



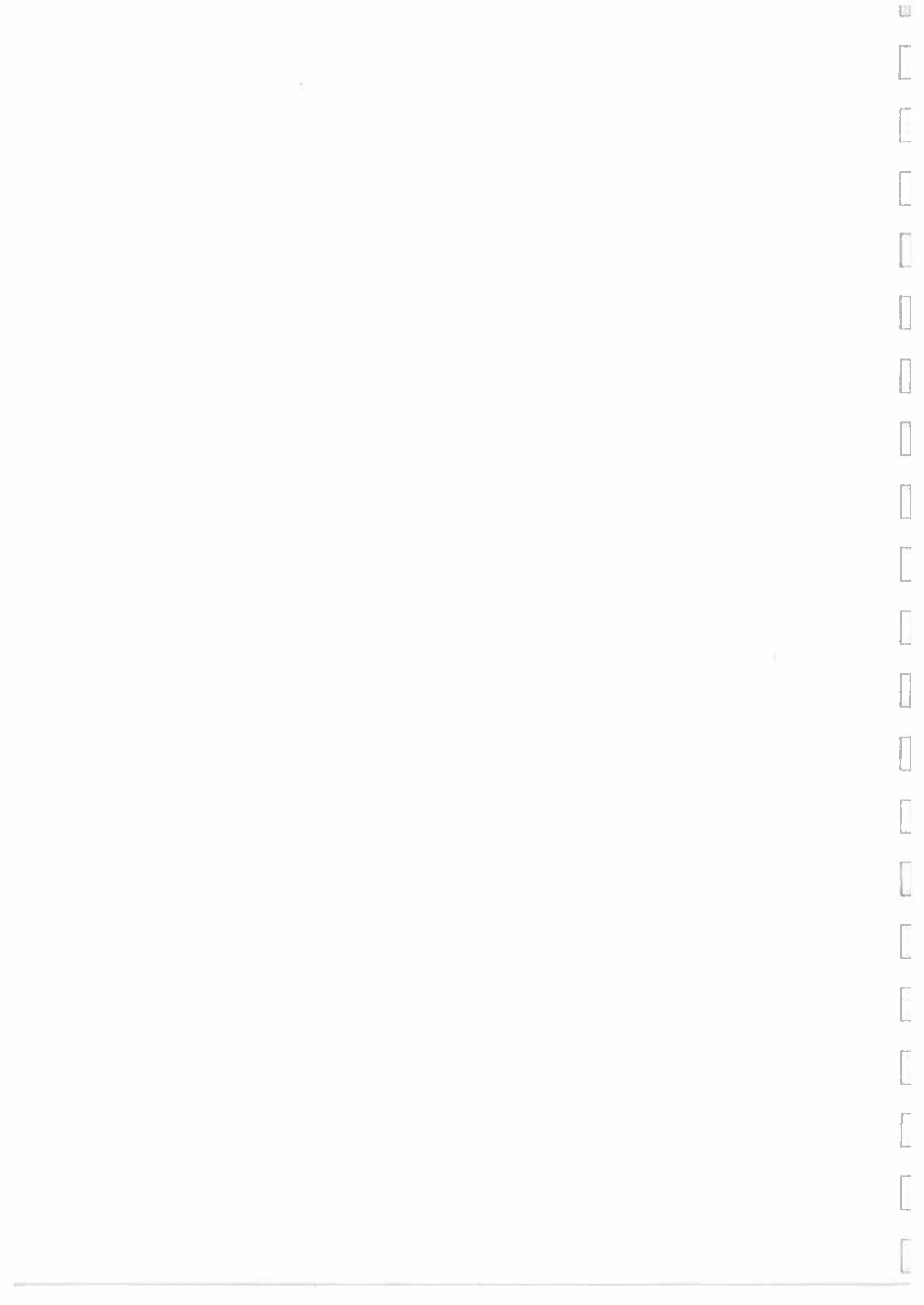
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Resilient nations.*

## Annual Progress Report 2016

### Project to Prepare the Public Administration for State Reforms (PREPARE)



Inauguration session of the Secretaries' Colloquium on Managing Transition: Implementing Administrative Federalism (8-9 July 2016), which was inaugurated by the then Rt Hon'ble Prime Minister graced by dignitaries. Seen speaking on the podium is UN Resident Coordinator and UNDP Representative Ms Valerie Julliard.



## PROJECT PROFILE

<b>About the Project</b>		<b>Geographic coverage of the project</b>	
<b>Project Title:</b> Project to Prepare the Public Administration for State Reforms (PREPARE)		National level coverage (Yes/No): Yes	
<b>Award ID:</b> 72255		Number of Regions covered:	
<b>Web-link:</b> <a href="http://www.np.undp.org/content/nepal/en/home/operations/projects/prepare-ongoing/home.html">http://www.np.undp.org/content/nepal/en/home/operations/projects/prepare-ongoing/home.html</a>		Number of Districts Covered:	
		Number of Municipalities Covered:	
		Number of VDCs Covered:	
<b>Strategic Results</b>			
<b>UNDP Strategic Plan Outcome:</b> Outcome 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance Outcome 4: Faster progress is achieved in reducing gender inequality and promoting women's empowerment			
<b>UNDP Strategic Plan Output:</b> 4.4 Measures in place to increase women's participation in decision-making			
<b>UNDAF Outcome:</b> Outcome 3: Vulnerable groups experience greater self-confidence, respect and dignity Outcome 6: Tiers of government are established and function to meet the provisions of the new federal constitution			
<b>UNDAF/CPAP Output:</b> <b>UNDAF Output 3.3:</b> Political participation of vulnerable groups in institutions and society and their capacity to organize and mobilize themselves are progressively strengthened <b>UNDAF Output 6.2:</b> Civil service has the capacity to meet the needs of the inclusive federal constitution and government structures			
<b>Project Duration</b> (day/month/year)		<b>Implementing Partner(s)</b>	
Start Date: March 2013 End Date: April 2017		1. Ministry of General Administration 2. Public Service Commission	
<b>Project Budget(US\$)</b>		<b>Implementation Modality</b>	
UNDP Contribution: 4.9 Million		NIM	
<b>Government Contribution:</b>			
<b>Other Contributions:</b>			
<b>Donor Contributions:</b>			
<b>Donor 1:</b> UNDP US\$ 2,142,694			
<b>Donor 2:</b> BCPR US\$ 584,281			
<b>Unfunded:</b> US\$ 2,173,025			
Total Project Budget: till 2016		NPR 293,055,345 (US\$ 2,738,835)	
Total Project Expenditure till 2016:		NPR 289,740,133 (US\$ 2,707,852)	
Budget 2016:		NPR 47,680,805 (US\$ 445,615)	
Expenditure 2016 (Indicative only):		NPR 46,445,490 (US\$ 434,070)	
Budget Utilization % (2016)		97%	

Signature: Name: Sangram S. Lama  
National Project Manager

Date: 25 May, 2017

Signature: Name: MOHAN KRISHNA SAPKOTA  
Executive- Project Board

Date: 25 May, 2017



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## ABBREVIATION

ACM	Assessment Centre Methodology
CDO	Chief District Officer
CIAA	Commission for the Investigation of Abuse of Authority
CPAP	Country Program Action Plan
DCD	Deputy Country Director
DDG	Deputy Director General
DG	Director General
DFO	District Forest Officer
DoCPR	Department of Civil Personnel Records
ED	Executive Director
FCGO	Financial Comptroller General's Office
FIARCC	Federalism Implementation and Administrative Restructuring Coordination Committee
FIARSC	Federalism Implementation and Administrative Restructuring Steering Committee
GESI	Gender Equality and Social Inclusion
GoN	Government of Nepal
IRAP	Immediate Reform Action Plan
LDO	Local Development Officer
LDTA	Local Development Training Academy
MoF	Ministry of Finance
MoFALD	Ministry of Federal Affairs and Local Development
MoGA	Ministry of General Administration
NASC	Nepal Administrative Staff College
NPC	National Planning Commission
NPD	National Project Director
NPM	National Project Manager
OPMCM	Office of Prime Minister and Council of Ministers
PREPARE	Project to Prepare Public Administration for State Reforms
PSC	Public Service Commission
SAC	State Affairs Committee
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USD	United States Dollar
VDC	Village Development Committee

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## 1. EXECUTIVE SUMMARY

PREPARE Project continued extending technical support to the government, in close association with the executing agencies like MoGA, OPMCM and other related agencies, in order to get it prepared for execution of the major constitutional provisions having implications in public administration, including civil service. Though the government was yet draw a clear way forward in executing the Constitution in light of the continued differences among political parties in resolving some political issues, the year 2016 was slightly better in that the Project did not require to make assumptions about what would be new constitution for undertaking preparatory activities for administrative restructuring and reforms unlike in its earlier years and likewise important organizational arrangements were made by the government for constitution execution like Prime Minister-led Steering Committee and Chief Secretary-led Coordination Committee for federalism implementation and administrative restructuring. Project also found this year as high time for not only initiating new activities for generating new technical inputs but also getting its already-generated technical inputs disseminated to and owned by the related government agencies and political leaders. In view of the project objectives, the major achievements of the project in terms of its technical support and inputs can be summarized in three areas.

First, it enhance preparedness of related government organizations (MoGA, OPMCM and a few sectoral agencies) for execution of inclusive federal constitution by generating various technical inputs on administrative restructuring and transition management. Among the major inputs were; i) functional analysis and assignment in five thematic clusters covering all existing sectors of government functions, through services of six experts to five task-forces formed by FIARCC, besides thorough functional analysis in four major sectors which also formed a conceptual and methodological basis to undertake similar activities in a wider scale; ii) sharing of framework of transition management plan for administrative federalization with high-level government officials; iii) identification of needs of institutional arrangements in four major sectors in federal set-up; and iv) intergovernmental fiscal design in federal context.

