Nepal's National Education Policy: Challenges, Progress and Future Directions

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Abstract

Nepal's National Education Policy (NEP) serves as a transformative framework for achieving inclusive, equitable, and quality education while aligning with global standards such as Sustainable Development Goal 4 (SDG4). Recognizing education as a catalyst for socio-economic progress, the NEP emphasizes universal access, lifelong learning, and the integration of vocational and technical education. This study aims to critically examine the NEP's historical evolution, its alignment with global goals, implementation challenges, and its contributions to addressing educational disparities and enhancing quality. The study adopts a qualitative methodology, relying on an extensive review of government documents, academic literature, and international reports. Thematic analysis was employed to evaluate the NEP's effectiveness in improving access, equity, and quality, alongside its potential to address youth unemployment through vocational education. The study shows notable progress in increasing literacy rates, school enrolment, and vocational training opportunities. However, challenges persist, including regional disparities, gender inequalities, inadequate teacher training, and insufficient coordination in decentralized governance. The results highlight the need for targeted interventions to bridge gaps in educational quality and equity. Achieving the NEP's objectives requires sustained investments, improved teacher training, strengthened public-private partnerships, and expanded digital infrastructure. Addressing these challenges will enable the NEP to foster a resilient, equitable, and inclusive education system that supports Nepal's sustainable development goals.

Keywords: National Education Policy, educational reform, equity, vocational education.

Introduction

The National Educational Policy (NEP) 2076 is a holistic approach to reshaping the country's education system. It corresponds with global agendas, notably the United Nations Sustainable Development Goal 4 (SDG4), which highlights quality and inclusive education for all and lifelong learning opportunities. The NEP notes the importance of education being a key driver of economic and social transformation, aiming for an educational system for all segments of the Nepalese population, including its rural, disadvantaged, and marginalized groups. These targets set by the policy aspire to universal access to education, enhancement of quality standards, and fusion of vocational and technical skills to match labor market needs at national and international levels (MoEST, 2019).

The outlook of the NEP is inclusiveness, equity, and excellence. It stresses free and compulsory basic and secondary levels of education, mandated by Nepal's Constitution of 2015, which guarantees education as a fundamental right for every citizen. It aims not only to address

differences caused by socio-economic, gender, and regional inequities but also to create a culture of lifelong learning that will help students and workers prepare for the changing demands of a knowledge-intensive economy (Shields & Rappleye,2008). In addition, the recommendations cover the significance of TVET as a means of handling the urgent issue of youth unemployment and developing a skilled workforce that can drive the nation towards development.

Decentralization is a guiding principle of the NEP. The framework allows provincial and local governments to empower regional education policies designed according to provincial needs. The reason was that this structure could provide more equitable resource allocation, responsible governance, and local community involvement in the process. This decentralized approach needs strong coordination between federal, provincial, and local governments to guarantee the consistency and effectiveness of policy implementation (Hamal, 2020).

The NEP acknowledges that technology-driven education systems and networks can eliminate regional disparities by providing equal access to global information and improving learning outcomes. In a country with such varying geography, [that] includes mountain terrain and remote villages, digital education offers a great solution to accessibility challenges. It encourages the development of digital infrastructure, e-learning platforms, and information and communication technology (ICT) in teaching and learning approaches (Rana et al., 2020). This transition is intended to, among other things, build a modern, technology-enabled education system, preparing students for 21st-century needs.

In addition, the NEP reflects the educational needs of a country like Nepal, which has faced devastating earthquakes and floods, including education for disaster risk reduction and environmental education. In this context, the schools are envisioned as safe, revolving green living spaces, focusing on sustainability, disaster management, and resilience-building in students. Education system involving programs such as "One Student, One Plant" and community-based disaster preparedness training is rooted in the curriculum to create awareness and a sense of responsibility towards conserving the environment and safety.

NEP is a paradigm shift to mitigate historical and systematic inadequacies in the education system of Nepal and bring it in consonance with global standards and aspirations. Focusing on inclusivity, quality, and innovation, the NEP envisions empowering Nepal's diverse population with the capabilities and opportunities needed to succeed within a rapidly changing global context. However, the policy's success hinges on surmounting significant implementation challenges, building strong coordination among stakeholders, and sustaining investments to realize its lofty objectives. This paper provides a critical perspective of the NEP's accomplishments, limitations, and pathways for the future, with recommendations for strengthening Nepal's education system and advancing its national development.

