



# Grant Assistance Report

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Project Number: 38097  
July 2009

## Grant Assistance Nepal: Establishing Women and Children Service Centers (Financed by the Japan Fund for Poverty Reduction)

## CURRENCY EQUIVALENTS

(as of 22 June 2009)

Currency Unit	–	Nepalese rupee/s (NRe/NRs)
NRe1.00	=	\$0.0130
\$1.00	=	NRs76.93

## ABBREVIATIONS

ADB	–	Asian Development Bank
EA	–	executing agency
GDI	–	gender-related development index
GDP	–	gross domestic product
GIU	–	grant implementation unit
HDI	–	human development index
JFPR	–	Japan Fund for Poverty Reduction
JICA	–	Japan International Cooperation Agency
MOF	–	Ministry of Finance
MOU	–	memorandum of understanding
NGO	–	nongovernment organizations
PAC	–	project advisory committee
PDFS	–	purchase directly from a supplier
PIU	–	project implementation unit
SOP	–	standard operating procedures
UNDP	–	United Nations Development Programme
WCSC	–	women and children service center

## NOTE

In this report, "\$" refers to US dollars.

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## JAPAN FUND FOR POVERTY REDUCTION (JFPR)

### JFPR Grant Proposal

<b>I. Basic Data</b>	
<b>Name of Proposed Activity</b>	Establishing Women and Children Service Centers
<b>Country</b>	Nepal
<b>Grant Amount Requested</b>	\$750,000
<b>Regional Grant</b>	<input type="radio"/> Yes / <input checked="" type="checkbox"/> No
<b>Grant Type</b>	<input checked="" type="checkbox"/> Project / <input type="checkbox"/> Capacity development

### II. Grant Development Objectives and Expected Key Performance Indicators

#### Grant Development Objectives:

The goal of the Project is to reduce the vulnerability and helplessness of women and children in seven rural districts of Nepal<sup>1</sup> by providing professional and coordinated protection and assistance to women and child victims of: rape, domestic violence, polygamy, alleged witchcraft, child abuse, child marriage and trafficking. This will increase their chances of reintegration into mainstream society and thus their participation in the development process, leading eventually to poverty reduction.

The objectives of the Project are (i) to improve the access of such victims to effective protection measures by establishing responsive, professional, and fully operational women and children service centers (WCSCs) in seven districts of Nepal; and (ii) to expand, strengthen and institutionalize networking on issues related to crimes against women and children between the district WCSCs and other stakeholders, such as nongovernment organizations (NGOs), local governments, and civil society.

#### Expected Key Performance Indicators:

Performance indicators to measure the Project's impact are (i) a 30% increase in the number of convictions for reported crimes against women and children in the target districts; (ii) a decrease of 20% in the number of crimes against women and children by the end of the Project; and (iii) 50% of women and child victims that report crimes get reintegrated in the community.

### III. Grant Categories of Expenditure, Amounts, and Percentage of Expenditures

Category	Amount Allocated (\$)	Percentage of Expenditures
1. Civil works	240,500	32.0
2. Equipment and supplies	54,000	7.2
3. Training, workshops, and seminars	230,500	30.7
4. Consulting services	129,500	17.3
5. JFPR management	41,000	5.5
6. Other inputs (nongovernment organizations)	13,500	1.8
7. Contingencies	41,000	5.5
<b>Total</b>	<b>750,000</b>	<b>100.0</b>

<sup>1</sup> Comprising Achham, Baitadi, Bajhang, Bajura, Doti, Kalikot, and Mugu Districts.

## JAPAN FUND FOR POVERTY REDUCTION

**JFPR Grant Proposal  
Background Information**

<b>A. Other Data</b>	
<b>Date of Submission of Application</b>	30 October 2008
<b>Project Officers</b>	M. Mongiorgi-Lorenzo, Senior Rural Development Economist
<b>Project Officer's Division, E-Mail, Phone</b>	SANS, SARD, <a href="mailto:mmongiorgi@adb.org">mmongiorgi@adb.org</a> Ext: 6262
<b>Other Staff Who Will Need Access to Edit/Review the Report</b>	B. Khadka, External Relations Officer, Nepal Resident Mission S. Subba, Gender and Social Development Adviser, Nepal Resident Mission
<b>Sector</b>	Health and social protection
<b>Subsectors</b>	Social protection
<b>Theme</b>	Gender equity, Governance
<b>Subtheme</b>	Gender equity in empowerment and rights, law and judiciary
<b>Targeting Classification</b>	Targeted intervention for a millennium development goal (TI-M)
<b>Was JFPR Seed Money used to prepare this grant proposal?</b>	Yes [ X ]    No [   ]
<b>Have Staff Review Committee comments been reflected in the proposal?</b>	Yes [ X ]    No [   ]
<b>Name of Associated Asian Development Bank (ADB)-Financed Operation</b>	Gender Equality and Empowerment of Women Project (Loan 2143-NEP)
<b>Executing Agency</b>	Nepal Police Headquarters
<b>Grant Implementing Agency</b>	Women and Children Service Center of the Nepal Police Headquarters – Officer-in-Charge, Deputy SP Durga Singh - <a href="mailto:cwcell@nepalpolice.gov.np">cwcell@nepalpolice.gov.np</a>

**B. Details of the Proposed Grant**

**1. Description of the Components, Monitorable Deliverables/Outcomes, and Implementation Timetable**

<b>Component A</b>	
<b>Component Name</b>	Civil Society Consultations Prior to Establishing WCSCs
<b>Cost (\$)</b>	41,000
<b>Component Description</b>	This component aims at supporting broad consultations with the local communities prior to the establishment of the seven WCSCs, to provide information about their intended purpose and mandate and receive their input in identifying the main concerns related to crimes against women and children that are to be addressed by the new WCSCs.

	<p>Activities under this component will include the following:</p> <ul style="list-style-type: none"> <li>(i) Three workshops (public hearings) will be held in each district (one at and two outside of the district headquarters). The workshops will disseminate information to the public regarding the purpose and mandate of the WCSCs, and will be publicly announced and open to all interested district residents.</li> <li>(ii) A survey of a representative number of respondents will be conducted in the seven target districts by an independent survey organization. The survey will identify the main concerns and expectations of the communities relating to police work on crimes against women and children. The survey will also address the issue of public confidence in the police in general and the work of the WCSCs in particular. The survey will provide empirical data to develop an effective strategy and monitoring system for the work of the new WCSCs. The survey will be repeated in the third year of the grant to monitor the success and/or failure of the work of the new centers and adopt mid-course revisions, as needed.</li> </ul>
Monitorable Deliverables/Outputs	<p>Component A deliverables and outputs include:</p> <ul style="list-style-type: none"> <li>(i) an information campaign through media outlets;</li> <li>(ii) three workshops in each district, and reports on their outcomes;</li> <li>(iii) one survey in each district in year 1 and year 3, with analytical reports on their results; and</li> <li>(iv) a strategy paper for each new WCSC.</li> </ul>
Implementation of Major Activities: Number of months for grant activities	Months 1–6

<b>Component B</b>	
Component Name	Establishment of WCSCs
Cost (\$)	351,000
Component Description	<p>Seven new buildings for the district-level WCSCs and one for the central Kathmandu WCSC will be constructed under this component. All buildings (except two) will be (i) located in the police headquarters compounds; (ii) staffed with women police officers; and (iii) kept distinct and separate from other facilities, to enable victims to have easy access and maintain their privacy. This will create a more conducive environment for victims to report crimes, and spend a night in the WCSC, if necessary. WCSCs will also provide legal, medical and psychological support to victims. Having separate buildings staffed by women will provide women and children with a sense of physical protection without the fear of being harassed by male police officers, will make them feel more comfortable about visiting the centers, provide privacy when they are</p>

