About the Asian Development Bank

ADB’s vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries substantially reduce poverty and improve the quality of life of their people. Despite the region’s many successes, it remains home to two-thirds of the world’s poor: 1.8 billion people who live on less than $2 a day, with 903 million struggling on less than $1.25 a day. ADB is committed to reducing poverty through inclusive economic growth, environmentally sustainable growth, and regional integration.

Based in Manila, ADB is owned by 67 members, including 48 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.

Asian Development Bank
6 ADB Avenue, Mandaluyong City
1550 Metro Manila, Philippines
www.adb.org

Publication Stock No. RPT102412
Printed in the Philippines

Gender Equality Results
Case Studies: Nepal
Asian Development Bank
Gender Equality Results
Case Studies: Nepal

Asian Development Bank
Community Livestock Development Project (CLDP): Loan 2071

Key Points

Development Aims and Impacts:
- Women have significant roles in the livestock subsector, particularly in day-to-day decisions on animal grazing, collection of water, fodder and forest leaf-litter, watering the livestock, application of compost, and the use and home-based processing of livestock products. Their limited access to resources and decision-making power in livestock management are serious constraints to their involvement in livestock enterprises offering greater returns on their labor, and, hence, higher income.

ADB Processes and Management Tools:
- A comprehensive gender action plan (GAP) that includes specific activities, features, and targets for women’s participation under each project component facilitates the achievement of gender-inclusive project outcomes.
- Tracking progress on women’s participation and benefits through a sex-disaggregated project monitoring system and having gender focal points at the central, district, and village levels are critical for effective project management and results monitoring.
- Allocating sufficient budget to recruit a gender specialist for the duration of the project to guide GAP implementation; training project staff and implementing agencies; and assisting in gender policy development supports institutional gender capacity building.

Project Basic Facts

Loan number: 2071-NEP (SF)
Loan approval: December 2003
Loan effectiveness: December 2005
Closing date: June 2010
Executing agency: Ministry of Agriculture and Cooperatives (MOAC) through the Department of Livestock Services (DLS), and the Rural Microfinance Development Center (RMDC)
Overall project cost: $33M
Financing: ADB/Asian Development Fund: ($20M), Government ($5M), RMDC ($6.5M), beneficiaries ($1.5M)
Sector: Agriculture and natural resources management
Gender classification: Gender equity
What are the main project aims and elements?

Subsistence agriculture supports the livelihoods of 84% of Nepal’s economically active population. Farmers keep livestock to provide essential support for agricultural production, family nutrition, and household income. The Tenth Development Plan of Nepal (2002–2007) gave special emphasis to the livestock sector as a strategic means to reach poor communities. The goal of Nepal: Community Livestock Development Project (CLDP) is to reduce poverty in rural communities through gender and socially inclusive development. It aims to improve food security, nutrition, income and employment for 164,000 families through increased productivity from livestock production and small-scale livestock-related enterprises in 48 out of 75 districts in all five regions of Nepal. The project has the following five components:

1. **Community development and capacity building:** About 3,450 mixed farmers’ groups (at least 35% women) with 20 households per group will be formed. Groups will select an enterprise from a menu of 15 livestock enterprises. Group members will agree on an objective, prepare an action plan, and commit to a savings program. Elected group leaders will receive training in leadership, monitoring, evaluation, and bookkeeping to improve the efficiency and transparency of group activities. All group members will receive enterprise education training. An umbrella committee will coordinate the activity of 5–10 groups to address any production-related issues or input and output supply problems, consider the growth of small economic units (groups) into larger legally recognized economic units (cooperative societies), address broader community needs, and liaise with lower levels of administration such as village development councils (VDCs) and district development committees (DDCs). Communities will be encouraged to identify a member of their community for training as a community livestock assistant (CLA). At least 35% of the CLAs will be women. The CLAs are expected to become self-supporting, obtaining income from the sale of services to the community, or to the community through the VDC. CLAs will also have the opportunity to undertake para-veterinary training to improve their ability to support themselves.

Capacity-building training will also be provided to nongovernment organizations (NGOs) and community-based organizations (CBOs), Department of Livestock Services (DLS), DDCs, and private sector entities involved in livestock processing to better manage the rearing, feeding, and marketing of livestock products in an environmentally sustainable and gender-sensitive way.

2. **Livestock productivity improvement:** Fifteen livestock improvement models will be identified as suitable investments including forage development, calf rearing, goats, pigs, and poultry to enable the participation of the poor, including women, disadvantaged groups, and landless farmers. Livestock enterprise credit along with training in feed formulation, forage seed production technologies, and animal health services will be provided to project participants to improve livestock productivity.

3. **Livestock processing and development:** Small-scale processing and marketing of livestock and livestock products will be supported to create employment and to

---

improve the quality of livestock products. Enterprises will range from live animal markets to milk chilling centers, milk processing facilities, slaughter slabs, meat shops, and para-veterinary practices. Awareness-raising training on livestock hygiene, quality and media programs, market supply and demand appraisals, market linkage analyses, and stakeholder participatory planning exercises will precede market development activities.

4. Higher altitude livelihoods program: To strengthen DLS outreach to communities in high altitudes, surveys and participatory rural appraisals will be conducted to identify the overall development needs as well as particular needs to improve livestock rearing in pilot areas.

5. Project management services: Support will be provided to DLS to ensure effective implementation, management, and coordination of project activities.

What are the key gender equality issues in the sector?

Nepalese women play a major role in the management and care of farm animals by contributing about 70% of the work in livestock rearing. Their role is particularly important in day-to-day decisions on animal grazing, collection of water, fodder and forest leaf-litter, watering and feeding the livestock, application of compost, and home-based processing of livestock products. Despite their high-level engagement in the sector, surveys in project areas during the design phase showed that women made little contribution to decision making in livestock rearing and management. Women were marginalized from access to credit and newer technologies, which limited them to traditional goat rearing instead of investing in more value-added and higher income generation activities such as dairy or meat processing and improved dairy animal farming.

How did the project plan to involve women and address gender disparities?

Given the predominance of women in the livestock sector, the CLDP’s intended impact, outcome, and outputs included gender-based objectives and performance indicators and the project was classified with a gender equity theme. The socioeconomic assessment during project preparation underscored that while only a small proportion of poor women and men had access to training in improved livestock care, women were particularly difficult to reach and hard to organize into groups as they faced higher opportunity costs resulting from delayed investment payoffs. To facilitate gender mainstreaming throughout project implementation for the achievement of gender-inclusive project outcomes, a component-wise GAP was developed during the design phase:

Community development and capacity building:

- A gender consultant will be hired to develop a medium-term gender policy framework for DLS (loan covenant).
- All capacity-building activities will mainstream gender issues.
- Gender focal points will be established at central, regional, and district levels.
All data collection and reporting will be sex disaggregated.
Selection criteria for NGOs will include previous gender and development experience. NGOs and CBOs will be required to have at least 50% female field staff.

Livestock productivity improvement:

- 35% women in mixed farmers’ groups and in capacity-building activities;
- 35% women out of 390 trained CLAs;
- 35%–50% women in technology training;
- 50% women involvement in 10,000 hectares perennial forage coverage and fodder seed production;
- 35% women in 1,500 contract seed growers;
- 50% women training participants among 1,200 rural milk collectors for 30 urban communities;
- 50% women loan recipients through RMDC’s 76 microfinance institutions; and
- 35% women in umbrella-ward level farmer coordination committees, community associations, and cooperatives.

Livestock processing and development:

- Promote one model woman entrepreneur per project district to increase women’s participation in enterprise development.
- Train male and female farm leaders to disseminate information on marketing and credit related to 15 livestock investment models.
- Provide literacy training for women to enhance their engagement in livestock enterprise development.

High altitude livelihood pilot program:

- Ensure all surveys and participatory rural appraisals to collect information on livelihoods, livestock production, and processing activities at high altitudes address gender issues through consultations with both men and women.

Project management services:

- A gender consultant will be hired for the 6-year duration of the project to provide continuous guidance and monitoring of gender and development initiatives.
- Monitoring indicators for project impact, outcomes, and outputs in the design and monitoring framework (DMF) will be disaggregated by sex, ethnicity, and caste. Project progress reports will include disaggregated data.
- The project will adhere to international core labor standards, including child labor restrictions and equal pay for equal work for men and women.
What is the project’s progress and results in addressing gender disparities?

Project implementation reports confirm CLDP has made good progress so far in achieving targets for women’s participation and pursuing initiatives to reduce gender disparities:

- 8,782 gender-balanced farmers’ groups formed with 64% women managing their own production;
- 40% women in meat hygiene awareness workshops;
- 64% women in livestock committees;
- at least 60% women among 1,500 contract seed growers;
- 100% women under microfinancing program;
- efforts made to improve women’s participation in technology-related training at district and regional centers far away from their home and villages through provisions such as a child care facility in training sites; more field-based trainings; and curriculum revision of technology-related training to suit less educated trainees;
- efforts made to promote women’s entrepreneurship particularly in agro-processing and marketing by supporting at least one model woman entrepreneur in selected project districts;
- gender capacity strengthened at the DLS with 50 DLS officers training on gender issues in the livestock sector; 50 officers participating in a national workshop on gender policy; and 75 gender focal points and 93 field staff training on gender and development issues in the livestock sector;
- a project gender specialist recruited for 26 person-months to coordinate GAP implementation with gender focal points appointed at the central, regional, and district levels; and
- the Gender Strategy for the Livestock Sector finalized by DLS in June 2009 which is currently in the process of endorsement by the MOAC.

CLDP has already demonstrated its positive impacts on women’s lives and on reducing gender disparities in the following ways:

**Women’s technical capacity increased**: CLDP broadened income-generating opportunities for women from livestock rearing to nontraditional jobs such as employment in meat shops; milk processing and marketing; and working as village animal health workers, CLAs, milk collectors and forage seed producers.

**Women’s access to financial services increased**: The microfinance institutions undertook gender sensitization training and incorporated specific features to meet women’s financial needs.

**Gender disparities were reduced**: Women have increased access to credit, inputs, new technologies, and entrepreneurship training critical for improving their productivity in livestock rearing and related enterprises.
Women’s drudgery was reduced: Forage development with the provision for fast growing perennial forage species cut women’s time seeking forage from long distances. On average, 2 to 5 hours per day is saved due to this intervention, which provided opportunities for them to take up more income-generating activities and spend more time for family care and overall well-being.

How did the project’s gender equality design features contribute to project progress?

