development
initiatives

June 2024

Data analysis to leave no one behind in Tulsipur, Nepal

Report

Contents

Acknowledgements

Acronyms

DI	Development Initiatives
EMIS	Employment management information system
HMIS	Health management information system
IEMIS	Integrated education management information system
LNOB	Leave No One Behind
MPI	Multidimensional Poverty Index
NPHC	National Population and Housing Census
NPR	Nepalese Rupee
OECD	Organisation for Economic Cooperation and Development
PMEP	Prime Minister's Employment Program
PWDs	Persons with disabilities
SDGs	Sustainable Development Goals
SSA	social security allowances
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VERSP MIS	Vital event registration and social protection management information system

Overview

In recent years, Nepal has made significant progress in reducing the number of people living in multidimensional poverty, from 30% of the population in 2014 to 17% in 2019. This represents 3.1 million citizens lifted out of multidimensional poverty. However, while progress at the national level has been substantial, there is a risk that certain groups could be left behind.

In order to gain an understanding of who these groups might be and the data available to inform local decision-making, Development Initiatives (DI) has carried out a data landscaping and analysis assessment in two municipalities in Nepal – Simta and Tulsipur. These assessments form part of DI's body of work in support of the Agenda 2030 commitment to leave no one behind (LNOB).

We first conducted a data landscaping assessment of the availability of data and evidence in the two municipalities. This report then analyses the data collated in the initial data landscaping assessment in Tulsipur, presents the findings and makes recommendations. It largely uses data from the Nepal National Population and Housing Census 2021 ('the 2021 Census') and local data systems and processes from 2018 to 2022. You can read more about the data sources used in this report in Part 2.

The analysis in this report helps identify those at risk of being left behind – namely women and children. It provides information and makes recommendations that can be used to inform local decision-making to tackle poverty, inequalities, and improve data quality and systems for further evidence. Furthermore, it shows how local data can help identify groups being left behind and that improved data is needed to fully understand inequalities experienced by people of ethnic minorities and persons with disabilities (PWDs).

The Executive summary presents the key findings. Part 1 introduces the report, and Part 2 explains the data sources used and data limitations. Part 3 outlines the municipality's demographic and living standards. Part 4 goes on to identify groups shown to be at risk of being left behind, with a focus on women and children. Part 5 uses available data provided by the municipality to review two social protection programmes and their ability to target and aid groups most at need. Finally, Part 6 summarises the report findings and provides recommendations for data improvement and use in local decision-making.

Executive Summary

In a matter of five years, the proportion of people living in multidimensional poverty in Nepal has significantly decreased from 30% in 2014 to 17% in 2019.[1] This substantial progress meant that 3.1 million citizens were lifted out of multidimensional poverty, and both the social and economic living standards of millions of people were improved nationwide. However, while progress at the national level has been substantial, there is a risk that certain populations and communities could be left behind if this progress is not shared. In support of the Agenda 2030 commitment to leave no one behind (LNOB), DI conducted a study to assess the availability of data and evidence in two municipalities in Nepal – Tulsipur and Simta. This report presents the findings in relation to Tulsipur municipality and aims to support government partners in understanding who is at risk of being left behind, in what ways, and why.

This report analyses the data collated in the initial data landscaping assessment in Tulsipur municipality, largely relying on data from the Nepal National Population and Housing Census 2021 ('the 2021 Census') and local data systems and processes between 2018 and 2022. It seeks to identify those at risk of being left behind and provide information using existing municipal data which can be used to inform local decision-making to tackle poverty and inequalities. This report identifies that women and children are being left behind, while additional data collection and research are required to fully understand inequalities experienced by people of ethnic minorities and persons with disabilities (PWDs).

Key findings

1. Some notable comparisons can be made in the living standards between urban and rural administrative wards in Tulsipur

Tulsipur is a sub-metropolitan city and municipality in the Lumbini province of mid-west Nepal with a population of 179,755. In 2022/23, the National Living Standard Survey IV recorded 24% of the population in Lumbini to be in poverty – higher than the 20% national rate. The 385 km² municipality is composed of 19 administrative wards that span across commercial, agricultural and forest land. Households in more 'urban' wards (Wards 5−9) were found to have slightly better living conditions compared to 'rural' households (Wards 1−4 and 10−19).

- **Households in rural administrative wards are at greater risk of flooding.** 29% of households in rural wards are at medium or high risk of flood, compared to 18% of urban households.
- **Rural households are made with lower-quality building materials.** The majority of households in urban wards were found to be made from cement floor, roof, and walls,

while rural households mostly consist of a combination of mud or cement floor and walls, and galvanised sheet roofs.

- **Urban households have greater access to amenities such as computers, refrigerators, and vehicles.** 54% of urban households claimed to have internet in comparison to 29% of rural households. Urban households were recorded to have greater levels of access to almost all amenities included in the survey.
- **Urban households have greater access to better-quality roads.** 9% of rural households have access to pitch roads and 31% to dirt roads. This is in comparison with 44% and 17% of urban households having access to pitch and dirt roads respectively.

2. Women face compounded burdens that place them at risk of poverty and socioeconomic inequalities

This report found clear evidence that women are one group being left behind in Tulsipur. With lower education enrolment, literacy and economic participation than men, and higher rates of unemployment, early marriage, and single parenting, women face multiple burdens that place them further at risk of poverty. There are some programmes and social security systems in place to support certain groups of women, but their impact is not always clear or fully measured.

- **Among some age groups, women were found to have less education and lower attendance than men.** 62% of women between the ages of 20 to 39 were found to have completed school to Grade 10 or higher, which is comparable to men of the same age group – 63%. Young girls and women between the ages of 5 and 25 report just slightly lower school attendance – 74% – than boys and men of the same age group – 79%. The difference is greater among older age groups as 47% of women over the age of 40 report never having attended education in comparison to 30% of men the same age.
- **Literacy levels are significantly lower for older women than men.** Literacy rates are very high for both boys/men and girls/women under the age of 20 at close to 100%. However, literacy rates among the older generations vary a lot by gender. For example, women between the ages of 65 and 69 have a literacy rate of 16% in comparison to 52% of men in the same age group. These findings do not differ very much from the national averages.
- **Women in Tulsipur have lower economic participation and higher levels of unemployment than men.** 45% of female citizens over the age of 10 were recorded as economically inactive. Of those who are economically active, 10.5% are unemployed and seeking work. By comparison, 34% of the male population over the age of 10 is economically inactive and 7.5% are unemployed.
- **The Prime Minister's Employment Program (PMEP) helps unemployed women find work opportunities but has limited coverage.** The PMEP specifically targets unemployed women to help decrease the number of women in unemployment. In Tulsipur, two-thirds of applicants were female and made up 77% of all successful

applicants. However, of the 2,723 unemployed women identified in the municipality, only 399 were successful applicants, the equivalent of 15%.

- **Single mothers look after a large portion of the children in the municipality.** One in four children in the municipality was found to live with a single mother.
- **Social security allowances aid widowed and senior single women by providing cash transfer allowances.** In 2021/22, over 3,702 allowances of NPR 31,920 were granted to widowed and senior single women in Tulsipur.
- **Early marriage is a prevalent trend likely hindering educational opportunities for young women and girls.** While there is limited data to measure the impact of marriage and childcare on education, marriage statistics show that 9.3% of married women today married before the age of 15, and 43% before the age of 18. Of those currently not in education (both male and female), 31% claim to leave due to marriage and childcare responsibilities.

3. Children and adolescents receive very little social assistance despite making up almost half of Nepal's poorest people

In Nepal, children and adolescents under 18 make up the largest share of people living in multidimensional poverty. According to national data, 44% of all Nepalese people living in poverty, the equivalent to 2.2 million citizens, are children. In other words, one in four children in Nepal live in multidimensional poverty. Over a third of Tulsipur's population are children and adolescents.

- **Only 4% of all funds provided through social assistance allowances reached children and adolescents under the age of 18.** Without any cash assistance to most children in the municipality, especially those between the ages of 5 and 18 that receive near to no allowances, families face the near full cost of educational materials and nutrition with limited in-kind programmes available.
- **A significant number of adolescents do not pursue higher levels of education.** 83% of the population between the ages of 18 and 25 were found to not be in education. Of all 5-to-25-year-olds out of school, marriage and childcare responsibilities were cited as the most common reason for leaving schooling.
- **One in four children under the age of 18 live with a single parent.** This places them at higher risk of being in poverty, as well as being involved in child labour to help bring additional income to their household.
- **A considerable number of children are involved in child labour.** In Tulsipur, 21% of children aged 10 to 14 report to have done some sort of formal work in the last year.

4. A lack of quality, timely data makes it difficult to understand socioeconomic inequalities and aid those most vulnerable

National censuses are conducted once every ten years in Nepal. This report largely relied on data from the 2021 national census for municipal-level analysis. With limited data gathered from other sources, timely analysis for local decision-making would be difficult to conduct.

- **The lack of disaggregated datasets limits comparison across variables.** With almost all data published being aggregated, census data included, comparison of additional insight in child, gender, and other potential groups at risk could not be analysed.
- **Limited datasets available.** Low-quality data, or in some cases no data, on variables such as income, health, gender-based violence, and nutrition were found in the collated data.
- **Missing metadata and additional information.** While not totally limiting, inclusion of metadata could have simplified or improved the analysis process.
- **Incomplete tracking of local social security programs.** Only two social security programs (PMEP and social security allowances (SSA)) were found to have available data despite there likely being other cash and in-kind social security programs available.

Part 1: Introduction

Leave no one behind (LNOB) is the central, transformative promise of the 2030 Agenda for the UN's Sustainable Development Goals (SDGs). It compels governments and development actors to consider those furthest behind and address the discrimination and exclusion that drive the inequalities people experience. As part of DI's Poverty & Inequality programme during 2022 and 2023, DI conducted four studies in Benin, Kenya, Nepal and Uganda to assess the availability of evidence, and to analyse data to support government partners in understanding who is at risk of being left behind, in what ways, and why.

In 2019, 17.4% of the Nepalese population lived in multidimensional poverty, representing just under 5 million people.[2] While this indicated substantial progress from a recorded level of 30.1% in 2014, certain groups are at risk of remaining in poverty: particularly women and children. Social inequalities − identified across gender, age, ethnicity, and disability − compound the impact of economic inequality, further distancing these groups from the majority. Indeed, UNDP's Nepal Multidimensional Poverty Index report in 2021 identified that 2.2 million children were living in poverty, close to half of the entire population living in poverty in Nepal.[3]

The LNOB assessment in Nepal seeks to understand data and data infrastructure on people being left behind in two municipalities: Tulsipur and Simta. The assessment seeks to illuminate how existing data can be used to inform local decision-making to tackle poverty and inequality, and what data gaps exist. The first part of the assessment identified and reviewed relevant existing data.

This report forms the second part of the LNOB assessment in Tulsipur municipality. It analyses the available data and provides recommendations that can be used to inform future policy decisions to prevent people being left behind. The report is split into six sections:

1. Part 1 introduces the report.
2. Part 2 outlines the data sources used and data limitations.
3. Part 3 outlines the municipality's demographic and living standards.
4. Part 4 identifies groups found to be at risk of being left behind, with a focus on women and children.
5. Part 5 uses available data provided by the municipality to review two social protection programmes – the Prime Minister's Employment Program (PMEP) and social security allowances (SSA) – and their ability to target and aid groups most at need.
6. Part 6 summarises the report findings and provides recommendations for data improvement and use in local decision-making.

Part 2: Data sources

This report uses data systems and programmes identified in the initial data landscaping and inventory report as well as data from the Nepal National Population and Housing Census 2021 ('the 2021 Census'). Local data sources used for analysis include the Municipal Profile Survey 2076 (2019/20) ('the Tulsipur Profile') conducted every five years, Tulsipur municipality's Vital Event Registration and Social Protection Management Information System (VERSP MIS), Employment Management Information System (EMIS) and Integrated Education Management Information System (IEMIS).

Supplemental data on flood risks was sourced from the Multi-Hazard, Vulnerability and Risk Profile conducted in Tulsipur by the United States Agency for International Development in 2022.

Datasets and findings were supplemented with existing literature from international organisations and the Nepalese government for background information and national comparison. While a large number of findings in this report use data from the more recent 2021 Census, similar examinations could have been conducted using data from the Municipal Profile Survey and other local data systems. Although available, data from the municipality's Health Management Information System (HMIS), Disaster Risk Reduction Portal, Smart Daughter Programme and others were not used in this report due to insufficient disaggregation, relevance, and/or variables for the analysis of groups being left behind.

Data and analysis limitations

The quality of data collated in this LNOB assessment is dependent on the resources available to the civil agents of Tulsipur municipality. As such, the data gathered from the sources used in this report contained a number of notable limitations:

- **Indicator correlations:** The datasets available from the 2021 Census and Tulsipur Profile are composed of aggregated figures (not microdata) that summarise the number of cases or households by administrative ward or, at times, gender. For this reason, correlation analysis of several indicators is limited − particularly between data on social protection programmes and municipality demographics − and comparisons of households and citizens across multiple indicators is not possible.

- **Economic wellbeing and health:** The 2021 Census and Tulsipur Profile datasets do not include detailed measures of income, wealth, or health for citizens in the municipality. As a result, analysis of economic wellbeing or health across social groups and living conditions is not possible.

- **Disability data:** The questions used to gather data on the number of PWDs in both the 2021 Census and Tulsipur Profile do not conform to internationally recognised

best practice. Furthermore, some of the terminology used to describe dimensions of disability in the results risk stigmatising PWDs. The final figures record extremely low prevalence rates of disability, both in the municipality and nationally in comparison to international figures. As a result, these figures should therefore be treated with particular caution and should not be considered representative of dimensions of disabilities.

- **Timeliness and recency:** The findings of this report combine data extracted from the 2021 Census, Tulsipur Profile (2019−2020), and other local systems (2020−2022). The data results are therefore not representative of a single point in time, but instead extend across 3−4 calendar years.

- **Metadata:** The Tulsipur Profile proved a significant source of findings for this report. However, information on important metadata relating to sample size, coverage, and weightings was not readily available.

