

COUNTRY BRIEFING PAPER

WOMEN IN NEPAL

**Asian Development Bank
Programs Department West
Division 1**

December 1999

This publication is one of a series prepared by consultants in conjunction with the Programs Department and Social Development Division (SOCD). The purpose of the series is to provide information on the status and role of women to assist ADB staff in formulating country operational strategies, programming work, and designing and implementing projects.

The study has been produced by a team of ADB consultants, Meena Acharya, Padma Mathema, and Birbhadra Acharya, supported by field work consultant Saligram Sharma. Overall guidance and supervision of the study was provided by Yuriko Uehara (Director's Office, Programs Department [West]), and comments have been provided, at different stages, by Shireen Lateef and Manoshi Mitra (SOCD) in addition to related departments within ADB. Substantial editing and rewriting has been undertaken by Sonomi Tanaka (SOCD). Production assistance was provided by Ma. Victoria R. Guillermo (SOCD). The findings of the study were shared with some Kathmandu-based NGOs through a consultation workshop in August 1998.

The views and interpretations in this paper are those of the authors and not necessarily those of the Asian Development Bank.

Contents

List of Abbreviations	x
Executive Summary	xiii
CHAPTER 1. INTRODUCTION	1
A. Population and Geography	1
B. Human Development Indicators	2
C. Cultural Setting	3
D. The Economy	3
E. Political and Administrative Systems	4
CHAPTER 2. SOCIAL STATUS OF WOMEN	7
A. Patriarchy and Marriage	7
B. Fertility and Family Planning	9
C. Health and Nutrition	11
D. Education	14
1. Literacy	14
2. Enrollment and Attainment	16
E. Gender-Based Violence and Trafficking	19
1. Domestic Violence	19
2. Public Violence and Trafficking	21
3. Government Policies and Laws Against Gender-Based Violence	22
4. Law Enforcement	23
CHAPTER 3. ECONOMIC PARTICIPATION OF WOMEN	25
A. Women's Access to Productive Resources	25
1. Inheritance System and Women's Command over Resources	25
2. Access to Credit	26
B. Economically Active Work Force	27
C. Sectoral and Occupational Distribution	29
1. Women in Agriculture and Livestock Raising	29
2. Employment in Organized Manufacturing	31
3. Women in Tourism and Related Sectors	32
D. Self-Employment and the Informal Sector	33
E. Working Conditions	34
F. Status of Women Entrepreneurs	36
G. "Feminization" of Poverty	36
H. Child Labor	38

CHAPTER 4. WOMEN'S POLITICAL PARTICIPATION AND DECISION-MAKING POSITION	41
A. Political Representation and the Electoral Process	41
B. Women's Political Participation and Representation	41
C. Women in Administration and the Judiciary	45
CHAPTER 5. GOVERNMENT POLICIES AND PROGRAMS ON WOMEN	47
A. Development Plans and Policies (1980/81-1996/97)	47
B. Sectoral and Institutional Achievements	48
1. Central Level	48
2. DDCs and VDCs	50
3. Line Agency and VDC-Level Administration	51
C. Sectoral Policies and Programs	51
1. Credit	51
2. Agriculture/Livestock	52
3. Community Forestry	53
4. Health and Population	54
5. Education	57
6. Skills Development and Other Training	60
D. Implementation Issues	63
1. Marginality of WID Institutions	63
2. Lack of Expertise for Mainstreaming	64
3. Lack of Monitoring and Evaluation Mechanisms	65
E. Looking Forward: The Ninth Plan and Women's Empowerment	66
CHAPTER 6. NONGOVERNMENT ORGANIZATIONS (NGOs) AND THEIR NETWORKS	69
A. Legal Framework for NGOs	69
B. NGOs and Women's Program	69
C. NGO Networks	71
CHAPTER 7. FUNDING AGENCY APPROACHES TO GENDER ISSUES IN NEPAL	73
A. An Overview	73
B. The Asian Development Bank	74
1. ADB's Gender Policy and Guidelines	74
2. Ongoing Projects in Nepal	75
C. Other Funding Agencies	79
1. The World Bank	79
2. United Nations Development Programme (UNDP)	80
3. United Nations Children's Fund (UNICEF)	80
4. World Health Organization (WHO)	81