Literature Review

Education, as an important catalyst for the socio-economic transformation of any country, is essential for Nepal, significantly transcending its historical path of poverty, inequality, and underdevelopment. Education is a significant prerequisite for human capital development, which provides domestic capacity for people to acquire the skills, knowledge, and competencies required

for economic productivity, social mobility, and civic participation (Caddell, 2007). Learning is a catalyst for innovation, a mechanism for poverty alleviation, and a means of enhancing the broad quality of life, and there will always be demand for it as a key driver of sustainable national advancement. Nepal's transition from a primarily agrarian economy to a more diversified economic structure depends on human capital and a skilled, educated, and adaptable workforce. A firm and well-implemented education policy like the NEP will undoubtedly be the backbone of the country's economic growth in the coming years by linking human resource development to national priorities like industrialization, digitalization, and infrastructure development. The long-term benefits of education investments include a competent workforce that is adaptable to global trends, providing a boost to national productivity (Dahal, 2024).

In diverse nations like Nepal, education helps bridge socio-economic gaps and enhances social cohesion. The NEP seeks to transform educational opportunities for marginalized groups such as women, Dalits, and indigenous communities who have historically faced institutionalized obstacles to education by creating means of equitable access to quality education (Parasd, 2025). Educational programs for underprivileged communities help free them from the shackles of poverty and provide targeted scholarships and incentives to take responsibility for their communities.

Further, education enriches civic engagement, expands political stability, promotes critical thinking, and nurtures informed citizenry (Thelma, 2024). In a country plagued by decades of political conflicts, education can be a source of stability, nurturing tolerance, democratic values, and social cohesion. It trains citizens to engage constructively in governance and decision-making, further reinforcing Nepal's democratic institutions. Another important aspect is that it seems to conform to the UN Sustainability Goals' natural progressions. It recognizes that education is the key to equipping future generations with the knowledge and skills to combat climate change and ecological challenges. The policy emphasizes the importance of sustainability as a pillar of national development by incorporating environmental education into the curriculum.

Education Policies in Nepal: An Evolution

The history of formal education in Nepal started with the establishment of Durbar High School in 1854 during the Rana regime. It was the first of its kind in the country. It was modelled after British educational practices and opened exclusively to children from elite families, especially those from the ruling class. There was no notable attempt to widen access for the general population, and education remained an elitist privilege of the top layers of society during this period (Niraula,2007). This was the case until 1951, when democracy came to Nepal, and the country's approach to education began to change. The democratic movement in 1951 led to the introduction of socio-political and economic changes, including the acknowledgment of education as a way to empower citizens and stimulate national growth (Bhandari, 2014). The thought process in the national project was reflected in the Constitution of the National Education Planning Commission (NEPC) in 1954, which paved the way for modern education policy in Nepal. NEPC recognized education as a key instrument of national development and poverty alleviation and stressed the need for universal primary education and technical training. It was the first official effort to address the systematic inequities in education accessibility that had historically defined Nepal's education system (Gurung, 2012).

The following years were marked by a series of incremental reforms directed toward expanding access to education and quality of education. The Education Act of 1971 introduced some significant structural changes, namely the creation of more public schools and community schools and the introduction of decentralization in education administration. These reforms were designed to improve enrollment rates and offer education to populations not previously served, like those in rural and remote areas. The Constitution of Nepal (2015) built upon these objectives by recognizing education as a fundamental right and making free and compulsory basic education the state's responsibility. This commitment to the Constitution demonstrates Nepal's alignment with international education goals, notably the United Nations Sustainable Development Goal 4 (SDG4), which stresses inclusive and equitable quality education for all people (Poudel & Costley,2023).

