

Country Name	Gender Mainstreaming and Social Inclusion Project
Federal Democratic Republic of Nepal	

I. Project Outline

Background	Nepal is a multi-cultural and multi-lingual and geographically diverse country with people belonging to different castes and ethnic groups. Gender discrimination and social exclusion were entrenched in the political, economic and social fabric of Nepal for years due to the discrimination on the ground of caste, gender, ethnicity, disability, religion and age. The Interim Constitution of Nepal (2007) and the Three-Year Interim Plan (2007/08-2009/2010) highlighted Gender Equality and Social Inclusion (GESI) as a priority agenda. Since then a number of policies and guidelines were developed and adopted at the central level in order to promote Gender Mainstreaming and Social Inclusion (GM/SI). However, their impact remained minimal particularly in local bodies because they were hardly implemented at the local levels due to lack of coordination among GESI-related stakeholders, lack of support for villages, insufficient knowledge of the related stakeholders on GESI, and inadequate functions of the existing mechanism.												
Objectives of the Project	Through capacity development of the personnel at the central and field level and implementation of pilot projects, the project aimed at implementing GM/SI responsive programs* at the national level and two target districts, thereby contributing to development and implementation of GM/SI responsive programs in Nepal. *GM/SI responsive program are those which are planned and implemented from viewpoints of gender mainstreaming and social inclusion and address needs of gender and social inclusion. GM/SI and GESI are used interchangeable, and in this report, GESI is used except for PDM and title of the project outputs.												
	Overall Goal: GM/SI responsive programs are developed and implemented in Nepal. Project Purpose: GM/SI responsive programs are implemented at the national level and two target districts (Syangja and Morang).												
Activities of the project	<ol style="list-style-type: none"> 1. Project site: Kathmandu, Districts of Syangja and Morang. 2. Main activities: 1) training of the national and district officers on GM/SI, 2) training of the district and village officers on planning and monitoring and appraisal and audit of GM/SI responsive projects, 3) implementation of GM/SI responsive projects in target villages, etc. 3. Inputs (to carry out above activities) <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Nepali Side</td> </tr> <tr> <td>1) Experts: 8 persons</td> <td>1) Staff allocated: 37 persons</td> </tr> <tr> <td>2) Training in Japan: 16 persons</td> <td>2) Land and facilities: Office space, etc.</td> </tr> <tr> <td>3) Equipment: vehicle, PCs, office equipment, etc.</td> <td></td> </tr> <tr> <td>4) Operation cost for pilot project block fund, office supplies, vehicles, etc.</td> <td></td> </tr> </table> 			Japanese Side	Nepali Side	1) Experts: 8 persons	1) Staff allocated: 37 persons	2) Training in Japan: 16 persons	2) Land and facilities: Office space, etc.	3) Equipment: vehicle, PCs, office equipment, etc.		4) Operation cost for pilot project block fund, office supplies, vehicles, etc.	
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Project Period	February 2009 to January 2014	Project Cost	(ex-ante) 430 million yen, (actual) 590 million yen										
Implementing Agency	Ministry of Federal Affairs and Local Development (MoFALD), Ministry of Women, Children and Social Welfare (MoWCSW), Department of Women and Children (DWC), District Development Committee (DDC) in Morang district and Syangja district, Women and Children Office (WCO) in Morang district and Syangja district; Municipalities (one in Morang district and two in Syangja district), and Village Development Committees (VDC) (11 in Morang district and 10 in Syangja district)												
Cooperation Agency in Japan	International Development Center of Japan Incorporated, International Development Associates Ltd.												

II. Result of the Evaluation

<Issues to be considered at the time of ex-post evaluation>

- Indicator 1 of the Project Purpose (number and concrete examples of recommendations made by the Project that were incorporated into the existing GM/SI-related policies and guidelines by the end of the Project) did not have a target figure. At the time of the terminal evaluation, one case was confirmed, and the Joint Terminal Evaluation judged it as partial achievement. At the ex-post evaluation, since it was confirmed that the situation of the achievement at the time of project completions remained the same, the achievement of this indicator was judged as partial according to the judgement of the terminal evaluation.

