

**FINAL EVALUATION OF LOCALIZING WOMEN, PEACE AND SECURITY
AGENDA IN CENTRAL TERAI DISTRICTS OF NEPAL PROJECT**

Final Report

Submitted to

**GPI-CT Project
UN Women and UNDP in Nepal**

Submitted By

Right Direction Nepal (RDN)
P.O.Box: 2787,
Manbhavan Marg, Lalitpur, Nepal
Phone: 5534680
Email: info@rdnepal.com

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EVALUATION TEAM

Mr. Sunil Kumar Acharya

Team Leader

Ms. Shobha Basnet

Team Member

Mr. Nischal Basnet

Team Member

Mr. Bishnu Prasad Nepal

Team Member

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We would like to thank our national level key informants National Programme Manager (Former Chief of Planning Section) of Ministry of Federal Affairs and Local Development Mr. Chhabi Rijal, Under Secretary of Ministry of Home Affairs Mr. Bhabishor Pandey, Director of Local Development Training Academy Mr. Jaya Krishna Shrestha, Gender and Peace Building Specialist of Resident Coordinator Office Ms. Nicole Ann Hosein, Programme Manager Mr. Ajay Das, Field Coordinator Ms. Baijanti Singh, Regional Dialogue Coordinator Indira Ale of UNDP (AVSCRS/CPP) and Programme Officer (Governance) Mr. Krishna Prasad Bhattarai, National Consultant Ms. Sumedha Shakya, Monitoring and Evaluation Officer Mr. Bivek Joshi of UN Women for their valuable information.

Similarly, we would like to thank district level key informants Superintendent of Police Mr. Raju Babu Shrestha of District Police Office Parsa, Superintendent of Police Mr. Narendra Prasad Upreti of District Police Office Bara, Social Development Officer Mr. Dharma B. Thapa of District Development Committee Parsa, Social Development Officer Mr. Jitendra Yadav of Bara District Development Committee, Executive Officer Mr. Bishnu Koirala of Birgunj Sub-Metropolitan and officials of other government line agencies including Area Police In-charge and Village Development Committee Secretaries and Social Mobilizers, Gender Responsive Budget Committee Members, Local Peace Committee Members and Conflict Affected Women for their consistent help and support.

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Thank you.
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EXECUTIVE SUMMARY

Background

UN Women and UNDP implemented this joint-project entitled “Localizing Women Peace and Security Agenda in Central Terai districts of Nepal (GPI-CT)” supported by UN Peacebuilding Fund’s Immediate Response Facility through United Nations Peace Fund for Nepal (UNPFN). Initially the project was planned to be implemented in a total of 30 Village Development Committee (VDCs) of Bara and Parsa districts from the 15th January 2015 to the 15th July 2016. Later due to Madhesh movement and Indo Nepal boarder blockage the project was extended for three months on a no-cost-extension (NCE) basis up to the 15th October 2016.

The project is designed to integrate National Action Plan (NAP) action points of United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 into government’s regular local planning framework and processes. The project Outcome is ‘Enhanced participatory and gender responsive planning and budgeting processes at the local bodies (VDC, DDC and Municipality) for implementation and monitoring of NAP on women, peace and security [UNSCRs 1325 and 1820]. There are two output areas: i) demonstration of a pilot on how gender responsive planning and budgeting improves/enhances service delivery for conflict affected women (CAW) and budgetary allocations from local resources to further effective NAP implementation and monitoring in 2 municipalities (MC) and 2 District Development Committee (DDC) in the project districts; and ii) CAW and women leaders to influence the local planning processes and greater equality in access to leadership and decision making opportunity and 2 DDC in project districts. The project has a total budget of US\$ 576, 602.

The project has Ministry of Federal Affairs and Local Development (MoFALD), Local Development Training Academy (LDTA), Ministry of Home Affairs (MoHA) and Ministry of Peace and Reconstruction (MoPR) as the national partners and DDC, District Administration Office (DAO), Women and Children Office (WCO), Civil Society Organizations (CSO), Inter Party Women Alliance (IPWA), CAW, Women Human Rights Defenders (WHRD), Local Peace Committee (LCP), Nepal Police, and women political leaders as the district partners.

As a summative evaluation, the purpose of the evaluation is to examine programmatic progress of the results and achievements. The specific objective of the evaluation is to assess 5 key areas of the project in the districts of Bara and Parsa based on five OECD DAC criteria: *Relevance, Effectiveness, Efficiency, Sustainability and Impact*. The final evaluation of the project was conducted between August and October 2016.

A mix of methods that included: i) review of progress against indicators, ii) key Informant Interviews (KII), iii) focus group discussions (FGD) and group meetings, iv) perception survey and v) case studies were used to collect quantitative and qualitative information from different stakeholders and beneficiaries at local, district and national level. The UN Women Evaluation Handbook, accounting the human rights and gender response aspect of the project, guided the evaluation.

Key findings

Relevance

The evaluation found that the project is aligned with the normative frameworks for gender equality and women's empowerment. The project's outcome and output indicators are aligned to contribute to 8 out of 12 thematic and critical areas of concern declared by 4th World Conference on Women. The evaluation found project's relevance for the implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820). Similarly, the project has underlined gender equality and equity (deal with the principle of Gender Responsive Budget, GRB). The project has aligned its activities with 14 step planning process of Government of Nepal to integrate women, peace and security agendas. The evaluation notes that the project is relevant to human rights, gender and social inclusion policies and geographic selection of project districts is relevant for the outcomes. In addition, the evaluation found that the project is relevant to the beneficiaries' needs for their participation in gender responsive planning and budgeting process thereby contributing to peace building needs of the project districts.

The evaluation team however found that the time period of one and half year to achieve the project outcome was too short, especially in the context of the project districts. The project districts have high prevalence of Gender Based Violence (GBV), gender inequity and inequality, low participation of women in local planning processes, target group's poor knowledge on NAP (UNSCRs 1325 and 1820), and low level of receptiveness of local authority in regards to participation of women. It was also found that the project ToC remains valid. The outcome of the GPI-CT project has clearly articulated ToC showing the programme logics behind anticipated change at the outcome level. The initial ToC of GPI-CT project however lacked logical sequence and connections of the projects activities aiming towards anticipated change. The project was designed on good context analysis, but local level project beneficiaries and stakeholders have not been involved in project designing phase.

Effectiveness

The evaluation found that the project could achieve its outcome and output partially. The project promoted collective voice to strengthen the women leaders and women networks/groups. They are capacitated to influence local planning and budgeting process and demand better services in project sites. It was noted that GPI-CT project integrated CAW in the project's ToC but their participation in project activities was less as compared to other women groups. The project has been effective in its approach and the evaluation team found that Gender Responsive Budget Committee (GRBC) members and the local bodies are receptive to the participation and inputs of women leaders and women networks/groups. Hereby, overall meaningful participation of women in local planning and budgeting process has improved.

The pilot DDCs and MCs of both districts received GRB software but since it has not been used in planning and budgeting process of the current fiscal year (FY), the proportion of local budget allocated for gender responsive by local bodies could not be measured. However, the evaluation team was assured that the local institutions (DDCs and MCs) have adequate capacity to implement this project beyond its duration.

The evaluation noted that two district and six cluster level community security plans (CSP) were developed and implemented in an inclusive, conflict and gender sensitive manner. However, its implementation slowed down due to merger of Armed Violence Reduction and Strengthening of Community Security (AVRSCS) and Conflict Prevention Programme (CPP) projects into Social Cohesion

and Democratic Participation (SCDP) project during 2016. Therefore, the budget allocated for the FY 2015/16 by the VDCs for the implementation of the CSP was spent on other development activities which was endorsed by the cluster community security committee.

Efficiency

The evaluation found that the UN coordination and management structure reduced the cost and increased efficiency of project implementation. The resources were allocated strategically to achieve the project outcomes. Overall, the evaluation found that the project benefited from the comparative advantage of joint-collaboration of UN Women and UNDP in this area of work compared with other UN entities and key partners.

Impact

The focus of the project was at the outcome level, not much on the impact level. However, it is evident that the GPI-CT contributed in strengthening government institutional capacity to localize GRB and monitor the NAP in UNSCRs 1325 and 1820. It was also evident that the project built the capacity of DDCs and MCs in GRB, the targeted DDCs and MCs have received GRB software updated in line with GRB principle and the responsible persons at DDCs and MCs have been trained on the software so the GRB principles in local planning and budgeting process are likely to be initiated from the upcoming government fiscal year 2073/74.

Sustainability

The evaluation noted the recommendation of the draft document of exit strategy and agrees to the strategy which states “to sustain partnerships and achievements, continuous collaboration and interactions between the government partners, women’s groups and networks will be necessary. Doing so will not only lead to the effective implementation of the exit strategy but it will also enable the partners and stakeholders to share expertise and mobilize resources to sustain gains and achievements made by the project”.

UN Women and UNDP have been able to support their partners and beneficiaries in developing capacities and establishing mechanism, some of the activities initiated by the project may continue especially the GRB process at DDCs and MCs. In addition, local bodies (VDCs, DDCs and MCs) are flexible to accommodate women leaders and women group’s mechanisms in the GRB process.

The GPI-CT project has provided training of trainer (ToT) on GRB and NAP on UNSCRs 1325 and 1820 to different government line agencies including, VDC Secretaries, Citizen Awareness Center (CAC) and women groups/network. This way the project has contributed in establishing the knowledge hub on GRB and national action plan on UNSCRs 1325 and 1820 at national and sub-national level.

In light to the above findings, the evaluation draws following recommendations:

Recommendations for UN Women and UNDP

1. The timing of the project activities should be matched with the time frame of the government’s 14-step planning and budgeting process¹ even in contingency plan or in project NCE period to ensure effectiveness of the project and measure the project result towards project outcome. It

¹ <http://nhsp.org.np/wp-content/uploads/2016/08/Local-Level-Annual-Planning-Process.pdf>

is strongly recommended the government officials and stakeholders who are involved in different steps of planning and budgeting process should be trained on gender responsive planning and budgeting process at the local bodies (DDCs, MCs and VDCs) for implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820) immediately before the start of those particular steps like before DDC organizes a pre-planning workshop, before MC/VDC organizes meeting of revenue advisory committee, before pre-planning workshop at ward level of VDC and MC, before area (Ilaka) level planning meeting is organized and before Integrated Planning Formulation Committee (IPFC) meeting is organized. Then the project should support MoFALD and other relevant ministry to monitor each plan and budgeting process and evaluate in line with strategies for localizing GRB, 2015 to see the project results.

2. The ongoing exit plan should specify clear roles and responsibilities of its partners with action points in post-project scenario for the continuity and sustainability of the project. The plan should also illustrate the reporting and monitoring mechanism at different levels - VDC, MC, district, and at national level and coordination and communication mechanism between local budget demand and supply side. The source of income for the project activities and their reliable monitoring mechanisms would help the sustainability of the project activities after the completion of the project.

Recommendations for Project Coordination Team

1. In an inter-agency project like GPI-CT having a dedicated project manager will enhance the project's vertical and horizontal coordination. This would fill the vacuum between the programme designers at central level and programme implementer at district level. Similarly, it will strengthen monitoring of different activities of the project implemented by different agencies leading to outcomes of the project. In case of emergency resulting from economic, social and political upheavals this coordination and management structure will also help to come up with alternative plan to mitigate the possible risks and increase the efficiency and effectiveness of the project.
2. CAW being one of the main beneficiaries of the project is not yet organized or institutionalized as other groups of women and therefore their involvement was not as effective as expected. The project should have focused on resolving this issue by helping organize the CAW by facilitating setting up of CAW networks and strengthen their capacity to meet the outcome of the project. At the same time, effort should also be made to involve CAW in existing women's networks so that a multitude of platforms are available to address their concerns.
3. The evaluation team recommends expansion of similar initiative like GPI-CT project with some adjustments based on the local contexts of target project areas. One important consideration to be made during designing and implementing of project is that the time frame of a project should be adequate to bring about anticipated changes. The project should have a contingency plan and an exit plan at the project designing phase. Similarly, it is vitally important that target groups at local levels are adequately consulted and engaged while designing projects.
4. Awareness raising programmes on gender equity and equality related issues should be organized at the ward, VDC, MC, and DDC levels to sensitize the service providers. This will ensure a higher level of sensitivity when serving the service receivers. Similarly, political leaders at the local and central level should also be made aware of the importance and value of GRB so

that the project and any similar initiative in future can receive informed support and cooperation from them.

5. The project partners should pursue any possibility for the continuation of the project jointly. However, the partnership will require a carefully thought out mechanism for efficient coordination and implementation. Such a mechanism must clearly outline the different roles for each partner in the course of implementation, monitoring and evaluation of the project.
6. Training and orientation programmes for stakeholders must be held before the budget allocation meetings so that they can make informed interventions. For example, training on gender responsive budget must be conducted before actual budget allocation work is carried out at the ward, VDC, MC, and DDC levels so that trained and aware participants can make the needful interventions such as prioritization of programme activities.

