

ASIAN DEVELOPMENT BANK

FINAL REPORT *Volume 1 – Main Report*

CAPACITY BUILDING FOR GENDER EQUALITY AND EMPOWERMENT OF WOMEN - NEPAL

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ABBREVIATIONS

ADB	Asian Development Bank
CB-GEEOW	Capacity Building for Gender Equality and Empowerment of Women
CICC	Central Implementation Coordination Committee
DDP	District Development Plan
DLC	Dynamic Learning Community
DLF	Dynamic Learning Forum
DTL	Deputy Team Leader
DWD	Department Women Development
GEEOW	Gender Equality and Empowerment of Women
GFA	Gender Focal Agency
GFP	Gender Focal Point
GM	Gender Mainstreaming
GMCC	Gender Mainstreaming Coordination Committee
GMS	Gender Mainstreaming Strategy
GPS	Gender Planning Specialist
GSG	Gender Stakeholder Group
GSG	Gender Stakeholder Group
HRDP	Human Resource Development Plan
HRS	Human Resource Development Strategy
IA	Institutional Audit
IDS	Institutional Development Specialist
INGO	International Non-government Organization
ITL	International Team Leader
MIS	Monitoring Information System
MOF	Ministry of Finance
MOGA	Ministry of General Administration
MWCSW	Ministry of Women, Children, and Social Welfare
NGO	Non-Government Organization
NPC	National Planning Commission
NRM	Nepal Resident Mission (ADB)
OJT	On-the-job training
PDP	Professional Development Plan
PM	Project Manager
PME	Project Management Expert
PS	Procurement Specialist
TA	Technical Assistance (CB-GEEOW)
TOR	Terms of Reference

UN	United Nations
WDO	Women Development Office
WDOF	Women Development Officer
WDP	Women Development Program
WEAL	World Education Australia Limited

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ii
I. INTRODUCTION	1
A. Introduction	1
B. Background.....	1
C. TA Terms of Reference.....	2
D. TA Objectives.....	2
E. TA Methodology.....	2
II. IMPLEMENTATION EXPERIENCE	3
A. Introduction	3
B. Technical Inputs.....	3
C. Financial Inputs.....	4
D. Implementation Activities	5
E. Institutional Arrangements.....	5
III. ACHIEVEMENTS, OUTPUTS AND OUTCOMES	7
A. TA Achievements and Outputs.....	7
B. Outcomes	9
C. Objectives	9
D. Sustainability.....	10
IV. LESSONS LEARNED	11
A. Implementation	11
B. Institutional Capacity.....	11
V. CONCLUSIONS AND RECOMMENDATIONS	13
A. Conclusions	13
B. Recommendations	13

EXECUTIVE SUMMARY

The objectives of the TA Capacity Building for Gender Equality and Empowerment of Women Project were to (i) assist in designing and implementing appropriate institutional strengthening programs for DWD; (ii) assist DWD in increasing its capacity in project management, monitoring and evaluation, contracting and procurement, financial management, and accounting; and (iii) assist in early start-up and implementation of the GEEOW project by helping to develop and institutionalise procedures and establish the project institutional framework and management structures.

The TA largely met its objectives. The political situation aside, perhaps the single most constraining factor to capacity building/training was the TA had neither sufficient funds under its control or authority to conduct capacity building activities adequately. The reliance on either DWD or GEEOW project funds and their processes of plan and budget approval meant that TA activities did not follow the original training plan developed for implementation during the Technical Assistance.

With the support and guidance of the DG and TA Director the TA has been able to produce good outcomes, the chief of which is the shift in thinking about the importance of the Gender Focal Agency role that DWD/WDO can play. As well, greater support exists from major stakeholders including MWCSW to back the move towards this more strategic approach for DWD. It is important that the ground that has been gained in the greater understanding of gender and gender mainstreaming and in capacity building is not lost. Actions need to be taken to ensure there is continual forward motion. The time is right for DWD to become a centre of excellence in the field of gender and to adopt the function of the Gender Focal Agency.

One of the most important outputs of the TA is the Institutional Audit Report. This report has provided a blueprint of where DWD needs to go in the future and how to get there. Similarly sound implementable strategies and plans have been developed that provide the means and direction for DWD to move forward. The TA has been involved in the setting up of the Dynamic Learning Forum, which has proven useful to all levels of DWD to enhance capacity.

The TA recommends the MWCSW and DWD to implement the audit recommendations. It is essential as a matter of urgency that MWCSW and DWD develop a Plan of Action for implementing these recommendations with clear timelines and responsibilities, thus providing a guide to accountability and a means for seeking donor support where appropriate and necessary to implement the recommendations.