Figure 1: Map of Tulsipur Municipality, Dang District, and Nepal

Wards of Tulsipur municipality

Dang district
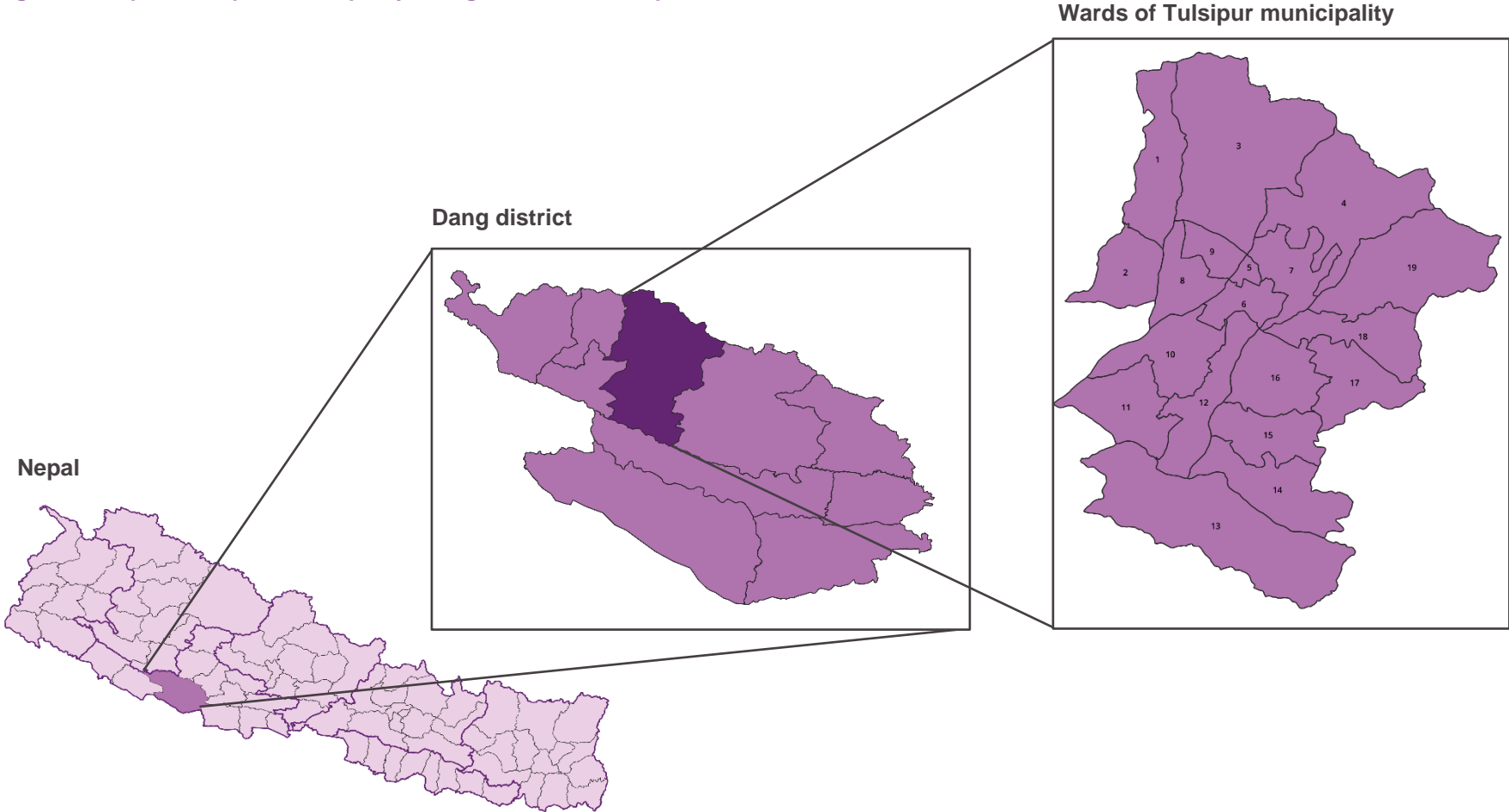
Nepal

Source: Development Initiatives based on Government of Nepal National Geoportal 2024.

Notes: The boundaries and names used in this map do not imply official endorsement or acceptance by Development Initiatives.

Part 3: Demographics and living standards

Population

Tulsipur is a sub-metropolitan city and municipality in the Lumbini province of mid-west Nepal. In 2022/23, the National Living Standard Survey IV identified that 24% of the population of Lumbini were living in poverty, slightly higher than the 20% national rate of Nepal. The 2021 Census recorded a total population of 179,755 citizens across Tulsipur's 19 administrative wards, split by 53% female (94,991) and 47% male (84,764).

With close to 50% of citizens being under the age of 25, Tulsipur reflects the median age of the population at a national level. While the 15–19 age group is largest for both genders (making up 12% of male and 11% of female population), the male population drops from age 20 upward. This is not reflected at the national level, nor among the female population of Tulsipur, which decreases steadily from age 25. A possible explanation for this might be that adolescent and young men move away from Tulsipur to pursue living and work opportunities outside the municipality. Recent research and remittance figures show that labour migration is high in Nepal, with remittances accounting for 27% of GDP.[4]

**Figure 2: Population pyramids for Tulsipur and Nepal**
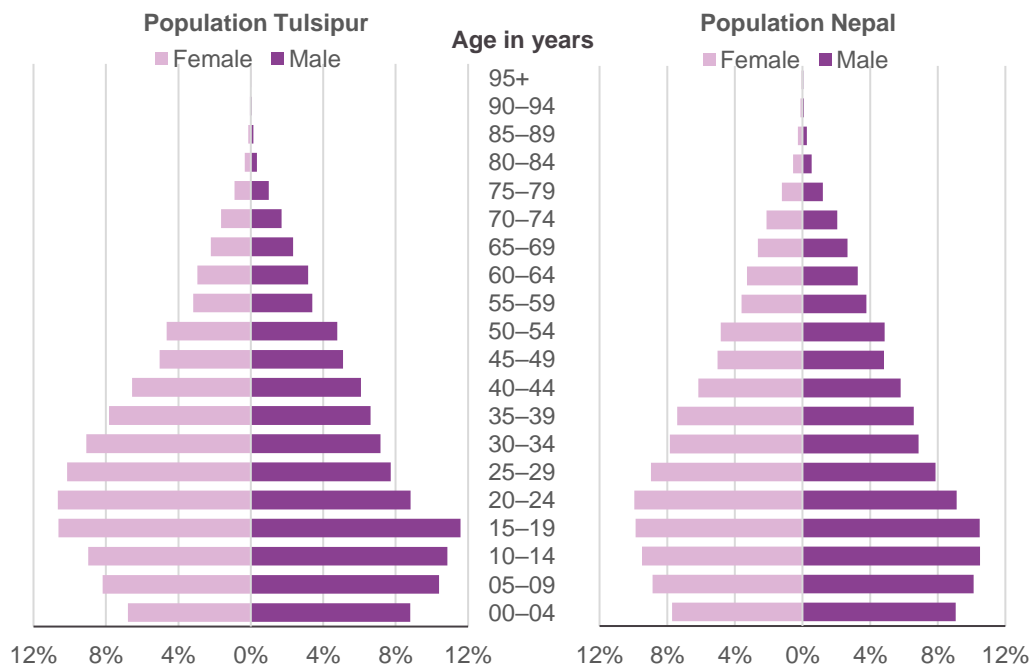
In 2021, Tulsipur's population growth rate stood at 2.3% before accounting for migration and labour mobility, with local VERSP MIS recording 5,427 births and 1,238 deaths in the municipality. In the 2011 Census, Tulsipur's population was recorded as 141,528. Ten years later, the 2021 Census recorded a population 27% larger of 179,755. This represents an annual growth rate of 2.7% between 2011 and 2021. By comparison, Nepal's population increased on average 1% per year. Additionally, the 2021 Census recorded that 3,915 out of the 17,058 (23%) of Tulsipur's children under the age of 5 did not have their birth registered at the time of data collection.

Population figures vary across wards, reflecting a diversity of topography and population density in the municipality. Predominantly forested areas in the north and south (e.g., Wards 1, 3, 4, 13 and 19) have populations of less than 10,000. More urban areas include Wards 5, 6, 7 and 9, with populations up to 21,656 in Ward 6. Tulsipur has an average population density of 467 citizens per km^2 making it much more densely populated than the country average of 198 people per km^2.

**Figure 3: Ward population distribution by gender in Tulsipur**
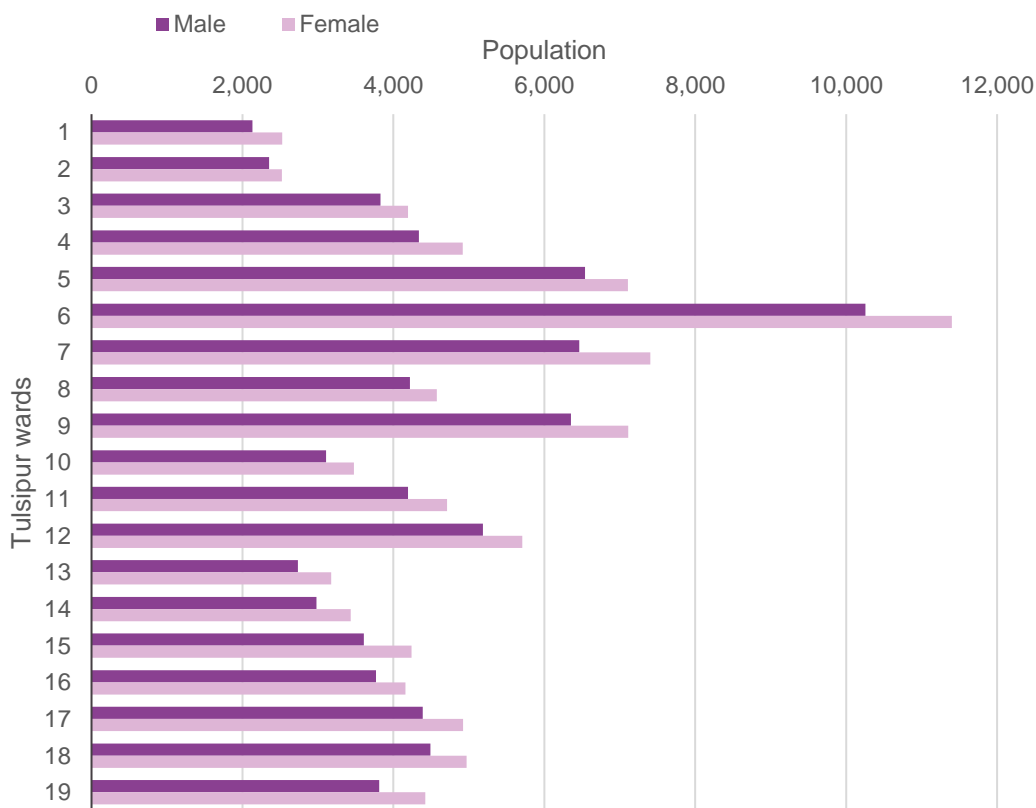
Source: Development Initiatives based on Nepal National Population and Housing Census 2021.

Employment

The level of economic inactivity in Tulsipur is 40%. This represents 59,170 citizens who do not work nor seek employment. By comparison, the national level is 34%. Economic inactivity accounts for all citizens above the age of 10 who are not engaged in any formal work nor are actively seeking to join the workforce.[5] This therefore includes students, retirees, and persons engaged in informal employment. Of those who are economically active (working or looking for work), the unemployment rate in Tulsipur is 8.8%, compared to 7.0% nationally.

As at the national level, economic participation in Tulsipur varies by gender with 45% of female citizens over the age of 10 recorded as economically inactive and 34% for men. Similarly, of those economically active, 11% of women are unemployed in comparison to 7.5% of men.

Figure 4: Share of population above the age of 10 economically active/inactive and employed/unemployed in Tulsipur
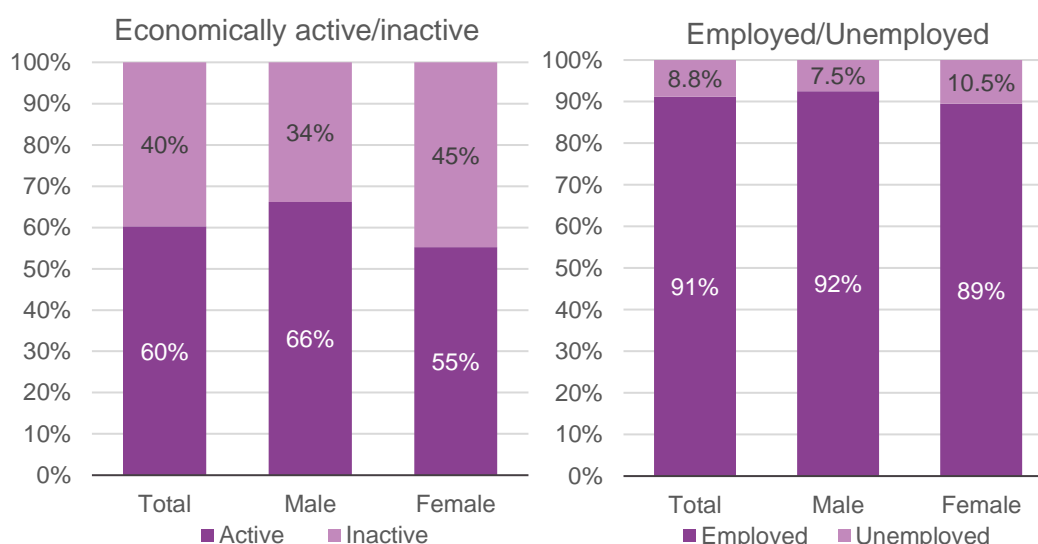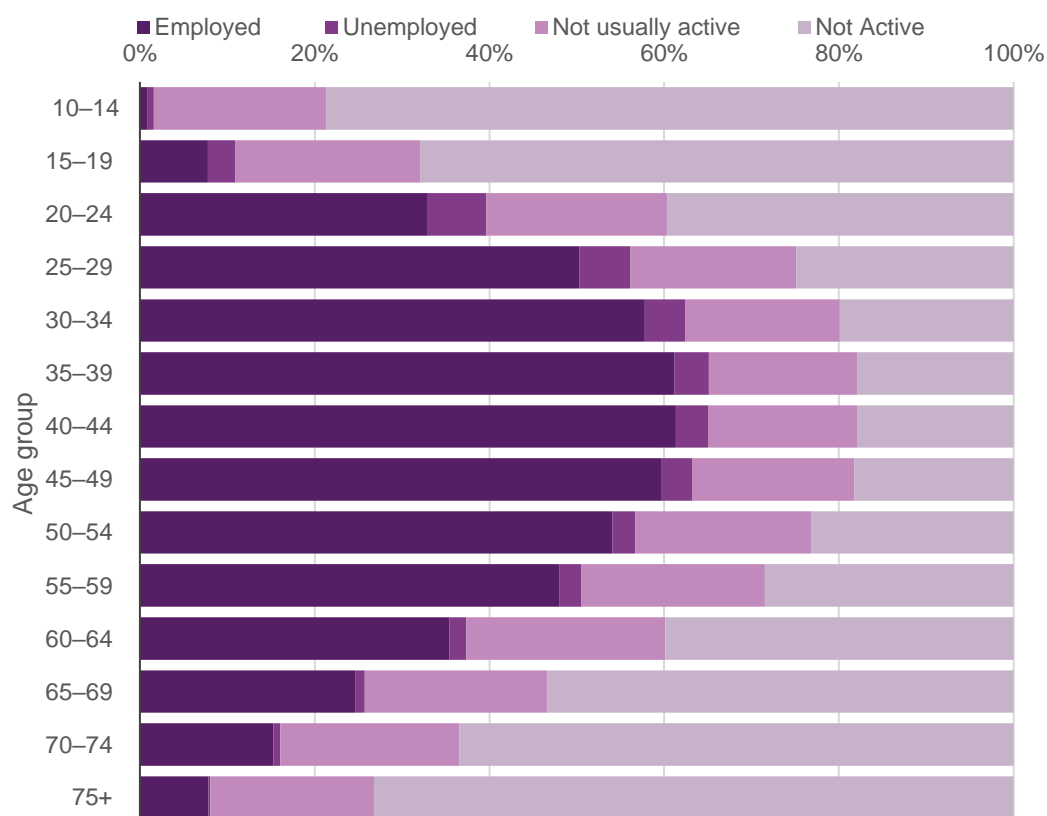

Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
Notes: 'Economically active/inactive' includes all citizens above the age of 10. 'Employed/Unemployed' only accounts for those who are economically active.