	<p>reporting a crime, and enable them to avoid the possible social stigma of confessing family problems to a male stranger. The police stations to which the WCSCs are annexed are located in the heart of the district headquarters, making the WCSCs easily accessible to the public. To improve access from more remote areas, networks will be established between WCSCs and NGOs (component D). The activities will comprise:</p> <p>(i) Building design and tendering. This will be done by a national consultant in consultation with the Nepal Police Engineering Section. The existing design of district WCSCs, developed under an earlier project financed by the Department for International Development of the United Kingdom, will be assessed at the onset of the Project with respect to function and appropriateness. Needed changes to the design of the existing WCSC will be identified and reflected in the design of the new WCSC buildings. The central WCSC will be newly designed.</p> <p>(ii) Construction of seven district and the central WCSC buildings. The national consultant will also supervise the construction.</p> <p>(iii) Provision of a basic office package comprising computer, printer, camera, voice recorder, basic office furnishing and accessories for each WCSC.</p> <p>(iv) Support of WCSC operations through funding of running costs on a declining basis over the years of implementation, covering the costs for medical examination, transport, and food for victims.</p>
Monitorable Deliverables/Outputs	<p>Component B deliverables and outputs include:</p> <p>(i) Assessment of the standard design of WCSC and proposed changes;</p> <p>(ii) Seven operational WCSCs at district level; and</p> <p>(iii) One central WCSC in Kathmandu.</p>
Implementation of Major Activities: Number of months for grant activities	Months 6–36

<b>Component C</b>	
Component Name	Capacity Development
Cost (\$)	165,000
Component Description	<p>This component aims to provide support for capacity development of the Nepalese police to address crimes against women and children, and in particular to establish a proper care and support system for victims. It consists of two parts: (a) training; and (b) improvement of internal standard operating procedures (SOPs). Training – based on capacity and training needs assessment to be carried out at project onset - will include the following activities:</p>

	<p>(i) Developing a curriculum that includes specialized behavioral skills training for police officers regarding crimes against women and children and care for victims. The training will include adaptation of seven interactive training modules on issues such as domestic violence, sexual abuse of children, rape and sexual assault, treatment of victims and communication skills. In addition, two specialized training programs on counseling and investigative skills will be developed.</p> <p>(ii) Two sessions (2 week and 1 week each) on training of trainers in the new interactive police training modules.<sup>2</sup></p> <p>(iii) Training of the staff of the new WCSCs and central WCSC on policing, with a focus on society, stress and trauma prevention, and investigative techniques.</p> <p>(iv) Joint training activities for WCSC staff, NGO representatives, and other key stakeholders (e.g., local government officials) on domestic violence, rape and sexual assault, sexual abuse of children, treatment of victims, and communication skills. All training-related activities will be undertaken by national consultants in close consultation and cooperation with the training directorate of the Nepal Police headquarters.</p> <p>The development and introduction of internal SOPs within the Nepalese police for development of a professional treatment system for victims of crimes against women and children will include the following activities:</p> <p>(i) Organization of a 3-day workshop for high-level police officials, central WCSC management, and other stakeholders aimed at learning from experiences in other countries and exchanging ideas. One international consultant (Legal Drafting Specialist) with practical experience in victim care systems in police forces will be invited.</p> <p>(ii) Drafting, of new SOPs, with the assistance of an international consultant (Legal Drafting Specialist) and in partnership with the Nepalese police. The internal SOPs will be shared with other stakeholders as needed.</p>
<p>Monitorable Deliverables/Outputs</p>	<p>Component C deliverables and outputs include:</p> <p>(i) Adaptation of seven modules and a training skills module from the International Standard Training Module for Police, focused on improving the behavioral skills of police officers in the area of crimes against women and children.</p> <p>(ii) Development of two specialized interactive training courses on counseling and investigation techniques.</p> <p>(iii) Integration of (i) and (ii) in the permanent curriculum of both the National Policy Academy of Nepal and the</p>

<sup>2</sup> The project manager will be included in the group of trainers.

	<p>Regional Police Training Centers (for basic police training courses).</p> <p>(iv) Training of 20 police trainers in the new programs.</p> <p>(v) Training of 80 WCSCs staff in policing with society, stress and trauma prevention for police officers, and investigation skills.</p> <p>(vi) Training of 50 WCSC staff and 250 representatives from NGOs and local communities (combined) on (a) Technical areas: domestic violence, rape and sexual assault, sexual abuse of children, treatment of victims, and communication skills; (b) Adoption of SOPs; and (c) Notification of SOPs to all police stations and WCSCs.</p>
Implementation of Major Activities: Number of months for grant activities	Months 1–24

<b>Component D</b>	
Component name	Outreach and Networking
Cost (\$)	68,500
Component Description	<p>This component will aim at making the existence and mandate of the WCSCs as widely known as possible and to expand, strengthen and institutionalize networking between the WCSCs and other stakeholders—such as bar associations, representatives of women’s federations, human rights defenders, and community mediation groups—on activities and information related to crimes against women and children. This activity is crucial to ensure the effective operation of the centers and the outreach of the WCSCs to more remote areas, where women and children are more easily reached by NGOs and workers from community-based organizations. The involvement of local civil society will guarantee the use of local languages as a means of communication, facilitating the participation of rural women in the Project. Men and boys will be actively associated in outreach and networking as major agents of change.</p> <p>Activities under this component will include:</p> <p>(i) A public awareness campaign will be developed through mass media (print, radio and TV), to inform the community about the nature and gravity of crimes against women and children, the role of the WCSCs in preventing these crimes, the criminal sanctions and prescribed sentences to be incurred by the violators and the inherent right of all women and children —of any caste or profession— to access the services of WCSCs. This campaign will aim to mobilize the community to actively participate in preventing and combating these crimes, and cooperate with the WCSCs. This will reduce delays in reporting these crimes that result from the victims’ fear of social</p>

	<p>stigma, threat, and revenge. Public awareness campaigns will include appropriate outreach materials and regular community meetings, in which people can raise concerns and the police can explain the measures being taken to address these concerns. Communities and local groups can play an important role through family reunions, rehabilitation of violence survivors, and assist in reducing the social stigma attached to sexual abuses.</p> <p>(ii) An institutionalized system of cooperation between the WCSCs and NGOs and other competent government agencies will be established to provide care for victims of domestic violence and sexual crimes. These agencies are competent in the area of health (medical support), legal aid (legal assistance) and social aid (counseling and shelters). The WCSCs function as a “first resort” for the victims of such crimes, but for follow-up assistance a proper formalized system of reference will be supported by the Project through: (a) the signing of memoranda of understanding (MOUs) between the WCSCs and NGOs and other government agencies, such as Women Development Offices; (b) monthly meetings of all key stakeholders in this network in order to exchange experiences, discuss cooperation bottlenecks and explore needed improvements; and (c) joint trainings of representatives and staff of WCSCs and their partners, as per component C.</p>
<p>Monitorable Deliverables/Outputs</p>	<p>Component D deliverables and outputs include:</p> <p>(i) a public awareness campaign, including IEC materials;</p> <p>(ii) minutes of community meetings;</p> <p>(iii) district-level MOUs between WCSCs and other stakeholders; and</p> <p>(iv) minutes of network meetings.</p>
<p>Implementation of Major Activities: Number of months for grant activities</p>	<p>Months 12–48</p>

<b>Component E</b>	
<p>Component Name</p>	<p>Project Management</p>
<p>Cost (\$)</p>	<p>124,500</p>
<p>Component Description</p>	<p>The central WCSC, with its existing team comprising of the head, a women officer and a children officer, will be the implementing agency (IA) responsible for overall project management, and implementation and coordination of project activities to meet the overall goal and objectives of the Project. The head of the Crime Investigation Department will act as the project director and will assign day-to-day project management to the head of the central WCSC. Part of the</p>

	<p>incremental recurrent costs of the central WCSC (such as report preparation, local airfares, per diems) will be financed by the Project.</p> <p>The Project will provide one national consultant in the central WCSC to support project management and to assist its staff, the NGOs and the communities plan, implement, and monitor project activities. At the end of the Project, the consultant will prepare an evaluation study with Project findings.</p>
Monitorable Deliverables/Outputs	<p>Component E deliverables and outputs include:</p> <p>(i) quarterly project progress reports from WCSCs and the EA, and</p> <p>(ii) quarterly project reports from NGOs involved in the WSCS support network.</p>
Implementation of Major Activities: Number of months for grant activities	Months 1–48

## 2. Financing Plan for Proposed Grant to Be Supported by JFPR

Financier	Amount (\$)
JFPR	750,000
Government	58,500
Communities	12,000
<b>Total</b>	<b>820,500</b>

JFPR = Japan Fund for Poverty Reduction.