<Constraints of evaluation>

- This report was prepared based on the information and data gathered in March 2017. The Government of Nepal restructured its local level on February 2017. Local elections were conducted in three phases on April 14, June 28 and September 18 2017. Also the Government of Nepal has planned to conduct central and provincial level election on November 26 and December 7 2017. In this process, some sub-national level government organizations including those strengthened by the project were going to be restructured according to the Constitution. Evaluation analysis and judgment were conducted based on the information and data gathered after the restructuring of the local level and earlier than the elections, so some part of the report may not correctly reflect the latest situation.

1 Relevance

<Consistency with the Development Policy of Nepal at the time of ex-ante evaluation and project completion>

The project was consistent with Nepali development policies, as “social inclusion and inclusive development” were included in “the Tree year Interim Plan (2007-2009, 2010-2012 and 2013-2015).

<Consistency with the Development Needs of Nepal at the time of ex-ante evaluation and project completion >

Nepal is a multi-geographic, multi-cultural and multi-lingual country with people belonging to different castes and ethnic groups. Discrimination on the ground of caste, sex, ethnicity, disability, religion and age were deeply entrenched at the time of both the ex-ante

evaluation and project completion. They had great needs for the access to the local development process.

<Consistency with Japan's ODA Policy at the time of ex-ante evaluation>

One of the three priority areas in the Japan's ODA policy for Nepal is democratization and peace building. From the viewpoint of prevention of conflict recurrence, development and strengthening of the administrative system was prioritized as support for the Government of Nepal which aimed at coordination and solution of social incoherence and disharmony considered. The project was consistent with this point¹.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was mostly achieved. As per GESI Policy enforced in 2010, the GESI Implementation Committees (ICs) were established in the target districts (Indicator 2) and the existing Integrated Planning Committees² (IPCs) which had been established in VDCs were reformed (Indicator 3). Besides, GESI responsive institutional mechanism (Indicator 6) was adopted at the district and village level, such as GESI responsive appointment of IPC members and networking of women with disabilities and single women. Expenditures for empowerment and capacity building of women and excluded groups exceeded the target (35% of the total) (Indicator 4), though they varied among VDCs. Good practices of the project (Indicator 5) were compiled as anecdotes. And, based on the project experience, recommendations were presented to MoFALD, LGCDP and other institutions to make their policies and guidelines more GESI responsive, and one of the recommendations was reflected for a policy revision (Indicator 1). Thus, it can be said that GESI responsive policies and programs are implemented at the national level and targeted districts.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have mostly continued. As shown in the following table, some of the recommendations prepared by the project have been incorporated in to GESI related policy and guidelines, and GESI responsive concepts and practices have been reflected in various policy documents. On the other hand, GESI responsive institutional mechanism developed by the project has partially continued. GESI ICs were not functioning. Firstly because local development officers (LDOs) are frequently transferred but new officers are not clearly aware of their role related to GESI responsiveness as their job description is not clearly stated. Secondly, LDOs are too busy to dedicate their time for GESI related duties. Thirdly, the fund is not sufficient to organize GESI IC meetings and monitoring visits. IPCs have been merged into the Municipalities but have been functioning in both pilot and non-pilot villages, because trained members of IPCs increased awareness on GESI and sustained GESI perspectives in the planning process. Good practices of the project have been referred in visited villages, such as reformation of the Ward Citizen Forum (WCF) and involvement of women and excluded groups in the development process.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. GESI responsive institutional mechanism has been developed in the districts other than the target districts, as DDCs of all 75 districts have established the Social Development Section, Gender Focal Point and Gender Responsive Budgeting committees. Also, IPCs have been established as per the Social Mobilization Guideline. At the Municipality level, DDCs conducted GESI audit and prepared the action plan. GESI responsive programs have been implemented in all DDCs and Municipalities. These have been realized because the concept and process of GESI were incorporated in the national policies and guidelines.

<Other Impacts at the time of Ex-post Evaluation>

According to the interviewed members of the VDCs surveyed by the ex-post evaluation³, the following improvements have been reported: i) Women and ethnic groups have become more aware of their rights and entitlements, ii) They received technical training and have earned economic benefits from activities such as candle making, sewing and cutting, goat raising, pig farming, etc., iii) Women dalits⁴ and other excluded groups have opportunities to have their say through their participation in WCF, the VDC Implementation Planning Committee, and iv) Men have changed their attitude toward women and came to help women in household chores.

