REPORT FOR UNDP NEPAL
OF THE
OUTCOME EVALUATION MISSION ON GENDER

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ABBREVIATIONS

ARR Assistant Resident Representative
BPFA Beijing Platform for Action
CBO Community Based Organisation
CO Community Organisation
CCF Country Cooperation Framework
CEDAW Convention on the Elimination of All Forms of Discrimination Against Women
CFUS Community Forestry Users' Committee
CMC Chairman, Manager Committee
CMC-MGEP Community Mediation Committee
COPE Community Owned Primary Education Program
DAGs Disadvantaged groups
DLGSP Decentralised Local Governance Support Program
DDC District Development Committee
DEX Direct execution
DRR Deputy Resident Representative
FG Functional Group
GAD Gender and Development
GESDU Gender Equality and Social Development Unit
GM Gender Mainstreaming
HAIS Humanitarian Assistance Information System
HDI Human Development Index
HMG/N His Majesty's Government of Nepal
IDP Internally Displaced Person/People
IGPs income generating projects
INGOs International Non-Government Organisations
JIT Joint Initiative on Trafficking
KM-M&E Knowledge Management and Monitoring and Evaluation Unit
LDTA Local Development Training Academy
LIG Livestock Insurance Group
MEDEP Micro-enterprise Development Program
MGEP Mainstreaming Gender Equity Program

MIC Migration Information Centre
MOF Ministry of Finance
MOLD Ministry of Local Development
MWCSW Ministry of Women, Children and Social Welfare
MYFF Multi-year Funding Framework
NASC Nepal Administrative Staff College
NDF Nepal Development Forum
NGOs Non-Government Organisations
NPC National Planning Commission
NPOA CEDAW National Plan of Action
NR Nepal Rupee
OE Outcome Evaluation
OEM Outcome Evaluation Mission
PMAS Poverty monitoring and Analysis System
PMD Poverty Monitoring Division
REDP Rural Energy Development Program
RMC Rural Market Centre
Rs. Rupees
RUPP Rural Urban Partnership Program
SGP Small Grants Program
SPDI Support for Peace and Development Initiatives
SRF Strategic Results Framework
TLO Tole-Lane Organisation
ToR Terms of Reference
UN United Nations
UNIFEM United Nations Fund for Women
UNDP United Nations Development Program
UNSN UN System in Nepal
VAW Violence Against Women
VDC Village Development Committee
VDP Village Development Program
WDOs Women Development Offices (MWCSW)
WIDS Women Information Data Base
WJF Women's Justice Forum

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

This evaluation assesses Nepal's efforts to develop gender responsive national and local level policies and plans over the period 1999 to 2003, and to assess UNDP's contribution to this outcome, in tandem with other actors in the development sector and in civil society. It identifies strengths in UNDP which contributed positively to achievement of the outcome, and outlines areas needing to be addressed to improve performance. The timing of the Outcome Evaluation Mission (OEM) was selected so results could strengthen the focus of UNDP interventions, and contribute to the UNDP programming cycle 2004-2007. It is forward looking, as per the requirements of the TOR 'to draw lessons from past programmes and build strategies for future programme interventions', in the 2004 context of Nepal's current challenges of poverty and conflict.

Findings and Conclusions

Over the period 1999 to 2003, HMG/N has made evident progress in developing gender responsive national policies and plans. For example, the 10th five Year Plan, in contrast to the 9th includes some quantitative targets for improvements in the status of women. Policies and plans have been developed which address significant gender disparities, meet international commitments, repeal aspects of discriminatory laws, and gender mainstreaming is a policy of HMG/N. Policies and plans reflect issues that UNDP and its partners have been supporting over time. Progress can be attributed to the activism and networking of local women's groups, women's wings of political parties, ngos and civil society organisations. To the impact of the conflict, and HMG/N's interest to improve the condition of women and accelerate development. Also, to the contribution of the donor community, including UNDP, in which UNDP's role was described by key stakeholders interviewed by the OEM as being significant. UNDP's contribution to the outcome has been mainly through direct policy support and soft assistance, in which the work of the Gender Equality and Social Development Unit since 1998 has been substantial; and through project support, both gender specific and sector based projects.

These achievements must be tempered though, as a number of policies and plans still need to be followed up with implementation, and many discriminatory laws remain that have to be repealed. HMG/N gender interventions and mainstream policy work appear to run parallel rather than being integrated, and those policies and plans that are gender responsive are largely women specific. Terms such as gender sensitive, gender equality and gender mainstreaming are commonly used in policies and plans. However, it remains the case that issues are not well understood from a gender perspective, and the practice is to be women specific and to assume gender parity means achieving gender equality. There is still a great deal of work to do to ensure gender is understood and can be effectively operationalised.

Looking Ahead

The outcome and its indicator were formulated in 1999. In 2004 Nepal faces a significantly changed landscape with the multiple impacts of the conflict, increased political instability and economic downturn and hardship for women and girls especially. They are the most affected by conflict, have the fewest assets, lowest social status and minimal political representation. Also, UNDP's mandate requires it to be a more clearly knowledge based organisation, offering policy advisory services.

Therefore, the OEM makes suggestions for future programming under three areas that it regards as central for UNDP to strengthen the gender and development outcomes of its assistance, to achieve gender mainstreaming, and, to position UNDP as a knowledge based organisation. They are:

- Conflict sensitive, pro poor, gender responsive programming.
- Institutional and human capacity development on gender.
- Positioning UNDP as a knowledge based organisation on gender.

Each of these directions is amplified in the report.

SOME LESSONS LEARNT

φ Planning and implementation of aid requires gender analysis not a 'women as a sector approach'.

φ Gender mainstreaming requires proactive oversight, clear lines of responsibility and an active learning system at different levels for different needs of different personnel.

φ A conflict sensitive, pro poor, *gender responsive* programming focus is required for development assistance to reach the most vulnerable populations, in which women are over-represented.

φ Need targeted social mobilisation to deliver project benefits to the poorest women and men.

φ Projects do harm with conditionalities which exclude the poor from access to their benefits.

φ Gender, caste and ethnicity are key determinants of treatment and access to societal resources and opportunities. They are key variables to be used in all project data setting and analysis.

φ Gender power relations at the grassroots will change very slowly unless projects are prepared with stakeholders and intended beneficiaries from project design to evaluation.

φ The undertaking of a sound evaluation requires significant time and effort in order to produce credible and reliable results.

RECOMMENDATIONS

CONFLICT SENSITIVE, PRO POOR, *GENDER RESPONSIVE* PROGRAMMING

For UNDP assistance to strategically address the conflict and poverty situation, it requires:

ω Conflict sensitive, pro poor, gender responsive programming.

ω Main beneficiaries are asset-less poor, women and girls particularly; and conflict affected populations across Nepal, including IDP women and girls, war widows and orphans.

ω Targeted social mobilisation.

ω Programming to include DEX, through decentralised service delivery to community organisations, with approval of effective local authorities.

ω A regional approach to program and project staffing to ensure best results in the field.

ω Study the impact of the conflict on female rural-urban migration and consider whether UNDP has a strategic role to play in addressing this itself or with partners.

ω Initiates development of a gender responsive rehabilitation plan for when peace comes.

ω Programs/projects to define gender equality with indicators for progress towards its achievement.

Implementation of gender responsive policies/plans

ω Support HMG/N to implement policies/plans already developed with gains for the poorest women especially. E.g., targeted programs for women/excluded groups in the 10th five year plan.

Advocacy

ω Activities demonstrate clarity of purpose and planning, clear targeting, time-bound indicators, consistent monitoring for results and planned follow-up.

ω Support gender advocacy women's/ngos who reach out to new audiences, especially young women/men, illiterate women/girls, men/boys in rural and urban areas.

ω Support activities for poor women/women from excluded groups to run for elected positions; to attain proportional representation for women at all civil service levels, and in this, to ensure proportional representation of women from excluded groups.

INSTITUTIONAL AND HUMAN CAPACITY DEVELOPMENT ON GENDER

ω UNDP support to strengthen Gender Focal Point System within HMG/N.

ω UNDP to support government affiliated civil service training organisations, e.g., LDTA and NASC, to build and sustain their capacity at national and district levels, in ways they define, to ensure that their courses and staff are gender responsive.

ω UNDP supports HMG/N to institutionalise gender responsive planning. E.g., fully gender responsive PMAS, or gender responsive MDGs, or strengthen MWCSW to assist Ministries to operationalise guidelines on gender budgeting/ auditing.

ω UNDP explores direct support to the MWCSW to strengthen WDO's program delivery.

ω HMG/N requires each Ministry to allocate annual budget funds to gender mainstreaming; and GFPs to be at the level of Joint Secretary or Planning Section Chief.

Institutionalise Gender Mainstreaming (GM) in UNDP

ω Review 'women as a sector' approach and operationalise gender analysis/GM approach.

ω Review and implement the UNDP Country Office GM Strategy with**:**

  o A systematic GM Training Plan for all staff.

  o A Program/Unit specific Gender Analysis - GM Training Plan tailored to their specific needs, for program and all project personnel, including field staff.

  o GM Training Plan monitored by GESDU for quality and relevance of inputs and outcomes.

Develop national capacity in gender and development (GAD)

ω Support publicly funded tertiary institutions to run GAD courses; offer GAD scholarships; and internships with UNDP.

ω Build understanding of media of GAD by reviewing and developing corporate Media Strategy.

Gender Equality and Social Development Unit (GESDU)

ω Has gender and economics, and dedicated gender training/facilitation expertise.

ω All UN Theme Groups have a member with gender expertise, to also sit on the UN Gender Theme Group. GESDU to raise this issue in appropriate fora.

ω Convene a Gender/Inclusion Team with a representative from each UNDP Unit and Program; liaise with the Knowledge Management-Monitoring & Evaluation Unit (KMU see below) on KMU's gender research agenda and gender responsive communication strategies and products.

ω Review mandate with regard to role, scope of responsibilities and required expertise.

POSITIONING UNDP AS A KNOWLEDGE BASED ORGANISATION ON GENDER

ω Establish and resource a Knowledge Management-Monitoring & Evaluation Unit (KMU).

ω KMU has gender /inclusion research expertise as gender is a cross-cutting issue.

ω KMU liaises with GESDU and the Gender/Inclusion Team in developing KMU's gender research agenda and gender responsive communication strategies and products.

ω KMU develops a Communication Strategy to document/disseminate UNDP's lessons learnt; facilitate communication within UNDP and knowledge sharing in the development community.

Monitoring and Evaluation (M&E) to improve gender outcomes and program/project results

ω Train M&E personnel in gender responsive outcome and impact monitoring and evaluation, which include sensitivity to caste and ethnic power relations.

ω Mandatory public scrutiny of all projects for transparency and accountability to the people.

ω Each year selected projects to be independently monitored. Public scrutiny. .

- ω Every project to be monitored at the end of its first year by a team with representatives of stakeholders and beneficiaries, and a workshop for all stakeholders on the findings.
- ω Satisfaction/ benefit surveys carried out every 6 months and available for public scrutiny.
- ω All UNDP personnel to be competent in formulating indicators/targets etc as per log frames.
- ω Project evaluation formats to show what will be achieved on gender.

PROJECTS

Design

- ω Project documents to be prepared with local stakeholders/ beneficiaries, including DDCs.
- ω Disaggregate by and better understanding of sex, caste, ethnicity, economic class for project planning and implementation.
- ω Disaggregate data by sex and caste/ethnicity of basic variables, e.g., poverty, food sufficiency, credit, group membership; collected for targeting, monitoring, knowledge building.
- ω Projects to have a clear exit strategy.

Conceptual clarity and improved targeting, all projects to:

- ω Follow sharply pro poor targeted social mobilization.
- ω JIT to comprehensively target girls and boys.

Capacity development

- ω Rigorous staff training on project aims, strategies and priorities; and socio-cultural and economic complexities of Nepal, relating poverty with gender, caste, ethnicity, regional issues.
- ω Prioritise capacity development and resourcing of Women's Justice Forum, JIT, and Community Mediation Committee, MGEP.
- ω Projects, especially MGEP and JIT, to deliver IGPs and rights awareness to poor women.
- ω Poor women, especially from Dalit, ethnic groups, Madhesis, need capacity development to raise their voice and make demands. Projects to prioritise <u>functional</u> literacy.
- ω All projects to *systematically* target males for gender awareness and as change agents.

Scale up economic assistance to commercialise small scale and micro economic activities

- ω Consider strategies to commercialise economic activities through development of larger economic units, e.g., production / marketing cooperatives.
- ω Integrated approach and joint planning to improve transport systems or links for marketing

Integration, linkages and synergies

- ω Integrated approach to project implementation by investigating links/synergies, e.g., between MGEP and MEDEP, on CO building, sharing field knowledge and optimising resource use.
- ω MGEP and JIT to work in partnership with COs, NGO, INGOs, UN agencies etc as facilitator, promoter, knowledge manager and resource centre relating to women's empowerment.

Remove barriers to inclusion

- ω Conditionalities, such as citizenship certificate, mandatory regular savings etc be removed to allow poor women to participate in groups.

Revisit SPDI

- ω Revisit re monitoring, capacity, transparency, balance of support going to core conflict areas on the one hand, and to create/enlarge 'blocks of peace' on the other.
- ω Use a gender lens and incorporate critical gender issues.

INTRODUCTION

Regular evaluation of the United Nations Development Program (UNDP) cooperation in key thematic cluster groups, with the host government, is UNDP corporate policy. Evaluation is undertaken to assess whether and how UNDP funded interventions contributed to the achievement of the agreed outcome. As per the UNDP Nepal Office Evaluation Plan, an Outcome Evaluation (OE) for the Strategic Results Framework (SRF) Goal 4: Gender, was held in the second half of 2004. The outcome chosen to evaluate, and the results framework of the SRF 2000-2003, are outlined below:

Intended Outcome: SRF 2000-2003, Goal 4, Gender: Responsiveness of national and local policies and plans to gender issues.

SRF Outcome indicator for Goal 4: Government policy statements and national action plans include targets for improvements in the status of women (e.g., development plan, budget, environmental management plan and emergency strategy, local government plans).

SRF Year 1999 Baseline: 9th 5 Year Plan (1999-2003) of His Majesty's Government of Nepal (HMG/N) emphasises mainstreaming women into national development but sets no quantitative targets.

End SRF Target 2003: Plans are gender responsive and set quantitative targets as evidenced in the 10th 5 year plan.

The OEM assessed UNDP's assistance to Nepal to develop gender responsive national and local policies and plans, in tandem with development programmes being implemented by other multi-lateral and bi-lateral agencies. It determined how selected governance and gender projects contributed to mainstreaming gender, and to what extent they were able to integrate gender issues into their own corresponding policies. It assessed progress made towards the achievement of the outcome and factors helping or hindering this. Made recommendations to increase the relevance, effectiveness and sustainability of UNDP gender related interventions and contributions in the context of the conflict, the Multi-year Funding Framework (MYFF) and Country Cooperation Framework (CCF-II) goals and strategic outcomes.

Timing of the OEM was selected so results could strengthen the focus of UNDP interventions, and contribute to the UNDP programming cycle 2004-2007. Key partners are the Ministry of Women, Children and Social Welfare (MWCSW), UN agencies and selected non government organisations (NGOs). Main stakeholders are women, especially poor women and women from excluded groups; they are the intended main beneficiaries.

Methodology

In stage one, the Outcome Evaluation Mission (OEM) was briefed by the GESDU Assistant Resident Representative on the scope of the tasks, the Mainstreaming Gender Equity Program (MGEP) and Joint Initiative on Trafficking (JIT) Program, and an overview of the country situation. Guidance on UNDP's corporate priorities was also provided by the UNDP Regional Centre (Kathmandu). Then had briefings from selected UNDP staff and partners and undertook a desk review of documents. The Terms of Reference (ToR) was reviewed and proposed and modifications agreed with UNDP. The OEM met regularly with the Evaluation Task Force during the evaluation. In stage two, the OEM was briefed by UNDP Program Managers and had consultative meetings with government, donors, UN agencies, NGOs and other critical stakeholders/partners.

The full OEM was not able to be constituted until the third week. In stage three, the OEM had two weeks of field visits to selected projects to collect information through key respondent interviews

and discussions with project beneficiaries. However, the time for field visits was less than planned due in one case to a government curfew stopping travel for almost a week, and in another, to a UN decision to stop all but essential travel to the west of Nepal. In stage four the OEM drafted the evaluation report, briefed UNDP on it in order to receive comment and clarification; and finalised the report and submitted it.

The OEM agreed that the intended Outcome `responsiveness of national and local policies to gender issues' would be assessed not just as words in policy documents but in a wider sense of positive change towards enabling gender-responsive policy process in Nepal. Towards this, the OEM would also look at data and analysis for gender-responsive pro-poor policy; documentation of lessons learned from the field and means of feeding this into macro-policy; contribution to gender-responsive national capacity development; monitoring and evaluation and gender-responsive public resource allocation (e.g. an indicator would be the resources that HMG/N allocated to MWCSW).

THE DEVELOPMENT CONTEXT

When and why did UNDP work towards this outcome and for how long has it been doing this?

UNDP/Nepal's active involvement in the area of gender mainstreaming began in 1998 with implementation of MGEP. MGEP provides assistance to HMG/N in capacity building for formulating and implementing gender sensitive policies and legislation, while working with a diverse range of constituencies including men and women, policy makers, bureaucrats, legislators, members of judiciary and media and civil society. Emphasis is also given to creating and strengthening gender responsive institutional mechanisms to enable women with legitimate electoral representation to contribute equitably in local planning and governance from the national to the grassroots level.

What are the problems the outcome is expected to address to 2003?

The Constitution of Nepal has a special provision for the protection and development of women and disadvantaged social groups. The Government has shown its commitment to gender equality by ratifying the Convention of Elimination of All Forms of Discrimination Against Women (CEDAW), without reservation, which calls for affirmative action for women to translate de facto equality into de jure equality of women at par with men. Nepal has committed itself to fulfilling state obligations to the Beijing Platform for Action (BPFA) to overcome gender gaps. Similarly, one of the objectives of the Ninth Plan, and followed through in the Tenth Plan, is empowerment of women, which encompasses involvement of women at all levels. A significant initiative has been the Local Self-Governance Act, which stipulates the reservation of 20 per cent of seats in local governance structures for women. Nepal's national policies and plans have over the past few years become more aware of gender issues. Key policies and programmes related to gender mainstreaming include the following: CEDAW National Plan of Action, BPFA National Plan of Action, The Tenth Five-year Plan, The National Plan of Action Against Trafficking of Women and Children for Sexual and Labour Exploitation and The Human Rights Action Plan.

2001 Census findings

According to the 2001 Census, women comprise 50.04% of the total 23.1 million population of Nepal. An overwhelming majority live in rural areas and depend upon agriculture and the informal sector for their livelihood. Women contribute 54% of agricultural output but men have 99% of ownership of land. About 42 percent of the total population still lives below the poverty line and women's poverty is one of the major characteristics of Nepalese society. Also, Nepalese society is characterised by diversity in caste/ethnicity, language, religion, culture, class and region. In spite of such diversity, patriarchy continues to be one of the dominant features of society. Patriarchy rooted in religion and culture underpins structural poverty and violence that have reproduced gender inequality and discrimination both in the private and the public spheres on a generational basis.

Over the past years there have been improvements in women's social and economic status in Nepal owing to continuous efforts of the government, civil society organisations, and donor partners. Nevertheless gender hierarchies and inequalities continue to shape the political and socio-economic realities of women and men across class, caste and ethnicity and geographic location. The low level of human development is reflected in the Human Development Index (HDI), which places Nepal at 129th among 162 countries. The Nepal Human Development Report 2001 reveals that Nepal's HDI is 0.466; HPI is 39.2; the Gender Development Index is 0.452; and, Gender Equality Measurement is 0.385, the second lowest in South Asia. The Gender Development Index for 1998 was only 0.308.

Profound inequity and inequality persist

The maternal mortality rate continues to be one of the highest in the world, unsafe abortion is one major cause, and the child mortality rate is higher for girls than for boys. The literacy rate (often in practice taken to mean a person can write their signature) for women is 42.5% compared to men's 65.1% (Census 2001). Similarly, women's participation in the now dissolved House of Representative was 5.8 % whereas men's was 94.2%. The same pattern is also manifest in professional occupations (19.5%) and even more so in administrative jobs where women's participation amounts to 7.8% out which only 0.5% are in decision-making. Their share in earned income is about one third of that of men. In Nepal, female income poverty and wage discrimination are pronounced, with women concentrated at the lowest end of the wage scale.

Continuing gender discrimination

The Constitution does not allow discrimination based on sex, caste, creed or colour. Nevertheless, there are more than 150 discriminatory provisions against women in the domestic laws of Nepal. Inequalities and discrimination are manifested in the forms of denial of access to and control over resources, restricted mobility, low representation in decision-making positions in the civil service, politics and the public sector, lack of opportunities for advancement and the attendant problems resulting in longer working hours, illiteracy, poor health, high maternal and morbidity rates, increasing trafficking of women and girls, violence against women and girls, witch-hunting and so on. Women work longer hours than men. Their access to assets and other productive and community resources is very limited. Their low status makes them vulnerable to child labour, trafficking and sexual exploitation.

Lack of citizenship or the right of a mother to confer citizenship remains a serious abuse of human rights and a significant impediment to women's economic opportunities especially, e.g., many financial institutions will not give loans to those without citizenship. Women of indigenous nationalities are further victimised in the fields of language, religion and culture. Similarly, Dalit women are victimised due to continuing practices of caste-based discrimination, including untouchability. Thus, women belonging to indigenous nationalities and Dalits continue to be double victims, one through gender discrimination and another through caste/ethnic-based discriminations. All indicators show that there are huge gender gaps in Nepal.

Trends in Nepal in 2004

Other clear trends in Nepal in rural areas are increasing landlessness, persistent landlordism, an economic downturn and marginalisation, and the growing conflict. This scenario makes project delivery increasingly problematic. The situation in rural areas is resulting in rising rural-urban migration that is causing unprecedented and unplanned urban growth. But urban centres cannot provide the jobs needed for their increasing populations, and under and unemployment increase. In rural and urban areas, political instability in the absence of elected political representation is stark.

Development agencies have to consider the urban face of poverty and its particular impacts on vulnerable women and girls (illiterate and unskilled especially), e.g., sexual exploitation, abandonment, and for those from rural areas, a lack of traditional and familial support structures.

The Conflict

While serious gender and development challenges remain that range from the household level (low access and control over income and resources) to the state level (legislation and policy), compounding these challenges is the conflict that is having a disproportionate impact on women and girls.