## 3. Background

1. Poverty in Nepal is characterized by the exclusion of poor and vulnerable groups—such as low castes, ethnic groups, and women—from access to resources and opportunities. Nepal's Tenth Plan (FY2003–FY2007)<sup>3</sup> and the following 3-year interim development plan (FY2008–FY2010)<sup>4</sup> recognize that overcoming low levels of human development will be possible only by ensuring the development process addresses the needs of women, the very poor, and deprived communities, castes, and regions. The target districts are all in the far west of the country where ethnic and caste diversity is high (19 different caste and/or ethnic groups can be distinguished). Three ethnic and caste groups generally dominate, accounting for about 70% of the population. Given the population composition, project activities will benefit indigenous people and ethnic groups.

2. The high incidence of crimes against women and children, including domestic and other violence, exacerbates the difficulties these groups face in participating in development. Violence against women and children is unacceptable from a social justice standpoint, and also has an associated economic cost, as both women and their dependent children have (i) reduced (a) productivity, (b) participation in community and development activities, (c) control

<sup>3</sup> National Planning Commission. 2002. *Nepal: Tenth Plan (FY2003-FY2007)*.

<sup>4</sup> National Planning Commission. 2007. *Nepal: Three year Interim Plan (FY2008-FY2010)*.

over resources, and (d) self-confidence; and (ii) increased (a) homelessness and helplessness, (b) demand for medical and community support services, and (c) expenditures on police and judicial services. In addition, child abuse, early child labor and child marriage prevent affected children from participating in education, thus decreasing their chance of later elevating themselves out of poverty. The summary poverty reduction and social strategy is in Appendix 2.

3. The central WCSC was established in 1996 at the police headquarters and a district WCSC was established in Kathmandu with the main task of investigating crimes against women and children, in close cooperation with various government agencies, NGOs and civil society. The central WCSC is under the direct command of the crime investigation department of the Nepal Police. Its objective was to create a conducive environment in which women and child victims of crimes felt safe to file complaints against offenders. It formulates policy and programs for all service centers. Prior to the establishment of WCSCs, the victims of such crimes were reluctant to lodge their complaints against offenders, in particular to male investigating officers, because of privacy and sensitivity issues and the risk of receiving further attacks (verbal and/or physical). With this in mind, the need for a special investigative team composed of women police officers became apparent.

4. To date, there are 27 centers, mostly in the Kathmandu Valley and in border districts, where the focus is on trafficking. Major issues faced by the existing central and district WCSCs are lack of (i) recognition of their status as an independent department within the police; (ii) a separately allocated budget and human resources; (iii) systematic staff training to assist women and child victims of highly sensitive crimes; (iv) systematic, institutionalized coordination with NGOs, communities and civil society and of a clear understanding by all stakeholders of the different roles and responsibilities of police and civil society; and (v) awareness by the public at large of their existence and role. The Project is intended to address these issues while establishing new centers. The Project is linked to the Gender Equality and Empowerment of Women Project<sup>5</sup>, which focuses on economic, legal and social empowerment of poor rural women in 15 districts in Nepal. Only eight of these districts have a WCSC. In particular, the Project complements the legal empowerment component of the associated loan project by: (a) providing women with a supporting environment to seek adequate protection of their rights, thus complementing the intensive awareness raising efforts under the legal empowerment component of the Loan;<sup>6</sup> and (b) creating an enabling environment, free of fear, and rebuilding victims' confidence to participate in activities under these components, thus complementing the economic and social empowerment components under the Loan.

#### **4. Innovation and Knowledge Sharing**

5. The Project has several innovative approaches to respond to the needs of the poor and vulnerable groups. The project recognizes:

- (i) the impact of crime, violence and fear on (a) women's confidence and capacity to participate in economic and other activities, both at household and community

<sup>5</sup> ADB. 2004. *Report and Recommendation to the President to the Board of Directors on a Proposed Loan to the Government of Nepal for the Gender Equality and Empowerment of Women Project*. Manila (Loan 2143-NEP) for \$ 10 million, approved on 16 December).

<sup>6</sup> Even when these centers work well, their efforts are often undermined by law enforcement personnel (forensic doctors, prosecutors, and judges) who are unwilling or unable to enforce the law. As a result, limited changes in conviction rates are observed. This risk will be mitigated by one of the activities under the legal empowerment component of the loan, which will train judges and prosecutors on women's and children's rights.

levels; and (b) children's capacity to participate in education, and thus their later capacity to earn. Victims of crimes against women and children need both rehabilitation and justice to be able to rebuild their self-confidence and therefore to participate in community activities and development processes. The Project will address this by creating a professional and conducive environment for women and children to report such crimes and receive professional assistance regarding crime investigation, obtaining justice, and victim's support (in the form of medical and legal assistance, shelter, and counseling). In the long term, the WCSCs will result in a decrease in the incidence of crimes and violence against women and children;

- (ii) that reintegration of women and children victims into mainstream society and a productive life, free of fear, requires a partnership between police and civil society, with each recognizing and taking responsibility for their separate but complementary roles;
- (iii) that engagement of men and boys in all project components is essential to achieve a sustainable change in societal attitudes; and
- (iv) the importance of law enforcement as a prerequisite for meaningful legal empowerment—legal protection of human rights enables vulnerable people to actively participate in development activities.

6. Lessons from the Project will provide a good basis for considering replication of similar activities to promote women's empowerment in future ADB-funded projects in Nepal and other countries. The Project's lessons will be shared broadly among concerned parties in Nepal and in ADB.

## **5. Sustainability**

7. The Project is considered highly sustainable, being supported by the existing arrangements and assurances made by senior police officials.

- (i) Seven new WCSC buildings will be operated by district police as part of the overall police activities.
- (ii) By the end of the Project, the recurrent costs of WCSCs will be fully subsumed under the regular budget of the Nepal Police.<sup>7</sup>
- (iii) To ensure continuation of the WCSC activities in a systematic manner, the Nepal Police have provided an assurance that strategies will be developed for participation by district communities in WCSC operations.
- (iv) All new police recruits will receive training on dealing with crimes against women and children through the use of interactive modules on such crimes and on behavioral skills; the modules will be included in the basic training curricula for the new recruits.
- (v) WCSC outreach will be expanded by strengthening and institutionalizing cooperation with civil society organizations and groups. Through formal agreements, joint training, and regular meetings, such cooperation will become routine.
- (vi) A professional system for treatment of victims of crimes against women and children will be established in police operations.
- (vii) Positive feedback regarding the existing WCSCs indicates that continuation and expansion of WCSC activities will be publicly supported, with even stronger

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<sup>7</sup> Government's commitment to subsuming the recurrent costs associated with the operation of the WCSC is testified by the GON's ongoing support to the existing WCSCs.

support expected as a result of improved facilities and service quality resulting from project activities.

- (viii) An in-depth evaluation study to be carried out at the end of the Project will recommend actions needed to further improve WCSC activities.

## 6. Participatory Approach

8. During the design of the Project, extensive consultations were undertaken with government officials, NGOs, civil society, human rights organizations, staff of the WCSCs, and donors. During the consultations, representatives from various segments of society recognized the important role that WCSCs can play in addressing crimes against women and children and the need for (i) strengthening the WCSCs and their staff, and (ii) improving coordination between WCSCs and NGOs. Focus group discussions, consultation workshops, public hearings and surveys will be held during the first phase of the Project to assess the need for the WCSC in each district, and these will facilitate local participation in activity design. NGOs, representatives from local governments and community groups will help implement project activities.

