



CASE-STUDY ON EQUITY FOCUSED AND GENDER RESPONSIVE M&E SYSTEM IN NEPAL

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GENDER INFORMATION BRIEF

Population	30.49 mln
Female population	50.4
Women's Life expectancy (in years)	69.6
Men's Life expectancy (in years)	67.3
Fertility rate (average births per female)	2.39

Human Development Index

Human Development Index Rank	Human Development Index Value	Life Expectancy At Birth (Years)	Adult Literacy Rate (% Age 15 And Above)	GDP Per Capita (PPP US\$)	Education Index
145	0.54	68.4	0.66	2.194	0.746

Gender-related Development Index

Gender-Related Development Index (GDI)		Life Expectancy at Birth (Years)		Adult Literacy Rate (% Age 15 and above)	
Rank	Value	Female	Male	Female	Male
121	0.6053	69.6	67.3	47	71

(0.00 = inequality, countries) 1.00 = equality)

Expected years of schooling		Estimated Earned Income (PPP US\$)	
Female	Male	Female	Male
12.5	12.2	0.876	2.13

Gender Empowerment Index

Gender Empowerment Measure (GEM)		Seats In Parliament Held By Women (% In Total)	Female Legislators, Senior Officials and Managers (% Of Total)	Female Professional and Technical Workers (% Of Total)	Ratio of Estimated Female To Male Earned Income
Rank	Value				
98	0.479	33.2	16	24	15

Multidimensional Poverty Index (MPI)

MPI (Value)	Population Below Income Poverty Line (PPP \$1.25 a day)
0,197	24.82%

Convention (UN System)

	YES/NO	YEAR
CEDAW International Convention on all forms of Discrimination Against Women (1979)	YES	1991
CEDAW Optional Protocol (2000)	YES	2007
CERD International Convention on the Elimination of all forms of Racial Discrimination (1966)	YES	1971
CRC Convention on the Rights of the Child (1989)	YES	1990
ILO C100 – Equal Remuneration (1951)	YES	10 Jun 1976
ILO C111 – Discrimination (1958)	YES	19 Sep 1974
ILO C156 – Workers with Family Responsibilities (1981)	NO	-
ILO C183 – Maternity Protection (2000)	NO	-

ACRONYMS

GDP	Gross Domestic Product
GON	Government of Nepal
GRB	Gender Responsive Budgeting
GRBC	Gender Responsive Budgeting Committee
GR	Gender Responsive
HDI	Human Development Index
MDG	Millennium Development Goal
MfDR	Managing for Development Results
M&E	Monitoring and Evaluation
MWCSW	Ministry of Women, Children and Social Welfare
NEPS	National Evaluation Policy and System
NPC	National Planning Commission
TOR	Terms of Reference
VDC	Village Development Committee
VI	Vulnerability Index

KEY DEFINITIONS

NEPS	Normative and operational framework that guides the evaluation of major national development strategies in a country
GR M&E System	Provide a holistic and meaningful monitoring and assessment of how an intervention is guided by gender equality approaches
GRB	Gender Responsive Budgeting is a tool through which gender perspective is mixed with all steps of budgeting process i.e. planning, implementation, monitoring and evaluation

1.0 INTRODUCTION

Nepal is a low-income country with a population of 26.6 million and a per capita GDP of US\$730. The population is mainly concentrated in rural areas (about 83 per cent). Nepal's economy is dominated by agriculture, which accounts for over one third of GDP and employs more than two thirds of the population. This population comprises significant ethnic diversity, with hundred plus languages and cultures. Population density varies considerably, as large parts of the country are too harsh for human settlement.

Widespread poverty incidences, socio-spatial inequalities and weak delivery of services and livelihoods provided the basis for an armed conflict in the 1990s led by the Communist Party of Nepal (Maoist). Ten years of armed conflict ended with the signing of the Comprehensive Peace Agreement in 2006, followed by elections in 2008 of the Constituent Assembly, which declared Nepal a republic. While progress has been made, Nepal still faces post-conflict and political challenges to consolidate the peace process, promote socioeconomic and political inclusion and restructure the state.

Despite the challenges of the last decade, Nepal has made some important development progress. The Human Development Report 2014 cites Nepal as one of the 'fastest movers', with its human development index (HDI) value increasing from 0.210 in 1970 to 0.54 in 2013. Nepal is on track to achieve most of the Millennium Development Goals (MDGs), including halving absolute poverty by 2015. Other MDGs have been or are expected to be achieved in the areas of education and health.

Despite ongoing political instability, economic and development indicators rose between 2011 and 2013. Nepal was hailed as a "star performer" by the Multidimensional Poverty Index, which showed that the percentage of poor people in Nepal dropped from 64.7% to 44.2% between 2010 and 2013. In terms of national poverty line the poverty level dropped from 30.8% in 2003/04 to 23.8% in 2013/14. This progress was made despite instable political environment, and largely rests on the continuing increase of remittance income. Remittances help the economy, accounting for about one fifth of gross domestic product (GDP). But in the process Nepal loses human resources and families left behind face new challenges. The gender gap in unemployment rates is minimal but great discrepancies exist in earnings

Development progress is uneven across ethnic, gender and geographic categories, reinforced by lack of access to education, skill development and livelihoods assets and a lack of policy coherence. The poverty incidence in 2010-2011 was estimated to be 25.2 per cent, but 42 per cent of Dalits are poor, compared to 23 per cent of non-Dalits. The percentage of poor in urban areas is 15 per cent, as opposed to 27 per cent in rural areas, where lack of employment opportunities is particularly acute. In the Human Development Report 2013, the gender inequality index ranks Nepal 102 out of 187 countries.