Given women’s 70% participation in the livestock subsector, investments to improve livestock productivity and enhance growth of livestock-related enterprises had to reach women as well as men to achieve the project’s overall impact on poverty reduction. The project GAP and disaggregated project performance monitoring system contributed to the project’s progress:

The GAP facilitated the project’s systematic, comprehensive, and coordinated approach to address gender issues in two main ways: institutional capacity building of implementing agencies (DLS, DDCs, NGOs, and CBOs) while mandating and enabling women’s participation at the community level in all project activities, including farmers’ groups, technical and leadership skills development, gender sensitization training, and enterprise development.

The project performance monitoring system (PPMS) included mechanisms to keep track of the distribution of benefits to different categories of men and women farmers. It required undertaking baseline surveys with collection and analysis of data disaggregated by sex/caste and ethnicity; preparing records of the activities of livestock groups, NGOs, CBOs, and microfinance institutions to ensure compliance with gender-based objectives and targets. The disaggregated PPMS led to effective collection of data, management of project activities, and reporting of project progress in achieving gender-inclusive objectives and results.

What project features contributed to its gender equality performance?

Comprehensive assessment and integration of gender issues in project design: Based on extensive consultations with both men and women, gender issues were seen as integral to CLDP’s expected impact, outcome, and outputs. Thus, all project components designated gender-inclusive activities and performance indicators in line with the GAP were incorporated into the project DMF. One key aspect of the project design was the selection of 15 “enterprise investment models,” which included calf rearing and forage production, that were identified by women in community consultations. The loan covenant specified the government’s commitment to ensure that all surveys at the community level and the project monitoring system would include sex-disaggregated data to identify the needs, priorities, and benefits of poor households. The ADB/Nepal gender specialist was a member of the CLDP design team.

Effective gender-inclusive project management: Several aspects of CLDP project management contributed to its gender equality performance: (i) a disaggregated
PPMS by caste, gender, and ethnicity vertically linked from the field to the DLS and MOAC culminated a range of monitoring inputs from community livestock field reports and audit evaluation studies documenting men’s and women’s participation rates and gender-based results regularly; (ii) a specific budget for gender mainstreaming activities reinforced by 3-year GAPs of 22 infrastructure and livelihood project districts; (iii) a project gender and development specialist for the duration (26 person-months) of the project to guide GAP implementation; (iv) gender focal points at central, regional, district, and village levels to monitor GAP implementation; and (v) close collaboration and assistance provided by the ADB/Nepal gender specialist in GAP implementation.

Setting targets for rural women’s participation in farmers’ groups, training and access to credit: The project eliminated male-only farmers’ groups requiring mixed farmers’ groups with at least 35% women’s participation. In 1997, males made up 85% of farmers’ groups; but by 2005, 51% were women, and by mid-July 2009, women’s participation in farmers’ groups reached 64%. The project set targets for 35% women’s participation in all training activities, but even more women (35%–50%) were targeted for technology and extension training. The microfinance loan initiative targeting 100% loan recipients worked through local microfinance intermediaries to bring microfinance services to the door of local women farmers, using a group guarantee basis.

Direct outreach to mobilize rural women: NGOs responsible for social mobilization activities were required to have 50% female field staff and past experience working on gender and development issues. Moreover, gender focal points at the district level were tasked to collect data about women’s constraints on participation, creating a built-in monitoring system. Training activities were set at times and places suitable to women’s household responsibilities.

Gender capacity development of executing and implementing agency staff: Gender and development sessions were integrated in all project training. As a result of these capacity-building efforts, the DLS, DDC officials, CBOs, NGOs, and other stakeholders broadened their perception of women’s potential contributions to community development and poverty reduction as farmers and entrepreneurs.

Policy dialogue and reforms: The CLDP increased gender sensitivity among relevant policy makers and project managers. It “field-tested” national policy commitments to institutionalize gender mainstreaming principles, including a gender audit system and gender budgeting which created a more enabling environment for effective implementation of the project GAP. A gender strategy for the livestock subsector was developed under the CLDP for DLS.

Women’s empowerment and changing gender relations: With 64% women in farmers’ groups 55% women in cooperatives (16 women-only cooperatives out of 54 cooperatives) 58% women CLAs, 31 women private para-veterinarians running private businesses, and 58% women’s participation in on-site training sessions on animal breeding, health and nutrition, as well as management of livestock, cooperatives, and fodder trees and seeds, all contributed to a sense of equal achievement and empowerment for women. Men gradually got accustomed to seeing women more as equals contributing to the economy, the family, and the community.
What else could we look at when monitoring results?

Women’s direct benefits: to document changes in women’s “well-being” with respect to basic social indicators; assets, savings, and income; and time allocations to daily activities.

Impact of women’s increased income on family livelihoods: to document how women spent their increased income (i.e., children’s education, family health and nutrition, and investment in enterprise growth).

Women’s social and economic empowerment and changing gender relations: to document how women’s leadership positions in mixed farmers’ groups and access to technical and financial services improved their income, bargaining power, and mobility and status in households and communities to begin to change gender relations.
Decentralized Rural Infrastructure and Livelihood Project (DRILP): Loan 2092

Key Points

Development Aims and Impacts:
- Rural infrastructure projects are important to poor women who are left behind in rural areas to manage their families’ livelihoods due to male migration. Living in remote areas with limited roads, lack of access to resources, and low levels of human capital pose serious constraints to rural women in marketing produce, using health and education services, finding employment, obtaining clean water, collecting fodder and fuel wood, and traveling to district centers.
- Women can gain equal opportunities in project-related investments and work with equal pay in construction sites, but gender sensitization of project staff and contractors and special clauses in bidding documents are necessary to promote their employment in infrastructure projects.
- Women-only building groups, and savings and credit activities, as well as targeted training provide women with increased skills, confidence and opportunities for income generation, control of income and asset ownership to improve family livelihoods.

ADB Processes and Management Tools:
- A detailed design phase gender action plan (GAP) that addresses gender issues in all components of the project yields positive results towards the achievement of overall project objectives. If necessary, GAPs can be revised during project implementation to enhance relevance with project outcomes, outputs, and performance indicators.
- Recruitment of project-based gender specialists at all levels as part of the project implementation team ensures systematic guidance and monitoring for GAP implementation and results.
- Gender policy development at the subsector and/or institutional level as part of a project loan covenant increases long-term commitment and resource allocation by executing agencies for gender-inclusive programs and projects.
What are the main project aims and elements?

The Decentralized Rural Infrastructure and Livelihood Project (DRILP) was designed to reduce rural poverty in 18 conflict-affected, remote hill and mountain districts to increase access to economic opportunities and social services. The primary focus of the project is to enhance the social and financial capital of the poor, **dalits**,1 ethnic minorities and women, estimated to be 70% of the subproject area population. DRILP puts a strong emphasis on community involvement and support for livelihood restoration activities instead of just focusing on infrastructure development. The main components of the project include:2

1. **Community development and rural livelihood restoration:** Under community development, the project will train social mobilizers, conduct project awareness-raising activities, assist communities to identify subprojects, conduct social surveys, and facilitate beneficiary participation. Under livelihood restoration, the project will support (i) forming building groups and training their members in technical aspects of road construction, awareness on gender and vulnerable groups, labor rights, life skills, nutrition and health, functional literacy, livelihood, savings and income generation; and (ii) training building group leaders in bookkeeping and in leadership skills to identify, prioritize, implement, and manage the supplementary investment schemes.

2. **Capacity building and decentralized governance:** The project will support capacity building for different stakeholders at central and district levels and below on rural infrastructure development, project implementation and monitoring, rural infrastructure maintenance management, and sustainable financing.

3. **Rural transport infrastructure:** The project will support construction of new and rehabilitation of existing district and village roads, including small cross-drainage and protection structures, rehabilitation and upgrading of existing main trails, and construction of new trail bridges on existing main trails.

---

1 Dalits refer to the occupational caste at the lowest stratum of the Hindu caste hierarchy in Nepal and are seen as untouchables.
4. **Project management services:** The project will assist the project coordination unit and district project officers in project implementation, management, and coordination.

What are the key gender equality issues in the sector?

Living in remote areas with limited roads, lack of access to resources, and low levels of human capital poses serious constraints to rural women in marketing produce, using health and education services, finding employment, obtaining clean water, collecting fodder and fuel wood, and traveling to district centers. The conflict years have also generated new challenges for women as men have left either to join the conflict or migrated to urban areas or other countries seeking employment, leaving women to manage their families' subsistence food production and basic needs. About 11% of the families in the project area are headed by women, and 63% of the rest have family members, mainly men, who have migrated for employment. The opportunity to work as a day laborer is very valuable for poor men and women in these remote districts. Increasing poor men's and women's (i) participation in subproject planning, (ii) mobility and access to health and educational facilities, (iii) opportunities for employment, and (iv) confidence to participate in local community organizations and decision making; and improving the capacity of policy makers and managers to promote elements of good governance and gender responsiveness will lead to more sustainable project outcomes.

How did the project plan to involve women and address gender disparities?

The GAP was developed during the design phase to address gender issues in all project components with close linkages to project outcomes and performance indicators in the project’s design and monitoring framework (DMF). It was later revised as the gender and social inclusion action plan (GSIAP) to be aligned with project objectives on social inclusiveness under each component:

Component 1 – Building social and organizational capital of local building groups: The GSIAP focuses on the social mobilization process to bring women’s overall participation up to 50% by requiring building groups to comprise at least 40% women members, supporting some women-only groups, and providing gender sensitization training to all its members and leadership training for women to support their active participation.

Component 2 – Capacity building for women and disadvantaged ethnic and caste groups: The GSIAP supports separate training for the poor, women, and disadvantaged ethnic groups and castes to give them the confidence and opportunity to participate fully in community decision making. Women will be allocated decision-making positions in subproject coordination committees, district road coordination committees, and village works and road coordination committees (VWRCCs). From each building group, two leaders (one male and one female) will be selected for training and bookkeeping and leadership skills. At least 50% nongovernment organization (NGO) field staff will be women.

---

Component 3 – Increasing women’s access to employment and financial capital: The GSIAP promotes the formation of women-only saving groups from among the members of building groups. As women are now largely responsible for managing farms and households, the project will seek to increase their financial capital by (i) enhancing their access to loans through savings and credit activities for both production and consumption use; (ii) reserving 40% unskilled labor employment for women; and (iii) assisting women to register for land ownership. Moreover, labor contracting agreements with building groups will promote women’s participation, construction of separate toilets for men and women, labor insurance, and providing equal pay for equal work.

Component 4 – Provision of gender specialists, gender capacity building, and gender-inclusive monitoring and evaluation: A project-based gender and social development specialist (GSDS) will support GAP implementation. Each NGO team also requires a GSDS to work with women development officers and district development committee gender focal points. The GSDS will develop a project gender operational strategy, organize gender capacity-building training, facilitate gender policy development on the rural transport system for DOLIDAR through national and regional workshops (loan covenant), and support NGO GSDSs in the collection and analysis of sex-disaggregated data in subproject planning, implementation, monitoring and evaluation.

