नो कारणले नभई अन्य छिमेकी मुलुकहरू र औद्योगिक राष्ट्रहरूको प्रकृतिमाथि अति दोहन भएका कारण सिर्जना भएको हो । त्यसैले नेपालले यसको क्षतिपूर्ति पाउन दोषीहरूसँग नीतिगत लविड तथा पैरवीमार्फत माग दाबी गर्नुपर्दछ । प्रकृतिका सामु सबै प्राणीहरू एकै हुन् । हरेक प्राणीको बाँच्न पाउने नैसर्गिक अधिकार हो । यो धर्तीमा हरेक जीवको पर्यावरण प्रणालीमा आफ्नो विशेष भूमिका हुन्छ । यसलाई हरेक नागरिकले सम्मान गर्न सिक्नुपर्छ । अहिंसा, करुणा, मैत्री, अरुको सम्पत्तिमा लोभ नगर्ने, प्रकृतिप्रति प्रेम, सत्य वचन, श्रमप्रति सम्मान, कर्मयोगी, शाकाहारी भोजन, सकारात्मक सोच र व्यवहार, लागु पदार्थको सेवन गर्नबाट टाढा रहने आदि मानवीय गुणको विकास गर्न सकेमा विश्वमा शान्ति, अमन चैन, सुव्यवस्था, सदाचार, सुशासन, संवृद्धि र वातावरणीय न्याय हासिल हुन सक्दछ । यो अभियान आफैबाट सुरु गरी व्यवहारमा प्रदर्शन गर्ने सङ्कल्प गरौं । नेपालले रैथाने ज्ञान, सभ्यता तथा संस्कृतिको जरा र आधुनिक विज्ञानको कोपिलासँग जोडेर विकासको मोडेल तयार गर्न सके दिगो हुने देखिन्छ । यो आजको आवश्यकता हो । जनसमुदायमा भर गरेर, उनीहरूकै अर्थपूर्ण सहभागिता, स्थानीय नेतृत्व र जनताकै पहलमा आफ्नो हक अधिकारका लागि आमूल रूपान्तरणको काम गरिन्छ त्यही नै जनजीविका र विकास दिगो हुन्छ । अहिले पनि नेपाली समाज पुरुष प्रधान, जातीय भेदभाव, छुवाछुत, उचनीच, वर्गीय शोषण र दमनमा पि्लिसिएकै अवस्थामा छ । यसका लागि सामाजिक समानता र न्यायको अभियान अझै सञ्चालन गर्नुपर्ने आवश्यकता छ ।

सन्दर्भ सामग्री

- अर्थ मन्त्रालय । (२०८०) । आर्थिक सर्वेक्षण २०७९/८० । सिंहदरवार, काठमाडौं : नेपाल सरकार, अर्थ मन्त्रालय ।
- आफानास्येभ, भिक्टर । (अनु. मास्के, राजेन्द्र) । (२०५४) । दर्शनशास्त्रको प्रारम्भिक ज्ञान । काठमाडौं : युनाइटेड ग्राफिक प्रिन्टर्स प्रा.लि. ।
- एक्सनएड नेपाल । (२०६७) । स्थानीय लोकतन्त्र निर्माण नागरिक शिक्षा स्रोत पुस्तिका । काठमाडौं : एक्सनएड नेपाल ।
- राष्ट्रिय तथ्याङ्क कार्यालय । (२०७८) । राष्ट्रिय जनगणना २०७८ संक्षिप्त नतिजा । काठमाडौं : राष्ट्रिय तथ्याङ्क कार्यालय ।
- वैद्य, मोहन । (२०७४) । हिमाली दर्शन । ललितपुर : साझा प्रकाशन ।
- हाडा, गम्भीरवहादुर । (२०५९) । नेपालमा जैविक विविधताको स्थितिको सामान्य विश्लेषण । काठमाडौं : पर्यावरण, वर्ष १०, अङ्क १७ : २७-२९ ।
- श्रेष्ठ, सिद्धेश्वरमान । (२०६४) । महत्त्वपूर्ण राजनीतिक शब्दज्ञान । काठमाडौं : सावित्री श्रेष्ठ ।

श्रमिक सहकारीको अवधारणा र नेपालमा यसको सम्भावना

बलराम निरौला

सचिव, प्रदेश नीति तथा योजना आयोग

(Email: niraulabr1969@gmail.com)

(Article Type: General Article)

१. श्रमिक सहकारीको पृष्ठभूमि

उन्नाइसौं शताब्दीको पूर्वार्धमा युरोपमा भएको औद्योगिक क्रान्तिको कारण कृषि क्षेत्रबाट रोजगारीको अवसर औद्योगिक क्षेत्रमा सर्न गयो । औद्योगिक क्षेत्र सीमित भएको, हातले गरिरहेका काम मेसिनबाट हुन थालेपछि श्रमको ज्याला घटेको र कामबाट मजदुरहरू विस्थापित हुने अवस्था सिर्जना भई श्रमजीवी मजदुरहरूको जीवनस्तर अत्यन्त दयनीय बन्न पुग्यो । यस अवधिमा मजदुरहरूले आफ्नो दिगो, सम्मानित र उपयुक्त कार्य वातावरणसहित शोषणविहीन रोजगारीका लागि विभिन्न प्रयासहरू गर्न थाले । श्रमिकहरूबाट भएको यस अभियानको फलस्वरूप मजदुर सङ्गठनहरूको जन्म भयो । मजदुरहरूको सङ्गठित अभियानको उद्देश्य श्रमिकहरूको सामूहिक सङ्गठन निर्माण गरी सोको माध्यमबाट राम्रो कार्य वातावरणको निर्माण, मजदुरहरूको स्वास्थ्य सुरक्षा, सामाजिक सुरक्षा, र उचित ज्याला लगायतका विषयहरूमा कानून तर्जुमा गरी लागुसमेत गर्नका लागि सरकारलाई दबाव दिनु थियो । यसै अभियानबाट शासन सञ्चालनमा श्रमिक वर्गकोसमेत सहभागिता गराउने उद्देश्यले श्रमिक वर्गको प्रतिनिधित्व गरी उनीहरूकै हितमा काम गर्ने राजनीतिक पार्टीहरूसमेत स्थापना भएको देखिन्छ । यस परिप्रेक्षमा औद्योगिक क्रान्तिको असरबाट आफू सुरक्षित हुन, आफ्नो रोजगारीलाई दिगो र सुरक्षित राख्न तथा सङ्गठित भई आफ्नै स्वामित्व र नियन्त्रणमा व्यवसाय सञ्चालन गर्ने क्रममा श्रमिक सहकारीको अवधारणाको विकास भएको हो ।

२. श्रमिक सहकारीको अवधारणा

सदस्यको स्वामित्व, नियन्त्रण एवम् सदस्यले नै फाइदा पाउने व्यावसायिक सङ्गठनको रूपमा सहकारी संस्थाहरू रहेका हुन्छन् । सदस्यहरूबाटै पुँजी निर्माण गरी उनीहरूको पेसा व्यवसायसँग सम्बन्धित रहेर उत्पादन, बजारीकरण, रोजगारी र उपभोगमा सामूहिक प्रयासको माध्यमबाट उत्पादन र वितरणको लागत घटाउने तथा उत्पादनमा परिमाण र गुणस्तरीयता कायम गरी सदस्यहरूलाई लाभान्वित गराउने कार्य सहकारी व्यवसायमा गरिन्छ । सहकारी व्यवसायले सदस्यको व्यवसायमा प्रतिफल सिर्जना गरी फाइदा पुऱ्याउने दुईओटा विधिहरू छन् : संयुक्त खरिद र संयुक्त विक्री विधि । संयुक्त खरिद विधिको माध्यमबाट सदस्यका लागि आवश्यक उत्पादनका साधनहरू तथा उपभोग्य सामग्रीहरू संयुक्त रूपमा खरिद गरी उत्पादन र उपभोग्य सामग्रीमा गुणस्तरीयता र उचित मूल्य कायम गराई उत्पादन र उपभोगको लागत घटाउने तथा संयुक्त विक्री विधिको माध्यमबाट सदस्यको उत्पादनलाई सामूहिक रूपमा बजारीकरण गरी उत्पादन विक्रीमा सहजता तथा बजारीकरण लागतसमेत कम गराई अधिकतम बजार मूल्यमा वस्तु विक्री गर्न सकिन्छ । यसरी सदस्यको उत्पादन र बजारीकरणमा सामूहिक प्रयासको माध्यमबाट भएको सदस्यको आर्जनलाई संयुक्त खरिद विधिको माध्यमबाट खरिद गरिएको उपभोग्य वस्तु उपलब्ध गराई सदस्यलाई बचत गराउने र व्यक्तिगत बचतलाई एकीकृत गरी सस्थागत पुँजी निर्माण गर्दै निरन्तर रूपमा व्यवसाय सञ्चालन गर्नेगरी सदस्य केन्द्रित व्यवसायको रूपमा सञ्चालन गरिन्छ ।

सहकारिताको यस मर्मअनुसार सहकारी व्यवसाय सञ्चालन हुनका लागि वस्तुको प्राथमिक उत्पादक, वास्तविक श्रमिक र अन्तिम उपभोक्ताहरू संलग्न भएर सहकारी व्यवसाय सञ्चालन गर्नुपर्दछ । सहकारिताको माध्यमबाट प्राथमिक उत्पादकले आफ्नो उत्पादनको लागत घटाउनुका साथै उत्पादनलाई उचित मूल्यमा विक्री गर्ने र आफ्नो उत्पादनको सबै मूल्य सदस्यले नै पाउनसक्ने, श्रमिकले आफ्नो श्रमको उचित मूल्य प्राप्त गरी आफ्नो श्रमको सबै मूल्य आफैले प्राप्त गर्नसक्ने तथा उपभोक्ताले उचित मूल्यमा गुणस्तरीय वस्तु उपभोग गरी आफूले तिरेको मूल्यको पुरै प्रतिफल प्राप्त गर्न सक्ने अवस्था रहन्छ । यसबाट

सहकारीमा शोषणविहीन आर्थिक सम्बन्ध कायम हुन जान्छ । शोषणविहीन आर्थिक सम्बन्ध नै वास्तवमा सहकारिताको मौलिकता, मान्यता र मर्म हो ।

श्रमिक सहकारीको सर्वमान्य परिभाषा नभए तापनि यो श्रमिकले सहकारिताका मूल्य मान्यता र सिद्धान्तहरूको अनुशरण गर्दै आफ्नै संयुक्त स्वामित्वमा सञ्चालन गर्ने एउटा सहकारी व्यवसाय हो । यस व्यवसायबाट निश्चित वस्तु तथा सेवाको उत्पादन गरिन्छ र नाफाको उद्देश्य राखी सो वस्तु तथा सेवाको बजारीकरण गरिन्छ । यस व्यवसायमा मालिक एवम् कामदारको रूपमा सम्बन्धित श्रमिकले नै भूमिका निर्वाह गर्दछ । मजदुरहरू नै सङ्गठित भई पुँजी निर्माण गर्दछन्, उत्पादन गर्दछन् अनि बजारीकरणका कार्यहरू समेत उनीहरूले नै गर्दछन् र निश्चित ज्याला प्राप्त गर्दछन् । व्यवसायको सञ्चालन र नियन्त्रण एवम् नियमानुसार पाइने प्रतिफलको हिस्सेदार पनि मजदुरहरू नै हुन्छन् । समग्रमा भन्नुपर्दा श्रमिक सहकारीमा कार्य वातावरण, दैनिक कार्य समय, ज्याला लगायत मजदुरहरूसँग आधारभूत रूपमा जोडिएका विषयहरूको व्यवस्थापन मजदुरहरूसँगै सहभागितामा लोकतान्त्रिक विधिअनुसार हुने गर्दछ ।

जुनसुकै विषय वा प्रकृतिको भए तापनि सहकारी संस्थामा सदस्यले सेयर पुँजीको रूपमा पुँजी लगानी गर्ने, संस्थाको नीति नियमहरू तर्जुमा गरी आफूमध्येबाट निर्वाचित प्रतिनिधिमाफत संस्थाको दैनिक कार्य सञ्चालन गर्ने तथा संस्थाको प्रकृतिअनुसार उत्पादन, बजारीकरण, उपभोग र रोजगारीसम्बन्धी लाभ संस्थाबाट पाउने गरी सहकारी संस्थाहरू गठन र सञ्चालन गरिन्छ । श्रमिक सहकारीहरू विशेषतः रोजगारीको लागि गठन र सञ्चालन गरिने भएकाले यसमा सदस्यले सेयर लगानी गर्ने, सदस्यले तर्जुमा गरेको नीति र छानेका प्रतिनिधिहरूबाट संस्था सञ्चालन गर्नुका साथै संस्थाले गर्ने उत्पादन, बजारीकरण, निर्माण लगायतका व्यावसायिक कारोबारमा सदस्य श्रमिक आफैले श्रम गरी संस्थाको माध्यमबाट रोजगारी प्राप्त गर्दछ । दिगो रोजगारीको माध्यमबाट मजदुरहरूलाई समृद्ध बनाउने, जीवनस्तरमा सुधार गर्ने, कामलाई सम्मान गर्ने वातावरण बनाउने, मजदुरहरूलाई लोकतान्त्रिक विधिबाट स्वःनियन्त्रणको अधिकार दिलाउने तथा स्थानीय समुदायको विकासमा योगदान पुऱ्याउने लगायतका उद्देश्यहरू श्रमिक सहकारीले राखेको हुन्छ । श्रमिक सहकारी संस्थासँग सदस्यहरूको सम्बन्ध ज्यालामा काम गर्ने मजदुरको रूपमाभन्दा पनि स्वायत्त श्रमिक सदस्यको रूपमा रहन्छ । श्रमिक सहकारीको आन्तरिक नीति नियमहरू मजदुर सदस्यहरूको सर्वस्वीकार्य सहभागितामा निर्माण तथा परिभाषित हुन्छन् । श्रमिक सहकारीमा श्रम गर्ने श्रमिकहरूको नै बाहुल्यता रहेको हुन्छ । यसको मतलब श्रमिक सहकारीको सामान्य नियमअनुसार सदस्य आफैले संस्थामा श्रम गर्नुपर्ने हुन्छ । तापनि विशेष अवस्थामा छोटो अवधिको मौसमी कामदारहरू राखी काम गराउन तथा भावी सदस्यलाई पहिले काम गराई दक्ष बनाएर सदस्यता प्रदान गर्न भने बाधा पर्दैन ।

श्रमिक सहकारीमा आफ्नो श्रमको सबै मूल्य श्रमिकले पाउने र मध्यस्थकर्ताबाट आफ्नो श्रमको शोषण हुन नदिई आफ्नै स्वामित्वमा व्यवसाय सञ्चालन गरी आफैले सो व्यवसायमा श्रम गर्ने र आफूले तोके बमोजिमकै श्रमको ज्याला पाउने अनि नियमानुसार प्रतिफल आर्जनमा पनि सहभागी हुने विषयलाई एउटा उदाहरणबाट प्रस्ट गर्न सकिन्छ । उदाहरणका लागि : एउटा मजदुरले ठेकेदारमाफत कुनै काम गरेर दैनिक रु. ५००। ज्याला पाउँछ र उसले गरेको श्रमको ज्याला ठेकेदारले दैनिक रु. ७००। लिएको छ भने उसले रु. ७००। बराबरको श्रम गर्यो तर श्रमको मूल्य भने रु. ५००। मात्र पायो । यसबाट रु. २००। बराबरको श्रमको शोषण हुन गयो अर्थात ठेकेदारले उसको श्रमबाट रु २००। ले नाफा आर्जन गर्‍यो । तर उसकै श्रमिक सहकारी संस्थामाफत काम गरेको भए रु. ५००। उसले अहिले ज्याला पाउँथ्यो र बाँकी रु. २००। मध्येबाट संस्था सञ्चालन खर्च कटाई विभिन्न कोषहरूको माध्यमबाट प्रत्यक्ष र अप्रत्यक्ष रूपमा सबै प्रतिफल उसैले नै प्राप्त गर्न सक्दथ्यो । यस्तो अवस्थामा उसले गरेको श्रमबाट सहकारी संस्था वा अन्य कुनै पनि व्यक्तिले बिचमा नाफा खान पाउँदैन वा नाफामा सहभागी हुन पाउँदैन । यो नै श्रमिक सहकारीको मूल मर्म हो अथवा शोषण विहीन आर्थिक सम्बन्ध हो । श्रमिक सहकारीमा पनि उत्पादन, वितरण र उपभोगमा संयुक्त खरिद विधि र संयुक्त विक्री विधिको प्रयोग गरिन्छ ।

३. विश्वमा श्रमिक सहकारीको अवस्था

विश्वमा श्रमिक सहकारिताको अभ्यासको सुरुआत उन्नाइसौं शताब्दीको मध्यतिर युरोपबाट भएको र यो अभ्यास हाल विश्वका विभिन्न देशहरूमा सफलतापूर्वक कार्यान्वयनमा रहेको देखिन्छ । विशेषगरी श्रमिक सहकारीको बाहुल्य रहेका र सफल रूपमा

सञ्चालन भइरहेका देशहरूमा युरोपको इटाली, फ्रान्स, बेलायत र स्पेन, मध्यपूर्वको इजरायल, उत्तरी अमेरिकाको संयुक्त राज्य अमेरिका र क्यानाडा, दक्षिणी अमेरिकाको मेक्सिको, भेनेजुएला, उरुग्वे र अर्जेन्टिना तथा एसियाको भारत र दक्षिण कोरिया लगायतका देशहरू पर्दछन् ।

श्रमिक सहकारीहरूका सम्बन्धमा विभिन्न देशहरूमा विभिन्न समयमा विभिन्न विषयहरूमा केन्द्रित रहेर अध्ययनहरूसमेत भएको देखिन्छ । यस्ता अध्ययनहरूअनुसार निम्न विषयहरूमा श्रमिक सहकारीबाट सञ्चालित व्यवसायहरू अन्य व्यवसायहरूभन्दा सफल देखिएका छन् ।

३.१. व्यवसायको लचकता तथा टिकाउपन

उरुग्वेमा सन् १९९७ देखि २००९ सम्म गरिएको अध्ययनअनुसार आर्थिक मन्दीको समयमा पनि श्रमिक सहकारीले सञ्चालन गरेको व्यवसाय अरु कम्पनीको व्यवसायभन्दा २९ प्रतिशतले कम बन्द भएको देखिएको छ । इटालीमा गरिएको एक अध्ययनअनुसार विश्व आर्थिक मन्दीको समयमा ४८ प्रतिशत अन्य व्यावसायिक सङ्गठनहरूले परिस्थितिको सामना गरी टिक्न सफल भएका थिए भने श्रमिक सहकारीले सञ्चालन गरेका व्यावसायिक सङ्गठनहरूमा यो दर ७४ प्रतिशत रहेको थियो । त्यस्तै २००८ को आर्थिक मन्दीमा फ्रान्समा अन्य व्यवसायको टिक्न सक्ने दर ६६ प्रतिशत रहँदा श्रमिक सहकारीबाट सञ्चालित व्यवसायमा यो दर ८० देखि ९० प्रतिशत रहेको थियो । यस अवधिमा अन्य उद्योगहरूमा श्रमिक सङ्ख्या ०.७ प्रतिशतले घट्दा श्रमिक सहकारीमा सदस्य सङ्ख्या ४.२ प्रतिशतले बढेको थियो । यसैगरी २०१२ मा फ्रान्स र इटालीमा गरिएको अध्ययनअनुसार आर्थिक मन्दीको अवस्थामा पनि श्रमिक सहकारीबाट सञ्चालित उद्योगहरूमा बढी व्यावसायिक लचकता देखिएको कारण यस्ता व्यवसायमा कम असर परेको थियो ।