ABBREVIATION

AVRSCS	Armed Violence Reduction and Strengthening of Community Security
CAC	Citizen Awareness Center
CAW	Conflict Affected Women
CEDAW	The Convention on the Elimination of All Forms of Discrimination Against Women
CLD	Collaborative Leadership Dialogue
CPP	Conflict Prevention Programme
CSO	Civil Society Organization
CSP	Community security plans
DAO	District Administration Office
DCC	District Coordination Committee
DDC	District Development Committee
DGRBC	District Gender Responsive Budget Committee
DIPC	District Integrated Planning Committee
EPST	Ensuring Participation Secure transition
FGD	Focus Group Discussion
GBV	Gender Based Violence
GPI-CT	Gender Promotion Initiatives in Central Terai
GRB	Gender Responsive Budget
GRBC	Gender Responsive Budgeting Committee
IPFC	Integrated Plan Formulation Committee
IPWA	Inter Party Women Alliance
KII	Key Informant Interview
LDTA	Local Development Training Academy
LGCDP	Local Governance and Community Development program
LPC	Local Peace Committee
MC	Municipality
MDGs	Millennium Development Goals
MoFALD	Ministry of Federal Affair and Local Development
MoHA	Ministry of Home Affair
MoPR	Ministry of Peace and Reconstruction
NAP	National Action Plan
NCE	No cost extension
OECD	Organization for Economic Cooperation and Development
PBF	Peace Building Fund
PBSO	United Nations Peace Support Office
PBSO	Peace Building Support Office
SCDP	Social Cohesion and Democratic Participation
ToC	Theory of Change
ToT	Training of Trainers
UNDAF	UN Development Assistance Framework
UNSCRs	United Nations Security Council Resolution
VDC	Village Development Committees
WCF	Ward Citizen Forum
WCO	Women and Child Office
WHRD	Women Human Right Defenders

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1.0 INTRODUCTION

1. 1. Background and context of the evaluation

Grounded in the vision of equality, enshrined in the Charter of the United Nations (UN), UN Women works for the elimination of discrimination against women and girls, empowerment of women, and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the center of all its efforts, UN Women leads and coordinates UN system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It provides strong and coherent leadership in support of national priorities and efforts, building effective partnerships with government, civil society and other relevant actors.

In Nepal, UNDP is the UN's principal provider of development advice, advocacy and grant support. Its commitment to a universal presence has proved especially useful in post conflict situations and central area of its global expertise includes crisis prevention and recovery and promoting democratic governance. UNDP has been supporting Nepal's development since 1963 and the peace building and recovering unit has been working since 2007 to support the implementation of Comprehensive Peace Agreement (CPA) and Nepal's transition to peace. The current UN Development Assistance Framework (UNDAF 2013-2017), developed in close consultation with national partners and with full government endorsement, highlights addressing vulnerability as a priority and mandates UNDP and UN Women with supporting Nepal to realize outcome 9.

UN Women's programme focus on strengthening women's voice, agency and leadership across sectors to advance women's rights, provide space for women's meaningful participation and to demonstrate tangible differences in their lives. The programme adopts a holistic and integrated approach across UN Women's five thematic priorities. It is guided by Nepal's stated priorities (including those from the Three-Year Plan 2013-2016) and its commitments to relevant normative frameworks² the country's (UNDAF 2013-2017), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) concluding observations (2011) and UN Women's corporate Strategic Plan 2014-2017. The programme promotes national ownership, capacity development and institutionalization, inclusiveness, coordination and partnerships, and knowledge generation and management, and seek to prioritize engagement with and support to key duty bearers who are responsible for advancing women's human rights and with rights holders so they can exercise voice and agency.

1. 2. Project description

The GPI-CT project from the learning of previous 'Ensuring Participatory and Secure Transition (EPST)' project brings the subscription of UNDP and UN Women Nepal to the partnership through a joint project in order to address some of these causes and consequences of the underlying tensions and to consolidate peace and promote social cohesion. The normative mandate and operational expertise of UNDP and UN Women had experience in implementing and monitoring the National Action Plan (NAP) on United Nations Security Council Resolutions (UNSCRs) 1325 and 1820. The UNDP Conflict Prevention Programme (CPP) on conflict mitigation through Collaborative Leadership Dialogue (CLD), Armed Violence Reduction and Strengthening of Community Security (AVRSCS) on enhancing the community security and UN Women to explicitly address women's rights, protection and participation in post

² The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Beijing Platform for Action (BPfA), the MDGs, UN Security Council Resolutions 1325 and 1820.

conflict situations aimed to reinforce the ongoing efforts with regard to the implementation of the NAP. From the learning of comparative gains UN Women and UNDP again put their hands together to implement another joint-project “Localizing Women Peace and Security Agenda in Central Terai districts of Nepal (GPI-CT)” supported by UN Peacebuilding Fund’s Immediate Response Facility through United Nations Peace Fund for Nepal (UNPFN).

The GPI-CT project was implemented in Bara and Parsa districts. Initially the project was implemented from the 15th January 2015 to the 15th July 2016. Later due to Madhesh movement and Indo- Nepal boarder blockage, a mid-term assessment of the project was conducted which recommended for a three-month no-cost-extension (NCE) up to the 15th October 2016. The project was designed to contribute to United Nations Peace Fund for Nepal (UNPFN) outcomes with the project specific outcome and outputs stated as below:

Outcome 1: Enhanced participatory and gender responsive planning and budgeting processes at the local bodies Village Development Committee (VDC), District Development Committee (DDC) and Municipality (MC) for implementation and monitoring of NAP on women, peace and security [UNSCRs 1325 and 1820]

Output 1.1 Demonstration of a pilot on how gender responsive planning and budgeting improves/enhances service delivery for conflict affected women and budgetary allocations from local resources to further effective NAP implementation and monitoring in 2 MCs and 2 DDCs in Bara and Parsa districts

- a) Number of Gender Responsive Budget Committees (GRBCs) functional in the DDCs and MCs;
- b) Number of GRBC members and stakeholders of local planning process who report an increase in knowledge and skills on applying gender responsive planning and budgeting and NAP on UNSCRs 1325 and 1820 principles in their work;
- c) Budget Software updated in line with Gender Responsive Budget (GRB) principles in 2 DDCs and 2 MCs developed. Change in capacities of women members of Inter Party Women Alliance (IPWA), local leaders and existing conflict affected people’s district level networks, to influence local planning and budgeting and demand better services in project sites;
- d) Bara and Parsa district level NAP on UNSCRs 1325 and 1820 monitoring report developed through a participatory process.

Output 1.2 Conflict Affected Women (CAW) and women leaders to influence the local planning processes and greater equality in access to leadership and decision making opportunity and 2 DDCs in Bara and Parsa districts

- a) Number of GRBCs functional in the DDCs and MCs;
- b) Number of GRBC members and stakeholders of local planning process who report an increase in knowledge and skills on applying gender responsive planning and budgeting and NAP on UNSCRs 1325 and 1820 principles in their work;
- c) Budget Software updated in line with GRB principles in 2 DDCs and 2 MCs developed;
- d) Change in capacities of women members of IPWA, local leaders and existing conflict affected people’s district level networks, to influence local planning and budgeting and demand better services in project sites;
- e) Bara and Parsa district level NAP on UNSCRs 1325 and 1820 monitoring report developed through a participatory process.

The project, implemented by UN Women and UNDP, has a total budget of US\$ 576, 602. Of this, US\$ 377,710 is allocated to UN Women and US\$ 198,892 to UNDP. The project has been positioned as a Joint initiative of UN Women and UNDP (AVRSCS and previously CPP and Social Cohesion and Democratic Participation (SCDP) at present) with comparative advantage in the areas of their expertise. The other key implementing partners at the national level are Ministry of Home Affairs (MoHA), Ministry of Federal Affairs and Local Development (MoFALD), Ministry of Peace and Reconstruction (MoPR), Ministry of Finance (MoF) and Local Development Training Academy (LDTA). Similarly, the project has DDC, District Administration Office (DAO), Women and Children Office (WCO), Civil Society Organization (CSO), IPWA, CAW, Women Human Right Defenders (WHRD), Local Peace Committee (LPC), Nepal Police, Women political leaders as the district partners.

The project considers the following as its main target groups:

- CAW and women victims of conflict and violence
- Women political leaders
- IPWA
- Local agencies and bodies (DDC, DAO, WCO, LPC, VDC, Municipal authority, Ward Citizen Forum (WCF), Citizen Awareness Centers (CAC), Integrated Planning Formulation Committee (IPFC), District Coordination Committee (DCC), District Gender Responsive Budget Committee (DGRBC)
- National Level: MoFALD, MoHA, Nepal Police

The project has been designed to integrate NAP action points of UNSCRs 1325 and 1820 into government's regular local planning framework and processes. Furthermore, to better position women and women's group to be able to take advantage of opportunities to influence local planning and governance. To enhance the capacity of local authorities and bodies for participatory, consultative and conflict sensitive planning process. Finally, the project underlined the limited capacity of women's groups and networks for identifying, prioritizing and addressing their safety and security needs and concerns. In this context the project was designed to accomplish following objectives:

- Consolidate the gains of women's local peace building efforts by improving and enhancing service delivery to CAW and budgetary allocation for local resources; and
- Contribute to the implementation of the NAP in MCs and selected VDCs of project districts and VDCs using GRB principles.

An important aspect of the project implementation process has been the selection of the project districts. The selection of Bara and Parsa as project districts was primarily based on the following rationale:

- Strive to consolidate the recovery and stabilization gains made over the past few years;
- Women and girls continue to face significant challenges to participate meaningfully in local development planning processes;
- Prevalence of areas of high conflict activity and insecurity; and
- Districts fall under 23 UNDAF priority districts.

1.3 Purpose, Objective and Scope of Evaluation

Purpose of evaluation

As a summative evaluation, the purpose of the evaluation is to examine programmatic progress of the results and achievements; it also analyzes how and to what extent these have affected outcome level progress. The evaluation is expected to contribute to generate substantial evidence on results achieved,

challenges to progress which will support in providing policy related feedback to demonstrate best practices on establishing environment and the institutional foundation required for gender sensitive peace building in Central Terai region of Nepal. The evaluation findings and recommendations will be used by MoFALD to refine its GRB localization initiatives at the local bodies across the country. It also reflects the local level GRB allocation of the project district. UNDP and UN Women country office could replicate the lessons learnt and good practices of the project in the future projects of similar type in other conflict affected situation/setting.

Objective of evaluation

The specific objective of the evaluation is to assess 5 key areas of the project in Bara and Parsa districts based on five OECD DAC criteria:

- a. **Relevance:** Extent to which the expected results of the project address the rights and needs of targeted beneficiaries, reduce inequalities and are consistent to ensure substantive equality to achieve national priorities and partners' and donors' policies and plan;
- b. **Effectiveness:** Extent to which the project Outcome is achieved;
- c. **Efficiency:** measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results;
- d. **Sustainability:** The probability of continued long-term benefits from the project; the resilience to risk of the net benefit flows over time; and
- e. **Impact:** Observable changes of target groups and gender equality as a result of the project.

Scope of evaluation

Timeframe

The evaluation covers the period from the 15th January 2015 to the 15th October 2016. The project was supposed to be completed on the 15th July 2016 but due to Madhesh movement it could not meet its deadline hereby the project received a no cost extension of three months. Hence, the evaluation also attempts to establish linkage between evaluation findings and further results the project could generate during the NCE period from the 16th July to the 15th October 2016. The evaluation commenced on the 1st August 2016 and completed on the 7th October 2016.

Geographical coverage

The evaluation was conducted in two project districts; Bara and Parsa including two MCs [Birgunj and Kalaiya] and 10 sample VDCs (Inarwamal, Mahendra Adarsha, Piparpati Parchrouwa, Bisunpur and Srinagar Bairiya of Bara district and Amarpatti, Parsauni Bhatha, Nichuta, Bhedihari and Paterwa Sugauli of Parsa district) at the implementation level among the 30 project VDCs listed in the table below. The national level key informants were interviewed in Kathmandu.

Bara

Piparpati Parchrouwa, Benalui, Beldari, Pakariya, Bisunpur, Srinagar Bairiya, Inarwamal, Mahendra Adarsha, Tedakatti, Bishanpurwa, Laxmipur Kotwali, Kachorwa, Bhagawanpur, Paterwa, Debapur Teta.

Parsa

Bhedihari, Parsauni Bhatha, Surjaha, Dhore, Amarpatti, Paterwa Sugauli, Deurwana. Kauwa Bankataiya, Nichuta, Rangpurtandi, Sabaitthawa, Lahawar Thakari, Pakaha Mainpur. Bhaurtar, Bahuarwa Bhatta.

Target groups and stakeholders

The evaluation has covered different stakeholders and beneficiaries as outlined below:

- Target beneficiaries, include CAW, IPWA, WHRD, United Alliance of Women Human Right Activist (UAWHRA) and Cluster Security Committee (CSC);
- Local level key stakeholders include government officials, security personnel, LPC, member of DGRBC, member of Municipal Corporation Gender Responsive Committee (MGRBC) and social mobilizers;
- National level stakeholders including MoFALD, MoHA, UNDP CPP and AVRSCS project staff, UN Women project staff, LDTA and Gender and Peace Building Specialist, Resident Coordinator Office (RC)).