Second, the project helped in: a) promoting inclusiveness in civil service by drafting a policy for GESI-friendly work place in civil service and building capacity of woman and excluded groups to attend the PSC entrance examinations through orientation programs; b) capacity building of MoGA and PSC by undertaking various activities; and c) promoting accountability in administration by sharing a performance contract manual (produced by the project) with senior administrators for adopting it on leadership positions.

Third, the project also helped in sensitizing and building awareness among senior administrators and political leaders on the issues of administrative federalization and created environment for ensuring buy-in of project inputs by them by organizing a series of interactions, consultations and programs of strategic communication. Moreover, it could also stay close with parliamentarians through briefing, updating and interacting with State Affairs Committee of Legislative Parliament on project execution status and international practices experiences on federalism and administrative restructuring.

These have contributes towards UNDAF Outcomes 3 and 6. The technical inputs generated through PREPARE, along with sensitization and building awareness of key actors on the issues of federalization, administrative restructuring and inclusion and thereby enhancing preparedness of government for execution of new constitutional provisions for administrative federalization and good governance, have contributed towards UNDAF Outcome 6 and Output 6.2, i.e., getting constitutionally approved three tiers of government established and improving capacity of civil service to meet the needs of inclusive federal constitution and government structure. Likewise, the project inputs relating to drafting of policy for GESI friendly workplace in civil service and building capacity of women and socially-excluded groups for attending PSC entrance examinations to enter into civil service have contributed towards achievement of UNDAF Outcome 3 for promoting inclusiveness in civil service and helping vulnerable groups to experience greater self-confidence, respect and dignity through their improved representation in civil service.



Project has contributed towards fulfilling the needs of government for generating technical inputs and thereby getting prepared for executing constitutional provisions relating to transition management and administrative restructuring and inclusive governance. In this process, it worked with and supported a wide spectrum of actors of state-building, including parliamentarians, senior civil servants and key government agencies such as Ministry of General Administration, Public Service Commission, Office of the Prime Minister and the Council of Ministers, Ministry of Federal Affairs and Local Government, Ministry of Finance, National Planning Commission, etc. The overall budget for 2016 was US\$ 445,615, with actual expenditure of US\$ 434,070 (i.e., 97% of the budget).

#### **Five key results achieved in 2016**

1. Enhanced preparedness of key government agencies like OPMCM, MoGA and other agencies to execute constitutional provisions relating to administrative federalization and transition management, by generating technical inputs for functional analysis and assignment, identification of needs of institutional arrangements and intergovernmental fiscal design,
2. Collaborated with OPMCM by extending technical support to the five thematic task forces of Chief Secretary-led FIARCC in undertaking functional analysis covering all sectors by building on similar work done by the project in selective sectors.
3. Supported to promotion of affirmative action in Civil Service through support to drafting of GESI policy for civil service and continuation of support to building capacity of women and vulnerable groups to attend entrance examination of PSC for entry to civil service
4. Initiated design of national policy and strategy for restructuring and managing civil service in the context of execution of new Constitution of Nepal
5. Sensitized and created awareness on the part of administrators and political leaders, including parliamentarians, on the issues of federalization implementation and administrative federalization by undertaking various consultative, briefing and interactions programs, including sharing of national and international practices and experiences, which helped ensure their buy-in of project inputs.

## **2. BACKGROUND AND RATIONALE**

Public administration, including civil service, in Nepal needs to be restructured and strengthened in order to meet the needs of state reforms with the spirit of the new constitution, but not many substantial initiatives could be taken in this direction until the promulgation of the new constitution in September 2015. However, the launching of the Project to Prepare the Public Administration for State Reform (PREPARE) by the Ministry of General Administration (MoGA), Government of Nepal, in cooperation with the United Nations Development Program (UNDP), in March 2013 has been a significant initiative towards administrative restructuring and strengthening in line with the demands of the Constitution in Nepal. Though the Government had launched the Immediate Reform Action Plan (IRAP) immediately after the promulgation of new Constitution, envisaging series of actions programmed under four main pillars like transition management, development management, service delivery and post-earthquake reconstruction, it was only in 2016 that the Government took some significant initiatives in this direction as it formed two high level committees for implementation of the Constitution: a) Steering Committee on Federalism Implementation and Administrative Restructuring (SC-FIAR) chaired by the Prime Minister, and b) Coordination Committee on Federalism Implementation and Administrative Restructuring (FIARCC), chaired by the Chief Secretary of the Government of Nepal.

With a view to enhancing preparedness of related government organizations (like MoGA, OPMCM and a few sectoral agencies) for execution of inclusive federal constitution, PREPARE continued to extend technical support to them in 2016 for generating required technical inputs on administrative restructuring and transition management. Likewise, it continued extending support in other areas of administrative reforms to meet emergent demands. Such areas include: a) promotion of inclusiveness in civil service b) capacity building of MoGA and PSC; and c) promotion of accountability in administration. Moreover, a series of activities of interactions, consultations and strategic communications were undertaken for continuous sensitization and awareness-building of senior administrators and political elites on the issues of federalization and administrative restructuring with a view to enhancing their preparedness for administrative restructuring and strengthening in line with the needs of new constitution and also ensuring that the inputs generated through the project are bought-in by them.

### 3. PROJECT SUMMARY AND OBJECTIVES

PREPARE Project is being executed by the Ministry of General Administration (MoGA) of Government of Nepal as the implementation agency since March 2013 to get prepared for administrative restructuring and strengthening in the context of wider state reform processes, particularly execution of the new constitution. As per the Project Document, the project has six outputs which are related to achievement of both UNDAF outcomes and CPAP outputs, though its sixth output six is related to development new project document. Specifically, the project activities are undertaken to produce those project specific outputs, which contribute to UNDAF Outcomes/ CPAP Outputs 3.2 and 6.2 as follows:

#### **UNFAF Outcome 3.2** (elaborated in section 5)

**Project Output 2:** Core government functions supported to ensure smooth transition of staff and services and affirmative action in public service employment promoted.

**Project Output 3:** Consultations between political and administrative actors on key public administration transition issues in the state restructuring process.

#### **UNFAF Outcome 6.2** (elaborated in section 5)

**Project Output 1:** Government-led public service reform strategy for shift to federal structures and capacity building of government institutions and future parliamentarians.

**Project Output 2:** Core government functions supported to ensure smooth transition of staff and services and affirmative action in public service employment promoted.

**Project Output 3:** Consultations between political and administrative actors on key public administration transition issues in the state restructuring process.

**Project Output 4:** A coordinated donor support strategy, backed by a multi-donor financing mechanism, for the federalization implementation plan.

**Project Output 5:** Ensure accountability, transparency and responsiveness of the civil servants and the legislative bodies.

The project has pursued objective and flexible approaches for its periodic activity planning in light of on-going political process, features of new Constitution, thrust areas of long-term good governance policies and strategies of the government and emergent needs of stakeholders / partner agencies. Accordingly, in view of emergent needs of Government of Nepal, the Project has been extending various kinds of technical support to the relevant government institutions mainly on two such interrelated areas: a) administrative restructuring and transition management; and b) other administrative reforms.

The project has supported the government for administrative restructuring and transition management by generating required technical inputs which include analysis and assignment of functions across three tiers of government in federal structure, development of generic framework of transition management planning for administrative federalization, identification of needs for organizational arrangements in federal administrative structure in selective four sectors and inter-government fiscal design. Likewise, it has supported for drafting of a policy for promotion of GESI-friendly workplace and undertaking of orientation programs for women and social excluded groups to build their capacity to attend entrance examinations of PSC for positions in civil service. Moreover, various activities have been undertaken with strategic communication approach for sensitization and awareness building of senior administrators and political elites on the need for administrative restructuring and strengthening and thereby also in order to implement the new constitution.

All these technical inputs generated by the project tend to have enhanced preparedness of government for execution of new constitution on administrative aspects relating to federalization, inclusion and good governance, which also help ensure that the Government will buy-in the project inputs. All these are contributing towards UNDAF outcome 6/CPAP Output 6.2 of getting three tiers of government established and capacity of civil service improved to meet the needs of inclusive federal Constitution and government structure. Likewise, the project's support and inputs in areas of social inclusion have contributed particularly towards achievement of UNDAF Outcome 3 for promoting inclusiveness in civil service and helping vulnerable groups to experience greater self-confidence, respect and dignity through their improved representation in civil service, along with policy efforts of government for promotion of affirmative action in workplace.

### **Theory of Change**

Nepal has now adopted a new Constitution as the federal democratic republican state. Its public administration needs to undergo major restructuring in response to the political re-arrangements and division of powers in federal structure, besides promoting inclusiveness in administration and good governance system. Administrative federalism is not possible without clear functional assignments across three tiers of government with the spirit of new constitution, required institutional arrangements (structures and their interlinkages and staffing) and fiscal decentralization. Likewise, the processes of building capacity of government institutions and promoting inclusiveness in administration should also supplement administrative federalism. The project activities need to be targeted directly to the government agencies and parliamentarians concerned with administrative federalization, inclusive administration and good governance and indirectly to women and vulnerable socially excluded groups.