Geographic and environmental factors play a critical role in reproducing vulnerability and inequality. Of 16 countries listed globally as being at extreme risk from climate change over the next 30 years, Nepal ranks fourth; the agriculture sector, which employs 64 per cent of the population, is heavily affected. The poorest, most marginalized people often live in remote, environmentally degraded, disaster prone areas vulnerable to climate change, such as the mid- and far western mountains and hills, and the central and eastern Terai. The frequency and intensity of major national hazards, including droughts, floods and landslides, is increasing. Nepal ranks as the 11th most at-risk country to earthquakes; this extreme vulnerability is compounded by unplanned urbanization and haphazard construction, of particular concern in the increasingly populated Kathmandu Valley.

2.0 ORGANIZATIONAL ARRANGEMENTS OF NEPAL NEPS AND EF&GR ASPECTS OF THE M&E SYSTEM

A. M&E Context

The Government of Nepal adopted a practice of reviewing and assessing progress of planned interventions along with the introduction of the first periodic development plan in 1956. However, only in the 1990s, the Eighth Plan (1992-1997) identified monitoring and evaluation (M&E) as one of its ten priorities. Starting from 2002, Nepal has been making efforts to institutionalize Managing for Development Results (MfDR) approaches in its planning processes designing results frameworks and standardizing results indicators both at the sectoral and project levels. As a result, policy and result matrices were developed for the monitoring and evaluation of policies and programs set down by the Tenth Plan (2002-2007) and Three Year Interim Plan (2007-2010). Meanwhile, the Thirteenth Plan (2013–2016) emphasizes the importance of M&E as a management tool for evidence-based policy making, greater public accountability, and effective development planning and implementation (see Table I for more details).

Table I. Evolution of Nepal NEPS¹

Fifth Plan (1975-1980)	<ul style="list-style-type: none"> • M&E functions were extended to ministries and agencies. • Output and outcome M&E was developed to measure achievements against periodic plan's goals and targets. • Project monitoring based on expenditure weightage system was initiated.
Seventh Plan (1985-1990)	<ul style="list-style-type: none"> • A system of M&E based on pre-identified sectoral performance indicators was introduced.
Eighth Plan (1992-1997)	<ul style="list-style-type: none"> • M&E was one of the plan's 10 priorities. • New M&E system was introduced to achieve expected outcomes through regular, effective, and efficient M&E mechanisms from central to project levels. • Institutional arrangements and procedural reforms were initiated. <ul style="list-style-type: none"> ✓ Establishment of NDAC and MDAC ✓ Creation of NPC M&E division and sectoral divisions ✓ Creation of M&E section in each ministry ✓ Capacity building
Ninth Plan (1997-2002)	<ul style="list-style-type: none"> • Plans, policies, and programs were implemented to strengthen the M&E system.
Tenth Plan (2002-2007)	<ul style="list-style-type: none"> • Plan served as the Poverty Reduction Strategy Paper (PRSP). • Use of logical framework approach (LFA) was made mandatory in all central and externally funded development projects. • Program and project M&E at the implementation and impact levels were introduced. • A poverty monitoring and analysis system (PMAS), which reports progress against a set of poverty indicators (input/output and outcome/well-being), was institutionalized at both district and national levels.
Three-Year Interim Plan (2007-2010)	<ul style="list-style-type: none"> • Result-based monitoring and evaluation (RBME) guidelines were issued. • Policy and results matrices for programs and policies were developed. • NPC initiated the impact evaluation of programs and projects. • A public expenditure tracking system, for analyzing the status of public service delivery and tracking the time spent reaching out to the people, was introduced.
Thirteenth Plan (2013-2016)	<ul style="list-style-type: none"> • M&E is used as a tool for evidence-based policy making, for increased public accountability and for effective implementation of development policies, programs, and projects. • M&E policy guidelines (2013) were issued.

¹ http://www.npc.gov.np/web/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf

B. Gender Context

Nepal does not have a national gender policy; however, gender equality is integrated into national development plans. The periodic plans – Ninth Plan (1997-2002) and Tenth Plan (2002-2007) put priority on gender equality. Particularly, the Tenth Plan was instrumental in recognizing gender and equity issues as one of the pillars of poverty reduction. Subsequent periodic plans: Three Year Interim Plan (FY 2007/08 – 2009/10), Three Year Plan (FY2010/11 -2012/13) and The Thirteenth Plan (FY 2013/14 -2015/16) have introduced new programs for women empowerment, focused on establishing and strengthening mechanisms for gender equality, and intensified plans to eliminate all forms of violence against women. In addition, gender responsive budgeting (GRB) and gender mainstreaming policy were adopted in the national development plans (10th to 13th) for reinforcing gender equality and women empowerment. It was done in the context of Government efforts for a Budget reform which entailed: strengthening the Public Finance Management System, establishing a Medium Term Expenditure Framework, and moving towards performance based budgeting.