"Without access to infrastructure facilities, women in rural areas find less time for productive activities and due to lack of market accessibility, their products are not sold at good prices to improve their income and the well-being of their families. The development of infrastructure would save time for women so they can be involved in income-generating activities for improving the welfare of their families. Implementing the project’s gender action and social inclusion plan will contribute to uplifting rural livelihoods without which the project objective could not be achieved."

—P.K. Shrestha, project coordinator, DRILP Project Brief prepared for ADB Regional Seminar: Gender, Poverty and Infrastructure, 2007

What are the project’s progress and results in addressing gender disparities?

At the project level, a 2009 DRILP assessment identified progress in all 18 districts which have developed their own gender and social inclusion action plans to address the specific needs in subproject areas. Overall, per capita income in the project areas increased to 54.28% and a total of 1,211 public utilities and services were found along the road alignment (1,024 shops, 52 pharmacies, 86 schools, and 49 new village roads). There has been a 73.69% increase in freight volume, 41% increase in per capita personal trips, and 60% of total workers employed for at least 90 days per year. The project has enhanced employment and income opportunities for women as women were given construction work with equal pay and increased access to markets. Women-only building groups directly benefitted

---

5 Progress on social gender integration in DRILP Progress Report (mimeo).
women through the formation of savings and credit groups which increased their access to loans for income-generating activities. Empowered as a group, women also took collective action against domestic violence and other social ills. Some changes on gender roles were observed at the household level with men sharing domestic responsibilities. Women mostly spent their income on health, education, or buying assets which made them more capable and less vulnerable.

The social mobilization process has so far resulted in 45.6% women’s participation (targeted at 50%) in all project components providing them opportunities for training, income generation, and empowerment through membership and leadership in building groups:

- Women represent 37% and disadvantaged groups (DAGs) 45.5% of the 17,333 building group members (in 956 groups) with 35% women and 36% DAGs in key positions. At baseline, women made only 5.45% of leadership key positions, but now one in two leadership positions is held by a woman in every group.
- Women members make up 20.5% in VWRCCs and 5% in district road coordination committees. Women hold 20% (DAGs 23%) of key positions of VWRCCs.
- Women on average make up over 45% (DAGs on average about 30%) of awareness raising and training for building group members on group mobilization, preventive health and sanitation, savings and credit, income-generating skills and conflict management.
- 39.09% women (DAG 11.16%) have received training on building group leadership and in record and bookkeeping at the community level.
- Women represent 41.56% (DAG 4.66%) of the 435 savings and credit groups formed and performing well with savings totalling NRs4.5 million.
- Women make up 47.74% (DAG 30.53%) in life skills training and have identified income-generating activities they wish to pursue, such as candle making, vegetable farming, masonry, house wiring, beekeeping, hotel management, and beauticians.
- 37% of employment opportunities for women have been achieved with women receiving equal payment of the total paid wages of NRs1,476 million.
- Women-only savings groups and women’s income-earning opportunities have provided women control over their income which has increased their confidence to participate in local community organizations and be more active in decision making.

At the policy level, DRILP has been instrumental in developing a national level Gender Policy and Operational Guidelines for the Local Transport Sector as part of a range of gender mainstreaming policy initiatives undertaken by the Government of Nepal. The Local Infrastructure Development Policy (2004) mandated 33% compulsory participation by women at all levels of infrastructure development projects and 10% of total project allocations for infrastructure components. A Gender and Local Rural Transport Subsector Assessment was

---

initiated in June 2009 by DOLIDAR using DRILP findings to formulate a gender policy for the local transportation system specifying women’s participation at central and local levels, outlining affirmative action measures and requirements for gender mainstreaming. An ADB/Nepal gender specialist supported the DRILP gender consultant to finalize the gender policy and present it to DOLIDAR and the Ministry of Local Development (MLD). DOLIDAR and MLD have already incorporated many elements of the gender policy into the draft Rural Transport Infrastructure SWAp (sector-wide approach) Framework which will be used by government agencies and donors. The framework includes elements of mainstreaming gender and social inclusion used in the DRILP, summarizes best practices and lessons learned from inclusive rural transport infrastructure projects, and provides policy recommendations for institutional gender capacity building of government agencies.

What project features contribute to its gender equality performance?

Revising the design-phase GAP during the project midterm review to make it a gender and social inclusion action plan (GSIAP) to ensure close linkages with project outcomes, outputs, activities, and performance indicators: Activities related to gender and social inclusion are seen as an integral part of implementing each project component and contributing to the achievement of intended project outcomes. Gender and social inclusion indicators related to community development and capacity building have been incorporated and are being monitored systematically under the project DMF. The overall project GSIAP is operationalized in all 18 districts with separate GSIAPs to address district-specific concerns.

Using a participatory planning approach to provide both men and women opportunities to identify their specific needs and priorities for community-based infrastructure: Women have been able to identify and design supplementary investments in social infrastructure and economic activities which, combined with social mobilization, have enabled them to better access markets and services they needed, thereby, reducing their drudgery and saving their time to involve in economically productive activities.

Promoting an enabling environment to engage women in construction work: For “skilled jobs,” contractor agreements contain a clause promoting women’s employment for minor construction work. Bidding documents also include a clause specifying equal pay for men and women for work of equal value with compliance strictly monitored during project implementation. For “unskilled jobs,” 40% is reserved for women.

Increasing women’s access to project management: The project has hired a gender and social development specialist for the project coordination unit for the duration of the project (63 months) and 20 gender and social development focal points have been recruited by NGOs at the district levels. NGOs involved with social mobilization activities have 50% women field staff. DOLIDAR itself has appointed a permanent social development specialist (government staff) since 2009.
Providing gender capacity training to change attitudes and build skills: The project requires all information sharing and training sessions to have a module on gender and DAGs, includes a gender sensitization component in all community awareness training, organizes separate training sessions for women and DAGs to build their confidence and leadership skills to participate actively in community decision making, and provides on-site social awareness to contractors on trafficking of young women.

Developing “Gender Policy and Operational Guidelines for the Local Transport Sector” to ensure long-term commitment to socially and gender-inclusive programs: To support government initiatives for gender mainstreaming at the policy level, the project has included in its loan covenant the development of a gender policy for the local transportation system which will provide the framework and guidelines for all DOLIDAR policies, programs and projects to ensure social and gender inclusion in the future.

What else could we look at when monitoring results?

Areas that need improvements and attention in monitoring include

- women’s participation in project activities at central and district levels;
- number of women staff within DOLIDAR and its district offices both in technical and administrative positions;
- sensitivity among decision makers to promote participation and inclusion of women and DAGs;
- gender capacity development training and gender consultations;
- technical and facilitation skills for gender focal points;
- sufficient budget for the implementation of the GSIAP;
- empowerment impacts of women’s asset ownership and control over their own income; and
- employment of women with equal pay for equal work after project completion.
Urban and Environmental Improvement Project (UEIP): Loan 1966

Key Points

Development Aims and Impacts:
• Rapid urbanization due to accelerated rural to urban migration often results in lack of basic urban services and poor environmental management. Women’s central roles in safeguarding their family’s health and sanitation, and managing solid waste are critical considerations for project success.
• Alternative mechanisms to municipal-elected positions, such as citizen committees, can be channels through which women can express their priorities for environmental issues and necessary urban services.
• While the numbers of women participants in urban and environmental improvement projects are important, care must also be taken to ensure women play leadership roles and benefit positively from project outcomes.

ADB Processes and Management Tools:
• Timely gender action plans (GAPs) and dedicated financial and technical resources for GAP implementation create a better chance for effective gender mainstreaming in projects.
• Projects which have not addressed gender issues adequately during the design phase can still do so during implementation by developing a GAP and adjusting the project design and monitoring framework (DMF) accordingly as a “midcourse correction.”
• Including performance indicators on women’s participation and benefits as part of overall project performance criteria in the project DMF is an effective way to monitor gender-based activities and results which reinforces the contributions of gender-related objectives to overall project outcomes.

Project Basic Facts
Loan number: 1966-NEP (SF)
Loan approval: December 2002
Loan effectiveness: October 2003
Closing date: original: March 2010, extended to: March 2011
Executing agency: Ministry of Physical Planning and Works (MPPW) through the Department of Urban Development and Building Construction (DUDBC)
Overall project cost: $37.5M
Financing: ADB/Asian Development Fund: ($30M); Government, participating municipalities, and beneficiaries: ($7.5M)
Sector: Environment
Gender classification: Effective gender mainstreaming
What are the main project aims and elements?

Rapid urbanization has led to significant rural to urban migration in Nepal. Population growth rates in the urban areas, especially those in the central region, are as high as 7% per year, roughly three times the average national population growth rate of 2.3% per year. As a result, serious environmental problems are emerging including inadequate drinking water supply, haphazard disposal of solid and human waste, air and water pollution, and uncontrolled degradation of urban infrastructure. Since the existing centralized public administration system has failed to respond to these urban development challenges, the government has started to decentralize urban management. The Nepal: Urban and Environmental Improvement Project (UEIP) supports the government’s efforts to bring about sustainable development in eight urban areas outside the Kathmandu Valley by addressing essential urban and environmental infrastructure and service needs, and strengthening relevant stakeholder institutions. The project will assist in the creation of improved urban environment and economic conditions in the UEIP towns; improve urban management, public health and sanitation, environment, and access to urban services especially by the poor and disadvantaged; and provide improved opportunities for employment and income generation by focusing on five key areas as follows:¹

1. Municipal institutional strengthening and revenue mobilization: through technical training of municipal staff in urban management and revenue generation and mobilization, support for implementation of urban and environmental infrastructure, and training for operation and management of urban facilities.

2. Urban and environmental infrastructure development: for sanitation and waste water management, water supply, neighborhood roads and drainage, and river training and road upgrading.

3. Supplementary urban facilities development: such as small urban community facilities (i.e., improvements in public places, toilets, and parks) and revenue-generating urban facilities (i.e., market vendor spaces and bus parks).

4. Community development: through mass communication, and public health awareness campaigns and sanitation education programs to be carried out at the community level and in schools in participating towns.

5. Project implementation assistance: including the development of a project performance monitoring system and providing assistance to project implementation managers to support municipalities.

What are the key gender equality issues in the sector?