The measures used in the aggregation of employment data can be somewhat misleading due to the inclusion of 10–15-year-olds and senior citizens (including retirees). Some caution must therefore be taken when considering employment data, particularly if comparing at an international level. For instance, OECD member countries and many other countries limit economic activity classification to those aged 15–64.[6] However, the inclusion of data on 10–15-year-olds and senior citizens is highly beneficial for understanding the number of citizens working within those age groups. For example, data from the 2021 Census shows that 0.9% of all 10–14-year-olds in Tulsipur claim to usually work and one in five (21%) are economically active. Meanwhile, 25% of 65–69-year-olds,

15% of 70–74-year-olds, and 7.8% of people above the age of 75 claim to be employed. Notably, only 33% of citizens aged 20–24 report being employed, and 7% claim to be unemployed and looking for work. This means citizens aged 20–24 have an unemployment rate of 11% (active population) – the highest of any age group.

Figure 5: Share of economic activity by age group in Tulsipur
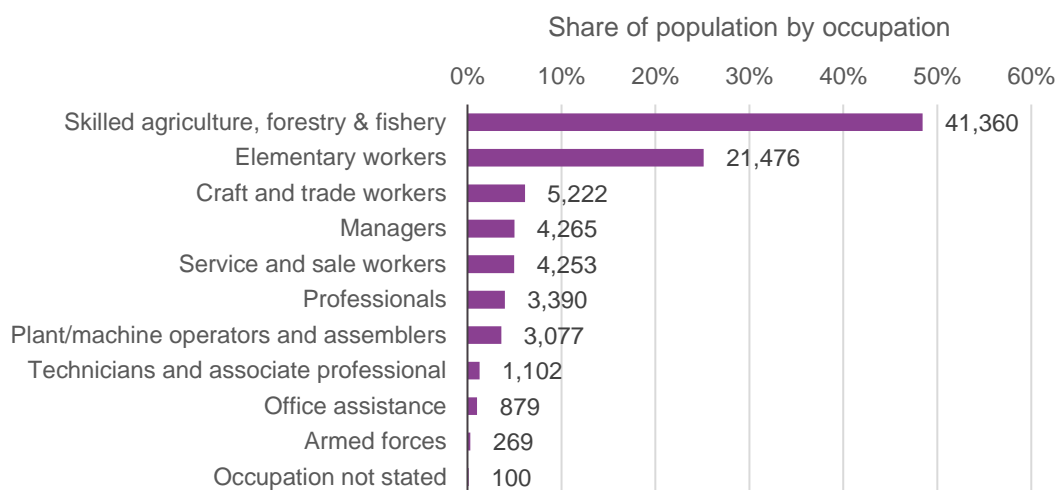

Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
Notes: Data on economic activity includes all citizens in the municipality aged 10 and above. 'Economically active' is categorised as people 'employed', 'unemployed', and 'not usually active'. 'Economically inactive' includes all citizens that categorise themselves as 'not active'. 'Not usually active' accounts for those who have worked or looked for work for fewer than six months over the last year.

Sources of income

Agriculture is the largest source of household income in Tulsipur, with 61% of households earning their income from the agricultural sector according to the Tulsipur Profile. The 2021 Census shows that 48% of active citizens report working in 'skilled agriculture, forestry, and fishery', equivalent to 41,360 workers. 25% report to be elementary workers involved in unskilled retail, construction, and agricultural work. The remaining population work as craft and trade workers (6%), service and sale workers (5%), professionals (4%), plant/machine operators and assemblers (4%), and others as technicians, office assistants, armed forces, and so forth (3%).

Figure 6: Occupation for economically active population in Tulsipur

Share of population by occupation

Occupation	Value
Skilled agriculture, forestry & fishery	41,360
Elementary workers	21,476
Craft and trade workers	5,222
Managers	4,265
Service and sale workers	4,253
Professionals	3,390
Plant/machine operators and assemblers	3,077
Technicians and associate professional	1,102
Office assistance	879
Armed forces	269
Occupation not stated	100

Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
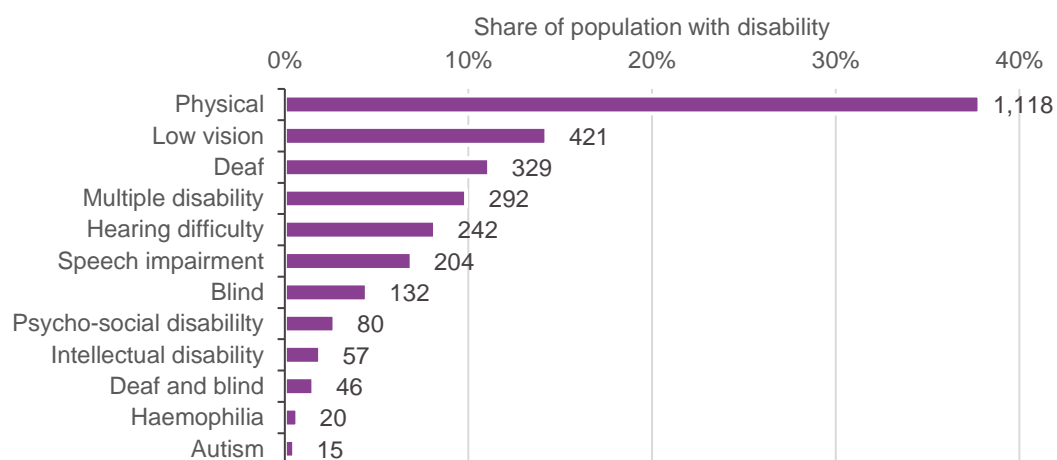Notes: The 2021 Census includes all citizens above the age of 10 when considering economic activity. Occupation name as described in census data.

Disabilities

The 2021 Census shows that 2,956 out of 179,755 people in Tulsipur identify as having a disability. This represents a low rate of 1.7% of the population. The national rate is similarly low, at 2.3%. By comparison, OECD countries identify approximately 1 in every 7 (15%) working age adults as having a disability.[7] Respondents to the 2021 Census were asked to classify their disabilities by type: of those reported in Tulsipur, 38% of disabilities reported were recorded as 'physical'; 14% as 'low vision'; 11% as 'deaf'; 10% as 'multiple'; 8% as 'hearing difficulties'; 7% as 'speech impairment'; 4% as 'blind'; 3% as 'psycho-social'; 2% as 'intellectual'; 2% as 'deaf and blind'; 1% as 'haemophilia'; and 1% as 'autism'.

Such low figures may indicate a lack of quality reporting and means of assessment of PWDs. The typification of disabilities in the 2021 Census is also not conducted in accordance with international standards − such as the Washington Group approach to disability questions.[8] These factors indicate that the figures on PWDs in Nepal should be treated with caution and further researched.

Figure 7: Disabilities reported in Tulsipur

Share of population with disability

Disability	Count
Physical	1,118
Low vision	421
Deaf	329
Multiple disability	292
Hearing difficulty	242
Speech impairment	204
Blind	132
Psycho-social disabililty	80
Intellectual disability	57
Deaf and blind	46
Haemophilia	20
Autism	15

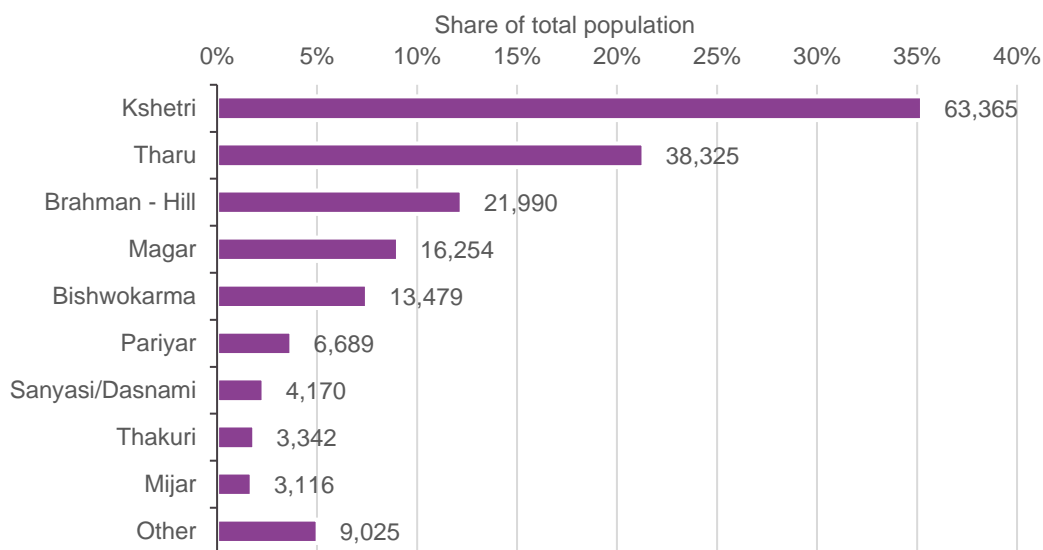Source: Development Initiatives based on 2021 National Population Housing Census.
Notes: Disability classification as recorded by data source. Terminologies do not represent best practice. There is a total of 2,956 PWDs in Tulsipur.

Ethnicity and religion

Understanding ethnic inequalities in Nepal is a key area for identifying groups at risk of being left behind. Nepal's 2015 constitution specifically highlighted this issue, aiming to 'end discriminations relating to class, caste, indigenous ethnicity, region, language, religion and gender'.[9] As a population made up of various ethnic groups, languages, and customs, present-day Nepal is working to overcome the legacy of an old caste system that discriminated between different ethnicities and social classes. That said, the data available on ethnic and religious groups in Tulsipur, and throughout Nepal, is very limited. The 2021 Census has yet to publish data on ethnic or religious populations apart from the overall composition of the population due to the sensitive nature of the topic. This impedes any analysis on the disparities and signs of discrimination to minority ethnic groups. However, recent government reports have announced plans to release cross-tabular data comparing ethnic compositions to other indicators at a later stage.[10]

In Tulsipur, 35% of the population identify as Kshetri, 21% as Tharu, 12% as Brahman - Hill, 9.0% as Magar, 7.5% as Bishwokarma, 3.7% as Pariyar, 2.3% as Sanyasi/Dasnami, 1.9% as Thakuri, 1.7% as Mijar and 0.9% as Brahman - Tarai.

Figure 8: Population ethnicity in Tulsipur

Share of total population

Ethnicity	Population
Kshetri	63,365
Tharu	38,325
Brahman - Hill	21,990
Magar	16,254
Bishwokarma	13,479
Pariyar	6,689
Sanyasi/Dasnami	4,170
Thakuri	3,342
Mijar	3,116
Other	9,025

Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
Notes: Ethnic groupings as recorded by data source.

The majority of the population, both in Nepal and in Tulsipur, identify themselves as following Hindu beliefs. 82% of Nepalese citizens consider themselves Hindu. Tulsipur has a higher share of Hindu followers, representing 97% of the population. The remaining identify as Christian (1.1%), Buddhist (0.8%), Muslim (0.6%), and other religions (0.7%). Tulsipur also differs from the national composition somewhat in that it is home to a much smaller proportion of Buddhist followers − 0.8% in Tulsipur compared to 8.2% nationally.

Figure 9: Population religion in Tulsipur and Nepal
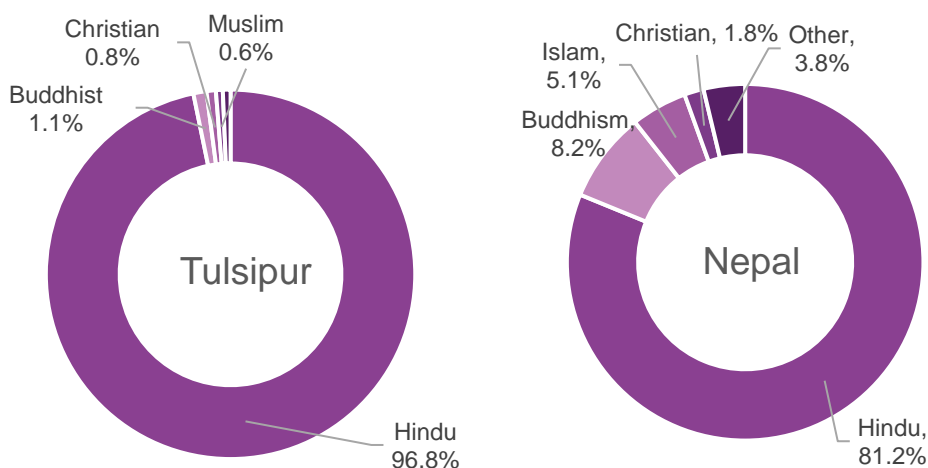
Source: Development Initiatives based on Nepal National Population and Housing Census 2021.

Household living conditions

House structure

Household conditions and the materials used to build them vary across the municipality, notably between more heavily urbanised and predominantly rural wards. The 2021 Census shows that 48% of homes in the municipality have mud floors, and 47% have cement floors. Households with cement flooring are primarily found in the more populous Wards 5, 6, 7, 8 and 9, where, on average, 73% of households have cement flooring in comparison to an average of 25% in other wards.

A similar trend was found for roofing and outer wall materials − 56% of households are recorded as using galvanised sheets, while 41% use reinforced cement or concrete roofs. In the case of outer walls, half of households (50%) have cement-bonded brick or stone and 47% use mud-bonded brick/stone. Despite making up less than half (41%) of households in the municipality, households located in 'urban' wards (Wards 5−9) have greater access to cement-type roofing and wall structure − with 74% of cement roofs and 69% of cement walls located in these wards. On the other hand, toilet facilities do not vary significantly between wards − across the municipality, 74% use flush septic tanks, 20% have a pit toilet, and 1% were found to have no waste facility.

From these results, the most common home structure in Tulsipur's 'urban' wards is formed of a cement floor, roof, and walls, with a flush septic tank. While the typical home found in 'rural' wards mostly consist of a combination of mud or cement floor and walls, galvanised sheet roof, and flush septic tank.