Table 2. Chronological Development of GRB in Nepal

1979	1980-90	1991	1995	2002	2003	2005	2007	2008	2010	2011	2012	2013	2014
Study on Status of Women in Nepal													
Focus on women development (WIN (6,7 Plan), WAD (9 Plan), GAD (10, TYP, 12 & 13)													
Ratification of CEDAW; NAP on CEDAW (2003); Revision (2004)													
Establishment of separate Ministry to deal with women and children issues													
Gender Focal Point in each Ministry; National Women Commission													
1st Gender Audit													
GRBC established in MoF													
GRB classification, BMIS, LMBIS													
Gender audit guideline MoLD													
NAP - UNSCR 1325 & 1820, GBV _s													
GRB classification revision													
Gender Responsive and Social Inclusive Budget Formulation and Audit Guidelines (2012)													

C. NEPS's Focus and Purposes

NEPS in Nepal is just in the process of institutionalization. Monitoring and evaluation in the public sector has been integrated into the *national development plans* and reflected in the current **National M&E Guidelines in July 2013**. Nepal's NEPS is based on results-based management system. The purposes of Nepal's NEPS are fourfold: (1) ensure responsibility and accountability among the key constituents engaged in service delivery; (2) enable appraisal and measurement of direct and indirect impacts of development interventions on the lives of people; (3) help ensure results from development investments; and (4) improve effectiveness and result-orientation in future policies and programmes by obtaining feedback from past experiences².

D. Incorporation of Gender into M&E System

Gender incorporated into M&E system in Nepal through National M&E Guidelines, which obliged all agencies to use the national level final (outcome and impact) indicators for collecting information on implementation of projects or programs at a plan, policy, or sector level. There are 65 final indicators in Nepal for 5 major sectors (economic; agriculture, forest, land reform and environment; infrastructure;

²According to National M&E Guidelines (2013)

social and governance). Gender equality and women empowerment are fall down under “Peace, good governance and mainstreaming” sub-category and includes the following set of indicators³:

1. Empowerment Index
2. Gender Development Index
3. Gender Empowerment Measure
4. Women's representation in parliament (%)
5. Women's representation in various sectors (%)
6. Representation in civil service (Women and social groups) (%)

First three indicators are required to be collected every 3-4 years by NPC, while others are collected on annual basis by National Election Commission, Ministry of General Administration, Ministry of Education, Ministry of Home Affairs and Ministry of Defense. Results frameworks of national development plans have sex-disaggregated data including ethnicity and caste.

E. Nepal's NEPS Legal and Policy Framework

There is **no separate evaluation policy** as well as **no separate law or act** that requires **monitoring and evaluating development programs and projects at the central level** in Nepal. Constitution is not also required evaluation.

However, some legal documents have M&E provisions:

- Local Self Governance Act (1999)
 - Includes provision of evaluating all projects at Village Development Committee (VDC) level (Article 52), Municipality level (Article 118) and at district level (Article 211).
 - Has provision to mobilize NGOs for the acts of identification, formulation, approval, operation, supervision, evaluation, repair and maintenance of the village development programs within each village development area (Article 51).
- Health Service Act (1997)
 - Deals with work performance evaluation of staff at various levels and their promotion and its instruments and process. As far as evaluation of program and projects is concerned, they have developed a monitoring and evaluation framework along the line suggested by NPC.
- Education Rules 2004
 - Specifies M&E roles and responsibilities of officials and Management Committees in detail at various levels
- Forest Regulation (1995)
 - Monitoring and evaluation of Forest Plan including the Leasehold Forest plan is made mandatory for Regional Director.

Nevertheless, Nepal does not have a national Act regarding monitoring and evaluation.

F. Nepal's Gender Legal and Policy Framework

In Nepal, gender equality and empowerment of women are viewed both as end from a human rights perspective and as a means to reduce poverty. As a result, it is institutionalized at central and local levels.

- Interim Constitution of Nepal (2007) safeguards the different rights of the women as fundamental rights. Article 20 guarantees right of women as a fundamental rights as per which no discrimination of any kind shall be made against the women by virtue or sex, and no women shall be subjected to physical mental or any other kind of violence and such act is punishable by law. Similar arrangement is made in regards to children by Article 22(3). Rights to freedom, equality, social justice, and against exploitation are also guaranteed to all citizens of Nepal.

³ http://www.npc.gov.np/web/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf

- General Code (MulukiAin), 2020 (1963 A.D) has been amended repeatedly to provide timely provisions to the needs and protection of women in Nepal, particularly eliminate gender discriminatory laws (i.e. discriminatory legal provisions against women's property rights) and illegalizes and makes punishable child marriage and polygamy.
- Social Practices (Reform) Act, 2033 (1976 AD) seeks to eliminate harmful social practices such as dowry by restricting to compel bride for any amenities in connection with or after marriage.
- Labor Act, 2048 (1991 AD) has been formulated considering to provide special arrangements working women and allows the engagement of female in the works similar to the males.
- Police Act, 2012 (1955 AD) obligates police to treat women and children with full respect and due politeness.
- Local Self-Governance Act, 2055 (1998 AD) confers to local bodies as a duty to carry out activities regarding the protection of orphan children, helpless women, aged and old, disabled and incapacitated persons in line with the national policy.
- National Women Commission Act, 2063, the Commission has been established as a statutory body to keep vigilance on GBV and investigate and recommend the cases to law enforcement agencies.