As a result of poverty, landlessness, and food insecurity, there has been an increase in both seasonal and permanent migration from rural to urban areas in search of better livelihoods. Rapid urbanization has led to overpopulation of low-income

urban neighborhoods with little access to public services. Poor urban planning, insufficient access to water supply and sanitation services, and weak regulation of industries and commerce have resulted in unhealthy urban environments with uncontrolled dumping of domestic, commercial, and industrial wastes and increased levels of air and water pollution causing many waterborne and respiratory illnesses. Due to women’s central roles in household sanitation and solid waste management, their participation in planning and implementation of urban and environmental management programs are critical for the sustainability of these programs. Women’s participation particularly in the areas of sanitation and hygiene training, health awareness campaigns, employment in infrastructure construction, operation and maintenance, and leadership in town- and ward-level coordination committees, community sanitation committees, and motivator groups lead to more positive project outcomes.

How did the project plan to involve women and address gender disparities?

The project included gender provisions in the loan agreement as part of benefitting “disadvantaged groups,” which were primarily to be achieved under the community development component. Poor men and women were expected to benefit from the provision of health awareness campaigns, separate public and school sanitation facilities, and employment opportunities in project activities in low-income neighborhoods.

The project did not develop a design-phase GAP to systematically address gender issues in each component of the project with performance targets. Thus, gender achievements in the initial phase of implementation were limited to women’s low-level participation in training activities and the construction of separate public toilets for men and women in some municipalities.

The ADB/Nepal resident mission gender specialist’s assessment during the UEIP’s midterm review mission in September 2007 identified (i) weak implementation of the project’s gender provisions, (ii) absence of a project GAP, (iii) lack of proper social mobilization in subproject selection and implementation where community participation was required; and (iv) lack of sex-disaggregated data and information in monitoring reports. The midterm review mission identified several supply-side constraints that inhibited attention to gender mainstreaming as follows:

- Political disruption and the complexity of the project continually challenged its implementation and management, and staff focused more on “hardware” (infrastructure) components than on “software” (community development) components. Since gender issues were not integrated in the civil works component of the UEIP, women’s employment opportunities in construction were not promoted with nondiscriminatory mechanisms.

- Participating institutions had low levels of technical expertise in gender mainstreaming. The project lacked any gender training for the project coordination office (PCO) and implementing agencies and there was no project-based gender specialist to address gender issues.

- Training activities were mostly targeted at municipal high-level officials who tended to be men. As there were no elected local bodies in the country,
women’s representation in municipal boards was almost zero. Thus, women’s participation was low in most training activities.

- Women vendors were to have had separate areas in vegetable markets, but confusion arose over potentially conflicting family roles (husbands do procurement and transportation) which reduced their claims on space in market centers. Additionally, the information on space allocation for women was not disseminated to the potential vendors.
- Attendance rates taken in project activities revealed a low participation of women compared to men in all project components related to institutional strengthening.2

These issues were raised with the PCO and the Department of Urban Development and Building Construction during the project midterm review and to effectively address gender disparities and enhance women’s participation and benefits, the development of a project-based GAP was recommended. As a result, a project GAP was prepared by the PCO with the assistance of the ADB/Nepal gender specialist who assisted the project team on how to address gender issues and brought consensus on component-wise gender and development activities, indicators, targets, time frame, responsible units, and reporting processes which are realistic and achievable in terms of improving gender integration in the project.

Key features of the GAP include

- at least one woman in each municipal steering committee;
- capacity development training for women staff in municipalities;
- at least 33% women local leaders in waste management planning with caste/ethnic representation;
- 50% women participants in all public health campaigns, education, and training programs;
- separate toilets constructed for males and females in project-supported schools, bus terminals, and market areas;
- local women’s groups providing community-based training in public health;
- reserved spaces allocated for women in market areas;
- employment opportunities available to women vis-a-vis men in civil works (loan covenant); and
- project monitoring and reporting with sex-disaggregated data.

The UEIP was revised with an effective gender mainstreaming theme after gender-based modifications were incorporated following the project’s midterm review.

---

2 The UEIP monthly report of gender-related activities covered 11 different participation levels of women in project aspects but not calculated as percentages. The ratio of women to men was very low.
What are the project’s progress and results in addressing gender disparities?

There have been some significant gender achievements under the UEIP following the midcourse correction with the development of the project GAP:

- Six out of eight municipal steering committees have at least one woman representative (some have five).
- 118 women out of 1,421 staff (8%) of all eight municipalities have obtained training in organizational development, revenue mobilization, property tax, land development, human resource development, financial management, and urban development.
- At least 33% women have participated in training on waste management techniques and environmental improvement. Women from poor and disadvantaged communities are now considered better represented in community development activities.
- 56% of total participants in education programs and training in public health awareness are women.
- Separate toilets for girls and boys have been provided in 83 public schools in eight UEIP towns under the school sanitation program.
- Income-generating training favored women in several municipalities.
- 33% of members of ward committees who participated in community health awareness campaigns are women.
- About 8% of workers engaged in different civil works contracts and employment are women.
- Public toilets in Dhulikhel, Hetauda, and Bidur, and improvements of bus parks and public places with separate facilities in Banepa and Panauti were completed. Market places in Kamalamai and Ratnanagar are under construction.
- Vegetable markets at Bharatpur, Hetauda and mini market at Kamalamai are under construction. A separate space has been allocated for women vendors at Bharatpur while priority will be given to the women vendors in other newly constructed vegetable markets.
- GAP implementation progress has been included in the quarterly project progress reports.

The remaining challenges are (i) promoting active participation of women in elected positions, (ii) using affirmative action measures to allow for more participation of women and counteract traditional processes that eliminate them or just consider them among the disadvantaged groups, and (iii) ensuring health campaigns and education programs incorporate both men’s and women’s perspectives on environmental problems.

What project features contribute to its gender equality performance?

Urban and environmental improvement projects require the active participation of both men and women as planners, implementers, and beneficiaries to ensure
social inclusiveness and sustainability. This project was part of an early move toward effective decentralization of urban management and still has a long way to go to achieve gender equality aspects. However, it provides a start and demonstrates that identifying and monitoring gender targets and activities even during the implementation phase are critical to ensure women’s participation and benefits.

The project’s initial lack of progress demonstrates that for effective gender mainstreaming, a GAP needs to be developed during the design phase based on a detailed gender and social analysis in the project area with relevant activities and achievable targets for women’s participation, a buy-in from all stakeholders to its requirements, sufficient gender expertise to lead and guide its implementation, and training for project staff to raise their awareness and skills for addressing gender issues to ensure positive project outcomes for all community members.

What else could we look at when monitoring results?

- More qualitative information on beneficiaries is needed to understand the constraints behind women’s low participation rates in certain areas.
- Reports on project impacts on women need to look “beyond just numbers” to understand how the project is reducing women’s daily household burdens and building their confidence and abilities to have a voice in urban environmental management related to clean drinking water supply, waste management and latrines, garbage collection and pollution, and environmental degradation that can affect crops and nutrition.
- It is necessary to find creative ways of reducing gender gaps in elected and appointed community and municipal staffing/human resource pools.
Commercial Agriculture Development Project (CADP): Grant 0063

Key Points

Development aims and impacts:
• Commercial agriculture could hold many opportunities for women farmers; however, unless special measures are included in project design, women’s access to resources and benefits may be limited. Such measures may include providing credit, improving literacy and numeracy capacities, as well as building entrepreneurship and leadership skills.

ADB processes and management tools:
• Gender issues need to be addressed explicitly in project outcomes to go beyond descriptions of “the poor and vulnerable” and to ensure targets for participation and benefits are monitored closely.
• Gender action plans (GAPs) must be linked to main project objectives, outcomes, outputs, and performance indicators; and should be developed with key stakeholders’ agreement to ensure implementation.
• A project-based gender specialist should be part of the project management unit to provide guidance for GAP implementation and monitoring.

Project Basic Facts
Grant number: 0063-NEP (SF)
Grant approval: November 2006
Grant effectiveness: August 2007
Grant closing: June 2013
Executing Agency: Ministry of Agriculture and Cooperatives (MOAC) implemented by the Department of Agriculture (DOA) and not-for-profit company Commercial Agriculture Alliance (CAA).
Overall project costs: S$24.1M
Financing: ADB/Asian Development Fund ($18M); Government, CAA, DDC, and Farmers ($6.1M)
Sector: Agriculture and natural resources management
Gender Classification: Effective Gender Mainstreaming

Associated with: JFPR 9101: Improving the Livelihoods of Poor Farmers and Disadvantaged Groups in the Eastern Development Region
Financing: JFPR for $1.0M
Grant approval: December 2006
Grant closing: July 2010
What are the main project aims and elements?

The Nepal: Commercial Agriculture Development Project (CADP) intends to reduce poverty in 11 districts in the Eastern Development Region (EDR) of Nepal, through equitable and sustainable commercialization of agriculture. The project outcome will be improved efficiency of production, marketing, and processing of high value crops (HVCs) such as vegetables, fruits, tea, and spices. The project will help EDR to build on these opportunities by strengthening the capacity of farmers to become more involved in commercial agriculture, and the processors and traders to improve their efficiency with linkages to farmers and small entrepreneurs.¹ Key project outputs include the following:

1. **Commercial agriculture investment and management**: by farmers, traders, and processors to develop both community-based market infrastructure investments (i.e., collection, storage and cooling centers,) and non-infrastructure investments (i.e., pest management, farm technology, agro-processing equipment, group promotion of HVC crops) to add value to agricultural products.

2. **Inclusive development of stakeholders**: to assist small farmers with vocational and technical training and market awareness to develop or strengthen income generating agricultural activities and become members of CAA.

3. **Market information dissemination system**: that will include information on contract production systems, specialization, value-adding activities, crop varieties, production systems, processing technologies, and notification of market trends.

4. **Enhancement capacity of project partners**: to provide project-based training and basic marketing development training on postharvest marketing, market-chain improvement, product handling, and agribusiness.

5. **Project implementation support**: provided by the project management unit (PMU) and CAA to conduct a baseline survey on beneficiary situations, an initial product and market chain analysis, and annual socioeconomic studies to evaluate project impacts on poverty reduction.

What are the key gender equality issues in the sector?

While women participate equally with men in agricultural production, their participation in commercial agriculture has been limited due to their illiteracy; burdensome household responsibilities; restrictive traditional norms; male-oriented inheritance system; and constraints in accessing credit, technical information, and technology. Women are also paid less than men for the same production or processing work for the same number of hours, which reduce their incentives for involvement in commercial agriculture. The armed conflict that ended in 2006 has affected women’s lives in rural communities as male family members have left villages seeking employment in urban areas. Women now have greater responsibilities for household food security and, in the absence of men, have more opportunities to work in new areas though their work burden has increased.

this context, CADP aims to enhance opportunities for women not only as unskilled laborers but also increasingly as skilled laborers, entrepreneurs, and decision makers in commercial agriculture.