३.२. ज्याला तथा रोजगारीमा स्थायित्व

इटालीमा २००६ मा गरिएको एक अध्ययनअनुसार श्रमिक सहकारीले दिने ज्यालादर अन्य कम्पनीको ज्यालादरभन्दा औसतमा १५ प्रतिशत कम भए तापिन रोजगारीको स्थायित्व भने श्रमिक सहकारीहरूमा बढी देखिएको थियो । मजदुरहरूलाई कामको उचित वातावरण, शिक्षा, आवास लगायतका सुविधा उपलब्ध गराउने, आफ्नै स्वामित्वमा काम गर्न पाइने तथा आर्थिक सङ्कटको समयमा निजी व्यवसायले ज्यालादर तथा रोजगारीमा कटौती गर्ने लगायतका समस्याबाट मुक्त भई आफ्नै वातावरणमा स्थायी रूपमा काम गर्न श्रमिक सहकारी नै रोजेका कारणले गर्दा रोजगारीमा स्थायित्व भएको सो अध्ययनको निष्कर्ष थियो ।

३.३. ज्यालामा असमानता दर कमी

इटालीमा गरिएको एक अध्ययनअनुसार श्रमिक सहकारीमा न्यूनतम र अधिकतम ज्यालाको अन्तर औसतमा १० प्रतिशत मात्र रहेको थियो । यो दर अन्य व्यवसायको औसत अन्तर दरभन्दा १४ प्रतिशतले कम हो । स्पेनमा रहेको विश्वको सबैभन्दा ठुलो श्रमिक सहकारी मेन्ड्रान कर्पोरेसनमा न्यूनतम र अधिकतम ज्याला दरको अन्तर ११ प्रतिशत मात्र रहेको छ ।

३.४. उत्पादकत्व

युरोपेली देशहरूमा विभिन्न समयमा गरिएको अध्ययनअनुसार श्रमिक सहकारीहरूको उत्पादकत्व अन्य व्यवसायहरूको तुलनामा बढी रहेको देखिएको छ । सन् १९९५ मा संयुक्त राज्य अमेरिकामा गरिएको एक अध्ययनअनुसार अन्य मुख्य व्यावसायिक सङ्गठनहरूको तुलनामा श्रमिक सहकारीले सञ्चालन गरेको व्यवसायमा उत्पादकत्व ६ देखि १४ प्रतिशतसम्म बढी पाइएको थियो ।

३.५. श्रमिकको सन्तुष्टि, विश्वसनियता, स्वास्थ्य तथा काम प्रतिको प्रतिबद्धता

फ्रान्स, इटाली, दक्षिण कोरिया, संयुक्त राज्य अमेरिका लगायतका देशहरूमा सन् १९९५ देखि २०१२ सम्मको विभिन्न समयमा गरिएको अध्ययनअनुसार अन्य व्यवसायहरूमा भन्दा श्रमिक सहकारीहरूबाट सञ्चालित व्यवसायहरूमा श्रमिकहरू सन्तुष्ट, स्वस्थ, र कामप्रति प्रतिबद्ध तथा विश्वसनीय रहेको पाइएको थियो ।

३.६. वातावरण

सन् १९९५ मा वातावरणीय अर्थशास्त्रसम्बन्धी संस्था इकोलोजिकल इकोनोमिक्सले बताएअनुसार श्रमिक सहकारीले अन्य व्यवसायहरूलेभन्दा प्रभावकारी र दक्षतापूर्ण ढङ्गले प्राकृतिक स्रोत साधनको प्रयोग गरेर वातावरणमा कम नोक्सान पुऱ्याएको देखिएको छ ।

४. नेपालमा श्रमिक सहकारीको सम्भावना

विकिपेडियाकाअनुसार नेपाल श्रमिक सङ्ख्याको हिसाबले विश्वको ३७ औं मुलुकको रूपमा रहेको छ । सन् २०१७ मा प्रकाशित तथ्याङ्कअनुसार नेपालमा १ करोड ६८ लाख श्रमिकहरू रहेका छन् जुन नेपालको कुल जनसङ्ख्याको लगभग दुईतिहाइ हो । नेपालमा कृषि क्षेत्रमा जम्मा ६५ प्रतिशत, औद्योगिक क्षेत्रमा ९ प्रतिशत, सेवा क्षेत्रमा २० प्रतिशत र अन्य क्षेत्रमा ६ प्रतिशत मजदुरहरू कार्यरत रहेको देखिन्छ । कुल मजदुर सङ्ख्यामा महिला र बाल मजदुरहरू तथा वैदेशिक रोजगारीमा रहेका मजदुरहरूसमेत रहेका छन् । महिला र बालबालिकाले गरेको श्रम आर्थिक रूपमा गणना नहुने समेत अवस्था छ । २००८ को नेपाल जनशक्ति सर्वेक्षणको प्रतिवेदनअनुसार नेपालका कुल श्रम गर्ने जनशक्ति मध्ये १६.९ प्रतिशत श्रमिकहरू ज्याला लिएर काम गर्ने रहेको देखिन्छ । असङ्गठित क्षेत्रमा कार्यरत श्रमिकहरूलाई सङ्गठित क्षेत्रमा ल्याएर श्रमलाई बढी व्यवस्थित र उत्पादनमूलक बनाउन आवश्यक देखिएको छ ।

नेपालमा सरकारी कार्यक्रमको रूपमा वि. सं.२०१३ चैत्र २० गते सुरु भएको सहकारी अभियान २०४८ सालसम्म सरकार नियन्त्रित विशेष गरी सरकारी संस्थानहरूको वितरक (डिलर) को रूपमा रहेको पाइन्छ भने वि. सं. २०४९ जेठ २ गते सहकारी ऐन २०४८ जारी भएपछि सदस्यको मागअनुसार सहकारी सिद्धान्तमा आधारित स्वायत्त सहकारी संस्था तथा सङ्घहरू गठन भई सञ्चालन हुन थालेका हुन । हालको अवस्थामा आइपुग्दा नेपालको सहकारी अभियानमा लगभग तीस हजार सहकारी संस्थाहरूमा ७३ लाखभन्दा बढी व्यक्तिहरू आवद्ध भएको, छ खर्वभन्दा बढी पुँजी निर्माण र परिचालन भएको तथा लगभग एक लाख प्रत्यक्ष र दश लाख अप्रत्यक्ष रोजगारी सहकारी क्षेत्रबाट सिर्जना भएको अवस्था छ ।

नेपालको विभिन्न आर्थिक क्षेत्रमा श्रमिक सहकारीको सम्भावना देखिए तापनि श्रमिक सहकारीको बारेमा कानुनी व्यवस्था हालै मात्र भएको र यसभन्दा अगाडि श्रमिक सहकारीका बारेमा छलफल, बहस केही पनि नभएको अवस्था छ । स्वायत्त सहकारी क्षेत्रको व्यवस्था गरी जारी भएको नेपालको पहिलो कानुनी व्यवस्था सहकारी ऐन २०४८ ले श्रमिक सहकारी गठन र सञ्चालनका बारेमा कुनै व्यवस्था नगरेको कारणले पनि यस किसिमको सहकारीका बारेमा खासै चासो नभएको हो । हालको कानुनी व्यवस्थाको रूपमा रहेको सहकारी ऐन २०७४ ले कम्तीमा १५ जना निश्चित सिप र क्षमता भएका व्यक्तिहरूले श्रमिक सहकारी संस्था सञ्चालन गर्न सक्ने व्यवस्था गरेपछि भने हाल आएर श्रमिक सहकारीको फाइफुट्ट चर्चा र अभ्याससमेत हुन थालेको छ । नेपालको सन्दर्भमा निम्न क्षेत्रहरूमा श्रमिक सहकारी संस्था सञ्चालन गरेर श्रम क्षेत्रलाई व्यवस्थित र गणनायोग्य बनाउन सकिने देखिन्छ ।

४.१. कृषि क्षेत्रमा

नेपाल कृषि प्रधान देश भएकाले कृषि क्षेत्रमा धेरै रोजगारीको अवसर रहेको छ । कृषि क्षेत्रमा आफ्नो स्वामित्वमा रहेको भूमिमा आफूले नै खेती गर्ने किसान वर्गको बाहुल्यता रहेको छ भने भूमिहीन मजदुरहरू पनि कृषि क्षेत्रमा कार्यरत रहेको अवस्था छ । हाल खेती गरिरहेका कृषकहरूको जमिनलाई चक्लाबन्दी गरी संयुक्त रूपमा उत्पादनका साधनहरू जुटाएर खेती गर्ने तथा उत्पादनको बजारीकरणसमेत गर्दा उत्पादन र बजारमा प्रभावकारिता ल्याई निर्वाहमुखी कृषि प्रणालीलाई व्यावसायिक बनाउन सकिन्छ । यसका लागि कृषकहरूको श्रमिक सहकारी गठन गर्ने, सबै कृषकहरूको जमिन एकीकृत गरी चक्लाबन्दी गर्ने, सहकारीले किसानको जमिन भाडामा लिने र खेती गर्ने कार्यको सम्पूर्ण व्यवस्थापन सहकारीले गर्ने तथा सदस्य किसानहरूले खेती गर्ने काममा श्रम गरी सहकारीबाट ज्याला पाउनुका साथै उत्पादन बजारीकरणबाट भएको नाफाबाट समेत लगानी र श्रम गरेको आधारमा प्रतिफल पाउने गरी सहकारी संस्थाको कार्यलाई व्यवस्थित गर्न सकिन्छ । सम्बन्धित कृषकहरूको कृषि सहकारी संस्था गठन गरेर यस्तो कार्य गर्न सकिन्छ । आलु, प्याज, लसुन, किवी, सुन्तला, जुनार, भुइकटहर, रूख कटहरू,

केरा, दाँते ओखर, चुचे ओखर (पिकानट), तेलहन (तोरी, सस्यूँ, सूर्यमुखी, झुरे तिल), भटमास, दलहन, च्याउ, वेमौसमी तरकारी, बासमती धान, मार्सी धान, ताइचिन धान, अनादी धान, लप्सी, लिची, कोदो, मिठे फापर, तिल, भाङ, टिमुर, कुरिलो, राजमा सीमी, घ्यू सिमी, रैथाने विउ उत्पादन, रैथाने कुखुरा पालन, बाखापालन, मौरी पालन, कफी खेती, चिया खेती लगायतका बाली र वस्तुहरूको उत्पादन, प्रशोधन, भण्डारण र बजारीकरणका कार्यहरू यस प्रकारको सहकारी संस्थाहरूबाट गर्न सकिन्छ।

४.२. भूमिहीन कृषि श्रमिकहरूलाई रोजगारीको सिर्जनामा

आफ्नो जमिन नभएका तर कृषि कार्यमा संलग्न मजदुरहरू अथवा बेरोजगार मजदुरहरूलाई उनीहरूकै स्वामित्व र नियन्त्रणमा सहकारी संस्था खोलेर कृषि उत्पादन, प्रशोधन, भण्डारण र बजारीकरणमा संलग्न गराउन सकिन्छ। नेपालमा रहेका बेरोजगार युवाहरूलाई रोजगारीमा संलग्न गराउन यो विधि प्रभावकारी हुन सक्छ। उनीहरूलाई निजी, सरकारी तथा संस्थागत स्वामित्वमा रहेका जमिनहरू यस्ता सहकारीहरूले लिजमा लिएर खेती गर्ने कार्य गर्दा स्थानीय स्तरमा नै रोजगारीको अवसर पनि सिर्जना हुने अनि खाली जमिनको समेत सदुपयोग भई गुणस्तरीय कृषि उत्पादन र वितरणमा समेत टेवा पुग्ने देखिन्छ। यस कार्यमा नेपालका सबै स्थानीय तहहरूले बेरोजगार युवाहरूको श्रम सहकारी गठन गर्ने र आफ्नो क्षेत्रमा रहेको ऐलानी र पर्ती जमिनसमेत लिजमा सहकारीलाई उपलब्ध गराएर श्रम गराउने अभियान चलाएमा उत्पादन र रोजगारीको क्षेत्रमा ठुलो फड्को मार्न सकिने अवस्था देखिन्छ। हालको महामारीको कारणले रोजगारीको अवसर कम हुँदै गएको तथा खाद्यान्न लगायत कृषि उत्पादनको आपूर्ति असहज भएको अवस्थामा स्थानीयस्तरमा नै रोजगारी र आपूर्ति व्यवस्था मिलाई आर्थिक आत्मनिर्भरता कायम गर्न सकिन्छ।

४.३. पर्यटन व्यवसायमा

नेपालमा पर्यटन उद्योगको पनि राम्रो सम्भावना रहेको छ। पर्यटकलाई पथ प्रदर्शन गर्ने, पर्यटकीय क्षेत्र र पूर्वाधारको विकास गर्ने, विभिन्न पुरातात्विक महत्त्वका प्राचीन सामग्रीहरू र विशेष खालका सामग्रीहरूको सङ्कलन तथा उत्पादन गरेर विक्री गर्ने लगायतका कार्यहरूमा संलग्न मजदुरहरूले यो कार्य आफ्नै स्वामित्व र नियन्त्रणमा सहकारीमार्फत् गर्न चाहेमा पर्यटनसम्बन्धी श्रम सहकारी खोल्न सकिन्छ र यसको माध्यमबाट पर्यटन क्षेत्रका मजदुरहरूले श्रमको शोषणबाट मुक्त हुन सक्दछन्। लघु र साना पर्यटन व्यवसाय र होम स्टेहरूको सञ्चालनमा पनि यस प्रकारको सहकारीको भूमिका रहन सक्दछ।

४.४. निर्माण कार्यमा

निर्माण कार्यमा ठेकेदारमार्फत् श्रम गरिरहेका श्रमिकहरूले आफ्नै स्वामित्व र नियन्त्रणमा श्रमिक सहकारी संस्था खोली आफ्नो श्रमको उचित ज्याला लिने तथा आफ्नो अनुकूलको कार्य वातावरण निर्माण गरी काम गर्न सक्दछन्। यसका लागि निर्माण कार्यको ठेका श्रमिक सहकारीले लिने र सदस्य मजदुरहरूले काम गर्ने र सहकारीबाट ज्याला लिने तथा योगदानको आधारमा श्रमिकहरूले नै प्रतिफल लिने गरी कार्य गर्न सकिन्छ। नेपालको सन्दर्भमा निजी तथा सरकारी भवनहरू निर्माणमा संलग्न दक्ष तथा अदक्ष मजदुरहरूले यस किसिमको सहकारी खोली सञ्चालन गर्न सक्ने अवस्था देखिन्छ।

४.५. यातायात क्षेत्रमा

नेपालको यातायात क्षेत्रमा पनि धेरै मजदुरहरू कार्यरत रहेका छन्। यो क्षेत्रका मजदुरहरूले आफ्नै स्वामित्वमा यातायातको साधन राखी आफैले श्रम गरी सञ्चालन गर्न सक्दछन्। यसका लागि मजदुरहरूले श्रमिक सहकारी खोल्ने, पुँजी जुटाउने र यातायात साधन खरिद गरी सञ्चालन गर्ने, यातायात सञ्चालनका लागि आफै खट्ने र ज्याला प्राप्त गर्ने र नियानुसार प्राप्त हुने प्रतिफलमा समेत सहभागी हुने अवस्था रहन्छ र यातायात मजदुरहरूले आफूले गरेको श्रमको प्रतिफल आफैले प्राप्त गर्ने अवस्था रहन्छ। यो विधिबाट रिक्सा, ठेलागाडा, टेम्पोदेखि लिएर ठुलाठुला बसहरू पनि सञ्चालन गर्न सकिन्छ।

४.६. ढुवानी क्षेत्रमा

नेपालमा मजदुरहरू संलग्न भएको अर्को क्षेत्र ढुवानी क्षेत्र पनि हो। भरियादेखि लिएर ठुला ठुला ढुवानी कम्पनीहरूमा मजदुरहरू कार्यरत रहेका छन्। यी मजदुरहरूले पनि आफ्नै स्वामित्व र नियन्त्रणमा श्रमिक सहकारी खोली आफैले निर्धारण गरेको ज्याला लिई आफैले काम गर्ने गरी ढुवानी व्यवसाय सञ्चालन गर्न सक्दछन् र आफ्नो श्रमको सम्पूर्ण मूल्य आफैले प्राप्त गर्न सक्दछन्।

४.७. औद्योगिक क्षेत्रमा

औद्योगिक क्षेत्रमा कार्यरत मजदुरहरूलाई आफैं कारखानाको मालिक बनाई आफ्नै कारखानामा आफैले तोकेको ज्याला लिई काम गर्ने वातावरण दिलाउने माध्यम पनि श्रमिक सहकारी नै हो । नेपालमा धेरै मजदुरहरू औद्योगिक क्षेत्रमा कार्यरत रहेको अवस्थामा यो क्षेत्र पनि श्रमिक सहकारीका लागि सम्भाव्य क्षेत्र हो । मजदुरहरू सङ्गठित भई पुँजी निर्माण गरी उद्योग खोल्ने, उत्पादन र वितरणमा आफैले श्रम गरी ज्याला लिने र योगदानको आधारमा प्रतिफलसमेत प्राप्त गर्ने गरी औद्योगिक क्षेत्रका मजदुरहरूले श्रमिक सहकारी सञ्चालन गर्न सक्दछन् ।

४.८. होटल, रेस्टुरेन्ट क्षेत्रमा

नेपालमा श्रमिक सहकारी खोलेर सञ्चालन गर्न सम्भाव्यता देखिएको अर्को क्षेत्र भनेको होटल तथा रेस्टुरेन्ट क्षेत्र पनि हो । यस क्षेत्रमा कार्यरत मजदुरहरूले पनि श्रमिक सहकारीको माध्यमबाट सङ्गठित भई आफ्नै स्वामित्व र नियन्त्रणमा होटल तथा रेस्टुरेन्ट व्यवसाय सञ्चालन गरी श्रमसमेत आफैं गरी ज्याला र प्रतिफलमा सहभागी हुन सक्दछन् ।

४.९. अन्य क्षेत्रमा

माथि उल्लेखित क्षेत्र बाहेक सहकारिताको मूल्य, मान्यता सिद्धान्त र प्रचलित कानुन बमोजिम सम्भाव्य देखिएका अन्य क्षेत्रहरूमा खास गरी अनौपचारिक क्षेत्रमा पनि श्रमिक सहकारी गठन गरी सञ्चालन गर्न सकिन्छ ।

५. निष्कर्ष

विश्वका विभिन्न देशहरूमा श्रमिक सहकारीहरू धेरै अगाडिदेखि सफलतापूर्वक सञ्चालन भइरहेका भए तापनि नेपालको सन्दर्भमा यो नयाँ क्षेत्रको रूपमा रहेको छ । श्रम क्षेत्रलाई व्यवस्थित र गणना योग्य बनाउन, श्रमिकहरूकै स्वामित्व र नियन्त्रणमा व्यवसाय सञ्चालन गरी आफ्नो श्रमको मालिक आफैं बनाई श्रमको शोषणबाट मुक्त गराउन श्रमिक सहकारी एउटा गतिलो मध्यम बन्न सक्दछ । नेपालको संविधानअनुसार सरकारी क्षेत्र, निजी क्षेत्र र सहकारी क्षेत्र देशको आर्थिक विकासका माध्यम हुन् । हाल कोरोना महामारीबाट विश्व अर्थतन्त्रमा गम्भीर असर परिरहेको छ । रोजगारीको अवसर गुमेका छन् नयाँ रोजगारी सिर्जना हुन सकिरहेको देखिदैन । यसबाट श्रमिक वर्ग बढी प्रभावित छन् । तसर्थ श्रमिक वर्गलाई दिगो रोजगारीको अवसर प्रदान गर्नका लागि अब यस्ता श्रमिकहरूको सहभागितामा श्रम सहकारी गठन गरेर उत्पादन, बजार, उपभोग र रोजगारीमूलक कार्यमा मजदुर स्वयंलाई नै क्रियाशील गर्नुपर्ने अवस्था आएको छ । बेरोजगार श्रमिकहरूको श्रम सहकारी गठन गर्ने, सरकारी, संस्थागत तथा निजी जमिन लिजमा त्यस्ता सहकारीहरूले लिने र श्रमिक सदस्यहरूले खेती गरी उत्पादन अनि बजारीकरण गरियो भने श्रमिकले रोजगारीको अवसर पनि पाउने तथा खाद्यान्न, तरकारी तथा फलफूल र दूग्ध पदार्थ लगायतका अत्यावश्यक उपभोग्य वस्तुहरूको आपूर्ति आन्तरिक रूपमा नै गर्न सकिन्छ । यसैगरी विभिन्न क्षेत्रका दक्ष, अर्धदक्ष तथा अदक्ष श्रमिकहरूलाई सहकारीमार्फत् सङ्गठित गरी आफ्नो क्षेत्रको रोजगारमूलक कार्यमा संलग्न गराई रोजगारीको समस्यालाई समाधान गर्न सकिन्छ । श्रमिकहरूलाई सङ्गठित गर्ने, श्रमिक सहकारीको अवधारणा र फाइदा बारे अभिमुखीकरण गर्ने गराउने, गठन र दर्ता प्रक्रियामा सहजीकरण गर्ने, पूर्वाधार उपलब्ध गराउन सहजीकरण गर्ने, प्रारम्भिक चरणमा विउ पुँजी उपलब्ध गराउने लगायतका कार्यहरूमा सरकार तथा सहकारी अभियानको भूमिका महत्त्वपूर्ण हुने देखिन्छ ।

