

**Canada Nepal Gender in Organizations
(CNGO) Project**

OUTCOMES MAPPING

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Barbara Duffield and Kanchan Verma Lama

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List of Abbreviations and Acronyms

AIN	Association of International NGOs
ADDCN	Association of District Development Committees Nepal
CBI Fund	Community Based Initiatives Fund
CDO	Chief District Officer
CNGO	Canada -Nepal Gender in Organizations Project
DDA	District Development Advisor (UNDP)
DDC	District Development Committee
DPP	District Partnership Program
DWD	Department of Women's Development (Kathmandu)
GEC	Gender Equality/Equity Committee
GO	Government Organization
GRO	Gender Resource Organization
HMGN	His Majesty's Government of Nepal
INGO	International Non Governmental Organization
LA	Line Agency (district based Ministry)
LDO	Local Development Officer
LFA	Logical Framework Analysis
MLD	Ministry of Local Development
MWCSW	Ministry of Women, Children and Social Welfare
NGO	Non Governmental Organization
NGOFN	NGO Federation of Nepal
NGOC	NGO Coordinator (staff of CNGO)
NPC	National Planning Commission
OD	Organizational Development
PIF	PNGO Initiative Fund
PNGO	Participating Non Governmental Organization
PPNGO	Partners of Participating Non Governmental Organization
SBAN	Sam Bikash Abhiyan Nepal
SWC	Social Welfare Council
VDC	Village Development Committee
WDO	Women's Development Officer or Office
WDS	Women's Development Section (district office of DWD)

PNGOs

EDC	Equality Development Centre
EDS	Environment Development Society
JJA	People's Awareness Raising Campaign (Jan Chetna Jagaran Abhiyan)
MDS	Multipurpose Development Society
RCDSC	Rural Community Development Service Council
RWUA	Association for Rural Women Upliftment
SG	Seto Gurans Child Development Service
VCDC	Village Community Development Center
WAM	Women Association for Marginalized Women
WCDC	Women Cultural Development Centre
WDS	Women Deliverance Society

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Section I: Executive Summary

1. Introduction

Canada Nepal Gender in Organizations project (CNGO)¹ supports NGO capacity building and district linkage strengthening for gender equality and good governance. The project was aimed at strengthening the capacity of twelve participating NGOs (PNGOs) in six districts – Bara, Sarlahi and Mahottari in the central terai and Surkhet, Dadeldhura and Doti in the mid and far west regions – to serve as **Gender Resource Organizations** (GROs) for their respective district. These PNGOs are to contribute to gender sensitive development by providing technical services, training, advice and leadership for gender equality, as well as implementing gender integrated programs with communities, local government and other NGOs.

CNGO also implemented programs to improve the district enabling environment for gender change and NGO collaboration. CNGO facilitated collaborative relations among NGOs and local government with the formation of a District Development Committee (DDC) committee to provide a platform for coordination and collaboration. A coordinating and monitoring committee to support gender equality was established also in several of the CNGO working districts (Gender Equality Committee – GEC). Other civil society initiatives were designed to nurture a supportive environment for NGOs and like-minded organizations advocating for gender equality.

Several initiatives at the central level supported and linked with the district work:

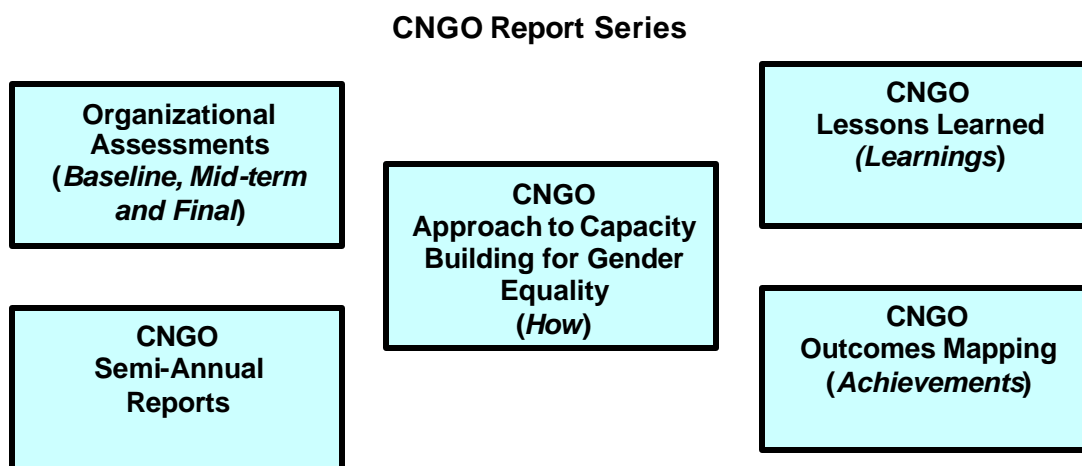
- an NGO database, operated by the Social Welfare Council, (SWC - CNGO's bilateral partner) to provide yearly data on NGO programs for policy and program analysis, with a multi-stakeholder management committee,
- a consultation process leading to a new draft NGO Act (also known as Social Development Act),
- a committee including His Majesty's Government (HMG) Ministries to advise and liaise on the DDC-NGO committees and Gender Equality Committees at district level, and
- strategic planning support to the SWC.

Central level management committees guided and advised on these activities.

CNGO is almost complete, and the project management team decided to analyze the outcomes / changes resulting from the project inputs to assess impact and make recommendations for other gender equality and NGO capacity building projects. Two senior consultants worked with the CNGO management team to design a participatory process that engaged members of the PNGOs in a deep reflection of their changes, and the changes in the district environment. The PNGOs evaluated each other, thus they strengthened their own evaluation skills as well as contributed their insight to the process.

This “Outcomes Mapping” report complements “CNGO Lessons Learned”, which documents key reflections from the project. In addition, the “CNGO Approach to Capacity Building for Gender Equality” summarizes how the project was implemented. Thus the “Outcomes Mapping” reports what was *achieved*, the “Lessons Learned” conveys what was *learned* and the “Approach” documents *how* it was done. These reports are supported by the Organizational Assessments completed for each PNGO, and the Semi-Annual Reports which regularly documented the project outputs and outcomes according to the Results Based Management framework.

¹Funded by the Canadian International Development Agency and implemented by Salasan, a division of Geospatial International, over a five year period, 1999-2005.



2. Major Outcomes

According to the baseline organization assessments and early documentation on the PNGOs, the PNGOs lacked capacity in many areas including internalization of gender concepts. As a result of CNGO, they experienced major changes in gender equality internalization and organization capacity. Thus CNGO has achieved solid results with ten of the twelve PNGOs. Major outcomes as identified in the Outcome Mapping work are summarized as:

PNGOs:

- A majority of women PNGO respondents now feel empowered at control level in their PNGO
- Men create space for women in all (mixed) PNGOs in a conscious strategy; although not all efforts are successful, it is a major adjustment for men
- Women built their skills to demand their right to actively participate in decision-making
- PNGOs know how to address strategic gender interests, although they need to be more proactive
- The majority of PNGOs are now vision-led organizations
- Linkages are now aimed at promoting gender equality as well as other issues; PNGOs continue to scan and make new linkages as opportunities arise that extend their influence
- All PNGOs have become well known among key stakeholders for their gender expertise; some have excellent reputations while others have less profile
- A majority of PNGOs now plan to continue as GROs, and all but one are expected to sustain a strong gender focus; GRO strategic plans are not currently sufficiently well developed

Community Based Initiatives Fund #2

- Increased women's/girls access and control of development benefits in these projects
- Introduced or reinforced gender equality concepts at community level

Community Based Initiatives Fund #1

- Partner PNGOs (PPNGOs) committed to work with PNGOs on gender equality
- Women are now encouraged to participate in the PPNGO

Gender Allies

- Women benefited from advocacy in violence cases by gender allies – domestic violence and witchcraft accusations, chhaupadī, dowry, early marriage for example
- Gender allies built relationships among stakeholders with a focus on gender equality

² Chhaupadi is the practice of secluding menstruating women in animal sheds

NGO Associations

- NGO associations mobilized from dormancy in several districts and tensions reduced among competing association in other districts

Gender Equality Committee (GEC)

- GECs contributed to supportive gender equality environment
- Gender Toolkit completed by Ministry of Women, Children and Social Welfare (MWCSW); to be distributed to all Women Development Officers (WDOs) for implementation in all districts