Figure 10: House structure (floor, roof, outer wall) and toilet facilities in Tulsipur
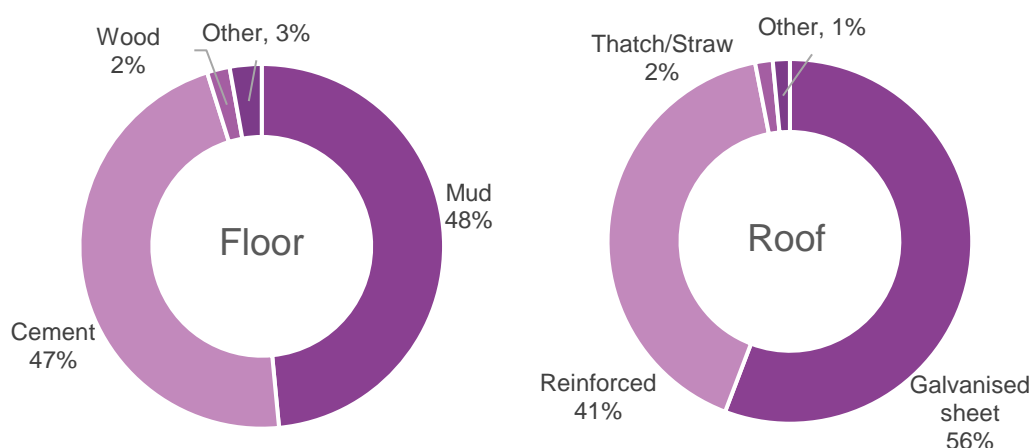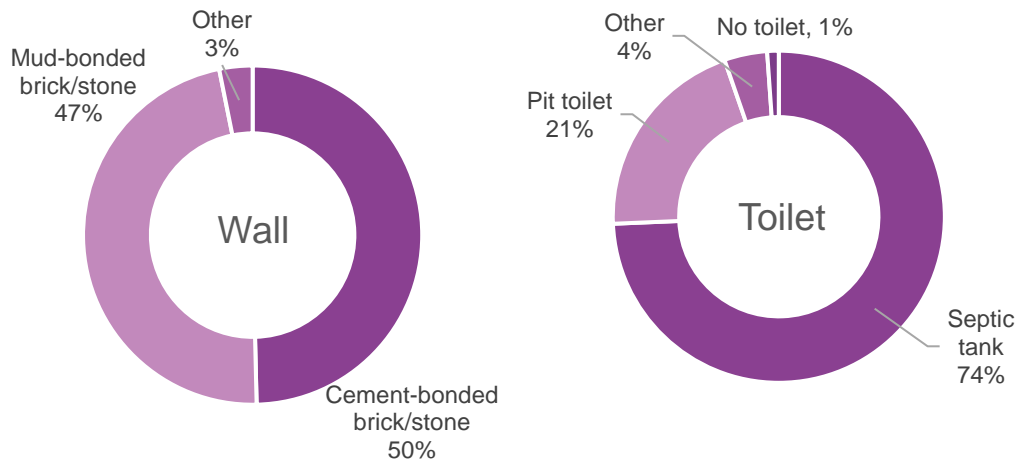
Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
Notes: Material names are as described by data source.

Electricity

The 2021 Census found that 96% of households in the municipality have access to electricity and 3% use solar lighting. Of fuel used for cooking, 52% of households used liquefied petroleum gas and 45% used wood. Both findings are rather similar to national averages − 92% of households use electricity as the main source of lighting and half (51%) use wood as fuel for cooking.

Drinking water

The source of water for households varies depending on the infrastructural conditions provided. Tap water through pipes is provided to 62% of households all across the municipality (48% to indoor taps, 14% to outdoor taps). For the remaining population, water is mainly acquired from wells (20% covered, 10% uncovered), and the remaining 5% from handpumps, bottled, streams, rivers, or other unimproved sources.

Amenities

Access to household amenities is an important indicator of economic wellbeing − appliances like refrigerators and internet connection facilitate daily life but hold a large financial burden. Notably, 2.9% of citizens in Tulsipur were found to live without any of the amenities listed in the 2021 Census. Most households in Tulsipur own some means of communication, either a mobile phone (78%), smart phone (75%), computer (14%) and/or a landline phone (4%). On the other hand, only 2% own a car, 21% a scooter, and 17% a bicycle. In comparison to national levels, Tulsipur's access to household appliances is close to most averages with some differences in ownership of motorcycles/scooters and bicycles, where the national average is 27% and 35% respectively.

There are some notable differences between 'urban' and 'rural' wards in Tulsipur in ownership of amenities and access to appliances, with greater access in urban wards. Notably, internet connection (54% of urban households, 29% of rural households); motorcycle/scooter (28% of urban, 16% of rural); electric fan (68% of urban, 36% of rural); and refrigerators (29% of urban, 10% of rural).

Figure 11: Share of households in Tulsipur with access to household amenities compared with national averages
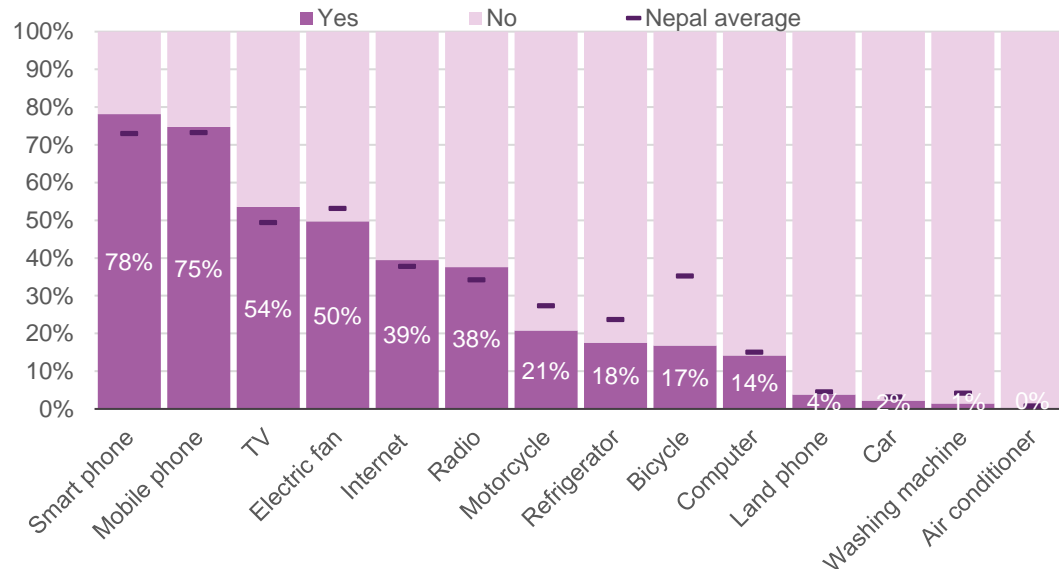
Source: Development Initiatives based on Nepal National Population and Housing Census 2021.
Notes: These categories are not mutually exclusive e.g. a household can have both a smart and mobile phone.

Road access

Access to road type for households vary by ward. Within the municipality, 40% of households access a gravel road, 26% dirt road, 21% pitch road, and 11% alleys. Urban and rural ward differences vary from these aggregate figures where urban households have greater access to pitch (44%) and gravel (33%) roads, totalling 77% of households. By comparison, only 9% of rural households access pitch roads while 44% and 31% access gravel and dirt roads correspondingly.

Risks of flooding

Three-quarters (75%) of households in the municipality are identified as being at low risk of flooding. However, the households most at risk can be pinpointed to specific wards. Most notably, Wards 1, 3, 15, 16 and 17 have especially large shares of the population at medium or high risks of floods. For example, 21% of households in Ward 1 are classed as high risk and 40% as medium risk. Urban and rural ward differences are noticeable, wherein 29% of 'rural' households hold a medium or high risk of flood, while 18% of 'urban' households (Wards 5−9) are at medium or high risk.[11]

Figure 12: Households in low, medium or high risk of flooding by ward in Tulsipur
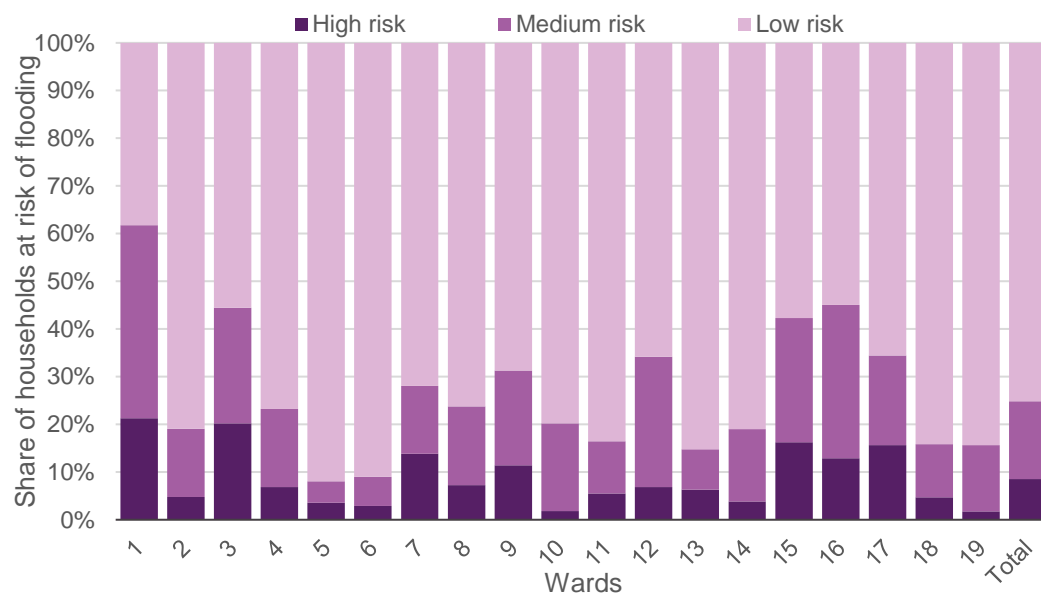
Source: Development Initiatives based on Multi-Hazard, Vulnerability and Risk Profile Tulsipur, 2022.

Part 4: Groups at risk of being left behind

This report looks to identify and highlight population groups facing compounded vulnerabilities across various social and economic outcomes. This analysis considers ethnicity, gender, children and PWDs for identifying groups at risk of being left behind. The risk of inequality by ethnicity and class is particularly acute in Nepal − the country abolished the historical caste system in 1963, but it is found to still influence some rural areas in present-day Nepal.[12] However, the lack of publicly available data linked to ethnicity inhibits meaningful analysis of key indicators of deprivation (e.g. living conditions, education, health, etc.). Similarly, due to data limitations an analysis on disability is not possible, reducing findings to the previous overview of each of these groups in Part 3, and their coverage by social protection systems in Part 5.

The following sections on women and girls, and children describe the inequalities experienced by women in the municipality with regard to education, household structure, and household violence, as well as the difficulties of children in education, employment, and social structural behaviours. Due to a lack of data, analysis of outcomes by nutrition, health, or income is not possible.

Women and girls

The population of Tulsipur has a gender ratio of 89 men for every 100 women. Gender comparisons of household composition and educational indicators show women to have lower access to education and literacy, as well as being at greater vulnerability to poverty due to compounded risks of early marriage, single parenting, and low employment opportunities. Despite no available data on the income or wealth distribution within the municipality, findings using the Demographic and Health Survey 2022 show that in Nepal, women in the highest wealth quintile are twice as likely to attend school than those in the poorest quintile, while men in the highest quintile are eight times more likely. Similarly, the 2022/23 National Living Standard Survey IV found citizens with no level of education to account for 51% of all Nepalese in poverty, while those who completed secondary and tertiary education showed significantly lower poverty rates. The UNDP Multidimensional Poverty Report for Nepal (2021) estimated 2.3 million women and girls, and 1.9 million men and boys to be in multidimensional poverty.[13]

Education and literacy

The 2021 Census shows that 83% of Tulsipur's population above the age of 5 are literate. A higher proportion of men are literate − 90% − than women − 78%. That said, literacy among Tulsipur's population varies enormously by age group and has vastly improved over time, both in terms of the number of literate people and in reducing gender

inequalities. Currently, women between the ages of 65 and 69 have a literacy rate of 16% in comparison to 52% of men in the same age group. Meanwhile, 10 to 20-year-olds today have a combined literacy of 99% with almost every child or adolescent, male and female, being able to read and write.

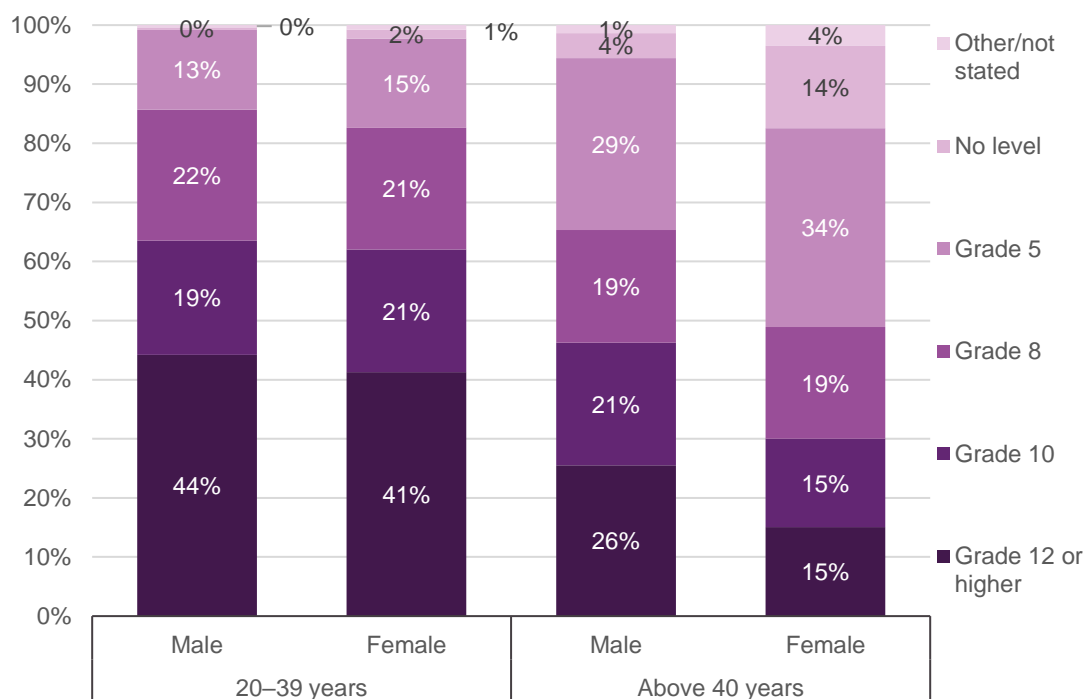**Figure 13: Literacy rate by gender and age group in Tulsipur**
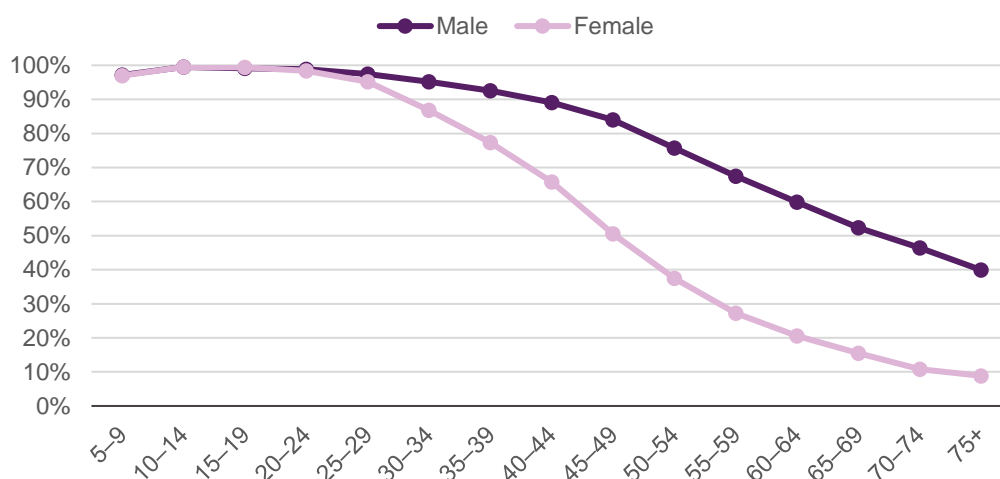
Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.

