

Report of the
End of Project Evaluation
of UNIFEM's work on implementing the
Project

**“Deepening Democracy,
Women's Participation in
Peace and Politics”**

By

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Executive Summary

The project “Deepening Democracy, Women’s Participation in Politics and Peace” is a part of the ongoing efforts of UNIFEM in supporting gender equality and women empowerment in Nepal. Funded by the United Nations Democracy Fund (US\$ 350,000), the project had two major outcomes: (1) Inclusion of gender concerns and women’s rights in the new Constitution of Nepal and in Legislation, Policies and Plans (2) Increased participation of women in political and peace processes. The two-year project (February 2007 to December 2008) had five outputs and 18 activities and was executed by UNIFEM Nepal and implemented by 16 partner organisations. With the completion of the project, UNIFEM commissioned an end of the project evaluation to generate comprehensive and specific evaluation feedback of the project with a purpose of using results for planning work on promoting women’s participation and engendering the Constitutions and legislations of Nepal. This report is the output of the evaluation.

The evaluation was conducted by using participatory and result-based approach involving a wide range of diverse stakeholders. In the process, documents were reviewed, questionnaires and checklist prepared; interview with various stakeholders including the staff of UNIFEM Nepal, partner organisations, UN bodies, and participants conducted; consultations and roundtable organised; and field visit made. Assessment was made on the basis of four criteria: effectiveness, efficiency, relevance and sustainability.

Project effectiveness

The effectiveness of the project has been assessed in accordance with the activities, outputs and outcomes detailed in the results framework. There were 18 activities planned and implemented that generated five outputs as planned. The project outputs achieved included (1) Consensus built with women’s groups, political parties, civil society, government ministries on new draft Constitution incorporating gender equality considerations; (2) New draft Constitution incorporating gender equality provisions adopted by Drafting Committee for presentation to Constituent Assembly; (3) Women’s contribution to political and peace process made visible; (4) Strengthened commitment to gender equality and women’s participation in key political including peace processes; and (5) Pool of trained and aware women available at national and district level to participate in peace process.

In regards of outcomes, the project achieved one outcome but could not achieve the another due to external factors. The achieved outcome was increased participation of women in political and peace processes. This outcome was assessed based (1) Increased percentage of women in decision making: (i) in parliament from 5%-10%, (ii) in task forces from less than 5%-10%,(iii)in diplomatic missions from 2%-4% (2) Increased percentage of women in peace negotiation (from less than 2%-5%) and in peace building processes (not currently in place, target to 5% minimum), (3) Number of women candidates standing for election (information not available currently but will be systematized during next election process), and (4) Number of recommendation adopted to engender the political party manifestos (information not available currently but will be systematized during next election process).

There has been remarkable increase in the women's participation in politics. There are now almost one-third of women in Constituent Assembly from 5% in previously elected parliament. In task-force, 9 out of 14 committees are headed by women from barely 5% in the past. In the peace building process, it has been agreed that there will be 33% in the Local Peace Committee. In CA election about 9 percent were women candidates in the First-Past-The-Post and over 50% women candidates in proportional representation. The political party manifestos are relatively better gender-sensitive. The current CA election manifestos have incorporated about 33% gender-sensitive recommendations, in an average, though the percentage of recommendations being incorporated into the manifestos differed largely (Above 53% to 7%) by party.

The another outcome "Inclusion of gender concerns and women's rights in the New Constitution of Nepal and in legislation, policies and plans" was assessed on the basis of two indicators: (1) Number of recommendations included in the new Constitution and (2) Number of pro-women legislation passed New Constitution has not been formed yet. Therefore, number of recommendations included in the new Constitutions cannot be assessed at this moment. There are, however, the visible symptoms that many of the recommendations would be incorporated into the new Constitution. Signing of gender-sensitive recommendations jointly by prominent actors; joint launching of the recommendations for engendered Model Constitution by the Prime Minister and Chairperson of the Constituent Assembly; visible presence of women in CA; conscious and alert civil society; and resources available to mobilise civil society and other stakeholders with donors and UN agencies including UNIFEM are some of the symptoms based on which positive assumptions can be made.

There was a pro-women legislation passed during the project period. This was the Constituent Assembly Member Election Bill. It can be considered as a pro-women bill, as it has made mandatory for each political party to have certain percentage of women candidates in the CA election. Another related bill was the Truth and Reconciliation Commission Bill. Though yet to be passed, the bill is also relatively gender-sensitive as it has provision of making Local Peace Committee with at least 33% women. In both cases, the contribution of the project supported civil societies was significant as they created pressure through advocacy and other activities for incorporating gender issues.

In addition to planned outcomes and outputs, projects supported for additional interventions capturing the emerging opportunities of the target group. These included (1) Engendering the Constituent Assembly Election Act 2007, (2) Promoting gender sensitive Truth and Reconciliation Bill 2007, (3) Developing of NPA on 1820 led by Ministry of Peace and Reconstruction, and (4) Formation of Peace Media Network and its mobilization.

Project Efficiency

Efficiency was measured while looking at the overall project performance, the outputs in relation to the inputs, the financial management, and the implementing timetable. Assessment indicates that project was able to perform well even with a tight budget. More works were done by partner organisations with relatively less costs compared with other agencies and projects. Though the staff size was small, all activities were completed within the project period. The project applied the participatory monitoring and supervision. There was good leverage of resources by UNIFEM as well as partner organisations. Likewise, both formal and informal communications were well managed between UNIFEM and partners. General public was made aware of the project through advocacy materials, IEC materials, placards, banners, TV spots, documentary and radio jingles.

Relevance

The relevance of the project was examined by assessing the degree to which the project was justified and appropriate in relation to the need and situation on the national/regional/global level. Project needs and priorities were identified by analysing the context of the country, UNIFEM's areas of mandate and UNDEF areas of interest for funding. The project captured the need of the country focusing specifically the need of women's rights in institutions and Constitution. Advocacy,

capacity building, awareness raising, building of a knowledge base and fostering regional learning and sharing were effective strategies. Flexibility, involvement of diverse groups of stakeholders, issue-focused strategy of UNIFEM were also equally relevant strategies that the project undertook.

Sustainability

Sustainability of this project was gauged by the extent to which benefits from the project will continue or are likely to continue after UNDEF support has come to an end. There is the likelihood of continuity of the processes and systems established by the project. UNIFEM has tailor-made the continuing and upcoming projects to give continuity to its support for good works that the project has achieved. Partner organisations also have been continuing some activities with their own resources as well as resources from external sources. The good practices, however, might not continue to the desired level due to low level of the resources with partner organisations and also due to their tendency of expecting from external development partners. At the same time, low level of coordination among the external development partners might not be encouraging for sustaining the good practices of the project. How to sustain the achievements is a big challenge.

Strengths of the Project

The timeliness and context specific nature of the project, empowerment of partner organisations from excluded groups, flexibility, addressing women's issues from the national as well as victim women's perspectives, media mobilisation, good partners, motivated staff, facilitating role of executing agency, and good relationship of the executing agency with the policy-making body were the strengths of the project identified by respondents.

Weaknesses of the Project

High level of dependence on external environment, short period of the project, long-time required to come into consensus regarding gender neutral language and other issues, lack of effective coordination among donors were some weaknesses identified.

Good Practices

- Round table discussions were referred as one of the good practices to bring the collective opinion of different stakeholders.
- Making greater use of given resources and putting supplementary funds from their own side by partner organisations.

- Partner organisations' continuing some activities within own organisations and in members of their network where they have influence
- Advocacy and lobbying for proportional women participation within their parties by 13 women members from different political parties and their sister organizations who participated in the advisory committee meeting.
- Partnership spirit of UNIFEM where UNIFEM behaved as a co-worker rather than funding or executing agency

Lessons Learnt

- Mobilisation of all related stakeholders creates a strong pressure that helps achieve the intended results.
- Much can be achieved even with little resources and efforts if right agenda is chosen for development at right time.
- Active role of executing agency in activating partner organisations contributes significantly the implementation of the project in time without compromising the quality.
- Selection of appropriate partners is a critical issue that determines largely success of the project.
- Women CA members are compelled to follow the party decisions even on gender related issues.
- When a project intends to address issues that are adherent to the interest of both executing and implementing agencies, activities tend to continue beyond the project period till the objectives are achieved.

Recommendations

- Institutionalising the achievements of the project is a challenging task. UNIFEM and partner organisations pay attention to continuing support for gender-sensitive constitution.
- Though political parties made their manifestos gender-friendly, the parties are not following the manifesto honestly. A strong and continuous advocacy for implementation of party manifestos is necessary for which UNIFEM support is important.
- Encourage women CA members to form a Caucus as this helps develop common understanding on gender related issues and give a common voice.
- Organise CA member-friendly capacity enhancement activities on gender equality and empowerment issues that are interactive, learning and sharing
- Support for strengthening the local service provision on women, peace and security as well as issues related to rehabilitation, reconciliation and

reintegration affect women and men differently by building relations with government at local level.

- Build the capacity of target group so that they are capable of demanding for services provided by different agencies
- Provide fellowship for depth reporting on issues of marginalized women also from remote areas.
- Continue supporting MoPR for finalising NPA on UNSCR 1325 and 1820 and help for searching funds for its implementation.
- Include uptake pathways in the proposal to scale up the good practices to the vicinity of the project. This should clearly say how to disseminate the success stories of the project to larger areas.
- Include cost of violence as an area of investigation as violence is ever increasing.
- Work with groups already in existence where applicable rather than forming new groups.
- Provide support for establishing and/or strengthening a resource centre related to gender and women issues. Ensure easy access of common people to the resource centre.
- Improve UNIFEM monitoring and database system keeping in view the need of the data necessary for final and impact evaluation. This is not only important for the project under study, it is also equally important for UNIFEM.