<Evaluation Result>

In light of the above, the Project Purpose was mostly achieved and the effects have continued. The Overall Goal has been achieved, and several positive impacts have been confirmed. Therefore, the effectiveness/impact of the project is high.

Achievement of the Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) GM/SI responsive programs are implemented at the national level and two targeted districts (Syangja and Morang).	1. The number and concrete examples of recommendations made by the Project that were incorporated into the existing GM/SI-related policies and guidelines by the end of the Project.	Status of achievement: <u>Partially Achieved. (Continued.)</u> (Project Completion) - Recommendations were presented by the project to six policies and guidelines. Recommendations on the Local Bodies Gender Budget Audit Guidance 2008 were reflected to revise it as the Gender and Social Inclusion Budget Audit Guideline 2010. (Ex-post Evaluation) - Some of the recommendations have been incorporated in to GESI related policy and guidelines such as inclusive composition of WCF and District Coordination Committees related to women and excluded groups including indigenous people, dalit, and persons with disability. - MoFALD has adopted following policy documents to reflect GESI responsive concepts and practices in the local governance systems:

¹ Ministry of Foreign Affairs (2009). ODA Databook 2008.

² IPC is responsible for project planning and budgeting of VDC.

³ At the ex-post evaluation, interviews were conducted in the following 8 villages: Phedikhola, Krishna Gandaki, Jagratadevi and Biruwa Archale of Syangja District and Pokhariya, Madhumalla, Uralbari and Tetariya of Morang District.

⁴ 'Dalit' is a schedule caste. The person belonging to this caste is mostly excluded in the development process. Further, in many places, they become victims of untouchability.

		<ol style="list-style-type: none"> 1. Gender Responsive Budgeting Localization Strategy 2016 2. Social Mobilization Guideline 2015 3. Dalit District Coordination Committee Guideline 2016 4. Women District/Municipality Coordination Committee Guideline 2016
	2. GESI Implementation Committee is respectively established in the two targeted districts as per the GESI Policy.	<p>Status of achievement: <u>Achieved. (Not continued.)</u></p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - GESI Implementation Committee was established at each of the target districts as per GESI policy. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - No meeting of GESI Implementation Committees has been conducted in both districts.
	3. Existing VDC Integrated Planning Committee is reformed as per the GESI Policy at least in one pilot VDC/municipality of each of the two targeted districts.	<p>Status of achievement: <u>Achieved. (Continued.)</u></p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - Existing VDC Integrated Planning Committees were reformed as per GESI policy in 9 VDCs of Syangja and 8 VDCs of Morang. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - VDC Integrated Planning Committees in the target area have continued functioning, even though they have been merged into the municipalities.
	4. The proportion of real expenditure of subprojects that promote empowerment and capacity building of women and excluded groups reaches at least 35 percent of the total expenditure of sub-projects in each pilot VDC/Municipality by the end of the Project.	<p>Status of achievement: <u>Partially achieved. (Continued.)</u></p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - The average proportion of the expenditure of subprojects for promoting empowerment and capacity building of women and excluded groups reached 44% in Syangja and 36% in Morang. However, the proportion varies among VDCs. It reached 35% in 7 of 12 VDCs of Syangja and 4 of 12 VDCs of Morang. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - The proportion of real expenditure of subprojects that promote empowerment and capacity building of women and excluded groups exceeds 35% in all of the pilot VDCs and Municipalities of Syangja and Morang districts.
	5. Good practices of GESI responsive subprojects are collected from each pilot VDC/municipality by the end of the Project.	<p>Status of achievement: <u>Achieved. (Mostly continued.)</u></p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - Good practices of GESI responsive sub-projects were collected from VDCs and municipalities as the collection of anecdotes. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - Among the 8 visited pilot VDCs, 6 (Phedikhola, Biruwa Archale and Jagatadevi of Syangja, and Tetariya, Pokhariya and Urlabari of Morang) have applied the project good practices such as reforming a WCF and involvement of women and excluded groups in the project planning and implementation process.
	6. GESI responsive institutional mechanism is adopted in DDC and non-pilot VDCs of the two targeted districts in reference to the Project.	<p>Status of achievement: <u>Mostly achieved. (Partially continued.)</u></p> <p>(Project Completion)</p> <ul style="list-style-type: none"> - The following seven cases were confirmed. <ol style="list-style-type: none"> 1. DDC facilitated 21 non-pilot VDCs to make IPC members GESI responsive in Syangja. 2. DDC organized network of the women with disabilities in 19 VDCs, network of the single women in 19 VDCs, female inter-political party network in all VDCs in Syangja. 3. DDC conducted training on GESI statistics for GESI implementation committees in Syangja. 4. DDC and WCO workshop on GM/SI appraisal and audit for the representatives of the political parties in Morang. 5. DDC and GESI Implementation Committee conducted gender training for socially excluded groups of 12 VDCs in Morang. 6. DDC and LGCDP training on social mobilization for LGCDP, DDC, municipality, VDC in Morang. 7. GESI Implementation Committee conducted training on GESI for 5 non-pilot VDCs in Morang. <p>(Ex-post Evaluation),</p> <ul style="list-style-type: none"> - Although GESI Implementation Committees have not been functioning, the Social Development Section and Gender Focal Person have been assigned to work on GESI issues in DDC and municipalities In pilot VDCs, IPCs were found in place as continuation of GESI responsive institutional mechanism with responsibilities of village-level development planning, implementation, monitoring and appraisal.
(Overall goal) GM/SI responsive programs are implemented in Nepal.	1. GESI responsive institutional mechanism developed in other districts.	<p>(Ex-post Evaluation) <u>Achieved.</u></p> <ul style="list-style-type: none"> - DDCs of all 75 districts have established the Social Development Section and Gender Focal Point to deal with GESI issues and also the Gender Responsive Budgeting Committees. - IPCs are in place as guided by the Social Mobilization Guideline both at visited non pilot VDCs of Syangja and Morang.