Key Milestones in Educational Reform

Nepal's journey in education has been marked by several significant milestones that have shaped its current system:

- 1. **National Literacy Campaign (1990s):** The 1990s witnessed a concerted effort to address illiteracy through nationwide literacy campaigns. These initiatives targeted adults and out-of-school children, particularly in rural areas, and helped improve the overall literacy rate. However, disparities between urban and rural regions persisted, highlighting the need for sustained efforts.
- 2. Education for All (EFA) Initiative (2000-2015): Aligned with global commitments under UNESCO, the EFA initiative aimed to ensure universal primary education, gender parity, and improved literacy rates. The program resulted in significant gains in school enrollment, particularly for girls and marginalized communities. However, challenges related to retention rates, quality of education, and teacher availability remained.
- 3. School Sector Development Plan (SSDP, 2016-2023): The SSDP represents Nepal's most comprehensive education reform plan to date, focusing on enhancing the quality, equity, and efficiency of the education system. Key priorities include teacher training, curriculum modernization, technical and vocational education, and the integration of technology in schools. Despite its ambitious goals, implementation has faced hurdles such as insufficient funding, regional disparities, and political instability.

Governmental Role in Fiscal Decentralization in Schools

The government of Nepal is a decision-maker in the education sector and is responsible for policy formulation, implementation, monitoring, etc. The Ministry of Education, Science and Technology is the leading authority that guides national educational priorities. Based on the constitutional mandates, especially stated by the Constitution of Nepal (2015), the government aims to provide access to education of good quality in a manner where no segment of the society experiences disparity. According to constitution recognition, education is a fundamental right, and free and compulsory education has to be provided up to the secondary level (Acharya & Sigdel,2024). The government's commitment towards these principles can be seen in alignment with the international frameworks that specifically provide for this, such as the United Nations Sustainable Development Goal 4 (SDG4), which states that we must ensure inclusive and equitable education for all.

Decentralization of responsibilities across the federal, provincial, and local levels is one of the defining features of Nepal's educational governance. For example, by a federal structure, local governments shape educational programs and interventions to suit local needs (Hamal, 2020). Decentralization allowed local communities to address their needs based on ground-level realities, prioritizing infrastructure, for instance, in rural schools, access to mother-tongue education for linguistic minorities, and gender-sensitive policies. Much larger authority was accorded to local-level education committees to manage schools, hire teachers, oversee school performance, and disseminate resources as needed.

Governments are responsible for secondary education, technical and vocational training programs at the provincial level, and basic education and early childhood development at the local government level. At all levels, the federal government maintains oversight of policy formulation, standard-setting, and quality assurance (Bhul,2024). This hierarchical governance structure indicates Nepal's attempt to cater to various educational needs across the country, from urban centres to remote mountainous regions.

Political Parties and Their Educational Agenda

Nepalese politics is dominated by political parties, which have a long history of being involved in formulating education policies. Political parties' manifestos, ideologies, and governance priorities shape the education reforms implemented. Education as an instrument of social justice and equity emerged as a dominant theme in the Maoist-led People's War (1996-2006) (Robins,2012). Maoists also stressed that it was through education that the marginalized and deprived sections of society would gain social, economic, and political power. School and community learning centers were perhaps the most prominent sites of political mobilization and advocacy for equitable access to education.

Post-conflict, successive democratic governments have used education as a lever to tackle national issues such as youth unemployment and regional inequalities. Recent governments have emphasized technical and vocational training (TVET) programs to train the booming youth population with skills aligned with labor market demands (Ronald et al.,2024). This is part of an effort to build a bridge between education and employment—especially as Nepal further removes itself from an agrarian economy and becomes more dependent on industry and services.

However, political instability and frequent changes in government have led to the disruption of the continuity of education policies in the country. In this system, short-term planning and implementation often lead to inefficiency as consistent long-term strategies are lacking. In addition, political interference in the management of schools, including the appointment of school officials based on party caps rather than merit, has weakened the integrity of governance in the education sector (Adhikari et al.,2023). It has signaled the need to ensure the stability of policy implementation and depoliticize education governance.

Methodology

This study adopts a qualitative approach, focusing on an intensive review of Nepal's National Education Policy (NEP) 2076, supported by analysis of academic literature, government

documents, and international reports. Key sources include the Constitution of Nepal (2015), the School Sector Development Plan (SSDP 2016–2023), and reports from UNESCO, UNICEF, and the World Bank. Thematic analysis was used to identify patterns and evaluate the NEP's alignment with global standards and its effectiveness in addressing access, equity, quality, and vocational education. While the study primarily relies on secondary data, it offers a comprehensive overview of the NEP's scope and challenges, with a focus on policy improvements and implementation gaps.