<b>Primary Beneficiaries and Other Affected Groups and Relevant Description</b>	<b>Other Key Stakeholders and Brief Description</b>
Women and children who are victims of domestic and public violence, sexual exploitation, rape, trafficking, child marriage, child labor, and polygamy are the primary beneficiaries of the Project.	The EA is the central WCSC of the national police headquarters. The WCSCs have the mandate to (i) investigate crimes against women and children, (ii) collect the first testimony from the victims, (iii) arrest offenders, and (iv) take action to prevent crimes and abuse against women and children. To be able to provide professional treatment of victims, the WCSCs need a strong and effective working relationship with representatives from community groups, NGOs, and local governments to help the victims access legal, medical and psychological aid and support for full rehabilitation. NGOs and representatives from local governments and communities—cooperating closely with the WCSCs—are critical partners in project implementation.

EA = executing agency, NGO = nongovernment organization, WCSC = Women and Children Service Center.

## 7. Coordination

9. The Embassy of Japan in Nepal and the Japan International Cooperation Agency (JICA) were consulted during project preparation. JICA advised it is currently providing assistance to the Nepal Police in different areas. Both the embassy and JICA recognized the need for the intervention and were supportive of the concept when it was developed in 2004. The Embassy of Japan reaffirmed its support for the Project in October 2008.

10. The EA will coordinate with implementation units of other JFPR-funded projects in the areas covered by the Project, and in particular those addressing issues of concern to women and children.

## 8. Detailed Cost Table

11. The detailed cost estimates and the fund flow arrangements are provided in Appendixes 3 and 4, respectively.

### C. Linkage to ADB Strategy and ADB-Financed Operations

#### 1. Link to ADB strategy

Document	Document Number	Date of Last Discussion	Objective(s)
Country Strategy and Program (CPS) 2005–2009 (confirmed during CPS midterm review in 2008)	Sec.M76-04	August 2004	ADB's overarching objective in Nepal will be to achieve a broad-based, inclusive social and economic development process that supports poverty reduction. Provision of support for a socially inclusive development process will assist the Government (i) improve access by the poor to essential services and opportunities for economic advancement and political participation; and (ii) address the needs of disadvantaged women, ethnic groups, and castes. One of the Government's crosscutting initiatives, which is supported by ADB, is addressing gender, ethnic and caste discrimination through policy reforms and targeted investment.

ADB = Asian Development Bank, CPS = Country Partnership Strategy.

#### 2. Link to Specific ADB-Financed Operation

<b>Project Name</b>	Gender Equality and Empowerment of Women Project
<b>Project Number</b>	34306-01
<b>Date of Board Approval</b>	16 December 2004
<b>Loan Amount (\$ million)</b>	10.0 million (Asian Development Fund)

#### 3. Development Objective of Associated ADB-Financed Operation

12. The goal of the associated ADB-financed project is to reduce poverty in rural Nepal through empowerment of poor rural women and members of other disadvantaged groups, such as ethnic and low-caste women. The objective is to improve the socioeconomic conditions of poor rural women through a process of economic, social, legal, and political empowerment by (i) strengthening their individual capabilities to improve their access to and control over assets, (ii) building group support for individual and collective action to influence and hold institutions accountable, and (iii) reforming government institutions and processes to become gender-responsive and to include previously marginalized women in mainstream development opportunities. The project components comprise (i) economic empowerment, (ii) legal empowerment, (iii) social empowerment, and (iv) institutional strengthening and project management. These components are mutually supporting to promote a cycle of empowerment and socioeconomic improvement among poor rural women.

13. The project area covers two clusters covering a total of 15 core districts, eight in the middle and far western regions and seven in the central region, which represent the poorest and most disadvantaged areas of Nepal, where gender discrimination is pervasive.

#### 4. Main Components of the Project

No.	Component Name	Brief Description
1.	Economic empowerment	To increase the income and assets of and employment opportunities for poor rural women through improved business knowledge and entrepreneurial skills, and reliable access to needed financial resources.
2.	Legal empowerment	To improve legal awareness of women's rights among all stakeholders, access to legal services for poor rural women, and gender responsiveness of judicial and administrative institutions.
3.	Social empowerment	To enhance social processes at the community level and improve opportunities for women to pursue both personal and community development, through time-saving household technology and community infrastructure.
4.	Institutional strengthening on gender mainstreaming and project management	To build the capacity of institutions and women's representatives to promote gender equality and to increase their gender responsiveness.

#### 5. Rationale for Grant Funding versus ADB Lending

14. The Department of Women Development, the EA under the associated loan project, recognizes the importance of dealing with issues such as violence, child marriage, polygamy and trafficking as an integral part and necessary condition of women's empowerment. It considers that the WCSCs provide an innovative approach for addressing these issues, and prefers the use of grant funds, in particular given the relatively small size of the counterpart ADB loan (about \$10,000,000).

#### D. Implementation of the Proposed Grant

<b>1. Implementing Agency</b>	Women and Children Service Centers of the Nepal Police Headquarters
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15. The Nepal Police Headquarters will be the executing agency and its WCSC is the implementing agency that will implement the Project together with district-level WCSCs. NGOs and other stakeholders will be the Project's implementing agencies. The central WCSC will establish a grant implementation unit (GIU) to coordinate and monitor project implementation. The head of the Crime Investigation Department will be the project director. He or she will delegate the day-to-day planning, implementation and monitoring of the Project to the head of the central WCSC as the project manager. A national project advisory committee (PAC), chaired by the project director, will be established to provide overall guidance for smooth project implementation. The JFPR project manager will act as the member-secretary. The Project will be implemented over a 4-year period. Further implementation details are in Appendix 5.

16. All procurement under the JFPR project will be conducted in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). The international project consultants will be recruited by the EA in accordance with ADB's *Guidelines on the Use of*

*Consultants* (2007, as amended from time to time). Local NGOs and consultants will be contracted by the GIU in accordance with ADB's *Guidelines on the Use of Consultants*.

## 2. Risks Affecting Grant Implementation

Type of Risk	Brief Description	Measures to Mitigate the Risk
Governance	Problems of corruption and misuse of equipment	The EA and ADB agreed to (i) have strict financial control, with annual external audits of the project accounts; and (ii) have special arrangements regarding the use of equipment (which is intended only for the WCSCs), and its replacement by the EA in case of disappearance.
Staffing	Lack of appropriate staff in the WCSCs and frequent transfer of the staff to other departments	The EA agreed to (i) assign women recruits to the WCSCs who have special training on crimes against women and children, (ii) not transfer trained staff for at least 3 years, and (iii) facilitate the assignment of women staff who can communicate in the local languages.

ADB = Asian Development Bank, EA = executing agencies, WCSC = Women and Children Service Center.

## 3. Incremental ADB Costs

17. None requested.

## 4. Monitoring and Evaluation

Key Performance Indicator	Reporting Mechanism	Plan and Timetable for Monitoring and Evaluation
Seven districts have an operational WCSC	Project reports	Biannual project reviews
Seven districts have a functional district network	6-monthly reports by the network committees	During biannual project reviews
Increased number of crimes against women and children reported	Police reports	During biannual project reviews
Increased confidence in WCSCs	Survey on expectations and image of WCSCs in year 1 and year 3	Months 1–6 of the Project Year 3 of the Project
Number of stakeholders that received training in issues related to crimes against women and children	Project reports	During biannual project reviews

WCSC = Women and Children Service Center.