How did the project plan to involve women and address gender disparities?

The CADP is a demand-driven project with a strong social inclusion component to help subsistence and semicommercial farmers to produce HVCs for the market and improve incomes. The project planned to provide opportunities for the poor and disadvantaged with a particular focus on households headed by females by strengthening effective and equitable linkages between stakeholders in the market chain. The focus on HVCs is expected to provide high incomes not only for farmers but also for the landless poor who engage in agricultural wage labor. The associated JFPR-Nepal: Improving the Livelihoods of Poor Farmers and Disadvantaged Groups in the Eastern Development Region was simultaneously designed to provide additional support to the social inclusion component of the CADP to bring poor subsistence farmers and the landless (especially households headed by females) into the mainstream development processes.

Gender equality, participatory practices and processes, fairness in stakeholder relationships, and public–private partnerships were built into the project design with a component-wise GAP to ensure women’s participation and benefits and address gender disparities. The CADP and its associated JFPR planned to undertake joint project awareness campaigns, market-oriented skills training, sex-disaggregated baseline surveys, and jointly support GAP implementation. CADP is classified as effective gender mainstreaming. Key features and targets of the GAP include the following:

Under Commercial Agriculture Investment and Management:

- 30% women CAA members;
- gender issues included in all workshops, seminars, and trade fairs;
- 50% women in subprojects of market infrastructure and 30% in operation and maintenance;
- 30% women in the decision-making process related to community-based market infrastructure; and
- 50% women in subprojects related to HVCs’ commercial production, processing, and marketing.

Under Inclusive Development of Stakeholders:

- sex-disaggregated baseline survey and monitoring on traditional customary systems and intra-household relationships;
- project awareness campaign and social mobilization with outreach to 50% women beneficiaries;

---

2 JFPR: Japan Fund for Poverty Reduction.
• female entrepreneurship training courses in commercial agriculture targeted to women trainers, staff of nongovernment organizations (NGOs), and women entrepreneurs, wherein 50% of trainees are women;
• 50% women in basic technical skills training programs;
• 200 new women entrepreneurs trained with at least 80% using their new skills in commercial agriculture; and
• participation of district women development officers and NGOs to improve women’s participation in the value chains.

Under Market Information Dissemination:

• the integrated market information system developed, and accessible to, at least 40% women as direct recipients; and
• 25% women trainees in market information collection, analysis, and dissemination.

Under Project Partners Capacity Enhancement:

• 50% women among trained NGO staff; and
• female staff of the Department of Agriculture at the district level involved in project activities.

Under Project Implementation Support:

• 20% women in the management and board of CAA share their concerns and ensure a minimum amount of total investments allocated for women;
• a social inclusion specialist with experience in gender and development will be a member of the PMU; and
• the Ministry of Women, Children and Social Welfare will be a member of the project steering committee.

What are the project’s progress and results in addressing gender disparities?

The CADP is at the midpoint in its implementation phase. The project has already made good progress toward achieving its gender objectives and targets.\(^3\)

Commercial Agriculture Investment and Management:

• The CAA is made up of 274 members that include farmers groups (47%), cooperatives (32%), traders (11%), and processors (10%). Women-only groups make up 10% of CAA membership, which are mostly farmers groups, in addition to one women’s cooperative. Ninety-nine percent of cooperatives in CAA have both men and women shareholders. Most trader and processor

\(^3\) ADB. 2010. CADP Progress Status Report on Gender-Based Achievements. March.
groups that are members of the CAA are male groups except for four traders groups and three processors groups that have both men and women members.

Inclusive Development of Stakeholders:

• 22 NGOs mobilized to facilitate inclusive development. Eleven NGOs work with subsistence and landless households in skills-based training and 11 work with semicommercial households in capacity building in market-oriented production and postharvest activities, development of backward-forward linkages, and small-scale input support for HVC adoption;
• 60% women among 15,406 farmers that make up 663 production groups;
• 43% women among 962 members of 41 traders and processors’ groups;
• 63% women among 1,214 landless households organized in 48 groups;
• 66% women among 186 farmers who have received input support;
• 58% women among 8,190 participants in 352 NGO-led training workshops on production technology for HVCs, postharvest practices, and gender and social inclusion awareness raising; and
• 20% women, 2.1% dalit, and 32.7% ethnic minorities (Janajati) among 1,528 trainees in 55 training events organized by CADP.

Project Implementation Support:

• 33% women among CAA board members;
• women development officer from the district women development office is a permanent member of the CADP District Review Committee;
• at least two members of the operation and maintenance committee members for subproject implementation are women; and
• three social inclusion specialists were hired to oversee GAP implementation (180 person-months).

JFPR Achievements:

• 70% women (8,541) among 12,159 households have been organized into 455 self-help groups supported by NGOs to develop technical and leadership skills, increase confidence and rights awareness, and improve literacy and numeracy skills. To provide incentives for women to get involved in commercial agriculture, microenterprises suitable to women’s interests are being supported including vegetables and fruit production, packaging materials production (bamboo baskets, tea leaves); semi-processing, cleaning, and grading of vegetables and fruits to supply larger processing industries, and managing fishpond culture.

---

4 Dalit refers to the occupational caste at the lowest stratum of the Hindu caste hierarchy in Nepal and is regarded as untouchables.
What project features contribute to its gender equality performance?

- The CADP project has a design-phase GAP that was covenanted in the loan agreement;
- The project’s design and monitoring framework included gender in the output indicators specifically to ensure that women were included in the CAA membership and gender training would be provided to all commercial stakeholders to promote social inclusiveness;
- The GAP implementation was included in the project administration memorandum as an integral part of project implementation;
- A senior social mobilization expert was hired (60 person-months) to mobilize “the poor, the landless, the poverty-affected, disadvantaged groups, women, subsistence and semi-commercial producers” into commercial activities.
- An associated JFPR was simultaneously designed to provide additional support to the social inclusion component of the CADP to bring poor subsistence farmers and the landless (especially households headed by females) into the mainstream development processes.

What else could we look at when monitoring results?

- Assess if the GAP needs revisions due to changed circumstances or new information.
- Assess constraints behind women’s low participation in trader and processor groups.
- Assess women’s opportunities to take on leadership roles in commercial agriculture with resulting impacts on family livelihoods and gender relations.
- Conduct focus group discussions with women to document their experiences in and benefits from participating in commercial agriculture in terms of improved technical skills, productivity, income, social status, and mobility.
Rural Reconstruction and Rehabilitation Sector Development Program (RRRSDP): Grant 0093/94

Key Points

Development aims and impacts:
- Infrastructure projects can reduce poverty and social exclusion of women and disadvantaged groups when they promote participation of all stakeholders in planning and implementation, open economic opportunities and provide access to key services (health, education, markets, credit, and information) which are available, of good quality, and affordable.
- As managers of household sanitation and food production, women’s participation is critical in designing sustainable community-managed infrastructure schemes such as water supply and sanitation facilities and micro-irrigation systems.

ADB processes and management tools:
- Sector development programs offer opportunities to implement not only project-based interventions but policy reforms to create an enabling environment to achieve broad-based goals in poverty reduction and social inclusion. Women’s participation and empowerment should be addressed not only in project-based interventions but should be an integral part of the policy matrix for tranche release conditions to ensure adoption of gender-inclusive policy reforms.
- A detailed gender action plan (GAP) and a gender-inclusive design and monitoring framework (DMF) are important project design and monitoring tools to guide the gender mainstreaming process to achieve gender-responsive and socially inclusive project outcomes.
- Setting specific targets for women’s participation in project design is important but measures to facilitate women’s involvement and empowerment should also be part of the main GAP features.
- Gender training for all project staff and implementing agencies raise awareness and build skills for effective implementation of the project GAPs.
What are the main project aims and elements?

The Rural Reconstruction and Rehabilitation Sector Development Program (RRRSDP) in Nepal was designed to accelerate poverty reduction and socially inclusive development in the hill, mountain, and Terai districts to support the government’s post-conflict development priorities. The RRRSDP has a program grant and a project grant under the umbrella sector development program. The program grant aims to support greater inclusion, good governance, and accelerated service delivery in rural infrastructure by adopting and implementing legislation, policies, and institutional capacity development programs in financial and procurement management. The project grant will improve connectivity of rural communities, enhance economic and employment opportunities, and increase access to market and social services for rural communities.

The program grant will assist the government in achieving three key outputs:

- enhanced poverty reduction and inclusive development,
- improved and inclusive governance and decentralization, and
- strengthened support for rural infrastructure development.

The project grant aims to

- improve rural roads;
- develop and improve community-based supplementary rural infrastructure such as schools, water supply and sanitation facilities, micro-irrigation systems, and trail bridges;
- enhance income and employment opportunities for the poor and disadvantaged; and

---

• strengthen the institutional capacity of the relevant ministry, their departments, and their district development committees in line with the participation of rural communities, including women.

What are the key gender equality issues in the sector?

Mainstreaming gender issues is a high priority to achieve the RRRSDP’s poverty reduction goals. Rural Nepali women are seen as a critical segment of the disadvantaged, both in terms of income disparity and social exclusion. Infrastructure projects can reduce poverty and social exclusion of women and disadvantaged groups when they promote participation of all stakeholders in planning and implementation, and provide access to key services (health, education, markets, credit, and information) that are available, of good quality, and affordable. Providing women stronger influence in the management of water supply and sanitation systems, improving their representation and leadership roles in community and district level organizations, and increasing their voice and participation in identification, construction, operation, and maintenance of community-based small infrastructure schemes increase their employment opportunities and social status and contribute to the sustainability of the constructed facilities. Moreover, providing women access to financial resources and business management training enable them to take advantage of economic opportunities that become accessible with improved connectivity as a result of rural road rehabilitation and reconstruction.

How did the project plan to involve women and address gender disparities?

The RRRSDP has a strong emphasis in promoting women’s participation and empowerment through rural infrastructure development under both its program grant and project grant components. The policy matrix of the program grant supports efforts to (i) increase representation of women and excluded groups in political institutions; (ii) improve broad representation of women, ethnic groups, castes, and regions in the civil service; (iii) improve inclusiveness in access to benefits and opportunities; (iv) strengthen participatory and transparent budgeting; and (v) mainstream gender in public administration.