DDC-NGO Committee

- Relationships built that resulted in some districts providing funds for NGOs to deliver programs
- PNGOs especially benefited from closer relationships with DDC and opportunities to access funds, participate on committees and promote a gender equality message
- Guidelines for DDC-NGO collaboration based on the CNGO model were completed by Ministry of Local Development (MLD) and are in final approval process, to be followed by dissemination to all Local development officers (LDOs)

Community Based Initiatives Fund #3

- Government staff appreciated PNGO capacity and skills in gender to contribute to government mandates, and asked for more training and coaching support from PNGOs
- Extension workers in Line Agencies (LA) improved ability to integrate gender equality into their programs

3. Key Findings**Findings on gender projects:**

1. To repeat a well known fact, gender equality takes many years – generations – to see change. More debate is on how donors can assist to promote that change. HMG/Nepal advocates gender as a cross-cutting theme rather than gender focused projects. In the consultant's view, this is ill-advised; perhaps when gender equality has progressed further, sustaining the change can be achieved by cross-cutting projects. Nepal is not yet at that stage. Projects are still needed that specifically promote women's rights and challenge the power relationships that result in gender inequality.
2. Many more men and women are able to conceptualize and articulate gender theory yet talk is as far as they go. Many women who were interviewed commented that men can easily talk about gender concepts now but still they are unwilling to change their attitudes and behaviour sufficiently to bring women to an equal status.
3. Even if gender equality is practiced within the PNGO (and this varies among the PNGOs), once outside their office doorstep, the gender divide in Nepalese society privileges men: their concerns, time and access to development benefits. The women members of the PNGOs still perform most household and family duties, so that there is less time for organizational focus.
4. When women can bring economic relief (group savings and access to easy loans) to families they are regarded as capable and important. But changing the existing harmful social norms and values that affect negatively on girl's and women's development takes a longer time and a focused gender approach.

Findings on NGO capacity building for gender equality

1. Leadership within the PNGOs is both a success factor and a cause of the failure of some PNGOs to mature. Where the leaders were able to share power and their organizational vision, the PNGO has become strong. Where the leadership refused to change or was not able to accommodate the changing interests in the organization, the PNGO was less successful (and in one case resulted in CNGO not continuing the partnership).
2. Respecting the autonomy of the PNGO and their ownership of capacity building sometimes conflicted with CNGO expectations of PNGOs to internalize and practice gender equality and democratic, transparent practices. Sometimes respecting autonomy meant that CNGO compromised on its results for gender equality. CNGO could have requested PNGOs to only target socially excluded groups for the CBI Fund, for example, or include more women on their executive committees, rather than leave these decisions to the PNGOs.
3. All of the PNGO members interviewed confirmed that the CNGO model to build capacity in local organizations for gender advocacy was a good strategy. Once they have internalized gender concepts, they are able to influence the community and local government more effectively than outsiders. They are able to constantly engage with people and build relationships from a sound base of knowledge .
4. While CNGO advised PNGOs to design CBI Fund projects that were small and with modest objectives, inevitably expectations were raised and requests made to continue support. The PPNGOs in particular needed more time to internalize the gender integrated capacity building.
5. Success among the mixed PNGOs resulted from women taking their space, and a willingness to risk conflict to demand their rights. Affirmative action is needed to strengthen women to stand up to their male colleagues and the societal pressures that pull them back down. CNGO took such measures, yet even more effort was probably needed.
6. Women PNGOs are a success story. They were more marginalized at baseline than the mixed PNGOs, and faced social pressure belittling their boldness in forming an NGO. Now they are the stronger gender advocates. Yet they may face more challenges in sustaining their organization as GROs since donors are less responsive to them. There is a preference from donors for staff NGOs or for politically affiliated NGOs. Men have easier access to politicians (VDCs) to access development budgets. Thus women PNGOs have both less time available and less access to resources compared with men.
7. Women organizations felt that they were not taken seriously before CNGO both increased their personal and organizational capacity, and gave them a profile by having a donor partner. Women who participate in PNGOs make a personal sacrifice to participate.
8. PNGOs were supported to work through and with other organizations to influence society for gender equality. They have done good work. To continue this focus, they need financial support and institutional encouragement to build gender capacity among other organizations and to advocate for gender inclusion.
9. PNGOs that showed stronger results in women's empowerment and gender equality in the organization and strategic linkages were able to influence the district environment more effectively. All these capacities are needed.
10. PNGOs that scored high in empowerment also scored high on commitment to their work. They directly assisted women victims as well as linked with government to bring justice to the abuse case.

Findings at district level

1. The period when district level structures such as the DDC-NGO committee and Gender Equality Committee were to institutionalize and demonstrate their value was during the time of increasing conflict and the absence of local bodies³. CNGO continued the work, deciding that it was better to keep a presence and implement activities than cease all work. With hindsight, these factors were sufficient to severely constrain opportunities for local government capacity building. Thus the intended outcomes were not fully realized at district level, although some positive outcomes were achieved and continued. The responsibility now lies with the central Ministries that have taken up the model.
2. A donor project partner gave weight (status) to the PNGOs, and helped opened doors for them to local government. With CNGO's emphasis on linkage building, the PNGOs are able to influence local government.
3. The consultants conducted a short period of comparative field work in a non-CNGO district (Dhanusha). They observed that a project with a focus on gender equality that works for change through NGOs to influence other district stakeholders (local government, LA, NGOs, communities) can make a solid contribution to gender equality results. Districts without such a focus by key NGOs – even with projects having a gender cross-cutting component – lack coordination and linkages among the district stakeholders, thereby minimizing opportunities for advocacy for gender change.

4. Conclusion

The significant CNGO project outcome achieved over the five year project period was the strengthened capacity of eleven gender-responsive NGOs⁴ and a shift toward gender equality and collaborative DDC-NGO relations in the district environment in the six selected districts. CNGO's intervention spread to the far western region, mid-western region and central region, establishing entry points for scaling up the approach in the three different regions of the country.

The Outcome Mapping consultants concluded that the key CNGO Outcome was achieved:

NGO participants that effectively plan and implement gender-responsive development initiatives and that competently provide technical services to community-based organizations and user groups in a gender-responsive manner.

Through the capacity building program, the PNGOs developed the qualities necessary to be GROs in their respective districts. The PNGOs are successfully established as:

- Gender mainstreamed organizations
- Gender trainers and advisors, and
- Gender advocates.

Among the eleven PNGOs, WAM, WDS, and WCDC are especially strong gender advocates. They are strongly committed to the cause of gender equality as the utmost factor for sustainable development and have made it their organizational priority. JJA stands very clear on its gender advocacy, and influencing the district environment with its gender mission. VCDC, RCDSC and EDS are now well known for their professionalism on community

³The DDC politicians' term expired in July 2002 and elections were not held. Formation of the DDC-NGO Committees occurred early in the project while DDC was still in place. The GECs were formed after DDC's dissolution.

⁴The partnership was not renewed with one of the twelve selected PNGOs after three years.

development, dalit's rights issues and cooperative development respectively while being especially trusted for their skills on gender training. RWUA has taken gender equality as one among the priority issues for organizational intervention, while also accommodating several other donors' programs that focus on the interests of a wider community. This will create new opportunities. EDC has a strong image as an advocate for dalits' rights, and is committed to the movement for dalit women's human rights as a complementary priority. SG has the potential to re-emerge as an organization with strong women leadership, but needs to think through their analysis on gender relations and how to address strategic issues while resolving their internal leadership. MPDS has links with various donors and non-government organizations in the district for development projects but could not maintain its focus on gender advocacy, although the gender trainers of MPDS are trusted by others.

Thus all PNGOs, with one exception, are GROs with excellent capacity - skills, knowledge, and organizational resources and systems. They have yet more potential to grow and deliver on the agreement that they made when signing the CNGO-PNGO Partnership Agreement in the year 2000.

The CBI Fund was a valuable contribution to the PNGO capacity building. They practiced skills, learned by doing, acquired resources (previously CNGO did not pay salaries, for example) and had an impact in their work. PNGOs enhanced their reputations and district stakeholders recognized their work. The CBI Fund also contributed to district results and demonstrated the demand for gender equality projects.

The factors that made the difference are:

- Retaining women's NGOs as places where women can build their confidence and reputation,
- NGOs where women cared enough to face conflict within the organization to make changes. Conflict is seen as a way forward rather than something to be avoided,
- Men with the courage to go beyond what their cultural norms prescribe – and willing to face some social ridicule from friends and community.