Findings from the 2021 Census indicate that, on average, women have lower access to education than men in Tulsipur. As with literacy, the differences in the level of education completed differ by gender and age group, with reduced inequalities and improved overall levels of education in younger generations. For example, 65% of men above the age of 40 completed their lower secondary education (Grade 8) or higher in comparison to 49% of women in the same age group. Notably, 14% of women above 40 report never having attended education in comparison to 4.2% of men above the age of 40.

In younger generations this gender disparity is still present but to a much lower extent and with much improved levels of education. Today, 83% of women aged 20−39 completed lower secondary (Grade 8) or higher and 41% completed all 12 grades or higher. In comparison, 86% of men aged 20−39 completed Grade 8 or above, and 44% all 12 grades or higher. Most notably, only 0.4% of men and 1.6% of women in this age group claim to have no education. These results are further improved for 20–30-year-olds, and likely to continue for younger generations.

Figure 14: Highest attained educational level by gender and age group in Tulsipur

Legend (top to bottom): Other/not stated, No level, Grade 5, Grade 8, Grade 10, Grade 12 or higher

|	20–39 years Male	20–39 years Female	Above 40 years Male	Above 40 years Female
Other/not stated	0%	2%	1%	4%
No level	0%	1%	4%	14%
Grade 5	13%	15%	29%	34%
Grade 8	22%	21%	19%	19%
Grade 10	19%	21%	21%	15%
Grade 12 or higher	44%	41%	26%	15%

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: Education levels are categorised as completing primary education (Grades 1–5), lower secondary (Grades 6–8), upper secondary (Grades 9 –10), SLC/SEE (Grades 11–12), or higher.

In comparison to the national population, Tulsipur has slightly better rates of literacy and school attendance than the national average. In Nepal, 71% of 5–25-year-olds are in education, and 76% of the population above the age of 5 can read and write. Tulsipur, on the other hand, has 76% attendance and 83% literacy.

Educational attendance and literacy better enable citizens to apply for social programmes and improves employable skills, providing increased economic and social wellbeing. Notably, previous research in Nepal found that households with low literacy levels had higher rates of food insecurity.[14] Amidst this, gender inequality in accessing education persists in Tulsipur with women being less literate, specifically at older age groups, and with lower proportions of 5–25-year-old girls and women currently in education (74%) than boys and men (79%).

Figure 15: Attendance and literacy in Tulsipur and Nepal
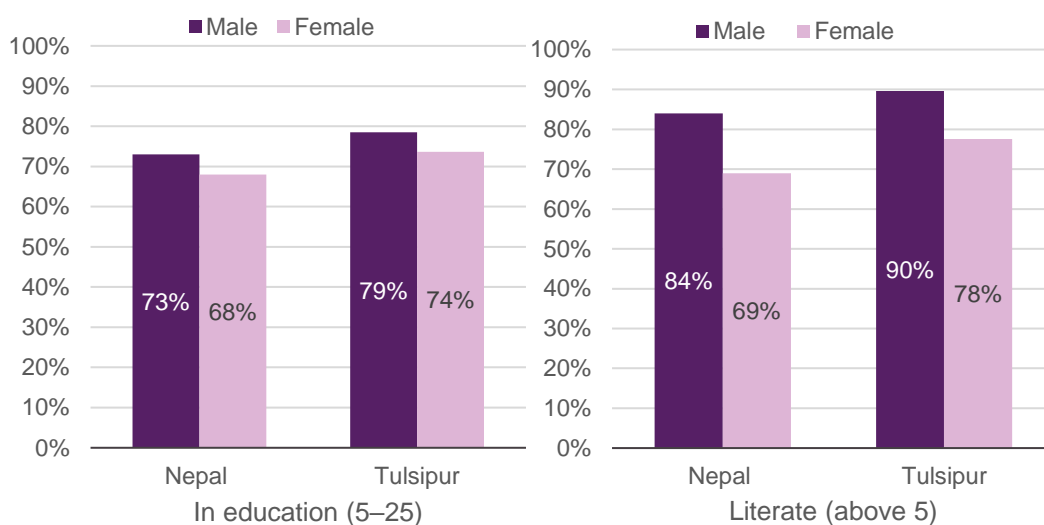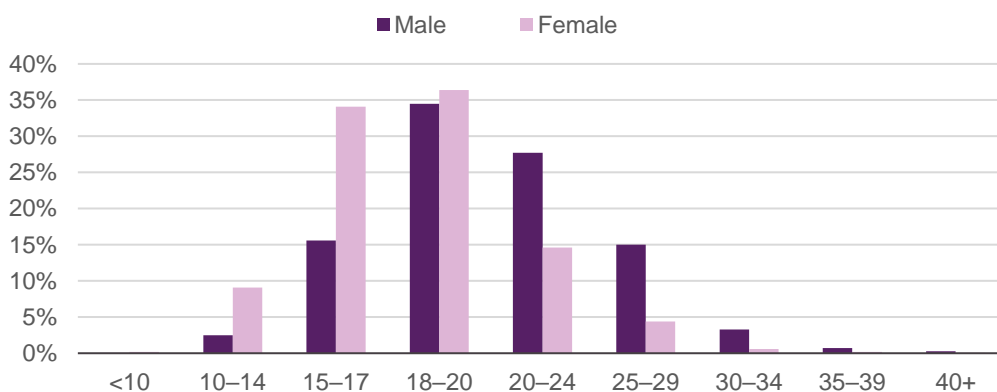

In education (5–25)

Literate (above 5)

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: Literacy measures population above the age of 5 able to read and write. 'In education' measures all between the ages of 5 and 25 currently attending some level of schooling.

Marriage and household composition

While there is limited data available to assess the impact of marriage and childcare on educational outcomes, marriage statistics show that almost 1 in 10 (9.3%) of currently married women and girls in the municipality married before the age of 15, 43% before the age of 18 (the expected age of finishing secondary education), and 80% before 20. On the other hand, boys and men tend to be married later, with 18% married before the age of 18.
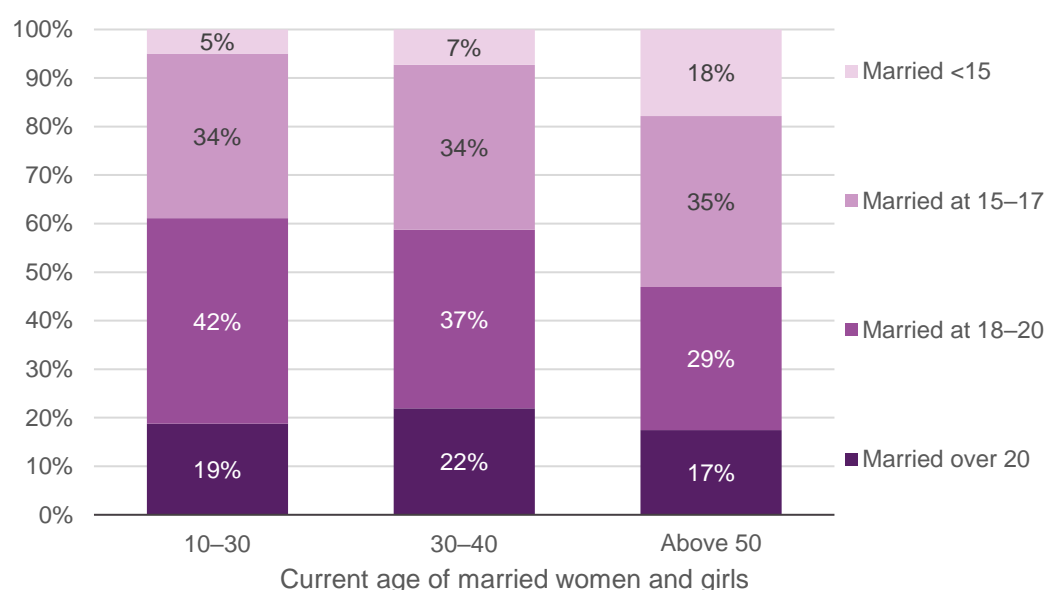
Figure 16: Age at marriage by gender in Tulsipur

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: Columns show proportions of different size sample populations; 43,170 men, and 58,829 women. Data gathered from all married citizens regardless of age.

While this trend is reflected at a national level, Tulsipur has slightly younger ages for the marriages of both men and women. However, this trend appears to be decreasing over time. For example, 53% of married women currently aged 50 or more married before the age of 18. Meanwhile, while undoubtedly still prevalent, 39% of married girls/women currently aged 10–30 married before the age of 18. Today, 34 girls aged under the age of 15 and 1,492 girls aged 15−19 report being married. This means 26% of girls aged 15 to 19 in Tulsipur are currently married.

**Figure 17: Married women and girls − Age at first marriage in Tulsipur**

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.

In Tulsipur, the vast majority (85%) of houses are owned by men. In most cases the household head is identified as a man (71%); of the 29% of households headed by a woman, a large proportion are acting as a single parent.

Violence against women

Data on violence against women is limited in terms of detail and availability. The 2021 Census holds no information on gender-based violence. The only available data on violence against women was collected in the 2019 Tulsipur Profile. The data which is available does not state the number of citizens surveyed and counted a total of 857 victims of violence. Violence experienced by women at home was categorised as 'beating' (26%), 'mental/profanity' (41%), 'disregard' (25%), 'moving home' (2.5%), or 'divorce' (5.5%). No further description was provided on the classification of these categories and further research is encouraged.

Figure 18: Household violence in Tulsipur by share of female respondents

Share of respondants
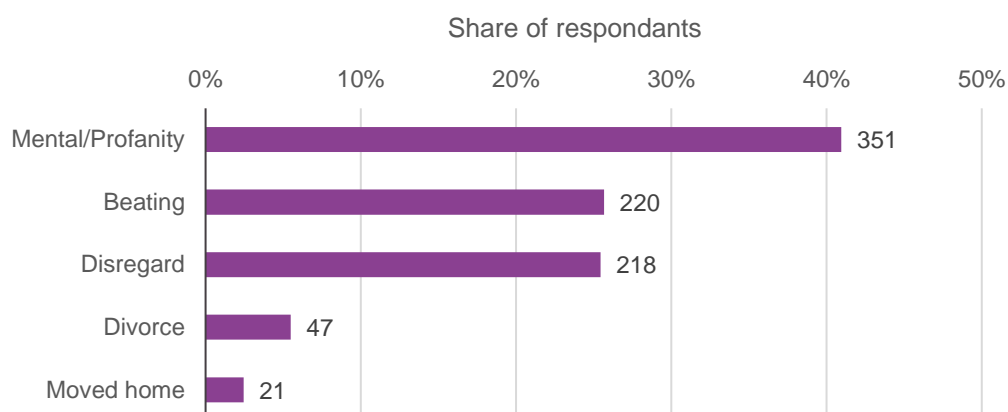
Source: Development Initiatives based on Tulsipur Profile 2076.
Notes: Chart shows a total of 857 respondents from an unknown sample population. Category titles as recorded by data source.
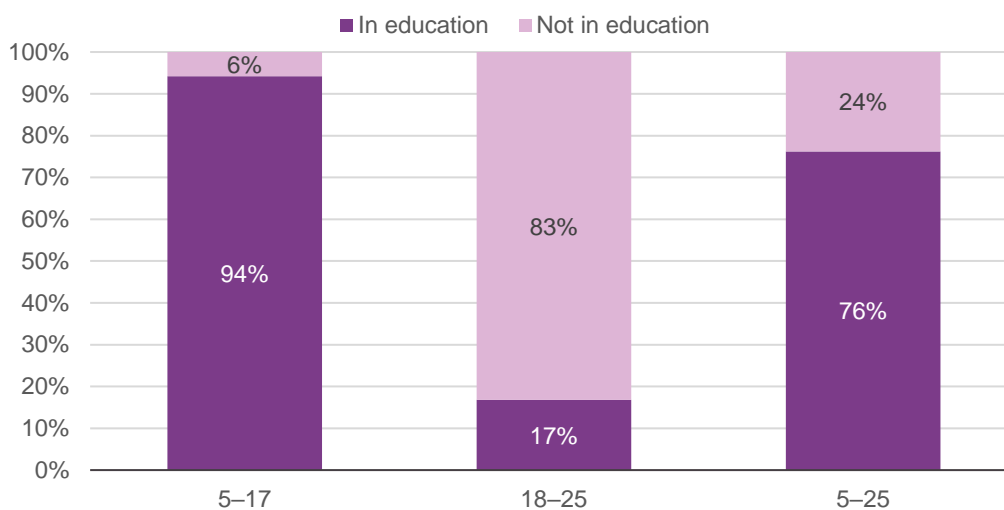
Children

In 2019, 22% of all children in Nepal were living in multidimensional poverty, the equivalent of 2.2 million children. In proportion to the total population in poverty, children accounted for 44%, almost 1 in every 2, people living in poverty. Similarly, over a third (36%) of children under 5 were found to be stunted, and 10% suffering from wasting in 2017.[15] In 2021, the International Labour Organization stated that one-third of Nepalese children between the ages of 5 and 17 may be involved in child labour.[16] These previous findings at the national level show that children are being left behind, and should highlight the importance of children as a group in the fight toward alleviating poverty in Nepal.

Education

The 2021 Census identified 13,266 citizens between the ages of 5 and 25 not attending school in Tulsipur, the equivalent to one in every four 5-to-25-year-olds (24%). This figure is largely driven by young adults between the ages of 18 and 25 that no longer attend education, as only 17% of citizens in this age group are currently studying.

Figure 19: Proportion of students aged 5–25 currently in education in Tulsipur
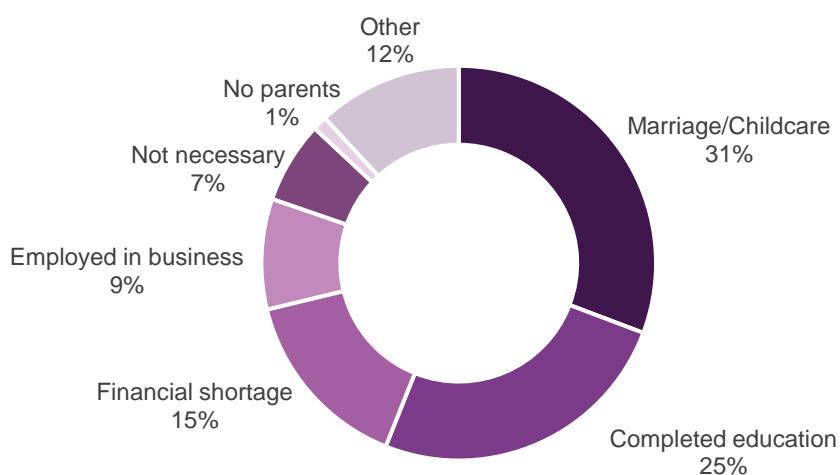

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: Total population of 55,909 between the ages of 5 and 25.