5.	United Nations Population Fund (UNFPA)	81
6.	Canadian International Development Agency (CIDA)	82
7.	Swiss Agency for Development and Cooperation (SDC)	82
8.	German Aid	82
9.	Department for International Development (DFID), United Kingdom	83
10.	United States Agency for International Development (USAID)	83
11.	Netherlands Development Organization (SNV)/Nepal	84
D.	International Nongovernment Organizations (INGOs)	84
1.	Plan International (PLAN)/Nepal	85
2.	United Mission to Nepal (UMN)	85
3.	CARE / Nepal (CN)	86
4.	REDD BARNA / Nepal	86
5.	Lutheran World Service (LWS), Nepal	86
6.	Save the Children Fund - US (SCF/US)	87
7.	Action Aid Nepal (AAN)	87
 CHAPTER 8. PROPOSED ADB MEDIUM-TERM GENDER STRATEGY		89
A.	Assessment and Lessons Learned	89
B.	Overall Strategy	92
C.	Policy Dialogue	93
D.	Capacity Building	94
1.	Central Level	94
2.	District Level	95
E.	Stand-Alone Projects	96
F.	Cross-Sectoral Strategies	97
1.	Social Mobilization, Group Formation, Nonformal Education, and Credit	97
2.	Emphasis on Disadvantaged Groups	98
G.	Sectoral Issues and Future Strategies	98
1.	Agriculture/Livestock	98
2.	Rural Infrastructure	100
3.	Education and Training	101
4.	Health and Nutrition	102
5.	Water Supply and Sanitation	103
6.	Tourism and Other Urban Employment	103
7.	Energy	105
 BIBLIOGRAPHY		107
 Tables		
1.1	Area and Population Density in South Asia	1
1.2	Composition of Population by Broad Age Groups and Sex	1
2.1	Mean Age at Marriage by Sex	7

2.2	Trends in Fertility	9
2.3	Selected Indicators of Fertility and Family Planning Behavior, by Socioeconomic Status	10
2.4	Selected Indicators of Women's Health Status	12
2.5	Selected Demographic Indicators for SAARC Countries	13
2.6	Literacy Rates, 1971-1996	14
2.7	Literacy Rates (Population 6 Years and Older), by Gender	15
2.8	Average Literacy Rate and Female-Male Ratio by Literacy Status	16
2.9	Socioeconomic and Regional Variation in Social Indicators	17
2.10	Females Completing Various Levels of Education	18
2.11	Type of Physical and Mental Violence Reported	20
3.1	Borrowing from Formal and Informal Sources	27
3.2	Women in the Labor Force	28
3.3	Distribution and Composition of Labor Force, by Industry	30
3.4	Occupational Distribution, by Residence and Sex, 1991	30
3.5	Women in Tourism and Related Sectors, 1988	33
3.6	Selected Indicators of Employment Status	33
3.7	Female-Headed Households and Poverty Incidence	38
4.1	Selected Indicators of Political Awareness	43
5.1	Number of Health Personnel in Government Health Facilities, 1995	56
6.1	NGOs Involved in Women Development Activities Registered at SWC	71

APPENDIXES

1	Appendix Tables	115
2	Mandates of Women Development Institutions	139
3	Recommended National Strategy on Women	144
4	Credit Programs	156
5	Components of Nonformal Education	159
6	List of Organizations Visited at the Central Level	160