Therefore, substantial project efforts have been directed towards supporting government for analysis and assignment of government functions in major sectors in federal structure, which have also been a basis for related sectoral ministries and FIARCC taskforces for clearly assigning functions to federal, province and local levels covering all sectors. Likewise, based on functional analysis and assignment, the needs for institutional arrangements (organizational set-up, interlinkages, staffing patterns) have been identified for four major sectors in federal mode. A study has been completed on intergovernmental fiscal design for facilitating fiscal decentralization in line with the needs of new constitution. Likewise, the final report on transition management plan for federalizing public administration has been shared with the senior government officials and OPMCM for getting it accepted as national plan framework for administrative federalization. The on-going technical support to design national policy and strategy for civil service will help the government to develop principles, standards and related laws for restructuring and managing civil services in federal structure of the state. Moreover, there have been various activities of high level interaction /consultation with strategic communication approach for sensitization and awareness building of senior administrators and political elites on the need for administrative restructuring and strengthening in the context of implementation of new constitution. These project activities have generated technical inputs for developing a public service reform strategy for shift to federal structures with capacity building of government institutions and forming a basis to get core government functions supported to ensure smooth transition of staff and services. Ultimately, these activities have enhanced preparedness of government for execution of new constitutional provisions relating to administration and governance, which also help ensure buy-in of project inputs by the government. Likewise, all these ultimately contribute to achievement of UNDAF Outcome 6/Output 6.2 concerned with getting three tiers of government established and capacity of civil service improved to meet the needs of inclusive federal constitution and government structure.

Similarly, the project activities to develop a policy for GESI-friendly work place in civil service and to continue supporting women and those from socially excluded groups to prepare for entrance examinations of PSC for vacant civil service positions would help both promote affirmative action in civil service and increase inclusive representations in civil service. All these contribute ultimately towards achieving UNDAF 3 / Output 3.3 by increasing self-confidence, respect and dignity of vulnerable groups

#### **4. PROGRAMMATIC REVISIONS**

In view of the emergent needs of government for improved preparedness for executing the new Constitution, it was necessary to ensure that the project inputs are bought-in at both administrative and political levels and to undertake more action-oriented activities for usable technical inputs. Hence, PREPARE's activities in 2016 focused more on those having relevance in execution of new constitutional provisions related to public administration as follows:

- a) Support to design of national policy and strategy for formation and management of civil services and government services at different levels of government.
- b) Continued support to administrative restructuring and transition management, i.e., expert services to five thematic task-forces of FIARCC at OPMCM for undertaking functional analysis and assignment

covering all sectors of government functions by building on similar work done by the project earlier, completion of studies on identification of needs of institutional arrangements in four major sectors and intergovernmental fiscal design in federal context, and sharing of transition management plan with senior government officials for its adoption as national plan framework for administrative federalization.

- c) Continued support to improve inclusiveness in administration by drafting a policy for GESI friendly work place in civil service, and orienting women and socially excluded groups for entrance examinations of PSC for civil service positions.
- d) Strategic communication for promoting wider participation and ownership in administrative restructuring process by organizing a series of interactions, consultations, high level workshops and TV debates with senior administrators, politicians/parliamentarians and experts on various issues of governance, administrative federalization and status of project execution.
- e) Preparation of a Concept Note on Reframing the Public Administration (REFRAME) in the context of the New Constitution in consultation with all relevant stakeholders for developing a long-term umbrella program for public administration restructuring and strengthening.

## 5. NARRATIVE ON KEY RESULTS ACHIEVED IN 2016

Following table shows the linkage of outcome and output statements of the project:

**Table 1: Outcome and Output Statements**

Outcome Statement	Output Statement
<b>Outcome 6:</b> The constitutionally approved tiers of government established and function to meet the needs of the nation and its population.	<b>Output 6.2:</b> Civil services has the capacity to meet the needs of inclusive federal Constitution and government structure.
	<b>Output 6.3:</b> National and provincial legislatures, executives and other state bodies have necessary capacities to fulfill their accountabilities to vulnerable groups.
<b>Outcome 3:</b> Vulnerable groups experience greater self-confidence, respect and dignity.	<b>Output: 3.3:</b> Political participation of vulnerable groups in institutions and society and their capacity to organize and mobilize themselves are progressively strengthened.

### 5.1 Progress towards the UNDAF/CPAP Outcomes

**Table 2: Progress on Outcome Indicators**

Outcome statement	Outcome indicator	Baseline	Cumulative Target for 2013- 2017	Total target achieved till 2015	Milestone for 2016, if any	Achievement 2016	Year for the latest data	Source of data
<b>Outcome 6:</b> The constitutionally approved tiers of government established and function to meet the needs of the nation and its population	% of Women, Dalits, Janajati, Muslims and other minorities who perceive that the new constitution is inclusive and feel that	As per data provided by DoCPR as of 19/12/2014: total approved positions 113,262, no of positions in districts: 87,698		Not applicable this year		Not Applicable		

	they are represented at all levels of government structures/mechanisms (UNDAF 1 #6.1) Revised Indicator: % of people who perceive that there is possibility of insertion of their aspirations (equality, identity, prosperity, gender equity and employment) by the new constitution							
	Government led Public Service Reform strategy drafted	No strategy	Strategy available	Option paper prepared and functional analysis of 9 sectors completed with decentralization and gender and social inclusion as cross cutting issues. Functional analysis, transition management plan and organizational redesign reports will form a part of wider government led public service reform strategy	Strategy available	The project could not yet work towards development of a government led reform strategy as the priorities of the government changed and focused on implementing administrative federalization implementation	2016	
	% of necessary	0	Functional analysis of	Functional analysis and	Functional Analysis	Technical experts in	2016	

	laws/statutes on provincial competencies /power enacted (UNDAF 1 #6.3.1) Alternative: # of sectoral functional analysis for federal structure carried out for setting up national and provincial government structure enacted (UNDAF 1 #6.3.1)		major sectors of the government to be completed	assignment of energy; land administration; law and order including disaster management and industry and tourism completed; Assessment of needs of institutional arrangements initiated to identify related administrative arrangements of different tiers of the government in the federal context.	and assignment of at least 3 more sectors of the government completed	social, economic, infrastructure, security and governance arrangement and constitutional bodies, parliament, law and other clusters provided to the Federalization Implementation and Administrative reforms Coordination Committee at the Office of the Prime Minister to finalize the functional analysis of all sectors of the government		
	% government institutions having risk analysis plan to manage disruptions to service delivery specially for vulnerable group	No transition plan framework available	Transition plan framework available	Transition management plan developed and based on its recommendations institutional re-arrangement study in four major sectors completed	Transition management plan in process of adoption of by the government	Process on-going	2016	TMP report
<b>Outcome 3: Vulnerable</b>	# Of prospective		training, coaching	1,666 candidates	100 candidate	106 candidat	2016	Training and

groups experience greater self-confidence, respect and dignity.	candidates from vulnerable groups trained for Public Service Commission examinations		provided to aspiring civil servants to qualify for civil service exams for 2,000 candidates of which 50% will be women	have been trained, including 1,011 women (60%). Of the trained candidates, 1,125 appeared in the section officer level entrance examination, 175 qualified for 2 <sup>nd</sup> round exam and 3 (1 women) succeeded in joining the Government of Nepal as Section officers	s to be trained, at least 60% women	es were reached in Hetauda and Lamjung, of which 82 (77%) are women. Specialized training also provided to 35 candidates who were oriented in 2015 and had qualified in the 2 <sup>nd</sup> round of civil service exam. Of these, 7 (2 women, 5 men among which 1 disabled) have joined as section officers with the Government of Nepal		PSC results
	Civil Service Act and Regulations amended from gender and inclusion perspective		Civil Service law will be reviewed	review completed and discussion between the ministry and legislators initiated on	GESI policy for affirmative work place diversity management to be prepared	GESI policy prepared and is in the process of endorsement	2016	MoGA, project reports



				the needed amendment				
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**Progress towards UNDAF/CPAP Outcome 6**

In this year, functional analysis and study on identification of needs of institutional arrangements in four major sectors in federal set-up were completed by forming a conceptual and methodological basis to undertake similar activities in a wider scale. Likewise, a study on Intergovernmental Fiscal Design in the context of the Federal Constitution was completed with initial estimates for the expenditure needs at different government levels considering the new constitutional assignment of functional responsibilities and the final report has been shared with Local Level Restructuring Commission, MoFALD and Ministry of Finance, and is widely acknowledged as useful technical input to work towards fiscal federalization in Nepal.

The whole agenda of administrative federalism was owned by OPMCM and MoGA to undertake requisite tasks in a time bound manner through five thematic task-forces formed by the Federalization Implementation and Administrative Reforms Coordination Committee chaired by the Chief Secretary of GoN. Recognizing its earlier work in this direction, the project was requested by OPMCM through MoGA to provide technical assistance to their taskforces in undertaking all the activities related to federalization of administration, particularly functional analysis covering all the sectors of the government functions, design of suitable organizational structures at all the three levels and identification of staffing needs and accordingly the Project also provided expert services to FIARCC taskforces to undertake the assigned tasks. Since the outputs of activities of taskforces are to be reported to the Steering Committee led by Prime Minister and then to the Council of Ministers for feedback and approval, these outputs of taskforces are expected to secure support and commitment of the government for execution and moving to next step.

On the policy front, the project extended technical support to initiate design of national policy and strategy for civil service in the changed context of new Constitution of Nepal in order to organize and manage civil service and other government services in Nepal. This initiative also cover staff rearrangement to address the needs of transition management as provisioned in the new Constitution. Likewise, technical support was continued to the Public Service Commission for adoption of assessment center methodology, with development of competency framework for recruitment in senior positions of civil service. Now, this method has been partly adopted by the PSC for Gazette Class I positions of administrative service.

All these project activities and the technical inputs generated therefrom have enhanced preparedness of related government agencies for execution of new Constitution on administrative aspects relating to federalization, inclusion and good governance and thereby contributed to UNDAF outcome 6/ CPAP Output 6.2 of getting three tiers of government established and capacity of civil service improved to meet the needs of inclusive federal Constitution and government structure.