List of Abbreviation

\$	Dollar
BPFA	Beijing Platform For Action
CA	Constituent Assembly
CCD	Centre for Constitution Dialogue
CEDAW	Convention on the Elimination of all Form of Discrimination Against Women
CPN-M	Communist Party of Nepal (Maoist)
DDC	District Development Committee
DDWPPP	Deepening Democracy, Women's Participation in Politics and Peace
EC	Election Commission
FGD	Focus Group Discussion
FPTP	First Past The Post
IEC	Information, Education and Communication
IHRICON	Institute of Human Rights Communication Nepal
INGO	International NGO
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MJF	Madheshi Janadhikar Forum
MoPR	Ministry of Peace and Reconstruction
MoWCWSW	Ministry of Women, Children and Social Welfare
MP3W	Making Politics Work With Women
NC	Nepali Congress
NCP-ML	Nepal Communist Party—Marxist-Leninist
NDI	National Democratic Institution
NDWA	National Disabled Women's Association
NGO	Non-governmental Organisation
NMKP	Nepal Majdoor Kisan Party
NPA	National Plan of Action
NWC	National Women's Commission
OHCHR	Office of the United Nations High Commissioner for Human Rights
PM	Prime Minister
PON	Programme Office, Nepal
PP	Political Party
PR	Proportional Representation
PSWG	Peace Support Working Group
RPP	Rastriya Prajatantra Party

SGBV	Sexual and Gender Based Violence
SPA	Seven Party Alliance
TLMP	Tarai Madhesh Loktantrik Party
ToR	Terms of Reference
TOT	Training of Trainers
TRC	Truth and Reconciliation Commission
UML	United Marxist Leninist
UN	United Nations
UNDEF	United Nations Democracy Fund
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNMIN	United Nations Mission in Nepal
UNSCR	United Nations Security Council Resolution
US	United States of America
VDC	Village Development Committee
WHR	Women's Human Rights

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**Evaluation of UNIFEM's work on implementing the Project
"Deepening Democracy, Women's Participation in Peace and Politics"**

CHAPTER I: INTRODUCTION

1.1 Background of the Project

UNIFEM is working in Nepal to promote gender equality and women's empowerment prior to conflict, during the conflict and post-conflict situations through several initiatives. The post-conflict situation has been characterized by reforming the governance institutions with more democratic values making them more inclusive from gender and ethnic perspectives. The historical proclamation of the House of Representative reinstated in 2006, for instance, included a very important provision for a 33% representation of women in all state bodies. It also proclaimed the end of discriminatory laws and citizenship rights to women. Taking advantage of unique window of opportunity of a political will to engage women in public decision-making and to redress centuries of social exclusion, UNIFEM executed a project entitled "Deepening Democracy, Women's Participation in Politics and Peace (DDWPPP)" from February 2007 to December 2008 with funding support from the United Nations Democracy Fund (UNDEF). DDWPPP was a national level project in Nepal which was implemented with the overall budget of US \$ 350,000.00. The Project focused on two major outcomes: (1) Inclusion of gender concerns and women's rights in the new Constitution of Nepal and in Legislation, Policies and Plans (2) Increased participation of women in political and peace processes.

The DDWPPP project aimed to enable UNIFEM to support Nepali women activists and public sector actors to ensure that women's views are represented in the current peace process, in the transitional arrangements through which new governance institutions (such as the Constitution and the electoral system) will be reformed, and in post-conflict public decision-making. The project focused on reviewing the Interim Constitution from gender and equality perspective and developed a revised/new draft recommendations for engendered model Constitution. The Model Constitution, which is expected to be used as an advocacy tool as a guideline to draft the new Constitution from gender perspective, was recently launched by the Prime Minister and the Chairperson of the Constituent Assembly (CA) in a special function on the eve of Women's Day, March 8, 2009.

Nepal has a vibrant and proactive women's movement and many women's organizations, human rights activities, inter party women's alliances, ethnic and indigenous women's groups, UN agencies, NGO, INGO and bilateral agencies have pushed the issues of women human rights at the forefront of Nepal's political agenda. The DDWPPP project has built partnership with these actors in order to ensure that formal declarations of gender equality are translated into strong policy and supporting laws and legal mechanisms. It has used the UN Security Council Resolution 1325 and 1820 as the guiding documents to support women's increased participation in peace and post-conflict processes, notably in the reconstitution of governance institutions. Strategy involved included advocacy, capacity building, awareness raising, building of a knowledge base and fostering regional learning and sharing through exchange and exposure visit. UNIFEM intended to deepen its work in Nepal for women's human rights, political empowerment and economic security. The Convention on the Elimination of all Form of Discrimination against Women (CEDAW), the Beijing Platform for Action (BPFA), UN Security Council Resolution 1325 and 1820, the 10 Point Declaration on Women and Peace, peace agreements and various understanding of the government and the Communist Party of Nepal--Maoist (CPN-M) were the basis of UNIFEM's work.

1.2 Democratic context

Periodic elections of law making body have been taking place in Nepal for several years. It was in practice even prior to 1990 under the direct rule of the king. After the Jana Andolan-1 (People's Movement-1) in 1990, parliamentary election had been routinely taking place till 2005. Since February 2005, the king ruled the country directly by dissolving the elected parliament. The parliament was reinstated in 2006 as a result of Jana Andolan-2 (People's Movement-2). The most recent election was the Constituent Assembly Election held in 2008. Over five dozens of political parties took part in Constituent Assembly election. The Constituent Assembly has a total of 601 members of which 240 came from direct election; 335 were selected by political parties on the basis of their strength in directly elected members; and 26 were selected by cabinet either from experts on Constitution drafting or from ethnic groups that have not been represented by the above two election systems.

As per the provision in Interim Constitution 2006 and Election Act 2007, there were 33% women candidates in the direct election but only 35 could win the election. In the proportional representation system of election, 167 (50% of 335) were women selected from different parties and 6 nominated by the cabinet. This makes 197 women members in a total of 601 CA members. The Constituent Assembly is more

inclusive from the gender and ethnic perspectives than the parliaments formed before. From gender perspective, there are almost 67% men and 33% women as compared to 17% in the reinstated parliament in 2006 and merely 5% women in the immediately previous parliamentary election. There is also greater level of ethnic diversity this time representing almost proportionately to their population. There are however, some ethnic groups that have not yet been represented in the Constitution making body. Equally important scenario is that the ethnic representation is done by male and female almost at the ration of 2:1.

1.3 Key project stakeholders, partners and beneficiaries

Government of Nepal, civil society organizations and international development partners were the major stakeholders of the projects. Particularly, the project stakeholders included political leaders, members of parliament, members of Constituent Assembly, government line agencies including Ministry of Peace and Reconstruction (MoPR) and Ministry of Women, Children and Social Welfare (MoWCSW), police, prosecutors, lawyers, journalists, women activists, UN agencies and others. The project partnered with 16 organizations to implement the activities that included government agencies, media, civil society organizations, and associations of excluded groups. A total of 4495 persons were directly benefited while participating in the project activities. The indirect beneficiaries are all women of the country as the project helps to guarantee the rights of women to various aspects including the fundamental rights.

1.4 Programme objective and components

The objective of the project was to enable UNIFEM to support Nepali women activists and their organisations and public sector actors (Ministry of Peace and Reconstruction (MoPR), Ministry of Women, Children and Social Welfare (MoWCSW) to ensure that women's views are represented in the current peace process, in the transitional arrangements through which new governance institutions (such as the Constitution and the electoral system) will be reformed, and in the post-conflict public decision-making.

To achieve above objective, the project focused activities in two broad components:

- Formation of gender sensitive Constitution
- Making political party manifesto more gender inclusive

The instrument used by the project was United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security. In addition, the project conducted a survey on sexual and gender-based violence to assess the access of victims to local level services.

1.5 Planned Outputs and Outcomes

The project has two planned outcomes and five outputs. These are given below in Table 1.

Table 1. Planned outcomes and outputs of the project.

Outcome	Outputs
1. Inclusion of gender concerns and women's rights in the New Constitution of Nepal and in legislation, policies and plans	1.1 Consensus built with women's groups, political parties, civil society, government ministries on new draft Constitution incorporating gender equality considerations. 1.2 New draft Constitution incorporating gender equality provisions adopted by Drafting Committee for presentation to Constituent Assembly.
2. Increase participation of women in political and peace processes	2.1 Women's contribution to political and peace process made visible. 2.2 Strengthened commitment to gender equality and women's participation in key political including peace processes. 2.3 Pool of trained and aware women available at national and district level to participate in peace process

1.6 Evaluation objectives

The objective of the evaluation was to undertake an in-depth analysis of the UNDEF funded DDWPPP project in order to generate comprehensive and specific evaluation feedback of the project. The results of evaluation will be used by UNIFEM, UNDEF and other key stakeholders to plan and strategise work on promoting women's participation and engendering the Constitutions and legislations.

This objective encapsulates two strands:

- Assessment of project relevance, effectiveness, efficiency and sustainability
- Use of evaluation findings to plan and strategise work on promoting women's participation and engendering the Constitutions and legislations

The first is specific to the objective; the second is closely related to the purpose of the evaluation, which guides analysis, and presentation of findings for

recommendations. The evaluation intends to assess the achievements on objectives, outcomes, and outputs in relations to activities of the project.