2.0 EVALUATION APPROACH AND METHODOLOGY

The evaluation used mix of methods i.e. quantitative and qualitative that includes: i) review of progress against indicators, ii) Key Informant Interviews (KII), iii) Focus Group Discussions (FGD) and group meetings, iv) perception survey, and v) case studies related to women. Quantitative and qualitative information were collected from different stakeholders and beneficiaries at local, district and national level. The UN Women Evaluation Handbook, accounting the human rights and gender response aspect of the project, guided the evaluation. The evaluation criteria were drawn from OECD DAC criteria from development analysis, namely relevance, effectiveness, efficiency, impact and sustainability.

The evaluation collected evidence from the information provided by project beneficiaries, stakeholder groups including government and non-government bodies, and desk reviews of financial and non-financial documents of various stakeholder agencies of the government. Furthermore, the evaluation process was participatory and collaborative to the extent possible and has included stakeholders at national, district, and local levels enabling the evaluation to derive holistic and pragmatic conclusion. Women from diverse economic, religious and social groups were integrated in the evaluation.

2.1 Desk research and development of tools

Desk review of the relevant document was conducted before the field work. Secondary data was extracted from project document, periodic reports, government plan and budget related documents at various levels and baseline/mid-line study reports. The data were also fed into the designing of inception report and data gaps were identified for development of tools.

Primary data was collected from officials of stakeholder and partner agencies and from the target women groups and networks. Separate sets of KII and FGD guidelines for different categories of respondents were developed for the evaluation. These guidelines and the questionnaires were developed based on the evaluation criteria and key questions and sub-questions.

2.2 Fieldwork and sampling

The fieldwork was conducted in both programme districts Bara and Parsa where 10 out of 30 programme VDCs were purposively selected. Following criteria were considered while selecting the VDCs:

- Representation of community security clusters
- Mix of access – easy and relatively difficult
- Mix of caste/ethnicity
- Mix of economic condition – good, moderate and poor

Both programme MCs (Kalaiya MC and Birgunj Sub-Metropolitan City) were also covered in the evaluation. Participants for KIIs were selected purposively and the FGD participant selection was facilitated by the project staffs. Women from diverse economic, religious and social groups were included in the FGDs.

A total of 155 participants were consulted/interviewed that included KII and perception survey respondents and FGD participants. Out of the total consulted participants 59.4% were female and 40.6%

were male. The proportion of the male and female in each data collection method used in the evaluation is outlined in Table 1.

Table 1: Evaluation participants by sex

Evaluation Participates	Female		Male		Total
	N	%	N	%	N
KII	6	18.8	26	81.3	32
FGD	46	86.8	7	13.2	53
Perception survey	40	57.1	30	42.9	70
Total	92	59.4	63	40.6	155

Table 2 shows the distribution of the evaluation participant by their caste/ ethnic groups. More than two-thirds of the evaluation participants belong to Madhesi caste/ethnic group (Madhesi Dalit 9.7%, Muslim 9.7 %, Tharu 7.7% and other Madhesi castes 43.9 %,) and hill caste ethnic group 29.0%.

KIIs were conducted among project implementing partners which were UNDP (Project focal persons from CPP and AVRSCS), Government officials from MoFALD, MoHA, LDTA, DDC Bara and Parsa, Kalaiya Municipality and Birgunj Sub-Metropolitan City; and VDC Secretary, police personnel from District Police Office and Area police, civil society leaders from GRB, LPC; and CAW were also interviewed. A total of 32 KIIs were conducted of which 26 were conducted in project districts. A total of 6 KIIs were conducted among national stakeholders in Kathmandu. The details of KII is presented in Table 2.

Table 2: Participants by caste ethnic group

	KII		FGD		Perception survey		Total	
	N	%	N	%	N	%	N	%
Brahmin/Chhetri and other Hill castes	15	46.9	11	20.8	19	27.1	45	29.0
Madheshi Dalit	1	3.1	5	9.4	9	12.9	15	9.7
Muslim	2	6.3	3	5.7	10	14.3	15	9.7
Other Madheshi	14	43.8	31	58.5	23	32.9	68	43.9
Tharu	0	0.0	3	5.7	9	12.9	12	7.7
Total	32	100.0	53	100.0	70	100.0	155	100.0

2.3 Focus Group Discussion (FGD)

A total of eight FGDs were conducted in two project districts Bara and Parsa during the fieldwork. Participants of FGDs were exclusively targeted project beneficiaries from women led networks, groups and clusters. The FGDs participants were homogeneous coming from the specific women groups. Each FGD lasted for about one hour and a half. The details of FGD conducted in the project districts is presented in Table 3.

Table 3: FGDs by district

S.N	Type of FGD	FGD district
1	Inter Party Women's Alliance (IPWA)	Bara
2	United Alliance of Women Right Activists (UAWRA)	Bara

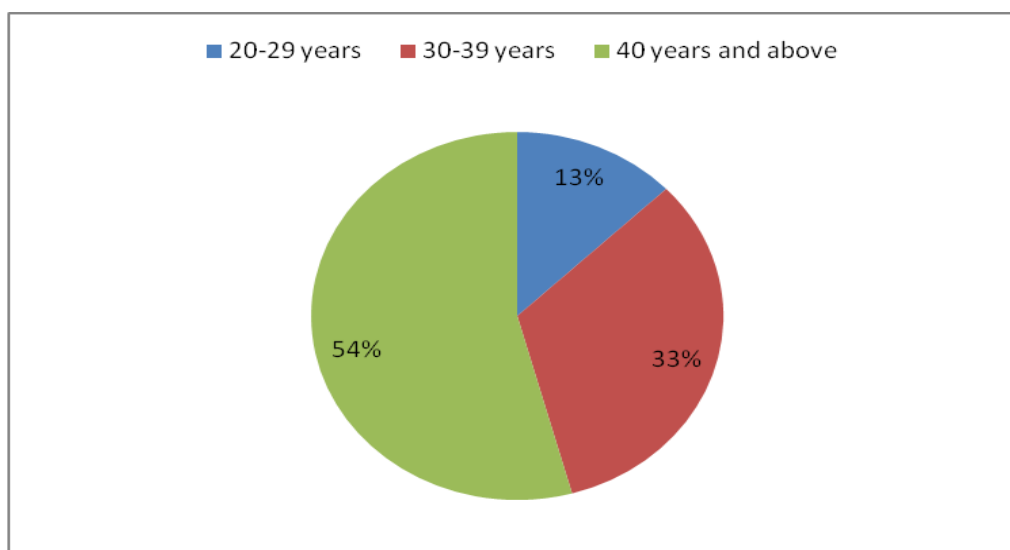
S.N	Type of FGD	FGD district
3	Women Human Right Defenders(WHRD)	Bara
4	Adarsha Cluster (Cluster Committee Member)	Bara
5	Conflict Affected Women (CAW)	Bara
6	Inter Party Women’s Alliance (IPWA)	Parsa
7	Women Human Right Defenders(WHRD)	Parsa
8	Gadimai Cluster (Cluster Committee Member)	Parsa

The number of participants in each FGDs ranged from a minimum of 5 to a maximum of 8 making a total of 53 participants. Out of the total FGD participants, 86.8 percent were female and 13.2 percent were male (see Table 1). By social inclusion criteria, 58.5 percent were from other Madheshi castes followed by 20.8 percent from Brahmin/Chhettri and other Hill castes groups, 9.4 percent were Madheshi Dalit, and 5.7 percent were from Muslims and Tharu groups. The list of names of FGD participants is presented in Annex 3.

2.4 Perception Survey

The perception survey was conducted among the people from Bara and Parsa districts. The respondents were selected using purposive sampling technique. Attention was paid to make the list of respondent inclusive from gender and social inclusion prospective. Respondents were carefully selected from different social groups such as Madheshi, Muslim, Dalit, Tharu and Hill castes. Out of the total perception survey respondents, 57.1 percent were female and 42.9 percent were male (see Table 1). The majority (54%) of the survey respondents fall within the age bracket of 40 years and above followed by age bracket of 30-39 years (33%) and age bracket of 20-29 years (13%).

Figure 1: Perception survey participants by age group



By caste/ethnic groups, about one-third (32.9%) of the survey respondents belong to other Madheshi castes, Madheshi Dalit and Tharu (12.9% each), Muslim (14.3%) and Brahmin/Chhettri and other Hill castes (27.1%) (Table 2).

2.5 Data analysis and report writing

The data collected from multiple sources like secondary sources, KIIs were compiled and triangulated to arrive at the reliable findings and conclusion. Data from the perception survey were entered in CSpro and analyzed using SPSS v. 17 to develop frequency tables. The tables were exported to excel sheet for generating graphs and charts.

Quick notes of KIIs and FGDs were made during field work and direct quotes that are found useful to elaborate the findings were transcribed and used in the report. Relevant case studies and stories were also collected during KIIs and FGDs were elaborated to present in the report. Finally, the data from different sources were cross verified, validated and compared to highlight the findings and to arrive at conclusion.

The triangulation exercise was done with the preparation of a triangulation matrix which contained key evaluation questions structured by the evaluation criteria of relevance, effectiveness, efficiency and impact. The matrix contained the source of data used in the evaluation (document review, key informant interviews, FGDs/discussion meetings and field observations). Evidence generated through document review and other evaluation methods formed the basis for triangulation analysis and validation and these were listed out for each evaluation question. The matrix also contained key preliminary findings resulting from the triangulation analysis.

This study therefore is evidence based driven by the information provided by conflict affected women, various stakeholder groups including government and non-government bodies, and desk reviews of financial and non-financial documents at various stakeholder departments of the government. Furthermore, the data collection process was participatory and collaborative to the extent possible and included stakeholders at national, district, and local levels enabling us to derive holistic and pragmatic conclusion. Women from diverse economic, religious and social groups were integrated into the study.

Based on the key findings, the evaluation team prepared the preliminary draft report and submitted to UN Women. The report includes project executive summary, background and context of the evaluation, programme description, evaluation purpose, evaluation approach and methodology, findings, lessons learnt, recommendation and annexes. The comments received from UN Women and UNDP and other reference group members were incorporated in the draft report, then a data validation workshop was conducted. After incorporating feedback inputs shared during data validation workshop RDN finalized the report. The final report was submitted to UN Women.

2.6 Limitations of the Evaluation

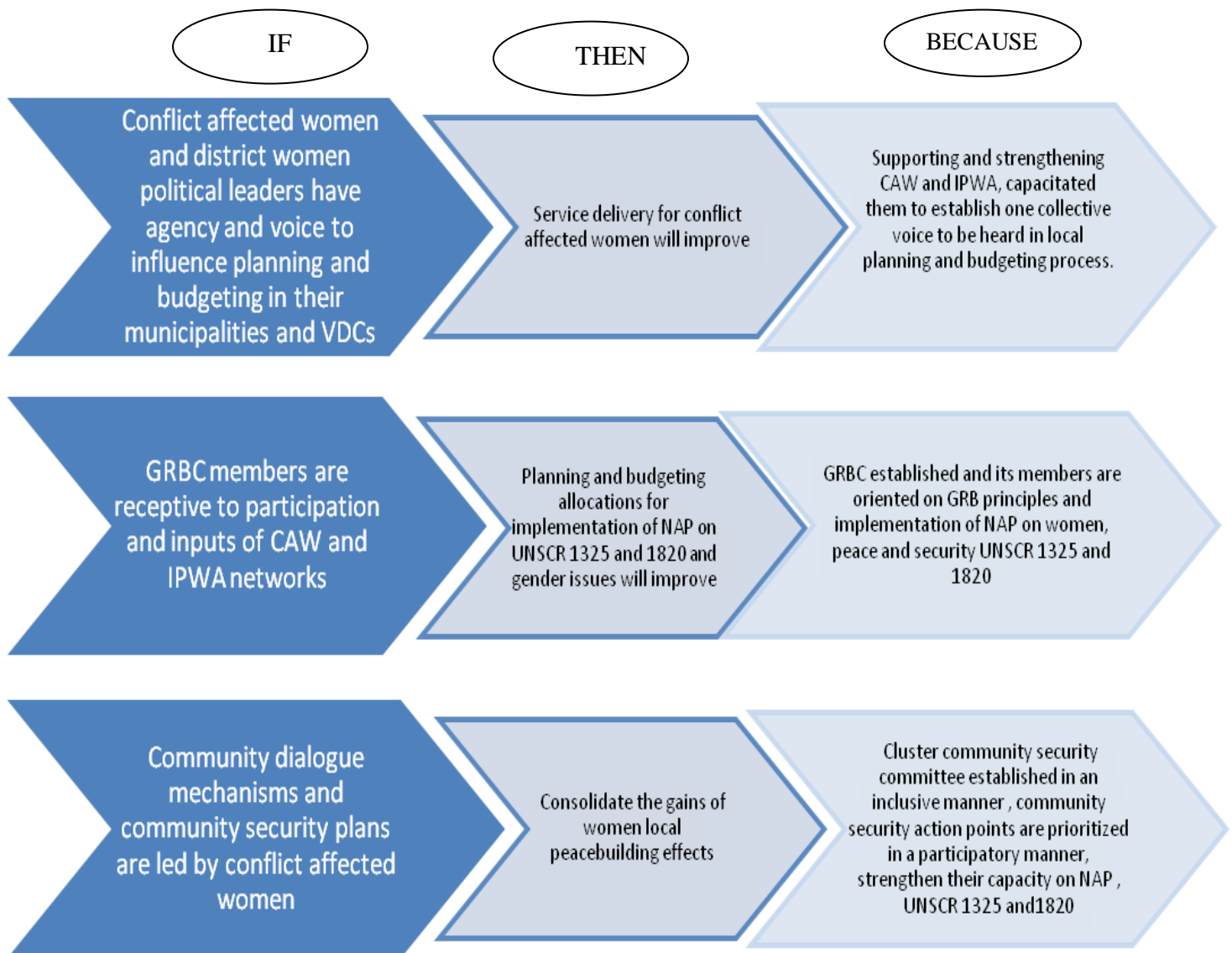
The evaluation focused only on project outcome/output indicators which may limits its scope of work. The limitations of the evaluation is due to unavailability of target group/beneficiaries. The KII with Chief District Officer and WCO could not be conducted. Similarly, the FGD with GRBC could not be conducted so this information was collected from the GRBC members through KIIs. In total, 3 GRBC members in Parsa and 4 members in Bara district were interviewed. The FGD with CAW in Parsa district could not be conducted, so the information with CAW was also collected through KIIs.