The Human Resource Development Strategy and Plan and the corresponding funding proposal should be used by DWD to actively seek funds for implementation as a matter of priority. Similarly other key strategies and plans such as the Gender Mainstreaming Strategy should be approved by MWCSW and implemented.

Also in line with the Institutional Audit's recommendations a phased approach is required to facilitate the shift to the new mandate of DWD/WDO and this phased plan should be based on a strategic plan for DWD and DWO.

Whether in the final analysis DWD has a sole gender mainstreaming mandate or has a dual mandate of gender mainstreaming and empowerment, it is important that DWD equip itself as the Gender Focal Agency with technical gender specialist staff, a gender section and ample gender resources to take the lead in gender mainstreaming within the government.

I. INTRODUCTION

A. Introduction

1. The final report is presented in two volumes: *Volume 1 – Main Report*, supported by *Volume 2 – Appendixes*. *Volume 1* comprises five chapters. The first chapter summarises the background for the Technical Assistance, outlines the objectives of the Technical Assistance (TA) and the terms of reference. The second chapter reports on the implementation experience including technical and financial inputs, institutional arrangements and the implementation of activities. Then comes discussion of the achievements and outputs in which progress is detailed in terms of progress against the Work Packages. These Work Packages cover the TA Terms of Reference (TOR), revised and approved by ADB (the original TOR were revised in May 2007). The chapter that follows describes the lessons learned, while the final chapter provides conclusions and recommendations for activities and actions that will ensure sustainable outcomes from the TA and will further support Department of Women Development's (DWD's) new role as the Gender Focal Agency within the Nepal Government.

B. Background

2. In July 2003, the Nepal Government, Council of Ministers (Cabinet) designated the WDO as Gender Focal Agency at the district level and subsequently approved the Gender and Child-Rights Mainstreaming Guidelines in 2004. In this role the WDO acts as facilitator and coordinator for issues concerning women and gender equality, rather than as an implementer of programs. Under this mandate WDO will have to (i) plan, monitor, coordinate, and evaluate the implementation of gender related projects, (ii) network with NGOs and other stakeholders working for women's rights, and (iii) establish and develop the WDO as the central information unit for matters relating to women.

3. At the central level, when the mandate of DWD is revised to reflect the gender mainstreaming mandate of WDO it will become more of an overseeing agency to ensure women have appropriate access to development programs. These changes present important opportunities for promoting gender equality and the empowerment of women.

4. The Asian Development Bank (ADB) approved, in December 2004, a loan for the Gender Equality and Empowerment of Women (GEEOW) Project¹ in Nepal to facilitate a process of economic, social, legal, and political empowerment among poor rural women and members of other disadvantaged groups, including ethnic and Dalit women. The Department of Women Development of the Ministry of Women, Children, and Social Welfare is responsible for overall management, implementation, and coordination of activities to meet the outcome of the Project. To reach the project beneficiaries effectively, the day-to-day management of the Project is delegated to the Women Development Officers (WDOFs) of the Women Development Offices, the decentralized DWD offices at district level.

5. During the preparation of the GEEOW Project, it was recognized that additional technical assistance (TA) would be needed to strengthen the managerial and institutional capabilities of DWD not only to manage the activities under the ADB loan, but also to become an institution able to mainstream gender within local governments and to make the district development plans (DDPs) responsive to women's needs. To respond to this need, a concept paper was prepared and endorsed for funding by the Gender and Development Cooperation Fund in April 2004. During the processing missions for the GEEOW Project, the

¹ ADB. 2004. Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the Kingdom of Nepal for the Gender Equality and Empowerment of Women Project. Manila (for \$10 million, approved on 16 December 2004).

goal, purpose, scope, implementation arrangements, cost, and financing arrangements of the TA (Capacity Building for Gender Equality and Empowerment of Women) were finalized.

6. A five-person consulting team for the Capacity Building for Gender Equality and Empowerment of Women (CB-GEEOW) was formed by World Education Australia Limited (WEAL), comprising an international team leader / institutional development specialist, and four national (Nepali) consultants / sector specialists; deputy team leader / institutional development specialist, project management specialist, gender planning specialist and a procurement specialist. Two counterpart staff from DWD completed the project team. The consulting team's terms of reference is discussed below and can be found in Appendix 1, along with a list of team members. The CB-GEEOW team began its assignment on 20 November 2006.

C. TA Objectives

7. The TA objectives were to: (i) assist in designing and implementing appropriate institutional strengthening programs for DWD; (ii) assist DWD in increasing its capacity in project management, monitoring and evaluation, contracting and procurement, financial management, and accounting; and (iii) assist in early start-up and implementation of the GEEOW project by helping to develop and institutionalise procedures and establish the project institutional framework and management structures.