1.7 Limitation of the Evaluation

The evaluation was conducted on the basis of review of documents provided by UNIFEM and discussion with partner organizations. Field visit was limited to a site. The required data to assess the project empirically were not available in few cases. For example, this project sponsored partner organization to conduct voters' education with several excluded groups. Data to show differences in percentage of persons casting votes in project and non-project area as well as differences in percentage of invalid votes cast by voters where project intervention was done was not available with the project and its partners. This barred the evaluation to assess the significance of voter's education undertaken by the project. Similarly, information was collected using recall method. This might have affected the recalling exactly of the events that happened in the beginning of the project. Time and resource constraints were also factors that limited evaluator to collect additional primary information from diverse sources.

1.8 Organisation of Report

This report is organised into five chapters. Chapter one is about general information of the project including the project background, democratic context, project stakeholders and partners, programme objectives and components, outputs and outcomes, evaluation objectives, limitation of the study and organisation of report. Chapter two deals with evaluation methodology including evaluation criteria. Chapter three is all about findings of the evaluation including project effectiveness, efficiency, relevance and sustainability. Chapter four is about strengths, weaknesses and challenges. Chapter five covers lessons learnt, recommendations and conclusions.

CHAPTER II: EVALUATION METHODOLOGY

2.1 General methodology

The evaluation used result-based and participatory approach involving wide range diverse stakeholders. Desk review, stakeholder consultation, interviews, and field visit were major activities undertaken. At the onset of the study, review of relevant reports relating to DDWPPP programme was done. (See Annex-1 for List of documents reviewed). Interviews were conducted with nine partner organisations selected purposively to capture activity as well as partner diversity. Field level participants and partners were also interviewed while making a field visit in Biratnagar where project had more number of activities than in other places outside Kathmandu. Consultations were held with staff of UNIFEM, OHCHR and Ministry of Peace and Reconstruction. (See Annex-2 for a complete list of persons consulted). After data collection and analysis a roundtable was conducted with partner organisations and related UNIFEM staff and feedbacks were gathered which helped for preparing a refined draft report. The instruments used for interview and consultations were checklist and questionnaire (Annex-3).

To guide for information collection, an Evaluation Framework was developed that structured the relevant evaluation criteria, questions, specific sub-questions, indicators, data source, data collection method/tools and method for data analysis.

Reliability and validity were ensured through triangulation by using a mixture of methods, tools, and perspectives. The validity of data already available with UNIFEM were checked with partner organizations and target population. Likewise, suggestions of different stakeholders including UNIFEM, partner organizations, government bodies and UN agencies were triangulated.

The evaluation used both qualitative and quantitative analytical techniques to analyse data/information. The quantitative data were analysed by using descriptive statistical techniques such as frequency count and percentage. The data analysis for qualitative information was done using qualitative techniques. Data were disaggregated by gender to identify how program inputs are benefiting male and female differently.

The evaluation was made participatory from the very beginning while getting inputs and feedback in the evaluation design, involving project staff in evaluation process

and incorporating the suggestions of partner organisation in the recommendation part of the evaluation.

2.2 Evaluation Criteria

This evaluation was done assessing four major criteria: effectiveness, efficiency, relevance and sustainability based on a set of questions for each criterion. The definition of these criteria is given below.

Assessment of the effectiveness of the project

The extent to which the project's stated objective(s) is/are achieved or the likelihood that it/they will be achieved. The effectiveness of the project will be assessed in accordance with the activities, outputs and outcomes detailed in the results framework enclosed in the project document. Factors contributing to and detracting from results will also be included in the analysis.

Assessment of the efficiency

The analysis and the evaluation of the overall project performance, the outputs in relation to the inputs, the financial management, the implementing timetable

Assessment of the relevance of the project

The degree to which the project was justified and appropriate in relation to the need and situation on the national/regional/global level

Assessment of the sustainability of the project

The extent to which benefits from the project will continue or are likely to continue after UNDEF support is phased out (i.e. follow up projects, visible and permanent results)

2.3 Evaluation Questions

Each evaluation criterion was assessed based on a set of questions as given below.

Effectiveness

- To what extent have the project's objectives been reached?
- To what extent was the project implemented as envisaged by the project document? If not, why not?
- Were the project activities adequate to realize the objectives?
- What has the project achieved? Where it failed to meet the outputs identified in the project document,
- Have any significant developments taken place since the project started, if so, explain how they affected the project goal and activities and evaluate the impact on the project?

Project design and performance assessment/Efficiency

- Was the project design appropriate? If not, why not?
- Was the project, including its finances, human resources, monitoring, and oversight and support managed efficiently?
- What was the role played by the implementing agency(ies) and, where applicable, the executing agency in leveraging resources, internal or external, and expanding partnerships with other actors to support and expand this project?
- Assess the appropriateness of current formal and informal communication channels between national stakeholders, implementing and executing agencies and UNDEF staff, including recommendations for improvement

Relevance

- Were the objectives of the project in line with defined needs and priorities?
- Should another project strategy have been preferred rather than the one implemented to better reflect those needs and priorities? Why?
- Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks?

Sustainability

- To what extent has the project established processes and systems that are likely to support the continued implementation of the project?
- Are the involved parties willing and able to continue the project activities on their own (where applicable)?
- Are the project outcomes likely to be sustainable? If not, why not? Which remedial actions would have been good to take?

CHAPTER III: FINDINGS OF EVALUATION

The findings of the evaluation are organised based on relevant evaluation criteria as guided by the evaluation framework and UNDEF evaluation guidelines. The relevant evaluation criteria included here are effectiveness, project design and performance assessment/ efficiency, relevance, and sustainability.

3.1 Project effectiveness

The project effectiveness in this evaluation is operationalized as the extent to which the project's stated objective(s) are achieved. The effectiveness of the project has been assessed in accordance with the activities, outputs and outcomes detailed in the results framework. Factors contributing to and detracting from results are also included in the analysis.

There were five questions and 18 specific sub-question used to assess the project effectiveness. The first question was related to the objective. The level of achievement of the stated objective was assessed on the ground of the following six indicators: number of recommendations included in the new Constitution, number of pro-women legislation passed, increased percentage of women in decision making, increased percentage of women in peace negotiation, number of women candidates standing for election, and number of recommendation adopted to engender the political party manifestos.

There were a set of recommendations jointly developed and endorsed by stakeholders belonging to government, civil society organisations, UN agencies including MoWCSW, National Women Commission (NWC), Pro-Public, Women Welfare Society and UNIFEM to include them in the new Constitution. The new Constitution is yet to be developed. Hence, cannot be said how many recommendations will be included in the new Constitution. It can, however, be assumed that many of these recommendations would be included in the forthcoming new Constitution as the prominent actors have jointly signed in the document containing these recommendations. The likelihood of these recommendations being included in the new Constitution is further increased as another UNIFEM project "Making Politics Work With Women" (MP3W) has included supportive activities to carry out to achieve this objective. Similarly, the recommendations for an engendered Model Constitution prepared by Pro-Public with the project support has recently been launched by the Prime Minister on the

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occasion of the International Women's Day. This also increases the likelihood of gender issues being incorporated into the forthcoming Constitution. In a separate occasion, the chairperson of the constituent assembly also endorsed the recommendations for the model gender sensitive constitution in a programme jointly organised by the Pro Public, Ministry of Women, Children and Social Welfare and UNIFEM.

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Regarding the passing of pro-women legislation, the Constituent Assembly Member Election Bill was passed during the project period. This Act can be considered as pro-women Bill, as it has mandatory provision for 33% women candidates from every political party in CA election and 50% women in proportional representative system. The project support to make the Bill pro-women was very strong and therefore, can be considered that project contribution in this regard was meaningful.

Though yet to be passed, the Truth and Reconciliation Commission (TRC) Bill prepared by MoPR is also likely to be relatively gender sensitive where UNIFEM inputs are provided specifically in the area of sexual violence, protection measures for women, women's participation in the Commission developed through the process of consultations with women's rights organisations.

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In the decision-making position, there is an increased percentage of women especially in the political decision-making. The 33% women in CA, 15% to 40% women in special committees (taskforces) as compared to earlier similar institutions that merely had 5% women in the elected parliament and 5% in taskforce before this, provide evidence to conclude that there has been increased participation of women in decision-making. The increased participation of women in decision-making can further be seen in the making of chairperson in the special parliamentary committees where 9 are women chairs in 14 committees. However, in the diplomatic field, no such evidence is in record.

In the CA election, there were a total of 3,946 candidates in direct election. Out of the total number 369 (9.35%) were women candidates. In the proportional system, there were 3,068 (51.13%) women out of the total of 6,000 candidates. There were 34 women directly elected and 167 women elected through proportional representation system. There were 6 CA women further nominated by the cabinet. This makes a total 197 (32.78%) women in the 601 CA. In the direct election, the number of women candidate was markedly low as compared to the number of men candidates. Similarly, there were two women contesting for vice-president. One withdrew due to party pressure. The only remaining woman, who contested election

for vice-president with a male candidate, could not get support from women voters of other parties and lost the election. In this entire process, neither the project nor partners were found proactive. Things might have gone differently if high level pressures were created in favour of 33% women candidates in direct CA election. Similarly, there would be one woman either president or vice-president, if concerted advocacies were launched in time. These two great opportunities went off from the hands of women as a result of project and its partners not being effectively proactive in these regards.