**5. Estimated Disbursement Schedule (JFPR portion)**

<b>Fiscal Year (FY)</b>	<b>Amount (\$)</b>
FY2009	222,000
FY2010	270,000
FY2011	208,000
FY2012	50,000
<b>Total Disbursements</b>	<b>750,000</b>

**Appendixes**

1. Design and Monitoring Framework
2. Summary Cost Table
3. Detailed Cost Table
4. Fund Flow Arrangement
5. Implementation Arrangement
6. Summary Poverty Reduction and Social Strategy

## DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets and/or Indicators <sup>a</sup>	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
<b>Impact</b>			
<p>Reduced vulnerability and helplessness of women and children in seven rural districts of Nepal<sup>b</sup> as victims of crimes such as rape, domestic violence, polygamy, allegations of witchcraft, child abuse, child marriage and trafficking</p>	<ul style="list-style-type: none"> <li>The number of convictions for reported crimes against women and children in the target districts has increased by 30% [from 2009 baseline].</li> <li>The number of crimes against women and children decreased by 20% by the end of the Project [from 2009 baseline].</li> <li>50% of the women and children victims that report crimes get reintegrated in the community.</li> </ul>	<p>Police statistics at national level</p> <p>Police books and district police court reports</p> <p>Duty books and police journals of WCSCs staff</p> <p>ADB evaluation study</p> <p>Evaluation and research reports from donors (e.g., World Bank and DFID) on social inclusion.</p>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>Political changes continue to support addressing issues of concern to women</li> <li>Society continues to be receptive towards an increased role for women and respect for women's and children's rights.</li> <li>Prosecutors and judges are committed to the protection of the rights of women and children.</li> </ul> <p><b>Risk</b></p> <ul style="list-style-type: none"> <li>Local government agencies and communities are not supportive of activities to reintegrate victims into communities</li> </ul>
<p><b>Outcome</b></p> <p>Improved access by Nepalese women and children in seven rural districts of Nepal to professional and coordinated protection from and assistance with crimes committed against them</p>	<ul style="list-style-type: none"> <li>Increase of 30% in the number of reported crimes against women and children in the first 2 years of implementation [from 2009 baseline] due to the provision of a conducive environment for victims to lodge complaints.</li> <li>50% increase in confidence in WCSCs and supporting agencies by the end of the Project.</li> <li>At least 60% of crimes against women and children reported in the last 2 years of the Project are satisfactorily handled by WCSCs and the supporting agencies.</li> <li>By the end of the Project, the number of reported crimes against women and children that are prosecuted has increased by 50%.</li> </ul>	<p>Police crime reports at district level</p> <p>Public opinion surveys</p> <p>Victim surveys</p> <p>Progress reports from the EA</p> <p>Reports from ADB TA review missions</p>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>Trained women police officers are transferred infrequently.</li> <li>Trained women police officers communicate in the local languages.</li> <li>Networking and coordination among supporting agencies is effective</li> <li>Male police officers support women colleagues when needed.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Male police officers and men in the communities are reluctant to change their attitudes.</li> </ul>
<b>Outputs</b>			
<p>1. Civil society consultations prior to establishing WCSCs to provide information about the intended purpose and mandate of the WCSCs and to have local communities identify their main concerns related to crimes against women and children</p>	<p>One information campaign through media outlets carried out in the first 6 months of project implementation.</p> <p>Three workshops carried out in each district, with outcome reports—by month 6.</p> <p>One survey in the project districts in years 1 and 3, with analytical reports on their results.</p> <p>One strategy paper for each new WCSC developed—by month 6.</p>	<p>Police reports</p> <p>Progress reports from the EA</p> <p>Minutes of focus groups and network meetings</p> <p>Minutes of communities meetings</p>	<p>EA continuously engage with civil society</p> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Use of equipment dedicated to the WCSCs for regular police operations</li> <li>Civil society is reluctant to fully cooperate with the police.</li> </ul>
<p>2. Established the central WCSC in Kathmandu and 7 WCSCs in Acham, Baitadi,</p>	<p>One central WCSC operational in Kathmandu—within year 1.</p> <p>The seven target districts have an</p>	<p>Public opinion</p>	

Design Summary	Performance Targets and/or Indicators <sup>a</sup>	Data Sources and/or Reporting Mechanisms	Assumptions and Risks
Bajhang, Bajura, Doti, Kalikot, and Mugu	operational WCSC and network of supporting agencies—within year 3.	survey reports	
	WCSCs provided with basic office package (computer, printer, camera, tape recorder, basic office furnishing and accessories).	Aide memoire from ADB review missions	
3. Strengthened institutional capacity of the Nepal Police and civil society in dealing with crimes against women and children	Seven modules and a training skills module focused on improving behavioral skills of police officers in the area of crimes against women and children are adapted to include elements of how to deal with crimes against women and children—by year 2.		
	Two specialized interactive training courses developed on counseling and investigative techniques—by year 2.		
	The above training modules and the interactive training courses are integrated in the permanent curriculum of both the Police Academy and the regional police training centers (for the basic police training courses).		
	50% of the victims have access to the counseling services offered by the WCSCs.		
	30 police trainers trained in the new training programs.		
	80 staff of WCSCs trained in policing with society, stress and trauma prevention for police officers, and investigative skills.		
	50 WCSC staff and 250 representatives of supporting agencies jointly trained on domestic violence, rape and sexual assault, sexual abuse of children, victim treatment, and communication skills.		
	SOPs on how to treat victims of crimes against women and children have been notified to all police stations and WCSCs—by end of year 2 of the Project.		
	4. Expanded, strengthened, and institutionalized networking on issues related to crimes against women and children between the district WCSCs and supporting agencies		
District-level MOUs signed between WCSCs and other supporting agencies.			
By the end of the Project, additional support (such as legal aid, medical or housing support) is provided to victims in 60% of crimes against women and children reported to the WCSCs.			
Public awareness campaign on crimes against women and children and the role of WCSCs and other supporting agencies implemented continuously.			

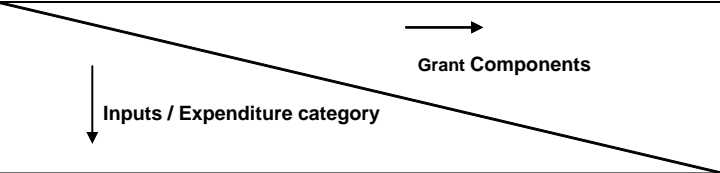
<b>Activities with Milestones</b>	<b>Inputs</b>
<p><b>1. By EA</b></p> <p>1.1 Establish grant implementation unit within month 1</p> <p>1.2 Recruit consultants in coordination with ADB within month 3</p> <p>1.3 Provide reports and information to the consultants within month 3</p> <p>1.4 Establish project advisory committee at national level within month 3</p> <p>1.5 Consult with and provide information to local communities on the mandate of WCSCs within month 6</p> <p>1.6 Implement information campaign within month 6</p> <p>1.7 Conduct three workshops in each district within month 6</p> <p>1.8 Engage a survey organization for the initial survey within month 6</p> <p>1.9 Manage civil works for the construction of the eight WCSCs continuous from month 6 to month 36</p> <p>1.10 Develop MOU to be signed by WCSCs and NGOs within month 12</p> <p>1.11 Organize monthly meetings for the networking activities continuous from month 12 to month 48</p> <p>1.12 Report on project progress quarterly</p> <p><b>2. By ADB</b></p> <p>2.1 Monitor and supervise project activities throughout implementation, continuous</p> <p>2.2 Guide and support the project activities through regular review missions, as needed</p> <p><b>3. By Stakeholders</b></p> <p>3.1 Join community and police meetings as needed from month 1 to month 36</p> <p>3.2 Participate in the process to prepare for establishment of the WCSCs within month 6</p> <p>3.3 Participate in the networking activities continuous from month 12 to month 48</p> <p>3.4 Report to the WCSCs on the support activities</p> <p><b>4. By Consultants</b></p> <p>4.1 Assess the design efficiency of the DFID-funded WCSCs within month 6</p> <p>4.2 Develop two specialized interactive training modules within month 6</p> <p>4.3 Adapt seven training modules on behavioral skills of police trainers within month 6</p> <p>4.4 Assist and monitor civil works continuous from month 6 to month 36</p> <p>4.5 Train police trainers, police staff, and representatives of NGOs and communities from month 1 to month 24</p>	<p>ADB will provide (i) TA inception and review missions; (ii) ongoing support from ADB headquarters and the Nepal Resident Mission; (iii) \$750,000 from the Japan Fund for Poverty Reduction.</p> <p>Consultants inputs: The Government will provide in-kind contributions estimated at \$58,500 equivalent comprising provision of office space, salaries of government staff, and information and reports.</p> <p>Communities will provide in-kind contributions estimated at \$12,000 equivalent comprising participation in training and community activities.</p>

DFID = Department for International Development, EA = executing agency, NGO = nongovernment organization, WCSC = Women and Children Service Centers.