The Outcome Mapping team also concluded that CNGO's capacity building program activated an encouraging environment at district for taking up gender strategic issues among all sectors including local government. The district government responsibility for creating space and accountability for gender mainstreaming is however not functioning at the expected level of commitment. This happened in part due to the continuous transfer of government officials and the absence of local government bodies. Ownership for advancing this process among the two PNGOs in each district has yet to take an organized and systematic pattern.

Ownership of the CNGO pilot district committee initiatives has been taken up at the central level. Both the Ministry of Local Development and Ministry for Women, Children and Social Welfare are committed to institutionalizing the guidelines developed in the CNGO working districts and facilitating the replication of these structures in all districts.

The major external constraints impacting on project outcomes are the ongoing conflict, the absence of local government bodies and political instability. Consequently, during implementation CNGO adapted its programming while adhering to the original project logical framework. Programs were delayed and consequently results have had less time to root. The additional year for implementation and coaching support to the PNGOs for the Community based Initiatives Fund contributed to sustaining the capacity building among the PNGOs. The project demonstrated that there are challenges yet also that a gender capacity building project can continue and achieve results in the current situation. And that these results are important contributions in addressing root causes of the conflict.

5. Recommendations

On gender capacity building during conflict:

- **Donors must ensure a long term commitment for NGO capacity building in gender equality for sustainable change at district/community.** Starting with capacity building of NGOs to be GROs and then working through them to build other NGO capacity replicates the model in a cost-effective manner. Especially now that the conflict constrains development projects, working through the PNGOs for replication and project delivery is an appropriate strategy. When NGO capacity is built, better results are achieved in the community level projects.
- **NGO capacity building needs to be complemented with positive changes in the enabling environment, with sufficient time and resources allocated for district programs.** CNGO worked at district level with committees and NGO associations, linking the program back to central level institutionalization. This process takes much effort and time to achieve results with the involvement of multiple stakeholders.

Next Phase Support for Gender Change

With this recommendation, the authors propose a way forward to support the PNGOs for at least another three to five years through a new phase of project implementation and strategic capacity strengthening support.

The proposed design is based on the concept of scaling up the CNGO model. There are now GROs in six districts, seven counting Kaski. They are the best resource for new projects and scaling up the gender change work. The purpose is to challenge gender inequality by empowering women and working with men: to work toward balanced gender relations by addressing strategic gender needs.

Some elements of a project design are:

1. Central level coordination: senior gender capacity building support and program direction; monitoring; disseminating the CNGO toolkit; serving as an “umbrella” for all the PNGOs
2. PNGOs refresher/upgrade capacity building on a semi-annual basis from central support unit
3. PNGOs supported to upgrade their own capacity (e.g. resources and facilities upgrade, funds for internal human resource capacity building)
4. PNGOs funded to design and deliver gender equality projects that address the root causes of conflict and/or respond to the results of the conflict, e.g. women’s role in peace building and mediation, widows and orphans relief support and empowerment, violence against women support, as determined by district needs assessment using participatory methods
5. PNGOs as district level “executing agencies” to plan and support small project implementation on gender equality through PPNGOs (from current PPNGO batch and selection of new ones by PNGOs)
6. PNGOs supported to continue to build gender integrated capacity of PPNGOs
7. PNGOs supported to train and coach selected Line Agency field staff/extension workers on gender integration in their sector – sectors such as agriculture and health (requires some PNGO capacity upgrade in sectors and depends on government ability to actually conduct field work)
8. PNGOs supported to continue their lead role as district GRO in advocacy – through gender allies networking, GECs and DDC/NGO collaboration and other advocacy methods
9. Each PNGO supported to select a neighbouring district to then build one or two NGOs to perform as GROs – replicating the concept in about a dozen districts

Some qualifying conditions are:

1. Long term time frame and commitment- at least 5 years
2. Responsive to change – “deliverables” are subject to annual review, and are adjusted as conditions permit, e.g. during cease-fire, project resources are mobilized at an accelerated pace; during times of tension and conflict escalation, project deliverables are minimized as necessary in order to keep district presence yet not endanger lives
3. Combination of small projects at community that address immediate needs with longer term capacity building projects that tackle women’s strategic interests
4. **Most importantly, this project concept must happen immediately – whether in some phased-in short term support with a longer term phase to follow or a fast/responsive project design, in order to both capture the benefits of the CNGO project and to respond to Nepal’s critical problems**

Section II: Outcomes Mapping

6. The CNGO Project

6.1. Capacity Building in CNGO

CNGO was designed as a capacity building project, with ***the vision of promoting good governance and the transition to greater equality between women and men.***

Capacity building as understood in CNGO :

- Capacity building is both the means or process of gaining capacity⁵, and a way to achieve an ends, in this case, good governance and gender equality.
- Capacity growth is an ongoing process that must be owned by the stakeholders.
- As capacity is gained, awareness of new and different capacities grows, and new capacities will be needed to strengthen the new knowledge.
- Capacity building also needs to be approached from a systems perspective; collaborative action is needed from different system stakeholders to strengthen and sustain capacity and capacity results.
- Capacity is the essential ingredient for sustainable development.
- Capacity is also needed when addressing root causes of the current conflict: unequal and inadequate development benefits. The empowerment of the poor and marginalized, most often women, is needed to be able to demand their rights and exercise their duties.

Since the time frame of the project was four years (later changed to five years) the capacity building results expected in CNGO at this time are primarily the means – the capacities (in Results Based Monitoring terminology, the outputs). The ends – development outcomes and longer term impact – are starting to materialize, and will become stronger if the capacity building has taken root. This is the path to sustainability envisioned in the project design.

The project straddles categorization as a “gender equality project” and also a “civil society/governance” project. Gender equality is thus more than a cross-cutting theme; it is a primary objective. Strengthening civil society is equally integral to the project stakeholders. Working synergistically toward gender equality and good governance provides the potential to transform social relations for better development results – for both women and men.

Because gender equality is a key project focus, the deep rooted norms that institutionalized women’s oppression and the unequal power relations between women and men formed the challenge to NGO capacity building and longer term societal change.

Building capacity of an NGO to deliver services is a first level of capacity. This is fairly standard and straight forward, although not necessarily easy to achieve. More complex is building the capacity of the NGO to contribute to changing society’s rules, institutions and standards of behaviour, its social capital, or how the society organizes itself. ⁶ CNGO was working at this level of deep change, transformation for gender equality.

Many NGOs and projects “deliver gender”, especially projects meeting practical needs such as income generating activities or drinking water schemes. Instead, CNGO planned to develop PNGOs (participating NGOs) that understood and internalized the deep change in

⁵ Capacities such as abilities, skills, understanding, values, attitudes, knowledge, and behaviour to enable the individuals and organizations to generate development benefits and achieve their objectives over time. From Peter Morgan, “An update on the performance monitoring of capacity development programs: What are we learning?” Paper, 1999

⁶ Peter Morgan, “An update on the performance monitoring of capacity development programs: What are we learning?” Paper, 1999

social institutions needed to overcome the ingrained oppression faced by women. However, given the current situation on gender relations in Nepal, even changing a willing PNGO to be gender mainstreamed, still requires that they function in a very gendered society – with socially constructed gender roles that privilege men and their needs, while regarding women as inferior, second class citizens. This presented ongoing challenges for the CNGO partners.

6.2. CNGO Design and Implementation

The project design was premised on research indicating a lack of gender expertise and capable NGOs in districts. The project's approach was to build gender capacity in the organization: individuals as gender experts and organizations that are gender mainstreamed. These district experts would be catalysts and advocates for gender equality beyond the time of CNGO support, and ensure the sustainability of project results. Through the NGOs, the project would realize benefits for community women and men, rather than CNGO itself working at the community level. In addition, their capacity as capable NGOs was to be enhanced. Strengthening their governance structures and organizational practices contributed to a stronger civil society.

PNGOs are the primary beneficiary of the project. Two NGOs were selected from each of the six working districts.⁷ They entered a partnership agreement with CNGO to serve as Gender Resource Organizations (GROs) for their district. These PNGOs agreed to contribute to gender sensitive development by providing technical services, training, advice and leadership for gender equality, as well as by implementing gender integrated programs with communities, local government, and other NGOs.⁸

The project inputs (described in more detail in annex1) began with building consensus on the need for individual and organizational change. Training and coaching on gender concepts then internalized the belief in and practice of gender equality at a personal and organizational level. Strengthening organizational systems and practices supported more capable, democratic and transparent PNGOs, with the capacity to design and deliver programs. Creating an attitude and skills to look outward and make relationships with other stakeholders to advance the work of gender equality required a significant change in mind set and capacity among PNGOs. Linkage building for gender equality was emphasized throughout the capacity building process with workshops and opportunities for collaboration. Stakeholders included the community, local government bodies, Line Agencies (LA), and international, national and district NGOs (I/NGOs), as well as other potential resource providers.