8. The outcome and outputs of the TA as stated in the ADB Technical Assistance Report (2006)² Annex 1: Design and Monitoring Framework are as follows: Outcome – 'strengthened institutional and managerial capabilities of DWD, in line with its new role and mandate as gender focal point'; and Outputs - '(i) Institutional audit of DWD, (ii) Human resources and professional development plans for all levels of DWD staff, and (iii) Training of DWD staff.'

D. TA Terms of Reference

9. Following the institutional audit the TA team met with DWD staff to determine how they could best meet DWD and GEEOW Project needs whilst continuing to meet their own TOR and fulfilling TA objectives. As a result, the consultant team developed a set of revised TOR that would provide greater assistance to the implementation of GEEOW. The revised TOR reflected an incorporation of DWD's priority needs into the original TA TOR and have been approved by ADB. *Appendix 1: TA TOR and Team Members*, details the revised TA consultants TOR. This report outlines progress against these revised TOR.

E. TA Methodology

10. The TA team utilised a participatory approach wherever possible to engender ownership of, and credibility in the findings, outputs and outcomes, as well as to provide an opportunity for capacity building by participation in TA activities such as the institutional audit (IA) and the development of strategies and plans.

² ADB Technical Assistance Report "Proposed Technical Assistance Nepal: Capacity Building for Gender Equality and empowerment of women" Project number: 39006 February 2006

II. IMPLEMENTATION EXPERIENCE

A. Introduction

11. This chapter discusses the TA experiences in relation to implementation and provides comment on the delivery of inputs e.g. technical and financial, and conduct of activities. It also discusses the project institutional arrangements.

B. Technical Inputs

12. The TA consultant team comprised qualified and experienced consultants committed to the project outcomes. Similarly the counterpart TA Director was highly qualified, experienced and committed to supporting the TA team.

13. Project management and the flow of project activities were hindered by the fractional positions of both the team leader and the deputy team leader, and by the resignation of four consultants during the course of the TA. The team leader input was approximately one-sixth of project duration and this proved to be insufficient to effectively oversee project activities. If the project implementation had not coincided with a difficult political situation that made project execution complex and dynamic, the fractional position may have been tenable in terms of managing the project.

14. The status of an international team leader can be an important factor in gaining credibility and commitment from counterpart managers and senior level officials. As this TA was responsible for capacity building at all levels in DWD a greater time input by the team leader, perhaps half-time, may have supported increased capacity building activities at senior levels.

15. TA team member resignations created a hiccup in the flow of activities and put additional pressure on the team leaders' time. Replacing consultants during implementation meant relationships between team members and with DWD/GEEOW staff had to be built repeatedly. Despite induction by the DTL, there was also a lead-time in new consultants becoming familiar with the TA, its history, the progress of activities and the needs and expectations of DWD/GEEOW.

16. At the outset there were insufficient person months allocated to all consultant positions. This resulted from unanticipated delays in activity completion due to the political situation, unanticipated requirements of DWD and GEEOW, and from difficulties in accessing key DWD staff. The team leader required additional time to support the team from the home office, the DTL/IDS required additional time to manage the day-to-day implementation of the TA and to carry out their TOR, the GPS and PS required additional time to meet their TOR including meeting relevant GEEOW project needs, and the PMS worked long hours to provide necessary outputs. In relation to capacity building In this regard it was fortunate the political situation intervened and limited the amount of capacity building activities the team could conduct in the districts.

17. Although capacity building was presumed necessary in a number of subject areas relevant to the Project Management Expert (PME) and Procurement Specialist (PS)³ training responsibility for these was not assigned in the original TA TOR. This was remedied in the Revised TOR and added to the workload of these consultants.

³ ADB Technical Assistance Report "Proposed Technical Assistance Nepal: Capacity Building for Gender Equality and empowerment of women' Project number: 39006 February 2006, p4.

18. Available DWD staff did not have appropriate skills to act as TA project secretary / administration manager. The technical expertise of team members would have been utilized more efficiently if a project secretary had been included in the team launched by ADB/WEAL. This would have freed considerable consultant time to focus on technical activities.

19. Table 1 shows the total person months for each consultant as per the revised TOR and relevant ADB-WEAL contract variation. Despite the additional person months, consultants found themselves working long hours to meet expected outputs.