**Progress towards UNDAF/CPAP Outcome 3**

MoGA has owned the project-supported draft policy on promoting GESI friendly work place in civil service (also focusing on GESI friendly service delivery). It has initiated the process to endorse the policy formally by sending the draft policy to various ministries for final feedback. The project also continued to provide orientation to women and socially excluded groups to prepare and compete in the officer level civil service examinations conducted by PSC in an attempt to increase the representation of the vulnerable groups to officer level positions within the civil services. In an effort to make this orientation training sustainable, the project also collaborated with the Local Development Training Academy to include a module on the same to the training provided to VDC secretaries all over the country to prepare for officer level examination. All these project supports have contributed towards achievement of UNDAF Outcome 3 and CPAP Output 3.3

by helping vulnerable groups to experience greater self-confidence, respect and dignity with their improved representation in civil service.

## 5.2 Progress on Project Outputs

Table 3: Progress on Output Indicators

Output statement	Output indicator	Baseline	Cumulative Target for 2013 - 2017	Progress up to 2015	2016 Milestone	2016 Progress	Cumulative progress up to 2016	Means of verification
Output 1: Government-led public service reform strategy for the shift to a federal structure and capacity building of government institutions and future parliamentarians	Strategy available	No strategy	Strategy available	Option paper prepared and functional analysis of 9 sectors completed. Functional analysis, transition management plan and organizational redesign reports will form a part of wider government led public service reform strategy	Functional analysis of at least 3 more sectors to be completed	Technical experts in social, economic, infrastructure, security and governance arrangement and constitutional bodies, parliament, law and other clusters provided to the Federalization Implementation and Administrative reforms Coordination Committee at the Office of the Prime Minister to finalize the functional analysis of all sectors of the government		Assignment Reports, MoGA website, Team feedback on various reports

Effective implementation of the federalization roadmap and implementation plan	No Roadmap available	Transition plan available	Risk analysis as a pre-requisite to transition planning completed	Transition management plan to be completed; institutional redesign activity to be initiated	Transition management plan completed and institutional redesign exercise for 4 sectors completed	
<p><b>Output 2:</b> Core government functions supported to ensure smooth transition of staff and services and affirmative action in public service employment promoted</p>	<p>No plans</p>	<p>10 events/trainings for excluded groups in remote areas to prepare the PSC Exam</p>	<p>1,666 candidates have been trained, including 1011 women (60%). Of the trained candidates, 1125 appeared in the section officer level entrance examination, 175 qualified for 2<sup>nd</sup> round exam and 3 (1 women) succeeded in joining the Government of Nepal as Section officers</p>	<p>100 candidates to be trained, at least 60% women</p>	<p>106 candidates trained, of which 82 were female (77%)</p>	
<p>Accurate, comprehensive data on state employees available</p>	<p>Some data available from MoGA</p>	<p>Blue print for developing comprehensive database is available</p>	<p>DoCPR to initiate the multi-year activity to upgrade the database and Ministry of Finance allocated the funds</p>	<p>No target</p>	<p>No progress</p>	<p>MoGA/ DoCPR periodic reports</p>

<b>Output 3:</b> Consultations between political and administrative actors on key public administration transition issues in the state restructuring process	No. of meetings between executive and CA/political actors and or legislators to discuss restructuring	Limited contact	10 consultative meeting in regional level		No target	20 programs, including two programs with parliamentarians		
	No. of future provincial capitals in which meetings held	No provincial capital at this point / local level discussion	15 consultative meetings at district level		No target	No progress		
<b>Output 4:</b> A coordinated donor support strategy, backed by a multi-donor financing mechanism, for the federalization implementation plan	Existence of coordinated donor support strategy, agreed with government	No plan/mechanism	initiate process		Not implemented	Not implemented		
	% of available donor resources committed through the mechanism	0						
<b>Output 5:</b> Ensure accountability, transparency and responsiveness of the civil servants and the legislative bodies	% of public service offices meeting minimum conditions on accountability	Management Audit directive available with MoGA but not effective; citizen charter with provision of compensation available; CIAA working as leading anti-corruption agency; non-existence of performance	a. Technical assistance provided to CIAA to support its capacity development b. Management audit reviewed with recommendation to increase its usage and effectiveness		No target	A report on practicing performance contracting with selective leadership positions in the civil service was shared with senior government officials for		
	Number of technical assistance provided to ensure accountability, transparency and responsiveness of civil servants and legislative bodies through development of							Training manuals, project document

<p>supportive mechanism and information generation</p>	<p>contracting standards</p>	<p>Performance of citizen charter reviewed for recommendations for improvement</p>	<p>the documents are owned by the agencies. Long term project developed for CIAA for focused intervention</p>	<p>No target</p>	<p>execution by fulfilling required process of approval by the government</p>	<p>ty and transparency. This will remain sustainable as the documents are owned by the agencies.</p>
<p>Output 6: A full-fledged longer term (5 years) umbrella program form to support the development of the new institutions at federal, provincial and local level will be developed</p>	<p>0</p>	<p>Long term umbrella program to be developed</p>	<p>Concept note on way forward developed as an initial tool for full project development</p>	<p>Project Document formulation to be initiated.</p>	<p>Concept note on Reframing Public Administration on the Context of New Constitution was revised and updated by MoGA in consultation with UNDP and other stakeholders which will be a basis for development of detailed document of new project.</p>	<p>Concept note circulated among the key government agencies and feedback received. Stock taking exercise to provide inputs to the new project development held. Project document development initiated</p>



## Progress on Output 1

Output 1 of the project focused on the development of Government-led public service reform strategy for the shift to a federal structure and capacity building of government institutions and future parliamentarians, which is also related to CPAP output 6.2 as stated in earlier section. Over the last three years of implementation of the project, it became clear that the development of a single public service reform strategy was not possible as Nepal was entering into an uncharted territory of federalization of administration. The project, in consultation with MoGA and OPMCM, identified technical inputs generated in the form of reports on analysis and assignment of functions across three tiers of government in federal structure, transition management plan for administrative federalization, needs of institutional arrangements in federal structure and intergovernmental fiscal design (fiscal decentralization) will together form a government led public service reform strategy.

In this year, the project extended technical support to the Federalization Implementation and Administrative Reforms Coordination Committee at the Office of the Prime Minister by designating a group of six experts to work with its five task-forces (consisting of 34 Joint Secretaries from different government agencies) to undertake the tasks of functional analysis and assignment and organizational restructuring covering all sectors of the government functions in five thematic clusters (like social, economic, infrastructure, security and governance arrangement and constitutional bodies, parliament, law and other clusters) by building on the conceptual and methodological framework already developed under PREPARE Project. In this process, the functional analysis was initiated with the development of a conceptual framework consisting of principles and methodology by the expert team and the members of the five task forces were oriented on this framework. Likewise, one workshop on functional analysis was held with the participation of Chief Secretary, 5 Secretaries, 28 Joint Secretaries from the FIARCC task force of FIARCC, 9 Under Secretaries and 16 sectoral experts, where papers were presented by independent consultants also on cluster / sector wide approach and then the task forces worked intensively on unbundling and analysing the functions/sub-functions of government for all sectors across three tiers of government in federal structure. After a series of such activities and interactions, the finalized thematic reports, including a consolidated report, were presented by the task-forces to the Chief Secretary who is also the coordinator of FIARCC for further steps of approval.

Likewise, a final draft report on organizational structures in all 3 tiers of the government along with the tentative requirements of staffing patterns in four major sectors like health, agriculture, transportation and education sectors was produced in this year. Its findings were disseminated amongst the Minister for General Administration and 58 senior government officials (consisting of 2 Secretaries, 12 DGs/EDs/DDGs, 17 Joint Secretaries, 9 Under Secretaries and 18 Section Officers from 11 ministries, 7 Departments, 2 commissions and NVC and NASC). Then, the report has also been shared with the OPMCM and will be a guiding document for the FIARCC task-forces to embark on the work to identify the organizational structures required at the three tiers of the government covering all sectors.

## Progress on Output 2

Under Project Output 2, which is concerned with ensuring that the core government functions are supported to ensure smooth transition of staff and services and affirmative action in public service employment is promoted, the project supported MoGA in designing national policy and strategy for restructuring and managing civil service of Nepal in the federal structure of the state with a broader perspective of development of governance capacity. This policy initiative is expected to identify the major strategic fronts (pillars) for restructuring and management of civil service, covering forms of civil service / government services (as provisioned in article 285 of the Constitution) and all important functions of human resource management like recruitment, development, utilization and disposition, which help execute the constitutional provisions for the roles of the government, including the roles related to service delivery, good



governance and all-round national development. In addition, it is also expected to address the needs of re-allocation adjustment of government staff for new organizational structures, and other related administrative arrangements. In the process of implementing the Assessment Center Methodology for reforming the recruitment process of senior level government officials, PSC had developed competency frameworks for selective position levels of general administration and forest services, along with identification of methods that could be used to measure these competencies. In order to refine these competency frameworks in consultation with some stakeholders, the project supported PSC in organizing a workshop at Pokhara, where 8 CDOs, 6 DFOs, 7 LDOs, 5 PSC members and staffs, 8 PSC local office officials and FCGO from Pokhara, Syangja, Myagadi, Gorkha, Kaski, Tanahun, Parbat, Baglung, Mustang and Lamjung districts participated. This helped in revising and improving the said competency frameworks. All these project inputs will contribute towards achieving UNDAF 6 / CPAP Output 6.2 as stated above.

The project continued focusing on increasing the participation of women and socially excluded groups in the decision making position of civil service. For this purpose, rigorous orientation training was provided to 35 candidates (16 men and 19 women), who had passed out 1st level entry examination for the position of section officers after being-oriented under the project for this examination, to prepare them to sit in the 2nd level entry examination. This was a more comprehensive and rigorous training to a selective-group of candidates representing all five regions instead of orienting large number of candidates in scattered districts. Of these candidates, 7 (2 women, 5 men among which 1 disabled) passed out the PSC examination as a section officer. Likewise, giving continuity to the program of orientation to women and socially excluded groups, having graduated from colleges from various districts, for applying and appearing in the entrance examinations of PSC for civil service positions, 106 candidates were oriented in Kathmandu, Hetauda and Lamjung districts, of which 82 (77%) are women. The importance of this orientation program lies in the fact that it is focused on people applying to the position of officer level and above, and training for this level is unavailable in the districts.