With two PNGOs based in district environments that ranged from hostile to indifferent towards gender equality and NGOs, CNGO designed interventions to promote an enabling district environment for gender equality and for NGOs. Although HMG policy endorses district development through NGOs, and policy statements encourage gender equality, at district level, these policies have not been proactively implemented. Therefore, CNGO facilitated the formation of a District Development Committee (DDC) level committee to foster collaboration among NGOs and DDC/LA officials. Gender equality was a cross-cutting theme for the committee. The PNGOs were actively involved on the committee; however the CNGO consultant and project staff (NGO coordinators – NGOC), were responsible for implementation and follow-up. Later in the project, a more gender focused approach was adopted to work at district level, and in two districts, a Gender Equity Committee (sometimes called Gender Equality in the districts - GEC) was piloted to provide a government level platform to coordinate and monitor gender programs. The central Ministries of Local Development (MLD) and for Women, Children and Social Welfare (MWCSW) were engaged in these processes to legitimize the committees and to pilot these structures for replication by the Ministries in other districts, if they proved successful. These committees formed the basis for government and NGO linkage building, and promoting trust and coordination among stakeholders.

⁷ Western cluster: Surkhet, Dadeldhura and Doti; Terai cluster: Bara, Sarlahi and Mahottari

⁸ One PNGO was not successful in achieving GRO results and the partnership was not renewed after three years.

Another dimension of district collaboration was also necessary; civil society has yet to form a collective voice with the ability to bring forward community needs and to build social capital. The PNGOs realized that working alone they could not sufficiently influence government and advocate for gender equality. With CNGO support, they formed gender allies, a network of NGOs, district officials and community members who could be a pressure group to raise awareness and resolve cases of gender abuse. In addition, CNGO and the PNGOs worked to strengthen the existing NGO associations in each district to foster cooperation and understanding of the effective role of associations as member driven coalitions that can advocate for social change.

Thus CNGO:

- built the local expertise for gender (viable PNGOs),
- fostered an environment where gender equality services / capacity was demanded by the community (impact due to PNGOs community work, gender allies), and
- facilitated linkages with local bodies, LA and donors to channel the gender expertise (access to decision-makers and program delivery resources through committees and networking).

Additional components of CNGO that are **not** included in this outcomes mapping report were implemented at central level with the Social Welfare Council (SWC) as the project bilateral partner. CNGO worked with the SWC and other stakeholders from Ministries and civil society to design and implement a database of I/NGOs. The PNGOs were helpful in sharing information and gathering forms from NGOs in their districts. CNGO also facilitated the consultation process leading to a draft NGO Act, and PNGOs participated in regional meetings. The process has stalled due to the political situation and the numerous changes in Member Secretary at SWC.

6.3. Community Based Initiatives Fund

As one of the final inputs to the PNGO capacity building process, CNGO provided funds (Community-based Initiatives Fund – CBI) for implementation of three projects per PNGO to practice / apply and institutionalize their new skills, and to increase their credibility and recognition as Gender Resource Organizations. A secondary purpose was to contribute to gender equality development within their district - with communities, with other NGOs and with local government.

Each PNGO designed – using PRA tools and consultation with the target beneficiaries – a small project, implemented the project and submitted final reports to CNGO. CNGO coached the PNGOs throughout the process. The first project, CBI #1, focused on gender integrated organizational capacity building of several local NGOs/CBOs, known in the project as “PPNGOs”⁹. On average, these small projects were completed within one year, and project budget averaged Rp. 500,000 (\$10,000 Cdn). The PNGOs benefited by developing skills in organizational capacity building to enable them to replicate CNGO and also establishing linkages with like-minded NGOs.

The second project, CBI #2, targeted community groups and addressed practical and strategic gender needs, such as women’s rights, literacy, income generating activities and provision of drinking water. The main activity was training, although some small infrastructure was included in some projects. These projects were implemented over the same one year period as CBI #1, beginning in fall 2002 and completed in fall 2003. Project budgets were about Rp. 500,000 also. PNGOs benefited by sharpening their skills in gender integrated project design and delivery that was responsive to community identified needs.

⁹Partners of PNGOs

The CBI #3 projects facilitated linkages with Line Agencies (LA) and local bodies (District Development Committee – DDC and Village Development Committee - VDC) staff, in the absence of district politicians. The PNGOs developed gender integrated training packages tailored to the needs of different agencies, such as District Agricultural Office, VDC secretaries and District Health Office. These projects were implemented over a six month period, from fall 2003 to spring 2004. Project budgets averaged Rp. 400,000. PNGOs deepened their training skills and strengthened linkages with local government, thereby gaining experience in interacting with government officers and a better understanding of government programs.

7. Purpose of Outcomes Mapping

7.1. Purpose

The overall purpose of the outcomes mapping was to assess:

- (1) the extent to which the project has achieved “Outcome 2” as given in the project logical framework analysis, and
- (2) the contribution of the Community Based Initiatives Fund (CBI) in achieving this outcome.

Outcome 2.0 is:

NGO participants that effectively plan and implement gender-responsive development initiatives, and that competently provide technical services to community-based organizations and user groups in a gender-responsive manner.

Therefore the key questions that framed the outcomes mapping were:

- How has the PNGO capacity changed so that the PNGO now performs as a (gender mainstreamed) GRO that is able to facilitate gender mainstreaming and gender-responsive development in their district? How has the CBI Fund in particular contributed to this change process?
- What results have been achieved with local government institutions, the NGO community and within the community, with respect to gender mainstreaming and gender-responsive development?

Since CNGO is a capacity building project, rather than a program delivery project, the changes are more directly attributable at the PNGO level. First, changes within the PNGOs needed to be mapped. Second, the final major capacity building intervention was the implementation of small projects. The mapping work therefore looked at the CBI project results to assess the success of the whole PNGO capacity building process: if there is an improvement in PNGO capacity, then the expectation is that CBI project results will be stronger. Thus individual and organizational change in PNGOs is expected to contribute to changing gender relations in their working area.

To deepen understanding whether the project “Outcome 2” has been achieved the outcomes mapping mandate requires looking at the changes in the district. It required moving beyond the PNGOs themselves to looking at what the PNGOs and other CNGO interventions have achieved in the district to promote good governance and gender mainstreaming. What is the track record of the PNGOs in implementing gender-responsive programs and providing technical services?

The “outcomes roadmap” (Annex 2) illustrates the relationship between the project components (inputs/processes) and the outputs (capacities) that have been documented in the regular CNGO semi-annual reports, to the level of outcomes in the district. These are the changes that contribute to and reflect gender responsive development and gender mainstreaming and result in benefits in the lives of community women and men, in community organizations and networks, and in local government. Is the district, due in some part to

CNGO, better able to address gender – is the enabling environment better? Four years (project implementation period) is an extremely short time for gender change to happen and be sustained. Is there enough momentum to carry it forward? Whose responsibility is it to follow through on these beginnings of gender change? Measuring or understanding change in the district is more difficult to capture than in the PNGOs, and many factors (plus and minus) contribute to the changes in addition to CNGO. Two major influences during project delivery were the Maoist conflict and the absence of local bodies. These are discussed in more detail in the Project Context Challenges Section.

This entire analysis leads to the final purpose of the outcomes mapping: What can be learned for new project design? The Section on Recommendations outlines findings to support future work.

7.2. Outcome Mapping Users

The primary user of the outcomes mapping is CNGO for project reporting purposes to CIDA and HMGN. It will help CNGO clarify whether and how the project met its output and outcome level targets, and contributed to gender mainstreaming and good governance. Therefore this is an internal assessment of what was achieved, based on the project Management Plan, in the current context.

District stakeholders are also users – they participated in the project delivery, and in this outcome mapping mission. The CNGO inputs can only be sustained if there is benefit for them. The opportunity to meet with district stakeholders and reflect on the project led to discussions on the way forward in the current context.

Active and capable GROs are ready to continue their gender equality work, and needs were expressed from other stakeholders in the district. The issue is how to maintain / sustain this momentum. The GROs are motivated, yet they need incentives. In addition, the question is how to further gender equality in other districts. Potential users of this outcomes mapping therefore are donors as resource providers.