Appendix Tables

A1.1	Density of Population by Geographic and Development Regions	115
A1.2	Households with Access to Clean Water and Sanitation Facilities	115
A1.3	Infant Mortality Rate	115
A1.4	Life Expectancy at Birth	116
A2.1	Proportion of Ever Married Population By Geographic Region, Age & Sex (1991)	116
A2.2	Ever Married, Widowed and Divorced/Separated Women by Region (1991)	116
A2.3	Children's Health and Nutrition Status	117
A2.4	Age-Specific Sex Ratios	117
A2.5	Sex Ratio by Geographic and Development Regions	118
A2.6	Net Enrollment Rates by Level of Schooling and Gender, 1995-96	118
A3.1	Economic Participation Rates by Sex and Age Group	119
A3.2	Involvement Hours in Livestock Production Activities (1992/93)	119

A3.3	Structure of Female Employment — Manufacturing Survey	120
A3.4	Women in Tourism and Related Industries (1988)	120
A3.5	Employment Status of Economically Active Population	120
A3.6	Average Landholdings by Sex of the Household Head	121
A3.7	Hours of Work by Sex and Residence	121
A3.8	Selected Indicators on Performance of the Economy	121
A4.1	Political Representation of Women at Various Levels	122
A4.2	Proportion of Women in the Government Administration	122
A5.1	Development Plans and Women (1980/81-1996/97)	123
A5.2	Resources Allocated to Women's Programs through HMGN Budget	124
A5.3	Basic Health Care Package for Modern and Traditional Systems of Medicine	125
A5.4	Number of Facilities and Population by Health Facility and Region	126
A5.5	Regional and Area-Wise Distribution of Students, Schools, and Teachers	126
A6.1	List of NGOs with Major Programs for Women	127
A6.2	Women's Information Network	130
A7.1	Assistance to Nepal, 1996	131
A7.2	Ongoing Lending Programs	132
A7.3	ADB Documents Reviewed	132
A7.4	Selected Donor-Funded Projects with Major Women's Components	133
A7.5	Sectoral Assistance from INGOs	136
A8.1	Lending and Technical Assistance Pipeline, 2000-2002	137
A8.2	Lending Pipeline by Type and Sector, 2000-2002	138

FIGURES

4.1	Administrative Structure and Representatives of Women	42
4.2	Percentage Seats Won by Women in the 1997 Local Election	44

BOXES

1	Progress in Social and Health Status of Women	11
2	Strategic Issues on the Economic Participation of Women	25
3	Lack of Data on Women's Economic Activities	28
4	Women Workers' Special Rights	35
5	Special Facilities to Women in Public Administration	45
6	Nepal's Commitments at the Beijing Conference	47
7	Sectoral and Institutional Achievements	48
8	Ministry of Women and Social Welfare: Gender-Related Activities	49
9	HMGN's Health Service Structure	55
10	Key Issues in Implementation	63
11	HMGN's Ninth Five-Year Plan: Gender Strategy	67
12	From Participation to the Empowerment of Women: Achievements and New Strategy	90
13	Inadequate Gender Considerations in ADB-funded Programs	91
14	The Disappearance of Free Grazing Lands	100