Regarding the engendered political party manifestos in the recent CA election, they are much better than before as far as gender issues are concerned. The earlier party manifestos were developed from the welfare perspective rather than from rights perspective. The present manifestos are oriented more towards the rights of women, gender equality, access, rights to reproductive health, childcare, and maternity health. The recommendations given by Jagaran Nepal, one of the project partners working on enhancing women's participation in political parties, were influential to raise awareness of politicians and subsequently make party manifestos gender sensitive. The project supported partner organisation that conducted several round of interaction programmes with political parties, human rights groups, lawyers, journalists, civil society movement persons and non-government organisations on gender issues for political party manifestos. Based on the results of the interactions, the partner organisation (Jagaran Nepal) developed an advocacy paper "gender issues for political party manifestos".

The above analysis shows clear evidence that the project objective of "enabling UNIFEM to support Nepali women activists and public sector actors MoPR, MoWCSW to ensure that women's views are represented in the current peace process, in the transitional arrangements through which new governance institutions (such as the Constitution and the electoral system) will be reformed, and in the post-conflict public decision-making", is achieved to a large extent. It is likely that the remaining part of the objective such as ensuring women's appropriate participation in CA and Truth and Reconciliation Commission (TRC) is likely to be achieved but beyond the project period. Though it could not happen during the project period, symptoms are visible that the new Constitution is likely to be more gender sensitive. The review of six national Constitutions and 12 foreign Constitutions, recommendations for a model Constitution formed with inputs and feedback from key persons at regional and national level, launching of the Model Constitution by the Prime Minister, presence of almost 1/3 women CA members and

commitment of the major political parties through their election manifestos, positive attitude of the major political parties including those in the current government to ensure every person's right in the Constitution, empowered civil society organisations, conscious general public, interest of the international development partners in providing technical and financial support in making the workable and progressive Constitution and active watchdog groups are some of the foundations that help one to predict that the forthcoming Constitution would be engendered.

The second question was related to the project implementation as envisaged by the project document. This is assessed on the basis of the reported progress against the work plan. The project had 18 activities planned. Almost, all activities planned were successfully implemented. Review of six domestic Constitutions including the current Interim Constitution and 12 foreign gender sensitive Constitutions; drafting of recommendations for a model gender sensitive new Constitution; consultations at national level on recommendations for Model Constitution for soliciting women's concerns and voices for finalisation and endorsement were among the 18 planned activities that were implemented. Similarly, exchange and exposure visit of women leaders and activists on the drafting of the new Constitution as a part of the peace process and consultations between the foreign leaders and women groups in Nepal were also done. These activities were carried out to build the consensus with women's groups, political parties, civil society, and government ministries on new draft Constitution incorporating gender equality considerations.

Likewise, celebration of women's day as gender equality day, workshop for media persons on building their capacity to advocate and lobbying for engendering the Constitution, support for developing media tools such as radio jingles, TV spots, documentary, support for media campaign were carried out as planned. A national hearing with a larger participation of state actors and civil society, however, could not be held within the time span of the project. Despite that these activities were held, the project outcome-1 (Inclusion of gender concerns and women's rights in the New Constitution of Nepal and in legislation, policies and plans) could not be fully achieved due to delay in the start of making the new Constitution by the state mechanism which was totally beyond the control of this project.

The planned activities such as mapping of women leaders in ten political parties in 14 districts, support for developing six types of IEC materials on UNSCR 1325, and conducting research on residual impact of conflict on women in Nepal were done to make women's contribution to political and peace process visible. In the same vein,

review and gender sensitive analysis of manifesto of major political parties and publication and dissemination of the analyses, training for key stakeholders belonging to government and civil society on UNSCR 1325, and sensitisation programmes on UNSCR 1325 at central and grassroots level were carried out to strengthen commitment to gender equality and women's participation in key political parties including peace processes.

Equally, training of trainers for creating a pool of experts on UNSCR 1325, and voters' education workshops and roundtables for six excluded groups of women including Muslim women, indigenous women, youth women, migrant women workers, Madhesi women and women with disabilities were activities conducted to avail pool of trained and aware women at national and district level to participate in peace process. The voters' education to the excluded women was not originally planned but was done in place of planned four training programmes on electoral and peace processes for 120 grassroots women and women leaders. This change was deemed necessary as per the demand of each group.

As already mentioned, there were two activities that were not implemented as planned. The national hearing and four training programmes on electoral and peace process. These were substituted by national level consultations and voters' educational workshops and roundtables respectively.

The Final Project Narrative Report covering the project period (February 2007 to December 2008) indicates that the project exceeded the expectation in activity implementation. Not only that all planned activities, except one, were completed, there had been significant inputs on Constituent Member Election Act 2007, Transitional Justice related legislation and Truth and Reconciliation Commission Bill 2007. Though these activities were not planned when the project was designed, they were undertaken since they provided greater level of opportunities to promote women's participation and representation within the peace process.

The third question is about the adequacy of activities to achieve objectives of the project. The project activities were adequate and appropriate to achieve the stated objectives of the project. The activities were implemented properly, though some activities were done later than the schedule due to postponement of CA election twice. The project mobilised key stakeholders such as women's rights groups, concerned ministries of the government of Nepal such as MoPR and MoWCSW. It helped develop advocacy materials, campaign materials and motivate civil society

organisations to jointly lay pressure to the Election Commission to form gender sensitive Election Act. As a result of this together with several other initiatives, the Election Commission Act 2007 was made more gender sensitive. It also advocated for proportional representation of women in the both electoral systems: the First Past The Post (FPTP) and proportional representation (PR). The support of the project together with similar initiatives from other agencies contributed to convince the political parties, law-makers and the Election Commission to have 33% women candidates for FPTP and 50% for PR.

The next question was about the project achievement against the planned outputs. There were five outputs intended to be achieved by the project. The achievements of each output are briefly reviewed below.

Output-1.1 Consensus built with women's groups, political parties, civil society, government ministries on new draft Constitution incorporating gender equality considerations. This output is assessed considering two indicators: (1) Draft of new Constitution with buy in from all the stakeholders and (2) Presence of gender equality provision in the draft. A consensus has been emerged among women groups, political parties, civil society, and government ministries regarding making the new Constitution gender sensitive. The jointly signed gender sensitive issues for the New Constitution by the MoWCSW, NWC, Pro-Public, Women Welfare Society (WWS) and UNIFEM indicates that the government, civil society and UN agencies have built consensus in engendering new Constitution.

Output-1.2 New draft Constitution incorporating gender equality provisions adopted by Drafting Committee for presentation to Constituent Assembly. This output is assessed against the following two indicators: (1) Resolution of the Drafting Committee and (2) Inclusion of gender equality provision in the laws passed. The Constitution drafting committee could not be formed during the project period. Therefore, the resolution of the drafting committee could not be checked out. However, there are some symptoms on the basis of which the likelihood of gender equality in the new draft Constitution can be assessed. Preparation of recommendations for a draft Model Constitution with gender sensitive language while incorporating all gender concerns and tailoring other UNIFEM projects along the line meeting the objective set forth by this project indicate the likelihood of the new draft Constitution being gender equal.

There was one relevant law passed during the project period. It was the Constituent Assembly Election Bill. The Bill is relatively gender friendly compared to other similar Bills in the past.

Output – 2.1 Women’s contribution to political and peace process made visible. Indicators set forth for this output is government, UN and other partners include more women and women’s organizations in consultation, programmes and projects. Women’s contribution to political and peace process was made visible through printed and electronic media. There had been mapping of women leaders in 10 political parties at national level & preparation of database. It has been done in 14 districts where a partner organisation had been working also with some other projects. Altogether 2007 women leaders were identified and listed them in a book. Similarly, IEC materials including hoarding boards that highlighted concerns and political contribution of specific women groups (Madheshi, youth, disabled, indigenous minorities, migrant women workers and Muslim) were produced and disseminated which helped make these women visible in politics and peace. Airing of the documentary on “Women’s role on Peace and Politics” through radio, TV, and TV spots also helped women’s role to be made visible in politics and peace.

Output-2.2 Strengthened commitment to gender equality and women’s participation in key political including peace processes. Two indicators were taken into consideration to measure this output. They are:

- New manifestoes including gender equality concerns
- Increased number of women in political parties decision making bodies.

Regarding engendered manifesto of the political parties, their CA election manifestos included many concerns of gender equality. The project made a total of 43 gender related recommendations to include into the manifesto of political parties. The recommendations were divided into seven priority areas of concern and 36 others which were categorised under different headings such as Constitution and law (7), politics (5), economics (6), education and health (8) and others (10). Nine major political parties included all together 27 different recommendations. The average adoption rate for all political parties was 33% (Table 2). Out of 27 recommendations adopted by all political parties under study, United CPN (Maoist)¹ secured 23

¹ United CPN (Maoist) was recently formed by joining two parties namely CPN (Maoist) and Nepal Jana Morcha. In many issues both parties adopted similar type of recommendations. Assuming that they would take the stand on the issues of both manifestos while forming the new Constitution, the issues of the then two parties are kept under the name of new party the UCPN-M.

recommendations followed by RPP (20), NCP-ML (19), UML (18), NC (14), MJF (12), NMKP (11), TMLP (8), and Sadbhawana Party (3). The analysis shows that not only the left-oriented political parties such as United CPN (Maoist), NCP-ML, UML and NMKP, but also the right-oriented RPP included many progressive gender issues into its CA election manifesto. It, in fact, surpassed all other political parties except the United CPN (Maoist). This indicates two things: (1) the recommendations made by experts, women's rights organisations, political leaders and media were practicable for all political parties; and (2) political parties are not conservative in adopting gender sensitive manifestos, except one party which adopted very less number of the recommendations.