Equally important users are the PNGOs. They indicated they felt weak in evaluation skills, so their participation in the process enabled them to practice participatory evaluation; to learn-by-doing. This is one additional capacity building input with the PNGOs, and involving them gives ownership of the results. The process of looking deeply into their own results as PNGOs shows how far they have come, and how far they have to go in a self-reflection process. A challenge is for them to transparently and honestly assess their own results; so they begin to see any evaluation process as an opportunity “to improve” rather than “to prove”. It is also an opportunity for the participants to capture what the experience of CNGO supported capacity building has meant. Capacity building is a big change, yet challenging gender inequality is an even greater challenge. Therefore in their capacity as a GRO that strives for impact and sustainability, the evaluation process and learnings provide useful feedback and new skills. In addition, it is expected that the experience will lead to refreshed motivation in their work, stronger linkages with other PNGOs, and new strategies, methods and program activities for themselves.

8. Methodology

8.1. Introduction

The focus of the outcome mapping is on the changes within the PNGOs and the impacts at the community, other NGOs in the district (civil society), and local government. The methodologies and tools were designed to be participatory, to enable learning, and to increase transparency and sharing.

8.2. Team Members

The entire mapping team are “insiders” to the CNGO project (see team names in Annex 3), therefore measures were designed to triangulate and validate the data. Each member brings a bias or perspective. Yet insiders also are the quickest to zero in on weaknesses and vulnerable places, to know the project history and dig for both successes and failures, and thus to know what was intended as well as what happened. The reason for an insider team therefore is to jointly assess each other - the PNGOs - and the project results so that the results are owned by the project stakeholders.

PNGO team members were among the strongest and most capable from their organization. Their participation on the evaluation team took them away from participating in their own PNGO evaluation. Thus, for example, empowerment scores bear some limitation due to the absence of the most empowered PNGO members in the focus groups.

All members of the team were committed to make the process fair and objective.

8.3. Process and Schedule

The mission was jointly designed by the consultants, the CNGO project manager and the CNGO director. The design phase commenced in March 2004 and the final report was submitted to CNGO at the end of September. (see annex 4 for details)

8.4. Methods and Tools

A variety of methods were employed: semi-structured interviews, focus groups, PRA tools, and review of secondary data from the PNGOs and CNGO. The Canadian consultant conducted semi-structured interviews with key stakeholders from the PNGOs and district, individually and in small focus groups. The Nepali consultant and PNGO team collected data with PNGOs and CBI Fund beneficiaries. Both authors reviewed project documents for further details and validation. The following sections provide a broad outline of the process and tools, and further details are included in annex 5.

8.4.1. Role of Canadian Consultant

The interviews conducted by the Canadian consultant enabled an in-depth reflection with key members of each PNGO to complement and supplement the tools used with the PNGOs and beneficiaries. The PNGO members who were personally interviewed answered questions on the changes in themselves and the organization, gender equality in the organization, adoption of learning organization characteristics, and sustainability as a GRO. Semi-structured interviews were also used with the in-charge for the CBI#3 projects to assess the usefulness of the projects and the quality of the linkage; and with the Local Development Officer (LDO) and Woman Development Officer (WDO) as key district stakeholders that interacted with CNGO and the PNGOs. Either individual interviews or focus groups were held with some of the gender allies¹⁰, GEC, NGO associations, and DDC-NGO committee members to assess the changes that occurred in the district due to these programs, and to validate data on the PNGOs. The questionnaire guideline is included in annex 5.

8.4.2. Role of Nepali Consultant and PNGO Team

The Nepali consultant led the PNGO teams and provided great depth of experience on NGOs and gender change. Two senior members (F/M or F/F) were selected by CNGO from each PNGO for the team. Each PNGO team member participated in the orientation and planning workshop to design the tools and practice their use. Each person then conducted the evaluation in their own district with the other PNGO in their district (not their own PNGO), and also in one other district in their cluster. For example, team A was formed by one PNGO (two

¹⁰ Gender allies is a loose grouping of like-minded stakeholders that share a concern for gender equality

people) that evaluated the other PNGO in their district, along with two people from another district. Team B was similarly structured.

The teams met with the PNGOs (one day), the PPNGOs (half day), the CBI Fund community project beneficiaries (half day), and the LA beneficiaries (couple of hours). The tools used with the PNGOs are based on the organizational assessment “spider diagram” that the PNGOs have used, which assesses four areas:

- o internal organizational systems and practices (vision statement, personnel policies, etc),
- o external linkages with stakeholders including the community, local government and other like-minded organizations,
- o program design, implementation and monitoring, and
- o gender capacity such as knowledge and integration in organization and programs.

One indicator for each of the four areas was used to delve deeply into the PNGO. The following chart summarizes the source of the data, the indicator, the tool/method and the outcomes being tested.

Source of data	Indicator	Tool & Method	Outcome
PNGOs & PPNGOs	<u>Internal</u> : Decision making processes – who benefits, how	Decision making matrix Focus group, with separate women and men groups	Capacity for open communication, transparency, accountability, with equal participation and benefits for women and Dalits
	<u>External</u> : Number & type of linkages, made by women or men	Venn Diagram Focus group	Linkage development leading to gender equality results
	<u>Program</u> : the degree that strategic gender interests are met in programs	List programs and identify how they meet strategic gender needs Focus group	Clarity on importance of addressing strategic gender interests in programs
	<u>Gender</u> : women empowered in organization at control level	Empowerment Index Focus group, separate women and men’s groups	Culture of gender equality with women in control (empowered) in PNGO
Community groups (CBI #2)	Women increase in access and control of benefits	Gender Analysis Matrix Focus group	Project benefits accruing to women
	Women’s ability to travel increased	Mobility Map Focus group	Increase in mobility due to project
Line Agency trainees & LA in-charge	Change in trainees perception on gender concepts	Semi-structured questionnaire Focus group and individual interviews	Changes and benefits to trainees and to community

The tools are described in detail in Annex 5.

A stakeholders meeting was held on the final day in each district to present the preliminary findings to the PNGOs and other people who participated in the outcomes mapping. The PNGO team members presented the findings.

An evaluation team meeting was held in Janakpur and in Dadeldhura after each cluster evaluation was completed. The purpose was to reflect on the evaluation experience, what was learned and how these new skills could be applied.

8.5. Limitations and Challenges

- A challenge for the PNGOs was in assessing their “neighbours” – the other PNGO in their district.
- Since a new team formed for each district, the consultants were continually reviewing the tools with the team.
- Some team members did not take the process seriously enough.
- Often, district officials that had participated in the CNGO events and processes, have already transferred to new districts. People who are new to the CNGO project are usually less knowledgeable about the project, although they can be a useful test of whether the work has been sustained or systemized and whether there is continuity.
- Appointments were made by the host district PNGOs, in accordance with the schedule agreed at the orientation workshop. Problems encountered:
 - Confusion about who to contact and what times to arrange
 - Lateness in contacting people for meetings
 - Planting season for community women
 - LA/DDC officials out of district during the entire interview period
 - Banda’s (general strikes) necessitated rescheduling the time in districts
 - Tense situation necessitated fieldtrips nearby the PNGO or in district headquarters only rather than in more distant locations
 - Lateness by interviewees/participants in attending meetings meant that the schedule fell behind, resulting in time pressure for report writing and analysis
 - Stakeholder meetings were not always attended by district officials

9. Project Context Challenges

During project implementation, the context and the current capacity of the system in which the PNGOs were embedded needed to be understood. The PNGO organizational changes would be better sustained if changes in their environment also occurred. This assessment was ongoing. But as the system came to be better understood, the system was experiencing turbulent change. Political instability and the completion of the local government bodies term with no opportunity for local elections, and a Maoist insurrection, presented great challenges for project implementation and project results. Two other factors that contextualize the project are the prevailing social norms on gender roles and relations, and the norms and practices of NGOs.

At the same time, the capacity of the PNGOs was growing, and their internalisation of gender equality and opposition to discrimination allowed them to be able to survive in the context.

Four aspects of the local environment are discussed as presenting challenges for the project: gender inequality as a deeply rooted social construct, immature local NGO culture, absence of local bodies, and the Maoist conflict.

9.1. Gender Inequality

Many reports discuss the gender inequalities that are deeply rooted in the economic, political, cultural, social and religious norms of Nepal. Indicators such as the skewed literacy rate, the high maternal death rate and the long work day for women compared to men are well documented. Women experience violence, discrimination and powerlessness in all aspects of their lives. In this report, the gender context is the unique characteristics in the CNGO working districts, and the influence that these have on gender in organizations.