Table 1: Consultant person months

Consultant position	Total time	Additional time (as per the revised TOR)
TL - IDS	4.7732 months	0.6822 ⁴ months
DTL – IDS	18.0333 months	0.0333 months
PMS	24.0000 months	Nil
GPS	20.1000 months	2.1000 months
PS	12.5000 months	0.5000 months

20. Under the terms of the TA agreement, DWD would supply two full time counterpart staff - one TA Director, responsible for the day-to-day management and one technical staff person that would be responsible for managing the capacity building activities. Although the TA Director provided support and commitment to the team and the implementation of the TA activities, he held a fractional position on the TA. A technical counterpart staff person (WDOF) supported the team until July 2007 at which time she was returned to the district office. The Director General and the GEEOW project manager also provided support as and when required.

21. Since the GEEOW team has been in place the TA has worked in coordination with GEEOW staff in lieu of the counterpart staff person, to organise and deliver training and capacity building activities. This latter arrangement has provided an opportunity to conduct on-the-job training, although not in a planned and systematic manner.

C. Financial Inputs

22. **Both** the ADB TA financial input and the available counterpart contribution were insufficient to effectively conduct TA activities. The TA objectives and anticipated outcome and outputs required the TA to conduct training and capacity building to strengthen the institutional and managerial capabilities of DWD team. The training budget (USD15500) was sufficient for only two or three formal training events (if the TA were to fully fund the events), yet the required training was much more extensive. This shortfall in funds was compounded by lack of coordination mechanism between the GEEOW project and the TA.

23. The process for accessing funds from DWD was not straightforward or time efficient. Also, because the team was reliant on DWD/GEEOW for the timing and conduct of its capacity building activities there was often short lead-time from first learning of a capacity building opportunity and the event. This meant gaining the necessary pre-approval of some TA activities in accordance with ADB rules and regulations was rushed and resulted in added work for the Deputy Team Leader and other team members and delays in accessing funds.

⁴ This includes the increased inputs as per the revised TOR as well as increased inputs to cover additional tasks identified in August 2008 – inputs requested at the time of writing this report.

D. Implementation Activities

24. Despite the changing political situation, the TA has been able to deliver outputs in line with the TOR. The extent of capacity building activities has not met expectation due to a range of external circumstances detailed either in previous reports and / or below.

25. The TA was not in a position to implement capacity building activities / training of its own accord due to lack of sufficient budget and lack of authority to organise activities for DWD or GEEOW staff. Capacity building activities first needed to be incorporated into both DWD and GEEOW annual plans and then approved by MWCSW. These plans then required approval from the National Planning Commission and the Ministry of Finance before they could be incorporated in the CB-GEEOW annual plan. The timing within the year, that is, the quarter the activities were to take place, also had to be agreed and this timing was often delayed by either external circumstances such as political strikes or closures, staff commitment elsewhere, or by GEEOW constraints for example delayed appointment of staff to be trained.

26. **The lack** of authority to implement activities by the TA meant there was sometimes a conflict between the TA timeline and deadlines, and those of DWD/GEEOW. This was especially evident in arranging meetings with staff, gaining input and feedback on strategies, plans etc., and in following the agreed timeline for some capacity building activities where relevant DWD/GEEOW staff were not available. As a consequence, some capacity building activities have not been completed.

27. The TA was also constrained in building the capacity of DWD/GEEOW staff to implement the GEEOW project due to the late appointment to positions in the GEEOW WDO offices and the turnover of these personnel. The turnover has meant the induction and technical training has to be repeated, yet there is little time or funds available for this in the remaining TA project time.

28. Implementation activities are detailed in Chapter III under the project packages / components as per the revised TOR and work schedule given in the Interim Report. Additional activities are also outlined here and the TA activities and experiences are outlined and compared to the revised Work Package document, which indicates the anticipated outputs and their timeframe.

E. Institutional Arrangements

29. The location of the TA office within the building that housed DWD proved an ideal placement. It allowed staff and team members to develop relationships and provided access for discussion and capacity building that was greater than an external office would have allowed.

30. Good relationships between the TA team and DWD staff were established through frequent contact and working together. Because the team was reliant on the cooperation of the GEEOW project to enable team members to carry out some of their TOR, and in the absence of an explicit agreement to fund activities and clear cooperation and coordination mechanisms the team would have benefited from a stronger relationship with ADB and from an effective communication strategy between the TA and ADB. Notwithstanding this the team worked together with the NRM Gender and Social Development Adviser (Consultant) to establish the GSG and develop the WDP staff-coaching proposal. Given the challenges that frequently arose for the team, a reliable communication strategy would have been beneficial.

31. **The TA** was intended to support DWD and the GEEOW team to implement the GEEOW project, yet, despite formal agreement there were no formal mechanisms mentioned

in the GEEOW project documentation the team could cite to make joint planning or catch-up mandatory. This tended to fragment the joint effort.