Table 2. Type and number of engendered recommendations of the project included into the manifesto of major political parties in the CA election.

Area of Concern	Total number of recommendations	Total adopted	UCPN-M	NC	UML	MJF	TMLP	RPP	CPN-ML	SBP	NMKP
Constitution & law	7	6	4	3	3	3	2	6	3	0	3
Politics	5	3	3	2	1	1	0	1	2	1	1
Economics	6	4	4	1	3	1	0	2	2	0	1
Education & health	8	7	5	3	5	2	4	7	6	1	2
Others	10	0	0	0	0	0	0	0	0	0	0
Priority areas of concern	7	7	7	5	6	5	2	4	6	1	4
Total	43	27	23	14	18	12	8	20	19	3	11
Percent of the total	100	63	53	33	42	28	19	47	44	7	26
Average of all parties			33%								

Note: UCPN-M = United Communist Party of Nepal (Maoist), NC= Nepali Congress, UML = Communist Party of Nepal (United Marxist-Leninist), MJF = Madhesi Janadhikar Forum, TMLP = Tarai Madesh Loktantrik Party, RPP = Rastriya Prajatantra Party, CPN-ML = Communist Party of Nepal (Marxist-Leninist), SBP = Sadbhawana Party, NMKP = Nepal Majdoor Kisan Party.

As far as gender equality is concerned, the manifestos are not completely gender equal. They have incorporated about one-third of the recommendations into the manifestos in an average. They are however, moving toward this direction. The challenge is not only to ensure the current status of this achievement but also create a conducive environment for further gender equality.

In relation to women in decision-making bodies of the political parties (PP), the PP were largely found less committed to this issue. One of the decision-making bodies of the political parties is the central committee of the respective party. Increased

number of women can be assessed by comparing the current status of political parties against their immediate past status as they relate to the gender composition in the central committee. Likewise, number of women in central committees of major political parties was counted and made public. Table 3 shows that the percentage of women in the central committee of all political parties is very low, the average being 10.44%. There are five parties having women in the central committee above the average of all parties and six parties are below the average (Table 3).

Table 3. Women in central committee of political parties.

Political parties	2006		2008	
	Total members in the central committee	% of women in the central committee	Total members in the central committee	% of women in the central committee
Nepali Congress	64	10.9	61	9.84
UML	656	9.2	115	18.26
Jana Morcha	469	19.56	469	19.56
Sadbhawana	496	12.24	496	12.24
NCP-Maoist	332	6.6	138	8
RPP	351	2.85	351	2.85
NMKP	111	9	111	9
CPN-United Marxist	173	17.64	173	17.64
NCP-ML	271	4	271	4
RJM	395	12.82	35	14.3
CPN-United	707	10	707	10
Average		10.44	2928	11.56

Source: Jagaran Nepal, 2008 and information from party offices.

There has been, however, a slight change in the recent make-up of the central committee of the parties. Though not reaching the 33%, there was a good jump of UML in gender inclusion. The party has now over 18% women from merely 9% in the recent-past. Though some improvement is seen in other parties also, but it is not as significant as of UML. Even the UML which has 18% women in the central committee, cannot be said respecting the legislative provisions as it is less than 33%. The no change might have been there with many parties due to the fact that their

party convention has yet to be held. Despite the low presence of women in their respective central committee, the one-third strength of women in the 601 Constituent Assembly indicates that more women would be there in future in the central committee of the political parties after their respective fresh party convention.

Output-2.3 Pool of trained and aware women available at national and district level to participate in peace process. There were two indicators identified in the project document. These are (1) Number of training, and (2) Number of activities included in the programmes and projects implemented.

There were six training programmes organised UNSCR 1325 for government and civil society organisations. A total of 62 persons were trained who were ready to participate and promote participation of women in peace process. In addition, six project partners from excluded groups sensitised 3611 persons through voters' education on issues related to political representation. Further, 351 persons including 242 women participated in the consultations on gender sensitive model Constitution. In addition, 525 persons from government, judiciary, legislature, security forces and civil society at central and district level were sensitised on the content and implementation of UNSCR 1325 on women, peace and security and the UNSCR 1820 after June 2008 which deals with the end of gender and sexual violence in the context of arm conflict.

Regarding the activities, there were 86 events under 18 different activities implemented from the project support. They include: consultation, training, field and foreign visit, sensitisation and voters' education. Table 4 provides a detail of the activities.

Table 4. Project activities and number of participants.

No. of events	Activity	No. of Participants
7	Consultation	351
1	Women CA members	71
3	Sensitisation	67
1	Visit to South Africa	13
1	Media training	55
1	CA member welcome programme	100
2	Journalist training	42
1	Sharing issues for manifesto	146
1	Sharing recommendations for party manifesto	125

1	Orientation training for government staff	82
2	TOT for government staff	62
5	Women with disabilities	240
15	Muslim women	1179
15	Indigenous women	395
3	Youth women	522
12	Migrant women	482
15	Madeshi women	563
86	Total	4495

It is not only that the project implemented all planned activities; it carried out also some unanticipated interventions responding to the concerns and needs brought up by the ever changing context during the transitional phase. Such activities included but not limited to:

- Engendering the Constituent Assembly Election Act 2007
- Promoting gender sensitive Truth and Reconciliation Bill 2007
- Developing of NPA on 1820 led by Ministry of Peace and Reconstruction
- Formation of Peace Media Network and its mobilization

3.2 Project Efficiency / design and performance assessment

Efficiency in this evaluation refers to the analysis and the evaluation of the overall project performance, the outputs in relation to the inputs, the financial management, and the implementing timetable. The project efficiency is assessed with the help of four general and 10 specific questions developed to reflect the project indicators.

The first question was about the appropriateness of project design. Staff of UNIFEM and partner organisations who participated in the consultation and interviews indicated that the project was a design of UNIFEM. After a draft of the project design was prepared by UNIFEM, consultations were held with the network of Shantimalika, one of the partner organisations. Those who participated in consultations were mostly women. There were one-to-one consultations as well as consultations in a group of 14 organisations. However, for the sub-projects undertaken by different partners within the project, the partners were the initiators in project design. The role of UNIFEM was to facilitate partner organisation on how to design the specific project. This process of initiating the larger project by UNIFEM and finalising with inputs and feedbacks from partner organisations and initiating

for small specific sub-project by partner organisations with UNIFEM facilitation is appropriate given the nature of the project size and capacity of respective organisations.

The second question was about the efficient management of project including its finances, human resources, monitoring, and oversight and support. This was assessed by developing several specific sub-questions relating to per unit cost of the project, additional cost required due to late completion of the project, appropriateness of the work plan, and M&E system. Participants in the process of this evaluation indicated that the project cost was too tight. Per person cost of this project was US \$ 77.86. This was calculated by dividing total costs by the total number of direct beneficiaries. The cost for voter’s education was relatively lower than the total average cost. This was US\$ 10.27 per participant. This average figure however, has a large discrepancy from the centre ranging from US \$ 5.6 to 18.73. Though comparison with similar other projects has not been made, both UNIFEM and partner organisations told that the project was implemented at a very low cost. Image TV Channel, for example, charged only NRs 45000 for one minute TV spot for UNIFEM which was almost 67% lower than its normal rates with others. Likewise, three Pro-Public resource persons shared the remuneration of two resource persons provided by UNIFEM. Similarly, Parliament Student University gathered people for voters’ education without paying anything, whereas they charged NRs 1300 per participant while doing the similar activities from National Democratic Institute (NDI).

Table 5. Costs per participant on voters’ education programme.

Activity	Participant #	US \$	Cost per participant	Material
Women with disabilities	240	4494	18.73	L, P
Muslim women	1179	6608	5.60	L
Indigenous women	395	5657	14.32	P
Youth women	522	3940	7.55	L, P
Migrant women	482	7510	15.58	B
Madeshi women	563	6520	11.58	L

Note: L = Leaflet, B= Brochure, P = Pamphlet

Despite conservative nature of the budget, activities were carried out as planned following the standard process. The reason for this was that the issue that the

partners carried out with the project support was close to their heart which they could not leave even if the cost was too tight.

The project was completed in time. Therefore, there was not additional cost incurred to the project. Human resource of the project included a full time project coordinator, part time supervisor and part time account officer. As per project staff, the number of the staff was not adequate and the staff including the project coordinator had to work over time.

The work plan was appropriate to a large extent as many activities were carried out within timeframe of the project. Except two activities, other activities were implement as per the project document. However, activities scheduled for the first year had to shift to the second year due to delay in CA election. The two activities that were changed were replacing training by voters' education and consultation with CA members in place of national hearing. The changes were made under the ground that more number of people would be sensitised by voters' education than by the training. The voters' education was provided for 3,381 persons in place of training programme targeted for 120 grassroots individuals. In case of change from national hearing to CA member consultation, it was decided that CA members' knowledge enhancement on Constitution making process was thought to be better than the national hearing. These changes were made on the ground of recommendations of the Steering Committee with logic that national hearing would be too early to hold when the Constitution making process was yet to be initiated. It is good that UNIFEM is looking ways to support for organising the national hearing through other sources.