CNGO's challenge was to mainstream gender equality in the PNGOs. A basic assumption is that gender equality programs delivered without passion are not sustainable. Without passion, gender becomes a passing donor interest that is delivered as long as program funds are available. With passion, an organization transforms itself into a committed vision-led change agent.

However no matter how sincere the motivation of an individual, they are embedded in their family and community values. Women initially face a huge hurdle convincing their family to permit them to participate in the NGO. Once that is overcome, she remains responsible for the household duties, since men are generally unwilling to help or take responsibility. So her time for the workplace is more limited. For security reasons and to protect her honour she is less/not able to move about alone or in the evening. Social control is exerted on her and her family to conform to the expected norms.

In contrast, men never say that their family supported them, or gave them permission, or had to be convinced. They assume their right to take on these roles, especially as senior office bearers in NGOs. They assume family support – in other words, their domestic needs are taken care of by the women in their families. Women nearly always mentioned that the family had to be convinced or later had to “help” her by taking on some of her normal household duties. These reflect the very different family constraints that women face to be able to take on NGO and gender equality work.

Women who were involved in the PNGOs at the initial stage of CNGO had already challenged these stereotypes. In the women's PNGOs, they felt harassed by their neighbours - men and women who challenged their right to establish an NGO and teased them for thinking beyond their place. Women in mixed PNGOs tended to be silenced and marginalized, with a few exceptions. Men who tried to help women in the home or the organization faced ridicule and were told to stop such behaviour.

Change in the PNGOs was not easy with the resistance against deep change surrounding them. When working in the community, PNGOs would encounter men who resisted any influence on their women folk that might change their subordinate status or convince the men to change their behaviour. Line agencies and district offices are staffed nearly exclusively by men, who represent the local elite with a vested interest in the status quo. This again presented obstacles for women to effectively influence government staff on gender equality.

Courage is needed for women to engage men on gender change in this environment. And courage is needed for committed men to take a stand also.

9.2. NGO Culture

CNGO began its work in an NGO sector that already faced many criticisms and presented challenges to the “ideal NGO” that justifies donor supported civil society projects. The PNGOs shared some of these characteristics, qualities that CNGO tried to reshape and channel differently, but that continued to present challenges for the project staff.

NGOs began to form in large numbers after democracy and multiparty government began in 1990. Each district may have several hundred registered NGOs, however the active ones tend to be limited to a couple of dozen or even fewer in many districts. Some characteristics

that shape NGO culture are family domination and one person leadership. Often, members of the extended family largely constitute the executive body, and if any projects are implemented, the staff positions are usually assigned to family and close relatives first. The founder often holds on to the power in the organization, and democratic process is ignored.

Many NGOs are thus formed to garner donor funds in an employment agency/contractor model, and the organization is not motivated by any vision or passion for social change. Most NGOs are formed by the local elites and are male dominated, with a tendency to pass on project benefits to their own community.

NGOs have little history of collaboration for a greater cause. In part this is due to competition among them for donor resources, Donors have initiated issue based coalitions or associations based on that common donor (e.g. NGO Coordinating Committee was formed by UNICEF), as well as supported the national NGO Federation with its district chapters. But tension among NGOs is more the norm than collaboration.

In addition, many NGOs have political party affiliations and NGO politics can mirror the political spectrum. Access to funds and ability to influence are in part determined by this political affiliation. Consequently the culture of transparency and coordination for the greater good are not practiced. Information is hoarded rather than shared, to give competitive advantage.

PNGOs are inevitably drawn into district NGO practices, and ways of managing their organization. CNGO continually “negotiated” with the PNGOs to think about and practice different ways.

9.3. Local Government Bodies

When CNGO was designed and began implementation, local government bodies (District and Village Development Committees) were enjoying a period of stability and growth. Projects such as UNDP’s Participatory District Development Project (PDDP) and Local Governance Project (LGP) were building governance capacity in many districts, and other donors also had governance programs to support decentralization. Gender was often a component of these programs, at least in project documents.

Local politicians were active and tended to extend development benefits to their constituents. Political control was held by elites – generally high caste men - and women’s as well as marginalized group’s interests were absent in decision-making.

At the national level, decentralization was supported, although progress was slow. During the first half of 2002, uncertainly built as the local bodies mandate was due to expire. Elections looked difficult due to the Maoist insurgency. The elected local bodies term expired in July 2002. District development became the direct responsibility of the Local Development Officer (LDO) of Ministry of Local Development (MLD), and the local politicians were sidelined. Political instability at the national level resulted in the dissolution of Parliament and finally the king taking control in October 2002.

The district development environment changed. Some people who were interviewed felt that the environment became more conducive to bring in systems, and a good LDO could make positive changes. However with no accountability to the people nor a system to bring the voice of the people to the decision-making table, democracy and development suffered. It also entrenched the power of Line Agencies and their programs at district level. The usual problems created by the transfer of LDOs were compounded as the continuity formerly provided by the politicians was lost.

Frustration was created among the local organizations, especially the local NGOs. They lost their relationship and access to accountable local representatives that could, for example,

retain the learning on gender concepts and be long term working partners for local level planning, implementation, monitoring and evaluation of gender equality impact.

The presence of the women elected representatives at the ward level used to encourage the ward communities to think about the importance of women's position in political structures. The local people's voice could be organized to pressure their elected bodies. People feel that the elected representatives are obliged to be accountable for the local community's interests and therefore, the dissolution has effected negatively on the process of decentralization.

The CNGO program with DDCs was centred on the District Partnership Program (DPP), which entailed forming a DDC level committee comprising DDC and NGOs, and a Gender Equality Committee. With district planning processes unclear and the DDC committee structure weak, CNGO's support for collaboration through structures was difficult to sustain. In addition, the PNGOs were expected to build relationships with local bodies to advocate for gender equality, and the absence of politicians and the lack of continuity in leadership made advocacy more difficult.

9.4. Maoist Conflict

Nepal has been facing a politically disturbing situation since the emergence of the Maoist movement in 1996. CNGO started within this context. The situation has affected the CNGO districts in a destructive manner in social, economic and organizational aspects. Even if the government provides security for the public, it is mostly confined to the head quarters.

The PNGOs serve as GROs in their districts for the cause of social justice. By working in the adverse situation, they have acquired skills in dealing with the conflict, and overcoming complicated problems from both the conflicting parties. On one hand, the Maoists put pressure on them to sign agreements before conducting any activity in the community. On the other hand, the Government Security Force demands clarification about PNGOs' involvement in grassroots NGOs and communities. The situation is challenging; however the PNGOs have consistently worked on their mission to promote gender equality. The PNGOs have developed confidence by working in a conflict situation and claim that the local people can implement development programs during this situation, while outsiders cannot work alone in districts. Thus despite facing a very difficult situation, they have recognized the context as an opportunity with potential for promoting gender equality. For example, they have identified that the situation has affected the children and women in the rural areas more negatively.

The conflict frequently exposed the project implementation team to an uncertain and insecure situation, which disturbed the project implementation flow to some extent. Learning events and meetings were postponed at times while the situation was monitored. CNGO staff and PNGOs became more skilled and experienced in handling situations that had initially daunted everyone. For example, several years ago the PNGOs were reluctant to discuss conflict management or peace-building projects for fear of reprisals. Now they have the ability to continue their work and contribute to peace-building.

Throughout the project period, the CNGO staff team provided continuous supervision and coaching to the PNGOs by paying field visits on a regular basis. The CNGO staff team remained in close contact with the PNGOs also through various training activities. The PNGOs appreciated this relationship, which encouraged them to continue their work even in this difficult time.

As noted in the CIDA funded "Peace and Conflict Impact Assessment" Report, CNGO's support to reduce gender inequality is tackling one of the root causes of social injustice. Some of the recommendations are useful for consideration in new project design to build on the achievements of CNGO.¹¹ In particular, the report notes that capacity building is needed to build human capital, and strong advocacy is required to change the power relations that

¹¹ Chhaya Jha and Tracy Vienings, "Peace and Conflict Impact Assessment CNGO", CIDA 2004

contribute to conflict. In addition, the report noted the importance of meeting community basic needs for service delivery and poverty alleviation. CNGO was less focused on “tangible deliverables”. In the current climate, donors are taking on a larger share of the government role in service delivery. Therefore, a logical next step is building on the capacity strengthening successes of CNGO to now fund projects delivered by PNGOs that work with marginalized communities.