III. ACHIEVEMENTS, OUTPUTS AND OUTCOMES

32. This section outlines the achievements and outputs of the TA and the extent to which they match the intended achievements and outputs. It also discusses the TA contribution to the intended outcomes and objectives of the Technical Assistance.

A. TA Achievements and Outputs

33. According to the Revised Work Plan outlined in the Interim Report and reproduced with further revision of timelines in Appendix 4 (TA Revised Work Plan) there were to be ten major achievements. Their status is shown in table 2 below.

Table 2: TA Achievements

#	Achievement	Status
1	Review of DWD policies, plans, decrees, operating guidelines, organizational structure, personnel system, and financial management system	Completed
2	Institutional audit of DWD	Completed
3	Development of human resource and professional development plans for all levels of DWD staff	Completed
4	Development of 5-year training program for DWD staff	Completed
5	Refined TORs of consultant team based on the needs assessment	Completed
6	Development of program for on-the-job training	Completed
7	Development of training materials and modules	Not fully completed
8	Conduct of training program incl. OJT	Not fully completed
9	Feedback and evaluation of training incorporated into training plan (modules to GEEOW PM);	Not expected to be completed
10	Transfer of materials, plans and knowledge to the director of the GEEOW project.	Expected to be completed on time

34. Of the ten major achievements listed the first six have been successfully completed. The seventh, development of training materials and modules, has been completed in five of the seven identified subject areas. Some topics in the sixth subject area (Rights-based Gender Mainstreaming Approach) have been developed by GEEOW, entitled Legal Empowerment Resource Book. The final subject area, Training of Facilitators on GM, is unlikely to be developed before project completion. The eighth major achievement, conduct of training program, has been limited due to reasons discussed in other sections of this report and in the Interim Report. There has been insufficient training to allow reliable feedback and evaluation of training to be incorporated into the training plan. The tenth achievement is expected to be completed on time. Refer to Appendix 3: Progress Against Revised Work Schedule for full details of progress on the revised Work Schedule and to Appendix 5: Revised Work Schedule for details of anticipated completion dates for remaining activities.

35. TA outputs as stated earlier are (i) Institutional audit of DWD; (ii) Human resources and professional development plans for all levels of DWD staff; and (iii) Training of DWD staff. The TA has conducted the institutional audit of DWD, developed human resources and professional development plans for all levels of DWD staff, and conducted training of DWD staff, albeit less than necessary to meet the project outcome. Other TA outputs are the production of documents such as strategies, plans, training materials, and reports. The team has produced 42 documents, which are listed in Appendix 2: List of Documents Produced.

36. The TA team has worked in accordance to the Revised Work Schedule. Refer Appendix 5: Revised Work Schedule. All activities in Work Package 100 (Institutional Audit of DWD) and 200 (Human Resource and Professional Development Plans for DWD staff) have been completed with the exception of “Support DWD/WDO in regularization of WDO staff”. This activity is on-going and will only end when the government regularizes the WDP staff of WDO. Preparatory classes are being planned with the support of ADB and other donors. All activities in Work Package 300 (5-Year Training Program for DWD Staff) have been completed. Within the Training Materials and Modules Work Package (400) the development of training materials and modules is in progress and may not be completed for all seven identified subject areas, the trial and evaluation are yet to be completed. It is not anticipated the final evaluation of the training materials will occur due to too few training events having taken place.

37. Similarly, in Work Package 500 (Training Program) the conduct of training is only partially completed and the evaluation of the training is not expected to be completed because insufficient training has taken place. Refer Appendix 6 Training Conducted, for a list of training conducted to 31 August 08 and then to paragraph 41 below where planned activities are listed. The team has experienced particular difficulty in conducting on-the-job training in the districts. For example, the schedule of on-the-job training for January 08 for the eastern *terai* was cancelled due to a series of strikes/bandha. After several postponements the team cancelled the OJT in the *terai*. Another opportunity has not arisen. All other activities in this package have been completed.

38. Work Package 600 (Transfer Materials, Plans and Knowledge to GEEOW) is completed apart from final hand over of materials etc to GEEOW. Within Work Package 700 (Gender Mainstreaming Support to GEEOW Project) it is not anticipated Activity 770 - Assist DWD to prepare an analytical framework for identifying gender gaps in sectoral development, will be completed due to insufficient time. With the changed political situation it is not thought appropriate to carry out Activity 780 - Assist DWD in revising Gender and Child Rights Mainstreaming Guidelines - at this time. However a list of suggestions for improvement has been collected from fifteen WDO staff for revision and will provide guidance to the revision when it occurs. All other activities in Work Package 700 have been completed.