Technical support was provided to MoGA in drafting a policy for promoting GESI-friendly work place in civil service (also focusing on GESI friendly service delivery). MoGA has owned the draft policy and initiated the process of getting it endorsed formally by sending the draft policy to various ministries for final feedback. The policy is to be adopted officially by incorporating the received feedback. This will help government in promoting inclusive work environment in work place and thereby healthy diversity management, besides improving inclusive representation of women and socially excluded group in the civil service. Moreover, all these project inputs will contribute towards achieving UNDAF 3 /CPAP Output 3.3 as stated above.

### **Progress on output 3**

The major focus of this year has been to initiate strategic communication within the executive and legislative branches of the government and also to reach out to the public on the issues of administrative federalization and the preparedness of the government in the process of Constitution implementation.

For this purpose, support was extended to MoGA to organize a high-level colloquium on Federalism Implementation and Transition Management for all the Secretaries of GoN in collaboration with NASC<sup>1</sup>. It was inaugurated by Prime Minister and graced by dignitaries including Minister for General Administration, Chief Secretary, Secretaries, former Chief Secretaries, UN Resident Coordinator and UNDP Representative, DCD of UNDP in Nepal. The program was effectively conducted to share different conceptual and practical perspectives on different aspects of public administration, administrative federalism and inclusiveness and to enhance the level of commitment of senior administrators and political leaders for implementing administrative federalization. The proceedings of the colloquium have been documented in print and audio

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<sup>1</sup> Ministry of General Administration [MoGA] and Nepal Administrative Staff College [NASC]. (2016). *Proceeding of Colloquium on Managing Transition: Implementing Administrative Federalism*. Kathmandu: MoGA and NASC

visual and circulated widely by NASC. Moreover, a two-day orientation program was organized by inviting international experts for interacting and sharing international experiences with members of FIARCC taskforces on the practices of federalization and administrative restructuring in the context of execution of new Constitution in Nepal which was effective in building awareness and capacity of the taskforces in undertaking of the assigned tasks.

With an aim to inform the general public on the need and preparations being made by the government for administrative restructuring and transition management in the process of implementation of the Constitution, seven episodes of governance debate were telecasted through the state-owned Nepal Television during this year. The program covered different thematic issues on administrative aspects of constitution implementation (including administrative restructuring in the context of new Constitution, transition management for federalization of administration, roles and restructuring of PSC in the context of new Constitution) inviting speakers from different fields such as present and former ministers and Chief Secretaries, PSC Chairperson, MoGA Secretary and experts associated with the project activities. This program has generated an interest among the stakeholders and there is a huge demand from MoGA to give it a continuity.

A consultation meeting was held with the members of the Parliamentary Committee on State Affairs to update on the preparation being made by MoGA for administration federalization and the tasks to be undertaken and to seek feedback from the parliamentarians on the existing preparedness for administrative federalization. Around 15 members of the State Affairs Committee of Legislature-Parliament led by the committee chairman actively participated in the program. Likewise, an interaction program was organized for sharing international and national experiences among the parliamentarians (members of SAC) and the visiting international experts on federalization and administrative restructuring.

In this year, altogether 20 major events were conducted in the form of colloquium, workshop, seminar, interactions/consultations and orientation on various themes like federalism, administrative restructuring (including functional analysis), transition management, inclusiveness, institutional capacity-building and so on, which exclude various consultative meetings of Consulting Teams and PREPARE Team. These were participated by 856 persons, which included mainly senior political leaders / officials (like Prime Minister, present and former ministers and parliamentarians), senior government officials (like present and former Chief Secretaries / Secretaries and other key officials).

## **Progress on Output 6**

A stock taking exercise for the project was carried out by an expert from UNDP Regional Bureau Hub (RBH). The objective was to assess the implementation status and contribution of the project towards meeting the needs of the government in relation to administrative reform and restructuring in line with the thrust of the new Constitution and recommend way forward for the remaining period of the project as well as for the new public administration reform project. Likewise, a concept note on reframing public administration in the context of the new Constitution has been revised and updated through consultations among key stakeholders as a basis for developing a new project document for the next phase of public administration reform after PREPARE.

## **6. BUDGET AND EXPENDITURE**

The following table shows the output wise indicative budget and expenditure for 2016, sources of funds and utilization.

**Table 4: Output wise annual budget and corresponding expenditure**

*Amount in US\$*

Output	Annual Budget	Annual Expenditure through project	Annual Expenditure through UNDP	Total Expenditure	Budget Utilization%
Output 0	0	0	3,402.07	3,402.07	0
Output 1	167,394	113,828.53	46,338.58	160,167.11	96%
Output 2	0	0	0	0	0
Output 3	96,527	64,099.21	27,711.98	91,811.19	95%
Output 5	0	3065.35	0	3,065.35	0
Output 6	7,725	597.20	7,706.73	8,303.93	107%
Output 7	173,969	124,278.57	43,042	167,320.57	96%
	<b>445,615</b>	<b>305,868.86</b>	<b>128,201.36</b>	<b>434,070.22</b>	<b>97%</b>

**Table 5: Sources of funds Budget and Utilization of the project period**

Source of Fund	Funding period (Start - End Date)	Total Project Budget	Expenditure up to 2015	Expenditure in 2016	Total expenditure till 2016	Total Budget utilization %	Budget Balance US\$
UNDP	2013-2016	2,726,975	2,281,360	434,070	2,715,430	99.00%	11,545
<b>Total</b>	<b>2013-2016</b>	<b>2,726,975</b>	<b>2,281,360</b>	<b>434,070</b>	<b>2,715,430</b>	<b>99.00%</b>	<b>11,545</b>

**Table 6: M&E Expenditure: Project expenditure in 2016 on M&E activities**

Total spent on Monitoring  ☑ Costs associated with UNDP/project staff, consultants, project partners, supporting national statistical systems in designing project specific data collection methodologies (qualitative and quantitative), monitoring methods including stakeholder surveys and other qualitative methods, collection of data, analysis and dissemination of the findings to inform a project, either with project partners or to fulfill specific UNDP/project requirements (preferably the former).	Total spent US\$ 1,800
Total spent on Decentralized Evaluations  ☑ Costs associated in designing, implementing and disseminating evaluations for specific projects	N/A
<b>Combined total spent on M&amp;E</b>	<b>Total USD1,800</b>

## **Narrative on Progress related to Budget and Expenditure**

The total budget of the project for the financial year 2016 was US\$ 445,615. Even though the initial budget allocated for the year was US\$ 300,000, an additional amount of US\$ 127,615 was allocated for the programmatic activity to support the activities of FIARCC. US\$ 18,000 was allocated for prior year expenditure adjustment.

Unqualified audit was conducted for the financial year 2015, indicating 6 low risk and 7 medium risk findings. Management response with deadline for implementation was provided, updated and corrective actions as per audit suggestions have been implemented.

## **7. CROSS CUTTING ISSUES**

### **7.1 Targeting and Voice/Participation of Target groups**

The project target groups (i.e., government agencies like MoGA, OPMCM, PSC, MoFALD, NPC, MoF and civil servants) have been engaged throughout the year in all the activities that the project conducted. They participated in the Project Executive Board meetings, provided inputs during the conceptualization phase of project activities such as support to FIARCC and development of national civil service policy and also participated in colloquiums, orientation workshops and interactive workshops held to provide inputs and feedback etc. Two programs were held with parliamentarians, i.e., chairperson and members of the State Affairs Committee of the Legislature-Parliament; while one was on updating of MoGA's preparedness and future directions for administrative federalization with reference to the project activities while other one was sharing of international experiences from two international experts on federalization and administrative restructuring.

Even though the public at large have not been considered as a direct target group of the project, they have been informed of various Constitutional provisions, issues and challenges of Constitution implementation focussing on administrative restructuring/reform agendas and status of work being done by the government on those agendas through seven weekly episodes talk program called "Governance Debate" of the Nepal Television featuring prominent current and former Ministers, senior civil servants including current and former Chief Secretaries, members of the legislature-parliament / State Affairs Committee and administrative reforms experts.

### **7.2 Gender Equality, Women's Empowerment, and Social Inclusion**

In Nepal, promotion of social inclusion, including gender equality and women empowerment, has been one major thrust of the new Constitution. Likewise, there is a growing recognition of the need for legal-policy reforms as well as compliance to them and importance of women's education and capacity development to create opportunities for women and socially excluded groups to enter into the civil service. The issues of gender equality, women's empowerment and social inclusion continue to be one priority intervention area of the project since its execution in 2013. The project has carried out two main activities in 2016 towards this direction: a) support to capacity-building of women and excluded groups to prepare and compete for PSC's examination, which involved 106 participants; b) support to MoGA for drafting a policy for making GESI-friendly work place in civil service, which also help promote diversity management and GESI friendly service delivery mechanism. These would directly and indirectly contribute towards achieving social inclusion in civil service in Nepal through promotion of various kinds of affirmative actions in work place and increment of representations of women and socially excluded groups in civil service.

### 7.3 National Capacity Development

Capacity development of related government institutes like MoGA, OPMCM, PSC and others, including civil servants and parliamentarians, continues to be one of the main focus areas of PREPARE activities. In 2016, the project supported the five taskforces consisting of 34-joint Secretary level government officials from different government agencies, formed by the Chief Secretary-led FIARCC in OPMCM for carrying out the tasks related to federalism implementation and administrative restructuring, in gaining knowledge of conceptual and methodological basis for functional analysis through national experts and in being oriented on international experiences and practices on federalization and administrative restructuring from two international experts. Public Service Commission was supported for improving its selection system by developing competency framework and assessment center methodology for selection of appropriate candidates for senior positions of administrative and forestry services. PSC has partially adopted this selection methodology for class I position of administrative service from this year as part of its gradual development and execution of this methodology to ensure that civil service has appropriate and competent persons in its senior leadership positions.