3.0 FINDINGS

3.1 Theory of change (ToC)

The outcome of the project has clearly designed TOC.

The outcome of the GPI-CT project has clearly articulated ToC showing the programme logics behind anticipated change at the outcome level. The initial ToC of GPI-CT project lagged logical sequence and connections of the projects activities aiming towards anticipated change. The effort has been made to show the more logical flow of the ToC in the diagrams given below: The (ToC) target groups especially CAW had less participation in project activities as compared to other women groups like IPWA and WHRD. The involvement of CAW in the cluster CSC was unnoticed as their reservation in the committee was not



ensured. Similarly, their participation in community dialogue mechanisms also was limited as compared to other women groups. Though the number of CAW in both the districts is significant (Bara 2,244 and Parsa 1,964 including internally displaced persons) the network organization of CAW with legal registration was not found by the evaluation team. This could be a reason for their low participation in the project activities. Having said that the presence of CAW in other women led mechanisms, networks and groups was observed.

3.2 Enabling and hindering factors to achieving project outcomes

The evaluation noted that there were some enabling factors that had positive effect in the project outcome while some other factors had hindering effects. The project was designed with a good context analysis and at multiple level interactions with MoFALD. The project had also undergone a comprehensive review of reports and relevant literature and had taken consideration of learning from the past project outcomes, mainly of EPST. The project also had dual advantage of relevant expertise in that it was launched in partnership with UN Women having institutional expertise in women's empowerment and gender sensitive and post-conflict programming and UNDP with expertise on conflict prevention, dialogue, leadership, and community security. In addition, the presence of UNDP's AVRSCS project in the districts reduced the implementation cost and had potential of being more efficient in terms of familiarity with the local language, culture and handling emergency situations for risk mitigation. Moreover, local bodies were positive towards including CAW and other women networks in local planning and budgeting processes and are open to having their planning and budgeting process based on GRB principle.

The time-period of one and a half year for achieving the project outcome was too short, especially in the context of the project districts that had high prevalence of Gender Based Violence (GBV), gender inequity and inequality, low participation of women in local planning processes, poor knowledge on NAP on UNSCRs 1325 and 1820. Additionally, the project districts had unfavorable environment with low level of inputs from women groups and networks in local planning and budgeting processes, slow pace of government procedures, top-down decision making process, and limited resources available at the DDCs and MCs for implementation and monitoring of NAP on UNSCRs 1325 and 1820. Under such conditions, the project duration was inadequate to achieve the desired outcomes. The Madhesh movement and border closures affected the project's effectiveness in those project activities such as trainings and capacity building of targeted networks and groups was constrained. Achieving the project outputs was hindered due to the absence of GRB software which made it difficult to implement the GRB process at the district and community levels.

3.3 Relevance

Finding: The GPI-CT Project is aligned with the normative frameworks for gender equality and women's empowerment

Beijing, Fourth World Conference on Women declaration placed priorities to 12 thematic and critical areas of concern: women and poverty, education and training of women, women and health, violence against women, women and armed conflict, women and economy, women in power and decision making, institutional mechanisms for advancement of women, human rights of women, women and the media, women and environment and the girl child. The evaluation found that GPI-CT outcomes and outputs indicators are aligned to contribute, 8 out of 12 thematic and critical areas of concern. Output 1.1 contributes to 5 of 12 thematic and critical areas of women concern (training, armed conflict, economy, power and decision making and human rights) and output 1.2 contributes to 6 areas of concern (violence, armed conflict, economy, women institution mechanism, power and decision making and human rights).

Finding: The project is relevant to the implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820)

The project outcomes mainly underline the implementation and monitoring of NAP on women, peace and security on UNSCRs 1325 and 1820. The GPI-CT project has aligned its activities to outputs 1.1 and 1.2 to contribute to an enabling environment and the institutional foundation required for gender sensitive peace building and local planning, and budgeting process in the project districts to meet the key points of NAP on UNSCRs 1325 and 1820 which addresses security concern of women and girls, and ensure the participation of women in all stages of peace building. The key points of NAP include increasing women's participation in formulation of policies for conflict resolution, management and prevention and protection, address the special need of women and girl during and after conflict, prohibit sexual violence, and ensure women equal participation and full involvement of women in all efforts towards promoting peace and security.

Finding: The project has underlined gender equality and equity (deal with the principle of GRB)

At one level, the project documents clearly demonstrate a focus on enhancing women's equality and equity. During the implementation stage, this intent of the project is displayed as the GRB training that has been imparted to women. The GRB sensitization and training activities carried out by the project helped in increasing the number of women's participation. This was an important achievement towards promoting women's equality and equity. On the other hand, the project did not exhaust the list of analytical and operational/implementation tools that can be put to use for promoting women's equality and equity in the project. This process is guided by outcome indicator 1.b and outcome indicator 1.d.

Similarly output indicator 1.1.4 measures the changes in the capacity of women like existence of different women's networks, regularity in their meetings with proper plans, documented decision making and progress made, their knowledge of NAP on UNSCRs 1325 and 1820, and follow up on GRB process to influence local planning and budgeting, and demands for better services in project sites.

Finding: GPI-CT aligned its activities with the 14 step planning process of the Government of Nepal to integrate women, peace and security agendas

The GPI-CT project is designed to integrate women, peace and security agendas in the 14 step planning process of the Government of Nepal (in local planning and budgeting process). The activity 1.1.3 builds the capacity of DDC, MC, and VDC authorities on gender responsive planning and budgeting, and women, peace and security issues. Beside the project activity 1.1.8 the interactive dialogues between local authorities and women groups and networks on women, safety and security issues would facilitate and help women to have a collective voice to demand for integrating the agendas on women, peace and security in local planning and budgets.

Finding: The Project timeframe was not sufficient to achieve project outcomes

The time period of one and half year to achieve the project outcome was too short, especially in the context of the project districts. The project districts have high prevalence of gender based violence, gender inequity and inequality, low participation of women in local planning processes, target group's poor knowledge of NAP on UNSCRs 1325 and 1820, and low level of receptiveness of local authority in regards to participation of women. Additionally, the programme districts have unfavorable environment with low level of inputs from women groups and networks in local planning and budgeting processes, slow

pace of government procedures, top-down decision making process, and limited resources available at the DDC and MC for implementation and monitoring of NAP on UNSCRs 1325 and 1820. Under such conditions, it can be concluded that the project duration was inadequate to achieve the desired outcomes.

Finding: The project ToC remains valid, the project is designed on good context analysis, but district level project beneficiaries, stakeholders were not involved in designing phase

The project documents illustrate that the project was designed after conducting a good analysis of the context with multiple level interactions with MoFALD, review of reports and relevant literature, and learning from the past project outcomes (EPST). However based on the discussions with project beneficiaries in the districts, it was found that they were not involved in the designing phase of the project. This reveals that though the project is relevant to the local context, the designing process was weak on capturing the views of beneficiary groups.

Interactions with project implementation team at district levels further revealed that the project was designed at the central level based on a scoping study and context analysis of the gender equity and equality, social conservatism, low participation of women in political and social activities, and vulnerability to gender-based violence, as well as MoFALD's activity in the districts, and GRB localization strategy, and participation of the women in local planning and budgeting process. However direct involvement of local stakeholders like DDC, MC, women groups, networks and alliance was weak during designing phase of the project.

Finding: The project is relevant to human rights, gender and social inclusion policies

Human rights approach and gender and social inclusion are the key cross-cutting issues in the context of women peace and security, local planning and budgeting needs in the country in line with article 18 of the Constitution of Nepal 2015 and the NAP on UNSCRs 1325 and 1820. In Nepal inclusion of CAW and IPWA networks in local planning and budgeting would determine the character of durable peace. This reality is also identified by UNDAF for Nepal 2013-2017. The outcome of the project has embraced human rights approach and principle of gender and social inclusion. The ToC clearly points to the involvement of CAW and women political leaders in programme activities. Similarly, both output indicators address them. Moreover, output indicator 1.2.3 reflects human rights and social inclusion policies (UNDAF output 9.3.1).

Finding: Geographic selection of districts is relevant for the project outcomes

The geographic selection of the project districts is very relevant. Both project districts were not spending the budget allocated for targeted women in their welfare activities instead they were being spent on development of infrastructures like road, drain, building etc. The baseline data shows 4.5 percent of the budget in Bara and 8.4 percent in Parsa were allocated for the NAP on UNSCRs 1325 and 1820 action points in District Plans. The number of the conflict affected persons in Bara and Parsa is relatively higher compared to other districts. There are about 2,244 conflict-affected persons in Bara district and 1,964 in Parsa district, which includes internally displaced persons, according to Ministry of Peace and Reconstruction.

As declared in UNSCR 1820, it condemns the use of sexual violence as a tactic of war, and declares that "rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide". The project districts have high incidences of sexual violence, dowry, rape, child marriage, caste based discrimination, accusation of witchcraft, with considerable issues concerning conflict affected and single women and other GBV. Participation of women in political and

social activities, as well as in local planning process is low. In this context, the geographical selection of the districts is very relevant to the project objectives and outcomes that aim to enhance women's participation in local planning and budgeting process.

Finding: The project is relevant to the beneficiaries needs for their participation in gender responsive planning and budgeting process

Majority of the project beneficiaries and the stakeholders interviewed during the field visits reported that the GPI-CT project is relevant to their need of participation and engagement in gender responsive planning and budgeting process by the local bodies (VDCs, DDCs and MCs). The FGD with the women groups reported that participation of women in planning and budgeting process at the municipalities was negligible in Parsa district. The targeted budget (10%) for women had been spent in other activities. Similarly, in Bara, the target budget of women was being spent on women welfare was at the minimum, as their involvement in the planning and budgeting process of MC was limited. Therefore the outcome indicator 1.d and output indicators 1.1.4, 1.1.2 are very relevant to the context.

3.4 Effectiveness

Finding: The project partially achieved its outcome and outputs

The project has shown progress towards achievement of project outcome and outputs. The project has set four outcome indicators out of which the project has partially achieved outcome indicator 1.d: Meaningful participation³ of women in local planning and budgeting process with evidence of women mechanisms having collective voice to demand better services in their communities and improvements seen among local bodies being receptive to the participation and inputs of women groups and networks in local planning and budgeting process. The project lagged behind in achieving outcome indicator 1.a (Percentage of local budget allocated for directly gender responsive activities) and 1.b (Number of local bodies DDC, Municipalities and VDCs that have adopted gender responsive budgeting) because the DDCs and MCs had received GRB software but since it has not been used in planning and budgeting process of the current fiscal year (FY) proportion of local budget allocated for gender responsive by local bodies could not be measured. Similarly the outcome indicator 1.c (Percentage of budget allocated for the NAP 1325/1820 Action Points in District Plans in Bara and Parsa) cannot be measured because district level monitoring reports of NAP on UNSCRs 1325 and 1820 are not complete.

The first output of the project "demonstration of a pilot on how gender responsive planning and budgeting improves/enhances service delivery for conflict affected women and budgetary allocations from local resources to further effective NAP implementation and monitoring in 2 municipalities and 2 DDCs in Bara and Parsa districts" sees a good progress by achieving four out of five of its indicators. The evaluation has noted evidence that GRBC are functional in pilot DDCs and MCs, the GRBC members and other key stakeholders of local planning and budgeting process reported an increase in knowledge and skills on applying gender responsive planning and budgeting and NAP UNSCRs 1325 and 1820 principles in their work. Similarly, all pilot DDCs and MCs received budget software updated in line with GRB principles and local women leaders and networks are capacitated to influence local planning and budgeting and demand better services in project sites. With regards to its second output "conflict affected women and women leaders to influence the local planning processes and greater equality in access to leadership and decision making opportunity" the results of the project indicate good progress towards achievement of this output.