<sup>a</sup> The targets and indicators included in the design and monitoring framework will be further refined at project onset, following completion of the initial district-based survey under component A.

<sup>b</sup> Achham, Baitadi, Bajhang, Bajura, Doti, Kalikot, and Mugu districts.

**Table A2: SUMMARY COSTS TABLE**  
(\$)

	<b>Component A</b> Civil society consultations prior to establishing WCSCs	<b>Component B</b> Establishment of WCSCs	<b>Component C</b> Capacity building	<b>Component D</b> Outreach and Networking	<b>Component E</b> Project Management	<b>Total</b> (Input)	<b>Percent</b>
<b>1. Civil Works</b> (including technical surveys and designs, and supervision of constructions)		240,500				<b>240,500</b>	32.0
<b>2. Equipment and Supplies</b> (e.g., power tools, turbines, excavation and construction tools, agricultural tools and equipment, communications devices, audio-visual, computing and other office equipment, furniture, etc.)		54,000				<b>54,000</b>	7.2
<b>3. Training, Workshops, Seminars, Public Campaigns</b> (e.g., resources persons, technical training specialists, community mobilizers and organizers, venue rental, travel, food and accommodation for participants and other related costs)	37,000		143,500	50,000		<b>230,500</b>	30.7
<b>4. Consulting Services</b> (e.g., for surveys, assessments and reviews, technical specialists, advisors, external auditors, etc., including related costs such as travel, accommodation and per diem)		6,000	14,500		109,000	<b>129,500</b>	17.3
<b>5. Grant Management</b> (management of the specific components and of the PIU, including wages for project staff, travel costs and per diem, office equipment, rental, O&M, and recurrent costs, etc.)		30,500			10,500	<b>41,000</b>	5.5
<b>6. Other Inputs:</b> {For other specific project inputs that cannot be included in any of the above categories, such as, specific livelihood development costs by specialized NGOs, seed capital and funds for establishing micro-finance systems, etc.)				13,500		<b>13,500</b>	1.8
<b>7. Contingencies (0-10% of total estimated grant fund)</b> Use of Contingencies requires prior approval from ADB.	4,000	20,000	7,000	5,000	5,000	<b>41,000</b>	5.5
<b>Subtotal JFPR grant financed</b>	<b>41,000</b>	<b>351,000</b>	<b>165,000</b>	<b>68,500</b>	<b>124,500</b>	<b>750,000</b>	<b>100</b>
<b>Government contribution</b> (e.g. Salaries for government staff, provision of project office, land acquisition, participation in workshops/meetings)	6,000	22,000	11,000	5,000	14,500	<b>58,500</b>	7.1
<b>Community's Contributions</b> (mostly in kind): {e.g., participation in all training and community development; land development, and in kind labor contribution through food for work}	7,000		4,000	1,000		<b>12,000</b>	1.5
<b>Total Estimated Costs</b>	<b>54,000</b>	<b>373,000</b>	<b>180,000</b>	<b>74,500</b>	<b>139,000</b>	<b>820,500</b>	

PIU = project implementation unit, WCSC = Women and Children Service Center.

Source: Asian Development Bank estimates.



<b>Component D. Outreach and Networking</b>					<b>Sub-total:</b>	<b>69,500</b>	<b>63,500</b>		<b>5,000</b>	<b>0</b>	<b>1,000</b>
<b>1.3</b>	<b>Training, workshops, seminars</b>										
1.3.1	Public Awareness Campaign	Lump Sum	7	5,000	35,000	35,000					
1.3.2	Community Meetings Year 1	Lump Sum	100	60	6,000	6,000					
1.3.3	Community Meetings Year 2	Lump Sum	100	60	6,000	5,000		1,000			
1.3.4	Community Meetings Year 3	Lump Sum	100	60	6,000	4,000		1,500			500
<b>1.6</b>	<b>Other Project Inputs (Specify: e.g. costs for NGO's, micro-finance)</b>										
1.6.1	District Networks Year 1	Lump Sum	100	55	5,500	5,500					
1.6.2	District Networks Year 2	Lump Sum	100	55	5,500	4,500		1,000			
1.6.3	District Networks Year 3	Lump Sum	100	55	5,500	3,500		1,500			500
<b>Component E. - Project Management</b>					<b>Sub-Total:</b>	<b>134,000</b>	<b>119,500</b>		<b>14,500</b>	<b>36,000</b>	<b>0</b>
<b>3.3</b>	<b>Consulting Services (e.g. for management and monitoring/assessments)</b>										
3.3.1	External Audit				10,000	10,000					
3.3.2	Domestic Consultant for Management	person- month	36	2,000	72,000	72,000	INDV				
3.3.3	Domestic Consultant for Civil Works	person-month	18	1,500	27,000	27,000	INDV			36,000	
						0					
<b>3.4</b>	<b>Management and Coordination of this Component</b>					0					
3.4.1	Component 1 - Staff				4,000	0		4,000			
3.4.2	Travel and Per Diem	lump sum			15,000	10,500		4,500			
3.4.3	Operational Costs	lump sum			6,000	0		6,000			
	<b>Components A to C = Subtotal</b>				<b>Sub-total:</b>	<b>779,500</b>	<b>709,000</b>		<b>58,500</b>	<b>36,000</b>	<b>12,000</b>
	<b>Contingency (Maximum 10% of total JFPR Contribution)</b>					<b>41,000</b>	41,000				
	<b>TOTAL Grant Costs</b>				<b>Total:</b>	<b>820,500</b>	<b>750,000</b>		<b>58,500</b>	<b>36,000</b>	<b>12,000</b>

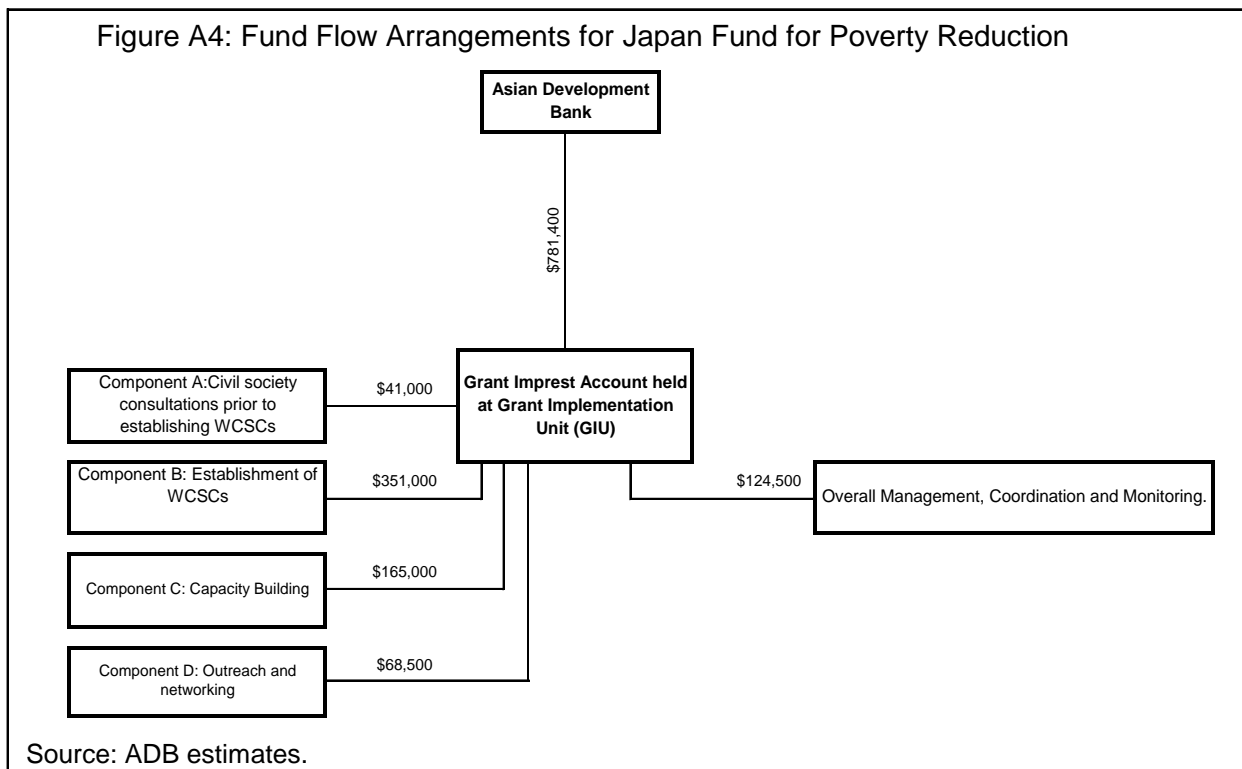
INDV = individual consultants, PDFS = Purchase directly from a supplier, WCSC = women and children service center.