The majority of IDPs are women and children. In conflict affected areas many villages are largely populated by older people and children as men leave to find work, and boys leave as they do not want to join militia or be under suspicion from the military. Provision of humanitarian and development programs and services is disrupted and females bear a disproportionate responsibility for the well being of children, the sick and the maimed in their communities, for tending livestock and for farm production, and food insecurity is very high. Females are vulnerable to sexual abuse from parties to the conflict. The Humanitarian Assistance Information System (HAIS) has reports of women in badly affected areas committing suicide out of poverty and desperation.

The conflict is fuelling urbanisation but urban centres have neither the services, nor the jobs or infrastructure to cope. According to HAIS, there is an increase in prostitution in urban areas as the conflict escalates and young women and girls from the countryside seek any means of survival.

For some women, the ideology and practice of gender equality, especially punishment of violence against women, by the Maoists has attracted them to join or support these forces in contrast to the gender subordination of the wider society. For other oppressed women and men, it is the appeal of equal treatment as human beings and socio-economic equality, in contrast to continuing hardship, exclusion and discrimination in the wider society. Both the push and pull factors of the conflict challenge development agencies in the planning, targeting and delivery of programs.

FINDINGS AND CONCLUSIONS

INTRODUCTION

Over the period 1999 to 2003, HMG/N has made progress in developing gender responsive national policies and plans that include quantitative targets for improvements in the status of women. This section of the Report gives examples of these, and notes external and internal driving forces and the main actors who contributed to the changes, including UNDP. It presents the positive perceptions of the impact of UNDP's gender oriented activities by the outcome evaluation respondents, i.e., critical stakeholders from government, the civil service, donor community, non government sector and women's organisations. It also lists their main concerns, which will be addressed in the next part of the Report.

When UNDP is referred to in this report it means all UNDP Programs and Units as a whole, not one specific Unit or Program. When a specific Program or Unit is meant it is referred to by its name. The OEM has written this report on the understanding that no one Program or Unit 'stands for' the whole of UNDP.

STATUS OF THE OUTCOME i.e., UNDP's Strategic Results Framework Goal (outcome) 4 Gender: Responsiveness of national and local policies and plans to gender. The baseline year is 1999 and the target year is the end of 2003.

In Nepal in 1999, there was poor visibility of gender and women's issues at the level of policy and legislation and a culture of addressing women as beneficiaries. Therefore, much of the gender oriented work of UNDP, of the Gender Equality and Social Development Unit (GESDU) especially, and donor agencies, women's organisations, non-government and civil society organisations, focussed on making women visible in the public domain. Also, raising awareness about gender inequality and its multifaceted nature. Tabling the issues and advocating for legislative and policy responses, and assisting government to strengthen gender mainstreaming. In advocacy work there was a change from a 'women in development' to a women's empowerment approach.

The majority of the gender responsive policies and plans developed over the period aim to:

- Increase economic development, and improve development effectiveness, e.g., through inclusion of women in micro-enterprise development.

- Address significant gender disparities that have a critical impact on development outcomes at all levels, most notably access and retention of girls in primary and secondary education.

- Contribute to the goal of gender equality, e.g., increasing women's involvement in decision-making in projects, and in political representation with the a reservation for women.

- Make changes to meet commitments to international agreements, e.g., CEDAW reporting and BPFA National Plan of Action.

- A few policies and plans address issues affecting women and girls that are indicative of their discriminated and low status, and commodification, e.g., the National Plan of Action against Trafficking of Women and Children for Sexual and Labour Exploitation, this is an issue of global concern.

- Others repeal aspects of discriminatory laws or practices necessary to achieve gender equality, e.g., passing of the 11th Amendment of Muluki Ain with conditional property rights for women, and abortion which gives a qualified right to women to choose whether or not to bear a child.

- Strengthen gender mainstreaming; HMG/N introduced a gender mainstreaming policy in the civil service.

Statistical/ Data base-related support

Currently, UNDP provides statistics/data base-related support in different areas. MGEP has developed a database system within the MWCSW, which intends to monitor Nepal's progress vis-à-vis the CEDAW and BPFA mandates. The database – the Women Info Database System (WIDS) – hopes to monitor women's status in relation to education; health; media; environment; poverty; armed conflict; human rights; policy/decision making; the economy; violence against women; national women's machinery; family life and marriage. Another UNDP supported initiative in the Poverty Monitoring Division (PMD) of the NPC has also developed poverty monitoring indicators specifically to support monitoring and evaluation of the progress of the PRSP, which is currently not engendered. The Poverty Monitoring and Analysis System (PMAS) in the PMD has also identified indicators in areas of economic growth; agriculture; education; health; human rights and labour; among others. This is currently also not engendered. For a short discussion of some data base issues, see Annex 1, Gender Outcome Evaluation: Database Issues.

Gender Assessment Studies and Gender Audits

A commendable area that GESDU and its partners have impacted national gender capacity development is the Gender Assessment Studies and Gender Audits of sectoral Ministries in HMG/N. Gender audits of the Ministry of Finance, Ministry of Local Development and MWCSW have been carried out. In this regard, gender-responsive institutional analyses of different Ministries such as MWCSW Agriculture, Health, Education and public entities such as the Civil Service have been carried out.

Thus, interventions that set in motion processes that track gender-responsive public expenditure and the processes of sectoral Ministries to be gender-responsive, have made beginnings in Nepal. In this regard, it is remarkable by regional standards.

The Tenth Plan

It is laudable that the Tenth Plan, the key strategic planning document for Nepal, has at the level of vision and rhetoric gender equality and overcoming social exclusion as a developmental goal. Gender concerns are fairly mainstreamed at the level of sectoral development challenges in a far more articulate manner than the Ninth Plan. However, its key sectoral strategies to achieve gender equality remain unclear, and become progressively more so at the level of resource allocation. Most importantly in the key sectors such as agriculture, where most of the rural, poor women are located, the overall strategies may be contrary to poverty reduction. It is unclear how modernisation and commercialisation of agriculture will be necessarily pro-poor or even gender-inclusive. MGEP did try to provide substantive assistance to the Tenth Plan but was unable to achieve major impact as its dialogic space with those making the Plan is limited.

The Local Level

At the local level, there was some progress in development of gender responsive policies and plans. For example, District Periodic Plan Guidelines of the Ministry of Local Development (MOLD) are more gender sensitive than those of the centre. At the ward level, 20% representation of women is mandatory and MOLD is allocating 33% of funds to address gender concerns. In VDCs, there is evidence that data on village demographics, literacy, savings and loan schemes and community organisations is increasingly sex disaggregated.

Lack of implementation of gender responsive national and local policies and plans

HMG/N gender interventions and mainstream policy work appear to run parallel rather than being integrated, and those policies and plans that are gender responsive are largely women specific. Implementation of gender responsive policies and plans, which is the responsibility of HMG/N, has been very slow, and UNDP interventions have not been able to substantially affect this.

The key statement by Meena Acharya (1998) that gender-responsive interventions at the policy level are not implemented remains a difficulty in Nepal even today.

Driving Forces Contributing to the Outcome, and UNDP's Contribution to this

There were different and related drivers that contributed to the outcome. Some of the more influential were:

- The activism and networking of local women's groups, women's wings of political parties, ngos and civil society organisations pressuring government to act. Providing analyses of gender inequality, and suggesting policies, plans and approaches needed to address it.

- HMG/N's interest to improve the condition of women, and to accelerate development and respond to obligations under international agreements. This coincided with a global interest in progressing gender issues.

- The impact of the conflict and the need to address its root causes, especially social exclusion.

- UN and donor agencies' partnerships and support for gender oriented national policy debate, and the development of women specific and gender related policies and plans. **In this, UNDP's role was described by almost all respondents consulted for the outcome evaluation as being significant. Thus UNDP's interventions have contributed to bringing about some changes as anticipated in the outcome.**

Positive Perceptions of the impact of UNDP's gender oriented activities

The OEM is a strategic exercise undertaken with key stakeholders whose perceptions of the appropriateness, relevance and effectiveness of UNDP's programs impacts directly on UNDP's credibility as a development agency. Therefore, on its ability to be a respected and influential partner in development in Nepal. Quotes have been used where they encapsulate key and recurrent perceptions made by these key stakeholders.

- In the consultations, most respondents from the civil service said that *'donor gender projects are mostly UNDP'*.

- Among donors, UNDP is regarded as *'leading the processes'* of support for capacity building on gender sensitive data collection, indicators and monitoring.

- The majority of all respondents noted that GESDU, by itself and with partners, has undertaken awareness raising and advocacy on women's rights and gender concerns that *'cover wide areas and the whole community'*, e.g., domestic violence, trafficking and the reservation for women in the public service; and carried out *'effective lobbying for changes in laws and for the establishment of the Office of the National Rapporteur on Trafficking'*.

- GESDU has supported government to develop CEDAW reports and the BPFA National Plan of Action; and with partners, engendering of the 2001 national census was achieved, that is impressive by regional standards. Particularly commendable is the re-definition of women's work which now includes reproductive tasks. This was path breaking.

- Gender specific programs addressing gender issues and disparities were established, e.g., MGEP, JIT and COPE. MGEP, of the Ministry of Women, Children and Social Welfare (MWCSW), has '*contributed to the development of gender responsive policies…improved some line Ministries' gender mainstreaming capacity*', strengthened the '*skills and gender understanding of enrolled and nominated women ward leaders*' and contributed to organising women parliamentarians.

Key Stakeholders' Concerns

Key stakeholders commented that UNDP is respected as a neutral organisation with a commitment to gender, but they also raised important concerns. The points below summarise these. Quotes have been used where they encapsulate key and recurrent perceptions made by these key stakeholders.

- Need for clarity about UNDP's overall organisational direction: 'UNDP should be able to follow and stand behind its own agenda. UNDP should be clear about where it is going or wants to go'.

- Although c. 80% of UNDP's resources are used in the countryside, there is a general perception that there is a concentration of gender activities and resources at the national level: '*UNDP does not work much at the grassroots level and is unaware of gender impacts there*'.

- Despite undertaking considerable advocacy work, e.g., formulation and approval of the National Plan of Action (NPOA) on CEDAW, review of the National Plan on Gender Equality (BPFA), contributing to legislative changes such as the 11th Amendment of the Muluki Ain and formulation of the Gender Equality Act for removing remaining discriminatory laws against women, respondents believe that there is dissipation in impact of GESDU's advocacy activities: '*The impact of advocacy activities is scattered so it is hard to see beyond the immediate impacts to future multiplier effects…seminars and workshops have limited impact* '.

- Limited effectiveness with regard to gender responsiveness of UNDP support to government through projects (not MGEP); gender is not seen as relevant: '*When I think UNDP I think poverty and the MDGs. Gender people think gender*'.

- Despite a number of capacity building activities being undertaken, especially by MGEP, respondents perceive limitations in the impact of GESDU supported gender mainstreaming capacity development. The general view is 'Capacity *building is limited*'.

- Even though UNDP has a Gender Mainstreaming Strategy, there is a widespread perception among stakeholders, including UNDP personnel, that UNDP lacks gender mainstreaming: '*It sometimes feels like UNDP thinks they are the leaders, but UNDP has not integrated gender mainstreaming in UNDP so it should start there*'.

- UNDP works with journalists, but media respondents were united in their view that UNDP lacks an effective media strategy: '*UNDP does not use media effectively; it does not have a partnership with media.*'

- Reservations about UNDP's overall position to push for best practices: '*There is no UNDP report that documents UNDP's recommendations of its own best practices, and UNDP does piecemeal lobbying and does not have any mechanism to push for best practices*'.

- Limitations in UNDP's working style: '*In partnerships (in UNDP generally) it can feel like UNDP manages and not facilitates sharing in decision-making. UNDP works in an isolated way with Ministries, and often says it is too busy to come to meetings of other organisations working on gender issues*'.

MAIN FINDINGS

INTRODUCTION

This section presents the main findings from the consultations. Related findings from project site visits are made in the next section of the report on Outputs.

Specific comments are in three areas that the OEM regards as central in order for UNDP to: a) strengthen the gender and development outcomes of its assistance, especially in the context of conflict; b) achieve gender mainstreaming; and c) position itself as a knowledge based organisation. They are:

- Conflict sensitive, pro poor, gender responsive programming.

- Institutional and human capacity development on gender.

- Positioning UNDP as a knowledge based organisation on gender.

CONFLICT SENSITIVE, PRO POOR, GENDER RESPONSIVE PROGRAMMING

Need for Clarity about UNDP's overall direction

'UNDP should be able to follow and stand behind its own agenda. UNDP should be clear about where it is going or wants to go'

- Conflict sensitive, pro poor, gender responsive programming focus.

While gender, caste and ethnic oppression continue to affect the lives of many women and 'development' bypasses them, miring them in income and human poverty, the reasons for social and political conflict will persist.

Given Nepal's current challenges of poverty and conflict, for UNDP assistance to make a strategic contribution requires it to focus on conflict sensitive, pro poor, gender responsive programming. Given the pre-eminence of poverty reduction as UNDP's mandate, one strategy would be to focus on the gender dimensions of the MDGs in Nepal, as an overarching framework and linking this to conflict. This would mean using the MDGs to focus overall strategy and targeting activities on the ground on the most deprived populations, and concentrating on geographical areas that are most deprived or excluded. The UN Security Council Resolution 1325 states that women and children are the people most impacted by conflict.

UNDP needs to target and prioritise assistance to the most vulnerable populations, i.e., the asset-less poor, women and girls particularly; and conflict affected populations across Nepal, including internally displaced women and girls, war widows and orphans.

Practically, this would mean UNDP along with partners, using UNDP's area of comparative advantage, e.g., the forthcoming NHDR data, to provide a socio-economic vulnerability profile of Nepal. Mapping, study and analysis of a disaggregated picture of Nepal, disaggregated by sex, ethnicity, rural-urban and by districts, would provide both planners and humanitarian assistance with a clear picture of concentration of deprivation whether by area or zones. This could be used for targeting support to pro-poor policy and institutional capacity development at the centre in Nepal. It could also provide guidance on where and how to concentrate UNDP's assistance in the field and to provide basic social service delivery that would reach the poorest**.**

Here it might be useful to use both the MDGs framework that highlights, for example, that Nepal has one of the highest maternal mortality rates in the region, and that food security of the poorest needs to be monitored with the UN Human Security Framework. The latter identifies seven categories that may pose threats to human security: 1) economic security; 2) food security; 3) health security; 4) environmental security; 5) personal security; 6) community security; and 7) political security. [1]

- The UNDP approach to be targeted social mobilisation

Upper caste women who were substantially socially excluded in previous years appear to have gained the most in terms of empowerment from group formation, and access to education and more wealth generally, including through development assistance. In comparison, in many cases gains from 'holistic' social mobilisation are largely bypassing the poorest women, Dalits especially, and reinforcing the status quo of gender, caste and class inequalities.

The experience of the OEM in Nepal has led us to the conclusion that the approach has to be targeted social mobilisation. 'Holistic' social mobilisation is not delivering substantial changes to the most vulnerable groups and the poorest women and men. The draft 2004 Nepal Human Development Report also concludes that "…through the social mobilisation process…the inclusiveness of the ultra poor has remained fairly limited." (p. 89)

To have effective project targeting, there needs to be clear differentiation and identification of the poorest, the most marginalised and the most vulnerable women/girls and men/boys in communities in which UNDP projects operate.

- Programming to include direct execution (DEX) of projects by UNDP as well as NEX

In the three field visits of the OEM, we experienced an inability to visit or travel through particular areas because of Maoist control over access to them. It was clear that there are many Districts where this is the case, and government cannot deliver services in these areas. In the Joint Statement of the Nepal Development Forum (NDF) 2004, this situation is recognised by HMG/N, who called for 'the adoption of new and flexible mechanisms, including extensive use of CBOs. The statement says, "The reform agenda also recognizes the increased difficulties for the government of working in conflict-affected areas and the need to adopt new and more flexible mechanisms, including extensive use of CBOs and NGOs in a well-considered manner, drawing also on the capacity of the UN system already demonstrated in the affected areas." During the consultations, senior Ministry officials said, "*In the present conflict situation it is okay if UNDP would go directly to the grassroots because it is difficult for the government to go to the villages affected by conflict with the government flag.*"

In government there is not a uniform view on how development assistance should be delivered to the many people in areas under Maoist control. Some people in the civil service believe that it should only be delivered through government mechanisms. In line with the Joint Statement of the 2004 NDF, the OEM is of the view that programming should include DEX of projects by UNDP as a neutral agency, through decentralised service delivery to community organisations with approval of effective local authorities. Conflict affected populations are part of the UN constituency to which it is accountable for sharing in development assistance. UNDP should also optimise flexible delivery systems. For example, use project related structures such as the Chairman-Manager Committees set up under DLGSP, the Mediation Committee set up by MGEP in the Kavre District; delivery though local NGOs, or through INGOs to local ngos. Transparency and accountability in

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[1] If UNDP's knowledge support is to be towards pro-poor policy development and its humanitarian assistance on the ground is to focus on the most excluded, especially in conflict areas, the bridging of the above two frameworks is very useful. UNDP Regional Centre can provide technical support in these matters.

all aspects of planning, delivery, monitoring and evaluation of development assistance and humanitarian aid must be principles of operation.

- Study the impact of the conflict on female rural-urban migration

The conflict is causing increased rural-urban migration. UNDP should study the gendered impacts of this to assess the nature of female vulnerability and levels of female poverty in urban areas, and consider whether or not it has a strategic role to play in addressing this through implementing development projects itself or with partners. In a pro-active way, UNDP could initiate development of a gender responsive rehabilitation plan for when peace is established.

- Operationalise key gender goals in UNDP programs and projects.

Gender equality is an overarching goal of government and of UNDP in conflict and non conflict contexts. In the consultations, the term gender equality was often used but almost always without any defining of what the speaker actually meant in a general or specific context. A common perception of gender equality is that it is just '*a new slogan*'.

To have real meaning and usefulness beyond rhetoric, the term gender equality requires defining, and the development of specific criteria and indicators to assess progress towards its achievement by each program/project area of UNDP. That is, reducing human poverty, democratic governance, energy and environment for sustainable development, crisis prevention and recovery and responding to HIV/AIDS.

Concentration of Gender Activities and Resources at the National Level

- Implement pro poor gender responsive policies and plans already developed

Since the establishment of the UNDP Gender Unit in 1998, needed effort has gone into advocacy, raising issues, networking and providing backstopping and assistance to government to develop gender responsive policies and plans. However, from 1999-2003 there has been a lack in their implementation by HMG/N. As long as this remains the case, achievement of the development and equality goals of UNDP and HMG/N will be considerably constrained. Discriminatory practices will continue to reinforce gender inequality and inequity, and to fuel the conflict. Even though the bulk of UNDP resources are used for programs in the countryside, the perception by key stakeholders of UNDP with regard to gender will continue to be that it '*does not work much at the grassroots level and is unaware of gender impacts there*'.

UNDP support to HMG/N would assist it to prioritise implementation of gender responsive policies and plans that have already been developed that have clear outcomes for the poorest women especially. For example, implementation of targeted programs for women and excluded groups in the 10th five year plan.

Advocacy

- Selective and targeted advocacy activities

Many gender discriminatory laws of HMG/N have not been repealed. Also, there has been least progress made in the development and implementation of policies that challenge socio-cultural norms and practices that embed gender discrimination and male privilege at all levels of society. Those that have been developed give conditional rights to women, as seen in property inheritance and abortion rights.

While advocacy efforts are needed to address gender discrimination, they need to be selective and identify strategic gender responsive pro poor advocacy interventions to work on, e.g., identifying *key* gender discriminatory laws for repeal/change, e.g., citizenship. All advocacy activities should demonstrate clarity of purpose and planning, clear targeting, time-bound indicators, consistent monitoring for results and planned follow-up.

- National level advocacy work to clearly link with specific efforts/activities to eliminate gender discriminatory practices at the grassroots level

In speaking of advocacy, an outcome evaluation respondent said, "*Men are already empowered from the household level*." National level advocacy work must be coherently and clearly linked with specific efforts/activities to eliminate gender discriminatory practices at the grassroots level. It is these practices that are felt every day in the lives of women and girls. This will remain the case long after laws have been repealed unless specific practices are targeted for change. A pro poor approach and the conflict situation impact markedly on the locus and targeting of advocacy work. There needs to be a balance of advocacy work between urban and rural areas, as the greatest number of women and men live in rural areas; and, there needs to be a greater focus on local decision makers who are closest to the population in relation to national decision makers.

- All projects to *systematically* target males for gender awareness and as change agents

This requires a strategy in all UNDP programs/projects that *systematically* includes activities to raise gender awareness of males, and influential people, men especially, who are opinion leaders and change agents at the community level to become advocates for gender equity. Promote the indirect participation of men in projects by encouraging them to support female family members in project activities. The capacity of community organisations at the village level should be strengthened to enable them to run gender awareness programs for their own communities, and to be resourced to enable them to reach out to other communities not necessarily in project areas. A peer to peer approach increases impact and multiplier effects. To undertake this, gender awareness and caste and ethnic sensitivity are required of local level project staff, UNDP has a responsibility to provide appropriate training and follow-up for project staff.

- Support gender advocacy oriented non-government organisations (NGOs), target new audiences, and work in partnerships

There are many actors undertaking gender advocacy, these include UN agencies, international non-government organisations (INGOs), NGOs and women's organisations etc. UNDP advocacy efforts would achieve increased multiplier effects from supporting gender advocacy oriented women's organisation and ngos whose work complements UNDP goals, and reaches out significantly to new audiences, especially young women and men, illiterate women and girls, and to men and boys in rural and urban areas.

Promote proportional power sharing and support poorer women's participation in power structures

- Proportional representation of women in the political arena and the civil service

Proportional power sharing is a criterion of gender equality and an aim of UNDP. The CEDAW NPOA says 33% of seats should be represented by women. The percentage of seats reserved for women in representative positions will be regarded not as a minimum but as a maximum, so few women will be nominated for other seats While the NPC has a program to target every district to build the capacity of potential women candidates, strategic needs are to ensure that the reservation is implemented; and, for pro poor affirmative action to enable poor women and women from excluded groups to stand for elected positions, so reserved seats do not go only to empowered women in dominant castes /classes.

A strategic priority is the attainment of proportional representation for women (advocacy for 33% is currently being pursued) *at all levels* of the civil service, and within this, to ensure that there is proportional representation of women from excluded groups.