³Meaningful participation will be assessed in terms of 1) Attending local planning meetings 2) Raising women's concerns to be addressed in meetings and 3) Perceive that their voices are heard and respected 4) Some concerns are addressed in the planning document at that level.

There are thirty five women led functional mechanisms in Bara district and thirty in Parsa district. These women led mechanisms in both districts developed nine point gender responsive local planning and budgeting related shared agenda. Two district and six cluster level community security plans produced in an inclusive manner⁴ which action points were incorporated into VDC plan but implementation of the security plan slowed down due to merger of AVRSCS and CPP project into SCDP project.

Finding: Community security plan was planned and implemented in an inclusive, conflict and gender sensitive manner however its implementation had slowed down

The project has contributed in improving the community security situation in both study districts contributing to output II. Project has developed six community security clusters in an inclusive manner. CSCs have 21 members (more than 50% female), which are headed by Area Police Office In-charge, every VDC Secretary of the cluster is a member of the committee and three to four representatives of each VDCs are also members of the committee. The CSC finalized the community security plan in an inclusive, conflict and gender sensitive manner. The meeting is convened with the participation of local government personnel, police, local level leaders, women network members, representatives of different caste/ ethnic groups, and other society members.

During the evaluation, it was found that each cluster had developed community security plans but shortcomings were found in their effective implementation. This constrained towards achieving results related to output indicator 1.2.3. The KII and FGD participants reported that the implementation of community security (CS) plan slowed down due to merger of the AVRSCS and CPP project into SCDP project in June 2016. Therefore the budgets of FY 2015/2016 allocated by the VDCs for the implementation of the plan were spent to build “*Nari Sachetana Kendra*” and “repair and maintenance of the police vehicle”.

“In case of Adarsha community security cluster”, VDC incorporated the action points from community security plan in VDC plan and allocated the budget for the implementation of community security plan. Out of the 5 VDCs in the cluster 4 of them have allotted NPR 100,000 and 1 VDC allotted NPR 50,000 for the community security plan.

In case of “*Pateruwa Sughauli*” VDC

Case study

After GPI-CT provided the trainings on NAP 1325 and 1820, cluster level workshop on CS plan was conducted in Simara where Mahendra Adarsha cluster developed seven actions points, through collective decision of 5 VDCs. The action points included are: 1) Dowry system, 2) Vulgar Songs, 3) Women Violence, 4) Child marriage, 5) Witch Craft, 6) False reporting in police station, and 7) Lack of proper care of elderly parents. These action points were included in each VDC plans for implementation, and all VDCs agreed to implement them jointly. Budget allocated for implementation of these action points was NPR. 50,000 to NPR. 100,000. And for this, orientation programme was organized for students of grade 9 and 10 to sensitize against women violence and vulgar songs.

Programmes like street play, mass gathering, awareness message through FM radios and rally programmes are being implemented.

A Member of Mahendra Adarsha Cluster, Bara

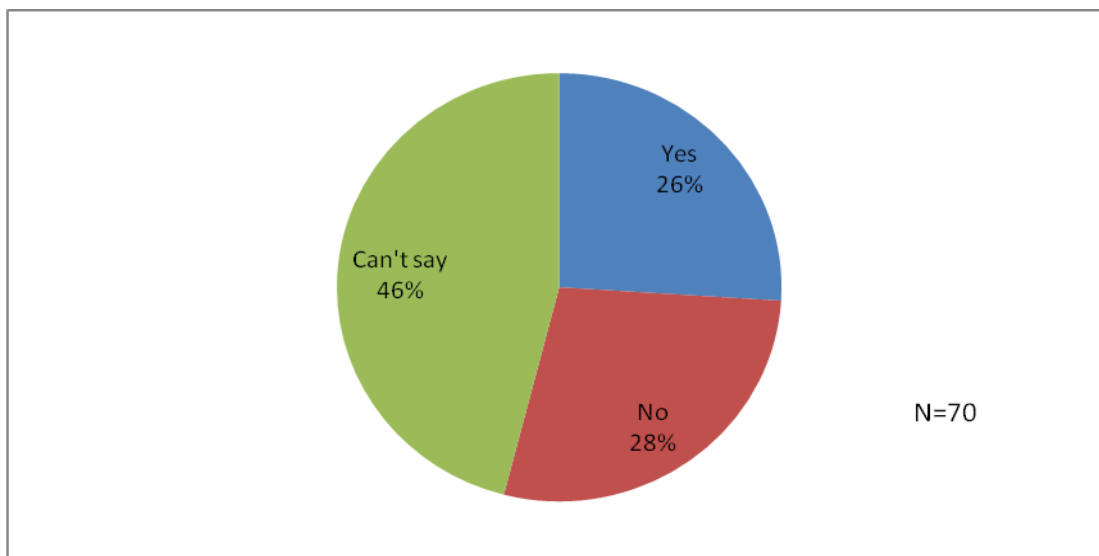
⁴ Inclusive means participation of women (at least 33% as government standard) and other social groups that is defined excluded completion reports will be prepared with disaggregated data of women and other social groups that will verify/count the inclusion

the community security plan has been incorporated by the VDC and allocated the budget for the implementation of the plan. But due to slowdown in implementation of project activities the allocated budget for security plan was utilized for repair and maintenance of the police vehicle with an understanding that the vehicle is also used for the community security activities.

According to the VDC Secretary of “*Pakaha Mainpur*” the budget that is allocated to the community security plan is diverted to build the “*Nari Sachetana Kendra*” on the decision of the all-political parties. This was due to slow down in implementation of project activities as the AVRSCS and CPP project merged into SCDP project in June 2016.

The perception survey depicts that more than 25 percent of the respondents perceive that the community security plan are planned and implemented in an inclusive manner whereas 28 percent think it is not planned and implemented in an inclusive manner. Forty-six percent had no knowledge about planning and implementation of community plan.

Figure 2: Percentage distribution of respondents who reported community security plan planned and implemented in an inclusive manner



Finding: Madhesh movement and blockade influenced in the effectiveness of the project

The Madhesh movement and blockade affected the project’s effectiveness. Due to the Madhesh movement, training programmes that were planned to be held in the project districts were conducted outside of the programme districts (Chitwan and Sauraha), where all participants could not travel. The participants from the VDCs could not attend the programme activities organized in programme district's Birgunj and Kalaiya MCs due to insecurity and life threatening environment and with no transportation facilities being available. The Madhesh movement and blockade delayed the project activities and some of the activities were still ongoing at the time of evaluation.

The DDC personnel of Parsa could not attend the training organized by the LDTA at Dhulikhel due to Madhesh agitation and blockade. During Madhesh agitation and blockade, the activities that were

supposed to be held in VDCs were organized in district headquarters. Understandably, expected number of beneficiaries from VDCs could not attend.

However, it was noted that in spite of very trying times during Madhesh movement, AVRSCS could implement some of its project activities at local level. This was mainly due to their local presence in the project districts and having good relations with the local police administration.

Finding: GRBC members and the local bodies are receptive to the participation and inputs of IPWA and other women networks

Participation of the women alliance and groups in the local planning and budgeting process is low in Parsa district. Only a few representatives from these organizations/alliance have participated in the GRB and NAP on UNSCRs 1325 and 1820 trainings and have tried to participate in their respective local planning and budgeting process of the local bodies. However, no significant achievement was seen so far, because the DDC and MC council meetings for FY 2016/2017 were already completed so they could not enforce gender responsive plans and budget agendas in DDC and VDC/MC budget.

In case of Bara district some improvements were observed towards gender responsive budget. Whereas in the last FY 2015/2016 only 4 women led organizations received target group budget for women while in the current FY 2016/2017 the number grew to 22 women led organizations plans getting accepted by the Bara MC to provide budget. The total amount allocated for women targeted budget this year is NPR 8,757,748.

Overall, the evaluation noted that local bodies were more positive towards including CAW and other women networks in local planning and budgeting processes and that they were also open to having their planning and budgeting process based on GRB principle. However, there are technical hurdles such as the budget heads which are currently being used do not match with GRB budgeting system. The local bodies have in plan to use GRB software from the next FY 2017/2018.

In case of Bara district there has been an increase in meaningful participation of women in local planning and budgeting process and the respective authorities also listen to them which contributes to output I. Whereas, in case of Parsa, women groups were not participating in MC and DDC council and their voices were not being heard even when a few of them participated.

Finding: System at local planning and budgeting to invite women leaders and women groups/networks to participate in local planning and budgeting

The system of inviting IPWA and other women networks/groups for local level planning and budgeting meetings has begun in earnest, as reported by the Bara MC and DDC. Earlier, invitations were extended only to a few specific individual woman. This practice has changed following protests and lobbying by women groups. Thereafter, calls for participation in council meetings were issued through local mass media such as local FM radios and newspapers. This has increased the participation of the women in local planning and budgeting process contributing to output I.

The GRBC has been pre-defined by MoFALD. Strategies for localizing gender responsive budget 2015 that do not illustrate representation of women networks/groups in GRBC, cannot be changed by DDC or GPI-CT project for increasing wider participation of women. However the DDC organized district level planning and budgeting council where the participation of women's network is very high. About 500 to 600 people participate and discuss their agendas, women's programmes, plans, and budget. At the ward level assemblies, women's participation is higher than men and they effectively raise their voice for allocating budget for women benefits.

Case study

After being trained on GRB, UNSCRs 1325 and 1820, the need of one shared voice and collective efforts has been realized. For this reason, WHRDA, IPWA and WHRD collectively submitted a memorandum in different government line agencies. The main agenda of the memorandum was to include women in planning and budgeting processes, to localize and implement GRB and NAP on UNSCRs 1325 and 1820. They are, time and again, pressurizing to implement the agenda included in the memorandum. We are getting positive response and commitment from the concerned government line agencies' officials to consider their agenda and to take an action to implement it.

Babita Jaisawal, Member of United Alliance of Women Human Right Activist

Finding: Local institutions (DDC and MC) have adequate capacity to implement the project

The project has provided training of trainers (ToT) and training on GRB and NAP on women, peace and security (UNSCRs 1325 and 1820), which has enhanced their capacity for implementation. The project has also provided GRB classification software and training to use the software to local bodies (DDCs and MCs) contributing to output I. The DDCs and MCs have demonstrated their capacity to adopt GRB principle in local planning and budgeting process but continuous mentoring and support from the GPICT project will be crucial for achieving concrete results. Some of the key informants at DDC and MC mentioned that the GRB software could be an additional burden to them with limited skilled persons using multiple software for planning and budgeting whereas other key informants had positive disposition towards applying GRB software from the next FY 2017/2018. However the evaluation team felt that it is too early to evaluate the capacity of the DDC and MC as they have just received the GRB software (at the time of evaluation).

Case study

DDC Bara has received the GRBC classification software and the authorized officials have received training to use the software. However, they could not use the software for the FY 2016/2017 to calculate the gender responsive budget due to the unmatched time of using GRB principle in local planning and budgeting. But we are very positive to use GRB principle in local planning and budgeting process. DDC has decided (meeting minute available) to use the GRB principle in local planning and budgeting from next FY and planning to provide pre-orientation to the members who are involved in planning process of ward, VDC and area level to effective localization of GRB in planning and budgeting process.

Jitendra Yadav, Social Development Officer of Bara DDC

Finding: GPI-CT project promoted collective voice to strengthen women groups and networks

The project has promoted collective voice of women to strengthen the women leaders and other women networks. The project has increased the capacity of the women to have a collective voice to demand better services in their community. The project has facilitated the women leaders and groups to establish more women led effective mechanisms so that a collective voice would help to influence the decision making process rather than influencing from the voice of an individual contributing to output I.

In Bara district there are now 35 women organizations working in women equality, equity, peace and security. Some of these are established after the implementation of the GPI-CT project for encouraging women to have “Collaborative Leadership Dialogue” which also has few CAW as members. In case of Parsa there are about 30 women networks but only 5-7 are actively working. These organizations and networks are either participating in local planning and budgeting process, or are visiting MC and DDC frequently in a group and raising their voices in favor of the common agenda on women as well as incorporating their demand in local planning and budgeting process.

Finding: A few project activities were ongoing at the time of evaluation field work

At the time of the evaluation field work six project activities of NCE period were yet to be completed which has made evaluation difficult to articulate the effectiveness of the project. Due to the Madhesh movement and blockade the project implementation was delayed. The remaining activities are being conducted under a no cost extension period of the project, which are to end on the 15th October 2016.