39. **Activities in** Work Package 800 (Project Management Support to GEEOW Project) are either completed or will continue as, and when required for the duration of the TA.

40. The Work Package detailing additional activities from the revised TOR (shown in Appendix 3 Table 10) shows all as having been completed. Appendix 3 Table 11 also outlines 25 additional activities not mentioned in the TA Revised TOR that have been completed by the team.

41. An additional activity of significant importance to project outcomes was the Institutional Audit Report dissemination workshop. This workshop was held on 19 August 2008 and was attended by more than 70 participants representing a range of major stakeholders including MWCSW, DWD, Ministry of Local Development, Nepal Rastra Bank, National Planning Commission, UN agencies, INGOs, GFPs from different ministries, donor organisations, and NGOs. The audit findings and recommendations were considered to be very valuable and several stakeholders including Secretary MWCSW were keen to use the document and recommendations to effect change. Refer Appendix 7: IA Dissemination Workshop Proceedings.

1. Activities planned for the remainder of the project

42. The following activities are planned for implementation prior to TA completion:

- Conduct two Dynamic Learning Forum sessions
- Conduct 5-day training on Women's Legal Rights for Prosecutors, Kathmandu
- Conduct 3-day training on Gender Responsive Planning, Monitoring and Reporting, Kathmandu
- Technical backstopping by PME
- Gender Mainstreaming Strategy Stakeholder Workshop
- Hand over of final training materials, modules, plans and knowledge to GEEOW, along with a list of training providers
- Hand over of all office equipment, supplies and resources to DWD.

The team also will continue to take relevant capacity building opportunities where they present themselves, budget allowing.

B. Outcomes

43. As detailed earlier the intended outcome of the project is:

- The strengthened institutional and managerial capabilities of DWD, in line with its new role and mandate of gender focal point.

44. The TA has achieved this outcome to a certain extent through capacity building activities, development of strategies such as the Gender Mainstreaming Strategy and establishment of mechanisms eg Dynamic Learning Forum that support continual staff learning. Due to reasons already discussed there has not been sufficient capacity building to reach this outcome fully.

C. Objectives

45. Objective 1) assist in designing and implementing appropriate institutional strengthening programs for DWD.

46. The TA has assisted in designing appropriate institutional strengthening strategies and plans for DWD as follows; Human Resource Strategy (HRS), Human Resource Development Plan (HRDP), Professional Development Plan (PDP), 5-year Training Plan and On-The-Job Training Plan (OJT). The TA has also assisted DWD to implement the plans by assisting in the development of a funding proposal for implementation of the HRDP. Training has been conducted including OJT in most of the identified subject areas, but for a limited number of staff.

47. Objective 2) assist DWD in increasing its capacity in project management, monitoring and evaluation, contracting and procurement, financial management, and accounting.

48. The TA has assisted in developing manuals and guidelines in monitoring and evaluation, e.g. Project Performance Management System (PPMS) and Project Performance Monitoring and Reporting Plan (PPMRP). Similarly the TA has assisted in developing manuals and guidelines in contracting and procurement, financial management and accounting, e.g. Accounting Manual, Procurement Guidelines Part I – IV, Bidding Document for Procurement of Goods. Refer Appendix 2 for full list of relevant documents. The TA has conducted some formal and OJT in these areas as well. Due to late appointment of personnel to GEEOW district WDOs and to the turnover of these personnel the TA has not increased capacity sufficiently in these areas for full GEEOW project implementation. Also the team, especially the Project Management Specialist and the Procurement Specialist, also has supported GEEOW team in their specific fields throughout implementation.

49. Objective 3) assist in early start-up and implementation of the GEEOW project by helping to develop and institutionalise procedures and establish the project institutional framework and management structures.

50. The TA team has assisted in the development of all necessary procedures such as GEEOW project operational guidelines, procurement guidelines, accounting manual, bidding document, performance management system, and performance monitoring and reporting plan (refer Chapter III). The TA team has also assisted in the establishment of the project institutional framework e.g. CICC, and GSG, and with the development of baseline, PME, MIS and reporting documents. Also the team have assisted in the development of the GEEOW Operational Guidelines, the TOR for the GEEOW team, sample Job Description (PM), and TOR for CICC, GSG, and GMCC.