List of Abbreviations

AAN	— Action Aid Nepal
ACP	— Association for Craft Producers
ADB	— Asian Development Bank
ADB/N	— Agricultural Development Bank of Nepal
AERP	— Agriculture Extension and Research Program
AHW	— axiliary health worker
AIDS	— Acquired Immune Deficiency Syndrome
ANM	— auxiliary nurse midwife
APP	— Agricultural Perspective Plan
APROSC	— Agricultural Projects Services Center
BPEP	— Basic and Primary Education Project
CBS	— Central Bureau of Statistics
CCO	— Canadian Corporation Office
CDO	— Chief District Officer
CDR	— Central Development Region
CEDA	— Centre for Economic Development and Administration
CEDAW	— Convention to Eliminate All Forms of Discrimination Against Women
CERID	— Center for Educational Research Innovation and Development
CIDA	— Canadian International Development Agency
CIRDAP	— Center on Integrated Rural Development for Asia and the Pacific
COS	— Country Operational Strategy
CRC	— Convention on the Rights of Child
CSD	— Center for Self-help Development
CSIDB	— Cottage and Small Industry Development Board
CSW	— commercial sex worker
CTEVT	— Council for Technical Education and Vocational Training
CWD	— Center for Women and Development
CWIN	— Child Workers in Nepal Concerned Centre
Danida	— Danish International Development Agency
DDC	— district development committee
DEC	— district education committee
DEO	— district education officer
DfID	— Department for International Development
DMC	— developing member country
DPT	— diphtheria, pertussis, tetanus
FCHV	— female community health volunteer
FHH	— female-headed household
FUG	— Forest Users' Group
FWDR	— Far-Western Development Region
FY	— financial year
GAD	— gender and development
GDP	— gross domestic product

GER	— gender enrollment ratio
GTZ	— German Agency for Technical Cooperation
GWPIG	— Gender Watch Professional Interest Group
HDI	— human development index
HIV	— Human Immunodeficiency Virus
HMGN	— His Majesty's Government of Nepal
HMTTC	— Hotel Management and Tourism Training Center
HRD	— human resource development
ICIMOD	— International Centre for Integrated Mountain Development
IDA	— International Development Association
IDS	— Integrated Development System
IEC	— information, education and communication
IEDC	— Industrial Enterprises Development Center
IIDS	— Institute for Integrated Development Studies
ILO	— International Labour Organisation
IMR	— infant mortality rate
INGO	— international nongovernment organization
JWDC	— Janakpur Women's Development Center
KMTNC	— King Mahendra Trust for Nature Conservation
LWS	— Lutheran World Service
MCH	— maternal and child health
MCHW	— mother and child health worker
MCPW	— Micro Credit Project for Women
MHH	— male-headed household
MLD	— Ministry of Local Development
MMR	— maternal mortality rate
MOA	— Ministry of Agriculture
MOE	— Ministry of Education
MOF	— Ministry of Forest
MOH	— Ministry of Health
MWDR	— Mid-Western Development Region
MWSW	— Ministry of Women and Social Welfare
NBL	— Nepal Bank Limited
NDC	— National Development Council
NFE	— Nonformal education
NFHS	— Nepal Fertility, Family Planning and Health Survey
NGO	— Nongovernment organization
NLSS	— Nepal Living Standards Survey
NMIS	— Nepal Multiple Indicator Surveillance
NPC	— National Planning Commission
NRB	— Nepal Rastra Bank
NRCRS	— Nepal Rural Credit Review Study
NRM	— Nepal Resident Mission
PCR	— project completion report
PCRW	— Production Credit for Rural Women
PDDP	— Participatory District Development Program
PPAR	— project performance audit report
RBB	— Rastriya Banijya Bank

RDB	— rural development bank
RETA	— regional technical assistance
SCF	— Save the Children Fund
SFDP	— Small Farmers Development Project
SMC	— school management committee
STD	— sexually transmitted disease
SWC	— Social Welfare Council
TA	— technical assistance
TFR	— total fertility rate
UML	— United Marxist Leninist
UMN	— United Mission to Nepal
UNDP	— United Nations Development Programme
UNFPA	— United Nations Population Fund
UNICEF	— United Nations Children's Fund
UNIDO	— United Nations Industrial Development Organization
USAID	— United States Agency for International Development
VDC	— village development committee
VHW	— village health worker
VMC	— village maintenance worker
WAD	— women and development
WDD	— women development division
WDO	— women development officer
WEAN	— Women Entrepreneurs Association of Nepal
WEP	— Women's Education Program
WEU	— Women's Education Unit
WFDD	— Women Farmers' Development Division
WHO	— World Health Organization
WID	— women in development
WSSP	— Water Supply and Sanitation Project
WTC	— Women's Training Center