सन्दर्भ सामग्री

राष्ट्रिय सहकारी विकास बोर्ड, (२०५७), *सहकारी दिग्दर्शन*, पुल्चोक, ललितपुर: राष्ट्रिय सहकारी विकास बोर्ड ।

सहकारी विभाग, (२०७३), *सहकारिता*, नयाँबानेश्वर, काठमाडौँ : सहकारी विभाग ।

कानुन किताब व्यवस्था समिति, (२०७४), *सहकारी ऐन*, बबरमहल, काठमाडौँ: कानुन किताब व्यवस्था समिति ।

सहकारी विभाग, (२०७७), *सहकारी गतिविधि*, नयाँ बानेश्वर, काठमाडौँ : सहकारी विभाग ।

अनौपचारिक र जीवनपर्यन्त शिक्षाका लागि राष्ट्रिय योग्यता प्रारूप

गणेशप्रसाद भट्टराई, पीएचडी

निर्देशक, शिक्षा तथा मानव स्रोत विकास केन्द्र, सानोठिमी, भक्तपुर

(Email: gpbkanyam@yahoo.com)

(Article Type: General Article)

सारांश

शिक्षाका औपचारिक, अनौपचारिक तथा अरीतिक स्वरूप हुन्छन् । सिकाइ निरन्तर र जीवनपर्यन्त हुन्छ । गुणस्तरीय शिक्षामा सबैको पहुँच वृद्धि गर्न शिक्षाको पहुँचमा नरहेका सिकारुलाई निरन्तर र जीवनपर्यन्त सिकाइको अवसर दिनुपर्छ । दिगो विकास लक्ष्यका शिक्षासम्बन्धी लक्ष्य पूरा गर्न पनि अनौपचारिक, वैकल्पिक तथा जीवनपर्यन्त सिकाइलाई निरन्तरता दिनु आवश्यक छ । यसका लागि नेपाल सरकारले राष्ट्रिय योग्यता प्रारूप स्वीकृत गरी समकक्षी अनौपचारिक शिक्षाको प्रारम्भ गरेको छ । यसबाट विद्यालयबाहिर सिकेको सिकाइलाई निश्चित मापदण्डका आधारमा मूल्याङ्कन गरी निर्धारित सक्षमतामा प्रवीणता प्राप्त गरेका सिकारुको योग्यतालाई समकक्ष योग्यता मानी पारगम्यता दिने प्रावधान खुला भएको छ । यस लेखमा यसै सन्दर्भलाई आधार मानी परिधीय समीक्षा गरिएको छ ।

मुल शब्दहरू : शिक्षा नीति, शिक्षा प्रणाली, जीवनपर्यन्त सिकाइ र राष्ट्रिय योग्यता प्रारूप ।

१. पृष्ठभूमि

गुणस्तरीय शिक्षामा सहज पहुँचका लागि नेपालमा सन् १९९० को दशकदेखि नै विशेष पहलहरू हुँदै आएका छन् । आधारभूत शिक्षा परियोजना पहिलोदेखि विद्यालय क्षेत्र विकास कार्यक्रमसम्मका प्रयास यसकै निरन्तरता हुन् । यस्तै जीवोपयोगी निरन्तर सिकाइका लागि दिगो विकास लक्ष्य प्राप्त गर्ने अभिप्रायका साथ सन् २०३० सम्म कार्यान्वयन गर्ने गरी विद्यालय शिक्षा क्षेत्र कार्यक्रम कार्यान्वयनमा रहेको छ ।

नेपालको संविधानले वैज्ञानिक, प्राविधिक, सिपमूलक तथा रोजगारमुखी शिक्षामार्फत सक्षम तथा प्रतिस्पर्धी नागरिक तयार गर्ने परिकल्पना गरेको छ । सामान्यतः नागरिकले शिक्षा लिने तरिकामा औपचारिक शिक्षा, अनौपचारिक शिक्षा तथा अरीतिक सिकाइ प्रमुख छन् । सबै नागरिकलाई सबै प्रकारका शिक्षामा समतामूलक पहुँच सुनिश्चित गर्नु, शैक्षिक गुणस्तर कायम गर्नु, शैक्षिक व्यवस्थापनलाई प्रभावकारी र दक्ष बनाउनु, व्यावसायिक तथा सिपमूलक शिक्षामार्फत दक्ष एवम् श्रमवजारमा प्रतिस्पर्धी नागरिक तयार गर्नु सरकारको शैक्षिक दायित्व हो । यसका लागि राष्ट्रिय योग्यता प्रारूप विकास भएको छ जुन जीवनपर्यन्त शिक्षाका लागि कानुनी आधार हो । शिक्षा नीति २०७६, अनिवार्य तथा निशुल्क शिक्षासम्बन्धी ऐन २०७५, शिक्षा ऐन २०२८ तथा शिक्षा नियमावली २०५९ ले स्पष्ट रूपमा जीवनपर्यन्त शिक्षा प्रवर्धनका लागि कानुनी आधार प्रदान गरेका छन् । जीवनपर्यन्त शिक्षालाई प्रवर्धन गर्न तथा सस्थागत गर्न राष्ट्रिय योग्यता प्रारूप २०७७ तथा अनौपचारिक शिक्षाको राष्ट्रिय योग्यता प्रारूप २०७७ ले थप सहजीकरण गरेका छन् ।

दिगो विकास लक्ष्यको बुँदा नं. ४ ले सिकाइलाई सबै उमेर समूहका व्यक्तिसँग आवद्ध गर्ने, जीवोपयोगी सिप विकासको अवसरको निरन्तरता प्रदान गर्ने, लचकताका साथ बहुसिकाइ माध्यमको प्रयोग गरी सिकाइ गर्ने अवसर सुनिश्चित गर्ने, औपचारिक तथा अनौपचारिक शिक्षासँग जीवनपर्यन्त सिकाइलाई आवद्ध गर्ने र अनौपचारिक रूपमा हासिल ज्ञान तथा सिप परीक्षण तथा प्रमाणीकरण गर्ने जस्ता रणनीति तयार गरी यसको प्रवर्धनमा जोड दिएको छ ।

२. मौजुदा व्यवस्था

राष्ट्रिय शिक्षा नीति २०७६ मा औपचारिक, अनौपचारिक र अनियमित शिक्षाविच योग्यता प्रारूपमा आधारित शिक्षा प्रणालीको विकास गर्ने कुरा उल्लेख गरेको छ । यसमा साक्षरता, अनौपचारिक शिक्षा र आजीवन सिकाइलाई पेसा एवम् व्यवसाय,

सामाजिक जीवन र सहभागितासँग आबद्ध गर्ने र औपचारिक तथा अनौपचारिक रूपमा प्राप्त गरेको सिपको परीक्षण र प्रमाणीकरण गर्ने व्यवस्था मिलाउने रणनीति तय गरिएको छ । राष्ट्रिय शिक्षा नीति २०७६ ले अनौपचारिक, खुला र परम्परागत विद्यालयबाट प्रदान गरिने शिक्षालाई राष्ट्रिय शिक्षा प्रणालीमा आबद्ध गरी औपचारिक विद्यालयको शिक्षाको समकक्षी बनाउने नीतिगत व्यवस्था गरेको छ ।

शिक्षा ऐनमा सामाजिक, आर्थिक वा भौगोलिक कारणले पछाडि पारिएका व्यक्तिलाई विभेदरहित वातावरणमा शिक्षा दिने कुरा छ । यसले सबैको शिक्षा प्राप्त गर्ने अधिकारलाई सुनिश्चित गरेको छ । यसले दूर शिक्षा, विशेष शिक्षा र समावेशी शिक्षाको सञ्चालन पनि साधारण शिक्षासरह हुने र परम्परागत प्रकृतिका विद्यालयबाट दिइने शिक्षा पनि साधारण शिक्षासरह हुने तथा यस्तो शिक्षालाई पनि राष्ट्रिय मूल धारमा समाहित हुने उल्लेख गरेको छ ।

आम नागरिकको शिक्षा पाउने अधिकारको सुनिश्चित गर्ने र सबैका लागि शिक्षाको समान अवसर प्रदान गर्ने उद्देश्यका साथ अनिवार्य तथा निःशुल्क शिक्षासम्बन्धी ऐन २०७५ जारी गरी कार्यन्वयनमा ल्याइएको छ । यसले सबै नागरिकको शिक्षा प्राप्त गर्ने अधिकार सुनिश्चित गर्ने, निरक्षर नागरिकलाई साक्षर हुने अधिकार सुनिश्चित गर्ने, अनौपचारिक तथा खुला शिक्षा प्रदान गरी सबैको शैक्षिक अधिकार सुनिश्चित गर्ने, विद्यालयमा भर्ना भई नियमित रूपमा अध्ययन गर्न नसक्ने बालबालिकालाई माध्यमिक तहसम्मको शिक्षा अनौपचारिक वा खुला विद्यालयबाट प्रदान गर्ने जस्ता कानुनी व्यवस्था गरेको छ । त्यसै गरी नेपाल सरकारले स्थानीय तहमार्फत माध्यमिक शिक्षा प्रदान गर्नका लागि आवश्यकताको आधारमा अनौपचारिक र खुला विद्यालय स्थापना एवम् सञ्चालन गर्न पाउने व्यवस्था छ । अनिवार्य तथा निःशुल्क शिक्षा ऐनको दफा १६ मा परम्परागत शिक्षा प्रदान गर्न सकिने व्यवस्था रहेको छ । यसले परम्परादेखि चलिआएका शिक्षासम्बन्धी मूल्य, मान्यता, संस्कृति, रीतिरिवाज र अभ्यासको संरक्षण र जगेर्ना गर्न र त्यसलाई समयसापेक्ष परिमार्जन गरी निरन्तरता दिन गुरुकुल, गुम्बा वा मदरसा जस्ता संस्था सञ्चालन गरी बालबालिकालाई शिक्षा प्रदान गर्न सकिने र परम्परागत रूपमा शिक्षा प्रदान गर्नका लागि सञ्चालन गरिने गुरुकुल, गुम्बा र मदरसा सम्बन्धित स्थानीय तहमा दर्ता गर्नुपर्ने व्यवस्था गरेको छ । यस कानुनी व्यवस्थाले शिक्षालाई बढी लचिलो बनाउनुपर्ने, शिक्षा प्राप्त गर्ने संरचनागत तथा प्रक्रियागत असहजता न्यूनीकरण गर्नुपर्ने, औपचारिक शिक्षा बाहेक अनौपचारिक वैकल्पिक तथा अनियमित शिक्षालाई मान्यता तथा समकक्षता प्रदान गरी शैक्षिक अवसरको वृद्धि गर्नुपर्ने जस्ता कार्य सम्पादन गर्नुपर्ने सङ्केत गरेको छ । अनिवार्य तथा निःशुल्क शिक्षासम्बन्धी नियमावलीले औपचारिक, अनौपचारिक तथा वैकल्पिक शिक्षा पद्धतिबाट शिक्षा प्राप्त गर्न सकिने र यसरी सिकेका ज्ञान तथा सिपको उचित प्रक्रिया अवलम्बन गरी परीक्षण तथा प्रमाणीकरण गर्नुपर्ने पक्षलाई जोड दिएको छ । परम्परागत सिकाइलाई प्रभावकारी बनाउन सम्बन्धित स्थानीय तहले त्यस्तो संस्थालाई आवश्यक निर्देशन दिन सक्ने छ र त्यस्तो निर्देशनको पालना गर्नु सम्बन्धित संस्थाको कर्तव्य हुने कुरा पनि नियमावलीमा रहेको छ ।

पन्ध्रौं योजनाको उद्देश्य सबै बालबालिकालाई प्रारम्भिक बाल शिक्षाको अनुभवसहित आधारभूत शिक्षा अनिवार्य र माध्यमिक शिक्षामा निःशुल्क पहुँच सुनिश्चित गरी शिक्षालाई गुणस्तरीय, जीवनोपयोगी र प्रविधिमैत्री बनाउने रहेको छ । यसमा परम्परागत र स्थानीय ज्ञान, सिप र प्रविधिको संवर्धन र संरक्षण गर्दै वैज्ञानिक खोज र अनुसन्धानबाट प्रतिपादित नवीनतम प्रविधिलाई मुलुकको समग्र विकास प्रक्रियामा उपयोग गर्ने रणनीति रहेको छ । त्यसै गरी औपचारिक, अनौपचारिक र अरिक्तिक माध्यमबाट सिकाइ सुनिश्चित गर्ने गरी सिकाइ सबै विधि र मार्ग खुला गर्न राष्ट्रिय योग्यता प्रणाली विकास गरी अनौपचारिक क्षेत्रमा विद्यमान सिपको अभिलेखीकरण, सिप परीक्षण र प्रमाणीकरणका लागि कार्यविधि, प्रक्रिया र संयन्त्रलाई सुदृढ गर्ने कार्यनीति पन्ध्रौं योजनाले तय गरेको छ । विद्यालय क्षेत्र विकास कार्यक्रमले पनि अनौपचारिक तथा वैकल्पिक शिक्षा एवम् राष्ट्रिय योग्यता प्रारूपको आवश्यकता औल्याएको छ । यसले आधारभूत तथा माध्यमिक तहको उमेर समूहका सबै बालबालिकाका लागि गुणात्मक शिक्षामा पहुँच सुनिश्चित गर्ने र वैकल्पिक तथा लचिला शिक्षा कार्यक्रममार्फत औपचारिक शिक्षालाई सहयोग पुऱ्याउने नीति तथा कार्यक्रम कार्यान्वयनमा ल्याएको छ । त्यसै गरी वैकल्पिक सिकाइका रूपमा गुरुकुल, गुम्बा र मदरसा जस्ता परम्परागत विद्यालयमा गुणस्तरका न्यूनतम मापदण्ड सिकाइ उपलब्धि हासिल गराउन अनुगमन प्रणालीलाई सुदृढ गराउने कुरा उल्लेख गरेको छ । यस प्रकारका विद्यालयमा गुणस्तरीय सिकाइ वातावरण स्थापना गराउन परम्परागत विद्यालय सञ्चालन अनुदान, परम्परागत विद्यालयका आधारभूत तहका शिक्षकका लागि तालिम, निःशुल्क पाठ्यपुस्तकको व्यवस्था गर्ने प्रबन्ध भएको छ ।

राष्ट्रिय पाठ्यक्रम प्रारूप २०७६ ले विद्यार्थी मूल्याङ्कन, प्रमाणीकरण, समकक्षता तथा राष्ट्रियराष्ट्रिय योग्यता प्रारूपसम्बन्धी कार्यलाई व्यवस्थित र प्रभावकारी बनाउन राष्ट्रिय पाठ्यक्रम प्रारूप र राष्ट्रिय योग्यता प्रारूपबिच सामञ्जस्यता कायम गरेको छ । औपचारिक शिक्षामा प्रवेश गर्न चाहने विद्यार्थीलाई उपयुक्त मूल्याङ्कन प्रक्रियाबाट राष्ट्रिय शिक्षाको मूलधारमा ल्याउन राष्ट्रिय योग्यता प्रारूपले व्यवस्था गरेअनुसार योग्यता परीक्षण गर्ने व्यवस्था गरेको छ । विद्यालय शिक्षा क्षेत्र योजनाले नेपाललाई साक्षर मुलुकका रूपमा विकास गर्नु, सबै नागरिकलाई समावेशी तथा समतामूलक साक्षरता र आजीवन सिकाइका अवसर सुनिश्चित गर्नु, औपचारिक, अनौपचारिक अतिरिक्त शिक्षाका बिच अन्तरसम्बन्ध स्थापित गरी योग्यताको समकक्षता गतिशीलता र पारगम्यता सुनिश्चित गर्दै राष्ट्रिय योग्यता प्रारूपमा आधारित शिक्षा पद्धतिको विकास गर्नु, आजीवन सिकाइ, संस्कृतिसापेक्ष अनौपचारिक शिक्षा तथा आजीवन सिकाइका लागि एकीकृत प्रणालीमा आधारित संस्थागत सुदृढीकरण गर्नुजस्ता उद्देश्य तय गरेको छ । तिनको प्राप्तिका लागि अन्तर मन्त्रालयबिच सम्बन्ध र सहकार्य गर्न जरुरी हुन्छ ।

राष्ट्रिय योग्यता प्रारूप २०७७ ले स्तरीकरण, प्रमाणीकरण तथा विभिन्न शैक्षिक धारको पारगम्यता कायम गरी दक्ष, सिपयुक्त र रोजगारमुखी नागरिक तयार गर्ने नीतिगत सङ्कल्प गरेको छ । यस ढाँचाले कानुन बनाउन, संरचनागत व्यवस्था गर्न, कार्यान्वयनका प्रक्रियाहरू निर्धारण गर्न, राष्ट्रिय योग्यता प्रारूपलाई अन्तिम रूप प्रदान गरी समग्र शिक्षापद्धतिलाई व्यवस्थित गर्न, आवश्यक जनशक्तिको प्रक्षेपण गर्न, सैद्धान्तिक सहमति प्रदान गरेर राष्ट्रिय योग्यता प्रारूपलाई व्यवस्थित गर्ने नीतिगत व्यवस्था गरेको छ । यसबाट शिक्षामा समतामूलक पहुँच सुनिश्चित गर्ने, गुणस्तर सुधार र व्यवस्थापकीय क्षमता अभिवृद्धि गर्ने, व्यावसायिक रोजगारमूलक, सिपमूलक तथा गुणस्तरीय शिक्षामार्फत दक्ष, प्रतिस्पर्धी, उद्यमी र सामाजिक रूपान्तरणमा सक्रिय योगदान गर्न सक्ने नागरिक तयारीका लागि योग्यता प्रारूपलाई व्यवस्थित गर्ने सोच राखेको देखिन्छ ।

राष्ट्रिय योग्यता प्रारूप कार्यान्वयनसम्बन्धी विस्तृत प्रतिवेदन, २०७८ ले मूलतः समग्र योग्यता प्रारूपको कार्यान्वयनलाई व्यवस्थित गर्नका लागि सुझाव प्रस्तुत गरेको छ । यसले प्राविधिक तथा व्यावसायिक शिक्षातर्फको राष्ट्रिय योग्यता प्रारूप र अनौपचारिक शिक्षातर्फको राष्ट्रिय योग्यता प्रारूपबिच सामञ्जस्यता कायम गर्ने, सुपरिवेक्षण तथा मूल्याङ्कन पद्धतिलाई संस्थागत गर्ने, अनौपचारिक शिक्षातर्फ कार्यक्रम सञ्चालन गर्ने निकाय तथा कार्यक्रमको नक्सानुसार गर्ने, राष्ट्रिय योग्यता प्रारूपसम्बन्धी व्यवस्थाको बृहतरूपमा प्रचारप्रसार गर्ने, कानुन निर्माण गर्ने, सान्दर्भिक कानुन, नियमावलीको संशोधन गर्ने, राष्ट्रिय योग्यता प्रारूप कार्यान्वयन निर्देशिका विकास गरी कार्यान्वयनमा ल्याउने, शिक्षा, विज्ञान तथा प्रविधि मन्त्रालयअन्तर्गतका सम्बन्धित सबै निकायको कार्यविवरण परिमार्जन र संशोधन गर्ने, समन्वय, सहकार्य तथा सहजीकरणको आवश्यक प्रबन्ध गर्ने जस्ता कार्य तत्काल सुरु गर्न सुझाव दिएको छ ।