In 2007, the government took several policy actions to increase the representation of women and excluded groups in political institutions and civil service. The Constituent Assembly Member Electoral Act allocates seats to women, dalits, ethnic groups, madhesis, and the differently abled among others for the 240 electoral seats under the proportional electoral system. Similarly, the 2007 amendment to the Civil Service Act reserves 45% of vacant posts for women (33%), ethnic groups (27%), madhesis (22%), dalits (9%), differently abled (5%), and backward regions (4%) to increase the effectiveness and responsiveness of civil service. Moreover, an action plan has been prepared for strengthening the registration of birth,

---

2 Dalits refer to the occupational caste at the lowest stratum of the Hindu caste hierarchy in Nepal and are seen as untouchables.
death, marriage, divorce, and migration to promote more inclusive planning and facilitate the acquisition of legal identity by all citizens. With ADB support under RETA 6143: Promoting Gender Equality and Women’s Empowerment, the Ministry of Agriculture and Cooperatives, the Ministry of General Administration, and the Ministry of Education and Sports have prepared gender strategies that focus on alleviating constraints and creating new opportunities for women in their respective sectors. The program grant’s policy matrix includes many of these gender-inclusive policy actions as tranche release conditions.

The project grant includes a design-phase gender action plan (GAP) with specific gender-based activities, targets and indicators for each component and gender, caste, and ethnicity inclusion indicators in the design and monitoring framework (DMF) in line with the GAP. It emphasizes addressing the diversity among women and aims to directly benefit the poor and disadvantaged women. The GAP includes:

1. Quantitative targets for women’s participation:

In rural road reconstruction and maintenance:

- 50% women members in road building groups;
- 33% women leaders in road building as well as village infrastructure construction and coordination committees;
- 50% women in road building and maintenance employment (e.g., 4 years of full-time work for 13,200 rural poor = 6,500 women with wages); and
- 50% women in project-based training.

For community-based supplementary infrastructure improvements such as water supply and sanitation schemes, school toilets, micro-irrigation, trails, and micro-hydropower:

- village infrastructure user groups (VIUGs) and building groups are formed with at least 50% women and proportionate representation of disadvantaged groups; and
- in operation and maintenance, women will make up 50% in training and 33% of maintenance committees.

To enhance equity, employment and income opportunities:

- 75% of the self-help groups have at least 70% women and proportionate representation of disadvantaged groups;
- 50% women in all project-related training (600 training programs); and
- 35% women in building groups targeted for livelihood enhancement skills training in agriculture, livestock, forestry, soil conservation, microenterprise, health, literacy, and legal rights.

To improve project management services:

- 50% women hired as social mobilizers and community facilitators;
- 33% women hired as junior technicians and road supervisors; and
- 33% women hired as part of professional consultant staff to support district and central implementation teams.
2. Measures to facilitate women’s participation:

Focus group discussions are held separately with women’s groups in project communities to assess existing gender gaps, and different needs and priorities. Women will be 50% of people consulted in the identification and selection of supplementary infrastructure projects.

Equitable measures are included in labor contracts to ensure equal pay for equal work and in social mobilization activities to increase women’s incentives and abilities to take advantage of economic opportunities (i.e., group management and training in saving and credit, project identification and development, and record keeping).

Targeted measures for women (i.e., child care facilities, separate toilets, and first-aid facilities) are planned in workplaces to increase women’s participation and benefits from project activities.

What are the project’s progress and results in addressing gender disparities?

One of the policy reforms included under the RRRSDP policy matrix consisted in ensuring that the government gazettes the amended Civil Service Act (1993), securing reservations for women, *dalits*, *madhesis*, *janjatis*, and backward regions. The (revised) Civil Service Act (2007)—with its 45% reservation policy for women and other disadvantaged groups in civil service—is already making a difference, promoting greater representation in government agencies.

The number of female engineers in DOLIDAR (the implementing agency for RRRSDP) has increased as a result of the enforcement of the government’s reservation policy in civil service for women.

The project has also made good progress in its initial implementation phase to select women for project implementation teams and committees to ensure effective outreach to women in rural communities:

• The project district implementation support team and central team have 21% and 27% female staff, respectively.
• 55% of the social mobilizers and 26% of district-based social development specialists are women.
• Female representation in the village infrastructure coordination committees is at 31%, which is close to the 33% GAP target.

What project features contribute to its gender equality performance?

Although the project is in its early implementation phase to demonstrate any meaningful results, gender mainstreaming all project processes from design through implementation is expected to contribute to the gender equality performance of RRRSDP.
• A gender-inclusive policy matrix has been developed under the program grant and gender-based policy reforms have been completed as tranche release conditions creating an enabling environment for women’s participation.

• A project GAP with specific targets and features was developed based on consultations with men and women and detailed gender analysis undertaken during the design phase. The GAP was linked to project outcomes, outputs, and the project’s DMF.

• The GAP and gender-inclusive DMF was included in the Project Administration Manual.

• District project offices have developed subproject level GAPs to address gender-specific concerns in the zone of influence of road alignment.

• Gender and social inclusion issues are being addressed in all project training, implementation, and review meetings.

• The project coordination unit was tasked to establish a project monitoring system with data disaggregated by gender, caste, ethnicity, and minority groups.

• The project recruited social development specialists at all levels to guide GAP implementation and social mobilization activities.

What else could we look at when monitoring results?

Since RRRSDP is designed with the objective of rural roads and supplementary infrastructure reconstruction and rehabilitation with community participation, it is important to monitor that contractors for road construction find ways to employ poor men and women in subprojects in addition to using mechanized systems for road upgrading and rehabilitation. This issue was raised with the executing agency by the ADB/Nepal gender specialist during the RRRSDP loan review mission to (i) employ poor men and women in project communities for upgrading or rehabilitating possible road stretches, opening new track areas, and bioengineering activities; (ii) include special conditions in bidding documents for contractors to ensure employment for poor men and women with equal wages for equal work; and (iii) provide orientation to contractors on corporate social responsibility.
Community Managed Irrigated Agriculture Sector Project (CMIASP): Loan 2102

Key Points

Development aims and impacts:
- Women’s role in farmer-managed irrigated agriculture in Nepal is becoming more important as men are increasingly leaving rural areas in search for more lucrative employment.
- Policy reforms mandating 33% women’s representation in water user associations (WUA) provide the opportunity but do not ensure women’s meaningful participation in irrigation sector projects unless specific measures are planned, budgeted, implemented, and monitored.
- Effective and targeted social mobilization and capacity development is required to foster meaningful participation in decision making for farmer-managed irrigation systems (FMIS).
- Besides gender sensitization of all WUA members, women need confidence building and incentives through training and leadership opportunities to be effectively involved in WUA activities and decision making.

ADB processes and management tools:
- A sector project design finances many subprojects in a sector and integrates sector policy reforms, institutional development, and investments. A sector project’s gender strategy or action plan should ensure gender issues are addressed in policy reform measures and the criteria to identify, select, and implement subprojects.
- A comprehensive gender action plan (GAP) with gender-based targets, indicators, and other inclusive features developed and incorporated in the project design and monitoring framework (DMF) during the design phase leads to positive project outcomes.
- A project GAP that provides the framework for gender-based activities and outputs over many subprojects at the district level can be implemented effectively with district-level GAP implementation plans only if the implementing agency at the local level has the technical capacity to implement social development activities.
What are the main project aims and elements?

Over 90% of the poor in Nepal live in rural areas and poverty is more concentrated among smallholders, the landless, and among ethnic minorities and dalits. Agriculture contributes 39% of gross domestic product (GDP) but provides employment to 80% of the active workforce and plays a central role in the livelihoods of the poor. Yet productivity remains low and largely subsistence-oriented due to (i) difficult terrain conditions vulnerable to natural calamities such as floods and landslides; (ii) poor physical capital base such as irrigation and rural roads; (iii) limited access to inputs, markets, and financial services; (iv) low technology base and weak extension services; and (v) insufficient governance of public institutions to deliver development services to a socially diverse and disadvantaged population. The goal of the Community Managed Irrigated Agriculture Sector Project (CMIASP) in Nepal is to promote inclusive economic growth while reducing poverty in rural areas of central and eastern development regions. Its purpose is to improve agricultural productivity and sustainability of existing small and medium-sized farmer-managed irrigation systems (FMIS) to enhance the livelihoods of 270,000 men and women farmers, including ethnic minorities and dalit. To achieve this objective, the project will (i) provide improved means for water user association (WUA) empowerment, irrigation facilities, agriculture extension, and targeted livelihood enhancement to build the human capital of the poor, including women and traditionally neglected disadvantaged groups; and (ii) strengthen policies, plans, and institutions for more responsive service delivery and sustained impacts. The CMIASP has two main components:

Participatory irrigated agriculture development for FMIS: (i) Participatory planning and beneficiary mobilization through strengthened WUAs that are able to receive investment support and enhance agriculture production; (ii) community-based irrigation and associated infrastructure designed in consultation with WUAs and simple structures constructed by the WUAs with Department of Irrigation (DOI) support; (iii) agricultural development enhanced through agricultural extension

---

1 Dalit refers to the occupational caste at lowest stratum of the Hindu social hierarchy in Nepal and are seen as untouchables.
services to improve farmer productivity and targeted livelihood enhancement activities to improve productivity of women, the landless, and dalit; and (iv) support for sustainable operation and maintenance of irrigation systems.

Policy dialogue, institutional strengthening, and project management: (i) advisory support provided for national-level reforms in the agriculture and water resources sectors, as well as to promote irrigation policy, plan, and institutional strengthening; (ii) advisory support to establish operational guidelines for FMIS and accountability measures for project institutions to improve management, monitoring, and quality control for FMIS renovation; and (iii) capacity-building training of project personnel and stakeholders.²

**What are the key gender equality issues in the sector?**

Women’s role in irrigated agriculture is becoming more important as agriculture is increasingly feminized due to male migration from rural areas in search for more lucrative employment. In areas of high agriculture growth, the demand for wage labor is increasing and is a critical source of income for poor women. While over 60% of women participate in agricultural production activities in Nepal, they have little share in decision making in irrigation activities due to sociocultural reasons. The government’s irrigation policy requires at least 33% women’s participation in all WUAs. Although the national irrigation policy provides an opportunity to increase women’s access to irrigated agricultural technology, it does not establish the necessary user capacity to manage the renovated systems. The CMIASP is designed to promote more equitable access to irrigation technology, management, and capacity development to improve agricultural productivity.

**How does the project involve women?**

To ensure women’s participation and benefits under a sector project, CMIASP design has addressed gender issues both in its proposed sector policy and institutional reform areas and in subproject planning, monitoring, and implementation.

During the CMIASP loan design in 2003, ADB’s policy dialogue with the government under the ongoing Irrigation Management Transfer Project in Nepal contributed to revising the national irrigation policy to increase women’s representation from 20% to 33% in the registered WUAs.³ The CMIASP Policy and Institutional Reforms Implementation Matrix also stated that the national irrigation policy would be further revised during periodic policy reviews about every 5 years and it would include social equity and gender perspectives based on the CMIASP experience.