A series of interactions, consultations and high level workshops like the two-day colloquium 'Managing Transition: Implementing Administrative Federalism' organized jointly by the MoGA-PREPARE project and NASC for Secretaries of government, with participation of scholars, retired civil servants and political officials, which have helped for sensitization and awareness-building among senior administrators and political leaders on the issues related to the administrative federalization and needs of preparedness and thereby enhancing not only their preparedness for administrative federalization but also buy-in of project inputs.

Similarly, considering the administrative federalism as both political and administrative functions, PREPARE project and Parliament Support Project, along with their respective implementation agencies such as MoGA and the Legislature-Parliament Secretariat, jointly organized an interaction program with the chairperson and members of the State Affairs Committee of the Legislature-Parliament to brief on the work being undertaken by MoGA-PREPARE on execution of federalism and administrative restructuring. Similar interaction program was organized for sharing of international experiences on federalization and administrative restructuring with them through international experts. Both programs have been acknowledged useful for political leaders/actors in improving their knowledge and understanding of the major political and administrative processes of federalization. Moreover, these programs also helped to ensure not only harmony between administrative and political efforts towards constitution implementation but also political buy-in of the project inputs.

The exposure visit to Kenya organized for the Minister of General Administration and senior government officials (details in section 7.5) has been helpful to enhance their understanding of process of transitioning from unitary to federal structures by learning lessons from the experiences of Kenya.

### 7.4 Sustainability

PREPARE-supported interventions have always sustainability as a built-in feature in terms of their thematic focus, process and nature of stakeholder participation and uses of the generated inputs. The technical inputs generated in areas of administrative restructuring and transition management, including social inclusion, capacity building of government institutions and promotion of public accountability, will never be irrelevant in both transition and post-transition phases of inclusive and federal administration. Almost all project interventions are initiated at the request of main stakeholder agencies like MoGA, OPMCM, MoF, MoFALD and PSC. The project provided technical support to different government agencies as per their needs in such a way that the designated experts work together with their officials (e.g., Quality Circle formed by OPMCM, technical committees of respective ministries and FIARCC task-forces) and use

their inputs and feedback as the primary basis of their reports. Moreover, the reports / inputs are generated by organizing various programs of sensitization, interaction and input / feedback sharing sessions. All these have oriented the government agencies on their basic needs and possible measures and also developed a sense of ownership of project inputs in the government system.

For instance, the activities undertaken by the government agencies as well as the instruction from the Chief Secretary to line ministries to initiate functional analysis after the promulgation of Constitution have often referred to the reports produced by the project to be the guiding document for further work. The conceptual and methodological approaches developed for functional analysis and assignment under PREPARE, despite covering a few sectors, have also been used as a basis by FIARCC task-forces for undertaking the tasks of functional analysis and assignment in wider scale by covering multiple sectors in five main thematic clusters as stated in earlier sections. Likewise, the conceptual framework and methodology used in identifying needs of institutional arrangements in federal structure and preparing transition management framework are viewed as potential basis for undertaking similar activities by the government in near future. The performance contract manual prepared under the project is being considered by government for execution in selective senior positions of government services.

### 7.5 South-South and Triangular Cooperation

With an aim of witnessing, observing and learning from countries which have successfully transitioned or are in the process of transitioning from unitary to federal structures, an exposure-cum-cross learning visit to Kenya was organized for a group of senior government officials representing key agencies like OPMCM, MoGA and MoF. This was facilitated by both UNDP Nepal and UNDP Kenya.

The key objective was to enhance the knowledge and understanding of senior government officials on the political, fiscal and administrative aspects of administrative restructuring and transition, specifically the broader perspective of the decentralization and devolution process from unitary to federal structure, good practices in relation to institutional arrangements, including human resources management, and the delineated roles and responsibilities assigned to staff members. The delegation, led by the Hon'ble Minister for General Administration, consisted of Chief Secretary, two Secretaries, two Joint Secretaries and 2 Under Secretaries. Upon their return, the visit team have shared with the Government of Nepal and UNDP various learnings from the visit. Among the major learnings are: a) political leadership and political stability have critical role to play in devolution; b) basic legal framework is a pre-requisite before embarking on the devolution journey; c) robust intergovernmental institutional framework should be put in place for the smooth functioning of the multi-level government structures; d) the issue of devolution goes beyond the executive and hence parliament, judiciary, and other constitutional bodies should play critical role; e) there is need for a strong institution and the champion to lead the devolution process and coordinate among the relevant government entities; f) level of preparedness for smooth transition management is enormous; g) financial management and resource mobilization are keys during devolution and the role of national government is critical in maintaining fiduciary accountability; h) staff management at the sub-national level is going to be a challenge and needs to be handled carefully; g) there is need to change the mindset of the people on how to make the federal system functional; and h) multi-faceted capacity development efforts are required for especially during the initial years. In view of the types of situation Nepal is passing through now, the experiences that this team gained from the federalization process of Kenya is expected to serve as an important asset for the Government of Nepal during this transition phase.

## **7.6 Partnerships**

In partnership with the Nepal Administrative Staff College, the apex management development institution in Nepal, the project supported MoGA in organizing a high-level Colloquium for Secretaries of GoN on managing transition and implementing administrative federalism. This partnership-based colloquium received support of Rt Hon Prime Minister, Hon Minister for General Administration, Chair of the Parliamentary Committee on State Affairs, current and past Chief Secretaries and all the Secretaries of GoN to generate dialogue, discussion and common understanding on the issues of administrative federalization.

In addition, the Project also collaborated with Local Development Training Academy (LDTA) in conducting orientation program for 70 women and members of disadvantaged groups in different parts of the country to prepare them for attending the competitive entry examinations of PSC. LDTA has also developed a session on the orientation to be included in its regular training provided to the VDC Secretaries to prepare and appear in the entrance examination for section officer level positions. Similarly, the Project collaborated (through MoGA) with the Parliamentary Support Project of UNDP and its implementing agency, i.e., Legislative-Parliament Secretariat to jointly organize a workshop with the parliamentarians to update on status of administrative federalization efforts being conducted by MoGA and OPMCM. It is a part of its support to capacity-building of state institutions that PREPARE project has been partnering with state bodies like the OPMCM, MoFALD, PSC, NASC, LDTA and Secretariat of Legislature-Parliament.

## **7.7 Promotion of Civic Engagement**

PREPARE project supported telecasting of a series of weekly governance debate, through Nepal Television, on the issues of administrative federalization and governance in the context of new Constitution implementation by inviting both former and present ministers, senior administrators and experts to deliberate on the complexity and challenges associated with the process of administrative restructuring and reforms and way forwards with a view to enhancing general public understanding and awareness of the issues as well as the activities being undertaken by government agencies and the project. This is expected to generate support and informed participation of citizens and other stakeholders in dealing with the issues related to administrative federalization and transition management in the days to come.

## **7.8 Expanding Opportunities for Youth**

PREPARE project has been targeting young professionals, mostly women and people representing the excluded groups, for their capacity building to enter into the civil service by passing out the competitive examinations of the Public Service Commission with the purpose of making inclusive civil service. For this, as reported above, a number of orientation-training programs were organized in various districts involving a total of 106 young applicants for civil service positions, out of which 77% were women.

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## 7.9 Innovation

**Improving candidate selection methodology of PSC:** As part of its technical support for strengthening of government institutions, the project continued supporting PSC in adopting assessment center methodology (ACM) for selection of candidate for the vacant senior positions (Gazetted Class I and II of selective professional service categories of civil service) by providing national and international experts for developing required competency framework and suggesting related selection methods/instruments. PSC required huge financial and technical support to execute the proposals made by the consulting experts. This project too was not ready by its design to support the PSC to this extent, and PSC too was not enthusiast to introduced radical change. Considering all these situations, the project team kept advising key officials of PSC formally and informally to adopt a midway in adopting ACM in a miniature form by bringing about changes in its prevailing written test and curriculums in light of the competency framework developed with project support and introducing some kind of test for measuring verbal presentation competency of candidates just before they attend interview test. The major project approach was to take informal route to meet key officials to discuss their preparedness for executing project inputs and to suggest middle ground for undertaking incremental reforms.

In order to select right candidates for Gazetted Class I positions of administrative service, PSC has now changes in written test and curriculums based on the competency framework on one hand and introduced a case study presentation in between written and conventional interview tests. It has also already started conducting written test in its new opening of vacancies of these positions. It has also reportedly secured additional budget allocation from government for gradually executing ACM covering various positions of other service categories. With this, important results are achieved in terms of relating PSC's selection methodology with the competency requirements of the vacant positions in view of the changed roles of public administrators and the changing demands of national development and good governance practices.

## 7.10 Knowledge Management and Products

The following study-based reports, which cover various themes in two broad thematic areas, have been prepared under the Project and disseminated to relevant stakeholders during the reporting period:

(I) Administrative Restructuring and Transition Management: a) Functional analysis of five clusters; b) Institutional arrangement of different tiers of government in federal context; c) Inter-governmental Fiscal Design in the Context of the Federal Constitution of Nepal; and d) Transition Management Plan for Federalization of Public Administration

(II) Other Administrative Reforms: a) Proceedings of colloquium on managing transition: implementing administrative federalism; and Policy for civil service for a GESI friendly workplace in civil service

Moreover, a seminar paper focussing on administrative implications of new constitutional provisions and present government initiatives with way forwards was also prepared and presented at the Colloquium of Government Secretaries for interactions. This paper has also been published in the form of article in a Journal of MoGA for institutional memory and mass dissemination. Likewise, a document with a compilation of summaries of reports produced under PREPARE Project has been prepared and distributed to top officials of government and other interested experts and researchers.