INSTITUTIONAL AND HUMAN CAPACITY DEVELOPMENT ON GENDER

1. USE A GENDER MAINSTREAMING APPROACH, NOT A 'WOMEN AS A SECTOR' APPROACH

'UNDP's policy is targeted stand alone projects for women's advancement, and mainstreaming gender for closing gender gaps towards achieving gender equality' (ARR GESDU). While gender mainstreaming is the term used by UNDP and by HMG/N, in practice in both institutions the main approach to improving women's situation is a sectoral and not a gender mainstreaming approach. That is, 'women are a separate sector' requiring specific initiatives and targeted assistance to improve their livelihood and opportunities. This approach has delivered some gains to women, e.g., in projects, organising women into community/user groups is increasing their confidence to voice their needs and concerns. Addressing basic needs, e.g., for energy and sanitation has improved aspects of women's work and living conditions. Income generating activities have delivered economic gains to some women, but not the poorest women, especially those who also suffer caste / ethnic oppression.

Limitations of the 'women as a sector' approach

While women specific policies, projects and activities are needed to address acute gaps/disparities between females and males, e.g., in income, education, economic opportunities, political representation etc, the 'women as a sector' approach is not a gender approach. This means that policies and activities can be gender blind or gender neutral and exacerbate or reinforce gendered socio-cultural attitudes and practices, rather than challenge them. For example, training women to be teachers of girl students gives individual women needed income and higher status. However, at the socio-cultural level it supports separation of the sexes, and reinforces women in their reproductive role with primary responsibility for the care, support and training of children, girl children especially.

The 'women as a sector approach' does not analyse how policies/projects/activities may challenge or they may reinforce gender stereotypes and gender subordination, even if they provide benefits to individual women or groups of women. The 'women as a sector' approach has not led to an understanding in UNDP or HMG/N of the need to engender major development goals. For example, the MDGs are to be localised but the intention to localise them was not accompanied at the same time by a response from UNDP to engender them. In HMG/N, a senior level civil service respondent said, "*When I think UNDP I think poverty and the MDGs. I don't think gender. Gender people think gender.*"

'The disadvantaged groups and women approach'

An aspect of the sectoral approach is the 'add on' approach, most often formulated as 'disadvantaged groups and women'. However, women suffer owing to intersecting inequalities of gender, caste, ethnicity and regional subjugation, but in the formulation 'disadvantaged groups and women', women's multiple oppressions are lost and so the issues arising from this will hardly be addressed.

Strengths of a gender analysis / gender mainstreaming approach

With a gender analysis / gender mainstreaming approach, gender policy analysis will enable planners in UNDP and in HMG/N to determine if a current or proposed policy is gender blind, neutral or transformative, and to assess the nature of its impact on women's livelihood, empowerment and equality. A gender analysis of women and men's issues, concerns, status and circumstances enables planners to determine whether and what type of gender specific (women or men) activities are needed, as well as activities involving women and men.

The purpose of gender analysis is to make the most efficient and effective use of project resources to meet women's and or men's practical and strategic gender needs, maximise the gender transformative aspects of the project and minimise possibilities of reinforcement or exacerbation of gender subordination. A 'women as a sector' approach does not require this, as it does not focus on gender but on sex, and does not require an analysis of men's/boy's gendered situations, needs etc.

To improve development effectiveness and progress the achievement of poverty reduction and gender equality goals, the 'women as a sector' or 'add on' approach should be reviewed and a gender analysis / mainstreaming approach operationalised in practice in UNDP and HMG/N.

2. UNDP AND HMG/N TO HAVE A STRATEGIC APPROACH TO OPERATIONALISING GENDER MAINSTREAMING

'*Capacity building is limited*'

Gender concepts and gender mainstreaming are not well understood in UNDP or government and many people do not know how gender mainstreaming relates to their areas of work. In the consultations, a UNDP staff person working closely with government counterparts said, "*I'm not working on gender mainstreaming; I work in the...programme*". Capacity development remains shallow so gender mainstreaming is minimally operationalised and is not institutionalised in the civil service or in UNDP.

Gender is most often used as a synonym for women; the sex / gender distinction is mostly not understood; and gender equality is taken to mean gender parity, which leads to a focus on attaining equal numbers of women and men in development activities. Gender mainstreaming strategies to monitor progress in achieving gender equality, such as a gender budget audit, met this response from a group of highly placed civil servants, "*There is no such parameter in our budgeting system to do a gender budget audit.*" Thus it is no surprise that gender interventions and mainstream policy work appear to run parallel rather than being integrated.

The Civil Service - strengthen systems within HMG/N to institutionalise gender mainstreaming and provision of programs and services to women in the countryside

Strategic use of donor resources is needed to strengthen systems that will institutionalise gender mainstreaming in the civil service.

- Strengthen the Gender Focal Point System

Gender Focal Points (GFPs) have been established in all Ministries but their impact is limited. They are under-resourced, may not be adequately trained and, while they should come from senior levels of the public service, e.g., the level of Joint Secretary or Planning Section Chief , they are most often at too low a level to be fully effective to drive gender mainstreaming. While GFP's are keen to implement gender mainstreaming, they have few opportunities to network and come together as a forum to plan strategies and develop a comprehensive approach to gender mainstreaming.

- Support government affiliated training organisations to identify their gender training needs and support them institutionally over time to meet these needs and develop and sustain their capacity to be gender responsive in all their offerings.

A key strategy to institutionalise gender mainstreaming in the civil service at national and district levels, is to support government affiliated civil service training organisations, e.g., LDTA and NASC, to build and sustain their capacity, in ways they define, that will ensure that all their courses and staff are gender responsive; to assist them to develop and run gender analysis / mainstreaming courses that are issue / sector specific; and, to run programs for selected groups, e.g., new entrants to the civil service.

- HMG/N to require allocation of annual budget funds by all Ministries to gender mainstreaming

Gender mainstreaming is a whole of government strategy but Ministries are not obliged to allocate a certain percentage of budget resources to it. As the MWCSW is the lead agency for developing gender mainstreaming across government, other Ministries tend to leave this to the MWCSW. There is a lack of performance criteria with regard to implementation of gender mainstreaming at all levels of management, and a lack of motivation and institutional accountability to do so.

- Strengthen systems of the MWCSW that deliver programs to women.

The MWCSW has established units and infrastructure at central and district levels with trained personnel to deliver programs to women, but there is a lack of resources to fully operationalise them. For example, MWCSW has a Women's Development Office in 75 districts with annual fixed costs per district of about NR 10 lakhs and about NR 2 lakhs to run programmes. At present, UNDP assists the Ministry through MGEP, which targets the poorest women in its program in the country side. To strengthen mechanisms that deliver programs to women across Nepal, such as the Women's Development Offices, UNDP should explore the feasibility of direct support to the MWCSW for this purpose, keeping in mind the OEM's recommendation that the priority target for UNDP activities is the poorest and most marginalised women, especially those in conflict affected areas. If direct support was feasible, UNDP would be involved in approval of the program, monitoring, and prior approval for spending above a certain amount. UNDP could also explore avenues to assist the MWCSW in policy development and coordination and resource mobilisation.

- UNDP support for systems to institutionalise gender responsive planning.

  UNDP assistance could strategically support HMGN to implement measures to strengthen systems that will institutionalise gender responsive planning. There are a number of possibilities, e.g., support to institute:
  o A fully gender responsive Poverty Monitoring and Analysis System or
  o Gender responsive MDGs and their tracking and reporting or
  o Complementarity and gender sensitivity of data collection in all government surveys and census by all Ministries or
  o To strengthen the MWCSW to assist Ministries to operationalise guidelines on gender budgeting/ auditing and policies.

UNDP - establish systems to institutionalise gender mainstreaming

Development research shows that improved development effectiveness, achievement of outcomes, economic development, and program transparency and accountability are directly related to formulation and implementation of gender responsive policies, plans and projects. Therefore, UNDP staff must be competent and confident to integrate gender in all aspects of their work. The policy of hiring 'experts' to write gender oriented documents works directly against this; and, it is the opposite of practice that is required to ensure that UNDP develops credible gender policy advisory services and becomes a credible knowledge based organisation on gender.

Gender analysis and gender mainstreaming are not rhetoric. Clear vision, leadership and support are required for gender analysis and mainstreaming to be operationalised.

Gender analysis and gender mainstreaming are not rhetoric. In conflict situations the lack of gender awareness and analysis can literally cost women and girls their lives, directly and indirectly. Without this, serious omissions and mistakes will be made in project planning that can have significant consequences with regard to misapplication of resources, exacerbation of the roots of conflict and reinforcement of poverty and hardship for women and girls in and outside conflict situations.

For example, the HAIS initiative is a response to the need for data and information from conflict prone areas. The goal of HAIS is, 'To establish a common intervention system to monitor the impact of conflict and natural disasters and to disseminate the information gathered so that appropriate programs are developed by stakeholders to address resultant humanitarian needs'. However, even as the UN priority is to reduce poverty (among the poor, women are the poorest) and the UN knows that the majority of IDPs are women; that women and children fill the villages in conflict areas as men leave, that there is a significant increase in women headed households and women's poverty, and that impacts of the conflict include increasing rape and sexual abuse and larger numbers of women/girls forced by circumstance into the sex trade, HAIS was set up without a clear gender policy or strategy on data gathering and analysis. This is an extraordinary omission, especially as a major purpose of HAIS' data gathering is to assist in the planning of 'appropriate programs…to address resultant humanitarian needs' arising from the conflict. If UNDP had an operationalised and committed gender mainstreaming policy it would have made this central contribution (development of a clear gender policy or strategy) in the planning stage of HAIS.

- UNDP personnel are not operationalising gender as a cross-cutting issue

In UNDP, while gender is a cross cutting issue, the OEM found that few people can say confidently how gender issues affect their areas of work. No programme area said it has a gender analysis that is used when planning and monitoring projects. Program and project staff are not necessarily aware of key documents and guidelines, e.g., UNDP Gender Equality Practice Note 2002.

Even though there is staff turnover in UNDP at programme and project levels, there is no systematic staff training with regular follow-up on gender mainstreaming. That is, training to enable staff to undertake a gender analysis, to understand gender concepts and to be able to apply gender analysis tools and instruments in their work. Also, new issues are emerging, e.g., issues caused by the conflict, that all staff need to understand from a gender perspective. There also does not appear to be a systematic approach whereby major issues are analysed by program staff from a gender perspective, e.g., gender and conflict, gender and poverty, and links drawn between major issues so a holistic understanding is developed across programs.

- Limitations of UNDP 'silos' or sectors approach to knowledge and programming

UNDP personnel tend to think in 'silos' or sectors, e.g., gender, or poverty, or agriculture, or law, rather than the gender/agriculture nexus, gender/law nexus, gender/poverty nexus etc. This limits UNDP's analysis, understanding and linking of issues, information sharing possibilities, e.g., for joint programming. It affects the ability of staff to integrate gender into their areas of responsibility, and militates against gender being a cross cutting issue in programming and practice.

With the 'silos' approach there is a tendency for staff to see responsibility for integrating gender issues in their work as incidental rather than central; even though program/project formulation is required to take account of 'gender issues', with the assumption that staff have the capability to do this. However, most staff do not have this capability to the degree necessary, and they seek the help of Gender Equality and Social Development Unit (GESDU), MGEP or COPE or outside gender experts for this.

Review and Implement the UNDP Country Office Gender Mainstreaming Strategy

- Gender Mainstreaming Training Plan

A key component of the UNDP Country Office Gender Mainstreaming Strategy should be a systematic Gender Mainstreaming Training Plan, which would be part of the broader Country Office Learning Plan. It would systematise and institutionalise gender mainstreaming training for all staff at all levels of responsibility. Its development, implementation and monitoring would be the

responsibility of all Assistant Resident Representatives (ARRs) under the Deputy Resident Representative (DRR). There should be performance criteria and accountability procedures with regard to its implementation and outcomes that would be part of staff performance assessment. GESDU would have particular responsibility for overseeing the quality of inputs and outcomes and advising as necessary.

The Gender Mainstreaming Plan should include content on the parameters of inclusion/exclusion in Nepal, particularly gender, caste and ethnicity. It should help personnel at all levels, especially project and field level staff, to be sensitive to the way in which these issues affect how they plan and implement their programs, and set up groups and decision-making structures to ensure gender, caste or ethnic inequalities in society are not reproduced through their project work.

- A Program / Unit specific Gender Analysis and Mainstreaming Training Plan

As part of the Gender Mainstreaming Strategy, each Program and Unit would have a Gender Analysis and Mainstreaming Training Plan tailored to their specific needs, for program and project personnel, including field staff. It would have performance criteria and accountability procedures for implementation and outcomes for ARRs and Program Managers. This would be part of their performance assessment.

As gender is a cross-cutting issue, a significant component of the UNDP Country Office Gender Mainstreaming Strategy is the strengthening of gender expertise and development of gender oriented mechanisms throughout the organisation. These are discussed in the following sections on the Gender Equality and Social Development Unit, and the (proposed) Knowledge Management and Monitoring and Evaluation Unit.

DEVELOP NATIONAL CAPACITY IN GENDER AND DEVELOPMENT

Support the development of gender and development professionals

There are few people with gender and development expertise in Nepal despite the fact that there are many non-government, government, civil society and donor 'actors' in the development arena. There is an urgent need for many, many more development professionals with gender expertise. UNDP could make a significant contribution to building this national capacity by supporting publicly funded tertiary institutions to develop and run gender and development courses/units. By offering scholarships for gender and development studies in the region and gender and development internships with UNDP programs / projects.

Build the understanding of media of development and gender issues – review the corporate Media Strategy as part of a UNDP Communication Strategy

'UNDP does not use media effectively. It does not have a partnership with media'. (View of media respondents, including representatives of the National Press Council, where a media monitoring cell has been established.)

The outcome evaluation found that UNDP does not work systematically with media to build their capacity to understand development issues from a gender perspective and to report on them. As a result, media's potential to support UNDP goals through delivering gender and development and gender equality messages to the mass of the population, especially those with no or low literacy, is untapped. UNDP should develop a comprehensive Communication Strategy with a Media Strategy component (print and audio visual).

THE GENDER EQUALITY AND SOCIAL DEVELOPMENT UNIT (GESDU)

From the consultations it was clear that many people regard UNDP as having comparative advantage in progressing gender responsive development, as it has a Gender Equality and Social Development Unit with access to all levels of government. The existence of GESDU was regarded by respondents as representing a clear commitment by UNDP to gender in all areas of its work.

GESDU requires a mix of professional expertise – gender economist and gender training/facilitation expertise

GESDU was set up in 1998. In 2004 the country faces a significantly changed context, most clearly with the growth of the conflict and its many impacts. This means that the work of GESDU would be strengthened with a mix of professional expertise, most especially expertise in gender and economics. This will also help to strengthen UNDP as a knowledge based organisation on gender.

This is a key area in development that is noticeably lacking in UNDP. In the 2004 NDF discussions, while UNDP was the only organisation requested by the Ministry of Finance to provide comments on the *social mobilisation* and *gender mainstreaming* paper prior to the discussions (as noted by the GESDU ARR), its voice is not *regularly* heard in key development arenas concerned with *economic planning and development*. For UNDP to develop as a knowledge based organisation in relation to gender, and to be able to offer gender oriented policy advisory services, it requires a mix of gender expertise that is able to contribute directly, in and outside UNDP, to economic development policy formulation and implementation, and policy analysis and dialogue. GESDU should have a staff person with gender and economics expertise.

The skill mix in GESDU requires dedicated gender training/facilitation expertise. The Country Office Gender Mainstreaming Training Plan should be monitored by GESDU for quality and relevance of inputs and outcomes.

GESDU support for the efforts of UNDP to institutionalise gender mainstreaming

- Role of the gender economist

GESDU has an important role in reinforcing the efforts of UNDP to institutionalise gender mainstreaming and improve the gender understanding of staff. The gender economist would liaise with program and project staff to strengthen their knowledge base on gender and economics related issues, and participate in project monitoring and evaluation with regard to impacts on women.

- Establish a Gender/ Inclusion Team

As gender mainstreaming is a whole of Country Office responsibility, GESDU should convene a Gender / Inclusion Team comprised of a representative from each unit and program area.

Main aspects (there will be others) of the role of the Gender / Inclusion Team would be to:

- o Identify gender/inclusion gaps in knowledge in program and project areas (e.g., gender, poverty and conflict) and of program and project staff and recommend ways they be addressed.
- o Liaise with the Knowledge Management Unit (see next section) with regard to:
  - o Documentation of best practices and lessons learnt from program areas to ensure gender / inclusion considerations are present.
  - o Recommending activities to increase gender/ inclusion responsive knowledge sharing across UNDP program areas, and with stakeholders outside UNDP.
  - o Developing a gender / inclusion research agenda.

The Gender/ Inclusion Team will be directly in touch with the needs of program staff, along with program managers, so is in a position to advise those with responsibility for the Gender Mainstreaming Training Plan on staff capacity building needs.

GESDU to play a decisive role in developing a gender voice for the UNSN; and increasing UNDP's profile and ability to influence in the donor community

- *The UN Gender Theme Group*

In gender related activities, UNDP's main partnership is with the UN Gender Theme Group which it chairs. This is the key UN gender group in Nepal. It has greater potential than it is realising at present to raise and analyse issues from a gender perspective, and to suggest a coherent and collective response from the UNSN to them, this is especially important in the conflict situation.

When asked in the consultations what its strategic vision is, the group was unable to say. As chair of the group GESDU should guide it in the development of a strategic vision and strategies to operationalise this vision, taking cognisance of the conflict situation.

- *Other UN Theme Groups*

As gender is a cross-cutting issue in all areas of work of every UN agency, all UN Theme Groups would gain substantially from having a member with appropriate gender expertise. This member would also sit on the UN Gender Theme Group and contribute their understanding to it, and be able to take back issues and suggestions for joint UNSN gender initiatives or positions to their own agency. GESDU to raise this issue in appropriate fora

- The Donor Gender Theme Group

This is an important forum in which UNDP has the potential to play a more significant role. Members of the group told the OEM that they would look forward to a more active engagement of GESDU in this group. Such engagement would increase UNDP's influence, contribute to mutual understanding of gender issues and knowledge of gender related activities, and be a collegiate donor partner.

Advocacy Activities – see advocacy in the first section of this report on conflict sensitive, pro poor, gender responsive programming.

UNDP to review GESDU's mandate with regard to its role, scope of responsibilities and required areas of expertise.

The outcome evaluators were informed by GESDU's ARR that its mandate is 'based on the UNDP Human Resources Policy', with its role and scope of responsibilities addressed in the terms of reference of the Unit's staff. The Unit has two components, gender and social development, and new issues have emerged that have changed the scope of the Unit's work, e.g., HIV/AIDS. This will continue to be the case.

UNDP should review the mandate with regard to GESDU's role, scope of responsibilities and required areas of expertise in relation to the MYFF goals, CCF-II goals and strategic outcomes, pro poor approach, the conflict situation, and the mandate for UNDP to develop as a knowledge based organisation offering gender oriented policy advisory services.

POSITIONING UNDP AS A KNOWLEDGE BASED ORGANISATION ON GENDER

Establish a Knowledge Management and Monitoring and Evaluation Unit (KMU)

UNDP requires an organisational unit that will strengthen its capacity to deliver policy advisory services, strengthen it as a credible knowledge based organisation; catalyse organisational integration, and develop processes to create a participative learning culture with sharing of experiences, knowledge and lessons learnt within and outside UNDP.

Therefore, the OEM advises UNDP to establish and resource a Knowledge Management and Monitoring and Evaluation Unit (KMU)

Mainstreaming is a function of organisational integration - Gender/ Inclusion Researcher

To strengthen UNDP's capacity to deliver gender policy advisory services and become a knowledge based organisation, UNDP requires gender/ inclusion research expertise. As mainstreaming is a function of organisational integration and gender is a cross-cutting issue, gender expertise should relate to and be situated in different parts of the organisation. A gender/ inclusion researcher based within the KMU would have a social science background and bring an understanding of inclusion issues and the links between gender, caste and ethnic oppression.

The gender/ inclusion researcher:

- Would liaise with program and project staff to strengthen UNDP's knowledge base on gender, caste/ethnicity responsive data setting, (including baseline studies, gender benchmarking and indicators), and data gathering and analysis.

- Use program/project data to contribute to better design, targeting, implementation and monitoring of UNDP programs and projects.

- Would undertake participatory action research with women/ project stakeholders to mobilise target groups, increase a sense of community ownership, increase beneficiaries and stakeholders' knowledge and skills, e.g., about research methodologies and analysis. The findings would be shared and used to improve project design and performance. To bring learning from projects to meso and macro levels, and for dialogue with partners and government counterparts to impact on policy change and implementation.

- Work with program areas to produce well evidenced discussion papers on key issues affecting UNDP programming, e.g., differential gender impacts of the conflict, gender dimensions of poverty etc.

- Participate in joint gender / inclusion research projects with other donors and partners to contribute to sound data gathering for project development, and policy development and dialogue, e.g., with the development community and government.

  The outcome evaluation team suggests that the KMU explores joint research possibilities, and sharing of standardised research and monitoring tools, e.g., with DFID, ADB and the World Bank. These agencies have collaborated on research which has contributed directly to policy development and understanding of gender and development issues in Nepal.

Develop a Communication Strategy

Creation of a participative learning culture, sharing of experiences, knowledge and lessons learnt within and outside UNDP requires UNDP to develop a Communication Strategy.

- Documentation and dissemination (written and verbal) of best practices and lessons learnt

Documentation and dissemination (written and verbal) of best practices and lessons learnt in relation to gender would be a role of the KMU in liaison with programs and the gender / inclusion researcher. In the consultations, UNDP program managers stressed the need for UNDP to have processes to share its best practices and lessons learnt within the organisation. Personnel in government said that *'There is no UNDP report that documents UNDP's recommendations of its own best practices, and UNDP does piecemeal lobbying and does not have any mechanism to push for best practices'*. This points to the weakness in UNDP's position in trying to influence partners to institute best development practices without demonstrating its own best practices, on which it can lay claim to influence others.

- Improve communication between UNDP programs and units

In the consultations, program managers said that UNDP program areas do not 'talk to each other' enough, particularly with regard to cross-cutting issues. This means that their ability to learn from one another is limited, so improved communication between programs is needed. A Communication Strategy would include a methodology whereby the gender researcher works with staff to strengthen cross program communication and processes of knowledge sharing on gender and inclusion issues and gender related aspects of their programs. This will also strengthen the analytical skills of program staff with regard to gender. The results of this work would be shared in UNDP in cross program discussions and fora to diminish the 'silos' approach to work; and with partners, stakeholders and the development community.

- KMU to play a facilitative role in knowledge sharing in the development community

KMU can play a facilitative role in knowledge sharing in the development community by hosting regular fora on gender and development topics, issues, research, learning from the field etc at micro, meso and macro levels, and include project staff in these. The Communication Strategy would also include dissemination of best practice and lessons learnt from programs/projects with regard to operationalising gender and improving women's circumstances.