Executive Summary

A. Status of Women

Nepal is a multiethnic and multicultural country with more than 50 spoken languages and cultural traditions. For analytical purposes they have often been classified into two broad groups, the Tibeto-Burman, populating mostly the midhills and mountains, and the Indo-Aryan, living in the Terai Gangetic plains and the midhills. Women from the Tibeto-Burman communities are socially less constrained than their Indo-Aryan sisters in terms of mobility, marriage/remarriage options, and, most importantly, income-earning opportunities. In the Indo-Aryan groups, traditionally, women have fewer social and economic options. Social discrimination against women is felt to be more severe in the Terai communities and in the Mid- and Far-Western Development regions in general.

Nevertheless, in both these groups land and property inheritance has been patrilineal, the residence pattern patrifocal, and early marriage the rule rather than an exception. Culturally, marriage is seen as the best socially acceptable option for women for gaining access to property and land. Therefore, once women are out of marriage, such as divorce or widowhood, they become more vulnerable to poverty. However, once women marry, legal provisions deny them inheritance rights to parental property. Women in both cultural groups lag far behind men in access to property, credit, and modern avenues of education, skills development, technology, and knowledge.

Problems of the status of Nepalese women are accentuated by the fact that Nepal is one of the least-developed countries of the world in which the majority of the population has to survive by low productivity agriculture. This requires the poor men, women, and children to work long hours for meeting family needs. The Government faces a severe constraint of local and foreign exchange resources for fulfilling its development and consumption needs. Further, because of the country's rugged topography, the extension of basic educational and health services is an expensive proposition and the retention of qualified manpower in such services in remote areas is often impossible.

The legal status of women is mixed. While the 1990 Constitution guarantees fundamental rights to all citizens without discrimination on the basis of ethnicity, caste, religion, or sex, including property inheritance, there have been no specific laws in Nepal to back this up. On the contrary, the family laws in Nepal that govern marriage, divorce, property rights, and inheritance, reinforce the patriarchy and put severe limits on women's command over economic resources. For example, the National Code of Nepal (*Mulki Ain*) of 1963, which codifies the inheritance system, derives from the Hindu system of beliefs emphasizing patrilineal decent and a patrifocal residence system. Some of the provisions severely limit economic options for women.

In spite of the above constraints, Nepalese women have made significant gains in social indicators, such as the following:

- ◆ Female literacy rate (6 years and above) increased to 27 percent in 1996, compared with a meager 4 percent in 1971.
- ◆ Mean age of marriage for girls increased by more than 2.5 years between 1961 and 1991.

- ◆ Fertility decline has accelerated during the 1990s, with the total fertility rate falling to 4.2 in 1996 from 6.3 in 1976.
- ◆ Maternal mortality has gone down to 539 per 100,000 live births compared with more than 800 in the 1970s.
- ◆ Universal immunization has been achieved against certain diseases.
- ◆ No gender discrimination is observed in nutritional status, immunization against measles, and in the breast feeding of infants and young children.
- ◆ Both male and female infant and child mortality rates have fallen significantly.
- ◆ Life expectancy of women increased by more than 11 years between 1975 and 1993, though still shorter than that of men, which is against the biological characteristic.

B. Key Sectoral Issues

Despite these achievements, there are persistent problems combined with emerging issues, such as increasing female trafficking and the feminization of agriculture. In the **health sector**, the general immunization, health, and nutrition situation of women in Nepal is still acute, particularly in rural areas. Nepalese women remain at the lower end of the scale in South Asia in terms of the human development index and the gender development index. The rugged, mountainous topography makes access to services difficult in remote areas. A general lack of awareness about health and sanitation, inappropriate child-care and feeding practices, and poor environmental conditions including lack of clean water are primary causes of such a situation. Women's limited control over fertility, combined with the unavailability and poor quality service of health facilities, makes it difficult for them to access reproductive health services and contraceptive devices.