In addition, a number of ministries have formulated policies to ensure gender equality and empowerment of women.

MINISTRY	PLANS AND POLICIES
Ministry of Women, Children and Social Welfare	National Plan of Action on Eliminating All Forms Violence Against Women, 2004 National Plan of Action for Gender Equality and Empowerment of Women, 2004 National Plan of Action Against Trafficking in Persons, Especially Trafficking in Women and Children, 2012 Plan of Action for Implementation of 57th Session of Commission on Status of Women (CSW), 2013
Office of the Prime Minister and Council of Ministers	National Plan of Action for Controlling Gender Based Violence and Promoting Gender Empowerment, 2012
Ministry of Peace and Reconstruction	National Action Plan on Implementation of the United Nations Security Council Resolutions 1325 and 1820 (2011/12 – 2015/16)
Ministry of Information and Communication	Information Technology Policy 2011 (focus on increasing the access to information technology of women and other deprived communities living in remote areas)
Ministry of Science, Technology and Environment	Climate Change Policy 2011 (priority participation of women in implementation of climate adaptation and climate change related programs)
Ministry of Education	School Sector Reform Plan (SSRP) 2009-2015, Human Resource Development for Ministry of Education: Training Policy, 2062 B.S National Center for Education Development: Training Policy, 2063 Non-formal Education Policies, 2063 Nepal Technical and Vocational Training and Skill Development Policy 2007
Ministry of Health	Second Long Term Health Plan 1997 – 2017 Nepal Health Sector Program – Implementation Plan 2004-2009 Strategic Plan for Human Resources for Health, 2003
Ministry of Labor and Employment	Foreign Employment Policy, 2011
Ministry of Agriculture Development	Agriculture Development Strategy, 2013
Ministry of Federal Affairs and Local Development	Gender Equality and Social Inclusion (GESI) Policy, 2009
Ministry of Industry	Women Entrepreneurship Development Fund procedural Guideline, 2013

G. Nepal NEPS Institutional Arrangements

The M&E arrangement and structures vary according to government level:

- ✓ National level (Office of the Prime Minister and the Council of Ministers, the National Planning Commission, and concerned ministries): *monitor and evaluate policies, periodic plans, and Priority One programs and projects.*
- ✓ Regional and district levels: *monitor and evaluate specific programs and projects.*

Table 3. Levels of Monitoring and Evaluation in Nepal⁴

Level of Government	Monitoring and Evaluation Specifics			
	What?	Who?	When?	How?
National	Policy	Office of the Prime Minister and Council of Ministers, National Planning Commission, and concerned ministries	During policy implementation	Third-party evaluation
	Periodic plan	National Planning Commission	Entire plan period	Continuous monitoring and third-party evaluation
	Priority One programs and projects	Office of the Prime Minister and Council of Ministers, National Planning Commission, Ministry of Finance, and concerned ministries	As required	Joint monitoring, sustainable monitoring, third-party evaluation
Regional	Programs and projects	Departments and regional offices	As required	Continuous monitoring and third-party evaluation
District	Programs and projects	District development committee and concerned district line agencies	As required	Continuous monitoring and third-party evaluation

Institutional Framework

National Development Action Committee

The National Development Action Committee (NDAC) is the highest-level M&E committee. It is chaired by the prime minister and is composed of ministers, representatives from the National Planning Commission (NPC), and the chief secretary. It reviews program and project implementation by the various ministries, discusses problems that are not dealt with at the Ministerial Development Action Committee (MDAC) level, and addresses inter-ministerial coordination issues, including policy and legal matters.

National Planning Commission Monitoring and Evaluation Division

The NPC advises the government on development planning, policy making, and plan and policy implementation. It is also the central M&E agency for plans, policies, and programs. The NPC's M&E division coordinates and facilitates national M&E activities and serves as NDAC secretariat. It monitors Priority One projects, including donor-funded projects, while the NPC's sectoral divisions monitor Priority Two and Three projects. It also prepares plans for capacity-building of M&E staff in the NPC and at the ministry level.

Ministerial Development Action Committee

The MDAC is chaired by a minister and is composed of representatives from the finance and general administration ministries, National Planning Commission, concerned sectoral divisions, department heads, and other offices. The committee reviews the implementation status of programs and projects, discusses and resolves problems that cannot be sorted out at the project level, and reports to the NDAC any issues that need inter-ministerial coordination.