यसमा दीर्घकालीन व्यवस्थापनका लागि छुट्टै कानुन निर्माण गरी अधिकार सम्पन्न राष्ट्रिय योग्यता प्रारूप बोर्ड गठन गर्ने, प्रदेश प्रारूप बोर्ड गठन गर्ने, स्थानीय तहमा समन्वय एकाइको व्यवस्था गर्ने, सङ्गठन तथा व्यवस्थापन सर्वेक्षण सम्पन्न गर्ने, संरचनागत व्यवस्थाको सुनिश्चितता गर्ने, आवश्यक जनशक्ति व्यवस्थापन गर्ने, आवश्यकतामा आधारित सक्षमता विकास योजना तयारी र कार्यान्वयन गर्ने, शिक्षा तथा तालिम सञ्चालन प्रक्रियामा सुधार गर्ने, सार्वजनिक निजी साझेदारीको माध्यमबाट निजी क्षेत्रको सहभागिता बढाउने, सार्वजनिक तथा निजी स्रोतमा सञ्चालित शैक्षिक प्रतिष्ठानहरूको नक्सानुसार गर्ने तथा अन्तर्राष्ट्रिय सहसम्बन्ध विकासलाई प्राथमिकता दिने आदि सुझाव रहेका छन् ।

३. कार्यक्रमगत अवस्था

अनौपचारिक तथा वैकल्पिक शिक्षाका सम्बन्धमा हाल नेपाल सरकार शिक्षा विज्ञान तथा प्रविधि मन्त्रालय शिक्षा तथा मानवस्रोत विकास केन्द्रमार्फत विभिन्न कार्यक्रम सञ्चालनमा रहेका छन् । साक्षर नेपाल वर्ष कार्यक्रम सञ्चालन, निरन्तर शिक्षा, जीवनपर्यन्त शिक्षा, सामुदायिक सिकाइ केन्द्र, अनौपचारिक तथा वैकल्पिक शिक्षा कार्यक्रम, अनौपचारिक प्राथमिक विद्यालय, खुला विद्यालय, अनौपचारिक प्रौढ विद्यालय, परम्परागत शिक्षा (गुरुकुल, गुम्बा, मदरसा), राष्ट्रिय योग्यता प्रारूपमा आधारित शैक्षिक सामग्री विकास तथा परीक्षण जस्ता कार्यक्रम रहेका छन् ।

४. राष्ट्रिय योग्यता प्रारूप २०७७ को कार्यान्वयन

राष्ट्रिय योग्यता प्रारूपको कार्यान्वयनका लागि शिक्षा तथा मानव स्रोत विकास केन्द्रले विभिन्न कार्यक्रम कार्यान्वयनमा ल्याएको छ । राष्ट्रिय योग्यता प्रारूपले तय गरेको सक्षमतामा आधारित भई सिकाइ सामग्री विकास तथा परीक्षण भएका छन् । प्रारूप कार्यान्वयन कार्यविधि तयारीको क्रममा रहेको छ । तर अनौपचारिक रूपमा अध्ययन गरेर ज्ञान तथा सिप हासिल गरेका व्यक्तिको योग्यता परीक्षण तथा प्रमाणीकरण हुने स्थायी संरचना तय हुन सकेको छैन । स्थानीय तहसम्म कसरी योग्यताको परीक्षण तथा प्रमाणीकरण गर्ने, कुन तहको योग्यताको परीक्षण तथा प्रमाणीकरण कसले गर्ने, यसको राष्ट्रिय तथा अन्तरराष्ट्रिय मान्यता के हुने, यसका लागि आवश्यक जनशक्ति र तिनको सक्षमता कसरी विकास गर्ने लगायतका विषयहरूमा अझै स्पष्ट नीतिगत व्यवस्था हुन बाँकी छ ।

अनौपचारिक तथा वैकल्पिक शिक्षाका लागि आवश्यक सहयोग पद्धति विकास भई कार्यान्वयनमा आएको अवस्था छैन । सङ्घमा रहेको संरचना र जनशक्ति, प्रदेशको जनशक्ति व्यवस्थापन तथा स्थानीय तहमा रहेको जनशक्तिबाट अनौपचारिक तथा वैकल्पिक शिक्षाको उचित व्यवस्थापनका लागि आवश्यक सहयोग प्रदान हुने अवस्था छैन । सामुदायिक सिकाइ केन्द्रहरूले साक्षरता तथा अन्य कार्यक्रमहरू सञ्चालन गर्दा सहयोग प्रदान हुने र पाउने अवस्था छैन । नियमित अनुगमन गरी आवश्यकताअनुसार पृष्ठपोषण दिने अवस्था छैन । साक्षर अभियान लगायतका कार्यक्रम तोकिएको प्रक्रिया पूरा गरी सञ्चालन भए नभएको अवस्था यकिन गरी सुधार गर्ने कार्य सस्थागत हुन सकेको छैन ।

५. सिकाइ सामग्री विकास र वितरण

अनौपचारिक तथा वैकल्पिक शिक्षाका लागि पर्याप्त सिकाइ सामग्रीको व्यवस्था तथा सिकाइ स्रोत केन्द्रको महत्त्व रहन्छ । हालको अवस्थालाई हेर्दा सिकाइ सामग्रीको पर्याप्त व्यवस्था हुन सकेको छैन । विकास गरिएका सामग्रीको पनि पहुँच सहज छैन । सिकाइ केन्द्रलाई सिकाइ स्रोतका रूपमा विकसित गर्न सकिएको छैन । विकास गरिएका सामग्रीको व्यवस्थापन तथा समुदाय तहमा साक्षरता, निरन्तर शिक्षा जीवनोपयोगी सिप विकास, डिजिटल सिकाइको सूचना ग्रहण र अध्ययनका लागि पुस्तकालयको प्रबन्ध भएको छैन ।

६. समन्वय, सहकार्य र साझेदारी

अनौपचारिक तथा वैकल्पिक शिक्षाका सम्बन्धमा समन्वय, सहकार्य र साझेदारीको अत्यन्त महत्त्वपूर्ण भूमिका रहन्छ । तीन ओटै सरकारबिचको समन्वय, सहकार्य र साझेदारीमा कार्यक्रम विकास तथा कार्यान्वयन हुन सकेमा यसको व्यापकता हुन्छ ।

७. अनौपचारिक तथा वैकल्पिक शिक्षामा अवसर

अनौपचारिक तथा वैकल्पिक शिक्षातर्फ औपचारिक शिक्षासह अवसर प्राप्त नभए पनि देहायबमोजिम अवसर रहेका छन्:

- क. संविधानले सबैको शैक्षिक अधिकार सुनिश्चित गरेको र यसको प्राप्तिका लागि औपचारिक; अनौपचारिक तथा जीवनपर्यन्त सिकाइका अवसर प्रदान गर्नुपर्ने अवस्था सिर्जना भएको छ ।
- ख. राष्ट्रिय योग्यता प्रारूपको व्यवस्था र अनौपचारिकतर्फ अलग्गै राष्ट्रिय योग्यता प्रारूप निर्माण गरी कार्यान्वयनको चरणमा रहेकाले अनौपचारिक, वैकल्पिक, अनियमित, अरिक्त तथा जीवनपर्यन्त सिकाइको परीक्षण तथा प्रमाणीकरण गरी समक्षता प्रदान गर्ने अवस्था रहेकाले यसको विकास तथा विस्तारको प्रशस्त अवसर सिर्जना भएका छन् ।
- ग. स्थानीय सरकार गठन भई माध्यमिक तहसम्मको शिक्षा व्यवस्थापन तथा सञ्चालन गर्ने अधिकार स्थानीय तहमा रहेको र स्थानीय सरकारले आफ्नो समुदायको आवश्यकताका आधारमा अनौपचारिक तथा वैकल्पिक शिक्षा प्रदान गर्न सक्ने व्यवस्था रहेको छ ।
- घ. दिगो विकास लक्ष्यको बुँदा नं. ४ अन्तर्गत अनौपचारिक तथा वैकल्पिक शिक्षा तथा जीवनपर्यन्त सिकाइमार्फत विभिन्न जीवनोपयोगी सिप विकासको अवसर निरन्तर रूपमा प्रदान गर्ने व्यवस्था गरेको साथै नेपालले दिगो विकासको लक्ष्यको बुँदा नं. ४ लाई पूरा गर्न राष्ट्रिय कार्यढाँचा समेत तयार गरी कार्यान्वयनमा ल्याएको छ ।

ड. अनौपचारिक तथा वैकल्पिक शिक्षा, निरन्तर शिक्षा, प्रौढ सिकाइ र शिक्षा जस्ता अन्तर्राष्ट्रिय सम्मेलनहरूमा नेपालले प्रतिबद्धता जाहेर गरेको अवस्था रहेको छ ।

द. निष्कर्ष

सिकाइ औपचारिक तथा अनौपचारिक माध्यमबाट हुने हुन्छ । निरन्तर सिकाइबाट व्यक्तिले आवश्यकताअनुसार व्यक्तिगत, सामाजिक वा रोजगारीसँग सम्बन्धित ज्ञान, सिप तथा सक्षमताको विकास गर्छ । सिकाइ समय, विधि तथा माध्यमको सीमाविहीन निरन्तर चल्ने प्रक्रिया भएकाले औपचारिक सिकाइ पद्धति मात्र पर्याप्त हुँदैन । औपचारिक शिक्षा प्रणालीको संरचना बाहिरका सिकाइ अवसरले आजीवन सिकाइलाई सहयोग गर्छ । आजीवन सिकाइका लागि निरक्षरका लागि साक्षरताको शिक्षा, साक्षरका लागि साक्षरोत्तर शिक्षा तथा विभिन्न किसिमका सिकाइ स्तर वृद्धिका कार्यक्रम, विभिन्न पेसा तथा व्यवसायसम्बन्धी सिप इत्यादि उपयोगी हुन सक्छन् । औपचारिक शिक्षासँगै अनौपचारिक शिक्षा प्रणालीले गर्न सक्ने योगदानलाई निरन्तर सिकाइमा संलग्न समाज एवम् सिकाइ संस्कृतिको प्रवर्धनमा सहयोग हुने गरी अनौपचारिक शिक्षा तथा आजीवन सिकाइका अवसर वृद्धि गर्नु आवश्यक छ ।

९. सुझाव

अनौपचारिक तथा वैकल्पिक शिक्षाको प्रभावकारी कार्यान्वयनका लागि केही सुझाव प्रस्तुत गरिएका छन्:

- क. आवश्यकतामा आधारित अनौपचारिक तथा वैकल्पिक शिक्षा सञ्चालन गर्ने
- ख. सामुदायिक सिकाइ केन्द्रलाई आजीवन सिकाइ केन्द्रका रूपमा विकास गर्ने
- ग. राष्ट्रिय योग्यता प्रारूपअनुसार अनौपचारिक शिक्षाका कार्यक्रम सञ्चालन तथा व्यवस्थापन गर्ने
- घ. पाठ्यक्रम तथा सिकाइ सामग्रीको पहुँच सुनिश्चित गर्ने
- ड. खण्डिकृत सूचना तथा व्यवस्थापन प्रणाली विकास गर्ने
- च. प्रविधिक धारमा पारगम्यताका लागि जीवनोपयोगी सिपको समायोजन गर्ने
- छ. सार्वजनिक, निजी साझेदारीमा अनौपचारिक शिक्षा कार्यक्रम सञ्चालन तथा व्यवस्थापन गर्ने
- ज. वैकल्पिक शिक्षण अनुगमन, मूल्याङ्कन तथा सहयोग पद्धति विकास गर्ने
- झ. आर्थिक स्रोतको सुनिश्चितता गर्ने
- ञ. अनौपचारिक तथा वैकल्पिक शिक्षाको आवधिक मूल्याङ्कन गर्ने
- ट. आजीवन सिकाइ कार्य ढाँचा तयारी र कार्यान्वयन गर्ने
- ठ. सिप विकास कार्यक्रम सञ्चालन गर्ने
- ड. सामुदायिक सिकाइकेन्द्रको सुदृढीकरण गर्ने
- ढ. सहयोग पद्धति विकास गरी कार्यान्वयनमा ल्याउने ।

सन्दर्भ सामग्री

शिक्षा, विज्ञान तथा प्रविधि मन्त्रालय (२०७६) । *राष्ट्रिय शिक्षा नीति २०७६* । काठमाडौं: शिक्षा विज्ञान तथा प्रविधि मन्त्रालय ।

शिक्षा, विज्ञान तथा प्रविधि मन्त्रालय (२०७७) । *राष्ट्रिय योग्यता प्रारूप, २०७७* । काठमाडौं: शिक्षा विज्ञान तथा प्रविधि मन्त्रालय ।

कानून तथा न्याय मन्त्रालय (२०२८) । *शिक्षा ऐन, २०२८* । काठमाडौं: कानून तथा न्याय मन्त्रालय ।

कानून तथा न्याय मन्त्रालय (२०७२) । *नेपालको संविधान* । काठमाडौं: कानून तथा न्याय मन्त्रालय ।

कानून तथा न्याय मन्त्रालय (२०७५) । *अनिवार्य तथा निःशुल्क शिक्षासम्बन्धी नियमावली, २०७७* । काठमाडौं: कानून तथा न्याय मन्त्रालय ।

कानून तथा न्याय मन्त्रालय (२०७५) । अनिवार्य तथा निःशुल्क शिक्षासम्बन्धी ऐन २०७५ । काठमाडौं: कानून तथा न्याय मन्त्रालय ।

कानून तथा न्याय मन्त्रालय (२०७५) । शिक्षा नियमावली, २०५९ । काठमाडौं: कानून तथा न्याय मन्त्रालय ।

शिक्षा क्षेत्रको योजना, (२०७८-२०८७) अप्रकाशित, शिक्षा, विज्ञान तथा प्रविधि मन्त्रालय

शिक्षा तथा मानव स्रोत विकास केन्द्र (२०७७) । कार्यक्रम कार्यान्वयन पुस्तिका, २०७७/२०७८ । सानोठिमी: शिक्षा तथा मानव स्रोत विकास केन्द्र ।

नेपालमा योजना तर्जुमा र कार्यान्वयनको अवस्था

गोपीनाथ मैनाली

पूर्व सचिव, नेपाल सरकार

(Email: mainaligopi@gmail.com)

(Article Type: General Article)

सारांश

योजनामार्फत मुलुकको सार्वभौमिक विकास गर्न नेपालले चौधओटा आवधिक योजना पूरा गरी पन्ध्रौँ पञ्चवर्षीय योजना कार्यान्वयन हुँदै छ । नौओटा पञ्चवर्षीय र पाँचओटा त्रिवर्षीय योजनामध्ये आठौँ पञ्चवर्षीय योजना बाहेक अन्य आर्थिक वृद्धिको लक्ष्यभन्दा निकै पछि परे । योजनाका लक्ष्य र उपलब्धिबिचको फासलाले समय, स्रोत र प्रयासहरू बित्थामा गएको र विकास र समृद्धिको लक्ष्य पूरा नभएको मात्र होइन, सर्वसाधारणहरूमा निराशासमेत बढ्दै गएको छ । यसबिच योजना पद्धतिमा सुधारका प्रयासहरू भएपनि कार्य प्रतिबद्धता खासै देखिएको छैन । सङ्घीय गणतन्त्रात्मक संविधान जारी भएपछि तहगत सरकारहरू आआफ्नो कार्यक्षेत्रमा आवधिक योजना तर्जुमा तथा कार्यान्वयन गर्दैछन् । तर योजना सान्दर्भिक र कार्यान्वयनयोग्य हुन सकेन भने यसले झनै निराशा थप्ने छ । प्रस्तुत सन्दर्भमा योजनाले स्थापित लक्ष्य पूरा नगर्नुमा रहेका व्यावहारिक कारणहरू विश्लेषण गर्दै आगामी दिनका लागि सुधारका उपाय सुझाउन प्रस्तुत लेख केन्द्रित रहेको छ ।

मुल शब्दहरू : योजना, रणनीति, प्राथमिकता, कार्यान्वयनयोग्य, क्रियाकलाप, अनुगमन ।

१. विषय प्रवेश

सबै मुलुकहरूका विकास र प्रगतिको आ-आफ्नै अभिष्टमा हुन्छन् । नेपालले योजनाबद्ध विकासको अभ्यास गरेको पैसट्टी वर्ष नाघेको छ । यसबाट केही उपलब्धिहरू प्राप्त भए पनि आठौँ पञ्चवर्षीय योजनाबाहेक अन्य योजनाहरू आर्थिक वृद्धिको लक्ष्यबाट निकै परे रहे । लोकतन्त्र प्राप्तपछि पहिलो जननिर्वाचित सरकारले प्रथम चरणको आर्थिक सुधार कार्यक्रमका साथ आठौँ योजना कार्यान्वयन गर्‍यो । यसले अर्थतन्त्रलाई उदार बनाउनुका साथै विकासमा बहुपान्त्र प्रणालीको सुरुआत गर्‍यो । परिणामतः अर्थतन्त्रमा निजी क्षेत्र व्यापक रूपमा उत्साही देखियो । उद्योग कलकारखाना खुल्न सुरु गरे, बैंक तथा वित्तीय संस्थाहरू विस्तार भए, नागरिक उड्यन र यातायातका क्षेत्र आक्रामक रूपमा अगि बढ्यो, सूचना प्रविधिको क्षेत्र निकै गतिशील बन्यो, शिक्षा तथा स्वास्थ्य क्षेत्रले यी क्षेत्रलाई पछ्याए । मुलुकमा अहिलेसम्म सीमित रूपमा भएपनि प्राप्त आर्थिक उपलब्धि आठौँ योजनाका नीति प्रयासका परिणाम हुन् । त्यसपछिका दिनहरू विकास उपलब्धिमा आशाप्रद रहेनन् । नीतिगत रूपमा निकै प्रशंसा पाएको दसौँ योजना कार्यान्वयनमा भने निकै कमजोर रह्यो । धेरै उत्साहका साथ घोषणा गरिएको पन्ध्रौँ योजना कार्यावधिको चौथो वर्षमा पुग्दा निराशाजनक अवस्थामा छ । नेपालसँगै योजनाबद्ध विकास अभियानमा लागेका दक्षिण कोरिया, सिङ्गापुर, मलेसिया विकसित अर्थतन्त्र बनिसके, छिमेकी मुलुक चिन तथा भारत एसियाका उदियमान बाघ अर्थतन्त्र बन्ने यात्रामा छन् । यसले नेपालको योजना पद्धतिमा नै पुनरावलोकन गर्नुपर्ने स्थितितर्फ सङ्केत गरेको छ । योजना व्यवस्थापनका सबै चरणमा गम्भीर पुनर्बोध गर्नुपर्ने आवश्यकता देखिएको छ ।

२. योजनामा हामी कहाँ चुक्यौ ?