In **education**, both the low level of women and the gender gaps in literacy rate, enrollment rates, and attainment rates are staggering. Household income, workload for girls, and the level of concern of parents with the purity of the female body which leads to their early marriage, are important variables in decision making regarding sending girls to school. When resource constraints arise in the household, the first casualty is the female child's education.

The key issues in the social sectors remain unequal access of various groups of the population to educational and health facilities, geographically unequal spread of services to remote areas, and the low quality of services supplied by the government sector. Women in the high mountains and remote hills and economically disadvantaged groups face greater accessibility problems than women in the better-off households, urban areas, and the Terai plains in general. Gender insensitivity of educational materials, teaching procedures, and the whole educational system is a pressing issue.

Gender disparity in educational and health status is still increasing, with more and more men getting access to modern avenues of education and health care facilities, leaving women far behind. Consequently, male life expectancy at birth increased by 15 years between 1975 and 1993 while female life expectancy increased by just 11 years.

In terms of **women in the economy**, a substantial proportion of Nepalese women (40 percent) is economically active; most of them are employed in agriculture. They work primarily as unpaid family workers in subsistence agriculture with low technology and primitive farming practices. They carry the

double burden of work in the family and the farm and have to work long hours. With more men entering other nonfarming sectors, agriculture is becoming increasingly "feminized". Women participate on a large scale in tourism and related sectors. Their employment in organized manufacturing is also expanding. But in all these sectors they are concentrated at lower levels due to educational disadvantages and management biases. Their working conditions are poor and trade union activism low. These issues are aggravated by a lack of gender-disaggregated data on employment and wages.

The feminization of poverty in Nepal is not visible in terms of size of landholdings and income of female-headed households. It is visible more in terms of their impact on women's access to food, education, and health facilities, and their long working hours. Children, especially girls, have to start working early. Child labor involves many more girls than boys.

Lack of training at appropriate levels, dangerous working conditions—environmentally and in terms of health—and wage discrimination are the major gender problems faced by workers in the manufacturing sector. Child labor, especially young girls, are believed to be extensive in the textile sector, particularly carpets. Lack of laws on sexual exploitation in the workplace is another problem. Lack of accurate data on various aspects of industrial employment including tourism is considered to be a major constraint on the analysis of nonagricultural employment and of workers' perceptions, problems, and needs. Women entrepreneurs also face various problems, including access to credit, marketing networks, and technology, and their mobility and risk-taking capacity are restricted.

The social attitude towards women, backed by their low socioeconomic status in general, has led to many cases of **gender-based violence**, both in the domestic as well as in the public arena. Ninety-five percent of women surveyed reported firsthand knowledge of some kind of violence. This violence may range anywhere between light teasing to rape and trafficking.

Women's access to **political and administrative decision-making** positions have been minimal (less than 10 percent and 5 percent, respectively), due to the lack of access to education and economic resources, social expectations for exclusive household responsibilities, and restricted mobility, as compared to male counterparts. In the political arena, matters have improved significantly at the grass roots level since the 1996 Ordinance on Local Elections required that all contesting parties to the election must have at least one woman candidate among the five ward member contestants. At least 100,000 women contested the last local election in 1996. This ordinance has also made provision for nominating at least one woman to village development committee and district development committee executive committees and also to the municipality boards.

C. Approaches to Women and Gender Issues

Nepal has made specific policy declarations to integrate women in development since the early 1980s. Successive **five-year plans** have made appropriate policy declarations for improving women's status. Such efforts have focused on credit and employment generation, education, and health. A few women's mechanisms have been set up, including the Ministry of Women and Social Welfare (MWSW), the Women's Division in the National Planning Commission, and the Women and Development Division in the Ministry of Local Development. Initiatives have been taken towards some legal reforms, making women's right to property a little more secure and strengthening punitive measures against violence as incorporated in the bill pending in Parliament.