Monitoring and Evaluation (M&E) to improve gender outcomes and program/project results

Improved M&E are essential to achieving UNDP's gender outcomes and program/project results, and to ensure project benefits are reaching all beneficiaries, particularly the poorest women. There is not a culture of M&E in Nepal, and it needs strengthening in UNDP. To attain an effective M&E system that will help UNDP to achieve program/project results the following is suggested:

- Train M&E personnel in gender responsive outcome and impact monitoring and evaluation, which include sensitivity to caste and ethnic power relations. In the experience of the outcome evaluation team, unequal gender, caste and ethnic power relations are often reproduced in projects rather than being changed by them.
- Each year selected projects are monitored independently for purposes of accountability. UNDP should suspend implementation of projects where monitoring shows failure to achieve benefits and results as per the project results framework.
- Every project should be monitored at the end of its first year by a team of representatives from stakeholders and beneficiaries, for the purposes of accountability (to beneficiaries especially) and for lessons learnt. A workshop for all stakeholders and UNDP partners would be held on the findings of monitoring. Such monitoring should be repeated at regular intervals.
- Satisfaction/ benefit surveys to be carried out every 6 months and be open to public scrutiny.

- Project evaluation formats have a section on gender, one of its key five results should describe what every staff member will achieve vis a vis gender outcomes.
- All UNDP program/project personnel should be competent in formulating indicators and targets etc as per UNDP log frames. In the experience of the OEM, there is an uneven understanding and ability to construct these basic components of project formulation and implementation.

CRITIQUE OF THE OUTCOME INDICATOR

The outcome indicator chosen is sufficient to measure the outcome

The outcome indicator chosen (Government policy statements and national action plans include targets for improvements in the status of women, e.g., development plan, budget, environmental management plan and emergency strategy, local government plans), is sufficient to measure the outcome. The Baseline year for assessing change was 1999, the 9th five Year Plan, which set no quantitative targets for improvements in the status of women. The target year was 2003, the 10th five Year Plan, which includes targets for improvements in the status of women in some areas. The OEM did not find that conflict affected measurement of the outcome indicator in the areas visited in the field trips. DDCs and VDCs were implementing their policies and plans. However, two site visits had to be cancelled as the Maoists refused permission for the OEM to visit these areas.

The outcome would have to be reoriented / reworded for future UNDP support

UNDP goals are now those of the CCF-II and the MYFF. Had the SRF system continued, the outcome would need to be changed as the situation of Nepal in 2004 is different in very significant ways from that of 1999 when the outcome was chosen. The CCF-II 2002-2006 has a major thrust to 'Enable the government to design and implement policies and strategies for poverty reduction…targeting…the most deprived…and contribute to reducing gender inequities through empowerment of women and facilitating their access to resources'. Therefore, if the outcome was still current it would have to be reoriented / reworded for future UNDP support, e.g., in the following way: *conflict sensitive, pro poor gender responsive planning and effective implementation of national and local policies and plans.*

CONCLUSION

Over the period 1999-2003, there has been a major expansion of the conflict and its multi-faceted impact on the lives of women and men and their communities across Nepal. In 2004, the MYFF and CCF-II goals emphasise pro poor poverty reduction and implementation of gender as a cross-cutting issue in order to achieve greater development effectiveness. In UNDP, there is a reorientation of the organisation to become knowledge based, able to offer policy advisory services. Therefore, the OEM believes that an organisational focus on conflict sensitive, pro poor, gender sensitive programming; institutional and human capacity development; and, knowledge management and monitoring and evaluation will significantly assist UNDP to achieve its development and gender equality goals, and enable it to develop credible policy advice services on gender.

RATING OF THE OUTCOME

Evidence of change in outcome: degree of change. Evidence of change in outcome refers to the degree to which progress in achieving the outcome has been made, without attribution of success to any partner. This is based on the information gained in the first and second categories of analysis, i.e., status of the outcome and factors affecting the outcome. **Evidence of change in outcome is rated as positive change**

Relevance of the Outcome: assesses the degree to which an outcome is relevant given a country's development situation and needs. Essentially, it tests the development hypothesis. **Relevance of the outcome is rated as somewhat.** In 1999 the outcome was relevant but with changes in the country over the period 1999-2003 it has become less relevant in relation to the need to implement gender responsive policies and plans as well as to develop them.

INTRODUCTION

This section of the report assesses the contribution to the outcome made by UNDP outputs: a) selected projects from the governance and gender programmes and SPDI; b) direct policy support and soft assistance; and c) partnerships.

Annex 7. *Review of UNDP Project Documents for Gender Responsiveness* is a matrix of the results of a rapid appraisal of gender responsiveness of 13 UNDP project documents given to the OEM for this purpose.

OUTPUTS - CONTRIBUTION OF SELECTED PROJECTS TO THE OUTCOME

MAIN FINDINGS

1. Selected Projects from the Governance Programme

The main findings from field visits to selected projects are presented below. The OEM met with project staff from adviser to field level staff; municipality, VDC and DDC personnel; project partners and beneficiaries; stakeholders and NGOs in Kavrepalanchowk, Siraha, Udayapur, Morang, Sunsari and Kaski districts. Scheduled visits to Parbat, Pyuthan and Dang districts were cancelled due to security problems.

Decentralized Local Governance Support Program (DLGSP), Micro-Enterprise Development Programme (MEDEP) Phase II, and Rural-Urban Partnership Programme (RUPP) Phase II fall under the governance programme. DLGSP succeeds and builds on the lessons learnt from the Participatory District Development Programme (PDDP), Local Governance Programme (LGP), LGP/PDDP Bridging Phase and other local governance programme.

Project Aims

The overall goal of DLGSP (2004-2006) is "to enhance effective participation of people in the governance process, ensuring improved access of socio-economic services to Dalits, disadvantaged groups including women in particular as envisaged in the Tenth Plan/PRSP." The specific objectives of the programme are: (a) to uplift the socio-economic status of people particularly Dalits, and disadvantaged groups including women through positive discrimination Village Development Programme, (b) to strengthen the efficiency and capacity of Local Bodies (DDCs, VDCs) to deliver basic services through decentralised governance as envisaged in LSGA, and (c) to support HMG/N in preparing and implementing necessary acts, policies, and guidelines on decentralised governance and poverty alleviation.

The goal of MEDEP II (1/2/2004 to 31/12/2006), which is implemented in 20 districts and Kathmandu, is "to improve socio-economic status of low income families of Nepal." Its purpose or objective is "to diversify the livelihoods and increase the income of low-income families through micro-enterprise development." The project expects to achieve its target of involving 70% of the total 19,840 micro-entrepreneurs in 20 districts.

MEDEP-II states the following as its gender considerations:

- 50% of women Enterprise Development Facilitators with particular preference to women from Dalit and ethnic groups;
- ensuring the participation of targeted percentage of women at all activities (identification, selection, entrepreneurship training, skill training);
- involvement of male-members of women entrepreneurs at major programme activities such as training, micro-credit disbursement, marketing;
- provide infant care during training;
- arranging training and programme activities as per the location, time;
- identifying and promoting women friendly enterprises and technology; and
- supporting women entrepreneurs more directly for market linkages, market exposure visits and establishment of sales outlets.

RUPP-II (1/1/2002-31/12/2003), which is implemented in 12 municipalities and 31 Rural Market Centres (RMC), aims to focus on four major areas: (a) capacity building, information and communication technology, (c) rural-urban market linkages and pro-poor urban policy promotion. The areas are interlinked building on rural-urban governance and regional market development issues with a special focus on women and occupational castes.

Findings from the Field

Governance projects' contribution to eliminating discrimination against girls and women

- **Women's participation in groups**

One common contribution of the three governance projects is that they have helped to increase the number of women members in groups and savings and credit activities, orientation/trainings, and micro-enterprise activities. As these projects were designed without giving thought to targeting girls in governance through social mobilization and enterprise development, projects have not formed groups of girls and boys. Hence, none of these projects has contributed to increasing the number of girls in various activities. Whatever girls gain from the programmes, it would be only "trickle down." For example, if parents increase income by participating in the savings, credit and skill development activities of the programmes, they would be aware and in a better position to send and/or keep their children in schools. All the members OEM met claimed that they do not discriminate between their sons and daughters in sending them to school.

Another common contribution made by these projects is elimination of discrimination against women in terms of participation in selected public sphere activities, such as Community Organization (CO), Tole-Lane Organization (TLO), Functional Group (FG), Livestock Insurance Group (LIG), and Chairperson-Manager Committee (CMC). Though some women faced resistance from their husbands and/or father-in-laws in the beginning, most women members were encouraged, helped and supported to participate in these groups. Before joining these groups, most of the women members hesitated to talk with outsiders. After joining the groups, some women members have more confidence but some, especially poor Dalit women, are still either hesitant to speak or silent in the group.

Generally chairpersons, managers and a few members have received orientation/training related to gender, account keeping and skill development. There was a clear lack of understanding of, and training on, gender among project staff, including district advisors, social mobilisers, facilitators and leaders of various groups.

- **More income and increased respect**

Women members who are doing income-generating activities, including micro-enterprises, are increasingly less dependent or no longer rely on their husbands or other male family members for money. Some male family members do indeed increasingly treat them with more respect. For example, one of the women members of MEDEP's functional group at Tarahara in Sunsari district, had a difficult life before joining the group. Her family had no money to buy food, her husband neglected her, her neighbours did not trust her for a loan of Rs. ten, and she had no work and thought that she is living in hell.

After she became a member of MEDEP and received loans to run a mobile shop to sell snacks, such as *Dalmot*, *Bhujiya* and peanuts, she succeeded in bringing a dramatic and positive change in her family's view and treatment of her. Now her husband helps her in producing and selling snacks and helps in household work. OEM met a number of members who took loans and gave the money to their husbands because their husbands have some skills, such as bicycle repairing.

Husbands or father and/or mother-in-laws of some women cook food and take care of household work, but some women have to finish their household work before or after attending group meetings. It has increased their workload but they are happy to do so seeing the benefits of being in the group.

Some women members said they are now increasingly involved in decision-making at the household level. Unlike in the past, they now make small decisions on their own and in "family consultation", i.e., consultation between husband and wife is now needed. They, however, acknowledged that males take major decisions such as selling and buying land and house.

- **Gender based violence**

Gender discrimination, including domestic violence, is said to be relatively high in Brahmin, Chhetri and Dalit families in Kaski district. Some women CO members said that domestic violence against women has decreased due to their engagement in income-generating activities and participation in orientation/training; and the collective power of the group has been used against the perpetrators and in efforts to stop alcohol drinking by men.

During group discussions it became clear that the three governance projects and other present and past projects, including the programmes of Women's Development Office (WDO), and other donor supported programmes, have cumulatively raised their awareness about equality between males and females and women's rights.

All those achievements, though modest, are positive. The reasons for modest achievement are found in the following factors:

- Lack of gender mainstreaming in project document.
- Lack of resources for programmes at the grassroots level.
- Lack of practical training to women and men.
- Lack of guidelines for and skills of project staff in operationalising gender mainstreaming and women's empowerment.
- Lack of sustained proactive efforts by programme staff to address both practical and strategic needs have resulted in such a nominal achievement in reducing discrimination against women and girls.

Governance projects' contribution to creating opportunities for women, especially from poor and excluded groups

All projects have either formed their own COs or used COs formed by others, and made it mandatory that its members make regular savings to use as revolving funds for their credit needs. Nominal orientation/training is given to the leaders of the groups from trainers brought from Kathmandu. In the case of MEDEP, skill training is given to the members through the Cottage and Small Industry Development Department of HMG/N.

- **'Demand driven' approach to distributing project services**

Group members get some information from facilitators and/or social mobilisers, and occasionally from other project staff, including district program advisors or managers, and visitors. Most of the group members OEM met in the field did not know much about the project, including its resources and opportunities. At one project site, the district and village level programme staff said to the OEM that they mainly have a "demand driven" approach, which means if the members or groups do not make their 'demand" (request) in writing the project does nothing.

Projects are very bureaucratic. In meeting after meeting in different groups in different places, it was clear that the ultra poor and poor illiterate Dalit, indigenous nationalities and Madhesi women do not know how to write, except for their names, how to articulate their needs, how to make demands, and how to get support of other well off women members or leaders. Projects appear to have done nothing to help such women to articulate their needs and make demands in groups and through the projects. Projects are not regarded as a service to the people. Project staff do not feel accountable to the beneficiaries.

None of the groups, except CMC, have established any external linkages, such as interaction with other groups, VDCs, DDCs, other service delivery agencies and donor supported projects. In many VDCs, members were associated with other groups formed by different projects implemented by donor agencies. There does not appear to be effort made by the projects to stop duplication of work or to create synergy; to help groups form external linkages and make demands for services from different agencies.

- **Conditionalities and imposed requirements lock out the poorest and marginalised women**

In spite of 'affirmative action' being implemented by projects to increase participation of ultra-poor and women belonging to Dalit, indigenous nationalities and Madhesis, imposed requirements such as citizenship certificates, group collateral to qualify for loans, mandatory regular savings, demand driven policy, along with illiteracy and lack of land and other resources, have systematically excluded them, in the name of inclusion of excluded groups. Of women group members taking loans from external funds, e.g., commercial banks, in accordance with recommendations made by the COs, the proportion of the ultra poor and poor is only about one fifth. Relatively well-off members use about half of the resources. Systematic exclusion of women belonging to ultra poor and poor Dalits and indigenous nationalities is disempowering and reinforces traditional unequal power relations.

Due to the on-going conflict, in some VDCs secretaries have moved to district headquarters, some work in the VDCs though their offices have been damaged, and some have resigned. Due to an absence of functioning VDCs, DDCs are using CMC and COs as 'representatives' of the VDCs, and involve the CMC in consultation and implementation of projects, including the Village Development Programme (VDP). The Kavrepalanchowk DDC has invited the Nepal Tamang Ghedung, a representative organization of the Tamangs who are one of 59 indigenous nationalities recognised by HMG/N, and the Dalit Social Welfare Organisation, one of the leading Dalit NGOs, to participate in district level planning and programming. Such extra efforts by the local body would

help to understand and address issues of men and women, girls and boys belonging to indigenous nationalities and Dalits, but there was no such clarity in addressing gender issues within these communities.

The Udayapur DDC has initiated a special program to help poor and ultra poor families. The Ultra-poor Community Vegetable Farming and Irrigation/Fish Pond program was implemented at Belsot in ward number 4 in the Triveni VDC in Udayapur district in 2002. 10 ultra-poor CO members (6 Magar and 4 Brahmin/Chhetri households) have leased land for ten years at a riverbank in the Udiya Community Forest User Group.

- **Skills training in income generation**

At the grassroots level, there is a crying need and demand for skill training for income generating work and linkage with markets. Although skill training is one of the three core areas of DLGSP, CO members in one project site have been chasing dreams which are never fulfilled. MEDEP and RUPP have undertaken skill training with group members who have demanded it, but many group members remain in their traditional types of work with problems of linkages with local and external markets. Therefore, some group members want new micro-enterprise activities and hence have demanded 'real' skill training. Although MEDEP makes efforts for women friendly micro-enterprise activities, women entrepreneurs are facing marketing problems.

Governance projects' contribution to creating opportunities for women, especially from poor and excluded groups to acquire information, participate in planning, programming and decision-making processes, and demand services necessary for their overall development, including socio-economic upliftment, is still in an embryonic stage, though some women leaders who are represented in CMC have been enjoying these to some extent.

- **The Conflict**

Due to ongoing conflict, women who are engaged in income generating activities, including micro-enterprises, supported by MEDEP and RUPP, are facing marketing problems. On-going conflict and dissolution of elected representatives at the local level have resulted in the breaking of rural-urban linkages, as observed by OEM in RUPP in Biratnagar Municipality.

During the field visit to Siraha district, DLGSP's district programme advisor and community mobilisers said that Govindapur was the showcase of their programme in the past. But now due to intensified conflict all COs are now inactive. During the field visit to Govindapur, OEM met some members and leaders of some of these inactive COs, and learnt that some wards are affected by conflict and some are not. In their case, the CO became inactive because of defaulters who did not want to repay loans as it was the money of the donors and they felt they should not have to pay it back. Proactive efforts of programme staff to make COs functional was conspicuously lacking.

The OEM was unsure as to whether or not the conflict was being used as a reason not to take the OEM to this site for the scheduled visit, as project staff did not want the OEM to see what they most likely thought of as a project failure. Use of the conflict to dissuade monitoring or evaluation visits from seeing any but 'successful' projects may not be an uncommon occurrence.

- **Data inadequately disaggregated**

Data compiled by the projects' district level offices, such as the 'brief profiles', 'brief progress status', 'brief information', and 'programme at a glance', provide data on group members, leaders, credit, savings etc. by using a single variable such as sex, caste/ethnicity, food sufficiency, poverty level etc. There is a lack of multivariable data, such as sex by caste/ethnicity by group members; sex by caste/ethnicity by leaders; and sex by caste/ethnicity by credit, etc. Lack of multivariable

analysis of women, poor and excluded groups makes it difficult to have clear targeting so that intended project benefit will go to the needy, and they will share in the opportunities created by the projects.

- **Limitations of understanding of key concepts, e.g., gender, social mobilisation**

The intention of governance projects to use a community mobilisation approach, and give priority to poor and disadvantaged groups is good. However, stakeholders limited understanding and perceptions of community mobilisation, e.g., formation of women, men and mixed groups, regular savings and its mobilisation, and training for a few members, is considered to be enough for social mobilisation. For gender mainstreaming, forming separate groups of women, providing sex disaggregated data on a few variables, and involvement of women in income generating activities, are considered to be enough. Such limited understanding is cause for serious concern.

District and village level project staff, including district programme advisors and programme officers, and social mobilisers and community level facilitators lack clarity about basic concepts. For example, gender, women as a sector, gender integration, gender mainstreaming etc. Their understanding is also lacking about the culture of Dalits, indigenous nationalities, and Madhesis. This is compounded by their socio-demographic background, i.e., mostly urban 'high castes'. In some cases male biases have contributed to poor targeting and exclusion of ultra-poor and poor women belonging to Dalits and indigenous peoples.

Governance projects' contribution to increasing the capacity of the poor

- **Group formation**

In order to avoid duplication in forming groups, and to create synergy, projects such as MEDEP and RUPP use COs formed by DLGSP to implement micro-enterprise activities, which supplements and complements each other's efforts. They all use COs, functional groups, Tole-Lane organisations, etc. to increase the capacity of the poor and ultra poor to access resources from within and outside the groups and garner benefits.

- **Development of local plans**

DDCs have prepared either a separate comprehensive draft gender policy, for example in DDC Kavrepalanchowk, or incorporated policy related to women and child development in policy guideline, for example in DDC Morang. The draft gender policy of Kavrepalanchowk has three objectives: 'development of gender friendly society women, to mainstreaming the gender issues in development activities, and reduce the gender inequality behaviour on the basis of gender rights'. There are nine strategies and 34 policies/working policies. The DDC Kavrepalanchowk has yet to finalise it, and it will be implemented probably within six months.

The Policy Guideline of DDC Morang of 2003, mentions access to education, health, income generation and holistic development, with participation of other agencies as one of 29 strategies, and treating women and child development as a sector. It mentions 11 policies, including gradual expansion of WDO projects in all VDCs, mandatory representation of women in all district level projects, skill and employment oriented training, reproductive health awareness projects and literacy classes to disadvantaged women.

- **Gender sensitive policies**

All three governance projects have targets for gender parity but not gender sensitive policies. Of the three projects, MEDEP has a target of 70% women beneficiaries. In practice they have achieved 50% only, which in itself is a very significant achievement. They use a social mobilisation approach extensively but their understanding of social mobilisation and its practice is very limited. Leaders

and members of groups and higher-level organisations are not mobilised to change power relations between men and women in a significant way.

District level programme staff were of the view that gender policy and directives should come from the national programme office.

Summary of Project Related Problems

- Gender power relations at the grassroots level will change very slowly unless project documents are prepared in close consultation with the local stakeholders and intended beneficiaries. DDC officials and district level project staff said that project documents were not prepared in consultation with stakeholders and beneficiaries at the local level. As they were not involved in its preparation, they had to follow it, not change it. The lower level staff wanted policy and directives relating gender from their immediate 'top' level.

- No governance project targets girls. In the field it was very visible that girls were completely left out by the projects.

- A comprehensive approach to gender and know-how in its operationalisation are clearly lacking. Projects' intentions and quantitative targets are not enough to ensure significant change for women in their empowerment, the poorest especially.

- Problems in lack of understanding of gender mainstreaming and social mobilisation parameters hinders projects' ability to target clearly to make a real difference in the lives of women and girls. OEM talked about various concepts with district programme advisors and programme officers, social mobilisers and community facilitators in both formal and informal situations.

  What was evident were very narrow views and a limited understanding of key concepts, e.g., gender, gender mainstreaming, social mobilisation, Dalits etc. They were not clear that gender is a social construction about roles and responsibilities of men and women, girls and boys in both private and public spheres, and that it is about the distribution of power.

- One of the District programme advisors of DLGSP has been working for the last six years but he had no idea about the programme in the district. He often had to ask other staff for information about the programme. He had no clear concept of gender, gender mainstreaming and community mobilization. He had a negative attitude towards the Maoists which he made clear.

- Targeting women as a homogenous group has benefited relatively better off 'high caste' women, and kept Dalits and indigenous peoples largely out of the loop. Also, targeting Dalits and indigenous peoples without using gender analysis has kept women of these communities out of the loop. Due to conditionalities, such as citizenship certificates in the case of the Madhesis, mandatory savings etc. and also because of a mix of 'high caste' women with women belonging to Dalit and indigenous nationalities, mix of men with women, and mix of relatively well off women with poor and/or ultra poor women, the latter groups are effectively prevented from getting much at all of benefits from the group and from project activities.

- During field visits, OEM observed that most of the staff and 'high caste' leaders of COs did not sit together with Dalits and indigenous peoples. Instead they either stood aside or sat right at the front and dominated the discussion. Women belonging to Dalit and indigenous nationalities sat silently, perhaps building steam within themselves, an internal pressure cooker. Often, OEM had to proactively encourage these silent members to speak up.

- All women met by OEM in the field want income generating activities and skill training. At one site, project beneficiaries said DLGSP staff always keep saying the training 'is coming', but the women said that (so far) it never comes. MEDEP and RUPP provide skill training but mostly it is a continuation of their traditional skills.

- Conflict has affected access to markets and most women CO members had marketing problems as their products have to compete with cheap and better quality products available in the market. They have asked for new, productive skill training but have not received it as yet. In Sunsari, a group of women purchased a machine that cost about Rs. six thousand to produce *papad*. The machine broke down and project staff agreed to change it for them but that also broke down. The women do not want to keep it and they want their money back. RUPP in Sunsari has no rural-urban linkage. Projects have no clear exit strategy.