योजनाहरू किन असफल हुन्छन् ? यसमा जिम्मेवार को भन्ने विषय बारम्बार उठ्ने गरेको छ । योजना तर्जुमामा राजनैतिक दृष्टिकोण मुखरित हुन्छ भने कार्यान्वयनमा व्यावसायिक क्षमता । तर यसलाई एकलो होइन, एकीकृत रूपमा लिनुपर्दछ । योजना राजनैतिक प्रतिबद्धता हो । रणनीतिक गन्तव्य र क्षेत्रगत लक्ष्यको निर्धारणमात्र योजनाले गर्दछ । नेपालको योजना प्रणालीमा देखिएका कमजोरीहरूलाई तल प्रस्तुत गरिएको छ ।

(क) दीर्घकालीन सोचमा अस्पष्टता

पहिलो समस्या दृष्टिकोण तयमा अस्पष्टता हो । योजनाबद्ध विकासको अभियानमा समाहित भएका मुलुकहरूमा असीको दशकदेखि दीर्घकालीन गन्तव्य स्थापना गरेर मात्र आवधिक योजना तर्जुमा गर्ने प्रचलन रह्यो जसको प्रभाव नेपालमा पनि पन्यो । सातौं योजनाका समयमा पन्ध्रवर्षे आधारभूत आवश्यकता पूरा गर्ने (वि.सं. २०४२ देखि २०५७ सम्म) दीर्घकालीन नीति सोच अघि सारियो ।

प्रजातन्त्रको पुनर्वाहलीपछि आठौं पञ्चवर्षीय योजनाले यसलाई निरन्तरता दिएन, बरु उदारीकरणको नीति सोच अघि सार्न पुग्यो । नवौं योजनाले समुन्नत न्यायपूर्ण नेपालको निर्माण गर्ने दृष्टिकोण राख्यो, विकासको प्रक्रियामा नसमेटिएका र सामाजिक संरचनाका पिँधमा परेका वर्गको मूलप्रवाहीकरणलाई नीतिगत सोचको पृष्ठभूमिमा राखिएको थियो । दसौं योजनाले दीर्घकालीन सोच अघि नसारे पनि गरिबी निवारणको रणनीतिक कार्यदिशा अघि सार्न पुग्यो ।

सहस्राब्दी विकास लक्ष्यका नाममा सहस्राब्दीको सुरुदेखि दीर्घकालीन लक्ष्य अन्तराष्ट्रिय रूपमा अवलम्बन गर्न थालियो । तीनवर्षे अन्तरिम योजनाले पनि नयाँ नेपालको निर्माण गर्ने सोच राख्यो । त्रिवर्षीय योजनाले आगामी दुई दशकभित्र नेपाललाई अतिक्रम विकसित मुलुकबाट विकासशील मुलुक बनाउने दीर्घकालीन सोच राख्यो । तेहौं योजना (त्रिवर्षीय) ले सन् २०२२ सम्ममा नेपाललाई अतिक्रम विकसित मुलुकबाट विकासशील मुलुकमा स्तरोन्नति गर्ने सोच राखी त्यसैअनुरूप रणनीति निर्धारण गर्‍यो । अर्थात् बाह्रौं योजनाले स्थापित गरेको दीर्घकालीन सोचलाई यसले आठ वर्षअघि नै पूरा गर्नेगरी रणनीति परिमार्जन गर्नुका साथै समयबद्ध सूचक निर्धारण पनि गर्‍यो ।

चौधौं योजनाले "स्वाधीन, समुन्नत तथा समाजवाद उन्मुख राष्ट्रिय अर्थतन्त्र, समृद्ध नेपाली" भन्ने दीर्घकालीन सोच प्रस्तुत गर्‍यो । यतिबेला मुलुक एकात्मकबाट सङ्घात्मक शासकीय स्वरूपमा जाँदै थियो । निर्वाचित जनप्रतिनिधिमूलक संस्थाहरूमा योजनाको अभिमुखीकरण भैसकेको थिएन । तहगत सरकारबिच कार्यभूमिका निर्धारण भैसकेको थिएन । तैपनि दीर्घकालीन सोच राखियो । पन्ध्रौं योजनाले समृद्ध नेपाल, सुखी नेपालीको दीर्घकालीन सोच राख्न पुग्यो । जुन चौधौं योजनाले राखेको सोचभन्दा सारभूत रूपमा भिन्न नभै शाब्दिक रूपमा मात्र फरक छ ।

के राष्ट्रको गन्तव्य प्रत्येक आवधिक योजनामा परिवर्तन गर्न उचित र सम्भव छ त ? प्रत्येक आवधिक योजनाले दीर्घकालीन गन्तव्य निर्धारण गर्न मिल्छ र ? गन्तव्य निर्धारणका लागि के कस्ता पृष्ठभूमिले काम गर्नुपर्छ ? यसतर्फ गहिरो अन्वेषण विश्लेषण कहिल्यै पनि गरिएन । दीर्घकालीन सोच तय गर्न एस्पिरेसन सभै जस्ता आर्थिक विधिहरू प्रयोगमा ल्याउनु पर्छ पढेन भन्ने विषयमा कहिल्यै छलफलसम्म भएन । जनस्तरमा सबैको भावना समेट्न नसके पनि राजनीतिक दल र प्राविधिक तहमा व्यापक बहस गरी निस्कर्स निकाल्न सकिन्थ्यो । तर त्यसरी सोचिएन । परिणामतः योजना, वार्षिक विकास कार्यक्रम र दृष्टिकोण योजनाबिचको सार्थक सम्बन्ध कायम भएन । एकपछि अर्को परिवर्तन हुने सरकारले योजनाका गन्तव्यहरू तय गर्दै जाँदा मुलुक चाँहि गन्तव्यहीन बन्न पुग्यो । जुन योजना प्रणालीका दृष्टिमा सहै दुखद् कुरा हो । यही प्रवृत्ति प्रदेश तथा स्थानीय योजनामा पनि दाहोरिने सम्भावना छ ।

(ख) लक्ष्य उद्देश्य निर्धारणमा कमजोरी

दोस्रो कमजोरी लक्ष्य र उद्देश्य निर्धारणमा सतहीपना हो । दीर्घकालीन सोच वा दृष्टिकोण निर्धारण गरिसकेपछि आवधिक योजनाको लक्ष्य र उद्देश्य निर्धारण गरिन्छ । लक्ष्य आवधिक योजनाको नीति निर्दिष्ट गर्ने पक्ष हो भने उद्देश्य कार्यक्रमलाई लक्ष्यअनुरूप प्रभाव पार्ने पक्ष हो । आर्थिक सामाजिक अवस्थाको विश्लेषणपछि मात्र लक्ष्य/उद्देश्य निर्धारण गर्न सकिन्छ, तर नेपालमा दीर्घकालीन सोच, लक्ष्य र उद्देश्यबिचको तार्किक आवद्धता देखिँदैन । कतिपय अवस्थामा त लक्ष्य र उद्देश्यको आवद्धता पनि कमजोर देखिँदै आएको छ । लक्ष्य र उद्देश्य निर्धारण कार्यलाई प्रशासनिक र राजनैतिक सहजताका रूपमा लिईँदै आएको छ । तर यो प्राविधिक व्यावसायिकताको काम हो ।

(ग) धेरै प्राथमिकता : तर समृद्धिको नेतृत्व कुन क्षेत्रले गर्ने ?

तेस्रो कमजोरी प्राथमिकता निर्धारणमा रहँदै आएको छ । प्राथमिकता आवधिक योजनाको लक्ष्य र उद्देश्य पूरा गर्न स्रोत, साधन र समयलाई विनियोजन गर्ने आधार हो । जति प्रस्ट र थोरै प्राथमिकता भयो, प्राविधिक रूपमा त्यसको क्रियाशीलता बढी

देखिन्छ । धेरै प्राथमिकताको अर्थ सबैतिर हात हाल्नु तर थोरै गर्नु हो, आर्थिक प्राविधिक क्षमताले नभ्याउने काम गर्नु भन्नु हो र स्रोतलाई छर्नु हो ।

नेपालका पछिल्ला आवधिक योजनामा प्राथमिकताको सूची धेरै हुने गरेको छ । परिणामतः सीमित स्रोत साधन र क्षमताको विनियोजन र उपयोगमा समस्या देखिदै आएको छ । किनकी राष्ट्रको विकासका लागि थोरै मात्र प्राथमिकताका क्षेत्र हुनुपर्छ । तेह्रौँ योजना तर्जुमाको क्रममा कृषि, जलस्रोत र पर्यटन गरी तीन क्षेत्र नेपालको समृद्धिका लागि नेतृत्वदायी क्षेत्र हुन भनी आन्तरिक अभ्यास गरियो । कृषिले खाद्य तथा पोषण सुरक्षा दिन्छ र नेपालको उपलब्ध कृषि भूमिले त्यो सम्भावना बोकेको छ । दोस्रो, जलस्रोतले पानीको बहुपक्षीय उपयोगमार्फत अर्थतन्त्रलाई टेकअप गराउन सक्छ र तेस्रो, पर्यटनले अर्थतन्त्रको गतिशीलतालाई दिगोपना (सस्टेन गराउने) दिने सम्भावना बोकेको छ । तर योजनाको आधारपत्र तयारीका क्रममा छ समूहमा करिब सत्र अठार विषयवस्तु प्राथमिकता भनी उल्लेख हुन पुगे । त्यसपछि प्राथमिकताको विषय प्राज्ञिक अभ्यासमा मात्र सीमित भयो, स्रोत साधनको अभ्यासमा पुगेन ।

तेह्रौँ योजना एउटा उदाहरण हो, सबै योजनाहरू सबैथोक गर्नमा केन्द्रित छन्, अर्थात् धेरै प्राथमिकता राखिएको छ, जसले योजनाको प्राविधि पक्ष छायामा पर्न गयो ।

(घ) रणनीतिमा अलमल

चौथो कमजोरी रणनीतिको स्पष्टताको अभाव हो । सबैजसो आवधिक योजनाका लक्ष्य उस्तै खालका छन् । तर त्यसलाई प्राप्त गर्न अवलम्बन गरिने रणनीति भने योजना नै पिच्छे परिवर्तन हुँदै गएको छ । जस्तो कि आठौँ योजनादेखि स्पष्ट रूपमा गरिवीको मुद्दालाई योजनाले स्वीकार्दै आएको छ । तर गरिवी निवारणका लागि अवलम्बन गरिएका रणनीतिहरू फरक फरक देखिँदै आएका छन् ।

आश्चर्यको कुरा अघिल्ला योजनाका रणनीतिहरू यस कारण छाडिएका हुन् भन्ने औचित्य पनि प्रमाणित गरिएका छैनन् । राजनैतिक दर्शन, सरकार र आयोगको नेतृत्वको परिवर्तनसँगै रणनीति पनि परिवर्तन हुने गरेका छन् । स्थापित उद्देश्य पूरा नभएसम्म रणनीतिलाई निरन्तरता दिइने रहनु योजनाको सर्वमान्य मान्यता हो । तर नेपालको आवधिक योजनाले रणनीतिक निरन्तरता पाउने गरेको छैन । एउटा रणनीतिक उद्देश्य स्थापित गरिसकेपछि सो पूरा नभै रणनीति परिवर्तन गर्नले योजनाको लक्ष्य पूरा नहुने स्पष्ट छ । साथै योजना अवधिभित्रै पनि रणनीति तथा उद्देश्यलाई चलाउने प्रवृत्ति पनि देखिएको छ ।

(ङ) राष्ट्रिय उद्देश्य र क्षेत्रगत लक्ष्य/क्रियाकलापबिच कमजोर सम्बन्ध

अर्को ठुलो कमजोरी योजनाका उद्देश्य र क्षेत्रगत लक्ष्य र क्रियाकलाप निर्धारणबिच कमजोर आवद्धता हो । योजना समष्टिगत हुने भएकाले क्षेत्रगत लक्ष्य र त्यसलाई प्राप्त गर्ने क्रियाकलाप जति वास्तविक भयो, त्यसै अनुरूप योजनाको लक्ष्य र उद्देश्य हासिल हुने गर्दछ ।

तर नेपालमा क्षेत्रगत मन्त्रालय/सचिवालयहरूले निर्धारण गर्ने लक्ष्य र त्यसलाई समर्थन गर्ने क्रियाकलापहरू उद्देश्य तथा लक्ष्यसँग विषयान्तरसमेत हुने गरेकाले कार्यान्वयनमा फितलो भएको समेत देखिन्छ । यस अवस्थामा कार्यक्रम त कार्यान्वयन हुन्छन्, तर रणनीतिक प्राथमिकतामा साधन अभ्यास नभई स्थापित लक्ष्य पाखा लाग्ने गर्दछ । त्यसैले वार्षिक विकास कार्यक्रमको तर्जुमा गर्दा रणनीतिक स्तम्भ र प्राथमिकता तोक्ने कार्य गरिन थालेको छ ।

मध्यमकालीन खर्च संरचनालाई आवधिक योजना, क्षेत्रगत कार्यक्रम र रणनीतिबिचको तालमेल मिलाउने संयन्त्रका रूपमा अवलम्बन गरिँदै आएको छ । तर यसको आन्तरिकीकरण विषयगत मन्त्रालय/सचिवालयहरूमा हुन सकेको छैन । मुलुक सङ्घीयतामा गएपछि यसको संस्थानीकरण र आन्तरिकीकरणको समस्या अरु देखिएको छ ।

(च) अवास्तविक स्रोत आँकलन

योजनाले उल्लेख गरेका रणनीतिक प्राथमिकता पूरा गर्न चाहिने अवास्तविक स्रोत साधनको अवास्तविक अनुमान अर्को कमजोरी हो । आवधिक योजना भन्नु स्रोतसाधनको आदर्श अभ्यास गर्ने प्रक्रिया हो । योजना र कार्यक्रमहरू त्यसैले कार्यान्वयन

हुँदैनन्। कार्यान्वयनका लागि स्रोत र साधनको दरिलो समर्थन चाहिन्छ। तर आवधिक योजना तर्जुमाका समयमा सतही रूपमा समष्टिगत आर्थिक अवस्था र यसको प्रवृत्ति विश्लेषण गर्ने कार्यले साधन अनुमान र वार्षिक विकास कार्यक्रममा रकम विनियोजन पक्ष कमजोर हुने गरेको छ।

क्षेत्रगत लक्ष्य संशोधन नगरिकन स्रोतसाधन खुम्च्याउँदा योजनाका क्रियाकलापहरू कार्यान्वयन नै गर्न नसकी उद्देश्यमा क्षेत्रगत योगदान कमजोर देखिने गरेको छ। योजना तर्जुमा गर्दा हौसिने र कार्यान्वयनमा खुम्चिने कुरा स्रोतको कारणबाट हुने गरेको छ। अपेक्षा वा लहडमा स्रोतको अड्क राख्ने तर वास्तविकतामा त्यो स्थिति/सामर्थ्य नहुने गरेको छ। वार्षिक कार्यक्रमहरू पनि अकोषित छन्। स्रोत पहिचान नभएका आयोजनाहरूले बजेटमा स्थान पाउँदै आएका छन्। निजी तथा सहकारी/सामुदायिक क्षेत्रबाट परिचालन गरिने स्रोत कति हो, कसरी कति हो भन्ने विषय एकदमै सतही छ। सार्वजनिक क्षेत्रले परिचालन गर्न नसकेजति निजी वा सहकारीको हुने कि निजी वा सरकारी क्षेत्रले परिचालित हुने बाहेकका काममा सार्वजनिक क्षेत्रले स्रोत व्यवस्थापन गर्ने विषयमा योजना प्रणालीमा स्पष्ट दृष्टिकोण छैन।

(छ) विशेष आयोजना र कार्यक्रमको घोषणा

आवधिक योजनाका बिचमा विशेष कार्यक्रम र आयोजनाको घोषणा हुन अर्को कमजोरी हो। आवधिक योजनाले लक्ष्य र प्राथमिकताभन्दा पर रहेर योजना अवधिभित्र नै विशेष योजना ल्याई योजनाको रणनीतिक महत्त्व र कार्यान्वयनलाई कमजोर पार्ने काम पनि हुने गरेको छ। राजनैतिक कारणबाट जनप्रिय कार्यक्रम सञ्चालन गर्ने महत्त्वाकाङ्क्षाले यसो हुँदा योजना, प्राथमिकता, साधनको निश्चितता र निकायहरूको कार्यान्वयन सामर्थ्यप्रति उपेक्षा पनि देखिने गरेको छ। बिचबिचमा सरकार परिवर्तन भैरहने तर विकास योजनामा आम सहमति नहुने गरेकाले सबैजसो सरकारले राजनैतिक महत्त्वका जनप्रिय भनिने कार्यक्रमहरूको घोषणा गर्दै आएका छन्। यस्ता कार्यले स्रोत साधनको विनियोजन र क्रियाकलापको प्राथमिकीकरणलाई योजना अनुशासनभन्दा पर पुऱ्याइदिन्छ।

जस्तो कि राष्ट्रिय गौरवका आयोजनाको घोषणा। न यी सबै आयोजना राष्ट्रिय गौरवका थिए वा न राष्ट्रिय गौरवको भन्ने आधार तयार गरिएको थियो, न यसलाई योजनाभित्र अभ्यास गरिएको थियो। त्यसैले केही आयोजनाहरू बिचैमा हराए, बाँकी कार्यान्वयनमा त आए, जुन महत्त्व र दृष्टिकोणका साथ कार्यान्वयन गतिशीलता हुनुपर्थ्यो त्यो भएन। त्यस्तै यी आयोजनाहरूले योजनामा समावेश गरेको राष्ट्रिय प्राथमिकताका आयोजनालाई छायामा पार्न पुग्यो। राजाको समयमा हुकुम बक्स आयोजनाहरूले यसरी नै स्थान पाई आवधिक योजनामा स्रोत, साधन र महत्त्व कम दिइन्थ्यो।

(ज) योजनाका मान्यताहरू स्थापना नगरिनु

निश्चित मान्यताको अभाव योजनाले सामना गर्ने अर्को समस्या हो। आवधिक योजना तर्जुमाका लागि निश्चित मान्यता, आधारहरू स्थापित गरी सोहीअनुरूप प्रक्रिया अवलम्बन गरिनुपर्दछ। स्रोत, साधन र समयको उपयुक्त अभ्यास गर्ने काम प्राविधिक मूल्य र मान्यतामा रहेर गर्नुपर्दछ। किनकी भ्यालु फर मनी पुष्टि गर्नुपर्दछ, समयको मूल्य सिद्ध गर्नुपर्दछ। जनताको विश्वास जित्नुपर्दछ, जसका लागि शब्दभन्दा प्राविधिक आधार नै चाहिन्छ र यससम्बन्धी आधार र मान्यता तयार भएका छैनन्। विगतमा राष्ट्रिय विकास परिषद् वा राष्ट्रिय आयोगको नेतृत्वको दृष्टिकोण, चाहना र विज्ञताको स्तरका आधारमा योजना प्रणाली क्रियाशील हुँदै आएको छ। २०६७ र २०७४ मा जारी राष्ट्रिय योजना आयोगको गठन तथा कार्यसञ्चालन आदेशले यस कार्यलाई व्यवस्थित गर्ने सङ्केत दिएको छ। तर अझै विस्तृत कार्यविधि निर्धारण भैसकेको छैन। सङ्घीय शासन प्रणालीमा मुलुक गएकाले योजना मानक निर्धारण र मापदण्ड अनुसरणको महत्त्व झनै देखिन्छ। योजनाको राष्ट्रिय मानक अवलम्बन गर्न नसकिए तहगत सरकारले तर्जुमा गर्ने योजना र विषयगत मन्त्रालयले तर्जुमा गर्ने क्षेत्रगत योजनाले योजना अनुशासनलाई उपहास गर्छन्।

(झ) कमजोर ज्ञान/तथ्याङ्क आधार

योजनाका लागि चाहिने चाहिने तथ्याङ्क आधार कमजोर मात्र होइन, छैन भने पनि हुन्छ। भएको तथ्याङ्क र ज्ञान आधारलाई उपयोग गर्ने चाख र सूचना संवेदनशीलता पनि देखिएको छैन। योजना भनेको सबै अड्क र ज्ञानको जगमा उभिने

विषय हो । योजनाले लिने उद्देश्य, सो पूरा गर्नका लागि अपनाइने रणनीति र प्राथमिकता, स्रोत सबै अवयवलाई सबल बनाउने आधार भनेको भरपर्दो तथ्याङ्क हो । राष्ट्रिय तथा क्षेत्रगत तहका तथ्याङ्कहरू भरपर्दो नभएमा स्वाभाविक रूपमा योजना तर्जुमा र कार्यान्वयन प्रक्रिया अवास्तविक बन्ने गर्दछ ।

नेपालमा विभागीय तहबाट उत्पादन गरिएका तथ्याङ्क तथा विकास साझेदार एवम् अन्य निकायका तथ्याङ्कहरूबिच कुन सही हो, कुन आधिकारिक हो भन्ने स्थिति देखिँदैन । गैससहरू पनि आफ्नै ढङ्गले प्रतिवेदनहरू बनाइरहेका छन् । विद्वान र बुद्धिजीवीहरू पनि मनचिन्ते आँकडाहरू प्रस्तुत गर्न रुचाउँछन् । तथ्याङ्क प्रमाणीकरणको समस्या छ । योजनासम्बन्धी निर्णय गर्दा अध्ययन अनुसन्धान गर्ने र तथ्याङ्क आधार खडा गर्ने कामले कहिले पनि महत्त्व पाएन । त्यसैले कुन समस्या केका कारणले आएको हो र त्यसलाई सम्बोधन कसरी गर्ने भन्ने तार्किक आधार छैन । तथ्याङ्क आधार भएपछि मात्र केकति आयोजना कहाँ चाहिन्छ भन्ने औचित्य स्थापित गर्न सकिन्छ । आ.व. २०८०/८१ को सङ्घीय बजेटमा पूर्वाधार नक्साङ्कन गर्ने सोच अघि सारिएको छ । चारवर्ष अघि आयोजना बैंकको अवधारणा अघि सारियो । सबै तहका सबैजसो बजेट योजनामा नतिजामूलक अनुगमनको आवश्यकता भएको महसुस गरिएको छ तर योजना निकायहरू ज्ञान र तथ्यको केन्द्र कहिले पनि बनेन् ।