⁴ http://www.npc.gov.np/web/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf

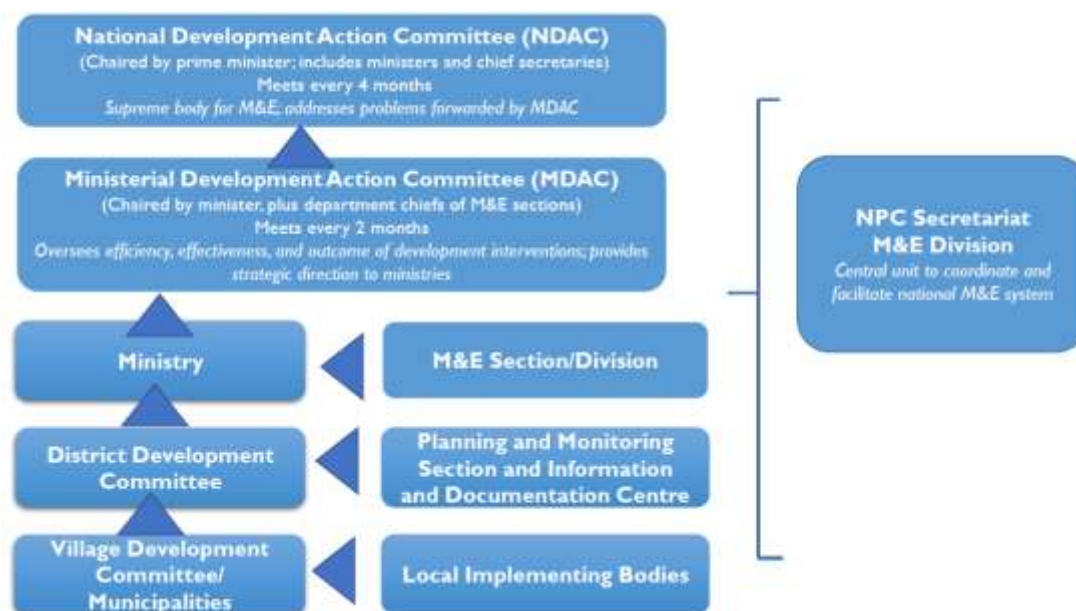
Monitoring and Evaluation Divisions or Sections within the Ministries

Within the ministries, a separate M&E division or section or a designated unit (e.g., planning division) is in charge of M&E activities. The division, section, or unit reports periodically on the progress of its ministry’s programs and projects to NPC’s M&E division and sectoral divisions. It is also responsible for scheduling and coordinating MDAC meetings.

Regional, District, and Local Programs and Projects

Regional offices and directorates monitor and evaluate their programs and projects and submit progress reports to the central ministries. In the districts, the supervision and monitoring committees are responsible for all development projects in their respective districts. The committees discuss the progress of ongoing programs and projects, and assess resources and action plans. At the local level, the district development committees and local bodies monitor projects implemented by the village development committees and the municipalities.

Table 4. Institutional Arrangements⁵



⁵ http://www.npc.gov.np/web/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf

H. Nepal's Gender Institutional Arrangements

A National Plan of Action (NPA) on Gender Equality and Women Empowerment was formulated in 1997 and reviewed in 2004. It focuses on gender mainstreaming to ensure participation of women in all sectors. As a result, various mechanisms at national and local level have been established to address gender equality in Nepal.

National level	MoWCSW is responsible for all issues concerning women in the country. The ministry hosts Department of Women and Children and extends its services in all the 75 districts through Women and Children Offices (WCO).
	National Planning Commission (NPC) that coordinates in formulating plans and policies consists of Gender Equality and Environment Section under Social Development Division, which works to mainstream gender equality and empowerment of women through sectoral ministries.
	National Women Commission (NWC) was established in 2002 to protect, promote, and safeguard the interest and rights of women and upholding justice through overall development of women.
District Level	Gender Responsive Budget Committee was established in 2005 under Ministry of Finance to look into gender issues in development programs, budgeting and their implementation.
	All the ministries and their departments have Gender Focal Points (GFPs). They meet quarterly to review on the progress achieved and problem faced regarding the implementation of gender policies and programs of respective ministries in line with National Plan of Action on Gender Equality and Women Empowerment.
	Women and Children Service Directorate has been established by the Nepal Police to provide accessibility to justice for women and children. The Directorate extends its services in all the 75 districts through 240 Women and Children Service Centers.
Community level	Women and Children Office (WCO) is the focal agency to address issues of women, children, senior citizens and persons with disabilities. In all the districts, WCOs host the Gender Mainstreaming Coordination Committee which is tasked with formulating local level policies, monitoring and coordinating gender related activities.
	District Development Committees (DDC) – extension of Ministry of Federal Affairs and Local Development (MoFALD) – has Social Development Division to address the issues of gender and social inclusion.
	Moreover, women's participation has been made mandatory in the district level planning and program executions.
	Village Development Committees (VDC) hosts and affiliates various committees and groups dedicated to empowerment of women. The VDC is responsible for ensuring the participation of women and girl child in various activities of local development. The VDC is required to include 20 percent representation of women in all its development committees.