3.5 Efficiency

Finding: The UN coordination and management structure reduced the cost and increased efficiency of programme implementation

The management structure of the project illustrates that the UNDP’s AVRSCS project has its presence in programme district Parsa the local resources use for implementation of the project reduced cost over the mobilizing the resources from the central level. The local resources were more efficient in terms of familiarity with the local language, culture and handling emergency situations for risk mitigation. Similarly, UN Women has outsourced the capacity building activities mainly to LDTA, a semi-government institution, with very competitive experience for the assignment at lower human resource cost and resources mobilization cost. Similarly, CPP has a strong network at the local level which could utilize most efficient partners to carry out the project activities at local cost, beside they have experience of working with the project target groups both at national and local level.

Finding: The comparative advantage of joint collaboration of UN Women and UNDP in this area of work compared with other UN entities and key partners

The ultimate outcome of the GPI-CT project is to enhance the participatory and gender responsive planning and budgeting process at the local bodies (DDCs, VDCs and MCs) for implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820).

Among the UN agencies, UN Women has institutional expertise in women’s empowerment and gender sensitive post conflict programming and UNDP has its expertise on conflict prevention, dialogue, leadership and community security. Beside, in Nepal UN Women has played a key role in supporting the

ongoing implementation of NAP on UNSCRs 1325 and 1820 as per its UNDAF outcome line. Similarly, UNDP peace building and recovery unit has been supporting the implementation of CPA and Nepal's transition to peace. Moreover, UN Women and UNDP through its another joint project EPST had better know-how on women's influence on local planning and budgeting process in Bara and Parsa districts and have also engaged with the target groups of the GPI-CT project i.e. CAW and IPWA. Hereby UN Women and UNDP have comparative advantage over other UN agencies to achieve the ultimate outcome of the GPI-CT project i.e. "Enhance the participatory and gender responsive planning and budgeting process at the local bodies (DDCs, VDCs and MCs) for implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820)".

Finding: The resources have been allocated strategically to achieve the project outcomes

The project has strategically allocated the resources (financial, human, technical support etc.) for achieving the project outcome. The project has used the available resources of the AVRSCS and CPP project available in the field level for the efficient implementation of the project. Similarly, UN Women has also collaborated with LDTA. LDTA has very good experience of providing technical support and building the capacity of DDCs since 2014 to support on gender responsive planning and budgeting for implementation of NAP on UNSCRs 1325 and 1820.

3.6 Sustainability

Finding: UN Women and UNDP have been able to support its partners and beneficiaries in developing capacities and establishing functional mechanism to ensure ownership and the durability of effect

UN Women provided training to the government line agencies including DDCs, MCs, VDC Secretaries, local facilitators of CAC of the both project districts to enhance and recap their knowledge on GRB, Women, Peace and Security and the NAP on UNSCRs 1325 and 1820. Moreover, ToT training was provided to government officials of local sectorial bodies including the members of district level and municipality level IPFC. The ToT would make the DGRBC and DCC more functional to ensure localization of GRB and implementation of NAP on UNSCRs 1325 and 1820 which would contribute to outcome indicator 1.b and 1.c and output indicators 1.1.1, 1.1.2, 1.1.3 and 1.1.5. As a result of the outcome and outputs of the project both targeted two DDCs and MCs have established GRBC. All the GRBC are functional with at least one round GRBC meeting at MCs and about three round of meetings at DDCs. The minutes of the GRBC had evidenced that they would be following GRB principles in local planning and budgeting process of the upcoming FY 2017/2018.

The targeted DDCs and MCs have received GRB software updated in line with GRB principle and the responsible persons at MCs and DDCs were trained of the software. However, the responsible person from Parsa DDC could not attend the training.

UN Women also provided ToT training to the local political women leaders and women groups for the effective implementation of NAP through GRB localization. As a result the trainers have transferred their knowledge at VDCs, MCs and also in other districts (reported by a responded from Bara district during evaluation).

The CPP project conducted workshop on CLD, conflict sensitivity, non-violent communication and gender responsive budgeting for gender-responsive local development and social cohesion promotion and capacity development trainings on right to information and social accountability to IPWA, WHRD, UAWRA and other different women networks/organizations to enhanced knowledge and skills on gender

responsive, local development and social cohesion promotion. CPP also conducted interaction programme between political leaders, women leaders, right activists IPWA, WHRD and Feminist Dalit Organization to enhance women's voice and agency to achieve project results which would contribute to output indicator 1.2.1, and 1.2.2. As a result there are 35 women led effective mechanisms in Bara district and about 30 in Parsa district. The evaluation team came across some evidences like, monthly meeting minutes, agreed agendas and outcomes documented in minutes and the action plans of some of the women mechanisms like WHRD Bara and Parsa, IPWA Bara, UAWHRA Bara to prove their functionality. Similarly, in regards to 1.2.2 the CPP has facilitated the women networks mechanism to develop and shares 9 points local planning and budgeting and women concern agendas shared with Birgunj and Kalaiya MC and other district level government line agencies.

The AVRSCS project conducted advocacy strategy development workshop and training to CSC members, representatives of CAC, local body representatives, WCF, paralegal committees, IPWA and CSOs with the objectives to give continuity to the advocacy efforts initiated in February and integrating community security plans into local body plans, localization of GRB and implementation of UNSCRs 1325 & 1820 which would contribute to outputs indicator 1.2.3, 1.2.4 and output 1.2.5. As a result the targeted 6 at cluster level and 2 at district level community security plans were prepared in an inclusive manner. The community security meeting minutes proves its functionality. Some clusters have integrated the action points from the security plans into VDC plans and allocated some budget for their implementation however implementation of the action points had slowdown due to the merger of ACRSCS and CPP project in SCDP in June 2016. Therefore, the allocated budgets for the implementation of the action points were spent on other activities as endorsed by the CSC.

Finding: Local bodies (VDCs, DDCs and MCs) are flexible to internalize women leaders and women group's mechanisms

The local government's line agencies do not have a defined mechanism to internalize the CAW, IPWN and other women networks in local planning and budgeting process. The interviews with the DDC and MC officials shows that the tendency of inviting the CAW, IPWA and other women networks has increased compared to the past. In recent times DDCs circulate notice, use mass media like local FM radios, newspaper, digital display at DDC office even make telephone calls to inform CAW, IPWA and other women networks and other local people about DDC council meeting. The women participation in local planning and budgeting process both at MC and VDC level has increased at WCF organized ward assembly and at *Illaka (area)* level planning formulation workshop where they raise their voice/demand to include women agendas in planning and budgeting. However, women participation at the decision making bodies for local planning and budgeting at VDC like IPFC at DDC level is low because the IPFC members are defined by MoFALD. Similarly, women participation in GRBC is also low because it is also guided by Strategies for Localizing GRB 2015 that mainly constitutes head of government line agencies where women at the positions is very low.

Finding: The GPI-CT has contributed to establish and maintain the knowledge hub on GRB and NAP on UNSCRs 1325 and 1820 at national and sub-national level.

The GPI-CT project has provided ToT training on GRB and NAP on UNSCRs 1325 and 1820 to different government line agencies including, VDC Secretaries, CAC and women groups/networks like CAW, WHRD, IPWA, UAWRA and other women networks. As a result the trainers have transferred their knowledge to their respective agencies and groups at VDCs, MCs and also in other districts. For national level stakeholders LDTA is planning to conduct ToT training on GRB and NAP on UNSCRs 1325 and 1820.

Finding: The GPI-CT project be more widely replicated with few adjustments

It was observed that all project stakeholders found GPI-CT project is very relevant to the local need to enhance participation of women in local planning and budgeting process of local bodies, effective to increase receptiveness among local bodies authorities for participation of women in local planning and budgeting process and pay attention to the agendas and plans put forward by the women.

The participatory and gender responsive budgeting process at the local bodies for implementation of NAP on women, peace and security is a need of all districts of Nepal as well as need of other MCs and VDCs of the project districts, hereby the project can be widely replicated with few adjustments as per the local context and need of a district and MC/VDC.

Finding: The project exit plan being developed made difficult to measure the project sustainability

The project exit plan was being still developed at the time of evaluation and so it is difficult to measure the sustainability of the project. During the evaluation field work the stakeholders and partners were worried about project continuity after the completion of GPI-CT project. The DDC, MC and VDC level stakeholders had learned about GRB but implementing it in the upcoming FY 2017/2018 planning process is a big challenge without the technical support and mentoring of the GPI-CT project. Similarly, in regards to women leaders and other women groups/networks, the project has ignited them to establish a collective voice for advocacy and demand to include women agendas in local planning and budgeting process. It has also motivated them to increase their participation in local planning and budgeting process but they need continue support of the GPI-CT project to build their capacity for their meaningful participation and to influence local planning and budgeting process.

Finding: Lack of ownership of the project

The project has involved multiple ministries and government line agencies during the implementation of the project but has not appointed any one of them to take the ownership to lead the project activities after the completion of the project. So in absence of this ownership, the sustainability of the project is a big challenge as pointed out by the government line agencies during the evaluation field work. Therefore the exit strategy should ensure the ownership and continuity of the project activities.

3.7 Impact

The focus of the project was at the outcome level, not much on the impact level. However, it is evident that the GPI-CT contributed in strengthening government institutional capacity to localize GRB and monitor the NAP on UNSCRs 1325 and 1820. The evaluation team found following results:

- MCGRBC of Kalaiya MC and Birgunj Sub-metropolitan were recently established and DGRBC of both programme districts are functional.
- GRBC minutes illustrates that they would be following GRB principles in local planning and budgeting process from the upcoming FY 2017/2018.
- The targeted DDCs and MCs have received GRB software updated in line with GRB principle and the responsible person at MCs ad DDCs were trained on the software.
- 2 district CSC and 6 cluster level community security clusters are established.
- The sample VDCs had incorporated the action points from community security plans in VDC plans and allocated the budget for their implementation.

- In Bara district improvement was observed towards gender responsive budget. In the last FY 2015/2016, 4 women led organizations had access to target group budget for women and the number of women led organizations having access to this budget increase to 22 in current FY 2016/2017.
- FGDs with women groups and networks substantiate that women leaders and groups have capacity to have a collective voice to demand better service in their sites. They have established more women led effective mechanisms so that a collective voice would help to influence the decision making process rather than influencing from the voice of an individual.
- These organizations and networks are participating in local planning and budgeting process, are visiting MC and DDC frequently in a group and raising their voices in favor of the common agenda on women as well as incorporating their demand in local planning and budgeting process.

4.0 LESSONS LEARNED

Finding: Selection of project locations was a strong point of the project

National level stakeholders expressed satisfaction regarding the selection of the project locations for promoting gender equality and GRB, as well as the other objectives of the project. It was agreed in the consultations with national level stakeholders that the project locations matched the priorities of the government. However, the short time frame of the project was criticized as not being adequate to fulfill project objectives. Participants of national level stakeholders' meeting also stressed for the need of sharing the process and outcomes of the project with the government at the national level so that lessons learnt could be shared and utilized further.

Finding: The project should have contingency plan from the beginning

Nepal being an armed conflict affected country with political instability leading to continuous disagreements, disputes and confrontations, the project design should have a contingency plan from the beginning of the project to mitigate possible economic, social, and political risks. The contingency plan could have helped the project to find a way out during the Madhesh movement and blockade to implement the project activities effectively and efficiently. However, the contingency plan developed for NCE period has taken into account the potential risks in the implementation of the project activities.

Finding: The project should have had adequate time frame to achieve the project outcomes

The project timeframe was not adequate to meet the project outcomes and to achieve the measurable results of gender responsive planning and budgeting process at the local bodies. The project activities were not correctly synchronized with the 14 step planning process of the government, which was one of the major shortcomings of the project and resulted in the project falling short of its targets. The project extension period to complete project activities without being synchronized with the planning process of the government will not bring measurable results.

Finding: The project would have been more effective if there were elected local governments

The localization of GRB in DDCs and VDCs would have been more effective if there were elected local governments as they would be more responsible towards the need of the public. This would also ensure a higher degree of public accountability at the local levels. The frequent turnover of the GRBC members due to their transfer to other places and ineffective handover practices to new GRBC members reduced the effectiveness of the GRBC.

Finding: The project lacked clear guidance on project ownership

Existence of multiple partners of project and lack of clear guidance on project ownership could be considered a shortcoming. The project has involved multiple government line agencies and women's groups, and networks in the project activities. However, there is no clear understanding on designated government authority or network/council committee to undertake the responsibility of giving continuity to project activities. The clear ownership of the project from the beginning would be required for its

effective implementation and sustainability. Therefore, clear exit strategy of the project at the designing phase is an important lesson learnt from GPI-CT.

Finding: Provision of project manager would have made coordination more effective

Multiple agencies involvement with only a provision of UN Women Programme Officer designated as project manager was not sufficient for establishing effective coordination between the project coordination team (PCT) and the project-implementing officers at district levels. This situation brought about a gap in effective coordination of the project activities between implementing partners, resulting shortcomings in project outputs, outcome and ToC. This also could be a reason for lack of efficiency in mitigating project risks during the Madhesh movement. Moreover, a high turnover of project employees and lack of proper handover practices may have caused losing track of project documents to review the work in progress towards ToC.