The reasons for young people and children not attending school are varied. They can include early marriage, financial constraints, distance and accessibility, quality of education, or simply having already finished their education. The 2019 Tulsipur Profile found the primary reason for leaving education early in Tulsipur is marriage or childcare responsibilities. Of those aged 5 to 25 not in education, 31% report not attending education due to marriage or childcare responsibilities, while only 25% report having completed their education.

Figure 20: Reason for not being in school for those aged 5−25
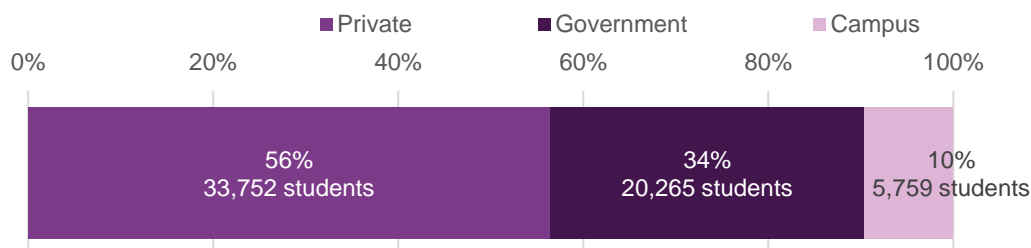

Source: Development Initiatives based on Tulsipur Profile 2076.
Notes: Categories are labelled as per survey and data source.

Schools in Tulsipur vary by type, with government, private and campus schools spread throughout the municipality. The local IEMIS reports a majority of students in 2021/22 attended private schools (56%), one-third attended government schools (34%), and the remaining 10% went to campus schools. There are some notable differences between wards, with more urbanised wards having higher proportions of students in private schools compared to others. For example, Ward 6 has 11% of its students in government schools and 82% in private schools, with the remaining 7% in campus schools.

Figure 21: Number of students in education by school type in Tulsipur
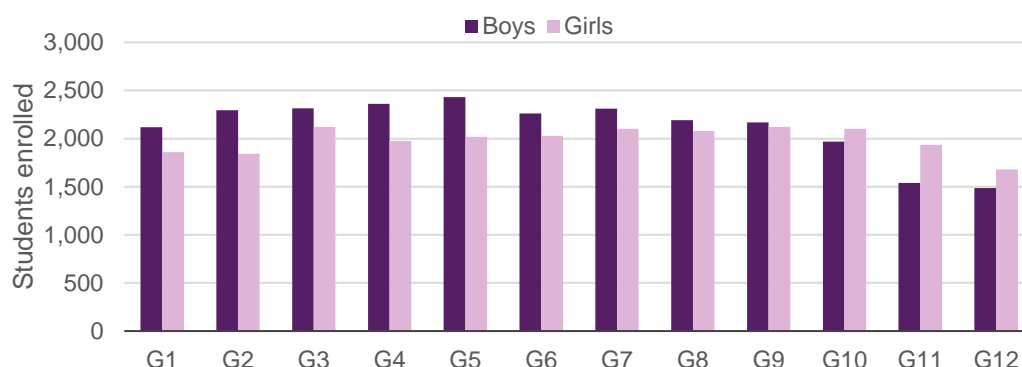

Source: Development Initiatives based on Tulsipur IEMIS 2021/22.
Notes: School types as per data source.

Of those attending Grades 1–12 in Tulsipur, typically aged 5 to 18, data from the municipality's IEMIS in 2021/22 showed a total of 30,188 male and 27,760 female students attending school. The number of students enrolled in each grade decreases as grades progress, with fewer boys and girls in the higher grades than at the start of education. Boys have higher dropout rates as grades progress, showing a 30% decrease in the number of students from Grade 1 (2,118 students) to Grade 12 (1,485 students). In comparison, the number of girls in school only decreases 10% from Grade 1 (1,859 students) to Grade 12 (1,678 students), making them more likely to complete formal education despite lower enrolment rates as previously seen. However, this assumes the Grade 12 cohort began with similar numbers to 2021's Grade 1 cohort, and thus shows that few children finish their secondary education in Tulsipur, with only around 2 in 3 students completing all 12 grades. That said, a large majority of students do seem to remain in school until Grade 10.

Figure 22: Number of boys and girls in school by Grade 1–12 in Tulsipur

Source: Development Initiatives based on IEMIS 2021/22.

Similarly to the number of students enrolled, the number of schools that teach higher classes also decreases with each grade, as there are far fewer schools in Tulsipur that teach Grades 11 and 12 compared to the lower grades. Just 24 schools in the municipality teach Grade 12 students, while 129 schools currently teach Grades 1 and 2. The result of this is a large increase in grade sizes in the final grades despite the total number of students actually decreasing. At Grade 1, schools were found to have an average of 31 students, while Grade 10 has an average of 51 students, and 132 students in Grade 12 per school. With a lower number of available schools at higher grades, students are placed in larger cohorts, have fewer school options, and may have to travel further to access education.

Figure 23: Number of schools and average number of students per school by grade in Tulsipur
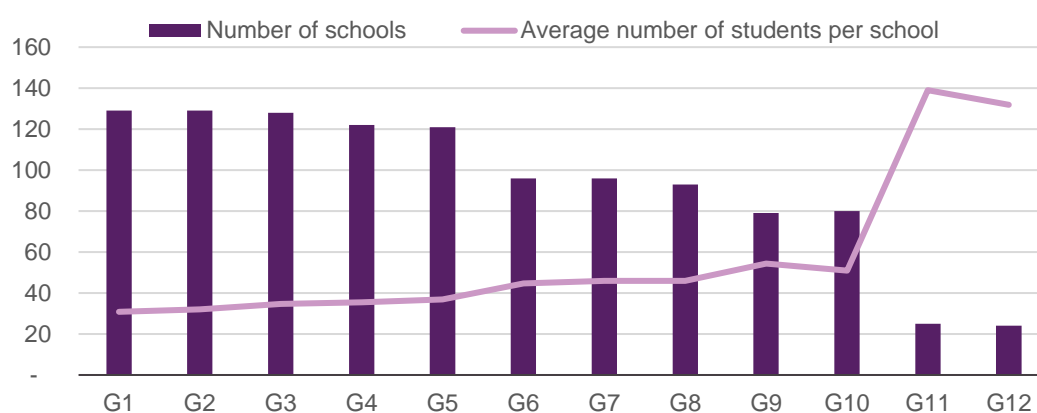
Source: Development Initiatives based on IEMIS 2021/22.

Marriage and household composition

Early marriage and pregnancy at a young age can significantly impact educational attendance. Currently, 26% of teenage girls (ages 15–19) and 9% of teenage boys in the municipality are married.

Findings also show that a quarter (25%) of children under the age of 18 live with a single parent, almost all of whom are single mothers. This only further compounds the likelihood of leaving education to help raise income for the household.

Figure 24: Household composition in which under 18s live in Tulsipur
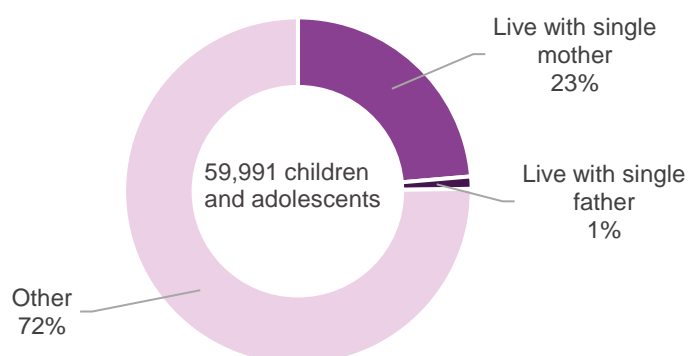
Live with single
mother
23%

59,991 children
and adolescents

Live with single
father
1%

Other
72%

Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: 'Other' includes all other household compositions with more than one adult parent.

Child labour

According to data from 2019, 1.1 million children in Nepal were found to be involved in child labour, accounting for 15% of the population aged 5 to 17. With the Covid-19 pandemic placing financial pressures on families, the International Labour Organization (2022) estimates that the share of children in labour has increased to around one-third (33%).[17]

The 2021 Census collected data on the economic activity of all citizens above the age of 10. This data provides some insight into the number of children aged 10 to 19 currently formally working but excludes anyone under the age of 10 and those informally working. Findings show similar results for both young boys and girls in Tulsipur. At the time of collection, data shows 6.5% of all children/adolescents between the ages of 10 and 19 to be 'usually active', 20% 'not usually active', and 73% 'not active'. These classifications used by the government census classify 'usually active' as someone working or looking for work for a period greater than six months during the last year. Someone 'not usually active' has either worked or looked for work for fewer than six months in the last year, while someone 'not active' has not worked or looked for work in the last 12 months.[18]

Most notably, one in five (21%) children between the ages of 10 and 14 report doing some sort of formal work in the last year, with 0.9% of all in the age group working for longer than a six-month period.

Data gathered by BASE (Backward Society Education), a Nepalese non-governmental organisation, interviewed 348 children and adolescents involved in child labour in Tulsipur. Of the children interviewed, 51% were male and 49% female, and all worked in the construction sector. Respondents largely came from Janajati and Dalit backgrounds, with 57% Janajati, 36% Dalit, and 5% Brahmin and Chettri. In terms of age, over a third were under the age of 10, 42% were 10−14 years old, and 22% were above the age of 15. The children report working from anywhere between 2 to 9 hours a day, and 76% state having acquired physical injuries from work. Additionally, three in four (74%)

children stated having to work in extreme temperatures, and more than half (57%) had to carry heavy loads.

Figure 25: Proportion of children economically active in Tulsipur
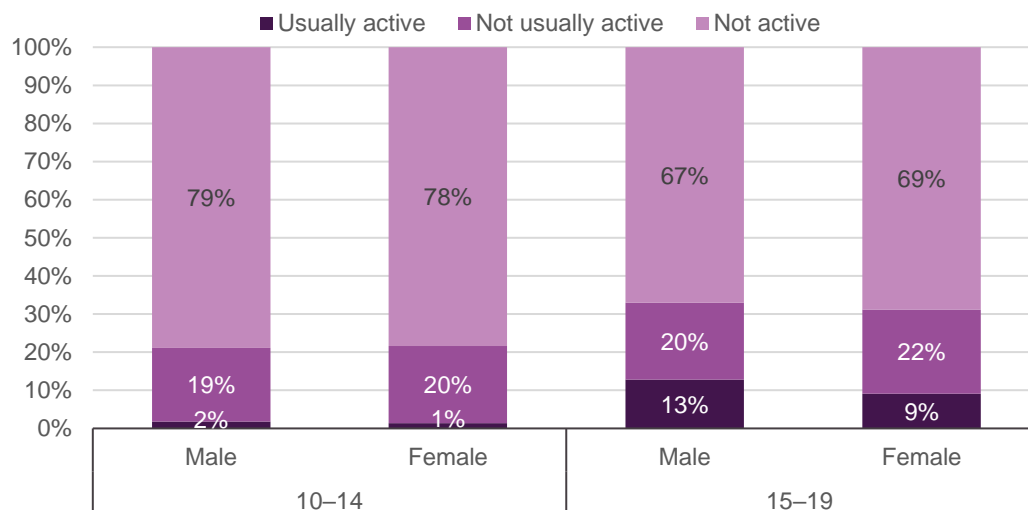
Source: Development Initiatives based on the Nepal National Population and Housing Census 2021.
Notes: In total, 16% of 10 to 19-year-olds record being active, 40% not usually active, and 44% not active. 'Usually active' indicates working or seeking work for longer than six months in the past year. 'Not usually active' is classified as someone working or seeking work for less than six months in the past year. Someone 'not active' has not worked or looked for work in the past year.

Part 5: Access to social protection programmes

Nepal's social welfare system is comprised of three components: 1) contributory social benefits programme for formal workers (pensions, retirement benefits, and so on); 2) an unconditional social support scheme (cash and in-kind support, scholarships, and so on); and 3) employment programs for the unemployed. This report covers two programmes in the latter two non-contributory components of the welfare system for which municipal data was available, specifically the:

- Prime Minister's Employment Program (PMEP)
- Social security allowances (SSA)

This section explores the accessibility and reach of these programmes for minority groups and those most at risk of being left behind, with a focus on gender, age, ethnicity, disabilities, and children.

Prime Minister's Employment Program: Overview

In 2019, the Nepalese government launched the PMEP with the aim to provide at least 100 days of work opportunities to unemployed citizens. Ultimately, this program aims to decrease unemployment rates and reduce the number of citizens living in poverty. In Tulsipur, 2,531 citizens applied for the PMEP during the fiscal year 2021−2022, with 520 successfully attaining employment opportunities (21% of applicants).

The PMEP's selection process for the program uses a points-based system for a maximum of 100 which scores applicants who meet specific social and economic criteria. Points are awarded across eight criteria including income level, food security, ethnicity, and gender. Applicants were from a range of backgrounds, varying in age, ethnicity, and ward. Overall, there is a particular emphasis on female applicants, with women making up the majority of applicants and successful recipients.

Of the local population potentially eligible to apply for the program, the 2021 Census identified a total of 5,343 citizens in Tulsipur to be unemployed. This means that just under half (47%) of all unemployed people applied for the program, and the equivalent of 10% of all unemployed citizens were accepted.

Social security allowance: Overview

The social security allowances provided by the Nepalese government are made up of nine grants of different sizes targeting specific groups in need of cash assistance. These grants are the largest component of social protection in Nepal, accounting for around

43% of the national social protection budget which also funds pensions, benefits, and in-kind assistance.[19] In the fiscal year 2021/22, around 11,326 allowances were granted to individuals in Tulsipur, amounting to a total estimate of 394 million Nepalese Rupees (NPR). These allowances reached around 6.3% of Tulsipur's citizens. The size of allowances has notably increased annually; for example, the senior citizen allowance incrementally increased from NPR 6,000 in 2014/15 to NPR 48,000 by 2021/22.[20] The data provided in this section is extracted from the municipality's VERSP MIS for the first quarter of 2021/22 and projected for the entire year.

Table 1: Types of social security allowance grants provided in Tulsipur

Type of social allowance	Allowances provided	Grant size (NPR)
Senior citizen 68+	4,571	48,000
Senior citizen Dalit 60–67	929	31,920
Senior citizen single women 60–67	1,476	31,920
Widow	2,226	31,920
Partial disability	464	25,536
Full disability	222	46,680
Endangered ethnicity	8	47,880
Child grant − Dalit	1,429	6,384
Child grant − Endangered ethnicity	1	12,000

Source: Development Initiatives based on Tulsipur VERSP MIS for the first quarter of 2021/22.
Notes: The grant sizes given are the maximum values found in the dataset for the corresponding grant types. Most, but not all, recipients received the maximum grant size. Grant sizes are given in per annum figures in Nepalese Rupees (NPR). The number of allowances is based on data from the second quarter of 2021/22 and assumed constant for the remainder of the fiscal year.