I. M&E Tools, Components, Evaluation Methodologies and Quality of Data

Nepal's M&E methods and systems comprise the following:

- ✓ M&E forms, to systematize, simplify, and harmonize the various M&E initiatives at the different levels of government;
- ✓ Technical audit, to identify shortfalls and weaknesses in selected infrastructure-related projects and to point out necessary improvements through technical analyses of cost estimates, design features, technology, and materials used;
- ✓ A performance-based budget release system, linking budget release to project performance; and
- ✓ A public expenditure tracking survey (PETS), tracing the course of budget and project implementation to determine whether program resources and budgets reach relevant agencies and target groups on time.

Logical frameworks, result matrices, sources of information, management information systems (MIS), and monitoring and evaluation plans are used for results-based monitoring and evaluation of plans, policies, programmes, or projects in Nepal.

The evaluations are conducted on different stages of project, program, and policy implementation using standard DAC evaluation criteria.

NPC is responsible for M&E in government implemented projects, while Social Welfare Council (SWC) is responsible for (I)NGO implemented projects.

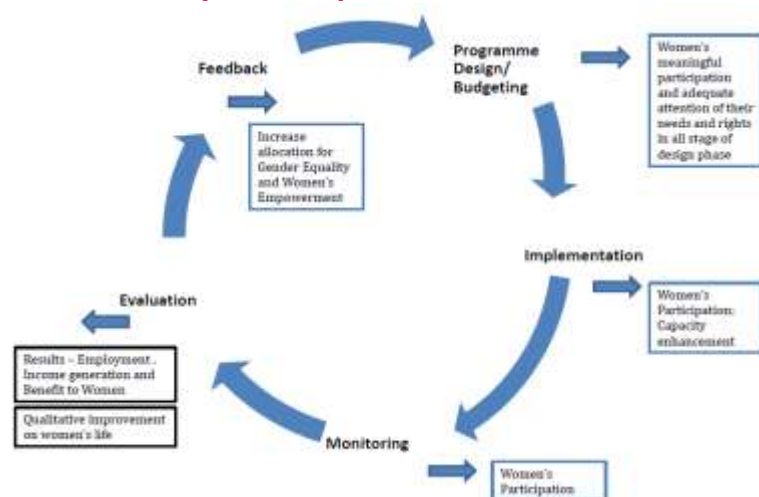
In overall, 36 project evaluations were carried out by the NPC over the last 15 years. Most studies were from the agricultural sector and focused on projects rather than programmes and policy. In the meantime, more than 90 evaluations of projects implemented by NGOs are done by the SWC each year.

As an apex planning, monitoring and evaluation agency, the NPC facilitates evaluations engaging third parties hired through competitive bidding processes. Each year, some programs or projects are selected for evaluation using specific criteria from among the candidature projects received from the line ministries. Steering committees or task-forces formed for each evaluation to facilitate the processes right from the beginning approve the TOR, select the evaluators, facilitate evaluation processes and maintain quality of evaluations and reports⁶.

To promote gender equity and equality mainstreaming gender aspects in each development sector, the GON introduced *gender-based budgeting* with clear gender-budget codes. This was preceded by a series of gender and gender budget audits (GBA) of 7 sectors done by UN Women and UNDP in 2002. GRB practice in Nepal started from fiscal year 2007/08 by developing GRB guidelines to score development indicators. The indicators of the gender sensitivity of different activities/expenditure line include both benefit and empowerment indicators, specifically: 1) participation in decision making roles and programme planning, 2) capacity building, 3) benefit sharing, 4) increased access to employment and income earning opportunities and 5) reduction in women's workload. Each aspect has been allocated 20 marks. Programs scoring 50 percent marks or more are classified as “directly responsive”, those scoring 20 to 50 percent “indirectly responsive” and those scoring less than 20 percent as “neutral”. Nepal also requires all programs/projects costing more than NRs. 50 million to have a gender audit report attached.

The major sectors identified for gender responsive budget allocations are women children and social welfare, education, health, local development, infrastructure, industry, commerce and supply, culture and tourism, agriculture, forest preservation, science and technology and governance reform. In the fiscal year 2013/14 altogether 21.75 per cent of the national budget is gender-sensitive and it is expected that gender-responsive budget items will have comprised 25 per cent of the total budget by 2015/16.

Table 5. GRB cycle in Nepal⁷



⁶ Teertha Raj Dhakal, National Planning Commission Secretariat, Government of Nepal “Institutionalization and Use of Evaluations in the Public Sector in Nepal, Journal of MultiDisciplinary Evaluation Volume 10, Issue 23, 2014

⁷ <http://grb-pwdc.org.my/storage/upload/brg/files/arc/session5-nepal-presentation.pdf>

J. Professional Capacity for M&E

Nepal has an active and dense network of evaluators and circles interested in evaluation.

Nepal Evaluation Society (NES)⁸

- Founded in 2009 and has 17 members.
- Goal is to seeks to influence evaluation culture, capacity and commitment enhancing the enabling environment, its demand and use by policy makers, and influence governmental policies related to evaluation.
- Conducted a number of M&E trainings, prepared M&E guidelines for MEDEP, founder member of Asia Pacific Evaluation Association (APEA-NET) established in 2013.