Participatory monitoring system was used by reviewing activities with partner organisations, preparing annual reports to headquarters and donors based on reports submitted by partner organisations. Discussions with partners were held one-to-one basis. Supervisions were regularly made by project supervisor including with persons coming from Regional Office and Headquarters. More importantly, the project coordinator was there in almost all places for each major activity. Given the short period, tight schedule and new agenda for many partner organisations, this was perhaps the good approach to accomplish work in time with quality.

The third question was about the resource leveraging internally and externally and forging partnerships with other agencies. Evidence of resource leveraging internally were adequately found. There had been resource sharing between this project and

UNIFEM's another project MP3W and core funds. Several consultations were jointly funded and jointly organised. Partner organisations such as Pro-Public, IHRICON, Saathi and Jagaran Nepal, for example, have been carrying out activities with their resources from other sources that are supportive to the objective and outcomes of the project. MoPR, has been receiving funds from the government and other sources in addition to UNIFEM to prepare the National Plan of Action (NPA) on UNSCR 1325. Pourakhi published additional leaflets from its internal resources, and Pro-Public's sharing resources from COCAST project in preparing the recommendations for model Constitution are other examples of resource leverage. The project therefore, has correctly leveraged resources to achieve the objective of the project.

The fourth question was about the communication mechanisms between national stakeholders and UNIFEM. Both formal and informal types of communications were used at all levels. The formal communications were in the form of progress reports and when changes had to be made in activity schedule due to external factors. Project activities and project messages were communicated to general public through advocacy materials, IEC materials, placards, banners, TV spots, documentary and radio jingles. Communications were largely found effective.

3.3 Relevance

The relevance of the project refers to the degree to which the project was justified and appropriate in relation to the need and situation on the national/regional/global level. The relevance is assessed through three main questions and five specific sub-questions. The questions are related to the objective of the project in line with the defined needs and priorities, and risks and mitigation strategies.

The question relating to link between objective and defined needs and priority is assessed by mapping project objectives with defined needs and priority in peace building process, analysing consistency between programme activities, process and outcomes and examining the project activities aligned with the needs and priorities of the target groups.

Project needs and priorities were identified by analysing the context of the country, UNIFEM's areas of mandate and UNDEF areas of interest for funding. Country context at the time of project formulation was at the stage of political transformation. The comprehensive peace agreement was already signed between the Seven Party Alliance (SPA) and the Communist Party of Nepal-Maoist (CPN-M),

parliament was reinstated, which made a declaration of 33% representative of women at all state bodies, end of discriminatory laws and citizenship rights to women. It was also the time that women human rights issues were at the forefront in Nepal's political agenda. In such a situation, need and priority of the country was to ensure these declarations into policies, laws and legislative mechanisms. Therefore, project's objective of supporting different actors to translate the declarations into policies, laws and legislative mechanisms was along the line of projects' needs and priorities. The objective of the project was also commensurate to the goal of the UNIFEM for supporting policy intervention in favour of women. This was also congruent to the UNDEF support area of strengthening democracy.

The process followed in identifying the project needs and priorities was that UNIFEM Nepal identified needs and priorities based on feedbacks from partners, developed a draft project proposal with activities, outputs and outcomes. The draft proposal then was shared with potential partners with whom UNIFEM had been working with other projects. Incorporating the inputs and feedbacks from the potential partners, the final proposal was developed. Therefore, there was consistency between programme activities and process that led to achieve outcomes of the project. There is a direct and good link between the project activities, process and outcomes. A study on sexual and gender-based violence (SGBV) though does not have direct link with the project outcomes, but it is a good tool for advocacy and strengthening services which indirectly contributed to achieve the project outcome in enhancing the engendered peace process.

Target groups of the project are the women in civil society, in political parties and in public office. Their need was to enhance capacity on making gender-sensitive policies in their own institutions. The project captured the need of the country focusing specifically the need of women's rights in institutions and Constitution. The project objective was to equip these women with a strong right based understanding of existing legal and governance provisions for women's rights and gender equality to enable them to shape gender friendly policy making processes in their own institutions and contribute to making the new Constitution. The activities including stakeholder training, ToT, exchange visit, gender gap analysis in Constitution, legal mechanisms, recommendations for drafting the model Constitution, mapping of women leader in political parties, preparation of IEC materials, review of political party manifestos from gender perspective, gender sensitisation, review of national and foreign Constitutions are well-matching with the needs and priorities of the target group.

To analyse whether alternate strategies have been preferred, the respondents did not provide any alternative. They told that project strategies were good as it adopted participatory process; involved diversified group of partners including excluded groups, political parties, civil society organisations and government that helped buy in recommendations; built their capacity and mobilised them together. Advocacy, capacity building, awareness raising, building of a knowledge base and fostering regional learning and sharing were effective strategies that helped attain the project objective. Flexibility adopted by the project allowed dealing with emerging issues such as support for election Bill, NPA on 1325 and 1820, and engendered local peace committee process. Pushing stakeholders by UNIFEM was also a good strategy to complete work in time with quality. Though presence of UNIFEM in every activity of the project was a matter of concern for some organisations, many organisations appreciated this kind of presence as it helped not only in maintaining quality of the work but also supported in building capacity of partner organisations.

The respondents, however, suggested that things could go even better if resources from agencies supporting gender-sensitive Constitution and state mechanisms were channelled united and integrated. It would also be better if information collection formats were developed and distributed to partner organisation and asked them to collect information also on effect of the activities together with activity completion report and other relevant reports. Future project might think of incorporating immediate effect of activities into the regular reporting system.

Next question dealt with the appropriateness of the project risks and mitigation strategies. There was no analysis of risk done and mitigation strategies recommended as per the project document. During the implementation phase, project encountered some risks that would contribute to project failure if not wisely addressed. The high level of risk was associated with outcome 1 of the project that is stated as inclusion of gender concerns and women's rights in the New Constitution of Nepal and in legislation, policies and plans. This outcome would be irrelevant if new Constitution is not formed. New Constitution would not be formed if CA election were not held. Due to postponement two times, the Constitution, in fact, was not formed within the period of the project.

Since the inclusion of gender concerns in the new Constitution is utmost important, UNIFEM has made strategy to support this issue through its core fund as well as through another project named MP3W. Similarly, there are some other projects in

pipeline that would support continuing legacy as defined by this project. These projects would use the tools developed by the DDWPPP project and bring grassroots women in Constituent Assembly, bring CA members to grassroots both to hear the women's voices. This issue-focused (not project-focused) strategy of the executing agency is very relevant so as to keep on pushing agenda into the forefront until it gets materialised.

In a question regarding what they would not be able to do if the project were not there, participants mentioned that they either would not do anything what they had done with project support or they would not go to the level depth even if they did any thing at all. They told that the issues would not get priorities as well as would not be spread so widely. This provides a high-level importance and relevance of the project. The Model Constitution would not be formed so comprehensive, though Pro-Public would raise some issues as other had done.

3.4 Sustainability

Sustainability of this project is operationalized as the extent to which benefits from the project will continue or are likely to continue after UNDEF support has come to an end (i.e. follow up projects, visible and permanent results). The sustainability of the project is assessed with help of two major questions and six specific sub-questions. The question one is related to the likelihood of continuity of the processes and systems established by the project. To assess this, plan and activities of UNIFEM and partner organisations and level of confident of latter were examined.

Regarding the plan and activities of UNIFEM, it has already tailored activities of another project known as MP3W to protect and promote the achievement of this project. Similarly, UNIFEM has also been using core fund to support the continuity of the relevant activities. Further, there are some projects under pipeline that are tuned along the line of achieving the project goal. Specific target group partners have made plans for consultations with group-specific CA women members. Level of confidence to continue the advocacy and lobbying for making the new Constitution gender-sensitive was found high among the central level organisations such as Pro-Public, IHRICON, Sancharika Samuha, Jagaran Nepal as well as specific groups including Nepal Disabled Women's Association, Pourakhi, National Indigenous Women's Network and others. Muslim Women's Society has also set programme for sensitising political leaders, use media, meet CA members, meet the prime minister, and participate in interaction programmes organised by others.

Students Parliament University has a plan to mobilise women students by making network with 20 schools and 20 colleges and organise 20 mass meetings to make them aware on the rights of women and to ensure the rights in the Constitution. Image Channel intends to make new programme based on Public Service Announcement modality.

Many partner organisations have shown interest in remaining active in activities related to enhancing women's participation in peace building process in their areas of expertise. For example, Pro-Public in legal issues, IHRICON on women, peace and security through publications. Likewise, Jagaran Nepal showed interest in remaining active in peace building process by publishing IEC materials, conducting more interactions and discussions on UNSCR 1325, Beijing Platform for Action, raising awareness campaigns about MDGs from grassroots to central level women and others.

Many partner organisations have a common view to form Caucus of women CA members. They have also plan to establish a gender-related resource centre jointly such as Centre for Constitution Dialogue (CCD). They also want to publish e-bulletin, and other bimonthly, quarterly and annual journals. They also reported that they have trained human resources and are seeking for financial resources from other donors.

The willingness of the UNIFEM and partner organisations was gauged from their expression of willingness to continue, likelihood of resource availability, and skills to continue them. UNIFEM, as already indicated, has shown strong commitment by allocating core funds as well as external resources to initiate and continue activities related to women's participation in all state mechanisms including formation of Constitution, Transitional Justice, Local Peace Committees and others. Partner organisations have also made commitments by tailoring subsequent project activities toward this direction. Some of them are already continuing such activities though the project phased out in December 2009. For example, Jagaran Nepal lobbied strongly for 33% of women representation in the central committee of UML party when the party was recently holding convention with reformation of central committee as one of the agenda.