## 8 LESSONS LEARNED



- a) In order to ensure that the project inputs are owned and executed by the concerned government agencies, it is necessary to keep consulting with the related key stakeholders regularly in both choosing areas / themes and modality of project activities and generating project outputs so that their concerns and expectations are well addressed.
- b) There is a need to ensure that the counterpart government institutions have the institutional memory of the project generated inputs for their continued support and ownership of those inputs in spite of high staff turnover. For this, there is a need to make the counterpart institutions aware of the need for appropriate replacement of counterpart staff and to conduct briefing to them periodically on the status of project execution.
- c) All project activities need to be compatible with the national needs and priorities of the government of Nepal. Some activities need to be sector-specific with intensive focus which not only meets the sectoral needs but also can be replicated to other sectors, particularly in terms of use of conceptual and methodological framework. On the other hand, some activities need to be in generic sense which can be applicable to vast organizational set-up and multi-sectoral needs of the government.
- d) Administrative federalization is not the concern of the executives *per se*. It is more of a political agenda which needs to be addressed at political leadership level, though this also needs to be supported by bureaucracy and technocracy. For this, it is necessary that key political leaders and parliamentarians are well informed about the reform agenda issues and so on.
- e) There is need for creating some kinds of forums or mechanisms where political leaders and top-level administrators keep discussing the major processes of administrative federalization in the broader political context of Constitution implementation.
- f) Since it is often difficult to plan any specific project activities with appropriate themes, timing and sequencing in the absence of clear-cut transition management plan of government, there a need to continue reminding the government for adoption of a clear transition management plan for administrative federalization by using a framework plan already prepared under this project.

## 9 IMPLEMENTATION ISSUES AND CHALLENGES

The main issues and challenges faced during the project implementation are summarized below:

- Project inputs generated in the form of reports are taking a long route to be owned and executed by the concerned government agencies (*Response: Continued holding consultations and briefing meetings with the senior political and administrative officials on the uses of reports to meet their expressed needs, which often re-enforce the project learning that all project activities need to be compatible with the national needs and priorities of the government*).
- Long political transition and frequent turnover of government officials have made it difficult for the project to remain in fresh institutional memory of concerned government agencies (*Response: Continued holding briefing meetings with the new senior officials joining MoGA, OPMCM and other partner / beneficiary agencies, including NPD and Counterpart officer of MoGA on the status project execution by sharing the project generated inputs*).
- Government's functions and administrative structures are varied and hence generation of project inputs in a generic form will not serve the needs of specific sectors, while the inputs focussing on specific sectors or functions will hardly address the vast needs of the government (*Response: Focussed on generating basic technical inputs having wider application in terms of methodology and need coverage which enable the related government agency to take follow-up steps as required by its legal, policy and procedural provisions*).
- Balancing the project approach in terms of coverage of its activity work has occasionally been a serious challenge to prove the worth of project implementation (*Response: Continue building rapport with the key stakeholders for knowing their needs and catering them having both generic and sectoral coverage*).

## 10 PRIORITIES FOR 2017

The programming of project activities for 2017 pursued two approaches: i) continuation of on-going activities till April 2017 and addressing the short-term emergent needs of government for federalism implementation and administrative restructuring; and ii) preparing a new project document for reframing public administration to meet the long term needs of administrative federalization and restructuring and placing them in execution. Accordingly, the following are the priority activities of the project for 2017.

- a) Support to related committees working on administrative restructuring, with continuation of needed support to FIARCC to carry out the tasks related with administrative restructuring including staffing and organizational inter linkages.
- b) Completion of on-going work on designing national policy and strategy for civil service.
- c) Support to drafting of related policies and laws related to civil service.
- d) Continue support to institutional strengthening of MoGA, by undertaking a study on reorganizing of the current training institutions in the changed context.
- e) Continue activities of strategic communication for informing, consulting and interacting with related stakeholders for increasing their sense of ownership of the project inputs.
- f) Preparing a new project document for reframing administration to meet the long term needs of administrative federalization and restructuring and placing them in execution.

## 11 A SPECIFIC STORY

Since 2013, PREPARE Project has been undertaking various activities with a view to preparing related key government institutions for restructuring and strengthening administration in light of the demands of state reforms, especially when the new federal and inclusive constitution is promulgated and put in execution. Recognizing the need for having clear functional assignments across different tiers of government in federal structure as a basis for articulating required administrative restructuring and strengthening in the new context, the project devoted its substantial time and efforts in undertaking functional analysis of government at different levels in nine major sectors, followed by other supplementary studies to generate technical inputs on transitional management plan for administrative federalization, identification of needs of institutional arrangements in four major sectors, intergovernmental fiscal design and so on. In this process, the project could also bring the tasks of functional analysis and administrative restructuring on the surface as one important agenda to enhance preparedness of the government for constitution implementation. However, the technical reports produced under the project such as those on functional analysis and administrative restructuring undertaken in selective sectors, despite being prepared in consultation with Quality Circle formed by OPMCM and technical committees of respective ministries and also submitted to related sectoral agencies, were not receiving attention of the government for their buy-in and execution.

It was mainly after the formation of high-level committees on federalism implementation and administrative restructuring in 2016, i.e., FIARSC led by Prime Minister and the FIARCC coordinated by the Chief Secretary, that the preparatory work of functional analysis and administrative restructuring got serious attention of OPMCM. At this time, the government was concerned with undertaking functional analysis and administrative restructuring in a wider scale, by not limiting to a few sectors, for implementation of constitution. The PREPARE Project could also maintain formal and informal contacts with OPMCM for the tasks related to functional analysis and administrative restructuring by sharing reports on those subjects and consulting them about the further tasks to be done in light of the tasks already performed under the project, including design of ToRs for the task-forces formed by FIARCC. Later, OPMCM requested MoGA by seeking technical support of PREPARE Project for FIARCC taskforces and in response PREPARE Project also provided support by designating a group of six experts to work with taskforces as per their ToRs by building on the conceptual and methodological framework followed in earlier project work.

In this way, the project contributed towards taking agenda of undertaking functional assignments and administrative restructuring to new heights (through sharing of related reports, along with conceptual and methodological basis for them) and sensitizing and building awareness for senior administrators and political officials for the needs for further policy initiatives from higher level of government. The recognition of project contribution was initially evident in the government's instructions to central government agencies to take PREPARE Project work as basis for functional assignment in their respective sectors. It manifested more visibly in the high-level government initiation of administrative restructuring along with functional assignment as prerequisite in multiple sectors because this initiation not only considered earlier work of PREPARE Project as a launching pad and but also sought and used technical support of PREPARE Project in getting tasks done by the five task forces of FIARCC (led by Chief Secretary) which work under the Prime Minister-led Steering Committee. These project contributions should have been considered in ratings of project performance in criteria of relevancy, efficiency, effectiveness and sustainability.

Most importantly, working with FIARCC by offering technical support based on inputs already generated and experiences gained, the project has gradually gained strategic positioning in the process of administrative federalization and administrative restructuring by the government for Constitution implementation.

All this can offer a lesson for the project that its activities need to be compatible with both present and future priorities of the government with the spirit of new constitution. Moreover, close contacts need to be maintained with high level government agencies for informing and selling the technical inputs generated by the project. The project have tremendous scope in also undertaking activities on a model basis so that the conceptual and methodological framework can be replicated in wider scale.

Though the project initiative like functional analysis was not a new idea in itself in the process of administrative federalization and restructuring, the process of involving project in functional analysis of major sectors with development of conceptual and methodological framework based on international practices and experiences and holding interaction and consultations with key high level government officials were proved innovative ones.

## 12. RISK AND ISSUE LOGS

#	Description	Category (financial, political, operational, organizational, environmental, regulatory, security, other)	Likelihood of risk (scale of 1 to 5 with 5 being the most likely) A	Impact (scale of 1 to 5 with 5 being the highest impact) B	Risk factor (A x B)	Mitigation measures if risk occurs	Date risk is Identified	Last Updated	Status
1	The deadlines set in the Constitution of Nepal and by the FIARCC to implement the Constitution have created a sense of urgency amongst the senior administrators for preparing public administration and civil services for transition to federal State. Though the project has been providing support till now, it is not in a position to commit its long term support in the present form because of its extended tenure ending in April 2017 and hence tempo of its present supportive activities might get affected and thereby also losing its collaborative relationship with government for administrative federalization.	Political/administrative	3	2	6	<ul style="list-style-type: none"> <li>▪ The project will continue its present support on administrative restructuring and strengthening, including transition management till April 2017</li> <li>▪ The project, through MoGA, will coordinate with the OPMCM to continue to convince on its continued long-term support through new project document by April 2017</li> <li>▪ New project document will need to be developed and ready to be implemented from April 2017.</li> </ul>	July 2016	December 2016	
2	There might be transfers of the key government officials causing delay in continuation of project execution work.	Political and Organizational	2	3	6	MoGA will ensure that project operation will not be affected due to transfer of staff with appropriate replacement and required	7 <sup>th</sup> June 2013	December 2016	

			2	1	2	Strategic	Though the relevant donors are engaged in administrative reform issues and dialogue, they still seem to be in wait and see position to support administrative reform agenda in a coordinated manner.		
3	MOGA and UNDP will continue to inform and engage the relevant development partners on this agenda of administrative reform for their long term possible support in the changed political scenario	briefing from the project staff.	2	1	4	Political	Continuation of transitional nature of State reform process		October 2016
4	The project will keep catering to the emergent needs of stakeholders and building rapport with them for knowing their needs.		4	1	4				October 2016