COE/Nepal-Community of Evaluators⁹

- Conceptualized in 2009/10 and established in 2011, has 9 members.
- Goal is to increase the quality of evaluation by building the capacity of evaluation stakeholder and promoting the theory, practices, and use of evaluation in Nepal.
- 3 broad themes: knowledge building, capacity enhancement and promotion of evaluation theories and practices.
- Established linkages with: CoE-South Asia, EvalPartners, SLEvA, IOCE, SIAS.
- Conducted Evaluation conclaves, trainings on evaluation management using TESA curriculum.

As evaluation is an integral part of the projects, and generally it is conducted through an independent body/individual, the market of evaluation for independent evaluators is substantially high. There are consultancy firms and some known individuals who have been providing evaluation services in Nepal. However, these firms have expertise in research rather than evaluation and are conducting evaluation the way research is carried out, in many cases.

In overall, training institutions, NPCCS, private institutions and academic institutions are all involved in evaluation capacity development in Nepal.

Training institutions

Most development ministries have training centers at central and regional levels. Training centers have incorporated M&E in many of their training programmes, with a focus on monitoring. The duration of M&E training is about 3–5 hours in a five-week course for the Local Development Training Academy and NASC, and 5–6 hours in a six-month course for the National Health Training Centre.

NPCS

In general, to build the capacity of government staff engaged in M&E, the NPCCS has taken the following four approaches: (1) Capacity-building of NPCCS and ministry persons directly by NPCCS (M&E Division) and ministries to respective departments and district offices; (2) Training of more staff members to retain trained staff; (3) Linking training with on-the-job training; and (4) Involving young M&E staff in evaluations together with senior M&E evaluators. The NPCCS annually provides trainings to central- and regional levels in M&E based on the developed training module and National M&E Guidelines. NPCCS is using the support of technical assistance projects for M&E capacity building, in particular through the Strengthening the Monitoring and Evaluation System in Nepal (SMES) project funded by the Japan International Cooperation Agency (JICA). It has also been organizing policy forums to increase the understanding of and gain support from policy-makers.

⁸<http://nes.com.np/>

⁹<http://www.coe-nepal.org.np/>

Private institutions

M&E courses are offered by ELD¹⁰ (five-day M&E course with focus on M&E tools) and SIAS¹¹ (five-day evaluation course).

Academic institutions

Two Universities offer long-term and specialized courses on M&E, i.e. TU and KU.

- In TU, evaluation is compulsory component of the Bachelor of Education degree, and an optional specialization in the Master of Education degree.
- KU offers an evaluation course of three credit hours in seven programmes under the School of Education: one-year postgraduate diploma; one-year Masters; two-year Masters; and a Masters in Environment Education and Sustainable Development.

However, according to the SMES2 baseline survey results¹² more than two-thirds of central-level M&E-related officers and over 90 per cent of district-level officers have yet to receive any M&E training. As a result, their capacity to select the project for evaluation, develop terms of reference and make sound comments on evaluation carried out by independent evaluators is limited.

K. Utilization of M&E

In Nepal, recommendations derived from evaluations are not mandatory to use in the policymaking processes as there is no legal requirement to do so. Despite this, *the evaluation results in general are used instrumentally in formulating or refining policies and making decisions whether to continue, upscale or modify projects and their implementation modalities*¹³.

Among the key policies introduced based on the recommendations of evaluation include:

- Build Operate Own and Transfer policy to promote public private partnership;
- Microfinance policy as a measure to increase access of the poor in resources to improve their livelihood situations;
- Agriculture extension services expanded in the hinterland of strategic highways;
- Integrated conservation and management of watershed with basin approach ensuring public participation introduced;
- Gender-based budgeting introduced to promote gender equity and equality mainstreaming gender aspects in each development sector. Consequently, it allowed Nepal to improve women's access in formal institutions at national and local levels (197 women out of 601 members in previous constitutional assembly of Nepal (2008-2012); 13% women in government service in 2012, while 8% in 2001) as well as increase women's access in education, health, property, and other sectors (female literacy rate reached 56% in 2011/12 against 42% in 2001/02 and 96% enrollment rate in primary level; maternal mortality rate reached 229/100,000 in 2011/12 against 510/100,000 in 2001; land ownership on women increased to 26% in 2012 while 8% in 2001; proportion of women teacher reached 29 % in government schools).

At the same time, the use of evaluation in Nepal as a measure to ensure accountability is still low. In addition, evaluation is not conducted regularly by the NPC. According to the results of review of evaluations conducted by NPC during 1995-2012, thirteen evaluations were completed from 1996 to 2000, while 12 were completed between 2001 and 2005; however, not a single evaluation was done between 2006 and 2010. In addition, they focused more on monitoring of inputs and outputs.