Some partners told that though they can continue some of the activities on their own, general impression is that they expect external funding and technical support for effective advocacy and lobbying. A dependency syndrome is very strong among

Nepali NGOs and movements that they expect external support even for easy and low cost activities. The UNIFEM partners were not exception to this syndrome.

Though some partners have established and continued good relations with other stakeholders such as government related agencies, external development partners including funding agencies, UN bodies and INGOs, a culture of resource sharing among the partner organisations is yet to be exercised. The practice is that the partners share resources when external agencies ask them to do so mainly through a specific mechanism. Therefore, role of external agencies to bring national partners into a platform, share resources, make unified efforts, and demonstrate cohesion has unfortunately to be there for some time when long-term and continued efforts are expected to yield the effective results.

CHAPTER IV: STRENGTHS AND WEAKNESSES OF THE PROJECT

4.1 Strengths

- Context specific project, tailor-made with national issues. The project was initiated at the time when voices for proportional representation of gender and ethnicity were emerging from all corners. The capturing of the national issue at right time was one of the greatest strength of the project.
- Relevant and timely. As the country was moving from the decade long conflict to peace process wherein Comprehensive Peace Agreement was already signed by SPA and CPN-M, willingness to address issues related to conflict and post-conflict such as TRC formation were some opportunities that allowed the project to easily be accepted by general public.
- Empowerment of partner organisations from excluded groups was equally strong point that the project emphasised.
- Technical support provided by UNIFEM (Programme development, procedure for implementation, content analysis, resource person identification) was also mentioned a strength of the project.
- Government has owned it strongly and process of NPA on 1325 and 1820 and a draft framework is in the process with government initiation and UNIFEM support.
- Flexibility – things were changing rapidly in the transitional phase. Project allowed implementing activities when it was the right time.

- Addressing women's issues from the national perspective. Though Constitutional issues were discussed by many agencies, gender issues in peace building including Constitution making were not captured by others. The project brought new dimension in the political discourse raising gender issues from national perspective.
- All media personnel stood in one place on women's issues. This unified approach of media contributed to highlighting the women's issues.
- Project was new that dealt with the perspective of victim. Partners told that it was first project for them that dealt issues also from the victims' perspective.
- Programme at the hand of people with positive attitude. Not only that the excluded peoples' organisation were involved, the UNIFEM personnel were also very committed and hardworking, they also had strong belief on the success of the project.
- Selection of appropriate partners. Project selected the partners that had credibility in the chosen field. For example, Sancharika Samuha has credit for providing media campaign; Pro-Public for legal issues; Jagaran for political empowerment of women; IHRICON for gender issues in conflict and post-conflict. Likewise, selection of partners from excluded group to implement programme with the specific target groups was a good strategy. For example, providing voting information to Muslim women by Muslim Women Society, Madheshi women by Videhee, disabled women by NDWA was an excellent strategy that helped convince and encourage the voters to go for voting on CA election.
- Facilitating role of the executing agency while providing lead role to implementing agencies. UNIFEM played facilitating role in almost all activities where implementing agencies led the activities. For example, Pro-Public led the Constitutions review and made recommendations of model Constitution as well as arranging for launching the model Constitution by PM and CA Chairperson. Likewise, MoPR led the development of the national Plan of Action on UNSCR 1325 and 1820. Similarly, Jagaran Nepal led the review of the political party manifestos and made recommendations for gender-sensitive manifestos. In almost all activities, UNIFEM facilitated and backstopped them with technical and financial supports encouraging partner organisations to lead the events. This increased the level of project ownership by implementing agencies.

- The launching of the model Constitution by the PM indicates that the UNIFEM has a good relationship at policy level. This is also the indication of good trust between the government and the executing agency.

4.2 Weaknesses

- High level of dependence on external environment. Though engendered Constitution development was out of the control of the project, project had put this as one of the outcomes.
- Limited time provided for voters' education and policy level interview and educating political parties might have affected the depth of understanding of the project and timely implementation.
- Uncertainty of CA election heavily affected the project task. Hence Political parties published their manifestos very late so the comparative chart of gender analysis was lately published.
- Limited time—one way traffic, no interactive training and voter's education
- More number of persons participated, could not be concentrated in voters' education programme, especially in the programme of Muslim women.

4.3 Challenges Encountered

One of the greatest challenges that the project faced was to ensure 33% women in the Constituent Assembly. Though the election Bill vaguely made provision for 33% women in CA, it was not concretely spelled out how to ensure it. The agenda seemed somewhat loose and there was a fear that CA might not get 33% women. The UNIFEM mobilised internal resources and conducted advocacy including launching of a signature campaign mobilising civil society organisations and the huge mass of the civil society was able to convince the Election Commission to ensure 50% women from proportional representation and 33% candidates for the FPTP system.

Another but closely related challenge was that UNIFEM had to contribute to revise Election Bill from the gender perspective in 24 hours when some UNIFEM staff got information informally that the Bill would pass the next day without making it gender sensitive. UNIFEM called meeting of legal and gender experts, rights groups and reviewed the draft Bill and revised it along the gender line. It then mobilised civil society leaders and women rights activists who handed over the revised draft to the Election Commission. With a pressure coming from civil society organisations,

the Commission tabled the revised draft to the house of representative. It incorporated many issues as per revision of the civil society leaders with UNIFEM support.

The timing for post-election activities by Muslim Women's Society and Videhee in Terai/ Madhesh coincided with rehabilitation phase of Koshi Flood affect. It was the time when many organisations went there with some rehabilitation package. People expected the same thing from the partner organisations and more number of people crowded there to register their name thinking that the organisers were distributing the rehabilitation package, mainly the rice. Controlling the crowd and conducting roundtable with these people was difficult for the organisations. Thanks for the religious leaders who helped the partner organisations by convincing the local people that the activities were about the strengthening relationship between women CA members and voters.

Getting information on sexual violence against women whether inside or outside home was critically a challenging task for enumerators of the survey on UNSCR 1325. In the first place, many victim women did not talk openly as making the case open has several consequences including prestige and further harassment. Secondly, family members, mainly the husband, restricted sharing the pains of women. Many male members did not like the enumerators talking to their women thinking that the discussion was against the former. In some cases, the husband who victimised the wife threatened the enumerators to death especially when drunk. Thanks God that nothing serious took place.

The greatest challenge lying ahead is how to institutionalise what has been achieved so far. This requires concerted efforts from many sides for which UNIFEM's support for comprehensive programme would be meaningful.

CHAPTER V: LESSONS LEARNT, RECOMMENDATIONS AND CONCLUSIONS

5.1 Lessons Learnt

Mobilisation of all related stakeholders creates a strong pressure that helps achieve the intended results. The passing of the gender friendly CA Election Bill 2007 with unified lobbying and advocacy conducted by women rights activists, women party workers, civil society organisations, NWC, and media supports the above statement.

Much can be achieved even with little resources and efforts if right agenda is chosen for development at right time. The project was initiated at the time when country was ready to make any policy for radical change. This was the main factor that contributed a lot to successfully achieve the project outcome of engendered laws and policies even with a small amount of fund.

Active role of executing agency in activating partner organisations contributes significantly the implementation of the project in time without compromising the quality. Project coordinator and other staff worked even beyond the office hours and worked in house and field with partner organisations – be it voters' education, political party consultation, signature campaign, material production, media campaign and others. This kind of pushing mechanism of UNIFEM worked well for timely implementation of activities to a large extent.

Selection of appropriate partners is a critical issue that determines largely success of the project. Project selected the partners that had credibility in the chosen field. For example, Sancharika Samuha has credit for providing media campaign; Pro-Public for legal issues; Jagaran Nepal for political empowerment of women; IHRICON for gender issues in conflict and post-conflict. Likewise, selection of partners from excluded group to implement programme with the specific target groups was a good strategy. For example, providing voting information to Muslim women by Muslim Women Society, Madheshi women by Videhee, disabled women by NDWA was an excellent strategy that helped convince and encourage the voters to go for voting on CA election.

Women CA members are compelled to follow the party decisions even on gender related issues. This was clearly reflected in the election of vice-president. Many of

the CA women voters did not cast vote for the women Vice-Presidential candidate following the party line. Even those who advocated for gender equality in every state mechanism could not dare to cast vote for the woman candidate in the Vice-Presidential election. In another instance, when their respective party directed to vote the woman candidate for the position of Vice-Chairperson in the Constituent Assembly, they did so.

When a project intends to address issues that are adherent to the interest of both executing and implementing agencies, activities tend to continue beyond the project period till the objectives are achieved. Making arrangement by UNIFEM and Pro-Public in launching the Model Constitution after two months of project completion by the Prime Minister indicates that a good project turns to become a programme of the executing and implementing agencies which continues even if project resources are exhausted.

5.2 Good Practices

The followings were the good practices that the respondents reported:

- Round table discussions were referred as one of the good practices to bring the collective opinion of different stakeholders. This helped pressurize all parties to ensure at least 33% women representation.
- Making greater use of given resources and putting supplementary funds from their own side by partner organisations (Pro-Public publishing Model Constitution in two types of book size, taking continuous initiatives to launch it, Pourakhi and WWS published additional copies of leaflet/ IEC material on their own resources, Image Channel made Public Service Announcement more times than what was made agreement with UNIFEM).
- Partner organisations' continuing some activities within own organisations and in members of their network where they have influence (WWS officials communicating UNSCR 1325 with All Nepal Women's Association, Pourakhi distributing UNSCR 1325 related leaflets to its different network members)
- Advocacy and lobbying for proportional women participation within their parties by 13 women members from different political parties and their sister organizations who participated in the advisory committee meeting.
- Partnership spirit of UNIFEM where UNIFEM behaved as a co-worker rather than funding or executing agency was good practice as reported by respondents.