- All projects have done wonderfully in collecting data. Data related to group members, leadership, savings, credit, poverty, food sufficiency, are disaggregated by sex but not by caste/ethnicity.

In Rupakot VDC, the Gurungs sang a song to farewell the OEM. A verse of the song in Nepali and English is as follows:

> *Timee yeta, Ma uta,*   *You are there, I am here,*
> *bichma danda chha;*   *the Hill is in the middle;*
> *Timee yeta, Ma uta,*   *You are there, I am here,*
> *Jyan ta tadha cha,*   *bodies are far apart,*
> *tara maya gadha chha*   *but our love is deep*

The OEM felt that the song was a signifier for the projects.

Conclusion – Governance projects' contribution to the outcome

The OEM is of the view that UNDP's outputs through the governance programme have helped in some way towards achievement of the outcome. Although projects have not comprehensively integrated gender concerns, in the conflict situation they are making efforts to be more gender sensitive and flexible. Governance projects have weak targeting and as a result are strengthening the capacity of relatively well off Brahman-Chhetri women but much less so that of poor women and women belonging to disadvantaged groups, such as Dalits and indigenous peoples. Projects need clarity about targeting and benefiting women who most need this assistance. UNDP interventions related to outcomes would be sustainable if programmes have clear exit strategies.

2. Selected Projects from the Gender Programme

Mainstreaming Gender Equality Program (MGEP) and the Joint Initiative Against Trafficking (JIT)

MGEP and JIT are UNDP's two flagship projects regarding gender equality and women's empowerment. MGEP works in 16 VDCs in each of 16 districts, JIT is working in 10 VDCs in 2 districts and 1 district for trans-border issues. Both these projects have a common outcome, i.e., 'responsiveness of national and local policies and plans to gender issues'. The outcome indicator is, 'government policy statements and national action plans include targets for improvements in the status of women (e.g., development plan, budget, environmental management plan and emergency strategy, local government plans)'. The strategic area of support of both these projects has been 'policy dialogue to improve the condition of women and remove barriers to their advancement'.

Project Aims

MGEP (second phase) has five main areas of interventions. They are: (a) Enhance awareness of community men and women especially (disadvantaged groups) DAGs and minorities on CEDAW (micro level intervention). (b) Assist underserved DAGs and minorities in accessing resources and services available in the community (micro level intervention). (c) Promotion of non-violent means of settling grievances of DAGs and minorities, especially violence against women (VAW) at the community level (micro level intervention). (d) Mainstreaming gender in local governance (meso level intervention). (e) Mechanisms and procedures for gender mainstreaming are institutionalized at the national level (macro level intervention).

JIT aims to assist DDCs and VDCs to include trafficking framework as one of their focus areas in their plans, programmes and budget allocations; significant awareness of, and reduction in, cases of trafficking and violence against women; and, substantial trans-boarder collaboration resulting in improved exchange of information and understanding in the sub-region. At the grassroots level, JIT seeks to empower women and girls by organising them into collectives to impart life-skills, undertake para-legal training to deal with cases of trafficking, counselling and providing support to victims of trafficking and domestic violence, as well as monitoring incidences of trafficking, and develop income generating activities.

Findings from the Field

Contribution to eliminating discrimination against girls and women

Women feel that their mobility, exposure and level of confidence have increased with group activity initiated by MGEP and JIT, along with other development actors. Conventional exclusionary restrictions imposed on them at household and community levels are gradually becoming weaker. A few even claim that men have started sharing domestic work burdens with them. With MGEP support, social reform initiatives have been launched to eliminate caste-based discrimination and problems emanating from excessive use of liquor, etc.

- **Conflict context and creation of local level socio-judiciary institutions**

Given the conflict context and political vacuum created by the termination of local political bodies, both MGEP and JIT have initiated a commendable step towards creating local level socio-judiciary institutions, called Women's Justice Forum (WJF-JIT) or Community Mediation Committee (CMC-MGEP). While the scope of the CMC is much wider than the WJF, as the former is a combined body of both sexes looking after many local level problems, WJF was created exclusively for women specific concerns, such as domestic violence, women's rights, etc. Through WJFs and CMCs, women's access to the public sphere has been enhanced, and a message given that women-specific issues need to have public recognition and attention.

WJFs have been able to take up a couple of cases of violence against women (VAW) in which the perpetrators have either been warned or taken to the police. However, there are few instances when WJFs or some other network of JIT, have been able to identify actual or potential cases of trafficking *per se*. While WJFs and CMCs are structures created and supported by the projects, they remain under resourced and have not yet received substantial capacity development support. Results achieved will increase with provision of these supports, so this should be prioritised by the projects.

MGEP has tried to improve women's fallback position through the registration of vital events such as births and marriage. It has helped women to get their citizenship certificate to ensure their legitimate claim over property and other legal rights in cases of family disruption. JIT has not yet focussed on issues such as these. It should consider doing so to enhance outcomes for women and girls.

- **Clarity about project focus - potential to strengthen linkages and synergy between MGEP and JIT**

JIT's potential to reach its desired goals, and contribute more fully to reducing gender discrimination, is not well realised at this stage due largely to uneven internalisation of the project's vision and mission by field staff, and differences of opinion as to its main focus. For example, a senior level JIT staff member working in the field candidly said, *"Trafficking is an issue of VAW. I have repeatedly suggested JIT to change its focus from trafficking to VAW. I would appreciate if the Evaluation Mission could recommend this point."* JIT has to ensure that there is clarity, understanding and agreement across the project as to its main focus.

While VAW incorporates many aspects of women's lives, there is a danger that the issue of trafficking will become lost if its focus changes. However, this staff member's view warrants discussion as JIT's experience in VAW has developed more strongly than in trafficking, and JIT strategies appear to be having more impact on domestic violence and related issues than on trafficking. Project implementation experience may be pointing to the project developing two related but distinct foci, trafficking and other VAW issues. As MGEP also has a strong emphasis on reducing VAW, MGEP and JIT should have more discussion of possibilities for developing knowledge sharing mechanisms and integration and linkages of activities and develop modalities for this, to further contribute to eliminating discrimination against girls and women.

Contribution to creating opportunities for women, especially from poor and excluded groups

- **Income Generation**

In all the JIT and MGEP project sites that the OEM visited, almost all women wanted to have some sort of skills training to start income generating projects (IGPs). They said that because basic work such as social mobilisation had already been done by some other projects,[2] both MGEP and JIT could start directly with IGPs for enlarging poor and excluded women's economic opportunities. The OEM noted that MGEP had done some ground work to initiate IGPs, but it was not clear that these initiatives would be able to bring about a significant change in the livelihood of poor women, as project staff said the project would most likely support vegetable/fruit farming and livestock keeping. These are already the main activities in the area, so there is competition in these products at the market. However, MGEP said it was studying the feasibility of floriculture which would be a new and non-conventional entrepreneurial activity in the area. MGEP has often been slow to give resources out to the groups. In one case MGEP had not released seed grants to COs after seven months of its work at the community level. JIT has not yet conceptualised IGPs focusing on women at the edge of survival.

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[2] There are several other projects where MGEP or JIT are working. Some of them are UN projects, such as UNCDF, DLGSP, and DACAW, other are non-UN programmes, such as JICA, CWIN, and WDO.

MEDEP has extensive experience in micro-credit and MGEP has limited experience in economic programs. It makes very good sense for MGEP to discuss possible links/synergies with MEDEP on CO building, sharing field knowledge and optimising resource use. Both these projects could consider scaling up economic enterprises into commercial production / marketing cooperatives.

A major problem encountered by most projects with regard to economic enterprise was the lack of access to markets as roads were very poor, or there were no roads, just trails. UNDP should consider this in project sites, and at the planning stage discuss possibilities to improve transport systems or links with beneficiaries, other projects in the area, local authorities etc. It could plan for trail improvement as part of projects, where UNDP supplies materials and logistics and the people supply their labour in kind. In locations where DLGSP and MGEP or MEDEP are located, this could be a linkage, where DLGSP offers support through the DDC to project sites were entrepreneurship activities. This calls for an integrated approach and joint planning in UNDP projects.

- **Shelter Homes**

One of strengths of JIT is that it operates Shelter Homes. The OEM found three women/girls (one a survivor of trafficking and other two the victims of domestic violence) at the Shelter Home in Pokhara. The Shelter Home appeared to be an especially useful safety net for those women and girls who have come from brothels, hotels and the streets and are in desperate need of immediate or long-term support. Moreover, it has greatly served those women who have not been accepted by their families.

- **Migration Information Centres (MICs) JIT / MGEP collaboration**

In contrast, to the Shelters, the Migration Information Centres (MICs) do not seem to be a venue where trafficked young women and girls are coming to seek information or assistance, nor poor and uneducated women and girls en route to some destination with the risk of being trafficked. There are two MICs established in bus parks in Pokhara that give out information on trafficking and safe migration, so people coming to the counter may recognise the elements of trafficking; and the MICs make referrals in cases where women seem to be lost. In the visit by the OEM to one bus park, the records and comments were scrutinised as the volunteer worker informed the OEM that the nature of the concern/inquiry made by the person coming to the counter was written down; and the worker's wrote down in the comments if they suspected there may be a case of trafficking. The records scrutinised by the OEM did not show comment by the worker(s) that they suspected trafficking. However, they did show assistance to women who were lost, and those who needed money to get to their destination etc. While this is a necessary service in itself, it does not seem to be achieving a major aim for JIT.

As the MICs do provide a service and act as a point of safety for women, the OEM suggests that MGEP and JIT together discuss the current and potential usefulness of the MICs. As they appear to be a useful source of information for women, they have the potential to become women's information and advice shop fronts in a very accessible place for women.

- **Project targeting**

MGEP is reaching a range of women, including DAGs, ethnic minorities and poor women (as was noted in Siraha and Udayapur Districts). JIT has yet to sharpen its targeting focus, particularly to target women and girls in conflict affected areas from poor and DAG households, who are at the greater risk of being trafficked due to lack of livelihood options.

In the areas visited by the OEM it appears that MGEP does not target girls. While UNICEF targets children this does not at all preclude MGEP from targeting girls in its programs, especially as MGEP has a major focus on female (women's/girl's) rights and gender awareness, and has project

sites that are not always the same as UNICEFs. JIT has formal programs to target girls in school. While UNICEF and UNESCO target girls, it was not obvious that JIT has an outreach program for out of school girls, which is surprising as they are a very high risk group with regard to trafficking, which is the central and core focus of the JIT project.

It is interesting that MGEP has financial resources but lacks human resources. Unlike MGEP, WDO has adequate human resources to work on gender issues but it lacks financial resources. Though they are working together closely and there is a great potential to supplement and complement each others' work, it has not yet significantly materialised.

- **The Conflict**

Not affecting MGEP work in conflict-affected areas visited by the OEM. As MGEP works in providing opportunities to very poor and disadvantaged women, they did not report any problem in working with communities in conflict-affected areas. Some MGEP staff attributed this to the fact that "women's activities" are perceived as less threatening by the forces in the conflict.

A rise in the numbers of young women in sex work is related to impact of the conflict. HAIS and JIT have reported that there has been a very significant increase in the number of commercial sex workers in Pokhara within the last couple of years. It is attributed to escalating violence in the countryside due to the conflict and to consequent economic down turn there.

Contribution to increasing the capacity of poor women

Training and organisation building are the two main activities of JIT and MGEP. Women organised in groups feel there has been a noticeable improvement in their level of confidence, exposure and mobility. However, in talking to a large meeting of significant village level JIT project decision makers and stakeholders at a JIT meeting in Pokhara, they did not link JIT's focus on activities such as rainwater harvesting and rural naturopathy counselling, with its core focus on trafficking. Even as the project says these activities are to address some of the root causes of trafficking, this group did not make this connection. In talking to this large and significant group, it was not clear how their project activities were contributing to addressing the needs of poor/young women and those most vulnerable in their communities to trafficking. When asked about this, the group said that these women were not really included in project activities, so the project was not impacting on their lives and this might be something they need to look at. Thus, JIT's aims of imparting usable life-skills and doable IGPs for poor, DAG, and conflict affected families *at risk* of having their members trafficked has had a low priority in actual programme implementation. Close monitoring and clear focussing and inclusion in project activities of those most at risk of trafficking is urgently required.

Some of the main engagements of MGEP during its seven months of community-based women's empowerment initiatives (during its second phase) were forming COs, providing training (on CEDAW, gender and human rights) and encouragement on maintaining cleanliness and sanitation, enrolling girls at school, identifying/reporting cases of domestic violence, and creating pressure against misuse of liquor. These initiatives are directly linked to women's empowerment.

- **Project's contribution to policy and plans at the local level**

MGEP has contributed to inspiring and helping the Kavre DDC to develop a gender policy. The DDC has disseminated it to VDCs but not yet implemented it. MGEP has yet to influence VDCs and COs in a similar vein. JIT has influenced some DDCs re a trafficking framework.

Project Related Problems

- **Participation in police raids to pick up prostituted women**

As stated above, there has been a very significant increase in the number of commercial sex workers in Pokhara attributed to the conflict and its economic impacts. Due to a lack of analysis by project staff of the key issue the project deals with, JIT stakeholders are participating in police raids to pick up sex workers.

In Pokhara, respondents said that the police frequently conduct raids in hotels and restaurants in the city core to nab women and men involved in prostitution, which is considered an illegal activity. They said that, "Men somehow manage to escape as they have better access to information. If nabbed, they either bribe or use political connections to get free." So the real victims of raids are the women and girls engaged in sex work. Respondents said, "After such raids, we hear that some of these women and girls are further abused by the police themselves and thrown into the streets."

In order to get community support for such activities, the police have introduced the concept of 'community police initiative' in which civil society representatives are invited to take part in activities such as raids. Members of WJF and a Task Force created by JIT have joined this initiative as individuals. WJF members and even JIT staff expressed their pride in this. When asked why they joined, they said because "prostitution is a bad thing" and they want to get the women and girls out of it, but they are against any abuse suffered by the women at the hands of the police.

Being part of this police activated community group can compromise the activities of JIT, and allows the possibility of it being associated with abuse of women who are part of its broader target population. Unless there are clear protocols for police treatment of sex workers during and after raids, that include activities for their support and protection and a role for JIT to monitor this, the OEM advises JIT to ensure its stakeholders are not associated with such activities.

As well, it must ensure all staff and stakeholders have an analysis of sex work and the relationship between the conflict, trafficking, sex work and VAW. There is clearly an urgent need for JIT to review all its project sites in relation to the problems described here.

- **Site selection of trafficking areas**

In one OEM visit to a site to see a JIT group, the OEM was told there were no members organised for the meeting. They said the field officer had visited the day before but that was the first time in '6 months'. This village had received materials from JIT and made a tank for rainwater harvesting, and had rural naturopathy counselling. It was a well off Gurung community, so it was not a surprise to hear the villagers say that the field officer did not come regularly, as the community had a number of projects from other donors and was certainly not in economic hardship. (The field officer later said the villagers were mistaken; and the OEM did not have this same experience in any other JIT site visit). However, it brought up the issue of JIT site selection. The OEM was told sites are selected after a baseline study which shows incidents of trafficking. At a meeting later with JIT project stakeholders, the OEM asked about trafficking cases. It became apparent that there were very few confirmed cases; others were very speculative and not evidenced.

For many girls and young women, leaving or running away from home can have different causes, quite often it is to escape sexual, mental or physical abuse or confinement. Saying she was probably trafficked is one way a perpetrator of violence may try to hide this from others. Care is needed in taking and analysing data, so that those communities most in need are identified. OEM suggests that JIT reviews its methodology and analysis of baseline studies to ensure sites are chosen on the basis of sound information.

Conclusion – gender projects' contribution to the outcome

The OEM is of the view that UNDP's outputs through gender projects have been the most substantial in helping towards achievement of the outcome, MGEP particularly.

- **MGEP and MEDEP links**

The OEM feels that MGEP has potential to make a greater contribution to its target group in rural areas, i.e., the poorest women, through IGPs and economic development but has limited experience in this. OEM suggests that UNDP explores possible links and synergies between MGEP and MEDEP to share knowledge and learning from the field, optimise resources, develop a more integrated approach to project implementation and achieve sustainable results.

- **Scale up economic assistance to commercialise small scale and micro economic activities**

In each field trip the OEM saw women engaged in very small scale entrepreneurship and IGP development through UNDP projects. Where these were successful they almost all remained at the level of very small scale individual activities supporting individual families. UNDP should consider strategies to commercialise economic activities through supporting the development of larger economic units, e.g., production / marketing cooperatives. Cooperatives - or the like - maximise economic inputs, give members more bargaining power with regard to the sale of produce, and represent an economic safety net through group responsibility for joint resources.

- **Integrated approach and joint planning**

A major problem encountered by most projects with regard to economic enterprise was the lack of access to markets as roads were very poor, or there were no roads only trails. UNDP should consider this in project sites and at the planning stage discuss with beneficiaries, other projects in the area, local authorities etc, if there are possibilities to improve transport systems. Trail improvement can be part of projects where UNDP supplies materials and logistics and the people supply their labour in kind. In locations where DLGSP, MGEP or MEDEP are located, this could be a linkage where DLGSP offers support through the DDC to project sites with entrepreneurship activities. This calls for an integrated approach and joint planning in UNDP projects.

- **Conceptual clarity and analytical skills on issues intrinsic to the project**

OEM is of the view that that project and field staff of JIT especially, require continual inputs to develop their conceptual clarity and analytical skills on issues intrinsic to the project. To focus on activities most clearly related to anti-trafficking, on women and girls most at risk of being trafficked (both internal and cross-border), such as very poor girls and young women and IDPs, in areas of highest risk. Also, JIT could consider more emphasis on activities to strengthen women's fallback positions by encouraging girls to go to school, for women and girls to join some sort of local groups to come towards public life, to get their marriage registered, to get citizenship certificate etc.

- **Donor harmonisation of projects is needed**

In most areas visited by the OEM it was obvious that a number of donor agencies, as well as government Ministries, were running projects but were not integrating and linking them. So there was significant duplication of efforts and resources from central to local levels. More discussion on this is needed amongst donors to strengthen protocols for harmonisation at all levels, including with DDC and VDC harmonisation committees.

- **Project principles for UNDP and HMG/N**

Basic project modus operandi required is transparency and accountability. Transparency of budget, program, modality, monitoring and evaluation, target groups, and public notice of project activities. There must be participation of the community, stakeholders and beneficiaries in all aspects of the project.

3. Selected Project dealing with Peace and Responding to Conflict

SPDI Support for Peace and Development Initiatives

UNDP Nepal's initiative with respect to peace and development has two components, SPDI and HAIS. In this report only SPDI is reviewed. SPDI is designed to directly contribute to the "pre-negotiation and formal negotiation processes" addressing "structural and root causes of violent conflict and mobilize communities for lasting peace."[3] SPDI was envisioned in the context of the ceasefire and first peace talks in 2001. In February 2003, SPDI completed its preliminary pilot phase, since then the full-fledged phase has been under execution. The project document of SPDI states the following six areas of priority: (a) Rehabilitation and reintegration of victims. (b) Youth mobilization in peace-building. (c) Awareness and advocacy. (d) Capacity building. (e) Women and other specific target groups. (f) Action research.

Project Aim

The overall aim of SPDI is to contribute to sustainable peace building in Nepal, promoting social justice, respect for human rights and a culture of peace. Under the heading 'strategy for the use of resources', the project document mentions 'women and other specific target groups.' It says, "Though gender is a cross-cutting concern in all projects, it was decided to include a separate category as well, in order to further facilitate gender sensitive peace-building." But nowhere does the document elaborate what is meant by 'gender sensitive peace-building'. Aims, objectives, outputs and activities are explicitly gender neutral, which means, they are implicitly gender blind.

The project document fails to recognize that poor women, children, orphans, single women and war widows have been exposed to risks of Maoist conflict in Nepal more than so than other groups. The project document is insensitive in problematising and strategising in terms of addressing the gendered terrain of conflict and social unrest in Nepal. As a result, SPDI has paid little attention to those vulnerable groups in general and women and young girls in particular.

Findings from the Field

Contribution to creating opportunities for women, especially from poor and excluded groups

The OEM had an opportunity to meet and interact with beneficiaries and/or executive members of four of SPDI's partner NGOs in three districts, namely Kavre, Siraha and Udayapur. Of the four, two NGOs were Kathmandu-based. A highly educated Kathmandu-based elite woman, with a family connection to the district, chaired the only women specific group. Only one NGO had a clear local-base and was run by Dalit women and men.

Group formation was the common entry point for two of the SPDI partners, the two others were already in existence in the area before they sought funding from SPDI. In Siraha and Kavre it was reported that SPDI supported NGOs have formed many COs in their respective areas. Some of these are women specific, others are mixed. In Kavre, the SPDI partner NGO based in Kathmandu has introduced concepts of 'women for peace' and 'schools as peace zones' etc. While SPDI's ambition to cover the country and develop a peace oriented network is laudable, the experience of the OEM raised serious concerns needing to be taken note of in UNDP.

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[3] SPDI aims to support innovative initiatives on community empowerment, rehabilitation and counselling, schooling support to victim children, skill development training and income generating activities, awareness raising in community through mass rallies, radio programme, street drama and street seminars, youth mobilization and rehabilitation of victims.

While SPDI has six priority areas of funding, none of the NGOs that the OEM met had prioritised rehabilitation and reintegration of victims or youth mobilisation in peace building. Most activities were awareness building, community mediation and skills training[4] and seed grant support for IGPs. Of the four NGOs the OEM visited, one had initiated a local level movement for eliminating discrimination against Dalits, through which Dalit women have benefited. This particular NGO has provided awareness building and gender sensitisation training, so that the level of understanding of the women of human rights has increased. Another NGO in Kavre had provided support to three war-victim children in their school education. The respondents told OEM that three war widows have been organized in the COs.

As SPDI has provision for seed grant funds, some NGOs have offered these (around NRs. 20,000 to 35,000, depending upon the size of fund and number of groups) to the COs as seed money to initiate some IGPs. But neither SPDI nor the NGOs have assessed the market to know what sorts of IGPs have commercial potential in those settings. So the money disbursed as seed grants has been used in activities that women and men have been doing conventionally, some of which the interviews suggested was for domestic consumption purposes.

Except for the Dalit group, the other SPDI partner NGOs had not explicitly targeted poor women for project activities.