Findings and Discussion

Nepal's National Education Policy (NEP) represents a comprehensive framework for transforming the nation's education system. Its core priorities are access, equity, quality, and the integration of technical and vocational education to prepare the workforce for national and global demands. However, while progress has been achieved in some areas, significant challenges persist across multiple dimensions.

Access and Equity in Education:

Nepal has made considerable headway in primary and essential school enrollment more recently. Data from the Ministry of Education, Science, and Technology (MoEST) shows that over 96% of net enrolment levels are at the primary level, which shows that we are close to universal education. However, these accomplishments were not without their attendant gaps in access that undermine equitable education provided to all citizens. Access and equity challenges are especially apparent along gender, socio-economic, and regional lines. Most rural and remote areas, especially in the hill and mountainous regions, have insufficient, less equipped schools and qualified teachers; hence, more prospects are in the primary phase. This geographic separation compounds inequities as students in these regions have significantly more trouble than those in urban areas accessing quality education. Systemic barriers to education exist for marginalized communities such as Dalits, indigenous groups, and economically disadvantaged families. For these groups, the challenges include opportunity costs associated with poverty, discriminatory practices, and more under-resourced schools.

While gender gaps have been closing in recent years, they accrued over decades and persist as significant issues. Socio-culture set early marriage, child labor, and gender notions (for example, household responsibility) as hindrances to education, especially for girls, especially in rural areas, leading to high dropout rates. Although programs like scholarships for girls and awareness-raising initiatives have increased gender parity in enrolment, it will take continued investment to ensure that girls not only enter but also stay in school. Recognizing these issues, the NEP has also laid out some countermeasures. Mid-day meals, scholarships for disadvantaged groups, and gender-sensitive infrastructure are some programs offered to eliminate barriers to education. The practical realization of these plans needs better coordination and allocation of resources, especially on the sub-national level.

Developing Education and CurriculumQuality:

Though education access has improved, education quality is still an ongoing problem. Quality metrics, such as student learning outcomes and teacher competency, show considerable voids that

continue to undermine the efficacy of Nepal's education system. One of the major problems is the outdated curriculum, which often does not focus on current labor market requirements and does not encourage critical thinking and problem-solving skills. In response to these issues, the Curriculum Development Center (CDC) implemented curriculum development focusing on competency-based curricula, emphasizing skills like creativity, collaboration, and digital literacy. However, these reforms have faced hurdles in implementation, mainly due to the absence of teaching materials, insufficient training for teachers, and lack of monitoring systems.

Another major challenge is the lack of qualified teachers, especially in rural and remote regions. A complete lack of continuing professional development for many teachers and demoralization due to low salaries, unfavorable conditions, and limited advancement opportunities in many underresourced schools, coupled with a lack of long-term knowledge-building opportunities. The need for better teacher training and professional development programs is well articulated in the NEP, but these efforts need financial and institutional wherewithal.

The NEP prioritizes inclusive education and strives to create multilingual and culturally sensitive curricula for Nepal's diverse populace. While this is a step forward for equity, implementation is inconsistent, and many schools continue to have difficulty delivering teaching and learning in students' mother tongues or culturally relevant content.

Technical and Vocational Education and Training:

Vocational and technical education is a key pillar of Nepal's initiatives to combat youth unemployment and equip the workforce with the necessary skills to work in national and international labor markets. The government has launched programs to provide students with market-relevant skills through the Technical and Vocational Education and Training (TVET) framework in agriculture, engineering, and health sciences. These initiatives bridge the divide between education and employment, facilitating a workforce that can drive Nepal's economic growth.

Although the increased availability of TVET programs has opened up opportunities for skill development, multiple challenges hinder their effectiveness. One major issue is a mismatch between vocational training programs and the market's needs. This detrimental disconnect between skills acquired and the need for skill sets as required by employers leads many TVET graduates to search for jobs, returning empty-handed. We need to be more cognizant of this disconnect and focus on developing stronger partnerships between academia and industry to ensure that the curricula align with labor market trends.

Vocational education is also affected by regional disparities in access. Many TVET programs are located in major cities, creating an accessibility gap for students who reside in rural areas. For this reason, NEP recommends the decentralization of vocational education and promotes provincial and local administrations initiating training centers serving the interests of regional areas.