D. Sustainability

51. The TA team has assisted the establishment of some mechanisms to support the sustainability of project achievements, outcomes and continued capacity building. For example, the Dynamic Learning Forum and the Gender Stakeholder Group, which will provide a forum for DWD to build and share skills. In addition, strategic documents e.g. the Human Resource Development Strategy, the Gender Mainstreaming Strategy, the Human Resource Development Plan and other reference material will help DWD to enhance its skills and resources. DWD has found the DLF to be particularly useful for capacity building and has taken full ownership with clear intention to continue to hold DLF events.

52. The Human Resource Development Plan and funding proposal provide an opportunity to further develop DWD capacity. Similarly, the Institutional Audit report and recommendations have provided a basis for wide stakeholder support for change and capacity building.

IV. LESSONS LEARNED

A. Implementation

53. The TA was a capacity building project without sufficient funds under its control or authority to build capacity effectively. These constraints can lead to less than optimal implementation and outcomes. Taking responsibility for capacity building without sufficient resources and the required authority puts the consultant team in a dilemma. Therefore there should be a clear scope of work that is supported with sufficient budget before implementation.

54. As for any appointment, counterpart technical staff assigned to a project need clear Job Descriptions and Terms of Reference and they need to act with authority on behalf of the project. Without this time can be wasted and actions can be less effective. When a project is designed with provision of counterpart staff it is necessary to make sure they are actually available to be assigned, otherwise both the executing agency and the project team are disadvantaged.

55. ADB can play an important role in supporting IA recommendations where these recommendations require high-level government action. Otherwise recommendations can remain hidden in documents instead of actioned. ADB's role can be in advocacy or use of leverage.

56. When the TA was designed a different DG and Director were in place in DWD and there was an assumption the WDO would be following the 'Gender and Child Rights Mainstreaming Guideline' to function as the Gender Focal Agency. Yet when the TA commenced in November 2006 DWD (with a new DG and Director in place) was still functioning as an implementing agency and did not wish to change to act solely as a gender mainstreaming agency. Accordingly the TA was asked to conduct an institutional audit of DWD as an implementing agency, not as a Gender Focal Agency. The TA objectives and activities were designed to support DWD to function as the Gender Focal Agency, and, because of the full time nature of this function, precluded it also continuing to work as a comprehensive implementing agency. This was not in harmony with the TA Director's intentions. The TA team attempted to meet both their TOR and the needs of DWD, where the two were not counterproductive. Acknowledging the difference in thinking the team put considerable effort into raising awareness amongst senior staff of the benefits of DWD acting as the Gender Focal Agency. Without confirmation of the TA's relevance and applicability at time of implementation TA objectives can be compromised. This applies to all contexts and situations but especially in those situations where a country is undergoing political and social change.

B. Institutional Capacity

57. DWD and MWCSW needed enhanced capacity yet the timeframe and resources were too short to build capacity sufficiently by TA means alone. GEEOW could have been a means to reinforce and operationalize the skills the TA was intended to build. However DWD has continued to view itself as an implementer and therefore may not make full use of the GEEOW project activities to change its focus to facilitation and coordination.

58. One of the key constraints to gender mainstreaming and empowerment is the patriarchal attitude at all levels of government including MWCSW and DWD/WDO. It is therefore necessary to develop attitudes that see women and men as equal in terms of dignity and identity. Currently DWD gives greater importance to the economic empowerment of women assuming their position within the family will improve once they are earning money (WID approach). DWD has not yet inculcated the concept of equality of women and men by

virtue of being human. Without a human rights approach (CEDAW) a new culture of equal respect cannot be developed. The program needs to shift to a rights-based program with rights awareness and the creation of a new culture that is based, not on patriarchy but on human rights.

V. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

59. The TA with the support and guidance of the DWD Director General and the TA Director has been able to produce good outcomes, the chief of which is a shift in thinking about the importance of the Gender Focal Agency role that DWD/WDO can play. Major stakeholders have also evidenced a greater awareness. The Institutional Audit dissemination is an important mechanism for change. Its wider circulation will help create a critical mass. This document provides a blueprint of where DWD needs to go, and how to get there.

60. It is important that the ground that has been gained in the greater understanding of gender and gender mainstreaming and in capacity building is not lost. Actions need to be taken to ensure there is continual forward motion. The time is right for DWD to become a centre of excellence in the field of gender to function as the Gender Focal Agency.

61. Sound implementable strategies and plans have been developed which provide the means and direction for DWD to move forward. It is important that DWD does not lose momentum but takes these strategies and plans and find the ways and means to implement them. Those mechanisms that have been set up such as the Dynamic Learning Forum and the Gender Stakeholder Group must be continued and used as a means for continual human and institutional capacity building and social capital.

B. Recommendations

62. These recommendations are aimed at supporting DWD to continue to move forward and to build on some of the foundations it has laid with the support and assistance of the CB-GEEOW TA.