Social security programs

Gender

Prime Minister's Employment Program

The PMEP has a particular focus on women: of all applicants to the program in Tulsipur, 66% were female, and an even higher proportion (77%) of successful applicants were female. The eight selection criteria include two categories specifically targeted at women − providing 20 points to applicants who are unemployed female citizens, and five points to applicants of a female-headed household. Men, on the other hand, have no targeted selection criteria, and as a result, women are more likely to receive employment

opportunities through the program. Nationally, women make up the largest share of applicants to the program due to the higher national unemployment rate for women. This is also the case in Tulsipur where 10.5% of economically active women/girls are unemployed in comparison to 7.5% of men/boys. In terms of the program's coverage, there were 399 successful female applicants out of 2,723 unemployed women in the municipality, and 54,705 women who are not economically active. This represents a program coverage of 15% of unemployed women, but less than 1% of all women who are not in formal employment.

Figure 26: Total and successful applicants of the Prime Minister's Employment Program
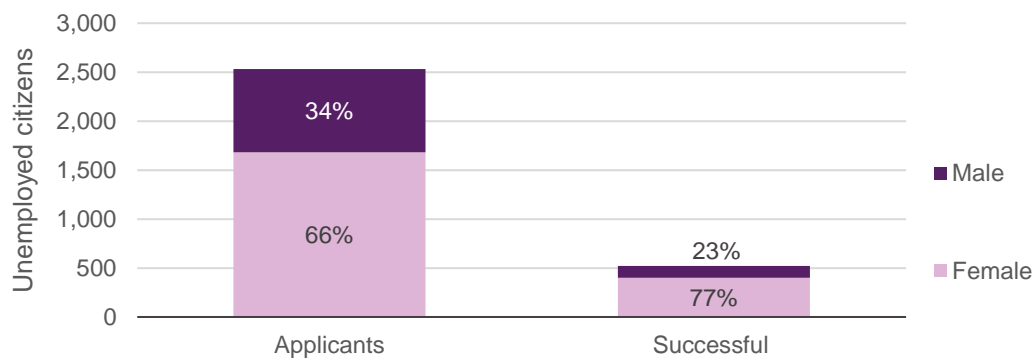
Source: Development Initiatives based on Tulsipur EMIS 2021/22.

Social Security Allowance

Of the nine grants available in the social security allowance for citizens of Tulsipur, two are reserved specifically for women: the senior single women allowance, and the widow's allowance. These two grants are only provided to female citizens, while no allowances are reserved for male citizens only. As a result, women overall received more grants than men, with 7,616 of the 11,326 allowances (67%) grants provided in the municipality received by women. Similarly, as a share of all the allowances' monetary value, for every NPR 100 granted, NPR 67 reached women.

The senior single women allowance is granted to all single women aged between 60 and 67, providing a contribution of NPR 31,920 over the 2021/22 fiscal year. During this period, 1,476 allowances were supplied in Tulsipur. The widow's allowance is given to all widows under the age of 60. In 2021/22, 2,226 allowances were granted out with an individual annual contribution of NPR 31,920.

Age

Prime Minister's Employment Program

The PMEP has no age-based selection criteria as the program targets all unemployed citizens above the age of 18. Notably, the rate of employment opportunities granted was distributed regardless of the age of applicants: for example, 18% of total applicants were aged 35−39 years. 18% of successful applicants were also aged 35−39 years.

The number of applicants, total and successful, differs by age. The most common age of applicants (20%) was between 30 to 34 years. In comparison, applicants aged 50 to 54 accounted for 6−7% of total and successful applicants.

Figure 27: Distribution of total applicants and successful applicants to the Prime Minister's Employment Program by age
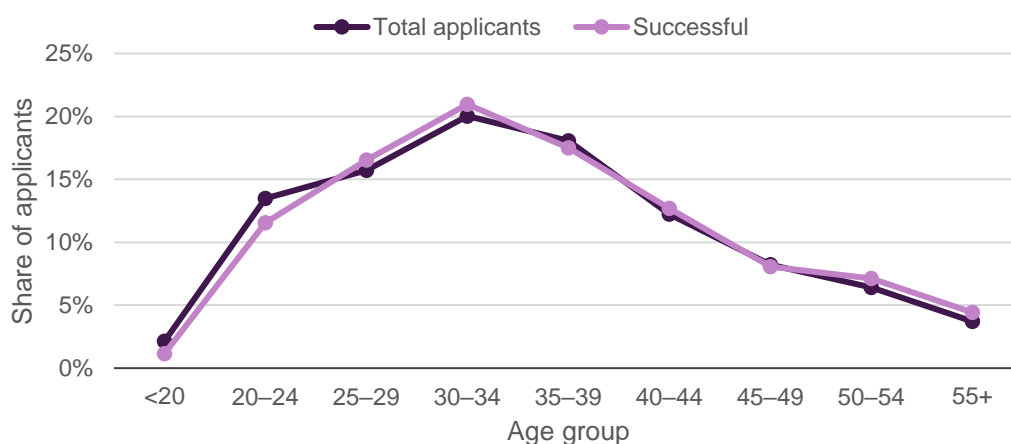
Source: Development Initiatives based on Tulsipur EMIS 2021/22.

Social security allowance

Age is another area of focus for the social security allowances, with three of the nine grants targeting senior citizens. The senior allowances are: for senior citizens above the age of 68, for Dalit senior citizens aged 60 to 67, and for senior single women aged 60 to 67. Together, these allowances make up almost two-thirds (62%) of all grants provided in Tulsipur in terms of monetary value. The senior citizen allowance for those above the age of 68 was the most widely distributed with 4,571 allowances made, and also represented the largest grant in terms of monetary value, at NPR 48,000 per recipient. The senior Dalit and senior single women allowances target citizens aged 60−68 of Dalit ethnicity or single women respectively, each providing up to NPR 31,920 per grant. For every NPR 100 granted through the social security allowances in Tulsipur, NPR 74 reached a citizen over the age of 60.

The SSA programme provided grants to 4,571 citizens aged 68 and over in the fiscal year 2021/22, while 2021 census data indicates there are 7,170 citizens 68 and older living in Tulsipur. This means 63% of the eligible population received the senior citizen grant, with slightly higher coverage for female senior citizens. An analysis of coverage of the other two allowances is not possible due to a lack of data on ethnicity and marriage status linked to age.
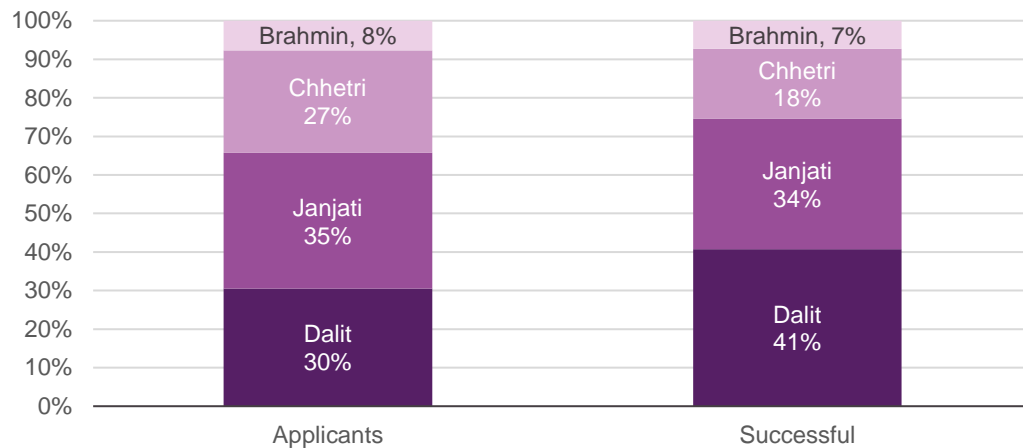
Ethnicity

Prime Minister's Employment program

The PMEP has one criterion (5 points) focusing on citizens of Dalit and indigenous ethnic groups. A lack of data means an analysis of the coverage of the program for those who

are unemployed with regards to ethnicity is not possible. However, available data indicates that one-third of applicants and 41% of successful applicants to the program are of Dalit ethnic background. These proportions are four times higher than the much smaller proportion (7%) of the general population in the municipality who are of Dalit ethnicity.

Figure 28: Proportion of total applicants and successful applicants to the Prime Minister's Employment Program by ethnicity

Source: Development Initiatives based on Tulsipur EMIS 2021/22.

Notes: There were 2,531 total applicants and 520 successful applicants.

Social security allowance

Minority ethnicities are another key focus of the SSA programme, with four of the nine available social allowances targeting ethnic minorities: Senior citizen Dalit grant, Endangered ethnicity grant, Child grant − Dalit, and Child grant – Endangered ethnicity. In the fiscal year 2021/22, 31% of all allowances reached Dalit and endangered ethnicity groups through a range of grants, including but not limited to the four noted above. For every NPR 100 provided through allowances, NPR 20 reached people in ethnic minority groups.

Only eight people received the endangered ethnicity allowances (NPR 47,880) and one child received a Child grant − Endangered ethnicity (NPR 12,000). These allowances are available for every individual member of the 10 ethnicities identified as endangered: Kusanda, Raute, Hayu, Kisan, Meche, Bankariya, Surel, Raji, Lepcha and Kuswadiya.

The senior Dalit and Child grant − Dalit grants provide allowances for Dalit citizens aged 60−68 and under the age of 5 respectively, with the former providing up to NPR 31,920, and the latter up to NPR 6,384. In 2021/22, 929 senior Dalit allowances and 1,429 Child grant − Dalit grants were provided.

The Tulsipur Profile reports that around 7% of Tulsipur's population is ethnically Dalit. This represents around 12,583 Dalit citizens. By comparison, a total of 3,445 allowances were provided to Dalit citizens, making up 30% of all allowances under the social security allowance programme, and reaching 27% of the Dalit population. When compared to

other ethnicities, Dalit citizens receive the largest number of grants 3,455 or 30% of all grants, in comparison to those given out to citizens of Chhetri ethnicity, who received 3,145 or 28% of all grants provided. However, almost half (41%) of the allowances provided to Dalits were the Child grant – Dalit, which is of significantly lower value, almost eight times smaller than the senior grant. Therefore, when looked at monetarily, citizens of Chhetri and Janajati ethnicity received a slightly larger share, 32% each, of the value of all allowances in comparison to recipients of Dalit ethnicity, who received 20%.

Figure 29: Social security allowances provided by volume and total contribution by ethnicity in Tulsipur
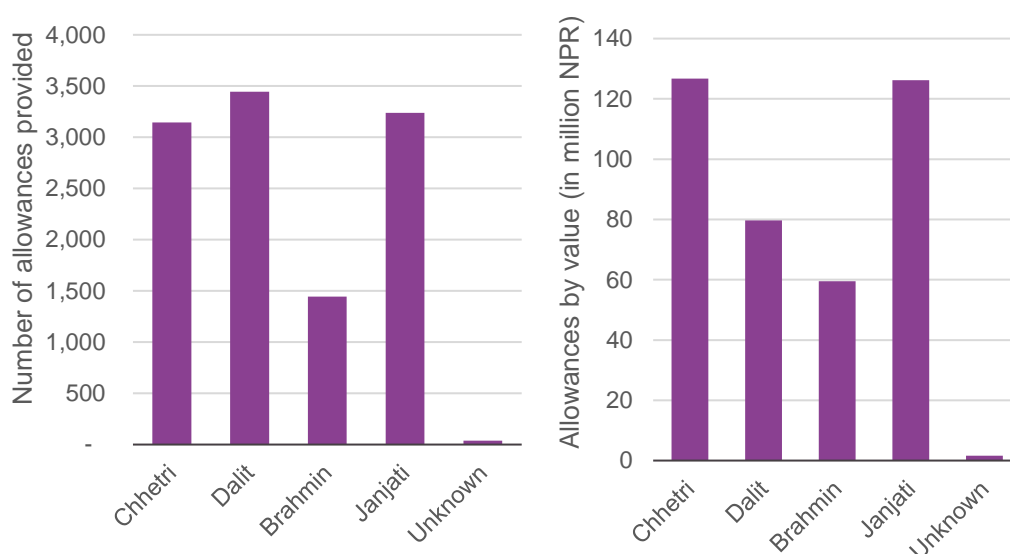
Source: Development Initiatives based on the Tulsipur VERSP MIS 2021/22.
Notes: Total contribution for fiscal year 2021/22 is an estimate based on second quarter results. 'Unknown' ethnicity implies all recipients for whom ethnicity was not specified.

Disability

Prime Minister's Employment Program

The PMEP has no selection criteria targeting PWDs. Similarly, no information was provided as to whether any of the applicants or successful recipients had a disability.

Social security allowance

Two disability-focused allowances are provided by the SSA programme. The full disability allowance is available for PWDs holding a red disability identification card − defined as persons 'who cannot go about daily life even with help from others'. The partial disability allowance is targeted to those who hold a blue disability identification card − defined as persons 'who can go about daily life with help from others'.[21]

In Tulsipur, 222 full disabilities allowances of NPR 46,680 and 464 partial disability allowances of NPR 25,546 were provided during 2021/22. For every NPR 100 provided through allowances, NPR 6 reached PWDs.

The 2021 Census identified 2,956 persons with a disability in Tulsipur, whereas a total of 686 applicants received full disability or partial disabled grants, reaching 23% of PWDs. This gap is likely due to the type/degree of disabilities included in the social security requirements.

A big limitation of these grants is that recipients of the SSA programme can only claim one grant at any one time. For citizens who are part of multiple social minority groups, this means that support through these allowances is not always fully realised. For example, a child of Dalit ethnicity with a disability would have to choose between the grant for Dalit children (NPR 6,384) and disability grant (NPR 25,536 or 47,880 depending on the degree of disability), despite meeting the requirements for both. Similarly, at senior ages qualification for the senior Dalit grant (NPR 31,920) would not be available if the person continues to claim a disability grant (higher in value). This also applies to other target groups. For example, a single Dalit woman between the ages of 60 and 67 can only receive either the Senior citizen single women grant or the Senior citizen Dalit grant, not both.

Child benefits

Prime Minister's Employment Program

As an employment social protection scheme for unemployed citizens, the PMEP does not target children and adolescents under the age of 18.

Social security allowance

The SSA programme offers cash transfers that reach children through five of the nine grants available, with two of the grants specifically targeted to children The child grants are provided to children under the age of 5 who are of Dalit or endangered ethnicities. The remaining three grants which are inclusive of children are: the two disability allowances irrespective of age, and the endangered ethnicity allowances. The Nepalese government has recently made the child nutrition grant available to all children under the age of 5 in 25 districts, of which Tulsipur is not currently covered, but there are plans to make this available nationally in the coming years. For every NPR 100 spent in allowances, NPR 4 reached children and adolescents under the age of 5.

On top of these grants, other in-kind support programmes exist for children such as the provision of school meals and scholarships. However, data on these programmes in Tulsipur is limited. Research at a national level found that 52% of children received at least one in-kind social benefit, while the child grant, Nepal's main income support programme for families, covered only about 40% of children under age 5 and just 9.5% of all children in the country in 2020/21.[2223]

The child nutrition grants are provided to Dalit and children of endangered ethnicity under the age of 5 for the amounts of NPR 6,384 and NPR 12,000 annually respectively. In 2021/22, 1,429 Dalit child grants and 1 endangered ethnicity child grant were provided in

Tulsipur. The 2021 Census identified 13,912 children under 5 living in Tulsipur. The child nutrition grants reached 1 in every 10 children in the municipality (10%). However, no data is publicly available for the number of Dalit or endangered ethnicity children.