Project Related Problems

- **Lack of transparency and accountability in the entire process of program implementation and fund management is felt to be very serious by the OEM**

One of the SPDI partners has released seed grant funds to some poor landless Dalit women for IGPs, which they badly need. They have started vegetable farming on land leased to them by the NGO. For the lease they have to pay NRs. 500.00 per *kattha* to the chairperson of the same NGO, as the leased land actually belongs to the NGO chair. The OEM regards this as a conflict of interest. During the OEM's visit with this NGO, it was approached by some former executive members distressed about what they said was misuse of funds, as one of them had to sign cheques with amounts on them, e.g. 3 lakhs of NR, but without any indication of who was to receive the money, or what it was for. This NGO meets frequently and has a program for members who are very active. However, the lack of transparency and accusations of corruption are serious.

To set up in the District, another SPDI Kathmandu based partner had contacted a local Community Forestry Users' Committee (CFUS), a very effective community based organisation (CBO) at the local level, to start its community mediation initiative. As the CFUS was already involved in resource related disputes management, the NGO found it suitable to exploit existing social capital. On the day of OEM's visit, no NGO staff appeared, although the name of a person had been given to the OEM. Instead, two young men turned up who came from district headquarters and introduced themselves as "volunteers" of the NGO, and were there to take the OEM to the meeting. Upon detailed probing they confessed that they had nothing to do with the NGO. They were just friends of the NGO's District Coordinator who asked them to accompany the OEM, as he was going to Kathmandu.

After starting the meeting with the assembled group, it soon became very clear that the CBO members thought the OEM was there to discuss community forestry, which was why they came to the meeting as this is an important issue in the area. Most of the people present had never heard of SPDI or its partner NGO and were not aware of it doing anything in their area. In the discussion, the

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[4] Some NGOs have imparted skill-based training such as wiring, bicycle repairing, etc., but there was rarely a single person to see the impact of such training to their livelihood options.

OEM was told that the NGO had come 9 months or so ago and formed a VDC level Resource Committee and given a 2 day training of trainers session on community mediation to a couple of members but nothing more than this. After nine months, members of the Resource Committee, including the chairperson, had little knowledge of the aims, targets, activities and budget of the NGO programme for the area. Thus the NGO 'was working' in this area in a state of complete invisibility to the whole community and the OEM.

- **Large grants to NGOs with minimal or no conflict/peace building activities; and no substantial track record on working on peace and conflict issues**

The OEM found the amount of funds released to these NGOs (that ranged from NRs. 1.4 to 2.0 million) to be very large, and would have expected that the NGOs would have had a proven track record in peace/conflict related work. After all, the conflict is older than the NGOs.

Very little was being done by these NGOs in relation to rehabilitation and reintegration of victims, or work on youth mobilization in peace-building. However, it was very common to all partner NGOs to have in their program of activities peace/candle rallies, signature campaigns, street drama, etc. to advocate for peace. But few if any of these activities actually happened in any of the groups. Therefore, directly conflict related areas of work that the project document spells out are more or less untouched.[5]

Beneficiaries have so far received very little training on peace-building and conflict transformation (as different from disputes settlement), or social mediation from SPDI support. It seems that the training was reductionist in simplistically identifying (or equating) the robust nature of current armed conflict with social disputes of neighbours, boundary disputes, cases of domestic violence, etc. Also, OEM was given the hint that the trainings were giving the message as if Maoists were terrorists. This is clearly not the purpose or intent of SPDI.

- **No outreach into conflict 'hot' spots, e.g., base areas; not working 'on' or 'in' but 'around' conflict**

None of these four NGOs had outreach into the hotspots of conflict, such as 'base areas' or consolidated Maoist areas. In fact they were working not 'in' conflict or 'on' conflict but actually 'around' conflict both geographically as well as thematically. As can be expected, in those four areas the OEM visited, SPDI support has hardly benefited the direct victims of conflict (for example, in trauma healing and counselling, rehabilitation and reintegration of victims, etc.), nor has it contributed in any way to create 'blocks of peace' as the project document envisages.

There was also a problem of conceptual clarity and obvious lack of knowledge. All four NGOs were very unclear about how their work could contribute to peace-building in general, and create opportunities for poor women and girls in particular. All they could say was that they were trying to build a social environment towards social mediation for local level disputes management. But it was very unclear how managing local level disputes, e.g., related mostly to neighbourhood problems, farmland boundaries, VAW, social unrest emanating from gambling, etc., equipped these NGOs to contribute appropriately at the local or national level to conflict management.

To work on peace-building and conflict management requires knowledge and skills not gained in the everyday work of NGOs. UNDP and SPDI donors should run courses on these for all NGOs funded through SPDI, if gains are to be made in these areas.

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[5] One NGO had supported three children for their school admission; and 3 women victims of conflict.

Conclusion – SPDI's contribution to the outcome

SPDI has clearly missed out the 'gender aspects' of conflict and peace-building at both project design and delivery phases. Despite the fact that the project has no clear strategy to identify and address critical conflict / women's issues or the gender dimensions of conflict, NGOs have included women in their targeting. This could well indicate that NGOs are aware that donors expect participation of women. In the project sites visited by the OEM, SPDI as a whole has not contributed very much to addressing women's practical as well as strategic gender needs and interests in the context of conflict.

In the areas visited by the OEM, there was a significant gap between what the SPDI project document spells out and the activities that it has supported in the field. While the project document clearly problematises current Maoist conflict, and aims to contribute to transforming this into peace, project activities observed by the OEM were confined to local level disputes management.

The SPDI projects observed had little in the way of support for direct victims of conflict, and no activities were targeted to populations in conflict hotspots. These are serious deficiencies that SPDI needs to consider in relation to what it wants to achieve.

There appears to be an extremely weak or non-existent monitoring mechanism to ensure that the funds made available are used in agreed upon activities and in agreed upon ways. Without a strong monitoring system UNDP can learn little about conflict issues and peace building from SPDI projects. However, the OEM wonders how much there really is to learn and can only hope that SPDI projects elsewhere are faring much better than those it observed, two of which appear to evidence serious problems of accountability and transparency.

UNDP's outputs through peace building projects would have more potential to help towards achievement of the outcome if they comprehensively integrated gender concerns and focused more clearly on the core issues of SPDI. The problem starts with the design document as nowhere does it elaborate what it means by 'gender sensitive peace-building'. This must be done. In a conflict situation, programs such as SPDI are not making enough effort to be gender responsive, innovative and proactive.

FROM ALL PROJECTS AN OVERALL CONCLUSION

Region based Program/Project Staffing

It is clear that UNDP needs to improve markedly in results based implementation and management of projects, in targeting its assistance to where and who most need it, and in ensuring that projects do not reinforce existing gender, caste and ethnic inequalities. The conflict situation is impacting on the way projects have to be delivered, and increasing the numbers of women and girls particularly, who are in need of assistance and 'development' alternatives.

UNDP has committed staff who also want their programs to achieve the best outcomes. The OEM believes that UNDP program personnel should be substantially located (region based) where programs are implemented, as is done by other agencies, e.g., UNICEF, in order to achieve greater accountability, transparency, results based implementation, quality control over all aspects of projects, and to be closer to the views and project experiences of the beneficiaries that the projects are there to serve. Program staff who would have to be based in Kathmandu would need to review the time that is necessary to be spent in the field.

OUTPUTS - CONTRIBUTION OF DIRECT POLICY SUPPORT AND SOFT ASSISTANCE TO THE OUTCOME

As section one of this report notes, UNDP has had an effect on the outcome through direct support and soft assistance, such as policy dialogue and advocacy, by itself and working with others in these efforts. Some examples of this are GESDU's support to develop CEDAW reports and the BPFA National Plan of Action, lobbying for recognition of women's rights and changes in laws, and for the establishment of the Office of the National Rapporteur on Trafficking. Through dialogue and input, the REDP project has influenced national policy to be more gender sensitive in relation to provision of rural energy. MEDEP has influenced national policy with regard to the importance of targeting women in micro-enterprise. The Alternative Tourism project has influenced national tourism policy to be inclusive of women in rural areas, and COPE has influenced gender responsive teacher education curriculum. There are other examples, but the point is made.

Conclusion

The level at which UNDP can offer knowledgeable policy advice is related to the gender understanding of UNDP personnel of their program areas, e.g., governance, environment etc. UNDP can always give government money to hire gender experts, but while doing this UNDP staff must have the ability to be part of the discussion, to bring the substantive issues back to the organisation, especially so if UNDP is to become a knowledge based organisation. So there is a priority need for UNDP staff to understand and to be able to operationalise the gender dimensions of their work.

There are many donors and sources of advice and policy dialogue for government. UNDP should consider its priorities in relation to its resources, the main beneficiaries of its assistance, and what it considers to be the key issues for policy dialogue in the conflict context, cognisant of the fact that conflict has the greatest impacts on women and girls, who already suffer gender discrimination, and of the poor, they are the poorest.

OUTPUTS - CONTRIBUTION OF PARTNERSHIPS TO THE OUTCOME

Overall, UNDP partnerships, e.g., of GESDU, such as the partnership with UNIFEM, UNFPA and UNICEF to engender the 2001 National Census, have contributed to realising the outcome.

Develop strategic partnerships

While partnerships are a central UN modality, in practice UNDP, similar to other UN agencies, tends to approach them on an issue-to-issue basis. The OEM believes that partnerships need to be approached in a more strategic way, i.e., partners identified in relation to the whole program of work of each Unit and Program area, then on key issues to be addressed over time, and that this is reflected in the work plan design.

Key Existing Gender Related Partnerships
- The UN Gender Theme Group - see GESDU in section one of this report.
- UN Theme Groups - see GESDU in section one of this report.
- The Donor Gender Theme Group – see GESDU in section one of this report.
- The UNDP mandate suggests a closer partnership between UNIFEM and UNDP. GESDU should explore this further.

While UNDP has had some success in working in partnerships, it needs to review its approach and working style if it is to do so more effectively in the future. In the consultations, a number of respondents who have worked in partnerships with the range of UNDP Programs and Units, viewed it as having a tendency not to involve partners at all stages of joint work, not to be transparent and to impose and manage rather than facilitate participation in decision-making. Concerns about UNDP's management of partnerships need to be addressed.

Conclusion

Partnerships take time to develop as mandates are not clearly understood, modalities are different, there can be territorial and competition problems and slow and bureaucratic processes. The current UNDP mandate places much greater importance on partnerships in order to use resources more effectively, avoid duplication of efforts and increase development effectiveness. Thus UNDP has to increase working through partnerships and improve its management style to reflect ways of working which are participative, collaborative and demonstrate open and shared decision making.

RATING OF THE OUTPUTS

Rating outputs: The rating system assesses the degree to which an output's targets have been met, as follows: no (not achieved); partial; yes (achieved).

Output 1. Support provided to preparatory process of national and local plans with a view to making them gender responsive. **Rating of Output 1 is achieved.**

Output 2. Capacity building of executive, legislature, judiciary, media and civil society.

The scope of this output is very broad and comprehensive, e.g., civil society by itself is a very, very large constituency. The OEM suggests that outputs be written strategically to prioritise groupings within such large constituencies who can catalyse change and where there are significant multiplier effects. Nevertheless, within the limits of project support, primarily MGEP, capacity building has been achieved for participants of programs. **Rating of Output 2 is achieved**.

Output 3. Implementation and monitoring of National Plan of Action of CEDAW. **Rating of Output 3 is achieved**.

SOME KEY LESSONS LEARNT

- A conflict sensitive, pro poor, *gender responsive* programming focus is required for development assistance to reach the most vulnerable populations, i.e., the asset-less poor, women and girls particularly; and conflict affected populations across Nepal, including internally displaced women and girls, war widows and orphans.

- Targeted social mobilisation is required to deliver project benefits to the poorest women and men. 'Holistic' social mobilisation is not delivering benefits to the poorest women and men. Upper caste women who were substantially socially excluded in previous years appear to have gained the most in terms of empowerment from group formation, and access to development assistance. In many cases gains from 'holistic' social mobilisation are largely bypassing the poorest women, Dalits especially, and reinforcing the status quo of gender, caste and class inequalities.

- Gender is an organising principle in society and gendered ideas about women and men intrude into every part of life and society, including all aspects of project planning and implementation. This includes programming focus, targeting, and choice of location and types of assistance to be given are all impacted by gender considerations.

- Planning and implementation of development assistance requires gender analysis not a 'women as a sector approach'. The purpose of gender analysis is to make the most efficient and effective use of project resources to meet women's and or men's practical and strategic gender needs, maximise the gender transformative aspects of the project and minimise possibilities of reinforcement or exacerbation of gender subordination. A 'women as a sector' approach does not do this.

- For gender mainstreaming to be operationalised requires proactive oversight, clear lines of responsibility for implementation and an active learning system that operates at different levels for different needs of different staff. So a gender mainstreaming training plan cannot be 'one size fits all'. Each Program and Unit needs input specific to the area of work and competencies required to accomplish it.

- Projects do harm when they have conditionalities which exclude the poor, women especially, from access to the benefits of projects. E.g., a requirement for citizenship certificate or mandatory regular savings that the ultra-poor cannot afford. Such conditionalities should be done away with.

- Gender, caste and ethnicity, and their inter links, are key determinants of position, treatment and access to all forms of societal resources and opportunities, therefore they are key variables needing to be used for all aspects of project analysis. Targeting women as a homogenous group has benefited relatively better off 'high caste' women, and kept Dalits and indigenous peoples largely out of the loop. Also, targeting Dalits and indigenous peoples without using gender analysis has kept women of these communities out of the loop.

- Gender power relations at the grassroots level will change very slowly unless project documents are prepared in close consultation with the local stakeholders and intended beneficiaries, who have to be involved from project formulation to evaluation.

- The undertaking of a sound evaluation requires significant time and effort. Two months is an adequate time frame in which to undertake an evaluation that will produce credible outcomes. This time frame allows for information gathering, comprehensive site visits, city based interviews and the necessary checking and verification of information and opinions given, without which evaluation results lack reliability.

Main Recommendations - see the report for elaboration of these

1. UNDP TO HAVE A CONFLICT SENSITIVE, PRO POOR, *GENDER RESPONSIVE* PROGRAMMING FOCUS

For UNDP assistance to make a strategic contribution to addressing the conflict and poverty situation in Nepal, it requires:

- Conflict sensitive, pro poor, gender responsive programming.

- Main beneficiaries are asset-less poor, women and girls particularly; and conflict affected populations across Nepal, including IDP women and girls, war widows and orphans.

- Targeted social mobilisation.

- Programming to include DEX by UNDP, through decentralised service delivery to community organisations, with approval of effective local authorities.

- A regional approach to program and project staffing to ensure best results in the field.

- Impact of the conflict on female rural-urban migration be studied and consideration given to whether UNDP has a strategic role to play in addressing this itself or with partners.

- Initiates development of a gender responsive rehabilitation plan for when peace comes.

- Each UNDP program/project to define gender equality and develop indicators to assess progress towards its achievement.

Support implementation of gender responsive policies/plans

- Support HMG/N to implement policies/plans already developed with gains for poorest women especially. E.g., targeted programs for women/excluded groups in the 10th five year plan.

Advocacy

- Activities demonstrate clarity of purpose and planning, clear targeting, time-bound indicators, consistent monitoring for results and planned follow-up.

- Support gender advocacy women's/ngos who reach out to new audiences, especially young women/men, illiterate women/girls, men/boys in rural and urban areas.

- Support activities for a) poor women/women from excluded groups to stand for elected positions; b) to attain proportional representation for women at all civil service levels, and in this, to ensure proportional representation of women from excluded groups.

2. INSTITUTIONAL AND HUMAN CAPACITY DEVELOPMENT ON GENDER

- UNDP support to strengthen Gender Focal Point System within HMG/N.

- UNDP to support civil service affiliated training organisations, e.g., LDTA and NASC to develop and sustain their capacity to contribute to institutionalising gender mainstreaming in the civil service at national and district levels.

- UNDP support HMG/N to institutionalise gender responsive planning. E.g., fully gender responsive PMAS, or gender responsive MDGs, or complementarity and gender sensitivity of data collection in all government surveys and census by all Ministries, or strengthen MWCSW to assist Ministries to operationalise guidelines on gender budgeting/ auditing / policies.

- UNDP explores direct support to the MWCSW, e.g., to strengthen WDOs' program delivery.

- HMG/N requires each Ministry to allocate annual budget funds to gender mainstreaming; and GFPs to be at the level of Joint Secretary or Planning Section Chief.

Institutionalise Gender Mainstreaming (GM) in UNDP

- Review 'women as a sector' approach and operationalise gender analysis/GM approach.
- Review and implement the UNDP Country Office GM Strategy with:
    - A systematic GM Training Plan for all staff.
    - A Program/Unit specific Gender Analysis - GM Training Plan tailored to their specific needs, for program and all project personnel, including field staff.
    - GM Training Plan monitored by GESDU for quality and relevance of inputs and outcomes.

Develop national capacity in gender and development (GAD)

- Support publicly funded tertiary institutions to run GAD courses; offer GAD scholarships; and internships with UNDP.
- Build understanding of media of GAD by reviewing and developing corporate Media Strategy.

GESDU

- To have gender and economics and dedicated gender training/facilitation expertise.
- All UN Theme Groups to have a member with gender expertise, to also sit on the UN Gender Theme Group. GESDU to raise this issue in appropriate fora.
- Convene a Gender/Inclusion Team with a representative from each UNDP unit and program; liaise with the Knowledge Management-Monitoring & Evaluation Unit (KMU see below) on KMU's gender research agenda and gender responsive communication strategies and products.
- Review GESDU mandate with regard to its role, scope of responsibilities and required expertise.

3. POSITIONING UNDP AS A KNOWLEDGE BASED ORGANISATION ON GENDER

- Establish and resource a Knowledge Management-Monitoring & Evaluation Unit (KMU).
- KMU to develop a Communication Strategy to document/disseminate UNDP's lessons learnt; facilitate communication between UNDP programs and units; facilitate knowledge sharing in the development community.
- KMU to have gender /inclusion research expertise as gender is a cross-cutting issue.
- KMU liaises with GESDU and the Gender/Inclusion Team in developing KMU's gender research agenda and gender responsive communication strategies and products.

Monitoring and Evaluation (M&E)

- Train M&E personnel in gender responsive outcome and impact monitoring and evaluation, which include sensitivity to caste and ethnic power relations.
- Mandatory public scrutiny of all projects for transparency and accountability to the people.
- Each year selected projects to be independently monitored. Suspend implementation of projects where monitoring shows failure to achieve benefits and results as per project results framework.
- Every project to be monitored at the end of its first year by a team with representatives of stakeholders and beneficiaries, and a workshop for all stakeholders on the findings.
- Satisfaction/ benefit surveys carried out every 6 months and available for public scrutiny.
- All UNDP personnel to be competent in formulating indicators/targets etc as per log frames.
- Project evaluation formats to show what will be achieved on gender.

4. PROJECTS

Design

- Project documents to be prepared with local stakeholders/ beneficiaries, including DDCs.
- Disaggregate by and better understanding of sex, caste, ethnicity, economic class for project planning and implementation.
- Disaggregate data by sex and caste/ethnicity of basic variables, e.g., poverty, food sufficiency, credit, group membership; collected for targeting, monitoring, knowledge building.
- Projects to have a clear exit strategy.

Conceptual clarity and improved targeting, all projects to:

- Follow sharply pro poor targeted social mobilization.
- JIT to comprehensively target girls and boys.

Capacity development

- Rigorous staff training on project aims, strategies and priorities; and socio-cultural and economic complexities of Nepal, relating poverty with gender, caste, ethnicity, regional issues.
- Prioritise capacity development and make resources available to Women's Justice Forum, JIT, and the Community Mediation Committee, MGEP.
- Projects, especially MGEP and JIT, to deliver IGPs to poor women together with rights awareness. Focus as much as possible on non-conventional economic entrepreneurial activities.
- Poor women, especially from Dalit, ethnic groups, Madhesis, need capacity development to raise their voice and make demands. Projects to prioritise <u>functional</u> literacy.
- All projects to *systematically* target males for gender awareness and as change agents.

Scale up economic assistance to commercialise small scale and micro economic activities

- Consider strategies to commercialise economic activities through development of larger economic units, e.g., production / marketing cooperatives.
- Integrated approach and joint planning to improve transport systems or links for marketing

Integration, linkages and synergies

- UNDP to explore a more integrated approach to project implementation by investigating possible links/synergies, e.g., between MGEP and MEDEP on CO building, sharing field knowledge and optimising resource use.
- MGEP and JIT to work in partnership, where applicable, with existing COs, NGO, INGOs, UN agencies etc in the capacity of facilitator, promoter, knowledge manager and resource centre relating to women's empowerment.

Remove barriers to inclusion

- Conditionality, such as citizenship certificate, mandatory regular savings, demand driven modality to be removed to allow poor women to participate in groups. As citizenship is needed to enjoy rights, governance projects, especially DLGSP, should be proactive to help beneficiaries get citizenship certificates. Mandatory savings for ultra poor to be relaxed until they are given the opportunity for income generating activities.

Revisit SPDI

- With regard to monitoring inputs and results; capacity and transparency; balance of activities undertaken across the 6 priority areas; balance of support going to core conflict areas on the one hand, and to create/enlarge 'blocks of peace' on the other.
- With a gender lens and incorporate critical gender issues.

ANNEXES

Annex 1. Gender Outcome Evaluation: Database Issues, Pooja Pokhrel, SURF, Kathmandu.

Annex 2. Team of Reference for Outcome Evaluation:

Annex 3. Outcome Evaluation of SRF Goal 4, Consultation questions on Gender

Annex 4. Summary of field visit dates, district, projects.

Annex 5. Consultations / stakeholders interviewed

Annex 6. Documents / Reports reviewed.

Annex 7. Review of UNDP project documents for gender responsiveness.

Annex 1. Gender Outcome Evaluation: Database Issues

Pooja Pokhrel, UNDP Regional Centre (Asia-Pacific), Kathmandu

The MWCSW has developed a database system with support from UNDP (MGEP), which aims to monitor Nepal's progress vis-à-vis the CEDAW and BPFA mandates. The database - the Women Info Database System (WIDS) - has identified a list of indicators that monitors progress toward achieving the strategic objectives of each critical area of concern of the BPFA. These include indicators that monitor women's status in relation to education; health; media; environment; poverty; armed conflict; human rights; policy/decision making; the economy; violence against women; national women's machinery; family life and marriage. Although not fully functional at this stage, WIDS intends to collect sex-disaggregated data, where applicable. WIDS collects secondary data from the Central Bureau of Statistics (CBS) and the different sectoral ministries for this purpose.

Another UNDP-supported initiative in the Poverty Monitoring Division (PMD) of the NPC has also developed poverty monitoring indicators specifically to support monitoring and evaluation of the PRSP progress. The Poverty Monitoring and Analysis System (PMAS) in the PMD has also identified indicators in areas of economic growth; agriculture; education; health; human rights; labour; among others.