**Issue Log Matrix**

#	Type	Date Identified	Description and Comments	Resolution measures recommended	Status of the issue	Status Change Date
1	Continuity of the project and long term support beyond April 2017	Dec 2015	As the present support is committed till April 2017 only, both the project and beneficiaries might suffer from the gap that will be created if the new project document is not developed and implemented right after April 2017.	Longer term project needs to be formulated with allocated funds so that long term support could be committed.	On-going	
2	Key activities involving multiple government institutions and actors consultants	June 19 <sup>th</sup> , 2014	Key activities involving multiple government institutions / actors and consultants requiring swift action and coordination consume more time and need to follow complex process to get things done efficiently.	More clarity in MoGA's role for coordinating with government agencies in administrative restructuring and other reforms is needed.	On-going	

### 13 PROGRESS AGAINST ANNUAL WORK PLAN 2016

EXPECTED OUTPUTS (Please include baseline, associated indicators and annual targets)	PLANNED ACTIVITIES (List key activities to be undertaken during the year which will contribute to the respective outputs)	Target for planned activities	Annual achievement of Targets	Annual achievement of Targets in %	Donor name	Approved Budget (from the AWP)	Amount Spent	% of expenditure against the approved budget	Remarks (if any target not fully achieved)
<b>UNDAF Output 6.2: Civil service has the capacity to meet the needs of the inclusive federal constitution and government structures.</b>									
<b>Project output 1: 1. Government-led public service reform strategy for shift to federal structures and capacity building of government institutions and parliamentarians</b>									
Activity 1.1: Generate inputs for consultation with PMO, Ministries, Legislatures and other partners on options scenario etc. Based on political process	Activity 1.1.1: Support to administrative restructuring at different levels of government in federal context including staffing and organizational inter linkages (for selective sectors through secretariat of OPMCM)				00012 UNDP	40,361.00	40,142.92	99%	
	Activity 1.1.2: Support to secretariat of OPMCM				00012 UNDP	4,000.00	4,102.79	103%	
	Activity 1.1.3: Coordination/logistic support to secretariat of OPMCM				00012 UNDP	17,000.00	17,132.00	101%	
	Activity 1.1.4: Training on Administrative Federalization Implementation				00012 UNDP	10,655.00	10,936.59	103%	
					00012 UNDP	40,000.00	36,858.00	92%	
<b>Sub-total Activity Result 1.1</b>						<b>113,716.00</b>	<b>110,752.30</b>	<b>97%</b>	
<b>UNDAF Output 6.2: Civil service has the capacity to meet the needs of the inclusive federal constitution and government structures.</b>									

Activity result 1.2: Provide TA support for strengthening of OPMCM	Activity 1.2.1 Support to design of policies and legal provisions for formation and management of civil services_ at different levels of government				12,955.00	13,020.89	101%	
	Activity 1.2.2 Support to develop policy guideline and others. (Compilation of recommendation from past administrative reforms and public expenditure commission)				7,725.00	7,560.67	98%	
	Activity 1.2.3 Identify the human resource needs at different levels of government under the federal structure during and after transition from unitary to federal system of government							
	Activity 1.2.4: Support to conduct study on financial decentralization				18,000.00	14,765.56	82%	
<b>Sub Total Activity Result 1.2</b>					<b>38,680.00</b>	<b>35,347.12</b>	<b>91%</b>	
Activity result 1.3: Capacity building of Public Service Commission on setting out standard and merit based recruitment	Activity 1.3.1: Support for institutional strengthening of public service commission based on the need assessment and strategy (including assessment center and course curriculum development/amendment and other emerging needs)				6,132.00	5,890.70	96%	
					466.00	508.97	109%	
<b>Sub Total Activity Result 1.3</b>					<b>6,598.00</b>	<b>6,399.67</b>	<b>97%</b>	
Activity result 1.4: Deliver technical inputs/sub-projects with MOGA, LP etc.	Activity 1.4.1: Support to institutional strengthening of MOGA, including execution of its institutional development plan, for making the public administration efficient, responsive, transparent, and accountable. (support to Training for All Policy, support to							





At least 10 workshops conducted on affirmative action, functional analysis, transition management issues at national and local level	Activity 3.2.3: Organize meetings, workshops, interactions for civil servants, political party leaders, civil society on transition management issues at different levels	00012 UNDP	4,140.00	4,100.00	99%
		00012 UNDP	27,244.00	25,553.57	94%
		00012 UNDP	1,730.00	1,725.41	100%
		00012 UNDP	23,335.00	20,861.90	89%
		00012 UNDP	11,525.00	11,088.97	96%
<b>Sub Total Activity Result 3.2</b>			<b>76,074.00</b>	<b>71,448.39</b>	<b>94%</b>
<b>Total of Activity Result 3</b>			<b>76,074.00</b>	<b>71,448.39</b>	<b>94%</b>
<b>Project output 4: 4. A coordinated donor support strategy, backed by a multi-donor financing mechanism, for the federalization implementation plan</b>					
<b>UNDAF Output 6.2: Civil service has the capacity to meet the needs of the inclusive federal constitution and government structures.</b>					
<b>Project output 5: Ensure accountability, transparency and responsiveness of the civil servants and the legislative bodies</b>					
	Prior year expenditure adjusted	00012 UNDP	0	1392.16	The expenditure was a prior year adjustment and was not budgeted in FY 2016
		00012 UNDP	0	1242.32	
		00012 UNDP	0	87.4	
		00012 UNDP	0	343.47	
<b>Sub Total Activity Result 5.1</b>			<b>0</b>	<b>3,065.35</b>	
<b>Total of Activity Result 5</b>				<b>3,065.35</b>	
<b>CPAP output 6.3.1 National and provincial legislatures, executives and other state bodies have necessary capacities to fulfil their accountabilities to vulnerable groups.</b>					
<b>Project Output 6: A full-fledged longer term (5 years) umbrella programme form to support the development of the new institutions at federal, provincial and local level will be developed</b>					

<b>Activity result 6.1: Identification of programme pillars based on the lessons learned of the first phase</b>	<b>Activity 6.1.1: Discussion and consultation with related stakeholders on new phase of PAR project</b>				00012 UNDP	525.00	597.20	114%	
<b>Sub Total Activity Result 6.1</b>						<b>525.00</b>	<b>597.20</b>	<b>114%</b>	
<b>Activity result 6.2: Drafting Programme document</b>	<b>Activity 6.2.1 : Preparing mission ToR and procure TA (national and international) to prepare project document</b>				00012 UNDP	-	-	0%	
	<b>Activity 6.2.2: Pre-formulation dialogue meeting</b>				00012 UNDP	-	-	0%	
					00012 UNDP	7,200.00	7,706.73	0%	
<b>Sub Total Activity Result 6.2</b>						<b>7,200.00</b>	<b>7,706.73</b>	<b>107%</b>	
<b>Total of Activity Result 6</b>						<b>7,725.00</b>	<b>8,303.93</b>	<b>107%</b>	

<b>Activity result 7.1: Programme Support and Management</b>									
					00012 UNDP	104,148	101,250	97%	
					00012 UNDP	700	600	86%	
					00012 UNDP	43,042	43,042	100%	
					00012 UNDP	5,600	4,653	83%	
					00012 UNDP	-	-	0%	
					00012 UNDP	323	279	86%	
					00012 UNDP	2,956	2,823	95%	
					00012 UNDP	3,000	2,753	92%	
					00012 UNDP	-	-	0%	
					00012 UNDP	7,600	6,436	85%	
					00012 UNDP	6,600	5,484	83%	
<b>Total of Activity Result 7</b>						<b>173,969</b>	<b>167,321</b>	<b>96%</b>	

<b>Total of Activity Result 0</b>										2,656		The expenditure is from CDR for unrealized loss and gain
<b>GRAND-TOTAL</b>										<b>412,745.57</b>	<b>97%</b>	

		PLANNED BUDGET										
EXPECTED OUTPUTS (Please include baseline, associated indicators and annual targets)	PLANNED ACTIVITIES (List key activities to be undertaken during the year which will contribute to the respective outputs)	Targets for Planned Activities	Annual progress against planned activities' target	Annual achievement of Targets in %	Donor name	Approved Budget (From the AWP)	Amount Spent	% of expenditure against the approved budget	Remarks (if any target not fully achieved)			
<b>CPAP output 3.3.1: Ministry of General Administration, Public Service Commission and other relevant government institutions have appropriate institutional capacity to design and implement necessary policies for the representation of vulnerable groups.</b>												
<b>Activity result 1.1: Provide TA support to draft the legal framework of HR related laws and regulations</b>	<b>Activity 1.1.1: Strategic communication on GESI Policy on workforce diversity management</b>				00012 UNDP	400.00	215.49	54%				
					00012 UNDP	-	-	0%				
<b>Total Activity Result 1</b>						<b>400.00</b>	<b>215.49</b>	<b>54%</b>				
<b>Activity result 3.1: Affirmative action promoted in the Civil Service</b>	<b>Activity 3.1.1: Support MoGA in collaboration with PSC in developing and conducting training, coaching, and career counselling, enhancing interviewing skills and building awareness to aspiring public servants from remote areas, women and excluded groups for the PSC entrance examination (at least 50% women targeted in training) - Covering 5 regions</b>				00012 UNDP	14,208.00	14,120.86	99%				
10 Programs covering 5 regions held for aspiring women civil servants and for those from excluded groups for PSC exams					00012 UNDP	5,730.00	5,729.36	100%				
					00012 UNDP	515.00	512.58	100%				
<b>Total Activity Result 3</b>						<b>20,453.00</b>	<b>20,362.80</b>	<b>100%</b>				
<b>Total Activity Result 0</b>							<b>746.36</b>	<b>0%</b>	The expenditure is from CDR for unrealized loss and gain			
<b>GRAND-TOTAL</b>						<b>20,853.00</b>	<b>21,324.65</b>	<b>102%</b>				