Source: Asian Development Bank estimates.

### FUND FLOW ARRANGEMENTS

1. The Asian Development Bank (ADB) will channel the Japan Fund for Poverty Reduction funds directly to a JFPR imprest account, which will be opened and maintained by the grant implementation unit (GIU) in Kathmandu, at a bank endorsed by the executing agency and acceptable to ADB, to facilitate day-to-day local expenditures of the JFPR Project. The executing agency and the Ministry of Finance will be kept informed by the GIU about all transactions, and receive copies of all financial statements and audit reports. The JFPR imprest account will be managed by the GIU on the principle of a co-signatory arrangement with national police headquarters, initially based on the first six-month activity plan and related budget, and afterwards based on the approved annual work plan and budget.

2. ADB will provide an initial advance of 6 months of estimated expenditures or 10% of the grant amount, whichever is lower, to the imprest account in accordance with ADB's statement of expenditures procedure. The statement of expenditures procedure will apply for all payments and transactions under \$10,000 to ensure speedy project implementation. The GIU shall (i) maintain separate accounts for the JFPR project; (ii) have such accounts and related financial statements audited annually, in accordance with appropriate auditing standards, by an independent auditor acceptable to ADB; (iii) furnish as soon as available, but in any event not later than 6 months after the end of the fiscal year, certified copies of such audited accounts and financial statement and the auditors report relating thereto, including the auditor's opinion on the use of the JFPR funds as well as on the use of the JFPR imprest account and SOE procedure provided under the Project; and (iv) furnish to ADB other information concerning such accounts and financial statements and the audit thereof as ADB shall from time to time request. Detailed implementation arrangements, such as the flow, replenishment, and administrative procedures will be detailed in the grant implementation manual, and be established between ADB and the Government through the JFPR letter of agreement. The schematic fund flow for the JFPR Project is shown in Figure A4.



## IMPLEMENTATION ARRANGEMENTS

1. The Nepal Police Headquarters will be the executing agency and its WCSC the implementing agency that will implement the Project together with district-level WCSCs. NGOs and other stakeholders will be the Project's implementing agencies. The central WCSC will establish a grant implementation unit (GIU) to coordinate and monitor project implementation. The head of the Crime Investigation Department will be the project director. He or she will delegate the day-to-day planning, implementation and monitoring of the Project to the head of the central WCSC as the project manager. The GIU will be integrated within the central WCSC and will be supported by a part-time management consultant, working on an intermittent basis. The project manager will also provide administrative support to the project consultants.
2. A national project advisory committee (PAC), chaired by the project director, will be established to provide overall guidance for smooth project implementation. Members of the PAC will include the project manager of the Gender Equality and Empowerment of Women Project, a representative from the Training Directorate of the Nepal Police, two representatives of national-level NGOs working on women's and children's rights, one representative of an NGO involved with joint police and NGO training, the Human Rights Commission special rapporteur on trafficking, the chairperson of the National Women's Commission, and two WCSC representatives from each district clusters. The PAC may co-opt other members as deemed necessary and depending on its agenda. The JFPR project manager will act as the member-secretary. The PAC will meet at least twice per year to review project implementation and facilitate coordination issues. Prior to each meeting, the project manager will conduct regional meetings in each of the clusters to consult with the district networks. To the extent possible, PAC meetings will coincide with ADB review missions.
3. At the district level, coordination will take place through the monthly networking meetings described in component D. Minutes will be taken at every meeting and the WCSC staff will use those minutes as an input to the quarterly progress reports they will submit to the central WCSC.
4. All procurement under the JFPR project will be conducted in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). The international project consultants will be recruited by the EA in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). Local NGOs and consultants will be contracted by the GIU in accordance with ADB's *Guidelines on the Use of Consultants*.
5. Grant funds will be disbursed in accordance with ADB's *Loan Disbursement Handbook* (2007, as amended from time to time). The Government will maintain separate accounts and records for the Project in accordance with sound accounting principles and the Financial Management Guidelines of ADB.<sup>8</sup>
6. All facilities to be constructed under the Project will be located on land owned by the Government and will follow ADB's environmental and social policies.
7. Project will be implemented over a 4-year period.

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<sup>8</sup> ADB. 2005. *Financial Management and Analysis of Projects*. Manila

## SUMMARY POVERTY REDUCTION AND SOCIAL STRATEGY

Country/Project Title: **Nepal: Establishing Women and Children Service Centers**

Lending/Financing  
Modality:

Grant

Department/  
Division:

SARD/SANS

### I. POVERTY ANALYSIS AND STRATEGY

#### A. Linkages to the National Poverty Reduction Strategy and Country Partnership Strategy

1. Despite significant progress in reducing poverty from 42% in 1996 to 31% in 2004, Nepal remains one of the poorest countries in the world, with a per capita income of \$390. The human development index (HDI) shows broadly the same pattern as income, with Nepal's HDI value of 0.527 ranked 138<sup>th</sup> of 150 countries in 2004. Poverty reduction is the overarching goal of planned development, and the 3-year interim plan has a target of reducing the incidence of poverty to 24% by 2010. To achieve this target the Government has targeted a 5% annual growth rate in gross domestic product (GDP). Nepal's Tenth Plan and the subsequent 3-year interim development plan recognize that overcoming low levels of human development will only be possible by including the very poor, as well as deprived communities, castes and regions in the development process.

The high incidence of crimes against women and children, including domestic and other violence, further exacerbates the difficulties these groups face in participating in development. In addition to being simply unacceptable, violence against women and children has an economic cost, as it results in loss of future productivity and earning power, through low education, ill health and epidemics such as HIV/AIDS that affect both women and their dependent children, decreased participation in community and development activities, a lack of control over resources, increased homelessness and helplessness, decreased self-confidence, greater demand for medical and community support services, and larger expenditures on police and judicial services. Child abuse, early child labor and child marriage prevent the affected children from participating in education, thus decreasing their chance of later elevating themselves out of poverty.

#### B. Poverty Analysis

Targeting Classification: General Intervention

##### 1. Key Issues

Absolute poverty remains high in Nepal, with about 8 million people living below the poverty line. Inequality between different income and ethnic groups and geographical regions has widened in the past decade. About 88% of the population lives in rural areas, where the incidence of poverty is more acute (44%) than in urban areas (estimated at 23%). Large segments of the poor are hard core poor, barely eking out a subsistence living in fragile, vulnerable ecosystems; large areas of the country lack even the most basic infrastructure, as reflected by low socioeconomic indicators at the district level.

Ethnic and caste diversity in the Western districts of Nepal is high, with 19 different ethnic and caste groups. Three ethnic and caste groups (with about 70% of the population) generally dominate: most often they consist of Chetri, Brahmin and one other dalit group. There is limited diversity of other ethnic and caste origins. The settlement pattern is relatively homogeneous with single ethnic and caste groups forming clusters within a ward.<sup>a</sup> This suggests social cohesion and a long historical relationship between households, and appears favorable for community participation and social grouping. Strong historical relationships and remoteness are not conducive to attitudinal and behavioral changes, however, or to reductions in discriminatory practices. In the western cluster vulnerable people account for 22% of the population, poor for 35%, medium-income people for 30%, and the well-off for 13%.