Source: Terminal Evaluation Report, Project Completion Report and interview with MoFALD and VDCs.

3 Efficiency

The project period was as planned. Though the Outputs were produced as planned, the project cost exceeded the plan (ratio against the plan: 100% and 137%, respectively). Therefore, efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The 14th Three Year Plan (2017/18-2019/20) gives priority to GESI as a cross-cutting issue, incorporating gender equality and empowerment of women with a vision to develop a dignified, safe and civilized nation and also mentioning the vision of social inclusion with participation of all citizens.

<Institutional Aspect>

As of March 2017, the mechanism for implementing GESI responsive programs has remained same as those during the project period, except VDCs being merged into Municipalities. Concretely, MoFALD and MoWCSW take responsibility in policy formulation, coordination, and monitoring and evaluation. Interviewed officials of MoFALD, MoWCSW and DWC told that there should be a stronger coordination among themselves to attain GESI goals. At the village/municipality level, WCFs prioritize proposals submitted by CBOs and other groups and IPCs prepare the village/municipality development plan and budget plan. WCFs and GESI ICs monitor and support village-level programs and report to DDC. MoFALD has 4 personnel in GESI section and 1 GESI focal persons, but they are not sufficient to supervise GESI policies all over the country. MoWCSW has 3 personnel in the Gender Mainstreaming Section. The number of the personnel is not sufficient to materialize policies as both cross-cutting and stand-alone agenda in the country. In Morang and Syanja, each DDC has 1 Social Development Officer who is responsible for GESI matters, which is not sufficient to cover the area. DDCs face an issue of frequent transfer of LDOs. The number of WCF members depends on each ward. More than 33% should be women and others are from CBOs related to forestry, cooperatives, agriculture, etc. A Social Mobilizer is assigned in all of the visited target and non-target villages. The percentage of female members of IPCs is more than 33% in most of the visited villages to reflect voices of women and socially excluded groups. However, there is a concern about continuity of IPCs, because it is not sure if new leaders to be elected in the local election in 2017 would decide to sustain functions of IPCs

<Technical Aspect>

The personnel of MoFALD and MoWCSW has sufficient knowledge on GESI as they annually receive training on GESI and GRB including the newly joined personnel. GM/SI Resource Book drafted by the project has not been utilized by MoFALD, but instead, it has prepared its own GESI Resource Book by incorporating GESI policy provisions for local development and resource mobilization. The reason is that GM/SI Resource Book was not finalized. The draft resource book on GM/SI was not well recognized, because only few personnel of MoFALD were involved in the discussion for the development of the resource book during the project period. DDC members do not have sufficient knowledge on management of GESI responsive projects. They are local government staff and have basic knowledge on project management but not on GESI appraisal and audit. Training on these topics have not been provided. Knowledge of members of WCFs and VDCs varies; Members who have worked since the project period answered that they have sustained sufficient understanding of management of GESI responsive projects, but new members do not. Since the project completion, trainings have not been provided to VDCs due to the budget constraints, though they have needs for sustaining their knowledge.