Finding: Project lacked adequate arrangement for supporting women's participation

The project did not have budgetary arrangement for women with children to allow for the support of caretakers while they participated in trainings. This caused challenges for mothers to be fully attentive or actively participate as their attention was divided. While this matter seems simple, it is vitally important for mothers with young babies and children, and the project should have been sensitive towards such matters.

Finding: No formal network of CAW is established in both districts

Field studies and findings from KIIs suggested that the involvement of CAW was not at an adequate level in the project. According to the ToC and project outputs, one of the major beneficiaries of the project is CAW but the results of the project do not show at what level they have been benefited from the project. The network organization is not established in both project districts. However, CAW has been aligned with other existing networks and organizations.

5.0 CONCLUSION AND RECOMMENDATION

5.1 Conclusion

The evaluation found that GPI-CT project is aligned with normative frameworks for gender equality and women's empowerment. The project's outcome and output indicators were aligned to contribute to 8 out of 12 thematic and critical areas of concern declared by the 4th World Conference on Women. The project is relevant for the implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820). The project also has underlined gender equality and equity (deal with the principle of Gender Responsive Budget, GRB). The project has aligned its activities with 14 step planning process of the Government of Nepal to integrate women, peace and security agendas. The evaluation also notes that the project is relevant to human rights, gender and social inclusion policies of the government. The geographic coverage of project districts is also relevant in that the districts have high incidences of sexual violence and rape, widespread practice of dowry, child marriage, caste based discrimination, accusation of witchcraft, and other issues concerning conflict affected and single women and various forms of gender based violence.

The project has contributed in improving the community security situation in both study districts with the development of community security plans in selected clusters in an inclusive, conflict and gender sensitive manner. The project has provided ToT and training on GRB and NAP on women, peace and security (UNSCRs 1325 and 1820) to local level planners and programme managers, which has enhanced their capacity for implementation. The project has also provided GRB classification software and training to use the software to local bodies (DDCs and MCs). The project has promoted collective voice of women to strengthen the women leaders and women networks thereby increasing the capacity of women to have a collective voice to demand better services in their community. In the process, the project has facilitated women leaders and networks to establish more women led effective mechanisms so that a collective voice would help to influence the decision making process.

The evaluation, however, noted some shortfalls which have constrained the effectiveness and sustainability of the project outcome/outputs: the duration of one and a half year for achieving the project outcome was too short, especially in the context of the project districts that had high prevalence of GBV, gender inequity and inequality, low participation of women in local planning processes, poor knowledge on NAP on UNSCRs 1325 and 1820; the Madhesh movement and border closures affected the project's effectiveness in project activities such as trainings and capacity building of targeted networks and groups, alignment of project activities with local planning and budgeting process and unavailability of GRB software from the start of project made it difficult to implement the GRB process at the district and community levels.

5.2 Recommendations

In light of the key findings the evaluation draws following recommendations:

Recommendations for UN Women and UNDP :

1. The timing of the project activities should be matched with the time frame of the government's 14-step planning and budgeting process even in contingency plan or in project NCE period to ensure effectiveness of the project and measure the project result towards project outcome.

It is strongly recommended that the government officials and stakeholders who are involved in different steps of planning and budgeting process should be trained on gender responsive planning and budgeting process at the local bodies (DDCs, MCs and VDCs) for implementation and monitoring of NAP on women, peace and security (UNSCRs 1325 and 1820) immediately before the start of those particular steps like before DDC organizes a pre-planning workshop, before MC/VDC organizes meeting of revenue advisory committee, before pre-planning workshop at ward level of VDC and MC, before area (Ilaka) level planning meeting is organized and before Integrated Planning Formulation Committee (IPFC) meeting is organized. Then the project should support MoFALD and other relevant ministry to monitor each plan and budgeting process and evaluate in line with strategies for localizing GRB, 2015 to see the project results.

2. The ongoing exit plan should specify clear roles and responsibilities of its partners with action points in post-project scenario for the continuity and sustainability of the project. The plan should also illustrate the reporting and monitoring mechanism at different levels - VDC, MC, district, and at national level and coordination and communication mechanism between local budget demand and supply side. The source of income for the project activities and their reliable monitoring mechanisms would help the sustainability of the project activities after the completion of the project.

Recommendations for Project Coordination Team:

1. In inter agency project like GPI-CT having a dedicated project manager will enhance the project's vertical and horizontal coordination. This would fill the vacuum between the programme designers at central level and programme implementer at district level. Similarly, it will strengthen monitoring of different activities of the project implemented by different agencies leading to outcomes of the project. In case of emergency resulting from economic, social and political upheavals this coordination and management structure will also help to come up with alternative plan to mitigate the possible risks and increase the efficiency and effectiveness of the project.
2. CAW being one of the main beneficiaries of the project is not yet organized or institutionalized as other groups of women and therefore their involvement was not as effective as expected. The project should have focused on resolving this issue by helping organize the CAW by facilitating setting up of CAW networks and strengthen their capacity to meet the outcome of the project. At the same time, effort should also be made to involve CAW in existing women's networks so that a multitude of platforms are available to address their concerns.
3. The evaluation team recommends expansion of similar initiative like GPI-CT project with some adjustments based on the local contexts of target project areas. One important consideration to be made during designing and implementing of project is that the time frame of a project should be adequate to bring about anticipated changes. The project should have a contingency plan and an exit plan at the project designing phase. Similarly, it is vitally important that target groups at local levels are adequately consulted and engaged while designing projects.
4. Awareness raising programmes on gender equity and equality related issues should be organized at the ward, VDC, MC, and DDC levels to sensitize the service providers. This will ensure a higher level of sensitivity when serving the service receivers. Similarly, political leaders at the local and central level should also be made aware of the importance and value of GRB so that the project and any similar initiative in future can receive informed support and cooperation from them.

5. The project partners should pursue any possibility for the continuation of the project jointly. However, the partnership will require a carefully thought out mechanism for efficient coordination and implementation. Such a mechanism must clearly outline the different roles for each partner in the course of implementation, monitoring and evaluation of the project.

6. Training and orientation programmes for stakeholders must be held before the budget allocation meetings so that they can make informed interventions. For example, training on gender responsive budget must be conducted before actual budget allocation work is carried out at the ward, VDC, MC, and DDC levels so that trained and aware participants can make the needful interventions such as prioritization of programme activities.

ANNEX 1: LIST OF DOCUMENT REVIEWED

- GRB Localization Strategy, 2072
- NAP 1325 and 1820-Localization-Guidelines_2013
- Nepal-NAP-UNSC-1325-and-1820-Needs-Assessment
- GPI II-CT_Semi Annual Report
- PBF IRF-180_GPI II_Women Peace Security_Half Yearly Report
- PBF NPL IRF-108_Annual Report-GP III-CT_2015
- GPI II CT Project Monthly Update_ April 2016 (FINAL)
- GPI II CT Project Monthly Update_June 2016 (FINAL)
- GPI II CT Project Monthly Update_May 2016 (FINAL)
- 1st Quarterly Report (LDTA)
- 1st Supplementary Report of Q1 (GPICT-LDTA)
- 2nd Supplementary Report (GPICT-LDTA)
- Mid-term Assessment_GPICT
- Baseline report-GPICT
- Project Document- GPI-CT
- Project Result Framework
- Monitoring & Evaluation Plan
- No-cost extension agreement
- Technical Proposal- LDTA
- Technical Proposal of UNDP (for fund transfer from UN Women)
- Project Document- CPP
- Project Document- AVRSCS
- UN Women Handbook on: How to Manage Gender Responsive Evaluation
- National Census 2011 Bara
- National Census 2011 Parsa

ANNEX 2: PARTNERS AND STAKEHOLDERS MAPPING MATRIX

SN	Stakeholders	CPP(UNDP)	AVRSCS(UNDP)	UN Women
1	LDTA			√
2	MoFALD			√
3	MoHA	√	√	
4	VDC secretaries (VDC)		√	√
5	Police units at VDC level		√	
6	Conflict affected women (CAW)	√	√	
7	Cluster level community security committees (CCSC)		√	
8	Area Police Offices (APO)		√	
9	District level community security committees (DCSC)		√	
10	Inter Party Women's alliance (IPWA)	√		
11	United Alliance of Women Right Activists(UAWRA)	√		
12	Women Human Right Defenders, Parsa (WHRD)	√		
13	Local Peace Committees(LPC)	√		√
14	DCCs (Bara and Parsa)			√
15	Municipalities (Bara and Parsa)			√
16	DGRBC			√
17	DAO			√
18	WCO			√
19	IPFC			√

ANNEX 3: EVALUATION PARTICIPANTS**List of KII Participants**

S.N.	Name/Designation of Respondent	Information Source
1	Nicole Ann Hosein,	RC Office (Gender and Peace Building Specialist)
2	Krishna Bhattarai	UN Women GPI-CT Program, Programme Officer
3	Ajay Das	UNDP CPP, Programme Manager
4	Baijanti Singh	UNDP AVRSCS, Program Coordinator
5	Chabi Rijal	MoFALD, (Former Chief of Planning Section)
6	Jaya Krishna Shrestha	LDTA-Director
7	Bhabishor Pande	MoHA, Under Secretary
8	Jitendra Yadav	DDC Bara, Social Development Officer
9	Dharma Bhakta Thapa	DDC Parsa (Social Development Officer)
10	Shambhu Prasad Kuswaha	DDC Parsa (Information Officer)
11	Buddi Maya Thapa	DDC Parsa (Computer Operator)
12	Madav (Engineer)	Kalaiya Municipality (Engineer)
13	Briz Bhusan Singh	Kalaiya Municipality (Social officer)
14	Ram Naresh Yadav	Kalaiya Municipality (Engineer)
15	Bishnu Koirala	Birgunj Sub-metropolitan city (Executive Officer)
16	Dhan Bahadur Thapa	Birgunj Sub-metropolitan City (Social Development Officer)
17	Raju Babu Shrestha	Police (DCSC), (SP Parsa)
18	Narendra Pd Upreti	Police (DCSC), (SP Bara)
19	Gopal Prasad Dhakal	Police Personnel CCSC (APO Paterwasugauli, Parsa)
20	Chakra Bd. Shah	Police Personnel CCSC (APO Pokhariya Parsa)
21	Kumar Pandit Chhetri	Police Personnel CCSC (APO Simraungadh, Bara)
22	Rajendra Yadav	Police Personnel CCSC (APO Mahendra- Adarsh, Bara)
23	Punit Yadav	VDC Secretary of (Paterwa Sugauli+Bishnu Purwa), Bara
24	Nagina Pd Chauhan	VDC Secretary of Prasauni Bhatha VDC
25	Subit Kumar Sunuwar	VDC Secretary of Nichuta VDC
26	Manoj Kumar Chaurasiya	Social Mobilizer of Bhedihari VDC
27	Bikram PD Chaurasiya	Office Assistance of Bhedihari VDC
28	Bikram Subedi	VDC Secretary of (Pakaha) Mainpur VDC
29	Shiv Ram	LPC Member
30	Babita Jaisawal	DGRBC Member, Bara
31	Santosh Singh	DGRBC Member, Para
32	Sarasoti Bhattachan	Conflict Affected Woman (CAW)

List of FGD Participants for final evaluation

BARA			PARSA		
FGD 1: UAWRA			FGD 6: IPWA		
SN	Participants Name	Gender	SN	Participants Name	Gender
1	Shila devi Jayasawal	Female	1	Mina Singh	Female
2	Basundhara Gaire	Female	2	Shila Shaha	Female
3	Gharvarni devi Mandal	Female	3	Champa Devi Shah	Female
4	Kismati Ram	Female	4	Saira Khatun	Female
5	Bhawani Mishra	Female	5	Sugandhi Paswan	Female
6	Ranju Chaudhary	Female	6	Nisha Kumari Gupta	Female
7	Rekha Kumari Singh	Female	FGD 7: WHRD		
8	Sujita Basnet	Female	1	Sandhya Bhatta	Female
FGD 2: WHRD			2	Muna Dahal	Female
1	Resma Chaudhary	Female	3	Sanju Dahal	Female
2	Niva Singh	Female	4	Manisha Aryal	Female
3	Sarmila Chaudhary	Female	5	Megha Joshi	Female
4	Rita Chaurasiya	Female	6	Nisha Kumari Gupta	Female
5	Manju Subedi	Female	7	Gyan Maya Rayamajhi	Female
6	Mina Singh	Female	FGD 8: Gaadimai Cluster Committee		
FGD 3:IPWA			1	Gopal Prasad Dhakal	Male
1	Durga Chhetri	Female	2	Narayan Prasad Acharya	Male
2	Sabitri Devi Bhumihar	Female	3	Pramod Upadhaya	Male
3	Nira Jha	Female	4	Sita Adhikari	Female
4	Karima Begam	Female	5	Sasila Kumari	Female
5	Indira Pokherel	Female	6	Manju Devi	Female
6	Munni Srivastav	Female	7	Kanti Devi	Female
FGD 4:CAW			8	Khurshaid Ansari	Male
1	Champa Devi Shaha	Female			
2	Salara	Female			
3	Nirmala Yadav	Female			
4	Gharvarni Mandal	Female			
5	Shova Rajbanshi	Female			
FGD 5:Adarsha Cluster Committee					
1	Shovi Lal Prasad Mandal	Male			
2	Rajmati Devi Shaha	Female			
3	Kumariya Devi Giri	Female			
4	Rina Devli Yadav	Female			
5	Mahendra Prasad Yadav	Male			
6	Prabhu Giri	Male			
7	Manoj Kumar	Male			