(ज) योजना चरणहरूबिच कमजोर आबद्धता

योजना व्यवस्थापन चरणका क्रियाकलापबिच कमजोर सम्बन्ध अर्को कमजोरीका रूपमा देखिँदै आएको छ । आवधिक योजना तर्जुमा र कार्यान्वयन एउटा शृङ्खलाबद्ध चरणमा रहने गर्दछ । एउटा चरणमा देखिने कमजोरीबाट त्यस पछिका चरणलाहरू स्वतः प्रभावित हुन्छन् । विगतका उद्देश्य, रणनीति, प्राथमिकता, विस्तृत कार्यक्रम र वार्षिक विकास कार्यक्रमबिच कार्यगत सहसम्बन्ध देखिएन । उद्देश्यलाई सम्बोधन नगर्ने रणनीति, रणनीतिलाई सहयोग नगर्ने कार्यनीति र कार्यनीति भन्दा पृथक कार्यक्रम देखिने स्थिति रहनुहुँदैन । यस अवस्थामा वार्षिक विकास कार्यक्रम इनै पृथक हुने सम्भावना रहन्छ । त्यो देखिएको छ । मध्यकालीन खर्च संरचनाले पनि योजना र वार्षिक कार्यक्रमलाई आबद्ध गर्न सकेको छैन । बजेटले चाहिँ मध्यकालीन खर्च संरचनालाई लतारेको छ ।

(ट) सनातनी संस्कृतिको हाबी

योजना प्रक्रियामा सनातनी प्रवृत्ति रहँदै आएको भनिरहन परोइन । योजना/कार्यक्रम तर्जुमामा नयाँ प्राविधिक सोच र सामर्थ्यको उपयोग गर्ने अग्रसरता र उत्साह देखिनुपर्दछ । तर सनातनी कार्य, कार्यान्वयन निकायका सहजतालाई आधार मानेर कार्यनीति तथा कार्यक्रमहरू ल्याउने प्रवृत्तिले योजना प्रणाली नै औपचारिक र अलोचक पनि बनेको छ । अग्रसरतामुखी सोच देखिन सकेको छैन । जसले गर्दा योजनालाई गतिशील संयन्त्र हो भन्न सकिने अवस्था देखिँदैन । योजनाले परिवेशको गतिशीलतालाई आत्मसात गर्न सकेको छैन । परिणामतः समयका चुनौतीहरू सम्बोधनमा समस्या देखिने नै भए ।

(ठ) संस्थागत तथा सामाजिक मूल्यप्रति बेवास्ता

कार्यान्वयन योग्यता र सामाजिक मूल्यको बेवास्ता अर्को कमजोरी हो । कार्यान्वयन निकायको क्षमता, सम्भावना र मनोविज्ञानले समर्थन नगर्ने कार्यक्रमहरू प्रस्ताव हुँदा तिनले वास्तविक अर्थमा कार्यान्वयन योग्यता गुमाउने गर्दछन् । राजनैतिक लोप्रियताका लागि आउने कार्यक्रमहरू प्राविधिक सामर्थ्य र क्षमतालाई नकारेर आउने गरेका छन् । जस्तो कि तिसको दशकको नयाँ शिक्षा योजना, आ.व. २०६५/६६ को पूर्वपश्चिम विद्युतीय रेलमार्गको सम्भाव्यता अध्ययन, आ.व. २०६६/६७ को जनताको तटबन्धन, एकल महिला तथा दलित विवाह सहयोग कार्यक्रम, आ.व. २०६८/६९, आर्थिक समृद्धि र सुशासनको कार्यक्रम, आ. व. २०७२/७३ को उर्जा तथा पूर्वाधारसम्बन्धी कार्यक्रम आदि ।

(ड) वातावरणीय संवेदनशीलतामा कम ध्यान

योजना कार्यरूप दिने कार्यक्रम तथा परियोजनाहरूमा वातावरणीय गतिशीलताको आँकलन गर्ने गरिएको छैन । नेपालको आवधिक योजनाले स्थिर वातावरणको कल्पना गर्दै आएको छ । यसले योजना कार्यान्वयन प्रणालीमा पुनर्बोध गनुपर्ने र जोखिम योजना बनाउनुपर्ने आवश्यकताको माग गर्दछ । नेपालमा योजना र जोखिम व्यवस्थापनबिचको आबद्धता देखिँदैन । सातौँ

योजनादेखि वातावरणीय प्रभाव मूल्याङ्कन र तेहौं योजनादेखि जलवायु परिवर्तनको आँखाबाट परियोजना मूल्याङ्कन गर्ने र तेहौं योजनादेखि नै हरित अर्थतन्त्रको अवधारणा योजनाको मार्गदर्शक सिद्धान्त बन्ने कुरा स्वीकारिए पनि यी विषय औपचारिक भए, आन्तरिकीकरण भएन । यसले प्रकृति र योजनाबिचको सम्बन्ध विच्छेद गर्दैछ ।

(ढ) औपचारिक अनुगमन मूल्याङ्कन

योजना तथा परियोजनाहरूलाई कार्यान्वयनका समयमा सहजीकरण गर्ने, राइट ड्र्याकिङ् गर्ने र शिक्षा लिने कामका लागि प्रभावकारी अनुगमन मूल्याङ्कन पद्धति चाहिन्छ । सञ्चालित क्रियाकलापले योजनाले स्थापित गरेका लक्ष्य तथा उद्देश्यलाई सम्बोधन गरिरहेका छ वा छैन, स्रोत साधनको अभ्यासको प्रक्रिया कस्तो छ, संस्थागत सहयोग र समन्वयको प्रक्रिया के छ भन्ने पक्षमा सहजीकरणका लागि अनुगमन गरिनुपर्दछ । तर अनुगमन र मूल्याङ्कनलाई साह्रै औपचारिकतामा लिइन्छ र सहजीकरणभन्दा नियन्त्रणको औजारको रूपमा लिइन्छ । राष्ट्रिय अनुगमन प्रणालीको नेतृत्व राष्ट्रिय योजना आयोगले गर्ने मान्यता हो । तर अर्थ मन्त्रालय, प्रधानमन्त्री तथा मन्त्रिपरिषद्को कार्यालय लगायतका निकायबाट अनपेक्षित अनुगमन सक्रियता देखाइने गरेको छ तर यी निकाय अनुगमन तथा मूल्याङ्कनका सर्वमान्य सिद्धान्त अवलम्बन गर्न र यसबाट प्राप्त आँकडालाई निर्णयका साधनमा उपयोग गर्न सक्षम छैनन् ।

योजनाहरू किन कार्यान्वयन भएनन्, अपेक्षित उपलब्धि हासिल गर्न नसक्नुका पछि अवलम्बन गरिएका रणनीति, प्राथमिकता, क्रियाकलाप चयन, कार्यान्वयन, कार्यविधि कुन पक्ष बढी जिम्मेवार छ भन्ने मूल्याङ्कन गरेर त्यसबाट शिक्षा लिने काम कहिले पनि भएन । योजना असफल भयो मात्र भनेर प्राविधिक कार्य पूरा हुँदैन । दसौं योजना पछि त योजनाको समग्र मूल्याङ्कन नै गरिने गरिएको छैन । विगत एक दशकमा जम्मा २९ आयोजनाको मात्र आयोजना तहमा मूल्याङ्कन गरियो । त्यसबाट प्राप्त नतिजालाई पनि योजना प्रणालीले ग्रहण गरेको देखिँदैन । नीति, योजना तथा आयोजना/कार्यक्रमको अनुगमन तथा मूल्याङ्कनलाई व्यवस्थित गर्न अनुगमन तथा मूल्याङ्कन ऐनको विधेयक लामो समयदेखि संसदीय प्रक्रिया पार गर्न नसकी संसदमै अलमलिएको छ । यसले अनुगमन मूल्याङ्कनप्रति रहेको प्रतिबद्धताको स्तरलाई सङ्केत गर्दछ ।

(ण) अस्थिर राजनीति, स्थिर प्रशासन र गतिशील अर्थतन्त्र

राजनीति, प्रशासन र अर्थतन्त्रबिचको अर्थपूर्ण सम्बन्ध स्थापित भएपछि मात्र योजना प्रक्रियाले एउटा सुस्पष्ट मार्ग पैल्योउँछ । नेपालमा योजना असफल हुनुका प्रमुख कारण राजनीतिक तहबाट दिइनुपर्ने नीति नेतृत्वको अभाव र अस्पष्टता हो भने पछिल्लो समयमा राजनीतिक वृत्तमा देखिएको अस्थिरताले पनि प्रतिकूल प्रभाव पार्दै आएको छ । युभल नो हारारिले भने झैं नेतृत्व गतावधिक छ, जसको दृष्टिकोण नै छैन, साझा मूल्य पनि स्थापित गर्न सक्दैन, समझदारीमा पनि चुकेको चुक्यै छ र आफ्नै प्रतिबद्धताबाट पर छ । प्रशासन सनातनी प्रवृत्तिमा छ, परिवर्तन बोध, सिर्जनशीलता र सकारात्मक छैन । तर अर्थतन्त्र गतिशील छ, जसको लहरलाई राजनीति र प्रशासनले पैल्योउन सकेका छैनन् । योजना, बजेट र यससम्बन्धी निर्णयहरू सामयिक हुन सकेका छैनन् । परिणामतः परिवेशले ल्याएका अवसरहरूको दोहन गर्नसमेत मुलुक पछि परेको छ ।

योजना पद्धतिमा सुधारका प्रयास

लोकतन्त्रको बहालीपश्चात् उदारीकृत आर्थिक अवधारणा अवलम्बन साथ सरकारको कार्यक्षेत्र पुनर्परिभाषा गरी विकासमा बहुपत्र प्रणालीको सुरुआत भयो । सार्वजनिक, निजी र नागरिक क्षेत्रको विकासमा भूमिका बढाउने काम भयो । गरिबी निवारण, क्षेत्रीय सन्तुलन र दिगो विकासको उद्देश्यमा आवधिक योजना कार्यान्वयन गर्ने रणनीति लिइयो । नवौं योजनामा सार्वजनिक खर्च व्यवस्थापनलाई उत्पादक र दिगो बनाउन सार्वजनिक खर्च पुनरावलोकन आयोगले दिएको प्रतिवेदन अनुरूप खर्च प्राथमीकरण गर्ने अवधारणा लिइयो । तर त्यस समय मुलुकमा व्याप्त द्वन्द्व र राजनीतिक अस्थिरताका कारण सुधारले उपलब्धि पाएन ।

सार्वजनिक खर्च पुनरावलोकन आयोग र वित्तीय सुधार समितिका सिफारिस एवम् गरिबीको बढ्दो बहुआयामिकतालाई सम्बोधन गर्न दसौं पञ्चवर्षीय योजनामा आयोजना प्राथमिकीकरणका आधार निर्माण गरेर साधन विनियोजन गर्ने क्रम बसाउन खोजियो । आयोजना वर्गीकरणका लागि सम्पूर्ण क्षेत्रमा लागु हुनेगरी पाँचओटा सामान्य आधार र प्रत्येक क्षेत्रका लागि तीनओटा विशेष

आधार तय गरिए । समय क्रममा ती आधारहरू परिमार्जन गरिदै आएका छन् । अहिले सामान्य आधारअन्तर्गत फराकिलो आर्थिक वृद्धि गरी कुल गार्हस्थ्य उत्पादन बढाउन गर्ने योगदान, गरिबी निवारण र उत्पादनमूलक रोजगारीमा गर्ने योगदान, लाभग्राही सहभागिता, समावेशीकरणका लागि गर्ने योगदान र आयोजना सम्पन्न गर्न लाग्ने समय निर्धारण गरिएका छन् भने क्षेत्रगत आधारहरू विषय क्षेत्रको प्राथमिकता, लक्ष्य र उद्देश्यमा योगदान, दिगो विकासमा गर्ने योगदान, नेपाललाई अतिक्रम विकसित मुलुकबाट विकासशील मुलुकमा पुऱ्याउन मानव संसाधन विकासमा गर्ने योगदानलाई समावेश गरिएको छ । यी आधारहरूलाई उपआधारमा विभाजित गरी वस्तुगत रूपमा मूल्याङ्कन गर्न अतिउत्तमलाई ३ (९० भन्दा माथि अङ्क पाउने), उत्तमलाई २ (८०-९० अङ्क पाउने), सामान्यलाई १ (५०-८० अङ्क पाउने) र न्यूनलाई ० (५० भन्दा कम अङ्क पाउने) अङ्क दिई प्राप्त हुने कुल अङ्क (कम्पोजिट भ्यालु) योगको आधारमा पहिलो, दोस्रो प्राथमिकतामा वर्गीकरण गरिन्छ । (दुई आ.व. अधिसम्म तेस्रो प्राथमिकता पनि कायम थियो । सिद्धान्तः यो विधि प्राविधिक रूपमा सबल छ । यसले सीमित साधन स्रोतलाई राष्ट्रिय प्राथमिकतामा केन्द्रित गरी योजना पद्धति बसाउन सघाउने सामर्थ्य राख्दछ । तर बजेट तर्जुमाका समयमा आयोजना वर्गीकरणका वस्तुगत आधार सूचकलाई मनोगत रूपमा लिई तदर्थ रूपमा रकम विनियोजन गरिदै आएको छ । यसले आयोजना वर्गीकरणको महत्त्व र विनियोजनका सिद्धान्तलाई उपेक्षा गरेको छ ।

दसौं पञ्चवर्षीय योजनाबाट गरिबी निवारणका कार्यक्रममा सार्वजनिक स्रोत निर्दिष्ट गर्ने उद्देश्यले मध्यकालीन संरचनालाई नीतिगत आधारमा लागु गर्ने अवधारणा अभ्यासमा ल्याइयो । योजना र वार्षिक बजेटविच तादात्म्यता ल्याई समग्र आर्थिक स्थायित्व र वित्त अनुशासन कायम गर्न, बजेट तर्जुमामा स्रोतको सुनिश्चितता गर्न, बजेट तर्जुमा प्रक्रियालाई मुलुकको समग्र उद्देश्य एवम् लक्ष्य प्राप्तिका आधारित बनाउन, सरकारको नीति तथा कार्यक्रम अनुरूप सीमित साधन र स्रोतको अधिकतम प्रयोग गर्न, साधन स्रोतको उपलब्धता र नीति तथा कार्यक्रमको आवश्यकताविच तादात्म्यता ल्याउन र मुलुकको आवश्यकता र साधन स्रोतका आधारमा कार्यक्रम/आयोजनाको प्राथमिकीकरण गर्न मध्यकालीन खर्च संरचना अभ्यासमा ल्याइएको थियो । मुलुक सङ्घीय पद्धतिमा गएपछि यसको औचित्य झनै देखिएको छ । त्यसैले अन्तर सरकारी वित्त व्यवस्थापन ऐन, २०७४ र आर्थिक कार्यविधि तथा वित्तीय उत्तरदायित्व ऐन, २०७६ ले तीनै तहका सरकारलाई बजेट तर्जुमा गर्दा यसलाई बाध्यकारी रूपमा अपनाउनुपर्ने व्यवस्था गरिएको छ । तर वास्तविकतामा अवधारणा र उद्देश्यअनुरूप मध्यकालीन खर्च संरचना अभ्यासमा छैन । यसले संयन्त्रात्मक भूमिकाभन्दा पनि औपचारिकता मात्र पाएको छ । यसलाई आशयअनुरूप अपनाउन वार्षिक बजेटभन्दा पहिला नै खर्च संरचना तर्जुमा गरी बजेट मार्गदर्शनको आधार बनाउनुपर्नेमा त्यसो हुन सकेको छैन । बजेट कार्यक्रम तय एक प्रकारले र त्यसभन्दा पछि अर्को समूहले खर्च संरचना तयार गर्ने गर्दा त्यसमाथि अपनत्व स्थापित छैन, औपचारिकता मात्र पूरा भएको छ । आफ्नै संस्थागत क्षमता उपयोग गरेर बजेट तयार गर्नुपर्नेमा परामर्शदातालाई प्रयोग गर्ने गरिएको छ । खर्चको खाका तयार गर्दा प्राविधिक पक्ष नहेरी केवल केही प्रतिशत रकम थपेर अन्तिम रूप दिने गरिन्छ । अर्को संवेदनशील पक्ष भनेको खर्च संरचनालाई नियन्त्रणको आधारका रूपमा उपयोग गर्न सकिएको देखिँदैन । जस्तो कि वार्षिक विकास कार्यक्रममा सस्ता लोकप्रियताका कार्यक्रमहरूले स्थान पाउँदै आएका छन् । त्यस्ता कार्यक्रमहरू वितरणमुखी हुन्छन्, योजना र खर्च संरचनाका उद्देश्यअनुरूप हुँदैनन् ।

मध्यकालीन खर्च संरचनालाई व्यवहारिक रूपमा अपनाउन बजेट निर्माणमा संलग्न पात्रहरूमा बुझाइ र प्रतिबद्धतामा एकरूपता जरूरी देखिएको छ । कर्मचारी, जनप्रतिनिधि र सरोकारवालाहरूलाई साझा बुझाइका लागि अभिमुखीकरण र आयोजना शिक्षा नै चाहिने देखिन्छ । किनकी धेरै सरकार, धेरै बजेट निर्माणमा संलग्न पात्र र जनप्रतिनिधिहरूविच साझा मान्यता कायम गर्ने विषय आफैमा जटिल हो । त्यसपछि तहगत सरकारका बजेट निर्माणमा संलग्न पात्रलाई क्षमता विकास चाहिन्छ । पहिलाको संस्थात्मक सम्झना सङ्घीय सरकारमा पनि मेटिइसकेको छ । पछि गठन भएका प्रदेश तथा स्थानीय सरकारमा हुने कुरा भएन । त्यसपछि आयोजनाको तथ्याङ्कीय आधार व्यवस्थापन गर्नुपर्दछ र सबैभन्दा महत्त्वपूर्ण विषय स्रोत समिति, राष्ट्रिय योजना आयोग र तहगत सरकारका योजना संरचनामा यसलाई अपनाउने व्यावसायिक साहस (टेक्नो पोलिटिकल एबिलिटी) उच्चस्तरमा देखिनुपर्दछ । संवैधानिक शक्ति भएको राष्ट्रिय प्राकृतिक स्रोत तथा वित्त आयोगले बजेट तर्जुमा चरणमा र महालेखा परीक्षकले बजेट कार्यान्वयनपछिका समयमा निगरानी राख्नुपर्दछ ।

आयोजना व्यवस्थापनलाई प्रभावकारी पार्न पन्ध्रौं योजनाले आयोजना बैंकको अवधारणा अघि सारेको छ । यस अवधारणालाई आर्थिक कार्यविधि तथा वित्तीय उत्तरदायित्व ऐन, २०७६ ले कानुनी बाध्यता दिएको छ । ऐनले वार्षिक आयव्ययसाथ प्रस्तुत हुने कार्यक्रमहरू मध्यकालीन खर्च संरचनामा समावेश गरी लाभ लागत विश्लेषणसहित क्रियाकलापको विवरण प्रस्तुत गर्नुपर्ने उल्लेख छ । साथै यसै दफामा कार्यक्रम भन्नाले सम्भाव्यता अध्ययन तथा विस्तृत अध्ययन प्रतिवेदन तयार भैसकेको वा सम्भाव्यता अध्ययन गरेर कार्यान्वयन गर्न सकिने आयोजना बैंकमा प्रविष्ट भएको आयोजना वा कार्यक्रम भनी कार्यक्रमको परिभाषा गरेको छ ।