Nepal also committed itself to the **Platform of Action** for the UN's Fourth World Conference on Women in Beijing. A recommended Action Plan prepared recently by MWSW for the implementation of the platform expands what is laid down in the platform and specifically pins down the responsible agents for each action required.

The Ninth Five-Year Plan Approach Paper (1998) sets triple objectives of **mainstreaming, eliminating gender inequality, and empowering women** along the lines proposed by the Beijing Platform for Action. Each of the three sections strategically target key areas to be improved. The issue now is how to translate the policy into practice.

The activism of nongovernment organizations (NGOs) in Nepal has increased tremendously since 1990. However, barring a few, most NGOs lack capacity, regular access to resources, and a long-term vision. Gender perspective is lacking even in programs implemented by women's NGOs. A number of NGO networks have been formed. The most important of them is the Women's Pressure Group, comprising 84 NGOs of various categories. Other networks are theme oriented and focus on advocacy on particular themes such as media, HIV/AIDS, and trafficking.

Both multilateral and bilateral external **funding agencies** have played a positive role in making women/gender an issue in development since the mid-1970s. Their efforts have evolved through time, passing through various phases of women in development (WID) and gender and Development (GAD). First, in the late 1970s, it was small women's components in development plans and programs. In the 1980s, it was women and development (WAD). Since early 1990, it is GAD. Since the Beijing Conference, voices have been raised for empowerment of women and a fundamental change in the socioeconomic structure. Within this general framework, approaches to women's problems have varied among various funding agencies. Some of them, particularly multilateral agencies, see women's problems as part of a larger problem of poverty and would like to concentrate on women's programs for achieving efficiency of resource use and the eradication of poverty. Others aim at empowerment of women directly.

International NGOs (INGOs) have also played a key role in funding projects and advocacy programs for women. Those implementing projects by themselves have tried to gender sensitize their own institutions (e.g., United Missions to Nepal, Action AID). Their programs are slowly being redesigned to incorporate the gender perspective.

D. Proposed Strategy for ADB

The ADB strategy in Nepal has viewed women's issues as an integral part of its strategy for reducing poverty, generating broad-based growth, and increasing the efficiency of its programs and projects especially in agriculture and education. The only ADB-funded project exclusively targeting women is the Microcredit project for Women. The ADB's newly revised gender strategy (1998) aims at the elimination of gender disparities in access to resources, knowledge, and power, and change in the gender relationships and social order in its developing member countries. These are to be achieved mainly through policy dialogue, capacity building, mainstreaming, and selected project interventions. A few projects such as the Second Tourism and Third Livestock have tried to incorporate mainstreaming approaches in their respective designs.

However, implementation has not been easy and major problems to date include gender insensitivity of the implementing machinery in Nepal; inadequate attention in project design to gender issues; and most importantly, lack of regular monitoring and evaluation of gender aspects either by the Government or ADB.

The ADB's overall strategy in Nepal in the near future is to focus on poverty reduction and broad-based growth, with an emphasis on social and rural physical infrastructure. Given severe problems in implementation, the general insensitivity of the Government's implementing machinery to gender issues, and the lack of capability of WID institutions in general, the ADB's approach to gender should be multifaceted, including policy dialogue, capacity building and sectoral mainstreaming, and project interventions.

Policy dialogue should focus on the reform of discriminatory laws and regulations; gender sensitization of government and nongovernment implementing machinery; increasing the scope of sectoral objectives and programs related to women; and funding of enabling projects for women specifically for creating a regular gender sensitization institutional network, education, and employment.

Gender sensitization should focus on the provision of extensive gender training for central and local level administrators, politicians, and the judiciary; reformulating public service acts, rules, and regulations to incorporate a gender perspective; and making special provisions for women candidates in public service exams for a few years. ADB projects should make specific efforts to gender sensitize the related staff in projects under its funding and its resident mission office through a newly recruited gender specialist.