63. The MWCSW and DWD need to implement the recommendations of the Institutional Audit. It is essential as a matter of urgency that the MWCSW and DWD develop a Plan of Action for implementing the recommendations with clear timelines and responsibilities. This document will not only provide a guide to accountability, it also will provide a means for seeking donor support where appropriate and necessary to implement the report recommendations.

64. ADB should support the implementation of the Institutional Audit recommendations where possible.

65. In line with Institutional Audit recommendations, a phased approach is required to facilitate the shift to the new mandate of DWD/WDO and this phased plan should be based on an overall strategic plan for DWD and WDO. To support DWD in the transition phase DWD needs to be restructured and a Gender Unit formed as a matter of urgency. This unit should be staffed with Gender Specialists. These staff would focus on gender mainstreaming and one of their chief roles should be to build the gender mainstreaming capacity of other DWD staff.

66. Also during the transition to the gender mainstreaming mandate DWD should have a greater number of gender specialist staff (not only in the Gender Unit) to build the gender mainstreaming capacity of DWD and to effectively implement the new mandate.

67. ADB should support the implementation of the HRDP to continue the capacity building of MWCSW, DWD and WDO for their role as Gender Focal Agency. Only when the three levels of the organization have adequate specialist gender and gender mainstreaming skills and knowledge can they be the Gender Focal Agency at their respective level. The majority

of staff training and capacity building can occur within Nepal. The training of some particular key staff within these organisations (perhaps 10-20 staff) cannot be undertaken by training institutions within Nepal due to insufficient specialised knowledge and skills in gender and gender mainstreaming as it applies to these staff roles. These staff should have appropriate and relevant training abroad and transfer their skills and knowledge to others on return.

68. ADB should support MWCSW and DWD to move to the gender mainstreaming mandate with a gender mainstreaming project that enhances MWCSW and DWD's role as the GFA. This will allow the WDO to be in a position to act effectively and extensively in the GFA role. Gender mainstreaming capacity at ministry level supports capacity and implementation at other levels. Without the mandate and resources in the higher organisation to support the implementation of the new mandate of WDO, its success will be limited.

69. MWCSW and others should continue advocacy and lobbying to transform all ministry GFPs into Gender Units staffed by gender specialists. MWCSW can take a lead role in capacity building of the Units.

70. MWCSW should take a lead role in facilitating the Gender Stakeholder Group (set up under GEEOW activities). DWD will strengthen its capacity as the Gender Focal Agency by its involvement in this group, which provides a platform for advocacy and a means to improve coordination and harmonisation on gender policies/approaches, programs and projects between various donor and Government programs.

71. DWD should seek approval of the Human Resource Development Strategy and the Gender Mainstreaming Strategy from MWCSW and then fully implement the strategies. DWD's strategic documents such as the Human Resource Development Plan and the Training Plan should be used as working documents and be revised periodically. The culture of revising and updating documents needs to be institutionalized.

72. DWD should continue its capacity building effort through training and exposure in line with its 5-year Training Plan.

73. DWD should use the Human Resource Development Plan and the funding proposal already developed to actively seek funds for implementation as a matter of priority. Wherever possible MWCSW staff should be included in capacity building activities.

74. DWD should institutionalise, strengthen and broaden their Dynamic Learning Forum mechanism.

75. The Gender and Child Rights Mainstreaming Guidelines, the document that guides WDO to play the role of GFA, should be reviewed by incorporating the WDO's suggestions. This should be done by DWD once the local governance system according to the new political system is clear. The guidelines should be transformed into action. Therefore, it is considered inappropriate to do the revision now but rather wait till the new political system is in place.

76. WDOs, acting as the GFA need to work through Social Mobilizers and VDC bodies to cover the whole district. This will support gender mainstreaming at the VDC level. To achieve this DWD's coverage at the district level should be increased to access more Village Development Committees (VDCs). At that level WDOs can work with women leaders as well to mainstream gender in the community (community-based gender mainstreaming). To this end MWCSW should seek additional funds from Ministry of Finance (MOF), change of policy from NPC, and more staff from Ministry of General Administration (MOGA).

77. The recommendations above are based on the overarching recommendation that DWD/WDO have a mandate for gender mainstreaming. The organisation is currently an implementing organisation with a gender mainstreaming mandate on paper. Regardless of the future mandate, whether it is a sole gender mainstreaming mandate or a dual mandate of implementation and gender mainstreaming these recommendations are valid for DWD to act as the Gender Focal Agency and to play the role of facilitator, coordinator, monitor and evaluator.

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