Of all grants provided by the social security allowance programme, 1,592 reached people under the age of 18. This represents 14% of all allowances. Citizens over the age of 60, meanwhile, received a total of 6,920 allowances, or 61% of all allowances. In monetary terms, only 4% of total funds were granted to children and adolescents under the age of 18 and 1.3% (147 grants) to those aged between 5 and 18. Meanwhile, senior citizens received 74% of allocated funds.

This difference in the share of funding reaching children (4%) with respect to the number of grants received (14%) is mostly due to the smaller value of the child nutrition grant of NPR 532 per month. Reports at national levels found that nearly 75% of all respondents who were receiving the child nutrition grant indicated that the amount was not sufficient to meet the nutritional requirements of their children.[24] Similar research found the monthly contribution to be equivalent to less than five days of a child's minimum consumption needs.[25]

Presently very few children receive cash assistance despite 22% (2.2 million) of Nepalese children being in multidimensional poverty. Nationally, more than a third (36%) of children under the age of 5 were found to be stunted, and 10% found to be suffering from wasting due to malnutrition in 2017.[26] With over a third (38%) of Tulsipur's population under the age of 18, social protection systems are crucial to tackling child poverty and reducing the number of children in labour and suffering from malnourishment.

Figure 30: Amount in NPR from every 100 NPR provided through allowances in Tulsipur received by minority groups
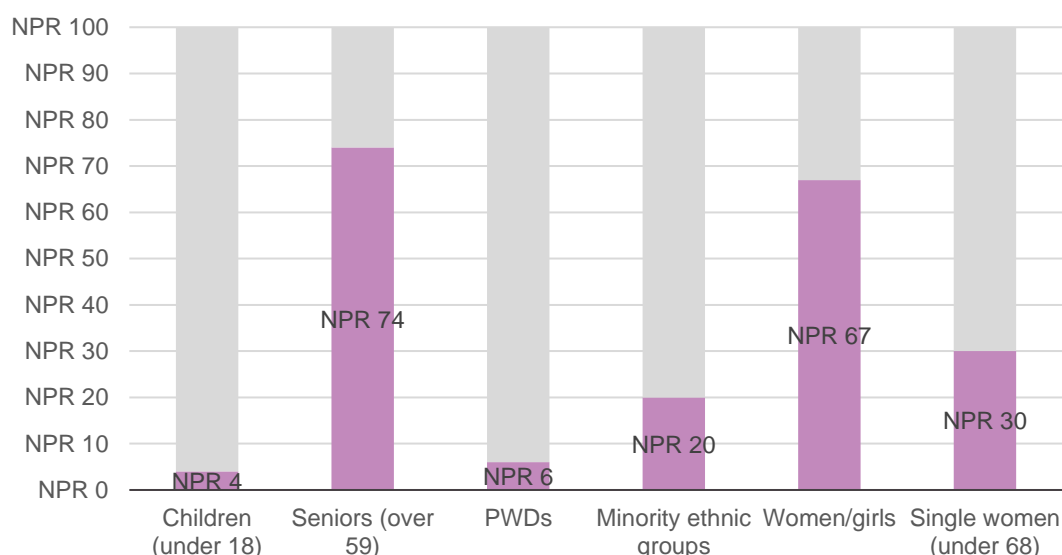
Source: Development Initiatives based on Tulsipur VERSP MIS 2021/22.
Notes: Groups are not mutually exclusive. For example, a person can be both senior and single woman, and therefore receive from the same grant (senior single women allowance). PWDs = persons with disabilities.

Part 6. Conclusion and recommendations

Women and children are identified as being at risk of being left behind in Tulsipur, Nepal. With persisting trends of early marriage, child labour, inequitable access to education, and limited cash assistance, these groups in particular face compounded burdens of multidimensional poverty and socioeconomic inequalities placing them at high risk of deprivation. However, data limitations mean that further research into Dalit ethnic communities, and PWDs is needed to better understand the risk these groups face of being left behind.

Social protection programmes are a key tool in ensuring that people are not left behind in Nepal. The PMEP is found to provide employment opportunities to women and equitable distribution of employment across applicants regardless of age. However, the program only provides employment to one in ten unemployed citizens of Tulsipur. The social security allowance programme, Nepal's largest social welfare scheme, targets various groups vulnerable to being left behind – notably senior citizens, single women, ethnic minorities, and citizens with disabilities. However, the programme only reaches 6.3% of Tulsipur's population, with the majority of allowances (62%) provided to senior citizens above the age of 60. While these allowances deliver significant benefits to senior citizens and single women, children under the age of 5 receive around NPR 2 for every NPR 100 provided by the programme, while those between the ages of 5 and 18 receive almost no assistance.

As indicators of local and national poverty show that women and children are particularly affected, social programmes must work in conjunction to address these inequalities and ensure younger generations have the means and access to education to increase their current and future wellbeing. Additional research alongside improved data collection, infrastructure, and administrative systems would help improve evidence and guidance into these processes to ultimately bring an end to multidimensional poverty in Tulsipur and Nepal while leaving no one behind.

Recommendations

Data use and sources

- **National and local government:** Improve disaggregation of data into larger datasets that provide more room for cross-tabular analysis rather than aggregated tables. Large, disaggregated datasets would have allowed greater comparison of smaller groups or individuals to multiple variables. For example, comparing a child's educational level, family structure, marriage status, age, and/or economic activity.

- **Local government:** Improve administrative systems, CRVS, HMIS, and EIMS, to fill in data gaps and access more data on income, health and food security indicators. See previous work by DI on data landscaping in Tulsipur and how to improve administrative systems.

- **Local government**: Extend the digital collection of data wherever possible, particularly to primary healthcare facilities, primary schools and registry offices. Encourage the use of this data by facility staff and local government.

- **Local government:** Ensure complete metadata is published alongside datasets, including but not limited to sample sizes, definitions, and date of collection. This helps improve understanding of context and sampling methodologies.

- **Local government:** Ensure staff are trained and able to conduct basic data analysis and identify local key trends and areas with missing data.

- **Local government:** Hold workshops with key officials to promote the value of evidence-informed decision-making, celebrate positive improvements, and highlight overlooked areas and groups.

Gender

- **National and local governments:** Disaggregate existing data, both census and other. This could allow for relationship analysis of single mothers'/single women's living conditions, education level, child's education, and ethnicity.

- **Development partners:** Increase investment in data and research into gender-based violence, informal work, and child working conditions in Nepal and local communities.

- **Local government, community, and civil society:** Provide opportunities for women in older age groups to improve their literacy, given the high likelihood of economic participation and the need to access social protection systems.

- **Local government and development partner:** Improve tracking of the PMEP to provide a greater understanding of women's unemployment and interest for work, as well as assess, quantitatively and qualitatively, its impact on female employment.

Children

- **Development partners, community, and civil society:** Advocate for child poverty relief programmes and provide quality data on all social programmes that already exist, whether cash or in-kind assistance.

- **National government:** Expand the child grants to all children in Nepal. While it is good to target ethnic minorities (which this report could not review due to limited data), children, as a group identified to be at risk of deprivation, receive very little aid from Nepal's primary social protection programme (SSA).

- **Development partners:** Invest in further research and data collection on the number, intensity, and causes of child labour in Tulsipur, Dang, and other areas of Nepal. This would provide greater insight into how young children could be supported to stay in education and away from manual labour.

- **Local governments, community, and civil society:** Continuously ensure all children receive adequate levels of education and advocate for greater participation in higher levels of schooling.

Social security programmes

- **Local and national governments:** Improve coverage of social benefits to unemployed citizens, either through additional data on the implementation of the PMEP or other social programmes and ensure data evidence is available.

- **All actors:** Advocate for greater inclusion of children and adolescents in social assistance programmes to incentivise continued education and reduce trends in child labour and early marriage.

- **Local and national governments:** Complete coverage of all available social security programmes nationally but also at the local level when managed by local actors. Greater evidence of all available social programmes would improve research on groups being left behind and growth over time.

- **Local and national governments:** Commit to greater levels of coverage for all grants in the social security allowances and ensure all eligible recipients receive their benefits. Attempt to provide evidence and assessment of the number of eligible recipients not collecting grants. This would improve understanding of those who are not receiving social benefits to which they are entitled, and the number of individuals eligible to multiple grants but who, by design, are not able to collect more than one.

Notes

[1] Human Rights Watch, 2021. I Must Work to Eat. Covid-19, Poverty, and Child Labor in Ghana, Nepal, and Uganda. Available at: https://www.hrw.org/report/2021/05/26/i-must-work-eat/covid-19-poverty-and-child-labor-ghana-nepal-and-uganda#:~:text=This%20report%20examines%20the%20rise,child%20labor%20in%20recent%20decades.

[2] Human Rights Watch, 2021. I Must Work to Eat. Covid-19, Poverty, and Child Labor in Ghana, Nepal, and Uganda. Available at: https://www.hrw.org/report/2021/05/26/i-must-work-eat/covid-19-poverty-and-child-labor-ghana-nepal-and-uganda#:~:text=This%20report%20examines%20the%20rise,child%20labor%20in%20recent%20decades.

[3] Government of Nepal, 2021. Multidimensional Poverty Index Nepal: Analysis Towards Action. Available at: https://www.undp.org/nepal/publications/nepal-multidimensional-poverty-index-2021#:~:text=August%2018%2C%202021&text=While%20the%20report%20shows%20a,Survey%20Report%20(NMICS)%202019

[4] Shivakoti, R. 2022. Temporary labour migration in South Asia: Nepal and its fragmented labour migration sector. Journal of Ethnic and Migration Studies 2022, 16(48); World Bank, 2023. Personal remittances Nepal. Available at: https://www.tandfonline.com/doi/full/10.1080/1369183X.2022.2028354

[5] Government of Nepal National Statistics Office, 2023. National Population and Housing Census 2021: National Report, p. 4. Available from: https://censusnepal.cbs.gov.np/results/downloads/national

[6] OECD 2023. OCED Employment Outlook 2023. Available at: https://www.oecd-ilibrary.org/employment/oecd-employment-outlook_19991266

[7] OECD, 2022. Disability, Work, and Inclusion. Available at: https://www.oecd.org/employment/disability-work-and-inclusion-1eaa5e9c-en.htm

[8] Washington Group on Disability Statistics, https://www.washingtongroup-disability.com/question-sets/

[9] Nepal Law Society, International IDEA, and UNDP, 2015. Constitution of Nepal 2015, Unofficial English Translation. Available at: https://www.constituteproject.org/constitution/Nepal_2015

[10] Government of Nepal, National Statistics Office, 2023. National Population and Housing Census 2021: National Report on Caste/ethnicity, Language & Religion. Available at: https://censusnepal.cbs.gov.np/results/downloads/caste-ethnicity

[11] USAID, 2022. Multi Hazard, Vulnerability and Risk Profile – Tulsipur Sub-Metropolitan City. Available at: https://pdf.usaid.gov/pdf_docs/PA00ZJVW.pdf

[12] UNDP Nepal, 2023. Battle Against Caste Discrimination. Available at: https://www.undp.org/nepal/speeches/battle-against-caste-discrimination

[13] Government of Nepal, 2021. Multidimensional Poverty Index Nepal: Analysis Towards Action. Available at: https://www.undp.org/nepal/publications/nepal-multidimensional-poverty-index-2021#:~:text=August%2018%2C%202021&text=While%20the%20report%20shows%20a,Survey%20Report%20(NMICS)%202019

[14] WFP, 2022. Gender Brief 2021 – WFP Nepal. Available at: https://www.wfp.org/publications/gender-brief-2021-wfp-nepal

[15] Oxfam, HAMI and SAAPE, 2019. Fighting Inequality in Nepal: The Road to Prosperity. Available at: https://policy-practice.oxfam.org/resources/fighting-inequality-in-nepal-the-road-to-prosperity-620607/

[16] International Labour Organization, 2021. Policy Brief: Child Labour and Social Protection in Nepal. Available at: https://www.ilo.org/publications/child-labour-and-social-protection-nepal

[17] Human Rights Watch, 2021. I Must Work to Eat. Covid-19, Poverty, and Child Labor in Ghana, Nepal, and Uganda. Available at: https://www.hrw.org/report/2021/05/26/i-must-work-eat/covid-19-poverty-and-child-labor-ghana-nepal-and-uganda#:~:text=This%20report%20examines%20the%20rise,child%20labor%20in%20recent%20decades

[18] Government of Nepal, National Statistics Office, 2023. National Population and Housing Census 2021: National Report. Available at: https://censusnepal.cbs.gov.np/results/downloads/national

[19] UNICEF, 2023. Social Protection Budget Brief Update: FY 2022/23. Available at: https://www.unicef.org/nepal/reports/social-protection-budget-brief-update-fy-202223

[20] UNICEF, 2023. Social Protection Budget Brief Update: FY 2022/23. Available at:
https://www.unicef.org/nepal/reports/social-protection-budget-brief-update-fy-202223

[21] Nepal Law Commision, 2017. The Act Relating to Rights of Persons with Disabilities. Available at:
https://lawcommission.gov.np/en/?cat=632

[22] International Labour Organization, 2021. Nepal Child Labour Report 2021. Available at:
https://www.ilo.org/kathmandu/whatwedo/publications/WCMS_784225/lang--en/index.htm

[23] Human Rights Watch, 2023. Nepal's Social Protection System Reinforces Inequality. Available at:
https://www.hrw.org/news/2023/02/01/nepals-social-protection-system-reinforces-inequality

[24] UNICEF, 2023. Social Protection Budget Brief Update: FY 2022/23. Available at:
https://www.unicef.org/nepal/reports/social-protection-budget-brief-update-fy-202223

[25] International Labour Organization, 2021. Policy Brief: Child Labour and Social Protection in Nepal. Available
at: https://www.ilo.org/publications/child-labour-and-social-protection-nepal

[26] Oxfam, HAMI and SAAPE, 2019. Fighting Inequality in Nepal: the Road to Prosperity Available at:
https://policy-practice.oxfam.org/resources/fighting-inequality-in-nepal-the-road-to-prosperity-620607/

DI unlocks the power of data to enable policies and investments that improve the lives of people experiencing poverty, inequality and crisis.

Our mission is to work closely with partners to ensure data-driven evidence and analysis are used effectively in policy and practice to end poverty, reduce inequality and increase resilience.

While data alone cannot bring about a better world, it is a vital part of achieving it. Data has the power to unlock insight, shine a light on progress and empower people to increase accountability.

The boundaries and names or countries and regions used do not imply official endorsement or acceptance by Development Initiatives Poverty Research Ltd.

Contact
Guilherme Monteiro
Analyst Intern
guilherme.monteiro@devinit.org

To find out more about our work visit:
www.devinit.org
Twitter: @devinitorg
Email: info@devinit.org

Development Initiatives is the trading name of Development Initiatives Poverty Research Ltd, registered in England and Wales, Company No. 06368740, and DI International Ltd, registered in England and Wales, Company No. 5802543. Registered Office: First Floor Centre, The Quorum, Bond Street South, Bristol, BS1 3AE, UK