10. PNGO Outcomes

10.1. Baseline Summary

NGOs that became CNGO partners tended to be small organizations with simple offices, limited capacity in program management and few external linkages. Some in the terai cluster were implementing donor programs, according to the guidelines they were provided. Yet they acknowledged that they lacked effective systems and procedures. Members were untrained and functioned at a very basic level, with some exceptions. They thought they knew about gender – “it was about women, wasn’t it?” In other words, they lacked capacity and had not understood nor internalized gender equality concepts.

CNGO facilitated these PNGOs to internalize gender concepts, and practice improved organizational systems and strategies through capacity building training, technical back stopping support and a small fund to implement their skills.

Among the eleven PNGOs that completed the process with CNGO, two are exclusively women’s NGOs, two are predominately women’s NGOs, while the remaining seven are mixed (men and women) NGOs.

10.2. Outcome Indicators

The underlying principle for CNGO was that a PNGO must be gender mainstreamed itself in order to effectively “deliver” gender integrated programs and to advocate gender equality with passion and commitment. Most importantly, gender equality must be internalized in the hearts and minds of PNGO members/staff.

The questions guiding the outcomes mapping were :

1. **Is gender mainstreamed¹² in the PNGO?**
2. **Has PNGO capacity changed so that PNGOs are established as GROs with capacity to achieve impact in the district?**
3. **How did the CBI Fund contribute to PNGOs capacity change?**

To answer these questions, the following indicators were selected:

Gender equality in the PNGO:

- Measurement of women’s empowerment
- Decision-making culture and practices

Capacity to be a GRO:

- Programs that address gender strategic interests
- Learning organization culture and practice
- Effective linkages with stakeholders

¹² Gender mainstreaming in an organization is defined as “integration of gender equality in analysis, planning, performance, personnel policy, monitoring and assessment”.

Contribution of CBI Fund to PNGO capacity:

- Skills learned and practiced

PNGO potential to sustain as a GRO:

- Reputation of PNGO in district
- Vision and plans beyond CNGO

The following sections explain these indicators, and the findings, and assessment of results for each indicator. Each section includes a summary of the key outcomes.

10.3. Gender Equality in the PNGO

The CNGO Semi-Annual Reports have documented the transition to gender mainstreamed PNGOs. They have:

- Re-organised their vision to incorporate gender in the vision statements,
- Modified their mission statements to fulfill gender responsive commitments,
- Revised organizational/personnel policies,
- Implemented gender responsive personnel policies,
- Recruited more women as staff and on the Executive Committees, and
- Developed program strategies to support women's needs and priorities within the organization.

In the delivery of contracts, PNGOs:

- Used a gender lens to design and implement projects,
- Equally included women on training teams to role model "gender balance".

In the final Organizational Assessments (completed in summer 2003) gender capacity was again measured, and all PNGOs assessed themselves as achieving good results.

The outcome mapping team looked at two key indicators of gender equality to assess how deeply gender is internalized individually and organizationally now. Measuring **women's empowerment** on a five-point scale¹³, women identified their level of empowerment in the organization. If women reported themselves at the high end of the scale, then they see themselves in powerful positions having control in the organization. In the mixed PNGOs, this indicated a balance with the men in their organization and that they were able to exert equal influence in the organization. Therefore, gender equality is well entrenched in the organization, and can be largely attributable to CNGO's capacity building. In a separate group, men were asked to share what they did to support women and gender equality, and both groups were asked about the challenges.

The **decision-making** culture was examined to add depth to understanding the empowered role of women and men in the organization, such as who "owns" the decision-making process in the PNGO, and the culture of openness, sharing and transparency. If women actively participated in decision-making and felt they benefited from these processes, then again power sharing leading to gender equality is considered as internalized.

Data on these two indicators was collected in PNGO focus groups. In addition, interviews were conducted with a few key individuals in each PNGO to validate the data and affirm change through their personal stories. These were mostly people who have been involved since CNGO partnered with the PNGO. Dalit members were also targeted for interviews.

¹³ Empowerment index – welfare, access, awareness, participation, control. Adapted from Longwe's "Women's Empowerment Framework". See annex 6 for more details.

10.3.1. Empowerment

Empowerment Outcomes

- A majority of women PNGO respondents report they now feel empowered at control level in their PNGO
- The external social environment causes women to struggle to gain their empowerment, even if they feel empowered in their PNGO; yet now they are willing to fight and address the injustices
- Organizational policy and systems hamper women exercising greater control in the PNGO, thus several PNGOs formed women sub-committees to address these issues
- Men create space for women in all mixed PNGOs in a conscious strategy, although not all efforts are successful; it is a major adjustment for men

When women describe themselves as empowered in their organization and personal life, then there is progress toward gender equality. When men give up some of their privilege to share power with women, then there is progress toward gender equality.

Women defined empowerment for themselves in the organization as:

- “to take responsibility - socially, politically and economically - on women’s issues...and increase women’s right to access and control” WAM
- “to bring out her potential and fight against discrimination” WDS
- “ability to make decisions and to take issues to the concerned authority” WCDC
- “ability to make decisions and complete tasks, and to help others learn” RCDSC
- “to work confidently and independently and according to how I decide” EDC
- “when women can advocate for their rights” RWUA
- “when women are able to present their ideas and make decisions, and not feel afraid and hesitant to conduct activities” EDS, and
- “women giving leadership” VCDC.

Dropati Mahara, RWUA - “In ward 8 of Haripur VDC, one woman ran towards us crying very loudly. She was accused of practicing witchcraft by the villagers. Seeing her suffering, I, together with other women of RWUA went to her home and mediated the case through counselling the villagers. She was saved from being physically tortured by the villagers. At that moment I felt highly empowered.”

Nikki Khadka, WDS – After the first CNGO training she was motivated to go to school. She entered class one and now she is doing self-study in class five. “Before we used to keep quiet when a woman was beaten but now we speak up and work to stop it.”

Shanti Raj, WAM – “Before CNGO I could not speak out and lacked confidence. Now I am able to hold a staff post, and travel alone. I had no identity before but now I am consulted and asked to give training, and called to meetings.”

Jyoti B.K., WAM – “Before I was afraid of my husband and to speak in front of strangers, but with WAM encouragement, I have changed. I can speak what is right and wrong, and talk directly with my husband and brother-in-law.”

Sharada Thapa, WCDC, said that before CNGO she didn’t know she had an identity but now she feels empowered with skills to contribute to the community. “I know who I am.”

Anju Pandey – “Before working with RCDSC I stayed at home beneath my veil, but now I am respected in my family and bring in a salary. Now my husband helps in the home.”

The following table summarizes PNGO women's assessment of their empowerment level. On the five point scale, only EDS and MPDS women ranked themselves below the second highest empowerment level, while the other PNGOs were in the top two levels. In WAM, for example, 100% of the PNGO focus group members ranked themselves as fully empowered at the highest level.

Women's Empowerment Index (Percentages - self ranked)

	JJA	SG	RWUA*	VCDC	WCDC*	RCDSC
Welfare						
Access						
Awareness						
Participation	20%	70%	50%	10%	25%	60%
Control	80%	30%	50%	90%	75%	40%

Table 1: Women's Empowerment – Terai (self-ranked)

	WAM*	EDS	EDC	WDS*	MPDS
Welfare		14			
Access		28			100
Awareness		43			
Participation		14	25	10	
Control	100%	0	75	90	

Table 2: Women's Empowerment - West (self-ranked)

* Women's PNGO

Assessment of Results

The Empowerment ranking proves that in many of the PNGOs, women feel empowered and active in their organization. Not surprisingly, the two women's PNGOs, WDS and WAM, show the highest scores at control level. It is clearly their organization and they have space to make decisions and set the direction. They face the gendered world outside the organization, that frustrates and limits them to some extent, but by building their confidence through using their skills and knowledge, they feel more able to persevere. WCDC, a women's PNGO but with men members, shows that women can maintain their control level of empowerment when measures are instituted to safeguard their space. Again the women feel less empowered due to the external world, including the home environment. Facing domestic violence at home, which is challenged by them yet not eradicated, how can they feel empowered?, they say.

In the mixed PNGOs, women feel less empowered, and although they are more aware and struggle for control, they still see men as controlling. JJA is a positive example where the women realized they must struggle with the men to claim their space, and felt strong enough to do so. One particularly strong woman, now the president, cared enough about equality and her organization to take the challenge, and with a critical mass of other women, raised their voices and fought for change. Women need to be strong enough to tolerate the conflict that can result.