Across sectors, where relevant and feasible, the focus on **group organization, social mobilization, and credit** should continue. Nonformal education and gender sensitization should form an integral part of all social mobilization efforts. As another cross-sectoral issue, ADB should pay more attention to more **disadvantaged pockets and groups** of population along with its focus on rural areas and more backward regions.

Capacity building efforts should focus on building gender sensitizing capabilities of the (i) existing mass scale training institutions for government officials; (ii) existing women's machinery such as MWSW and other sectoral ministries (e.g., agriculture and forestry) with scope for implementing large-scale women's programs; (iii) ADB's Nepal Resident Mission office; (iv) government project implementation machinery related to ADB projects; (v) the sectoral training institutions; (vi) district development committees and district level sectoral institutions; and (vii) NGOs.

Project intervention strategy should ensure (i) adequate analysis of *all* programs and projects with a gender perspective; (ii) gender sensitization of the implementation mechanism and machinery; (iii) adequacy of measures initiated to ensure gender equity in project benefits; (iv) development of monitoring indicators and mechanisms to monitor and evaluate project impact on women in terms not only of their participation but of their empowerment as well; (v) continued emphasis on participation, social mobilization, informal education, and credit where relevant; and (vi) special emphasis to increase the status of disadvantaged groups of population. Among the sectors, agriculture, manufacturing, tourism, health and education provide most scope for generating employment for women.

Agriculture/Livestock: ADB's agricultural programs should ensure that all agricultural extension and leader farmer training programs involve *both* men and women on a 50:50 basis; develop a specific strategy to mobilize Terai women; develop and disseminate women-friendly indigenous technology for energy, food, and fodder, particularly for seed selection, postharvest cleaning, and weeding operations; encourage women's groups in natural resource protection; and, finally, ensure equal access of women to land, natural resources, and other assets at least within ADB-assisted projects (including resettlement-related projects). In addition, livestock sector projects should develop integrated packages (which should include land grants for community level fodder development) for poor women and unmarried girls.

Education: Gender should be integrated as a specific subject in all primary/secondary school teachers' training. There should be an expansion in scholarship programs, for recruiting and training female teachers, and for improving physical facilities for girls. Provision should also be made for special schools in low caste localities, for incentives to educationally disadvantaged castes/ethnic groups, for specific programs to cater to 10—17 age groups of girls, for example by splitting school hours into two, four-hour shifts, and for day-care centers attached to schools, etc.

Tourism and Other Employment Generation: ADB's interventions in the tourism sector should include a separate program for women entrepreneurship development. To start with, a national study should be commissioned to explore the technical, marketing, and management problems of women entrepreneurs and to recommend appropriate measures to counter them. ADB should devise mechanisms to facilitate access of organizations, such as the Women Entrepreneurs Association of Nepal or the Association for Craft Producers or similar other institutions, and individuals to credit. Such institutions should also be assisted in the development of market opportunities and in business management.

The policy of involving women in the management of tourist facilities in tourism development projects should be continued. Also recommended are ensuring 50-50 participation of women and men in all tourism-related training, and the establishment of a fund for the rehabilitation of commercial sex workers and public education packages to prevent trafficking, drug use, alcoholism, and the spread of sexually transmitted diseases and acquired immune deficiency syndrome, etc., in tourist areas.

Rural Infrastructure: Rural infrastructure projects should ensure that women are provided with equal ownership and user rights in all transfers of public assets in ADB-assisted projects; encourage and accord priority to women in forming water users' groups and in extension training, credit for installation, operation and management of shallow tube wells and treadle pumps; and specify clearly in projects how the project-specific gender objectives are to be achieved.

Water and Sanitation: Water and sanitation projects should aim at more women-majority groups in male outmigration areas; try to recruit and train more women technicians; provide intensive training in gender issues, group organization, and technology to women and men technicians; include men also in health and sanitation user groups; and include women's representation in steering committees at various levels.