There are clearly areas where synergies between the PMAS and WIDS can be identified. However, there has not been any successful co-ordination or dialogue between the two so that indicators identified by one can be used to complement the other. Although PMAS is also supported by UNDP, colleagues from MGEP and CBS feel that "the PMAS is not very gender-friendly". A strategic approach toward monitoring poverty, which accounts for sex-disaggregated differentials in Nepal, would be to integrate the two database systems, where appropriate and feasible, so that resources for the same objective are not expended at two separate ends. Additionally, a strengthened database would be more effective in its utilization to drive policy or legislative reforms.

In another UNDP-supported activity facilitated by MGEP, CBS engendered the 2001 national census. CBS now collects sex-disaggregated data for its existing indicators, which are based on the 48 indicators defined by the MDGs as well as some other census indicators. However, the 48 indicators on which the CBS indicators are based, are not engendered in the context of Nepal. Thus, the resulting census data may not be completely gender-sensitive.

Data from CBS is the primary source of data for WIDS, along with other sectoral ministries. In this respect, there is some duplication of data. Although WIDS focuses more on women's issues and attempts to bring forth women's concerns, its placement at the MWCSW perhaps compartmentalizes it as a women-specific information base, of little use at the national policy level. As one CBS official stated "The MGEP initiative of WIDS has commendable objectives, but it is not strategically placed within the government system".

For the women info database to have credibility and validity to influence policy, perhaps it should be placed within the CBS, which is the trusted national statistical organization. This raises another issue of sustainability however. CBS cannot support issue-specific or sectoral databases in addition to its own database; therefore, if the women info database can be integrated within the Nepal info database, it would perhaps be the optimal utilization of resources as well as an effective policy reform tool. If such structural reform is not immediately feasible, it is worthwhile to explore areas of synergies between CBS data and WIDS data in order to avoid duplication of information as well as resources.

Annex 2. Team of Reference for Outcome Evaluation:
Responsiveness of national and local policies and plans to gender issues

I.   **Background**

According to the Census of 2001, women comprise 50.04% of the total 23.1 million population of Nepal. An overwhelming majority of them live in rural areas and depend upon agriculture and the informal sector for their livelihood. About 42 percent of the total population still lives below the poverty line and women's poverty is one of the major characteristics of the Nepalese society. Also, the Nepalese society is characterised by diversity in caste/ethnicity, language, religion, culture, class and region. In spite of such diversity, patriarchy continues to be one of the dominant features of the Nepalese society. Patriarchy rooted in religion and culture underpins structural poverty and violence that have reproduced gender inequality and discrimination both in the private and the public spheres on a generational bases.

Over the past years there have been significant improvements in women's social and economic status in Nepal owing to continuous efforts of the government, civil society organisations, and donor partners. Nevertheless gender hierarchies and inequalities continue to shape the social realities of men and women, across class, caste and ethnicity and geographic location. The low level of human development is reflected in the Human Development Index (HDI), which places Nepal at 129th among 162 countries. The Nepal Human Development Report 2001 reveals that Nepal's HDI is 0.466; HPI is 39.2; GDI is 0.452; and, GEM is 0.385. The GDI for 1998 was only 0.308.

The maternal mortality rate continues to be one of the highest in the world, and child mortality rate is higher for girls than for boys. Literacy rate for women is 42.5% compared to men's 65.1% (Census 2001). Similarly, women's participation in the now dissolved House of Representative was 5.8 % whereas men's was 94.2%. The same pattern is also manifest in professional occupations (19.5%) and even more so in administrative jobs where women's participation amounts to 7.8% out which only 0.5% are in decision-making. Their share in earned income is about one third of that of men.

The Constitution does not allow discrimination based on sex, caste, creed or colour. Nevertheless, there are more than 150 discriminatory provisions against women in the domestic laws of Nepal. Such inequalities and discriminations against women are manifested in the forms of denial of access to and control over resources, restricted mobility, low representation in decision-making positions in civil services, politics and public sectors, lack of opportunities for advancement and the attendant problems resulting in longer working hours, illiteracy, poor health, high maternal and morbidity rates, increasing number of trafficking of women and girls, violence against women and girls, witch-hunting and so on. Women work longer hours than men in Nepal. Their access to assets and other productive and community resources are very limited. The low status of women and girls makes them vulnerable to child labour, trafficking and sexual exploitation.

Discrimination of women and girls are found to be more severe in the Terai communities and in the Mid- and Far-western regions. Additionally, women belonging to indigenous nationalities are further victimised in the fields of language, religion and culture. Similarly, Dalit women are also victimised due to continuing practices of caste-based discrimination, including untouchability. Thus, these women belonging to indigenous nationalities and Dalits continue to become double victims, one through gender discrimination and another through caste/ethnic-based discriminations. In brief, all indicators show that there are huge gender gaps in Nepal.

The Constitution of Nepal has a special provision for the protection and development of women and to the disadvantaged social groups. The Government of Nepal has shown its commitment to gender equality by ratifying the Convention of Elimination of All Forms of Discrimination Against Women (CEDAW), without reservation, which calls for affirmative actions for women to translate de jure

equality into de facto equality of women at par with men. Nepal has also committed itself in fulfilling state obligations to the Bejing Platform for Action to overcome gender gaps. Similarly, one of the objectives laid down by the Ninth Plan and followed through in the Tenth Plan, accordingly, is empowerment of women, which encompasses involvement of women at all levels. A significant initiative has been the Local Self-Governance Act, which stipulates the reservation of 20 per cent seats at local governance structures for women.

Nepal's national policies and plans have over the past few years become more aware of gender issues. Key policies and programmes related to gender mainstreaming include the following:
- CEDAW National Plan of Action,
- BPFA National Plan of Action,
- The Tenth Five-year Plan,
- The National Plan of Action Against Trafficking of Women and Children for Sexual and Labour Exploitation,
- The Human Rights Action Plan.

UNDP/Nepal's active involvement in the area of gender mainstreaming began from 1998. The Gender Mainstreaming Equity Programme being implemented since 1998 provides assistance to the Government in capacity building for formulating and implementing gender sensitive policies and legislation while working with a diverse range of constituencies including men and women, policy makers, bureaucrats, legislators, members of judiciary and media and civil society. Emphasis is also given in creating and strengthening gender responsive institutional mechanisms to enable women with legitimate electoral representation to contribute equitably in local planning and governance right from the national to the grassroots level. Most of the other UNDP-programmes also are contributing to overcoming gender gaps by ensuring women's active participation in the overall programme and income generating activities.

The UNDP's Strategic Results Framework (SRF), as a tool of Results Based-Management (RBM), was prepared covering the period 2000 – 2003. There is one major outcome under SRF Goal 4 – Gender, which is, 'Responsiveness of national and local policies and plans to gender issues'. A detailed results framework for the outcome is summarised below:

Intended Outcome: 2000–2003. There is one major outcome under SRF Goal 4 – Gender, which is, 'Responsiveness of national and local policies and plans to gender issues'.

The SRF outcome indicator for Goal 4 is: Government policy statements and national action plans include targets for improvements in the status of women (e.g., development plan, budget, environmental management plan and emergency strategy, local government plans).

The SRF Year 1999 Baseline is: HMG/N's 9th Plan (1999-2003) emphasises the importance of mainstreaming women into national development but sets no quantitative targets.

End SRF Target 2003 is: Plans are gender responsive and set quantitative targets as evidenced in the 10th five year plan.

The outputs and annual targets of this outcome directly related to gender as mentioned in SRF-Goal 4 is as follows:

Outcome: Responsiveness of national and local policies and plans to gender issues

Outputs	Annual Targets
Support provided to preparatory process of national and local plans with a view to making them gender responsive.	2000 Gender sensitive indicators developed for the 9th Five Year Plan; Refresher workshop conducted for officials involved in 2001 census; Study carried out on Beijing Platform for Action (BPFA) implementation. 2001 Census on Housing & Population completed with gender disaggregated data; National Policy dialogues on Civil Service, Health, Education, Law & Justice, Agriculture, Governance, Science & Technology as input to 10th 5yr plan; Gender budget of MOF audited. 2002 Gender Assessment and gender budget audit of the MWCSW and MLD carried out. 2003 Gender Sensitive Monitoring tools and indicators developed in MWCSW; Gender Audits of 10 District Annual and Periodic Plans including budgets; District level data base on trafficking established in three pilot districts.
Capacity building of executive, legislature, judiciary, media and civil society.	2000 Workshops on gender equality & women's human rights for members of executive legislature, judiciary, police personnel, civil society/media; Consensus to establish a Women's Caucus and a Women's Committee in Parliament. 2001 Federation of Elected & Nominated Women Ward Representatives (ENWWR) formed; Workshops on gender& women's human rights for members of the executive, legislature, judiciary, media & civil society; Women's Committee in Parliament to address gender issues. 2002 National Federation of ENWWRs at the national level formed; South Asian Network for Women MPs established. Women's committee formed in Parliament. 2003 National Federation of ENWWRs formed; SA Network of Women MPs formed; Women's Committee in the Parliament established.
Implementation and monitoring of National Plan of Action of CEDAW	2000 National Plan of Action on CEDAW formulated; Joint UN initiative on trafficking formulated and under implementation. 2001 Dialogue amongst various stakeholders on the 11th amendment to the Muluki Ain on Women's Rights Bill; National Rapporteur on Trafficking and Human Rights Abuse instituted; Advocacy campaigns to achieve 30% reservation for women in decision-making positions. 2002 Nat. Rapporteur on Trafficking and HR Abuse instituted; Advocacy campaigns for affirmative action and workshops to achieve 33% reservation for women in DM positions at all levels. Support to government and parliament in harmonizing laws with provisions of CEDAW. 2003 Gender Equality Act adopted.

The purpose of this outcome evaluation will also be to see how UNDP assisted projects have contributed to the outcome of making national and local policies and plans gender responsive in tandem with other development programmes being implemented by other multi-lateral and bi-lateral agencies. Additionally, gender is also being mainstreamed under UNDP/Nepal different thematic areas of governance and environment related projects. Therefore, the outcome evaluation will also determine how these projects are contributing to this outcome in terms of mainstreaming gender and to what extent they have been able to integrate gender issues into their own corresponding policies.

Use of the Evaluation

In view of the above, the evaluation of this outcome is timely and relevant to draw lessons from the past programmes and build strategies for future programme interventions.

UNDP-supported programmes to be evaluated in overcoming address gender gaps.

Project No.	Short Project Title	Source of Funds	Total Budget in US$	Executing Agency	MTR or final conducted	Project duration
NEP/97/005	Mainstreaming Gender Equity Programme, Phase I	TRAC UNICEF	2,150.021 10,680	UNOPS, NEX	2000	1998 - 2002
NEP/02/005	Mainstreaming Gender Equity Programme, Phase II	TRAC	1,500,000	NEX	Not applicable	2002 - 2006
NEP/01/017	Joint Initiative against Trafficking of girls and women	TRAC OHCHR UNFPA	500,000 100,000 150,000	NEX	2004	2002 - 2004
NEP/99/009	Community Owned Primary Education Programme	TRAC	2,375,138	NEX	2002	2000-2004
NEP/95/008	Participatory District Development Programme	TRAC Norway	9,273,831	NEX UNOPS	1999	1995 - 2002
NEP/95/021	Local Governance Programme	TRAC NORAD DFID	9,595,200 313,164 6,034	NEX UNOPS	1999	1996 - 2002
NEP/02/032	LGP/PDDP/Bridging Phase	TRAC DFID NORAD BCPR	747,486 1,213,592 1,213592 476,190	NEX	Not applicable	2003 - 2004
NEP/01/020	Rural Urban Partnership Programme, II	TRAC	1,523,000	UNOPS	2003	2002 - 2003
NEP/03/003	Rural Urban Partnership Programme, III	TRAC	2,350,000	NEX UNOPS	Not applicable	2004 - 2007
NEP/95/016	Rural Energy Development Programme, Phase I	TRAC	5,479,965	NEX UNOPS	1998 2000	1995-2002
NEP/02/001	Rural Energy Development Programme, Phase II	TRAC	1,111,112	NEX, AEPC	Not applicable	2002-2006
NEP/97/013	Micro-enterprises Development Programme, Phase I	TRAC	3,237,403	NEX	2000	1998 - 2004
NEP/03/018	Micro-enterprises Development Programme, Phase II	TRAC DFID NZ	600,000 2,666,667 333,333	NEX	Not applicable	2004 - 2006
NEP/99/014	Participatory Disaster Management Programme	Japan Women Dev. Fund	623,001 200,000	UNOPS, MOH	Not applicable	2000-2003
NEP/00/005	Tiger Rhino Corridor Project	GEF		KMTNC	MTR (Sep 03)	2001-2005
NEP/99/01 NEP/99/G81	Sustainable Community Development Programme, Phase 1 &2	CAP 21, TRAC	501,789	NEX, NPC	2002	2000-2003
NEP/00/G58	PPPUE	PPUE Trust Fund	29,190	UNOPS		2000-2001
NEP/94/001	Park & People Project			MOFSC/ DN PWC	2001	95-2001
NEP/02/006	Participatory Conservation Project	TRAC	850,000		Not applicable	2002-2003

II.   **Objectives of the Evaluation**

This evaluation is being undertaken in accordance with the UNDP's new focus on evaluating the programmes at the outcome level.

The outcome evaluation shall assess the following:

(i)   *outcome analysis* - what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints);

(ii)   *output analysis* - the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities[6] and resource allocation); and,

(iii)   *output-outcome link* - what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy). The results of the outcome evaluation will be used for further strengthening the focus of UNDP interventions.

III.   **Scope of the Evaluation**

This outcome evaluation will be looking at the relevance and contributions of UNDP project activities and soft-assistance efforts with regard to the outcome. Specifically, the outcome evaluation is expected to address the following issues:

Outcome Analysis

1. Have UNDP's interventions (includes soft assistance and innovative approaches) contributed in bringing about policy changes as anticipated in the outcome? UNDP's ability to advocate best practices and desired goals; UNDP's participation in national debate and ability to influence the gender responsiveness of national and local policies and plans.

2. To what extent have UNDP's interventions/ supported programs:

 a) Helped in ensuring that policy change is being implemented?

 b) Contributed to eliminating discrimination against girls and women?

 c) Created opportunities for women, especially from poor and excluded groups, to acquire information, knowledge and skills to participate in planning, programming and decision-making processes and demand services necessary for their overall development, including socio-economic upliftment.

 d) Increased the capacity of the poor to access resources and garner benefits by formulation and implementation of gender sensitive policies?

3. Outcome indicator:

a) Is the outcome indicator (*Government policy statements and national action plans include targets for improvements in the status of women (e.g., development plan, budget, environmental management plan and emergency strategy, local government plans)* chosen sufficient to measure the outcome?

b) Has sufficient progress been achieved vis-à-vis the outcome as measured by the outcome indicator?

c) Does conflict affect the measurement of the outcome indicator and introduce any particular biases in how data is collected? E.g., inaccessibility to certain areas or people.

4. What is the level of UNDP's contribution to the achievement of the outcome vis-à vis government agencies and other donor partners? (Rating - not significant, significant, highly significant).

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[6] For UNDP, soft assistance activities include advocacy, policy advice/dialogue, and facilitation/brokerage of information and partnerships.

5. The conflict (see also 3c)

a) Is the impact of the conflict on the achievement of the outcome negative or positive, especially in the most seriously affected districts of mid and far-western region?

b) What particular aspects of the conflict are affecting the achievement of the outcome?

6. Can the outcome be better reoriented/reworded for future UNDP support?

7. Establish the validity of this outcome for future UNDP involvement.

8. Has UNDP's Partnership Strategy been appropriate and effective; UNDP's capacity with regard to management of partnerships; UNDP's ability to bring together various partners across sectoral lines to address gender concerns in a holistic manner? (06)

Output Analysis

1. What are the key contributions (including the key outputs, projects and assistance soft and hard) that UNDP has made/is making to the outcome? Can UNDP's outputs be credibly linked to the achievements of the outcome; and are they sustainable.

2. What factors (positive and negative) (includes resources and budgetary allocations) are affecting the accomplishment of the outputs?

3. Assess whether gender concerns have been comprehensively integrated into development planning at national and local levels.

4. Analysis of UNDP support to His Majesty's Government of Nepal to enhance national capacity to implement the obligations of international conventions/treaties to which Nepal is signatory to.

5. To what extent and manner has the conflict affected the achievement of the envisaged outputs?

Output-Outcome Link

01 Whether UNDP's outputs can be credibly linked to the achievement of the outcome (including the key outputs, projects and assistance soft and hard that contributed to the outcome);

02 To what extent the policies and plans have created opportunities for women to acquire information, knowledge, skills to participate in planning, and programming and decision-making processes and to demand services that are necessary for their overall development. How such interventions have helped the women, especially the poor and disadvantaged ones. How the poor women have benefited from the provisions of various policies and plans for their socio-economic upliftment?

03 What factors have facilitated and hindered the achievement of this outcome?

04 What are the key contributions that UNDP has made/is making to the outcome (e.g. in promoting democratic governance, gender sensitive policies, sustainable use of resources and energy, human development in Nepal)?

05 What has been the role of UNDP soft-assistance activities in helping to achieve the outcome?

06 Whether UNDP's partnership strategy has been appropriate and effective; UNDP's capacity with regard to management of partnerships; UNDP's ability to bring together various partners across sectoral lines to address gender concerns in a holistic manner?

07 UNDP's ability to develop national capacity in a sustainable manner (through exposure to best practices in other countries, south-south cooperation, holistic and participatory approach); UNDP's ability to respond to changing circumstances and requirements in capacity development;

08 To what extent the conflict has affected the achievement of this outcome, especially in the most seriously affected districts of mid and far-western region?

09 To what extent the interventions have contributed to eliminate the discrimination against girls and women?

10 Whether the budgetary allocations were sufficient to achieve the outputs and targets, which contribute to the outcome?

11 List the innovative approaches advocated and implemented by UNDP in support of the realisation of this outcome including areas for refinement and better focus.

12 Establish the validity of this outcome for future UNDP's involvement.

13 Examine synergies among various UNDP programmes related to this outcome.

14 Whether UNDP programmes have substantially contributed to the said outcome, and to what extent the programme outputs are linked to the outcome?

15 Can the outcome be better reoriented/reworded for future UNDP support?

16 What is the prospect of the sustainability of UNDP interventions related to the outcome (what would be a good exit strategy for UNDP)?

IV.   **Products Expected from the Evaluation**

The key product expected from this outcome evaluation is a comprehensive analytical report in English that should, at least, include the following contents:

- Executive summary
- Introduction
- Description of the evaluation methodology
- An analysis of the situation with regard to the outcome, the outputs and the partnership strategy;
- Analysis of salient opportunities to provide guidance in the upcoming programming cycle (SRF 2004-2007);
- Key findings (including best practice and lessons learned)
- Conclusions and recommendations
- Annexes: TOR, field visits, people interviewed, documents reviewed, etc.

V.   **Methodology or Evaluation Approach**

- Desk review of relevant documents (project document with amendments made, reviews-mid-term/final/TPR, donor-specific, etc)
- Discussions with the Senior Management and programme staff of UNDP Nepal;
- Interviews with and participation of partners and stakeholders; and
- Field visits to select key projects.
- Consultation meetings.

VI   Methodology of the Outcome Evaluation

The mission is advised to thoroughly review the Guidelines for Outcome Evaluators prepared by UNDP Evaluation Office. The mission could follow the following proposed methodology.

Review this TOR and propose any suggestions and modifications, if necessary, for better focus on any important issues that the mission feels necessary.

Receive an initial briefing from UNDP management on the scope of the tasks followed by detailed briefing by the respective Programme Management Units to familiarise with the objectives, scope and implementation issues.

Review background documents, reports, data (both quantitative and qualitative) available with the programme offices, Government, donors, etc. Identify areas for more data/information. A national consultant could pre-review them and make them ready well before the launch of full-fledged mission.

- Collect relevant information through meetings, consultative sessions, focus group discussion, field visits, etc. Obtain other contextual information also as required. Visit sample districts, municipalities and villages to collect information on various socio-economic groups and from different geographical regions.

- Prepare a draft findings, conclusion and recommendation and organise a wrap-up workshop with key stakeholders to validate the findings. Finalise the report based on the comments, clarifications and suggestions provided by various stakeholders.

VII.   Composition, Duration and Timing of the Mission

The mission will consist of (a) a Team Leader - international and (b) two National Consultants and (c) one HMG official.

The international team leader will have at least a Masters' degree in social sciences and 10 years of experience in evaluation missions, community empowerment, right-based development, gender mainstreaming, planning and management of complex programmes with proven capacity for strategic thinking and policy advice. S/he should possess good facilitation skills and excellent report writing skills in English language.

The national consultants will comprise of: (i) development/ policy expert; and (ii) gender expert.

The development/policy expert should have Master's Degree in Rural Planning and or Economics. S/he should have at least 10 years of working experience in conducting evaluations/research, working on cross-cutting issues that encompass governance, environment and gender. S/he should have an expertise in (i) research design/analysis of development projects (ii) gender mainstreaming, and (iii) PRA, facilitation skills, group dynamics, etc. and good writing skills in English language.

The gender expert should have Masters' degree in any field of social sciences preferably gender studies. S/he should have at least 10 years of working experience in mainstreaming gender in policy, plans and programmes and should have knowledge and substantive experience in evaluation and monitoring of development programmes from a gender perspective. The expert

must be experienced in the areas of gender analysis and policy advocacy on gender issues. S/he must have good writing skills in English language.

The Gender Adviser of SURF, UNDP will work with the outcome Evaluation Team and provide overall strategic guidance and support particularly from a poverty and conflict lens. She will also provide:

- Brief the team on UNDP corporate strategic priorities – MYFF / SRF and Gender Policy note.
- Technical inputs for finalising the methodology for the OE.
- Undertake an analysis of the policy impact of MGEP and JIT.
- Based on the findings identify major gaps and entry points for gender and conflict issues in UNDP programming especially in poverty and governance practice areas.
- Based on the above evaluation *point out key strategic areas* where gender needs to be integrated in the forthcoming PRSP-MDG Business Plan focusing on (a) Food Security; (b) Education; (c) Health; and (d) Drinking Water and draft SRF 2004-2007
- Support in finalisation of the draft report. (5 days)

HMG will nominate its official to participate as member of the evaluation team. The representative should possess sound knowledge and working experience on development programming, particularly gender issues policy advocacy. An added advantage would be substantive working experience in the area of decentralisation and environment.

It is estimated that this outcome evaluation will need a total of two months of inputs of an international team leader as well as those of the two national consultants and the government representative. The evaluation should begin in mid- June 2004.