¹⁰<http://eldtraining.com>

¹¹www.sias-southasia.org

¹²Institute for Integrated Development Studies (IIDS), 2012. *Baseline Survey of the Project for the Strengthening M&E System in Nepal Phase II (SMES2)*

¹³ Teertha Raj Dhakal, National Planning Commission Secretariat, Government of Nepal "Institutionalization and Use of Evaluations in the Public Sector in Nepal, Journal of MultiDisciplinary Evaluation Volume 10, Issue 23, 2014

3.0 SUCCESS FACTORS AND CHALLENGES

Success factors

- *Availability of national M&E guidelines.* It compiled existing M&E-related guidelines such as the poverty monitoring and analysis system, results-based monitoring and evaluation (RBME), and M&E forms and formats.
- *Coverage at all levels (from policy to regulatory and implementation).*
- *Focus on Gender and Equity issues in results-based national development plans.* It allowed the country to be recognized as “Top 10 Movers” when measured from the non-income human development index, i.e. development in social inclusion and gender equality.
- *Introduction of Gender Responsive Budgeting.* It allowed decreasing the poverty of women in the country.
- *Integration of gender into outcome indicators taking into consideration international indicators (HDI, GDI, VI, HAI) and specific gender indices.* It is used by GON to monitor the progress in improvement of gender equality and women empowerment in the country.
- *The national level efforts to build the network of Gender Focal Persons have created awareness among sectoral ministries.* As a consequence many ministries such as Health, Education, Forest, Agriculture, Science and Technology have put their efforts to create a separate section to deal with Gender Equality. Most importantly, the Ministry of Federal Affairs and Local Development has created GESI Section in the Ministry and prepared the GESI Guideline to emphasize and materialize the Gender equality and Social inclusion practices in the local level planning and programming practices.

Key Challenges

Nepal experienced challenges with institutionalization of EF&GR NEPS due to several main reasons:

- *M&E is not taken as a core function and there is no evaluation culture in public sector management.* M&E is low priority and allocated budget is often used for other purposes.
- *Focus on government M&E, not national M&E.* National M&E guidelines deals only with government M&E and does not cover M&E outside the government system (even M&E conducted by the SWC, which conducts more than 80 evaluations each year), i.e. the guidelines is basically for government use.
- *Insufficient M&E training received by M&E staff.* Capacity-building in the field of EF&GR M&E is only foreseen for the government staff, while SWC does not have any capacity development activities. In fact, evaluation community outside the government is neglected by the government system.
- *Poor evaluation management.* M&E staff not trained on how to manage evaluation (selecting projects for evaluation, developing TORs, giving comments on evaluation report).
- *Weak coordination: NPCS–ministries; NPCS–other agencies including SWC.*
- *Low demand for and low supply of quality evaluation.* The NPC started undertaking strategic evaluations of key programs/projects over the past decade. However, evaluation has been largely limited to externally funded projects. In the meantime, the Social Welfare Council is responsible for evaluating projects implemented by INGO and NGOs in Nepal. The demand for evaluation is met by consultancy firms and individuals who provide evaluation related services and mostly concentrated on doing research rather than evaluations. There are limited evaluation-focused agencies and they are not coordinated. There is no forum for sharing evaluation knowledge.
- *Low membership to professional societies and networking.*
- *GRB methodology is not systematic* (more a post-allocation classification at the ministry level rather than a pre-allocation exercise). Its focus has been on inputs and project targets rather than on measuring results.
- *Difficulties in changing the people's mindset towards gender sensitivity at all level.* Nepalese societies are still male dominated and not sensitive about the female necessities and social as well as biological relations.

4.0 CONCLUSION

Nepal Equity-focused and Gender-responsive NEPS is in process of its institutionalization. It is based on RBM and pays a lot of attention for gender equality and women empowerment. Although Nepal does not have a national evaluation policy and gender policy, gender equality has been integrated into the national development plans and other sectoral policies and plans, which require usage of a set of gender indicators and introduction of GRB to fulfill its constitutional requirement and international commitments to gender equality under CEDAW, BPfA and MDGs. All of that allowed Nepal to make fair progress in the promotion of gender equality and the empowerment of women in the last 20 years by increasing women and participations of women in social, economic and political activities (33% representation of women in all state mechanism and decision making bodies). Nevertheless, the unavailability of quality disaggregated data based on gender to track the indicators that are in Nepal M&E guidelines, promoting an evaluation culture at various levels, utilizing evaluation recommendations, securing a higher level policy commitment to EF&GR M&E, and addressing capacity gaps in managing evaluations are some of the important areas which require further attention in Nepal.

5.0 RECOMMENDATIONS

Based on the analysis the following recommendations were formed for further development of EF&GR M&E system in Nepal:

- Develop a National Evaluation Policy together with establishing of standards for all aspects related to EF&GR M&E system in the country to harmonize evaluation practice of government, development partners and non-government agencies
- Enforce effective coordination within and among institutions (between the program implementing unit and the M&E division, and among ministries and other government agencies) for EF&GR data collection and management systems
- Prepare a National Evaluation Capacity Development Plan in collaboration with all sectors (public, private, and civil society) to strengthen evaluation capacity, improve the quality of data collected and the ability of agencies to analyze and evaluate results
- Link GRB indicators for each sector with institutional outputs and indicators of that sector, leaving out irrelevant and adding relevant to gender sensitivity of institutional outputs
- Analyze systematically the situation of gender inclusion, examine the gender responsiveness of projects, programs and policies and assess gender disaggregated outcomes and impacts
- Organize more networking meetings, forums, roundtables, workshops to strengthen relations between and among stakeholders and increase their awareness about of the importance of EF&GR NEPS and the use of evidence-based information in decision-making

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