A major barrier is the perception that vocational education is a second-class alternative to academic education. "For many students and parents, TVET programs are seen as a backup option instead of an alternate pathway to socio-economic mobility." The stigma attached to TVET cannot

be overcome until the government actively promotes TVET alongside the appreciation of vocational training through awareness raising and pathways for TVET graduates towards higher education or entrepreneurship. Challenges and Barriers

Nepal's National Education Policy (NEP) has ambitious goals for transforming the country's education system, but its implementation is hindered by a range of challenges and barriers. These challenges span political, socio-economic, and geographic dimensions, complicating efforts to provide equitable and quality education for all.

Political Instability and Its Impact on Education:

Nepal's political landscape has seen frequent government flips, long interims, and instability that have profoundly affected the education sector. Education policies take time to implement and require long-term strategies, but national and local leadership turnover has created inconsistencies in policy enforcement. The absence of continuity in leadership prevents vital reforms from being expedited, plans for funding allocation being maintained, and active educational programs being pushed forward. For example, initiatives related to education introduced during one administration often encounter neglect or revision under successive governments, with lingering effects on programs and consequences for students and educators alike.

This political meddling in local school governance only adds to inefficiency. Loyalty superseding merit and capacity in appointing school officials and administrators leads to incompetence, diminished accountability, and governance." Such political upheaval leads to resource waste, poor policy implementation, and deterioration in the quality of education.

Implementation of Socio-Economic Factors:

Deep poverty and income inequality across Nepal provide significant barriers to education. Education takes a back seat to economic and social necessity, and this, in patriarchal societies, means that the long-term liberation of an educated woman is the least on a male child's list. Such economic strain leads many children to leave school to support their families through agricultural work or other labor. Such dropout rates are exceptionally high in remote regions where poverty is more severe, perpetuating the cycle of poverty and illiteracy.

Language diversity and cultural norms also challenge making curricula standardized and inclusive. There are 120 languages spoken in Nepal, making it challenging to formulate and implement educational material addressing all languages. The NEP encourages education in multiple languages, but few schools have the means — or the trained staff — to teach in local languages. The roles of culture and gender-based discrimination also explain the differences in access to education experienced by girls in less developed, rural spaces. Early marriage, as well as the preference for educating boys over girls, are standard practices that continue to increase the gender gap.

Regional Discrepancies in Access to Education:

Nepal's geographical diversity, with its vast maritime, hilly, and plains regions, has resulted in significant regional differences in educational access. Education in the rural area also has the problem of infrastructure. Deficiencies in infrastructure discourage attendance and create adverse learning conditions for students.

Logistical hurdles like lack of transportation underscore these inequities. Children often have to walk far to school in remote areas, so enrollment and dropout rates are higher. Furthermore, the shortage of teachers in rural and soared mountains has remained a serious problem. As rural schools compete for licensed teachers, many qualified professionals gravitate toward urban settings with better living conditions, leaving understaffed schools to rely on half-prepared teachers.

With an eye on national outcomes, separating education structures has not done enough to address these inequalities. Decentralization and localized planning initiatives have had some impact, but better coordination and resources are required. The NEP recognizes the need to strengthen local governments to formulate local solutions, but the disparity of resources and capacity hampers progress.

Implementation Strategies

Government initiatives and Programs:

Nepal has initiated numerous programs by the government to improve the education sector's quality, equity, and success. Among them, the most prominent plan is the School Sector Development Plan (SSDP) (2016-2023), which upholds quality education with equitable access and systemic inefficiency. The SSDP focuses on teacher training, curriculum development, and the infrastructure for building child-friendly schools. It also seeks to bridge gaps in access to education for marginalized communities — Dalits, indigenous groups, and children with disabilities.

Moreover, local governments have been authorized under Nepal's federal structure to address region-specific educational needs. Decentralization facilitates increased community involvement in school governance, allowing local actors to take responsibility for educational development. At the local level, education committees are also heavily involved in resource distribution, overseeing the functioning of schools, and adapting the curriculum — making education policies relevant to the region. Other initiatives in this regard include government-run school enrollment drives and scholarships aimed at economically challenged students.

Funding and Allocation of Resources:

Though an increase in the educational budget has been announced in recent years, this is inadequate to fulfill Nepal's education needs in the long run. Issues such as a lack of infrastructure, a shortage of teachers, and new learning materials require substantial financial resources. As a result of this shortfall, Nepal has depended mainly upon international organizations such as UNICEF, the World Bank, and UNESCO for financial and technical support. Partnerships market

access can result in infrastructure finance, capacity development (teacher education), and access expansion (to remote regions).