##### 2. Design Features

The Project attempts to address the impact of crime, violence and fear on women's confidence and capacity to participate in economic and other activities, both at household as well as at community level and on children's capacity to participate in education and thus on their later capacity to earn. The Project will create a professional and conducive environment for women and children to report such crimes and get professional assistance both regarding crime investigation and obtaining justice as well as regarding victim support (medical, legal, shelter, counseling).

**C. Poverty Impact Analysis for Policy-Based Lending**

1. Discuss the impact channels of the policy reform(s) (direct and indirect, short and medium term) to the country and major groups affected.
2. Discuss the impact of the policy reform(s) on vulnerable groups and ways to address it/them (refer to social analysis).
3. Discuss how the policy reform(s) contribute(s) to poverty reduction, pro-poor growth, and the MDGs.

**II. SOCIAL ANALYSIS AND STRATEGY****A. Findings of Social Analysis**

Types of violence against women included abortion, physical torture during pregnancy, child marriage, prostitution, trafficking, sexual harassment in office, misbehavior and murder over dowry disputes. Due to the lack of stringent laws to penalize perpetrators and a means to report crimes in a safe and professional environment, cases of domestic violence and crimes against women and children are increasing and impunity is on the rise. The patriarchal social system, lack of awareness, men's control over financial matters, lack of employment and training, and absence of women at the policy level are some of the factors that have caused a spike in the number of cases of domestic violence against women.

**B. Consultation and Participation**

1. Provide a summary of the consultation and participation process during the project preparation.  
During the design of the Project, extensive consultations were undertaken with government officials, NGOs, civil society, human rights organizations, staff of women and children service centers (WCSCs), and donors. During the consultations, representatives from various segments of society recognized the important role that WCSCs can play in addressing crimes against women and children and the need for (i) strengthening of WCSCs and their staff, and (ii) improvements in the coordination between WCSCs and nongovernment organizations (NGOs). Full local participation in the design of activities will occur through focus group discussions, consultation workshops, public hearings and surveys, to be held during the first phase of the Project to assess the need for WCSCs in different districts. Given the crucial role communities play in the WCSC network for victim support, NGOs, representatives from local governments and communities' groups will implement part of the project activities. The participatory approach of the NGOs will facilitate the Project's process approach.
2. What level of consultation and participation (C&P) is envisaged during the project implementation and monitoring?  
 Information sharing     Consultation     Collaborative decision making     Empowerment
3. Was a C&P plan prepared?  Yes     No  
If a C&P plan was prepared, describe key features and resources provided to implement the plan (including budget, consultant input, etc.). If no, explain why.  
Detailed plan will be developed during implementation as integral part of the WCSC operations.

**C. Gender and Development****1. Key Issues.****Strategy to Maximize Impacts on Women**

Poverty in Nepal is characterized by the exclusion of poor and vulnerable groups—such as low castes, ethnic groups, and women—from access to resources and opportunities. Social exclusion, determined by caste and gender, is a major reason for persistent poverty. Women are more disadvantaged than men within each level in the caste system or each ethnic group. Women's control over financial resources is severely limited as evidenced by the low land (10%) and home ownership rates (6%) for women; this impacts negatively on their decision-making role in strategic areas related to development. The gender-related development index (GDI) as an expression of the differences between men and women shows similar regional differences, but an overall positive trend. The country's GDI of 0.51 has improved in relation to the HDI of 0.53. However, the magnitude of gender inequality in HDI indicators is acute in rural areas. Gender analyses show that (i) the majority of the women are illiterate, (ii) have a higher level of food vulnerability, (iii) incomes for households headed by females were on average 30% that of households headed by males, (iv) women's daily wage rates were 70% those of men, and (v) none of the households headed by females had grid electricity. The lack of female field staff and the lack of

awareness among staff of EAs and local governments regarding gender-differentiated roles have resulted in limited outreach to women. Increased population mobility in search of employment has correspondingly increased the risk to women of both trafficking and HIV/AIDS infection. The gender empowerment measure assesses women's participation in economic and political life as very low, with a wide gap between urban and rural areas; women living in hills areas fare the worst.

Women and children, and in particular victims of domestic and public violence, sexual exploitation, rape, trafficking, child marriage, child labor, polygamy are the primary beneficiaries of the Project. The Project is classified "gender and development" and it is targeted intervention for a millennium development goal (TI-M).

**2. Key Actions.** Measures included in the design to promote gender equality and women's empowerment—access to and use of relevant services, resources, assets, or opportunities and participation in decision-making process:

- Gender plan     Other actions/measures     No action/measure

Summarize key design features of the gender plan or other gender-related actions/measures, including performance targets, monitorable indicators, resource allocation, and implementation arrangements.

Women and children, and in particular victims of domestic and public violence, sexual exploitation, rape, trafficking, child marriage, child labor, polygamy are the primary beneficiaries of the Project.

**III. SOCIAL SAFEGUARD ISSUES AND OTHER SOCIAL RISKS**

Issue	Significant/Limited/ No Impact	Strategy to Address Issue	Plan or Other Measures Included in Design
<b>Involuntary Resettlement</b>	<b>Not significant</b>	The proposed project entails the construction of seven new buildings at the district level and a new building at the central WCSC within the Police Headquarters. As such no acquisition of land will be required.	<input type="checkbox"/> Full Plan <input type="checkbox"/> Short Plan <input type="checkbox"/> Resettlement Framework <input checked="" type="checkbox"/> No Action
<b>Indigenous Peoples</b>	<b>Significant</b>	Nepal is a multiethnic country with major issues related to social exclusion of low castes (dalits) and ethnic groups. The project area includes about 19 ethnic groups. The dalits are the most disadvantaged, with dalit women being even worse off. Awareness campaigns and appropriate mechanisms to minimize discrimination and ensure equitable distribution of benefits have been designed into the project.	<input checked="" type="checkbox"/> Plan <input type="checkbox"/> Other Action <input type="checkbox"/> Indigenous Peoples Framework <input type="checkbox"/> No Action
<b>Labor</b> <input type="checkbox"/> Employment opportunities <input type="checkbox"/> Labor retrenchment <input type="checkbox"/> Core labor standards	<b>None</b>	There is no labor issue, except that in the long term, when victims recover and are reintegrated in the mainstream society, they will be able to increase their productivity.	<input type="checkbox"/> Plan <input type="checkbox"/> Other Action <input checked="" type="checkbox"/> No Action
<b>Affordability</b>	<b>None</b>	The project design pays particular attention to improving access by poor and vulnerable women and children to police services; project interventions	<input type="checkbox"/> Action <input checked="" type="checkbox"/> No Action

		are targeted at vulnerable groups.	
<p><b>Other Risks and/or Vulnerabilities</b></p> <p><input type="checkbox"/> HIV/AIDS</p> <p><input type="checkbox"/> Human trafficking</p> <p><input type="checkbox"/> Others (conflict, political instability, etc), please specify</p>	<p><b>Non-significant</b></p>	<p>HIV infection has been noted in all regions of the country, although it is concentrated in urbanized areas and districts with high labor migration. Areas supplying more migrants (such as the mid-west and far-west regions) are more vulnerable. Internal trafficking is on the rise as rural women seek employment in urban centers. This project deals with rural areas, and the communities can be considered vulnerable to the risks of HIV/AIDS and human trafficking. The awareness campaign of WCSCs includes awareness raising programs on HIV/AIDS, anti-trafficking and the risk of HIV/AIDS.</p>	<p><input checked="" type="checkbox"/> Plan</p> <p><input type="checkbox"/> Other Action</p> <p><input type="checkbox"/> No Action</p>

**IV. MONITORING AND EVALUATION**

Are social indicators included in the design and monitoring framework to facilitate monitoring of social development activities and/or social impacts during project implementation?  Yes  No

AIDS = acquired immunodeficiency syndrome, GDI = gender-related development index, GDP = gross domestic product, HDI = human development index, HIV = human immunodeficiency virus, NGO = nongovernment organization, SANS = South Asia Department Agriculture, Natural Resources and Social Services Division, SARD = South Asia Regional Department, WCSC = Women and Children Service Center.

<sup>a</sup> A ward is the lowest administrative unit.