Moreover, a pilot demonstration activity undertaken during the design phase showed positive impacts of innovative nonconventional micro-irrigation systems on women and poverty reduction, which were then included in the approved project design. To mainstream gender concerns comprehensively in the design

---


³ For further information, see www.adb.org/Gender/aip-nep-2003.pdf
phase, a component-wise gender action plan (GAP) was prepared and covenanted with the main features, targets, and activities included in the project’s design and monitoring framework (DMF) as follows:

1. Participatory irrigated agriculture development for FMIS:
   - 210 FMIS will have at least 33% membership of women in line with the DOI’s amended irrigation policy.
   - Each field channel group will have at least 35% women farmers to receive irrigated agricultural extension in line with the Ministry of Agriculture and Cooperatives (MOAC) policy on women’s representation. From each group, two leaders, a male and a female, will be selected for training to serve as local extension agents.
   - In agriculture development and livelihood enhancement, at least 35% of female-headed households will have access to nonconventional irrigation systems, such as sprinkler and drip irrigation based on water harvesting, to increase production on small plots of land with very small investment.
   - Microcredit facilities will be made available to women through nongovernment organizations (NGOs) with access to the Rural Microfinance Development Center.

2. Policy dialogue, institutional strengthening, and project management:
   - To facilitate the development of a gender policy within the DOI, two regional workshops and one national workshop will be conducted in conjunction with the Ministry of Women, Children and Social Welfare (MWCSW), MOAC, the National Planning Commission, and the National Women’s Commission.
   - A local gender and poverty specialist will be hired to strengthen DOI institutional capacity.
   - Gender specialists will be hired by NGOs/firms to work closely with the women development officers of the MWCSW and the district development committees’ (DDC) gender focal points to support gender mainstreaming activities at the district level.\(^4\)
   - Gender training will be provided to all stakeholders, including the DOI, DOA, DDC, all WUA members, and NGOs and/or firms.
   - Gender roles in irrigation and agriculture activities will be analyzed in district level baseline surveys to inform subproject planning, implementation, and monitoring and evaluation.
   - All project data will be disaggregated by sex, caste, and ethnicity.
   - Partner NGOs will have at least 50% women field staff.
   - The project will recruit at least 50% female community organizers to improve outreach and benefits to women farmers.

---

\(^4\) At the time of CMIASP design, there were gender focal points (GFPs) appointed in DDCs in 60 districts which over time could not be sustained. CMIASP has a separate fund flow and IAs at the local level, so it does not work with DDCs as originally envisioned.
What is the project’s progress and results in addressing gender disparities?

Due to the delayed preparation of subprojects, an overly ambitious GAP, budget constraints, and weak institutional capacity at the local level (irrigation development divisions [IDDs] and subdivisions [IDSDs]) to implement social development activities without the support of the gender focal points in DDCs as originally envisioned, the project GAP had to be revised during implementation.

Under the agriculture development and livelihood enhancement component, providing women access to non-conventional irrigation systems and micro-credit through NGOs had to be dropped due to budget constraints. Under policy dialogue, instead of developing a gender policy for DOI through national and regional workshops, the CMIAASP midterm review recommended to take advantage of the periodic revision of the National Irrigation Policy and DOI agreed to include a review from a gender equality and social inclusion (GESI) perspective.

With these GAP revisions, CMIAASP’s achievements related to its gender and social inclusion objectives by mid-2010 have been in the following areas:

- A project gender specialist was hired for the central project management office (CPMO) for 8 months in the initial phase of project implementation and prepared GAPs for two subprojects in Parsa and Bara districts and piloted implementation.
- 86% of community organizers engaged so far are women. NGOs have provided initial training to these community organizers on beneficiary listing, identification of social groups, minute-taking, and farmer mobilization.
- NGOs have been fielded for each subproject. Each NGO has three field staff members with at least one female motivator.
- In the Central Region Irrigation Division (CRID), 14 WUAs were formed. In the Eastern Region Irrigation Division (ERID), 13 WUAs were formed. Women’s representation in each WUA committee ranges from 10%–30% and varies across districts.
- NGOs’ institutional strengthening manuals included gender mainstreaming activities based on project GAP and targets which are being implemented in approved subprojects.
- DOI is currently reviewing the National Irrigation Policy developed in 2003 as part of its periodic policy review process and has included a review from the GESI perspective with the assistance of a gender consultant for 1 month funded under CMIAASP.

What project features contribute to its gender equality performance?

The strength of this sector project lies in the gender-inclusive policy reform measures along with a comprehensive GAP with gender-related targets, indicators, and other inclusive features that were developed and incorporated in the project DMF during the design stage to produce positive gender outcomes. Implementation of the
project GAP and 33% representation of women in WUAs were included in the loan assurances and the project was classified with a gender equity theme.

While gender issues were comprehensively mainstreamed during the project design phase, GAP implementation has faced challenges due to weak technical capacity at the local level to implement social development activities and overall funding constraints with regard to project implementation priorities which have limited the provision of a long-term project gender specialist at CPMO and implementation of other GAP-related activities. Despite these setbacks, key features that are still expected to contribute to CMIASP’s gender equality performance include the following:

- **Women’s representation in the WUAs**: ensuring 33% women as beneficiaries of all project activities and as members in WUA executive committees; two women members in key positions for the social mobilization process; and leadership training for women’s participation in WUA activities;
- **Women’s increasing access to agricultural extension**: at least 50% women community organizers; 33% women farmers in each field channel group; and one woman among two leaders chosen from each channel group to be trained as a local extension agent;
- **Information on gender roles and priorities is included in baseline surveys of districts** to be considered in subproject planning, implementation, and monitoring;
- **Gender capacity development**: (i) gender awareness and analysis sessions included in all CMIASP training sessions; (ii) gender capacity development training for all project staff and partner NGOs/firms; and (iii) at least 50% women in skill and capacity development training and opportunities;
- **A project monitoring and evaluation system that collects and reports sex-, caste-, and ethnicity-disaggregated data** provides project accountability for results in these areas. Main GAP objectives and targets are included in the outcome and output indicators of the project DMF; and
- **Revision of national irrigation policy**: The CMIASP supports the revision of the National Irrigation Policy to better address gender and social inclusion issues based on the CMIASP experience and results.

How did these gender equality design features contribute to project progress?

Women are increasingly accepted by men as WUA members and in executive committees. There is increased sensitivity about the importance of women’s role in irrigation-related activities.

What else could we look at when monitoring results?

- Is the mandatory provision for women’s representation in WUAs sufficient for women’s effective participation? Analyze the importance of gender sensitization training for all WUA members as well as social mobilization and leadership training for women.
• Which areas of irrigation system operation and maintenance are more suitable for women’s participation and management considering their time, physical labor, and cultural constraints?
• Have poor households headed by women increased their income and food security with access to extension services?
• Has women’s participation in WUA membership and leadership been a catalyst for women’s empowerment and improved gender relations in rural communities?
Community-Based Water Supply and Sanitation Sector Project

From being a little girl to being a mother in Banskhor village of Kapilvastu, Gena Kohar’s life had been a constant struggle—walking long hours to fetch water every day, living in a house without a toilet, and drinking unsafe water leading to endless waterborne diseases—until a water supply and sanitation project helped change her life and the lives of other women like her in their village. Women like Gena and her friends have found more time to engage in activities such as making candles, which are being sold to boost the family income. ADB’s project in rural Nepal has shown what can be done when the local people and the government work hand in hand, and most importantly when women are involved in changing their own lives.

—excerpt from Binita Shah Khadka, ADB/Nepal Newsletter, March 2009

Context

Despite abundant water resources, access to water supply remains difficult with Nepal’s mountainous terrain especially for people living in remote rural areas. Many still rely on unsafe sources of water in shallow wells, ponds, and streams. The burden of lack of access to water is borne disproportionately by lowest-income groups and by women and girls as they spend long hours every day fetching water from distant sources. Women forgo opportunities for income generation while girls reduce school attendance. For people of lower castes such as dalits and other disadvantaged groups who are usually the poorest, water sometimes becomes unaffordable. As a part of its 10th National Development Plan (2002–2007), the Government of Nepal had emphasized the need to improve water supply, sanitation, and community health services as a means to reduce poverty and accelerate economic growth for the poor and disadvantaged groups. The Three-Year Interim Development Plan of the Government (2008–2010) also emphasizes water and sanitation services to be accessed by all.

Loan 2008-NEP: Community-Based Water Supply and Sanitation Sector Project was approved on 30 September 2003 for $24.0 million. The project became effective 1 April 2004 to be implemented until 2010.
Expected Outcome and Scope

The expected outcomes of the Community-Based Water Supply and Sanitation Sector Project (CBWSSP) in Nepal are (i) the expanded coverage of improved water supply and sanitation (WSS) facilities to underserved populations, especially to poor and remote areas; (ii) improved health and hygiene practices of the beneficiaries; (iii) reduced waterborne and sanitation-related diseases; and (iv) reduced time for water collection. The project uses a community-based, demand-driven approach to extend WSS facilities to about 1,200 communities in 21 districts in the conflict-affected areas of western Nepal through its rural WSS component. It also facilitates building the capacity of district and village development committees (DDCs and VDCs), and to strengthen decentralized decision making at the district level through its institutional strengthening component.

1. The Rural Component

a. **Community mobilization and capacity building for sustainability:** Project beneficiaries are organized into water user groups (WUGs) to develop their capacity to plan, construct, manage, operate, and maintain water supply schemes and sanitation facilities and ensure their sustainability after project completion.

b. **Construction of community water supply and sanitation facilities:** The project finances the construction and rehabilitation of water supply schemes by WUGs including gravity pipe systems, rainwater harvesting, piped systems with overhead tanks, and groundwater wells with hand pumps. The project also has a sanitation revolving fund to provide credit to the poor beneficiaries for the construction of individual family latrines. To ensure sustainability and active participation of the community, the WUG contributes at least 20% of the cost of the scheme with at least 1% in cash and the estimated cost of 1 year of operation and maintenance of the scheme in cash.

c. **Health and hygiene program:** To reduce the incidence of waterborne diseases, the project trains and supports DDCs and VDCs and community leaders in planning, monitoring, and evaluating sanitation and hygiene improvement programs including gender-sensitive hygiene awareness campaigns.

d. **Gender, caste, and ethnic minority program:** The project conducts training and awareness-raising programs to increase the active participation of disadvantaged groups and women in all project activities. As a condition for funding, the communities have to form water user and sanitation committees with at least a proportional representation of poor, castes, ethnic minority groups and with at least 50% women among their executive and general members.