वित्तीय उत्तरदायित्व ऐनले योजना आयोगमा राष्ट्रियस्तरका आयोजना बैंक रहने, आयोजना बैंकमा आयोगले तोकेको मापदण्डका आधारमा रही सम्बन्धित मन्त्रालयले आयोजना प्रविष्ट गराउने र आयोजनाको वर्गीकरण, आधार तथा मापण्ड तथा अन्य आधार तोकिएबमोजिम हुने स्पष्ट पारेको छ । आर्थिक कार्यविधि तथा वित्तीय उत्तरदायित्व नियमावली तथा राष्ट्रिय योजना आयोगको निर्देशिकाले आयोजना बैंक तर्जुमाका लागि थप सहयोग गरेको छ । सम्माननीय प्रधानमन्त्रीको अध्यक्षतामा बसेको राष्ट्रिय विकास समस्या समाधान समितिको ४३ औं बैठकले पनि २०७५ कात्तिक मसान्तभित्र सम्बन्धित मन्त्रालयले आयोगले तोकेको ढाँचामा विषयगत क्षेत्रका आयोजनाको विवरण तयार गर्न निर्देशन दिएको थियो । राष्ट्रिय, प्रादेशिक तथा क्षेत्रगत तहमा आयोजना बैंक निर्माण गर्ने, निजी क्षेत्रको लगानी प्रवर्धन गर्न लगानी बोर्ड नेपालले आयोजना बैंक तयार गर्ने काम भएको छ । तर यी प्रयास प्राविधिक रूपमा पूर्ण नभै अपेक्षाका सूची (विस लिस्ट) मात्र बनेका छन् । आयोजना बैंकको अवधारणा कार्यान्वयन आइसकेको छैन ।

आयोजना बैंक तर्जुमाका पनि चरणबद्ध क्रियाकलापहरू छन् । पहिलो आयोजनाको पहिचान गर्नुपर्दछ । दोस्रो चरणमा पहिचानमा भएका सूचीहरूको लेखाजोखा गरिनुपर्दछ । तथ्य र जानकारीहरू राम्ररी सङ्कलन भएन भने यो चरण सतही हुन्छ । तेस्रो चरणमा सम्भाव्यता विश्लेषण गरिनुपर्दछ । सम्भाव्य आयोजनाहरूलाई चौथो चरणमा प्राथमिकीकरण गरिनुपर्दछ । अन्तिम चरणमा आयोजना बैंकमा समावेश गर्न स्वीकृत गरी मध्यकालीन खर्च संरचनामा समावेश गर्न आवश्यक हुन्छ । तर आयोजना बैंक पनि सतही रूपमा मात्र कार्यान्वयन हुँदै छ । आयोजना बैंकमा समावेश भएका आयोजनाहरूमा समावेश हुनुपर्ने महत्त्वपूर्ण सूचनाहरू छुटेका छन् । जस्तो कि आयोजनाका सामान्य जानकारी खण्ड बनाई त्यसमा नाम, आयोजना कोड, आयोजनाको प्राथमिकीकरण, क्षेत्र, विषयगत मन्त्रालय, आयोजना सञ्चालन एजेन्सी, आयोजनाको स्थान र आयोजना सञ्चालन मोडालिटीको विषय उल्लेख गरिनु आवश्यक छ ।

आयोजना बैंकको अवधारणा सिद्धान्ततः सजिलो तर अभ्यास गर्न असजिलो विषय हो । किनकी विकास संस्कृतिले समर्थन नगरेसम्म आयोजना अनुशासन कायम गर्ने विषय चुनौतीपूर्ण छ । विषयगत मन्त्रालयले स्वामित्वमा लिनुपर्छ, राजनैतिक तहबाट दहो इच्छाशक्ति चाहिन्छ भने प्राविधिक तहमा आँकडा, तथ्य सङ्कलन एवम् विश्लेषण र व्यावसायिकता प्रदर्शन गर्ने क्षमतासहितको उत्साह चाहिन्छ ।

३. आगामी दिनका लागि गर्नुपर्ने सुधार

योजनाबद्ध विकासका उपलब्धि बढाउन प्रणालीको कार्यान्वयन क्षमता बढाउनुपर्ने अवस्था छ । शासकीय तहका जिम्मेवार निकायमा तथ्याङ्कीय आधार मजबुत बनाएपछि मात्र योजना प्रणालीको क्षमता बढाउने पहिलो आधार तयार हुन्छ । विषयक्षेत्रको ज्ञानको आधारविना योजना व्यवस्थापन गरिँदै आएको छ । यसपछि राजनीतिक क्षेत्रमा रहेको तदर्थपन र प्रशासनभित्रको कर्मचारीतन्त्रीय कमजोरी नै प्रमुख जिम्मेवार छन् । सार्वजनिक प्रशासनको व्यावसायिक क्षमता गिर्दो क्रममा छ । पञ्चायतको समयमा दरवारलाई रक्षाकवच बनाएर हैकम गर्न पल्केका प्रशासकहरूका कारण योजनाले लक्षित उपलब्धि दिन सकेन (अहिले तिनै प्रशासकहरू राम्रा कहलिएका छन्) । लोकतन्त्र प्राप्तिपछि अनुशासनको स्तर कमजोर देखियो, कर्मचारीतन्त्र राजनीतीकृत पनि भयो । सङ्घीयता कार्यान्वयनपछि तीन तहमा वर्गीकृत प्रशासन अभिभावकविहीन छ । कुनै पनि मुलुकको विकास र शासनको स्तर त्यहाँको प्रशासनले अनुमति दिएभन्दा उम्दा हुँदैन भन्ने बुझिएको छैन । प्रशासनलाई जसरी चलाए पनि हुन्छ, विकास र योजना भनेको सञ्चित कोषको प्रशासन हो, जो जसरी गरेपनि हुन्छ भन्ने राजनीतिभित्र रहेको सोच हटाई विकासमूलक राजनीति र विकासमार्फत लोकतन्त्रको वितरण गर्नु सामर्थ्य र संस्कार राजनीतिमा विकास गर्नुपर्छ ।

तहगत सरकाविच नीति योजनामा सहकार्यका क्षेत्रहरू पहिचान गरी राष्ट्रिय प्राथमिकता र योजनाविचको तालमेल चाहिन्छ । स्थानीय स्तर र घरपरिवारबाट आर्थिक क्रियाकलाप विस्तार गरी जग बसाउनुपर्दछ । आर्थिक गतिविधि बढाई युवाहरूमा आशा जगाउने आधार जगाउनुपर्दछ । स्थानीय सम्भावनाको उपयोग गर्नेगरी आर्थिक गतिविधि सुरु भएका छैनन् । भविष्यप्रति आशा जगाउन नसक्ने योजनाको कुनै अर्थ रहँदैन । लक्षित कार्यक्रमहरू दृष्टिकोणविहीन वितरण बन्नुहुँदैन ।

योजनालाई कार्यमूलक बनाउने भनेको वार्षिक बजेट र आयोजना व्यवस्थापनले हो । योजनाका लक्ष्य पूरा गर्न क्षेत्रगत आयोजनाहरू पहिचान गरी वार्षिक विकास कार्यक्रम (बजेट) मा समावेश गरिन्छ । आयोजना व्यवस्थापनका कार्यहरू सिलसिलाबद्ध रूपमा गर्नु आवश्यक छ । आयोजना बैंक, मध्यकालीन खर्च योजना र आयोजना प्रथमिकीकरण जस्ता बजेटका संयन्त्रहरूविच कठोर अभ्यास चाहिन्छ । तदर्थ आयोजना व्यवस्थापनलाई सान्दर्भिक बनाउन आयोजना व्यवस्थापनमा व्यावसायिकता चाहिन्छ ।

योजनाबद्ध विकासमा ध्यान नदिइएको अर्को विषय भने राज्यभन्दा बाहिरको पात्रको उपयोगमा संवेदनशीलता पनि हो । आठौँ योजनाबाट विकासमा बहुपात्र प्रणाली अवलम्बन गरिएको छ, तर राज्य संरचना बाहिरका पात्रहरूलाई प्रोत्साहन र नियमन गरिएको छैन । चालु पन्ध्रौँ योजनाकै कुरा गरौं, योजना अवधिमा सार्वजनिक क्षेत्रबाट ३९, निजी क्षेत्रबाट ५५.५ र सहकारीबाट ५.५ प्रतिशत साधन परिचालन गर्ने आँकलन थियो । प्रदेश आवधिक योजनाहरूमा पनि यस्तै प्रक्षेपण गरिएको छ । योजनाको समीक्षा गर्दा होस् वा वार्षिक कार्यक्रमको समीक्षा गर्दा होस्, निजी तथा सहकारी क्षेत्रको अवस्था विवेचना गर्ने गरिएको छैन । महत्त्वपूर्ण भूमिका निर्वाहकर्तालाई परेको असजिलो फुकाउने र प्रतिबद्धताअनुरूप राष्ट्रिय योजना कार्यान्वयनमा सक्रियता नदेखाउने पात्रलाई नियमन गर्ने काम गरिएको छैन । परिणामतः नेपालका योजनाहरू तर्जुमामा उत्साह र कार्यान्वयनमा अल्मलाई र आलस्यता देखिँदै आएको छ ।

बागमती प्रदेशमा बहुक्षेत्रीय पोषण कार्यक्रम : एक समीक्षा

बलराम निरौला^१ र पुरुषोत्तम अर्याल^२

^१सचिव, प्रदेश नीति तथा योजना आयोग

niraulabr1969@gmail.com

^२प्रदेश संयोजक, बहुक्षेत्रीय पोषण कार्यक्रम

प्रदेश नीति तथा योजना आयोग

aryal.purup@gmail.com

(Article Type: General Article)

१. पृष्ठभूमि

आजको एक्काइसौं शताब्दीमा मानवीय पुँजीको विकास राष्ट्रिय विकासको आधारस्तम्भका रूपमा रहेको छ। सक्षम र स्वस्थ नागरिकको विकास महिला, किशोरी र बालबालिकाहरूको पोषणको स्थितिसँग प्रत्यक्ष रूपमा जोडिएको हुँदा पोषणको कार्यक्रम राज्यको प्राथमिकतामा परेको छ। उपलब्ध तथ्याङ्कको आधारमा नेपालमा मातृ मृत्युदर र बाल मृत्युदर पछिल्लो समयमा उल्लेख्य रूपमा घटेको देखिन्छ। भिटामिन ए र आयोडिनजस्ता सूक्ष्म पोषण तत्त्वहरूको कमीलाई नियन्त्रण गर्न सफल भएको अवस्था भए तापनि नेपालमा अझै पनि कुपोषणको दर अपेक्षाकृत रूपमा बढी रहेको तथा कुपोषण एउटा प्रमुख स्वास्थ्य समस्याको रूपमा अझै रहेको छ। नेपाल जनसाङ्खिक तथा स्वास्थ्य सर्वेक्षण प्रतिवेदन, २०२२ का अनुसार नेपालमा पाँच वर्षमुनिका कुल बालबालिकाहरूमध्ये २५ प्रतिशतमा पुङ्कोपन (Stunning), आठ प्रतिशतमा ख्याउटेपन (Wasting) र १९ प्रतिशत बालबालिकाहरूमा कम तौल (Underweight) का समस्या छन् भने पाँच वर्षभन्दा कम उमेरका ४३ प्रतिशत बालबालिका र प्रजनन उमेरका ३४ प्रतिशत महिलाहरूमा रक्तअल्पताको समस्या छ। यसका अतिरिक्त ४४ प्रतिशत जनसङ्ख्या अझै पनि सुरक्षित शौचालयको पहुँचभन्दा बाहिर रहेको हुनाले जनस्वास्थ्य पोषणको अवस्थामा प्रतिकूल असर परेको छ। सामाजिक, आर्थिक, भौगोलिक तथा लैङ्गिक मूल्य र मान्यता समेतको प्रत्यक्ष/अप्रत्यक्ष असरबाट नेपालको स्वास्थ्य अवस्था कमजोर रहेको र त्यसमा पनि विशेषतः महिला तथा बालबालिकाहरू प्रत्यक्ष रूपमा प्रभावित भएका छन्।

दिगो विकास लक्ष्यका १७ मध्ये १२ ओटा लक्ष्यहरू मानवीय पोषणको अवस्थसँग जोडिएका छन्, जुन लक्ष्यहरू प्राप्त गर्नका लागि पोषण कार्यक्रमलाई राज्यका तीन ओटै तहहरूबाट राष्ट्रिय अभियानको रूपमा अगाडि बढाउनुपर्ने आवश्यकता महसुस गरिएको छ।

विगत दुई दशकमा नेपालको पोषण क्षेत्रमा धेरै सुधारहरू भएका छन्। यस अवधिमा कुपोषित बालबालिकाको सङ्ख्या घटेको, पाँच वर्षमुनिका बालबालिकाहरूको पुङ्कोपन ५७ प्रतिशतबाट २५ प्रतिशतमा झरेको, पाँच वर्षमुनिका बालबालिकाहरूको कमतौल ४२ प्रतिशतबाट १९ प्रतिशतमा झरेको, पाँच वर्षमुनिका ख्याउटेपन भएका बालबालिकाहरूको अनुपात १५ प्रतिशतबाट ८ प्रतिशतमा झरेको, ९५ प्रतिशत बालबालिकाले सुरक्षित घरमा बस्ने तथा आयोडिनयुक्त नुनको उपभोग गर्ने गरेका, पाँच वर्षमुनिका ८५ प्रतिशतभन्दा बढी बालबालिकाहरूसम्म भिटामिन ए को पहुँच पुगेको अवस्था भए तापनि यस क्षेत्रमा अझै चुनौती सकिएको छैन। विशेषगरी विद्यमान पुङ्कोपन र ख्याउटेपनको दर अझै मानक भन्दा बढी नै रहेको, छ महिनासम्म बच्चाहरूलाई आमाको दुध खुवाउने महिलाहरूको अनुपात दुई दशकमा ६६ बाट ५५ प्रतिशतमा झरेको, छ महिनादेखि २३ महिनासम्मका शिशुहरूमध्ये ४० प्रतिशत शिशुहरूले मात्र आवश्यकताअनुसारको पोषण प्राप्त गरेका, त्यसमा पनि ३० प्रतिशत शिशुहरूले न्यूनतम खाना मात्र प्राप्त गरेका, पाँच वर्षसम्मका ४३ प्रतिशत र छ देखि २३ महिनासम्मका ६९ प्रतिशत बालबालिकाहरू रक्त अल्पताबाट ग्रसित भएका छन्। त्यसैगरी ४४ प्रतिशत किशोरीहरू र ४६ प्रतिशत गर्भवती महिलाहरू

अनि प्रजनन उमेरका ३४ प्रतिशत महिलाहरू रक्तअल्पताको सिकार हुनु नेपालको मातृ तथा शिशु स्वास्थ्य क्षेत्र र स्वस्थ, सक्षम र समृद्ध मानवीय पुँजी विकासका चुनौतीहरू हुन् ।

यस परिप्रेक्ष्यमा नेपाल सरकारले बहुक्षेत्रीय पोषण योजना तर्जुमा गरी सङ्घ, प्रदेश र स्थानीय तहहरूबाटसमेत पोषणसम्बन्धी कार्यक्रमहरू सञ्चालन गरेको छ । पोषणसम्बन्धी विषय विभिन्न क्षेत्रहरूसँग सम्बन्धित भएकोले स्वास्थ्य, शिक्षा, कृषि, महिला तथा बालबालिका, खानेपानी तथा सरसफाइ, पशुसेवा र शासकीय प्रबन्धसमेत सात ओटा क्षेत्रहरूलाई एकीकृत रूपमा समेटेर बहुक्षेत्रीय पोषण योजना हाल नेपालमा सञ्चालन भइरहेको छ । यो कार्यक्रम पोषण सुधारसम्बन्धी विभिन्न सूचकहरूसहित विभिन्न निकायहरूको सहभागितामा एकीकृत रूपमा पोषण सुधारका सूचकहरू प्राप्त गर्नका लागि सञ्चालन गरिएको हो । विशेषगरी सुनौला हजार दिनका महिला तथा बालबालिका, किशोरीहरू तथा पाँच वर्षमुनीका बालबालिकाहरू यस कार्यक्रमका लक्षित वर्ग रहेका छन् । सन् २०३० अथवा वि.सं. २०८७ सम्ममा नेपालका सबै स्थानीय तहहरूमा पोषण मैत्री स्थानीय शासन घोषणा गरिसक्ने लक्ष्यका साथ एउटा राष्ट्रिय अभियानका रूपमा यो कार्यक्रम सञ्चालन भइरहेको छ । सङ्घ, प्रदेश, स्थानीय तह, राष्ट्रिय तथा अन्तर्राष्ट्रिय गैरसरकारी संस्थाहरू, विकास साझेदार संस्थाहरू, समूह तथा सहकारी संस्थाहरू यस कार्यक्रमका प्रमुख सरोकारवालाहरू हुन् ।

प्रादेशिक रूपमा बहुक्षेत्रीय पोषण योजनाअन्तर्गत हालका सूचक तथा प्रदेशले हासिल गर्ने सूचकहरूलाई प्रदेशले तयार गरेको पहिलो आवधिक योजना (२०७५/०७६-२०८०/०८१) मा समेत प्रस्ट रूपमा उल्लेख गरी कार्यक्रम अगाडि बढाइएको छ ।

राष्ट्रिय योजना आयोगको बहुक्षेत्रीय पोषण योजना कार्यान्वयन निर्देशिकामा भएको प्रावधानको आधारमा प्रदेश नीति तथा योजना आयोगका उपाध्यक्षज्यूको अध्यक्षतामा प्रदेश स्तरीय पोषण तथा खाद्य सुरक्षा निर्देशक समिति गठन गरी समितिको सचिवालय प्रदेश नीति तथा योजना आयोगमा स्थापना भई यस कार्यक्रमको संयोजन प्रदेश नीति तथा योजना आयोगले गरिरहेको छ । प्रदेशका सबै ११९ स्थानीय तहहरूमा यो कार्यक्रम सुरु भइसकेको छ र आर्थिक वर्ष ०८३/०८४ भित्रमा आफ्नो पालिकामा पोषणमैत्री स्थानीय शासन घोषणा गर्न सबै पालिकाहरू लागि परेका परेका छन् । नेपालमा बहुक्षेत्रीय पोषण योजना २०६९ मा तयार भई ०७२/०७३ देखि प्रथम चरणका कार्यक्रमहरू कार्यान्वयनमा आएको देखिन्छ । पोषणको अवस्थाका आधारमा यस योजनाका क्रियाकलापहरू बागमती प्रदेशमा आ. व. ०७७/०७८ देखि मात्र लागु भएको हो । यस प्रदेशमा कार्यक्रम लागु भए पश्चात् बहुक्षेत्रीय पोषण योजनाअन्तर्गतका देहायअनुसारका क्रियाकलापहरू सञ्चालन भइरहेका छन् :

- प्रदेश स्तरमा पोषण तथा खाद्य सुरक्षा निर्देशक समितिको संयोजनका लागि प्रदेश नीति तथा योजना आयोगको नेतृत्वमा प्रदेशस्तरीय पोषण तथा खाद्य सुरक्षा निर्देशक समिति गठन भई नियमित रूपमा बैठक सञ्चालनमा रहेको । समितिको सचिवालय आयोगमा स्थापना भई तीनै तहबाट भएका पोषणका कार्यक्रमहरूमा आवश्यक प्राविधिक सहयोग, समन्वय तथा अनुगमनका कार्यहरू सञ्चालन भइरहेको ।
- प्रदेशको आवधिक र वार्षिक योजनाहरूमा पोषणका सवालहरूलाई नीतिगत रूपमा र बजेट विनियोजनमा प्राथमिकताका साथ समावेश गर्ने र समन्वय तथा सहकार्यमा कार्यान्वयन भइरहेको ।
- पोषणका विषयवस्तुहरूलाई सबै स्थानीय तहका नीति र कार्यक्रममा समावेश गराउन समन्वय तथा सहजीकरण भएको
- प्रदेशका सबै स्थानीय तहहरूमा पालिका स्तरीय पोषण तथा खाद्य सुरक्षा निर्देशक समिति गठन गर्ने र समितिको बैठकको नियमितताको सुनिश्चितता गरिएको ।
- पालिका अन्तर्गतका सबै वडाहरूमा वडा स्तरीय पोषण तथा खाद्य सुरक्षा निर्देशक समिति गठन गर्ने र समितिको बैठकको नियमितताको सुनिश्चितता गरिएको ।
- पोषणसँग सम्बन्धित सरोकारवालाहरूसँग नियमित बैठक सञ्चालन गरी कार्यक्रमको समीक्षा भइरहेको ।
- नेपाल सरकारको रणनीतिक कार्यक्रम अन्तर्गत रहेका पोषणमैत्री स्थानीय शासन र बालमैत्री स्थानीय शासन घोषणाका विभिन्न कार्यक्रमहरूलाई प्राविधिक सहयोग उपलब्ध गराउँदै दिगो विकासका लक्ष्यहरूसँग सम्बन्धित विभिन्न कार्यक्रमहरूसँग सहकार्य भइरहेको ।