However, the reliance on outside funding creates fears about sustainability. Nepal's education policy has stressed the need to develop public-private partnerships and promote local investment through school development grants. Separating education institutions from direct dependence on specific ministries will not only broaden the range of available funding options but also foster greater efficiency in allocating and utilizing resources.

Evaluation of Policy Outcomes:

The National Education Policy (NEP) is one of Nepal's monumental, directional policy frameworks with traces of some measurable reforms in the education system. Some notable results have been improved literacy rates and increased primary-level enrolment. These results reflect the success of programs such as the School Sector Development Plan (SSDP) and Education for All (EFA) initiated by the government, prioritizing the minimum access to education for all. These advances have also been greatly aided through enrolment drives, scholarships for underrepresented communities, and gender-focused initiatives.

However, despite those gains, quality and equity gaps in education remain. Systemic barriers faced by marginalized communities such as Dalits, indigenous groups, and economically disadvantaged populations restrict access to quality education. There are also challenges with insufficient school infrastructure, lack of well-trained teachers, and restricted access to learning resources in rural and remote areas. Many policy evaluations have consistently emphasized the importance of targeted interventions to address these disparities. This encompasses equitable distribution of resources, quality teacher training, and mitigating socio-cultural barriers that marginalize specific communities.

Future Directions:

There is a compelling need for specific advances and strategic reforms to realize the vision of Nepal's National Education Policy (NEP). A holistic and layered approach, including decentralization, teacher training, public-private partnerships, equity, and digital learning, is crucial for addressing the chronic problem of the education sector. A crucial measure in mitigating regional disparities is strengthening decentralization, which allows local governments to design appropriate solutions to problems, such as low-cost infrastructure and a shortage of teachers, tailored to local needs. A companion to this idea is the work that should be done to improve teacher training, perhaps by introducing extensive, continuous professional development programs to strengthen pedagogical skills, sustain innovative teaching and learning methods, and ensure that all educators can cater to diverse student needs. Such measures address the need to raise the quality of education overall while closing gaps between regions and demographics.

Moreover, sync public-private partnerships can greatly complement government initiatives, especially in infrastructure building, vocational training, and digital learning. Innovative solutions and funding shortfalls can be addressed through the collaboration of the public and private sectors. Initiatives with an equity focus are also critically important; they are aimed at supporting those groups who are in marginalized positions: girls, ethnic minorities, and children with disabilities.

Scholarships, mid-day meals, and inclusive curricula that reflect Nepal's cultural and linguistic diversity are some tools that can help ensure that no group is left behind. The COVID-19 pandemic has shown it clearly: we must also shift our focus to expanding digital learning infrastructure and e-learning platforms. It will also minimize geographical imbalance and create new opportunities for distance education by assuring uniform access to technology and ICT tools, particularly in rural areas.

Emerging Trends in Education:

However, one of the most prominent trends influencing the future of learning in Nepal is the integration of technology in education. The use of e-learning platforms and digital tools during the COVID-19 pandemic created new opportunities for distance education, helping students in remote areas. The human touch remains essential, but when these can be deployed, they enhance access and realization of learning further.

Moreover, the global focus on science, technology, engineering, and mathematics (STEM) education resonates with Nepal, and it aims to equip its workforce with tools for the challenges ahead. Widespread implementation of STEM education at all levels promotes innovation, critical thinking, and workforce readiness, allowing students to become equipped to respond to the labor market needs of our nation and the world.

Conclusion

The NEP has played a crucial role in increasing access to education and raising literacy rates in Nepal. However, a persistent set of challenges around quality, equity, and political stability hampers its potential. To solve the problems, continuous infusions of resources, targeted interventions, and improved local governance will be needed. While education acts both as an engine and a buffer of political and socio-economic development, education can mitigate political instability and fulfil Nepal's aspirations for sustainable development by nurturing critical thinkers, building social cohesion, and developing a workforce for the economy. A strong and progressive education policy is essential for creating a resilient, just, and prosperous Nepal. NEP should be reformed and approached innovatively to become a great framework of transformation for long-term results based on national development.

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