VIII.   Implementing Arrangements
Though the evaluation will be fully independent, to facilitate the outcome evaluation process, UNDP Nepal will set up an inter-cluster Evaluation Focal Team (EFT), in the chairpersonship of Deputy Resident Representative (Programme) of UNDP, which will provide both substantive and logistical support to the evaluation team. The main office of the evaluation mission will be established in one of the programme offices with necessary back-up support, transportation, etc. The ARR of the Gender Equality and Social Development Unit of UNDP, with the support of concerned UNDP portfolio managers and programme officers, will facilitate the evaluators in the specific areas of expertise, to develop plan, methodology and scope of evaluation; conduct field visits; and organise interaction meetings. During the evaluation, UNDP Nepal will help identify the key partners for interviews by the evaluation team. A total of two months would be required for the evaluation.

Tentative schedule:

Activity	Timeframe
Evaluation design. Collect and Review relevant documents	3 days
Desk review of existing documents	6 days
Briefing with UNDP Nepal	3 days
Interviews with government, donors, UN agencies, and other stakeholders/partners	12 days
Field visits	20 days
Drafting of the evaluation report	10 days
Debriefing with UNDP Nepal	1 days
Finalisation of the evaluation report	5 days

Annex 3   Outcome Evaluation of SRF Goal 4 – Gender

Questions for representatives of HMGN

1. Could you please tell us the particular policies and plans that have been developed in your Ministry / organisation with the support of UNDP?

2. Did UNDP support help your Ministry / organisation to be able to formulate these policies and plans in a gender responsive way?

3. What particular kinds of UNDP support were the most important to help you develop gender responsive policies and plans? Please give concrete examples

4. Are all or any of these policies and plans being implemented? If so, has UNDP support helped you in implementation? Please give concrete examples.

5. Have these gender responsive policies and plans helped to reduce discrimination against women and girls? Improve women's opportunities in life? Helped the poor? Examples.

6. Partnership Strategy. This evaluation is an opportunity for UNDP to consider how it can continue to positively develop its partnerships. In this light, are there any recommendations you would like UNDP to consider?

Questions for representatives of civil society

1. What are the main gender issues your organization is concerned with?

2. Which national and local policies and plans of HMGN has your organization contributed in influencing integrating gender issues and gender mainstreaming in their development and in their implementation?

3. In what way did UNDP support help your organisation to be able to influence these policies and plans in a gender responsive way? Please give examples

4. What particular kinds of UNDP support were the most important to your organization in influencing these gender responsive policies and plans and its implementation? Please give concrete examples

5. Have these gender responsive policies and plans helped to: reduce discrimination against women and girls? Improve women's opportunities in life? Helped the poor? Please give concrete examples.

6. What UNDP should do to contribute integrating gender issues and gender mainstreaming in national and local policies and plans of HMGN?

7. Briefly tell us, what has been your experience about your organization's partnership with UNDP? Please give concrete examples.

8. What should be done to improve partnership between civil society and UNDP?

Questions for UNDP programme /project personnel

As you know, gender is a cross-cutting issue in UNDP:

1. What guidelines do you follow, or consult or who do you seek guidance from, to help you design gender responsive programme / projects? (Be specific)

2. Does your programme area have a gender analysis which: explains concretely how addressing gender issues will contribute to increased gender equality between women and men, and women's social inclusion?

3. How do you ensure that projects in your programme area are designed and implemented so that they: clearly and concretely contribute to gender equality, poverty reduction and women's social inclusion? Enable you to learn about gender issues to feed into your future programming? Ability to offer gender sensitive advice re policy and plans of HMG/N?

4. Do you think there has been positive change in gender responsiveness in the development and implementation of national and local government policies and plans over the period 1999-2003?

Contribution of your programme area to national and local policies and plans of HMGN

5. Which national and local policies and plans of HMGN has your programme area contributed to in terms of integrating gender issues and gender mainstreaming in their development and in their implementation? Give examples

6. Would you say that your programme's support to HMGN to ensure that national and local policies and plans are gender responsiveness has been /is: Highly significant? Significant? Not significant? Why?

7. What could you do to: Increase the gender responsiveness of your programme/ project design and implementation? Increase your ability to contribute to the gender responsiveness of policies and plans of HMGN in your programme area? What could UNDP do to help you to achieve this?

Questions for agencies

1. What are the main gender issues your organization is concerned with?

2. Which national and local policies and plans of HMGN has your organization contributed in influencing integrating gender issues and gender mainstreaming in their development and in their implementation?

3. In what way did UNDP support help your organisation to be able to influence these policies and plans in a gender responsive way? Please give concrete examples

4. What particular kinds of UNDP support were the most important to your organization in influencing these gender responsive policies and plans and its implementation? Examples

5. Have these gender responsive policies and plans helped to
   a. Reduce discrimination against women and girls?
   b. Improve women's opportunities in life?
   c. Helped the poor? Please give concrete examples.

6. What UNDP should do to contribute integrating gender issues and gender mainstreaming in national and local policies and plans of HMGN?

7. Briefly tell us, what has been your experience about your organization's partnership with UNDP? Please give concrete examples.

8. What should be done to improve partnership between civil society and UNDP?

Questions for UNDP Program clusters

Do you have a perception that as your office has a Gender Unit, gender mainstreaming is somehow its responsibility?

1. If you feel that gender mainstreaming is everyone's responsibility-how have you operationalised gender in your program area?

2. Do you have an explicit strategy to integrate gender in your program area?

3. Are there links between learning on the ground and feeding into macro policy?

4. Do you have human and financial resources allocated to learning from the programs, to feeding this into policy?

5. What kind of gender and poverty capacity are you developing in your area?

6. What are some of the ways forward? How can UNDP be more strategic in its gender work and how can we strengthen our partnerships?

Annex 4. SUMMARY OF FIELD VISIT DATES, DISTRICT, PROJECTS

SUMMARY OF FIELD VISIT DATES, DISTRICT, PROJECTS
Date/Project, 5 - 9 September 2004 Kavre District. Projects: 1) DLGSP, 2) SGP, 3) MGEP, 4) REDP, 5) SPDI
Day 1, 5 September 2004, Methinkot VDC in Kavre: 1)SGP, 2) MGEP
Day 2, 6 September 2004, Mangaltar VDC: 1) REDP
Day 3, 7 September 2004, Mahadevsthan VDC: 1) SPDI, 2) DLGSP
Day 4, 8 September 2004, Methinkot VDC: 1) DLGSP, 2) MGEP
Day 5, 9 September 2004, DDC Dhulikhel, Kavre
Date/Project, 18-23 September 2004 Siraha, Udayapur, Morang, Sunsari Districts. Projects 1) DLGSP, and 2) MGEP, 3) SPDI, 4) RUPP, 5) MEDEP
Day 6, 18 September 2004, Lahan Municipality and Bhadaiya VDC, Siraha District: 1) MGEP, 2) SPDI
Day 7, 19 September 2004, Maheshpur VDC, Siraha District: 1) SPDI, Tribesni VDC, Udayapur district: 1) DLGSP
Day 8, 20 September 2004, Sundarpur VDC, Udayapur District: 1) MGEP, 2) SPDI
Day 9, 21 September 2004, Biratnagar Municipality, Bhaudaha VDC, Morang District: 1) RUPP, 2) DLGSP
Day 10, 22 September 2004, Dumraha and Tanmuna VDCs, Sunsari District: 1) DLGSP, 2) MEDEP
Day 11, 23 September 2004, Sunsari District: 1) MEDEP
Date/Project, 25 - 27 September 2004 Kaski and Parbat Districts. Projects 1) DLGSP, 2) JIT, 3) SGP
Day 12, 25 September 2004, Rupakot VDC: 1) DLGSP, 2) JIT, 3) SGP. Day 13, 26 September 2004, Pokhara : 1) JIT. Day 14, 27 September 2004, Pokhara Municipality, Kaski District: 1) JIT

Annex 5. People Consulted for the Outcome Evaluation on Gender
Outcome Evaluation on Gender 9 August – 8 October 2004

Ms. Bharati Silawal-Giri, ARR, Ms. Anjani Bhattarai, Social Development Officer, UNDP
UN Gender Theme Group
Ms. Alessandra Tisot, DRR, UNDP, Head Inter cluster Evaluation Focal Team
Ms. Eriko Onoda, Programme Officer, UNICEF
Ms. Anjali Pradhan, Project Officer, UNICEF
Mr. Tirtha Dhakal, Under Secretary, National Planning Commission
Mr. Bishwo Tiwari, National Programme Manager, Programme for Poverty Monitoring in Support of
the PRSP
Ms. Heather Bryant Monitoring & Evaluation/Knowledge Management Officer
Ms. Andrea Rubini, Project Manager, HAIS
Ms. Bharati Silawal-Giri, ARR, UNDP
Mr. Sharad Chandra Neupane, ARR and team, Governance Unit, UNDP
Team: Ms. Jotsna Poudyal Human Rights Officer, Ms. Kerstin Eppert, Conflict & Development, Ms.
Shantam S. Khadka, SPO
Mr. Sriram Pande, ARR and team, Poverty Unit, UNDP
Team: Ms. Nanako Tsukahara, Programme Officer (MDG Focal Point), Mr. Deepak Shrestha,
Programme Officer, Mr. Jaana Vormisto, Programme Officer
Ms. Lisa Singh, ARR and team, Energy, Environment Unit, UNDP
Ms. Lalita Thapa, ARR, SPRM Unit, UNDP
Team: Ranjit Lama, Programme Associate
Mr.David Johnson, Senior Human Right Adviser, OHCHR, UNDP
Ms. Indu Pant-Ghimire, NPM, Mainstreaming Gender Equity Programme
Mr. Pradipna Raj Pant, NPM, Joint Initiative against Trafficking of Girls and Women
Ms. Pramila Rajbhandari, NPM, Community Owned Primary Education Programme
Mr. Santosh Acharya, NPM, Micro-enterprises Development Programme
Mr. Bishnu Puri, National Programme Manager, Decentralised Financial Development Programme
(UNCDF Supported)
Mr. Kiran Man Singh, NPM, Rural Energy Development Programme
NPD Dr. Madan Bahadur Basnyat, Executive Director, Alternative Energy Promotion Centre
Mr. Rabi J. Pandey, NPM, Tourism for Rural Poverty Alleviation Programme (TRPAP)
Mr. Top Khatri, NPM, Participatory Conservation Project (PCP)

Mr. Shiva Sundar Shrestha, Director General, Department of Agriculture
Ms. Soumi Sakai, Representative, UNICEF
Mr. Ganga Dutt Awasthi, Joint Secretary NPD/DLGSP/COPE
Ms Surya Badan Pandit, Gender Focal Person & Section Officer/ Ministry of Local Development
Mr. Reshmi Raj Pandey, Under Secretary/Ministry of Local Development NPD/RUPP
Mr. Surya Prasad Silwal, Under Secretary, Ministry of Local Development
Mr. Bharat Bahadur Thapa, Joint Secretary, Ministry of Industry, Commerce & Supplies (NPD,
MEDEP)
Mr. Madhu Sudan Poudel, Under Secretary, Ministry of Industry, Commerce and Supplies
Mr. Shyam Bajimaya, Chief Ecologist, Dept. of Nat. Parks
Mr. Tirtha Raj Sharma, Secretary, Ministry of Housing and Physical Planning
Mr. Mahesh Karki, Mr. Deepak Kharel, Mr. Hari Regmi, Mr. Ananda Ram Regmi, Under Secretaries,
FACD, Ministry of Finance
Mr. Durga Raj Sharma, Under Secretary, Participatory Disaster Management Programme, Ministry of
Home
Ms. Koto Kanno, Representative, UNESCO
Mr. Ulf Wernicke, Director, GTZ

Mr. Wernicke, and Mrs. Milu Shaky, Gender Coordinator
Dr. Hernando Agudelo, Representative a.i., UNFPA
Ms. Sudha Panta
Dr. Keshav Man Shakya, Acting Director, SNV-Nepal
Ms. Kamala Bista, Gender Advisor, SNV-Nepal

Mr. Chuman Singh Basnyat, Director General, Department of Education, Ministry of Education &Sports
Mr. Janardhan Nepal, Director, Ministry of Education & Sports
Dr. Govinda Dhakal, Excutive Director, LDTA
Mr. A.J. Flolo, Second Secretary, Royal Norwegian Embassy
Mr. Nain Bahadur Khatri, Chairman, NHRC
Ms. Padma Mathema, National Rapporteur on Trafficking
Ms. Nayan Tara Bista, Gender Adviser
Ms. Leyla Tegmo-Reddy, Director, ILO
Ms. Nita Neupane, Programme Officer, ILO
Mr. Saloman Rajbanshi, Programme Assistant
Mr. Juho Uusihakala, Development Counsellor
Ms. Sangeeta Thapa, Officer-in-charge, UNIFEM Field Office
Ms. Anuradha Koirala, President, Maitai Nepal
Ms. Indu Aryal, ABC Nepal
Dr. Renu Rajbhandari, Chairperson, WOREC
Ms. Pinky S. Rana, SAMANATA
Ms. Sapana Malla Pradhan, Coordinator, Forum for Women, Law & Development, Thapathali
Ms. Shanta Thapaliya
Ms. Bandana Rana, Sancharica Samuha
Mr. Sudip Pathak, President, HURON
Mr. Gopal Siwakoti 'Chintan', INHURED International
Ms. Tulasa Lata Amatya, CAC Nepal, Bansbari
Ms. Pratima Mudbary, Women for Women's Forum, Bhotelbahal
Mr. Gokul Pokharel, Executive Director, Nepal Press Institute
Mr. Tank Pant, Samacharpatra
Mr. Mathavar Singh Basnet, Chairman, Nepal Press Council
Mr. Bishnu Sharma, Nepal Press Council
Mr. Shanta Raj Suvedi, Director, Communication Section, Nepal Press Council
Ms. Salina Joshi, FWLD
Mr. Dinesh Panta, Director, Nepal Administrative Staff College (NASC)
Mr. Gopal Rayamajhi, Executive Director, NASC
Ms. Iswari Bhattarai, Consultant, NASC
Mr. Murari Upadhyaya, Chairman, Association of District Development Committee of Nepal (ADDCN)
Dr. Ava Shrestha, Gender Specialist, Asian Development Bank
Hon'ble Tek B. Chokhyal
Mr. Jeevan Prem Shrestha,
Mr. Surendra Pandey, UML
Dr. Shankar Prasad Sharma, Vice-Chairman, National Planning Commission
Ms. Mandira Poudyal, Under Secretary, NPC
Mr. Donald B. Clark, Mission Director, USAID
Dr. Chhatra Amatya, Country Director, Centre for Development & Population Activities
Mr. Naseer
Mr William Affrette, WFP
UNDP Gender Unit
Minister of Women Children and Social Welfare Ms. Asta Laxmi Sakya and Mr. Shashi Kant Mainali, Secretary, MWCSW
Lynn Bennett, World Bank

Annex 6. Documents / Reports reviewed

UNDP Project and related documents

- Project: Landscape-scale conservation of endangered tiger and rhinoceros population in and around Royal Chitwan national Park 2001-2003
- Project: Sustainable Community Development Programme.
- Project: Public Private Partnerships for Urban Environment (PPUE).
- Project: Participatory Conservation Program (PCP).
- Project: Rural-Urban Partnership Program RUPP.
- Project: Rural Energy Development Program (REDP).
- Project: Participatory Disaster Management Program (PDMP).
- Project: Community Owned Primary Education Programme (COPE).
- Project: Participatory District Development Programme (PDDP).
- Project: Local Governance Programme (LGP).
- Project: LGP/PDDP Bridging Phase programme.
- Project: Micro-Enterprise Development Programme Phase II (MEDEP-II).
- Project: Decentralised Local Governance Support Programme (DLGSP).
- Project: Support for Peace and Development Initiative (SPDI).
- Project: Mainstreaming Gender Equity Project (MGEP).
- Project: Joint Initiative on Trafficking (JIT).
- Project: Community Owned Primary Education (COPE).
- MGEP Mid Term Evaluation.
- LGP/PDDP Bridging Phase Programme, Technical Review Meeting Draft for Discussion.
- Outcome Evaluation Report - Poor Communities Exercise Their Right to Self Organization to Build Alliances.
- Outcome Evaluation Report – Energy, Environment and Disaster Management Country. Cooperation Framework (CCF-II) for Nepal 2002-2006.
- Report on Tracking Gender Mainstreaming in the UNDP Assisted Programmes. K. Bhattachan, M. Rajbhandari. GESDU, UNDP.
- Tourism for Rural Poverty Alleviation, Annual Report 2002.
- Community Mobilisation Guidelines, REDP, 1998.
- Vulnerable Community Development Plan Framework for Micro Hydro Village Electrification Power Development Project, Alternative Energy Promotion Centre, 2004.
- Background Document for Annual Programme Review 2003, UNDP.
- Can SPDI contribute to peace building in Nepal? Handout prepared for the meeting of the Peace Support Group, August 2004.
- End of Assignment Report. Arjuna Parakrama, Policy Adviser, Peace and Development, UNDP/Nepal, Feb. 2003.
- Review Report UNDP/SPDI 2004.
- Nepal Common Country Assessment. UNSN 1999.
- Draft Nepal Human Development Report 2004.
- Crisis in Nepal: A Development Response. Report prepared by the BCPR, UNDP May 2002.
- Multi-year Funding Framework 2004-2007 UNDP.
- Gender Equality Practice Note Nov 2002 UNDP.

- Millennium Project. Ask Force 3 Interim Report on Gender Equality, UN Development Group 2004.
- UNDAF Nepal 2002-2006.
- Nepal Gender and Social Exclusion Assessment (GSEA) Concept Note revised April 2004-10-11
- Poverty Monitoring and Analysis System Framework Document.

Articles

- Women and Economy – the Key Issues. Meena Acharya, in Gender and Democracy in Nepal, ed. L. K. Manandhar, K. Bhattachan, Central Department Tribhuvan University, Friedrich-Ebert-Stiftung, 2001.
- Gender Equality and Democracy – The Economic Aspects. Meena Acharya, in Gender and Democracy in Nepal, ed. L. K. Manandhar, K. Bhattachan, Central Department Tribhuvan University, Friedrich-Ebert-Stiftung, 2001.
- Nepalese Perceptions of European Donors' Approaches to Poverty Reduction in Nepal. K. Bhattachan. South Asian Survey, Vol. 5, Number 2, July-Dev 1998.
- European Aid for Poverty Reduction in Nepal, Overseas Development Institute, H. Gsanger, T. Voipio, GDI Berlin, IDS, Helsinki 2002.

Other Aid Donors

- Japanese ODA Policy to Nepal. Embassy of Japan.
- Realising Change: Best Practices of Community Action Processes. UNICEF.
- A Qualitative Analysis of Production Credit for Rural Women (PCRW) and the Federation Process. UNICEF.
- Decentralisation and Participatory Development for the Rights of Children and Women in Nepal UNICEF.

Annex 7. Review of UNDP project documents for gender responsiveness

In terms of gender mainstreaming, integration of gender issues and contributing to the gender responsiveness of national and local policies and plans, overall the projects:

- Approach is women are a 'sector' or an 'add on'; it isn't a gender mainstreaming approach.

- Mention 'gender issues' but these are usually not described.

- Recognise that women should gain from project implementation, especially their gender specific needs in their reproductive role (health, family planning), and productive role adding to family income, e.g., micro-credit; but less so in terms of their strategic gender needs, e.g., to impact on gendered power relationships through participation in all decision-making structures of the project, to impact positively on gendered power relations in the household.

- Mention the intention to have positive impacts on women but project processes and mechanisms, e.g., activities, data collection, indicators are mostly not gender responsive, so the direct link between the outputs and activities and gender impact is unclear and has to be inferred, so achievement of these impacts is severely compromised.

Principles for mainstreaming gender in programme/ project formulation and implementation and improving gender responsiveness of national and local policies /plans

In order to progress gender mainstreaming and improve the gender responsiveness of national and local policies and plans and their implementation, UNDP should consider the following *principles for mainstreaming gender in programme/ project formulation and implementation* to improve the understanding and application of gender awareness and gender analysis by project/programme planners and implementers

All programme areas, e.g., governance, environment:
   o To have a gender analysis of their programme area which articulates the gender issues related to it, and how addressing these will contribute to increased gender equality between women and men and women's social inclusion.
   o To require the programmes' project formulation, design and implementation to address the articulated gender concerns and show clearly and concretely how the project will contribute to gender equality and women's social inclusion.

Make explicit in documentation:
   o How women's status (agency, decision-making, access to all project benefits) and socio-economic situation will be improved.
   o The practical and strategic gender needs that the project/programme is targeting for women and for men.
   o How specific outputs and activities relate to meeting the identified practical and strategic gender needs of women and men.
   o How objectives relate to women and to men (gender sensitive).
   o The impacts for women and for men that the project aims to achieve.
   o That women and men are involved equally in all project phases and consultative and management structures instituted by the project.
   o That women and men receive the same training, as well as training that meets gender specific needs.

o That data collection/analysis and impact and monitoring indicators are disaggregated by sex, caste, ethnicity etc; and include qualitative as well as quantitative information.

o The particular gender issues or concerns indicated by baseline studies, avoid broad generalisations.

o That men in targeted populations receive gender awareness/analysis sessions as well as women.

o Through articulation of special measures, how the constraints on women's participation at all levels of the project will be addressed by the project, e.g., their time / work constraints, travel, child care, cultural practices that limit or exclude women from participation in activities and decision-making fora.

o How the probable impact of project activities on gendered power relations at the household and community levels will be addressed by the project. Some impacts may be negative as gendered cultural practices are affected by project requirements such as women's participation in all levels of decision-making, e.g., negative impacts may be domestic violence or attempts to restrict women's participation in project activities. One strategy to address this is to have gender awareness sessions for men and women at different phases of the project.

o As gender is a cross cutting issue in UNDP programming areas and a goal of the SRF, make explicit how (mechanisms, processes) the project will contribute to gender mainstreaming in local /national policy and plan formulation and implementation in its thematic area, e.g., environment, governance etc.

o Use gender and project terminology consistently.

Capacity of UNDP staff:

o Ensure that all programme staff understand how gender is a cross-cutting issue in their programme area / specific project focus, and can apply this understanding to programme/project formulation, implementation and monitoring.

o Institute clearance processes and lines of responsibility to ensure all project /program documents are gender responsive and incorporate a gender mainstreaming approach.

o Require program managers to have expertise in gender mainstreaming.

In UNDP supported projects/programmes require:

o All projects to have personnel with gender expertise.

o All staff to receive gender sensitivity training, which includes an understanding of how to apply gender concepts and tools in their work, when they begin work with the project/programme.

o Project/program managers to have expertise in gender mainstreaming, and development officers to have expertise in gender analysis, if this is not possible ensure these key staff have appropriate training when the begin work.