- Knowing migrant women workers' issues from UNIFEM, the Image Channel not only broadcast the issues but also encouraged other TV channels to broadcast them.
- Use of local actress by Image TV Channel that helped increase both awareness and local ownership.
- Mentoring excluded groups for strengthening their capacity was also a good practice that made them capable of advocating and delivery of gender issues to the communities of their groups.

5.3 Recommendations

Constitution building process has just been initiated. This requires inputs and feedbacks several times. Continuation of UNIFEM support in providing inputs and feedbacks so as to make the new Constitution gender-sensitive is necessary. Therefore, UNIFEM and partner agencies should pay continuous attention to providing appropriate inputs and feedbacks so that the Constitution is made gender-sensitive.

Concerted advocacy and lobbying is necessary for incorporating gender issues and gender-sensitive language into the new Constitution using the UNIFEM supported recommendations for Model Constitution as a tool for advocacy.

Though political parties made their manifestos gender-friendly, the parties are not following the manifesto honestly. No party has 33% women at different level in their committees including in the central committee as written in the election manifesto. Very strong and unified advocacy is required to get the manifestos implemented. UNIFEM support in this area would be highly commendable.

A culture has been developed in Nepal that decision-makers rarely listen anything unless a strong pressure is created. Learning lessons from this emerging context, UNIFEM should develop strategies to mobilise stakeholders not only at the level of political party, government and civil society separately but also jointly for their common cause so that the decision-makers are compelled to listen to voices of large mass coming from all corners.

Encourage women CA members to form a Caucus as this helps develop common understanding on gender related issues and give a common voice. This also helps women to rise above the party politics on gender issues. The unified approach would also create pressure to parties to become engendered.

Organise CA member-friendly capacity enhancement activities on gender equality and empowerment issues that are interactive, learning and sharing so that CA members do not feel that they are under a training programme and are being taught. Programme should be designed in the way that participants are there to contribute something rather than that they are there because they do not know the things. Exposure visits, dialogues, workshops and the like could be good activities

where participants can enjoy sharing and learning. This strategy could be equally better for building the capacity of partner organisations and government officials.

Though the focus of UNIFEM should be the policy intervention, it should also include support for strengthening the local service mechanisms especially in the area of women, peace and security including eliminating violence against women, girl children, and elderly women. Pay special attention to the concerns and issues of single women as these women are further marginalized in accessing justice and productive resources.

UNIFEM support to engendered Local Peace Committee should be increasingly continued as the issues related to rehabilitation, reconciliation and reintegration affect women differently than men.

Continue working through partner organisations rather than implementing activities by UNIFEM. Pay greater attention to building the capacity of target group so that they are able to put demand to the state mechanisms for the things that they supply.

In case UNIFEM intends to support media, go for more on investigative information that give news from gender perspective rather than women's news. Fellowship could be given for in-depth reporting. This helps in low-cost investigative depth reporting on issues of marginalized women also from remote areas.

The current project focused more on women issues as per the project design rather than gender issues. In future, UNIFEM may focus on gender issues reflecting how an issue affects women and men differently.

Continue supporting MoPR for finalising NPA on UNSCR 1325 and 1820 and help for searching funds for its implementation. Support could be required to identify specific agenda-wise funding sources.

Tie up support with government mechanisms when the local level support is rendered. A partnership could be established with the Village Development Committees (VDC) and District Development Committees (DDC) so as to share resources for target group programme. This helps for minimising cost and enhancing ownership of the government which makes the programme sustainable.

Support for lobbying and advocacy for having provision in Constitution of the voting rights of migrant workers from the country of their job. Provisions of special facilities for disabled women and single women should also be there in the new Constitution.

Support for women CA members for the use of media including how to deliver press release, how to address questions of the people and so on. Encourage them to bring gender-related issues into the media.

Include uptake pathways in the proposal. This should clearly say how to disseminate the success stories of the project to larger areas.

Keep the plan of action flexible to address and adjust the changing context. It is highly important during the transition phase where things change direction abruptly.

More researches are needed on gender issues especially focusing on sexual and gender-based violence during and after the conflict. The study may include cost of violence as an area of investigation as violence is ever increasing.

Develop IEC materials related to Constitution and other peace building initiatives into different languages from the gender perspective, as many women of ethnic minorities do not adequately know the Nepali and/or English languages.

Work with groups/networks already in existence wherever applicable rather than creating new groups as forming new group would be overcrowded, since adequate numbers of groups are already available in Nepal. Connect with development group rather than limiting activities with human rights groups.

Support for building Commission on Disappeared Persons as well as Local Peace Committee to make the Commission and Committees gender-balanced and policies and guidelines gender-sensitive.

Develop a project using the survey results on sexual and gender-based violence that UNIFEM conducted in Morang and Jhapa districts. The evaluator is in the impression that enumerators of the survey were communicated that a project would follow the survey. They are expecting a project now especially on local service

provision including increasing access to justice system as currently available services are not gender-sensitive.

It is important that UNIFEM supports for a long-term advocacy, as the issue of ensuring gender equality in state mechanism takes long-time.

Either UNIFEM creates a separate resource centre for issues related to women and gender or increases the volume and space of UN library with adequate resources on these areas. Make sure that easy access of common people to the resource centre is ensured wherever it is located. The UNDP supported Centre for Constitution Dialogue could also be considered as a resource centre for gender-related materials.

Strengthened coordination is necessary between the funding and executing agencies so as to minimise duplications and overlaps in supporting the peace building process including Constitution formation. Better would be to channel the resources through a coordinated mechanism. Organise meetings and consultations between closely related stakeholders belonging to government, civil society organisations, donors, INGOs and UN agencies to develop a consensus among these agencies on gender related issues to be included in to the new Constitution. Look also the possibility of developing a unified programme of action.

Improve UNIFEM monitoring and database system also keeping in view the need of the data necessary for final and impact evaluation. For example, if data on percentage of persons casting votes and information on percentage of invalid votes were taken at the time of declaring results of the CA election, assessment could be made on the impact of project supported initiatives. This is not only important for the project under study, it is also equally important for UNIFEM.

5.4 Conclusion

The overarching conclusion of this evaluation is that the contribution of the project “Deepening Democracy, Women’s Participation in Politics and Peace” was significantly important to influence the decision-makers in the Nepali politics so as to increase participation of women in political and peace processes. It also equally influenced different stakeholders to make Nepali legislations, policies and plans gender sensitive. Though the inclusion of gender concerns and women’s rights in the New Constitution of Nepal, one of the stated outcomes of the project, has not yet been materialised due to postponement of CA election, positive symptoms are visible that the new Constitution would be highly gender inclusive. Though contemporary political context and roles of different agencies and institutions were highly important, UNIFEM Nepal’s ability to jointly mobilise Nepali women activists and public sector actors played a catalyst role so as to ensure women’s representation in the peace process including participation in politics.

In addition to the outcome given above, the project achieved all stated five outputs while implementing all 18 planned activities. In some cases, the project has exceeded the planned achievements. Very significant accomplishments that were achieved with project support include (a) passing of a pro-women Constituent Assembly Member Election Bill which ensured 33% women’s representation in the Constituent Assembly, (b) declaration of engendered CA election manifesto of political parties from rights standpoint rather than welfare perspective, and (c) launching of recommendations for engendered Model Constitution by the Prime Minister and Chairperson of CA that would be supportive to form the new engendered Constitution with gender sensitive language and clauses.

The project was also efficient that some of the planned activities were completed with a very tight budget. Despite conservative nature of the budget, activities were carried out as planned following the standard process. The reason for this was that the issue that the partners carried out with the project support was close to their heart which they could not leave even if the cost was too small to cover the whole expenses. In many cases, they leveraged resources internally and externally. There was also a good communication between and among related stakeholders.

The project was found highly relevant. It was appropriate in relation to the need and situation of the country. It addressed issues that were at high stake but not addressed before. Though gender equality has been for a long time in Nepali development

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discourse, the project advocated for its institutionalisation in political and legal mechanisms from the perspective of rights. More importantly, it captured the context of the country and played crucial role. It was therefore, timely, appropriate and relevant.

Though the project has contributed significantly in attaining the project outcomes, how to sustain them is a challenge. UNIFEM has made some strategies to sustain the achievements through continuing and incoming projects. Some partner organisations have been continuing advocacy and lobbying for the inclusion of gender issues in institutions and the Constitution. However, their level of efforts is not enough. Many of them are looking again for UNIFEM support. Though this is a dependency syndrome and it is widely prevalent in Nepali civil society organisations including the movements for rights to women, it is right time that support be given to include the rights issues of women into the new Constitution.

The project, nevertheless, was not proactive to mobilise women activists to ensure one of the two top posts for woman—either president or vice-president. Probability of a woman being elected for the post of vice-president was high if women activists were mobilised. Though one opportunity was gone away, it is good to note that UNIFEM is paying more attention to timely mobilise the activists on appropriate issues. Partner organisations' active role in the election of the vice-chairperson of the Constituent Assembly was commendable. There is now a woman for this post.