<Financial Aspect>

The budget sources of DDCs and VDCs are the allocation from the central government collected serviced charges for issuing documents and tax revenues. The budget of DDC of Syangja and Morang has increased (Syangja: 565 thousand NPR in 2014 to 1,841 thousand NPR in 2017; Morang: 905 million NPR in 2015 to 1,417 million NPR in 2017). The visited DDCs have allocated 35% of their budget for targeted groups' program as per the decisions of various coordination committee relating to women, children, senior citizens, person with disability, ethnic people, etc. However, DDCs' interviewed officials informed that they have very little resources for recurrent expenditure, which is not sufficient to organize GESI IC meetings and monitoring visits. In other words, DDCs could not put the GESI IC meeting in the top priority, and that is why they did not organize it. However, according to the visited 9 VDCs, 8 have increased the budget. They have allocated at least 35% of the budget for the target programs especially for women, children and socially excluded groups, as it is regulated by GESI Policy and the Local Bodies Resource Mobilizations and Management Guideline 2012. On the other hand, there are needs for more budget allocation.

<Evaluation Result>

In light of the above, some problems have been observed in terms of the institutional, technical and financial aspects of the related organizations. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

The Project Purpose was mostly achieved and the Overall Goal were achieved. GESI responsive institutional mechanism including related committees and personnel appointment was developed and minimum budgets were secured to implement GESI responsive programs in the target districts. One of the recommendations drawn by the project was reflected for revision of the Gender and Social Inclusion Budget Audit Guideline 2010. The mechanism has been extended to non-target districts. Regarding the sustainability of the project effects, the organizational structure for implementation of GESI responsive programs has been sustained, but several issues were raised, such as an insufficient number of the personnel at both national and district level and limited training opportunities for the district and village level personnel. As for the efficiency, the project cost exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

- It is recommended to MoFALD to review GM/SI Resource Book developed by the project and revise it as a practical reference material to reflect GESI responsive planning, implementation and monitoring in the local development process for providing GESI related trainings to the newly elected representatives and personnel of the Rural and Urban Municipality. It is very important to make the local government GESI responsive.
- It is recommended to the Government of Nepal to replicate the project experiences in the local governance system with increased

budget for the capacity development of local governments targeting the elected representatives and officials so as to change their mind set.

Lessons learned for JICA:

- The project was found successful in the pilot districts in promoting participatory and democratic planning process at the village level and the effects have continued and been diffused in other villages, even despite of the limited human and financial resources at the national and district level. This is because the concept of GESI has been incorporated thoroughly in the development process in a consistent way, such as GESI responsive composition of members, GESI-specific budget allocation and audit, training related to GESI, etc. This consistent way has enabled DDCs and VDCs to plan and implement GESI responsive projects so as to be responsible for the results.
- It is important to involve maximum numbers of key position holders of the national level ministries and departments in the project activities in order to sustain effects of the conducted trainings and to use developed materials after the project completion. During the project period, the project team should have shared the project information not only with the personnel of GESI section, but also all other division chiefs and section chiefs of the ministries and departments among which personnel transfer possibly could occur. In countries like Nepal where personnel of the key posts in the ministries and departments may be frequently transferred, this point is critical to sustain the project effects. In addition to that, it is necessary to formulate the strategy for the institutionalization of the outputs of the project such as incorporation of the mechanism established by the project in the policies and guidelines and to realize it during the project period so that the project outputs could be sustained with new personnel after the administrative change or with other organizations.



A woman who started a tailor shop after receiving training from the project at Tetaria Village, Morang District



Interview during the ex-post evaluation survey at Biruwa Archale Village, Syangja District.