२. पोषण क्षेत्रमा बागमती प्रदेशको अवस्था

प्रदेशको पहिलो आवधिक योजना (२०७५/०७६ - २०८०/०८१) मा पोषण तथा खाद्य सुरक्षाका सवालहरूलाई विभिन्न विषयगत शीर्षकहरूद्वारा सम्बोधन गर्ने प्रयास गरिएका छन् । यस आवधिक योजनाको कार्यान्वयनको अवधि एक वर्ष मात्र बाँकी रहेको र सो अवधिभित्र दोस्रो आवधिक योजना तर्जुमा गरी आ.व. २०८१/०८२ देखि कार्यान्वयनमा ल्याउनुपर्ने अवस्था छ । बागमती प्रदेशको बहुक्षेत्रीय पोषणसँग सम्बन्धित केही उपलब्धिहरूका विवरण तल प्रस्तुत गरिएका छन्:

१. कृषि र पशुपन्छीजन्य उत्पादन तथा खाद्य सुरक्षा

प्राणी तथा वनस्पतिजन्य विभिन्न उत्पादनहरूबाट मानिसलाई बृहत् तथा सूक्ष्म पोषक तत्वहरू प्राप्त हुने भएकाले कृषि र पशुपन्छीजन्य क्षेत्र पोषणको आधारशीलाको रूपमा रहन्छ । यस क्षेत्रको पोषणका समग्र क्षेत्रको अनुपातमा २० प्रतिशत योगदान रहेको छ । स्वस्थ र स्वच्छ प्राणी तथा वनस्पतिजन्य उत्पादनले नै पोषण तथा खाद्य सुरक्षाको अवस्थालाई निर्धारण गर्दछ । यस क्षेत्रमा बागमती प्रदेशको केही महत्त्वपूर्ण सूचकहरूको प्रगतिको अवस्था निम्नानुसार रहेको देखिन्छ :

तालिका १: कृषि र पशुपन्छीजन्य उत्पादन तथा खाद्य सुरक्षाको अवस्था

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था	आ.व.२०७८/७९ सम्मको प्रगति	सुधार
प्रमुख खाद्यान्न बालीको उत्पादकत्व	मे. टन/ हेक्टर	२.९	३.१	०.२
खाद्यान्न उत्पादन	मे. टन	१३४८२८२	१४५०७४२	१०२४६०
पशुपन्छी तथा मत्स्यजन्य उत्पादन (अण्डा बाहेक)	मे. टन	४७१८६९	६२२७२५	१५०८५६
प्रतिव्यक्ति खाद्यान्न उत्पादन	के.जी.	१११.७	२३८.०	१२६.३

स्रोत: बागमती प्रदेशको प्रथम आवधिक योजनाको मध्यावधि समीक्षा प्रतिवेदन, २०७९/०८०

माथिको तथ्याङ्कलाई मनन गर्दा मुख्य खाद्यान्न बालीको उत्पादकत्व सन्तोषजनक रूपमा बढेकोले खाद्यान्न तथा पशुपन्छीजन्य उत्पादन तथा प्रतिव्यक्ति खाद्यान्न उत्पादन वृद्धि भएको छ ।

२. स्वास्थ्य तथा पोषण क्षेत्र

पोषण सुधारका दृष्टिकोणबाट स्वास्थ्य क्षेत्र पनि महत्त्वपूर्ण क्षेत्रको रूपमा रहेको छ । यस क्षेत्रको समग्र पोषण कार्यक्रमको क्षेत्रमा २० प्रतिशत हिस्सा रहेको छ । बागमती प्रदेशमा यस क्षेत्रका महत्त्वपूर्ण सूचकहरूको अवस्था निम्नानुसार रहेको देखिन्छ :

तालिका २: स्वास्थ्य तथा पोषण क्षेत्रको अवस्था

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था *	आ.व.२०७८/७९ सम्मको प्रगति **	सुधार
अपेक्षित औसत आयु	वर्ष	७२	७२	०
दक्ष स्वास्थ्यकर्मीबाट प्रसुती सेवा लिने गर्भवती महिला	प्रतिशत	६९.९	९७.७	२७.८
एक घण्टाभित्र स्तनपान गराउने आमा	प्रतिशत	५६.४	५०	-६.४
सुत्केरी तथा नवशिशु जाँचको दायरा	प्रतिशत	९.६	४२.२	३२.६
पूर्ण खोपको दायरा	प्रतिशत	८५	८८.१	३.१

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था *	आ.व.२०७८/७९ सम्मको प्रगति**	सुधार
बहुक्षेत्रीय पोषण कार्यक्रम विस्तार	पालिका	५१	११९	६८.०
पोषण पुनर्स्थापना केन्द्र विस्तार	सङ्ख्या	३	५	२.०
प्रोटोकलअनुसार (४ पटक) गर्भवती जाँच	प्रतिशत	४९.	७०	२१.०
संस्थागत सुत्केरी सेवाको दायरा	प्रतिशत	७०.७	९८.६	२७.९
पाँच वर्षमुनिको बाल मृत्युदर (प्रतिहजार जीवित जन्ममा)	जना	३६	३३	३
पाँच वर्षमुनिको बालबालिकामा पुङ्कोपन भएका बालबालिका	प्रतिशत	२९.४	१८	११.४
पाँच वर्षमुनिको बालबालिकामा ख्याउटेपन भएका बालबालिका	प्रतिशत	४.२	५	-०.८
पाँच वर्षमुनिको बालबालिकामा रक्तअल्पता भएका बालबालिका	प्रतिशत	४२.८	४३	-०.२
पाँच वर्षमुनिको बालबालिकामा कम तौल भएका बालबालिका	प्रतिशत	१३.३	११	२.३
प्रजननयोग्य महिलामा रक्त अल्पता भएका महिला	प्रतिशत	२९	२३	६
कुपोषण प्रभावित जनसङ्ख्या	प्रतिशत	४२.१	२५	१७.१

स्रोत: *बागमती प्रदेशको प्रथम आवधिक योजनाको मध्यावधि समीक्षा प्रतिवेदन, २०७९/०८०

** नेपाल जनसाङ्ख्यिक तथा स्वास्थ्य सर्वेक्षण, २०२२

स्वास्थ्य तथा पोषण क्षेत्रका सूचकहरूमा भएका उपलब्धिको समीक्षा गर्दा प्रदेशमा पुङ्को पनाको दर उल्लेख्य रूपमा घटेको, दक्ष स्वास्थ्यकर्मीबाट सुत्केरी गराउने महिलाको अनुपात उल्लेख्य हुनु, सुत्केरी तथा नवजात शिशुको जाँचको दायरा बढ्नु, संस्थागत सुत्केरीको दायरा बढ्नु, बहुक्षेत्रीय पोषण कार्यक्रम सबै पालिकामा विस्तार हुनु, पोषण पुनर्स्थापना केन्द्रको विस्तार हुनु लगायतका सूचकहरू स्वास्थ्य तथा पोषणको क्षेत्रका सन्तोषजनक सूचकहरू रहेका छन् । आधारभूत स्वास्थ्य सेवाको विस्तार, प्रोटोकलअनुसार कम्तीमा चारपटक गर्भवती जाँच, पाँच वर्षमुनिका बालबालिकामा पूर्ण खोपको दायरा बढाउने लगायतका कार्यहरूमा प्राथमिकता दिनुपर्ने देखिन्छ ।

३. शिक्षा

बहुक्षेत्रीय पोषण योजनाको अर्को महत्त्वपूर्ण क्षेत्र शिक्षा हो । साथै खाद्य पदार्थ र पोषक तत्वहरूको बारेमा सही जानकारी लिने र सही तरिकाले उपभोग गर्ने चेतनाको विकास प्रत्यक्ष रूपमा शिक्षासँग जोडिएको छ । तसर्थ बहुक्षेत्रीय पोषण योजनामा शिक्षा क्षेत्र पनि जोडिएको छ र यसको हिस्सा लगभग छ प्रतिशत लिन सकिन्छ । बागमती प्रदेशको प्रथम आवधिक योजना र मध्यावधि समीक्षाका अनुसार यस प्रदेशमा शिक्षा क्षेत्रका केही महत्त्वपूर्ण सूचकहरूको अवस्था निम्न अनुसार रहेको देखिन्छ :

तालिका ३: शिक्षाको अवस्था

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था*	आ.व.२०७८/७९ सम्मको प्रगति**	सुधार
साक्षरता दर पाँच वर्षमाथि	प्रतिशत	७५	82.1	७.१

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था*	आ.व.२०७८/७९ सम्मको प्रगति**	सुधार
प्रारम्भिक बाल शिक्षा तथा पूर्व बाल शिक्षामा कुल भर्नादर	प्रतिशत	११०.३	१०८	-२.३
प्रारम्भिक बाल शिक्षा तथा पूर्व बाल शिक्षामा खुद भर्नादर	प्रतिशत	८३.५	७४.६	-८.९
पूर्व प्राथमिक शिक्षा प्रप्त गरी कक्षा १ मा भर्नादर	प्रतिशत	६७.२	७०.६	३.४
साक्षर जिल्ला	सङ्ख्या	११	१३	२
सामुदायिक आवासीय विद्यालय	सङ्ख्या	१	५	४
प्राविधिक धारका सामुदायिक विद्यालय	सङ्ख्या	७६	१०४	२८
प्राविधिक शिक्षालय	सङ्ख्या	१४	१७	३

स्रोत: *बागमती प्रदेशको प्रथम आवधिक योजनाको मध्यावधि समीक्षा प्रतिवेदन, २०७९/०८०

** नेपाल जनसाङ्ख्यिक तथा स्वास्थ्य सर्वेक्षण, २०२२

मध्यावधि समीक्षाका क्रमका शिक्षा क्षेत्रका अधिकांश सूचकहरूको प्रगति विवरण प्राप्त भएको नदेखिए तापनि प्रदेशका सबै जिल्लाहरू साक्षर जिल्ला घोषणा हुनु तथा प्राविधिक धारका सामुदायिक विद्यालय र प्राविधिक शिक्षालयहरूको सङ्ख्यामा वृद्धि हुनुलाई शिक्षा क्षेत्रमा सकारात्मक विकासको रूपमा लिन सकिन्छ भने प्रारम्भिक तथा पूर्व बाल शिक्षामा खुद विद्यार्थी भर्ना दर आधार वर्षको भन्दा घट्नुलाई चिन्ताको विषयको रूपमा लिनुपर्ने हुन्छ ।

४. खानेपानी तथा सरसफाइ

खानेपानी तथा सरसफाइ क्षेत्र बहुक्षेत्रीय पोषण योजनाको सबै भन्दा महत्त्वपूर्ण क्षेत्र हो । योजनामा समेटिएका समग्र क्षेत्रमा यस क्षेत्रको अंश ४३ प्रतिशत रहेको व्यहोराले पनि यसको महत्त्वलाई पुष्टि गर्दछ । स्वच्छ खानेपानी र स्वच्छ र सफा वातावरण भएन भने पोषणमा अन्य क्षेत्रको मात्र योगदानले खास भूमिका खेल्दैन । बागमती प्रदेशमा यस क्षेत्रको महत्त्वपूर्ण सूचकहरूको अवस्था निम्नअनुसार प्रस्तुत गरिएको छ :

तालिका ४: खानेपानी तथा सरसफाइको अवस्था

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था*	आ.व.२०७८/७९ सम्मको प्रगति**	सुधार
आधारभूत खानेपानी पुगेको जनसङ्ख्या	प्रतिशत	९४.१	९५.३	1.2
सुधारिएको सरसफाइ सुविधा पुगेको जनसङ्ख्या	प्रतिशत	६४.०	८०.०	16.0
धारा पाइपबाट खानेपानी पुगेको जनसङ्ख्या	प्रतिशत	६७.२	९५.३	28.1
सार्वजनिक शौचालय निर्माण	सङ्ख्या	२०	२२	2
ढल प्रशोधन प्रणाली स्थापना	सङ्ख्या	१	६	5

स्रोत: *बागमती प्रदेशको प्रथम आवधिक योजनाको मध्यावधि समीक्षा प्रतिवेदन, २०७९/०८०

** नेपाल जनसाङ्ख्यिक तथा स्वास्थ्य सर्वेक्षण, २०२२

खानेपानी तथा सरसफाइको क्षेत्रका महत्वपूर्ण सूचकहरूको प्रगति अवस्थाको बारेमा मध्यावधि समीक्षाको क्रममा धेरै सूचनाहरू प्राप्त भएका र सामान्यतया अवस्था सन्तोषजनक नै रहेको अवस्था देखिएको छ । विशेषगरी आधारभूत खानेपानी तथा धाराको पानीको पहुँच पुगेको जनसङ्ख्या वृद्धि हुनु, नयाँ खानेपानी योजनाहरू सञ्चालन हुनु, सुधारिएको सरसफाइ सुविधा पुगेको जनसङ्ख्याको अनुपात वृद्धि हुनु, सबै स्थानीय तहहरू खुला दिसामुक्त स्थानीय तहको रूपमा रहनु तथा सबै नागरिकले कुनै न कुनै प्रकारको शौचालय प्रयोग गर्नु र ढल तथा ढल प्रशोधन प्रणालीको निर्माण हुनु यस क्षेत्रका महत्वपूर्ण उपलब्धिहरू हुन् । सार्वजनिक शौचालयको निर्माण लगायतका कार्यहरूमा बढोत्तरी हुनुपर्ने अवस्था देखिएको छ ।

५. सुशासन

सबै क्षेत्रमा असल शासकीय प्रबन्ध भयो भने बहुक्षेत्रीय पोषण योजनाको लाभलाई समानुपातिक ढङ्गले वितरण गर्न सकिने भएकले यस योजनामा शासकीय प्रबन्धलाई पनि समेटिएको छ । बहुक्षेत्रीय पोषण योजनाको समग्र क्षेत्रमा सुशासन अथवा शासकीय प्रबन्ध क्षेत्रको हिस्सा लगभग चार प्रतिशत रहेको छ । यस प्रदेशमा सुशासनको अवस्था निम्न अनुसार देखिन्छ :

तालिका ५: सुशासनसम्बन्धी अवस्था

सूचक	एकाइ	आ. व. २०७५/०७६ को अवस्था*	आ.व.२०७६/७९ सम्मको प्रगति**	सुधार
अनुगमन तथा प्रगति प्रतिवेदनको अनलाईन प्रणाली स्थापना	सङ्ख्या	१	१	०
सार्वजनिक सुनुवाई प्रदेश तहमा	सङ्ख्या	२	१	-१
गुनासो फछ्यौट	प्रतिशत	१००	१००	०
विद्युतीय बोलपत्र प्रणाली लागु	प्रतिशत	१००	१००	०
प्रदेश सरकारका पदाधिकारीको क्षमता विकास	पटक	०	२	२
प्रदेश सरकारका कर्मचारीको क्षमता विकास	पटक	२	२	०
स्थानीय तहका पदाधिकारीको क्षमता विकास	पटक	१	३	२
स्थानीय तहका कर्मचारीको क्षमता विकास	पटक	०	३	३
आचार संहिता पालनासम्बन्धी अनुगमन प्रणालीको स्थापना	सङ्ख्या	०	१	१
स्थानीय तहका लागि कार्यसम्पादनमा आधारित अनुदान प्रणालीको स्थापना	सङ्ख्या	०	१	१

स्रोत: *बागमती प्रदेशको प्रथम आवधिक योजनाको मध्यावधि समीक्षा प्रतिवेदन, २०७९/०८०

** नेपाल जनसाङ्ख्यिक तथा स्वास्थ्य सर्वेक्षण, २०२२

प्रदेश र स्थानीय तहका पदाधिकारी र कर्मचारीहरूको क्षमता अभिवृद्धिका कार्यक्रमहरू सञ्चालन हुनुले सम्बद्ध तहहरूमा सुशासनको प्रत्याभूति हुँदै जाने अवस्था देखिन्छ भने सम्पूर्ण कार्यक्रमहरूको प्रभावकारी अनुगमन तथा मूल्याङ्कन प्रणाली स्थापना गर्ने, सार्वजनिक सुनुवाईलाई व्यापक बनाउने, कार्यसम्पादन करारको व्यवस्था गर्ने तथा सबै पदाधिकारी तथा

कर्मचारीहरूलाई निश्चित आचारसंहितामा आवद्ध गर्ने खालका कार्यक्रमहरू सञ्चालन गरी सुशासनलाई थप प्रभावकारी बनाउन सकिन्छ ।

६. निष्कर्ष

बागमती प्रदेशको प्रथम आवधिक योजनामा बहुक्षेत्रीय पोषण योजनाका सातओटै क्षेत्रहरूलाई महत्त्वपूर्ण रूपमा समेटेर निश्चित सूचकहरूसहित अधि बढ्नेगरी लक्ष्यहरू समेटिएको देखिन्छ । यस योजनाको मध्यावधि समीक्षाका क्रममा अधिकांश सूचकहरूको प्रगति विवरण प्राप्त नभएकाले उपलब्धिको आँकलन गर्न सकिएन । प्रगति प्राप्त भएका धेरै सूचकहरूमा उपलब्धि सन्तोषजनक रहेको देखिन्छ ।

७. सुझावहरू

प्रदेशमा पोषण तथा खाद्य सुधारका सवाललाई थप प्रभावकारी ढङ्गबाट अगाडि बढाउन देहायअनुसारका कार्यहरू गर्नु पर्ने देखिन्छ:

- प्रादेशिक बहुक्षेत्रीय पोषण योजना कार्यान्वयन नीति हुनुपर्ने
- बहुक्षेत्रीय पोषण योजना कार्यान्वयनलाई प्राथमिकता दिई पर्याप्त बजेट व्यवस्थापन हुनुपर्ने
- पैरवी तथा जनचेतनाका कार्यक्रमहरू सबै तहमा प्रतिनिधित्व गर्ने जनप्रतिनिधिहरूलाई दिनुपर्ने
- प्रदेश सरकारबाट पोषण कार्यक्रममा प्राथमिकता दिइ विशेष अनुदानको व्यवस्था गर्नुपर्ने
- पोषण तथा खाद्य सुरक्षाको सचिवालयलाई थप व्यवस्थित गरी जन शक्तिको व्यवस्थापन गर्ने
- तथ्याङ्कहरू सङ्कलन गरी तथ्याङ्कीय आधारमा योजना तर्जुमा गर्ने संस्कृतिको विकास गर्ने
- लक्षित वर्ग र समुदायमा मागअनुसारका कार्यक्रमहरू सञ्चालन गरी कार्यक्रम अगाडि बढाउनु पर्ने ।

सन्दर्भ सामग्री

राष्ट्रिय योजना आयोग, २०७७, पन्ध्रौँ योजनाको दस्तावेज (२०७६/७७ -२०८०/८१)

प्रदेश नीति तथा योजना आयोग, २०७७, बागमती प्रदेशको पहिलो आवधिक योजना, (२०७६/०७७-२०८०/०८१)

राष्ट्रिय योजना आयोग, २०७५, बहुक्षेत्रीय पोषण योजना दोस्रो- (२०७५/७६-२०७९/८०)

बागमती प्रदेशको पहिलो आवधिक योजना, २०७९, (२०७६/०७७-२०८०/०८१)को मध्यावधि प्रगति समीक्षा प्रतिवेदन, २०७९



बागमती प्रदेश सरकार

प्रदेश नीति तथा योजना आयोग

हेटौंडा, नेपाल

फोन: ०१७-५२५१३१, ५२३६८८, ५२४८५४

इमेल: pradeshyojanahtd@gmail.com

वेबसाइट: pppc.bagamati.gov.np