Respondents of perception survey

Age group	#Respondent	Sex of Respondent	#Respondent	Castes/Ethnicity of Respondent	#Respondent	Percentage
20-24	2	Female	40	Brahmin/Chetria and other Hill castes	19	27.1
25-29	7					
30-34	15	Total		Muslim	10	14.3
35-39	8			Madheshi	23	32.9
40-44	14			Tharu	9	12.9
45-49	10			Total	70	100.0
50 +	14					
Total	70					
Average	30.8					
Minimum	20					
Maximum	66					

ANNEX 4: PROGRESS AGAINST RFP

Outcome/output	Indicator	Progress or result
<p>Outcome 1: Enhanced participatory and gender responsive planning and budgeting processes at the local bodies(VDC, DDC and Municipality) for implementation and monitoring of National Action Plan on women, peace and security [UNSCRs 1325 and 1820]</p>	<p>Outcome Indicator 1 a: Percentage of local budget allocated for directly gender responsive activities</p> <p>Baseline: TBD (will be determined after district GRB classification software is available later in 2015 for fiscal year 2015/16). Target: Increase by 5% in absolute figure in next fiscal year (2016/17)</p> <p>Endline: No figure is available. Because GRB classification software is not functional)</p>	<p>Both Pilot district (DDC Bara and DDC Parsa) and Municipality (Kaliya Municipality and Bigung -Sub metropolitan) has planned to use GRB Classification Software from next Fiscal Year(2017/2018)</p>
	<p>Outcome Indicator 1b: Number of local bodies (DDC, Municipalities and VDCs) that have adopted gender responsive budgeting.</p> <p>Baseline: DDC =0, Municipality = 0 Target: DDC = 2, Municipality = 2</p> <p>Endline: DDC= 0 Municipality = 0</p>	<p>The Budgeting process of 2016/2017 had completed before the local bodies (DDC, Municipalities and VDCs) received training on GRB. The GRBC minute states that they will be following principles of GRB form next fiscal year planning process.</p>
	<p>Outcome Indicator 1c: Percentage of budget allocated for the NAP 1325/1820 Action Points in District Plans in Bara and Parsa</p> <p>Baseline: Bara:4.5% and Parsa: 8.4% Target: Bara: 6% and Parsa: 10% End line: No update of the FY 2016/17 budget available.</p>	<p>NAP on UNSCRs 1325 and 1820 monitoring report has not finalized yet.</p>
	<p>Outcome Indicator 1d: Meaningful participation of women in local planning and budgeting process.</p> <p><u>Baseline:</u>1) Only some members attend local planning meetings 2) Very few (1-2) raise women’s concerns to be addressed in meetings 3) None of them perceive that their voices are heard and respected 4) A couple of concerns are addressed in the planning document at that level.</p> <p><u>Target:</u> Significant numbers of women members from IPWA, WHRD and CAW attend local planning meetings</p>	<p>The FGD participants from IPWA, WHRD and UAWHRA from Bara described that their participation in local planning and budgeting process has increased and their voice and agenda has been recognized and included in local Plan. However in case of Parsa target group were not participating in MC and DDC council however few women at VDC participated in ward assembly of planning process.</p>

Outcome/output	Indicator	Progress or result
	<p>and all of them raise concerns to be addressed in the meetings. Most of the women perceive that their voices are heard and respected. Most of the women agree that their concerns have been addressed in the planning process</p> <p>Endline: The Women Network (IPWA, WHRD) have developed shared common Agenda for one collective voice. They are pressurizing DDCs and Municipalities by submitting memorandum. DDCs and Municipalities authority are committed to participate women in Local planning and Budgeting process. Bara: 2 female were participated in DDC meeting out of total 7 present members. Parsa: 1 female was participated in DDC meeting out of total 14 present members.</p>	
<p>Output 1.1 Demonstration of a pilot on how gender responsive planning and budgeting improves/enhances service delivery for conflict affected women and budgetary allocations from local resources to further effective NAP implementation and monitoring in 2 municipalities and 2 DDCs in Bara and Parsa districts.</p>	<p>Output Indicator 1.1.1 Number of GRBCs functional in the DDCs and Municipalities</p> <p>Baseline: 0 (2 GRBCs are formed in 2 DDCs but not yet functional.) Target: 2 in each district, total 4 (1 DDC each in Bara and Parsa, 1 Municipality each in Bara and Parsa)</p> <p>Endline: Yes DGBRC: Established in 2 Districts. MGRBC: Established in 2 Municipalities.</p>	<p>GRBCs are formed and are functional in 2 DDCs (Bara and Parsa) and in 2 Municipality (Kaliya and Birgung sub-metropolitan)</p> <p>Both DGRBC conducted 3 meetings this year.</p> <p>MGBRC is recently been established in Kaliya Municipality and Birgung Sub-Metropolitan. They had completed their first meeting.</p>
	<p>Output Indicator 1.1.2 Number of GRBC members and stakeholders of local planning process who report an increase in knowledge and skills on applying gender responsive planning and budgeting and NAP SC 1325 and 1820 principles in their work.</p> <p>Baseline: 0 Target: 22 GRBC members 32 DCC members 60 District IPFC members 142 VDC Secretaries 8 Executive Officers of Municipalities 160 Social mobilizers</p> <p>Endline: 57 and 52 DDC and DGBRC member from Bara and Parsa respectively, 308 VDC secretary and social mobilizer, 21 and 27 IPFC Members of Bara and Parsa respectively report an increase in knowledge and skills on applying gender</p>	<p>According to LDTA training report 466 members in total reported an increase in knowledge and skills on applying gender responsive planning and budgeting and NAP on SC 1325 and 1820 principles in their work.</p>

Outcome/output	Indicator	Progress or result
	responsive planning and budgeting and NAP SC 1325 and 1820 principles in their work.	
	<p>Output Indicator 1.1.3. Budget Software updated in line with GRB principles in 2 DDCs and developed in 2 Municipalities Baseline: No Target: Yes, completed in 2 DDCs and 2 Municipalities</p> <p>Endline : Yes, completed in 2 DDCs and 2 Municipalities.</p>	DDCs and Municipalities had just received updated Budget Software in line with GRB principles at the time of evaluation. DDCs and Municipalities are planning to use the software for upcoming fiscal year 2017/2018.
	<p>Output Indicator 1.1.4. Change in capacities⁵ of women members of IPWA, local leaders and existing conflict affected people's district level networks, to influence local planning and budgeting and demand better services in project sites <u>Baseline:</u> Very low capacity to influence local planning and budgeting – low level of knowledge on GRB, NAP 1325/1820 and local planning and budgeting process <u>Target:</u> Understanding on key principles of GRB, NAP 1325/1820 and local planning and budgeting process.</p> <p>Endline: IPWA and WHRD members developed action plans based on UNSCRs 1325 and 1820.</p>	<p>IPWA members, WHRD members and CAWs, local leaders had received training on Collaborative Leadership Dialogue (CLD), Advocacy and training from GPI-CT project which had enhanced their capacity to have meaningful participation in local planning and budgeting process and demand for better services in project site. Most of the IPWA members have basic knowledge on UNSCR 1325 and 1820. The members of WHRD and UAWHRA relatively good knowledge on UNSCR 1325 and 1820.</p> <p>The women participation in local planning has increased. In case of Bara 22 women led organization plans are included in current budget 2016/17. The local bodies authorities were very positive towards participation of women in local planning process.</p>
	<p>Output 1.1.5 Bara and Parsa district level NAP 1325 and 1820 Monitoring report developed through a Participatory process and available. Baseline: No Target: Monitoring report available in both districts by 2016 Endline: Monitoring report is not available in both districts.</p>	NAP on UNSCRs 1325 and 1820 monitoring report hasn't been finalized, published.

⁵Capacity assessment will be done for the given groups including existence of networks, regularity in meetings with proper plans documented decisions and progress, knowledge on NAP 1325/1820 and GRB and skills on leadership that is required to influence the local planning as well as it means functionality of IPWA members at the district level as per main original mandate of IPWA.

Outcome/output	Indicator	Progress or result
<p>Output 1.2 Conflict affected women and women leaders to influence the local planning processes and greater equality in access to leadership and decision making opportunity</p>	<p>Output Indicator 1.2.1. # of women-led effective mechanisms are in place and functional⁶ in two project districts (UNDAF indicator 9.1.1) <u>Baseline:</u> Parsa-7, Bara-11 women led mechanism are existing IPWA and WHRD partially functional; Bara: CAW network is not in place Parsa: Conflict victims network include women, however a separate network for CAW does not exist. <u>Target:</u> at least one functional mechanism (in line with definition given above) per district by end of 2015. Endline: IPWA and WHRD are functional in Bara and Parsa district. UAWHRA is functional in Bara district. The WHRD, UAWHRA and IPWA Bara regularly meet (once a month) with proper plans and documented decisions and progress. During FGD they shared some of their knowledge on NAP 1325/1820 and GRB. Local women leaders are committed to have women meaningful participation in Local Planning and Budgeting Process. District Level CAW network don't exist.</p>	<p>35 women led organization exist in Bara Likewise, 30 women Led mechanism exists in Parsa District. Bara: IPWA, UAWHRA and WHRD are fully functional; Parsa: IPWA and WHRD are partly and fully functional respectively; Bara: LPC is exercising to form CAW network.</p>
	<p>Output Indicator 1.2.2. # of gender responsive local planning and budgeting related shared agendas⁷ developed by women network/mechanisms. <u>Baseline:</u> 0 shared agenda developed <u>Target:</u> At least one shared agenda per district developed Endline: Bara and Parsa district women network and alliance has developed nine point shared agenda.</p>	<p>After nine point shared agenda was developed LDO, EO and other District line agencies has assured women participation in local planning and budgeting process.</p>
	<p>Output indicator 1.2.3: Number of community security plans produced in an inclusive manner⁸ and implemented (UNDAF output 9.3.1) Baseline: 0 Target: 6 at cluster level and 2 at district level Endline:</p>	<p>The cluster level community plans has been produced in inclusive manners (60% women, representation for marginalized groups) but not properly functional. All sample VDCs had allocated budget for CSP.</p>

⁶ Networks are considered functional if they have action plans in place and meet regularly in order to implement and follow up on the action plans. The meetings have set agenda and outcomes of meeting are documented in minutes. The project will support the networks to prepare action plans for influencing the local planning process

⁷Shared agenda as per "CPP working definition" is conflicting groups or multiple stakeholders defining common goals. For example: Expansion of road network could be common goal of all political parties

⁸ Inclusive means participation of women (at least 33% as government standard) and other social groups that is defined excluded completion reports will be prepared with disaggregated data of women and other social groups that will verify/count the inclusion

Outcome/output	Indicator	Progress or result
	<p>Number of Community security plans produced in an inclusive manner and implemented are: Bara: 1 district level 3 cluster level community security plans produced in an inclusive manner Parsa: 1 district level and 3 cluster level community security plans produced in an inclusive manner.</p>	
	<p>Output Indicator 1.2.4 : Number of action points from community security plans incorporated into select VDC Plans</p> <p>Baseline= 0 Target=60% VDCs (out of 30 VDCs) incorporate three action points from community security plans in their annual plan (FY 2072/73)</p> <p>Endline: Number of action points from community security plans incorporated = 6 clusters Number of action points from community security plans incorporated into select VDC Plans = 30 VDCs</p>	<p>All clusters and VDC has formulated their action point from community security plans and were incorporated into selected VDCs. They also allocated their respective VDC budget for the implementation of action points. But implementation of community security plan slow down due to merger of the AVRSCS and CPP project in to SCDP project during June 2016. Therefore VDCs had to spend those budgets on other activities of Women development and security with the understanding of the community security cluster committee.</p>
	<p>Output Indicator1.2.5: Community perceptions of how CSP was planned and implemented (in an inclusive, conflict- and gender-sensitive manner) (EPST indicator) Baseline: Community members in the VDCs do not know about community security planning process</p> <p>Target: 60% of community members in VDCs know about community security planning process Target: 60% of community members in project area believe that the community security plan are developed and implemented in conflict sensitive and gender responsive manner.</p> <p>Endline: Percent of community members in VDCs who knows about community security planning process and believes that the community security plan are developed and implemented in conflict sensitive and gender responsive manner is 24 % from Bara and 26 % from Parsa , which results 25.7% in total.</p>	<p>CSP was planned and implemented in an inclusive, conflict and gender sensitive manner.</p> <p>More than 40% women participated during the planning process. In some clusters the CS plans are implemented with support and participation of women and marginalized groups.</p>