2. The Institutional Strengthening Component

a. **Strengthening DDC capacity to provide rural water supply and sanitation (RWSS):** The project trains and gives technical support to participating DDCs to develop materials, training packages, and manuals focusing on community participation, operation and maintenance of RWSS, and on gender, caste, and ethnicity issues which are incorporated in the various training programs conducted at the district, village, and community levels.
b. **Supporting the decentralization policy and Department of Water Supply and Sewerage (DWSS):** The project provides technical assistance for developing and implementing a human resource strategy in line with the new roles and responsibilities of DWSS defined under the RWSS sector strategy.

### Framework for Gender, Caste, and Ethnicity Awareness and Empowerment

An ADB evaluation conducted under the Fourth Rural Water Supply and Sanitation Sector Project in Nepal in 2001 highlighted that lack of women’s participation in decision making in water user and sanitation committees (WUSCs) seemed to have had an adverse impact on planning, resource utilization, and tariff collection. During the evaluation survey, women questioned the lack of transparency of system costs and illegal extensions using private pipelines by WUSC chairpersons.

Subsequent surveys conducted during the project preparatory technical assistance confirmed that without targeted interventions, women and poor men were often excluded from participation in decision making related to project planning and resource allocation for RWSS in Nepal. Empowering women and socially excluded groups such as dalits to participate in decision making about improved RWSS resources, and have equal access to water, sanitation, and other project benefits like training and employment were, therefore, considered critically important to address in the CBWSSP through intensive social mobilization efforts and gender-sensitive processes. The project was classified as a core poverty intervention loan with human development and gender and development themes.

### Gender, Caste, and Ethnic Inclusive Design: GCE Strategy and Implementation Plan

One key objective of the CBWSSP is “to increase the participation of disadvantaged castes, ethnic minority groups, and women” so that not only they can benefit from new opportunities but also feel a sense of ownership of the project.

During the design phase, a gender, caste, and ethnicity (GCE) awareness and empowerment strategy was developed to (i) ensure capacity building to promote women’s and disadvantaged caste and ethnic group’s involvement in WSS decision making at central, district, and community levels; and (ii) set targets for women’s and disadvantaged group’s participation and access to subproject benefits. This strategy has promoted inclusion of the disadvantaged caste and ethnic minority groups for the first time in a rural water supply project in Nepal to address the issue of exclusion in a broader context. Diversity among women in their caste and ethnic identities including the locations they belong has been considered by the project.

In 2006, a GCE implementation plan was developed to revise outputs and performance indicators which were then incorporated into the project’s design and monitoring framework (DMF) for regular progress reporting and evaluation. The GCE strategy is reflected in the DMF outcome indicators: 20% time reduction in collecting water; output indicators: caste and ethnic minority groups receive improved WSS services and are represented in WUSC with 50% WUSC members.
women; and input indicators: 0.04% budget allocation for the GCE program and project-based gender and social development specialists hired at central and regional levels.

<table>
<thead>
<tr>
<th>GCE Implementation Plan</th>
<th>Results Achieved by Mid-2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Community Mobilization and Capacity Building for Sustainability</td>
<td>22,748 users (53% female, 47% male including about 18% dalits, 15% ethnic minority groups and 67% other castes) including WUSC members, local community-based organizations (CBOs) and beneficiaries were provided orientation on the participation of GCE in CBWSSP in 20 districts.</td>
</tr>
<tr>
<td>• Disadvantaged caste and ethnic groups received orientation on participation</td>
<td>• CBWSSP has ensured equal representation of men and women from all GCE groups in WUSCs, in decision-making processes about site selection and construction of facilities and access to structures like water taps and tanks.</td>
</tr>
<tr>
<td>• Poor women and disadvantaged groups linked with income generating activities</td>
<td>• 15,031 participants attended water users group meetings on construction and site selection (61% male and 39% female).</td>
</tr>
<tr>
<td>• Nonformal education conducted for women by NGOs</td>
<td>• 106 VMWs have been trained (56% male and 44% female). Two VMWs (1 male/ 1 female) were recruited and trained in each subproject; however, women were hesitant to do their job as it required them to use heavy machinery to fix water supply systems. Also, a sense of insecurity discourages women to travel to forests and isolated places where the water systems are generally located.</td>
</tr>
<tr>
<td>• Training on GCE approach to staff of DWSS, DDC, and NGOs</td>
<td>• 570 users were trained as sanitation masons (58% male and 42% female). Social norms and taboos for females have restricted females to be equally involved in constructing and repairing toilets.</td>
</tr>
<tr>
<td>• GCE awareness and participation training for WUSCs conducted by NGOs</td>
<td>• 1,354 women were trained as FCHVs to work at the ward level.</td>
</tr>
</tbody>
</table>

2. Construction of Community WSS Facilities  
• GCE group participated in site selection and construction of structure, and collected upfront cash contribution  
• 30% of participants in group meetings are women, and proportionately from disadvantaged groups  
• Sanitation subsidies provided to the 10% poorest households  
• Two Village Maintenance Workers (VMW—male and female) as paid workers selected and trained in each subproject  
• CBWSSP has ensured equal representation of men and women from all GCE groups in WUSCs, in decision-making processes about site selection and construction of facilities and access to structures like water taps and tanks.  
• 15,031 participants attended water users group meetings on construction and site selection (61% male and 39% female).  
• 106 VMWs have been trained (56% male and 44% female). Two VMWs (1 male/ 1 female) were recruited and trained in each subproject; however, women were hesitant to do their job as it required them to use heavy machinery to fix water supply systems. Also, a sense of insecurity discourages women to travel to forests and isolated places where the water systems are generally located.  
• 570 users were trained as sanitation masons (58% male and 42% female). Social norms and taboos for females have restricted females to be equally involved in constructing and repairing toilets.  
• 1,354 women were trained as FCHVs to work at the ward level.  

3. Health and Hygiene Program  
• Two sanitation masons (man and woman) in each subproject trained  
• Female community health volunteers (FCHV) trained on health and sanitation  
• FCHV to provide orientation on health and sanitation in each literacy class twice a month  
• Training on health and sanitation for WUSC ensuring 50% participation of women  
• 2,375 WUSC members and water users (51% male and 49% female) were provided information and training on sanitation approaches of CBWSSP including the subsidies, sanitation revolving fund, and behavior change communication program.  
• 570 users were trained as sanitation masons (58% male and 42% female). Social norms and taboos for females have restricted females to be equally involved in constructing and repairing toilets.  
• 1,354 women were trained as FCHVs to work at the ward level.
### GCE Implementation Plan versus Results Achieved by Mid-2009

<table>
<thead>
<tr>
<th>GCE Implementation Plan</th>
<th>Results Achieved by Mid-2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Gender, Caste, and Ethnicity Minority Program</td>
<td>662 WUSCs have been formed in 20 districts with 5,987 members. Out of these, 51% are female and 49% male. The female group comprised 12%, 8%, and 31% users and the male group had a total of 6%, 7%, and 36% users from dalits, ethnic minority groups, and other castes, respectively.</td>
</tr>
<tr>
<td>- 50% women in executive and as general members in WUSCs with proportional representation of all castes and ethnic minority groups</td>
<td></td>
</tr>
<tr>
<td>- Gender awareness training for WUSC members, women's groups, and other community groups linking with project activities</td>
<td></td>
</tr>
<tr>
<td>5. Strengthening DDC Capacity to Provide Water Supply and Sanitation</td>
<td>GCE programs are being monitored through the implementation of gender and social inclusion implementation plan.</td>
</tr>
<tr>
<td>- DDC/CWSSUO implemented and monitored GCE programs in 21 districts</td>
<td>607 participants from DDC/CBWSSUO, DWSS, and NGO staff attended GCE orientation (88% male and 12% female).</td>
</tr>
<tr>
<td>- PMUO organized gender sensitivity training for at least 50% staff of DDCs and CWSSUO</td>
<td>DDC/CWSSUO maintains a project monitoring database on beneficiaries disaggregated by GCE criteria. The project reports on progress of GCE participation in its regular trimester progress report.</td>
</tr>
<tr>
<td>- 21 DDC/CWSSUO maintained a database on beneficiary population and project progress indicators disaggregated by gender, ethnicity, and caste</td>
<td></td>
</tr>
</tbody>
</table>

### Project Results to Date

Information gathered through regular project review missions and reports coming from the field suggest that changes on the ground are happening as a result of participation of GCE groups in CBWSSP. Examples of such changes are as follows:

- Increased women’s voice and consideration of their needs and priorities;
- Increased input from both women and men on decisions connected with site selection for construction of structures as well as the decisions which are taken in day-to-day household matters;
- Sensitization of water users to the changes of gender roles through orientations and trainings;
- Increased women’s leadership particularly within WUSCs where both men and women are encouraged to choose their representatives;
- Increased women’s empowerment with regard to decision-making processes within WUSC. Women believed that their individual roles and responsibilities have not only boosted their self-confidence but also empowered them to contribute effectively in making decisions during meetings.
- Increased number of women as WUSC chairpersons who have been successfully leading the groups toward project implementation has increased.
acceptance from the men to have women leaders even from the disadvantaged communities.

- Users of Niglihawa subproject in Kapilvastu, Panderakhola, Khamerapani subproject in Pyuthan and Smialtola subproject in Bajhang district have started growing vegetables in their kitchen gardens using water from completed water supply subprojects. Now the consumption of fresh vegetables has increased.

- Employment opportunities for sanitation masons and village maintenance workers for rendering their services. The equal opportunity provided by the project for women and men to receive training for sanitation mason and maintenance workers has encouraged women to come forward in these kinds of nontraditional professions.

- Tulsa Giri, a sanitation mason who is also the secretary of the Water Users Sanitation Committee in Niglihawa, Kapilvastu, has received a 10-day training. After the training, she grew in confidence and later engaged in construction of household toilets. When asked about the benefits of becoming a sanitation mason, she replies that the project has provided her with the skill to earn a living and deposit savings in a bank account.

- 10% of the poorest beneficiaries, as identified by the socioeconomic profile have benefited through wages in terms of cash for contributing their labor and have also received facilities of toilets that are constructed under sanitation subsidies and the sanitation revolving fund.
About the Asian Development Bank

ADB's vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries substantially reduce poverty and improve the quality of life of their people. Despite the region’s many successes, it remains home to two-thirds of the world’s poor: 1.8 billion people who live on less than $2 a day, with 903 million struggling on less than $1.25 a day. ADB is committed to reducing poverty through inclusive economic growth, environmentally sustainable growth, and regional integration.

Based in Manila, ADB is owned by 67 members, including 48 from the region. Its main instruments for helping its developing member countries are policy dialogue, loans, equity investments, guarantees, grants, and technical assistance.