EDS and EDC, both initially male dominated NGOs, reveal the challenges for women to gain control and for men to comprehend the changes that they need to make personally and organizationally. Both, especially EDC, have made very conscious choices to "bring forward" the women in the organization. They promoted them to participate in CNGO training events and then to practice their skills in small projects, for example. More women staff were hired as positions became available and they sit on the Executive Committee. Men feel that they have made space. Yet still the women hold back. In part this is due to deep social conditioning, such that women have internalized the need to seek men's approval/permission

before they act, even if they know what to do. Further, they tend to have less education and experience than the men, which again undermines their confidence.

Also, family norms have not changed so women still take the responsibility for household work so have less time for organizational work and for the relationship building time needed for external linkages, for example. When PNGOs have family as members, the home environment enters the workplace, and cultural practices such as the hierarchical nature of the relationships of younger sister-in-law to elder brother-in-law still prevails. So while men think that they have given women space and shared power, women still feel dominated. Each sees the situation from their gender expectations and perspective.

In MPDS, the women instead drifted away in the face of male dominance and thus gender relations have not changed significantly at an organizational level.

In summary, despite culturally dominating social norms, there has been an increasing consciously managed trend in women's empowerment in the PNGOs. In addition all of the PNGO women members interviewed expressed that they have achieved much of their new confidence and identity as a result of the CNGO project.

10.3.2. Decision-making

Decision-making Outcomes

- Women built their skills to demand their right to actively participate in decision-making
- PNGOs adopted strategies to ensure all voices are heard in the PNGO
- Women and men from marginalized groups, such as dalits, became active in taking up decision-making responsibilities, and this resulted in development of programs addressing their community issues
- Organizational culture now encourages transparent decision-making that builds trust among the members and outside stakeholders

How decisions are made and by whom is an indicator of change toward gender equality. When women, and socially excluded women and men, say they are active in decision-making, then the PNGO is progressing toward gender equality and social inclusion. The process of maintaining transparency and accountability through collective decision making was explored.

Assessment of Results

In the past, decision-making in the women's PNGOs of course was by women, but there was more domination from the senior leaders and less sharing. Dalits for example were not included. Now decision-making in the women's PNGOs shows a high degree of ownership among all members. Dalit executive committee members in WDS and WAM report feeling good ownership although they are mindful of their small numbers and therefore feel the need for more dalit voices in the organization.

In most mixed PNGOs, men formerly controlled the organizations, even when a few women were on the Executive Committees. Now both women and men report their high degree of participation in Executive Committee meetings and ownership of the decisions. Both bring forward agenda items for discussion, and advocate their case, and feel ownership for implementation. Women have increased their confidence to speak up and make their views heard. Although in some of the mixed PNGOs, women still say that they feel less weight is given to their opinions than to men's. It has still been a challenge for women to attain the senior posts on Executive Committees, and JJA is a notable example of a woman taking the Chair.

MPDS is not practicing democratic decision-making and two women of the Executive Committee are members in name only. SG was also experiencing internal difficulties at the time of the outcome mapping mission, and there was not democratic decision-making.

RWUA, with mostly women involved, has the conditions for women to be strong yet some women feel that men advisors/staff take too strong a role in guiding the organization, and perhaps inadvertently, undermine women's place.

Because they have formed the skill and practice to participate and make decisions in a proactive way, women say they now are more active in their home decision-making also. Normally, women are not consulted by their husbands in decision-making. One woman in WAM said that she "informs rather than asks" her husband as needed.

Beba Rai, WAM – "Before my husband did not allow me to go out, but I was able to join one of WAM's groups. Now I am on the WAM executive, and I am very happy that my situation is changed. I am able to influence my husband's decisions, and now I inform my husband rather than asking him."

Women in all the PNGOs are taking an increased interest and capacity to be active in decision-making now compared to previously.

10.4. Capacity to be a GRO

The Semi-Annual Reports document the increase in skills and knowledge – capacity - due to the CNGO capacity building cycle. Attitudes have changed and PNGOs work with new partners, for example, collaborating to advocate on women's rights issues such as child marriage, dowry, chhaupadi and witchcraft and women's participation in development programs. The capacities have been practiced in the PNGO Initiatives Fund (PIFs)¹⁴, and with other donor funded projects. PNGOs have been increasingly contracted for a variety of trainings and services by international NGOs and government line agencies that enhanced their credibility and strengthened their capacity. Feedback from other stakeholders (e.g. DDC, LA, and donors) over time has validated CNGO's view that capacity is developing.

The outcome mapping looked at three indicators of capacity to be a GRO. These are qualities that take the PNGO beyond a good program delivery NGO, even if that program is gender-integrated. First, a GRO must have the capacity to deliver programs with good results in a transparent manner that address women's inequality. But more than that, a GRO must position itself to address **gender strategic interests**: only addressing practical needs does not change the underlying power relations that hold women back, hamper development and deny women their human rights. Although projects that address practical needs have immediate impact, in the longer term, addressing strategic interests is necessary to sustain these impacts. Thus PNGOs that addressed strategic interests in their programs were considered to be more capable as GROs.

Second, a GRO must establish itself as a "**learning organization**" that can sustain itself through continual renewal of its knowledge and innovation of its practices. Therefore the greater its skills (practice) and understanding of itself as a learning organization, the stronger is its potential as a GRO.

And third, a GRO must make **effective linkages** with stakeholders to promote and move forward on gender equality, as well as to access resources and coordinate on programs. A GRO needs to support other organization's capacity development for gender equality and to mobilize other organizations for the cause. In other words, a PNGO can deliver one or many gender-integrated programs, but its impact is limited unless it can mobilize other organizations and individuals to work for gender change. The PNGOs were measured on the

¹⁴ PIF was a small grant provided by CNGO to practice their skills within their own PNGO or community groups.

number and especially the quality of their linkages, with greater capacity for nurturing effective linkages a measure of their success as a GRO.

Data was collected in PNGO focus groups, in the individual interviews with PNGO members, and in interviews with district stakeholders.

10.4.1. Program Meeting Women's Strategic Interests

Program Meeting Women's Strategic Interests Outcomes

- PNGOs know how to address strategic gender interests, although they need to be more proactive
- Many of the PNGOs started to take a rights based approach to advocating women's human rights and to organize women to demand their rights

PNGOs listed their projects/programs and identified whether strategic interests were addressed in them. When strategic interests are met, then the PNGO demonstrates capacity to be a GRO.

Niva Singh, JJA – “When community men said that ‘Women are like milk: they must be covered up to protect them’, I knew that I must work to change this attitude and address women’s strategic interests, not just their practical needs.”

Assessment of Results

Awareness raising and legal education on rights and advocating on discriminatory practices such as witchcraft, chhaupadi, dhan khanne¹⁵ and child marriage address strategic interests of women. The PNGOs tackle cases of abuse and so meet women's practical need for safety and justice. Some PNGOs are able to draw on these cases to organize a collective voice to end these practices, such as JJA and WAM.

Saving and credit groups or small income generating projects provide some economic power to women. Further support is needed to change the gender dynamics of the family, so that women control the cash and decisions on benefits. Capacity building and empowerment of women and women's group/ organisations is done so that women take leadership roles.

Women are introduced to new technology (improved cooking stoves - WCDC, tap maintenance - EDC). By implementing the World Neighbours supported reproductive health programs, WCDC and RCDSC have organized women's groups to claim women's right to decision-making over her body. Several PNGOs implement CREHPA program on women's right to safe abortion.

Literacy classes by RWUA are used to improve women's ability to speak out and make decisions. SG programs are focused on early childhood education, and although they have been successful in ensuring more girls attend school, they still lack a strategic gender interest focus and priority in their programs.

Although all PNGOs were clear on how projects address strategic gender interests, not all of their projects went beyond meeting practical needs. In some cases, even when opportunities to include a strategic interest were available, they did not avail themselves of the opportunity. Often there is an entry point to create space for strategic interests if deeper analysis is undertaken and extra effort taken, even if a donor or contractor has not specified such a

¹⁵ Dhan khanne is the practice of families receiving money from the groom's family when they marry their daughter, with the result that the daughter may be treated as a commodity in her new family.

mandate. In the internally driven, ie self-initiated, programs, strategic interests are met through advocacy and empowerment.

Thus the track record on working on women's strategic interests is good but should be stronger among most PNGOs. WAM deserves special mention for keeping their thinking and implementation at a strategic level.

10.4.2. Learning Organization

Learning Organization Outcomes

- The majority of PNGOs are now vision-led organizations
- PNGOs encourage learning and reflection among members
- PNGOs fully understand their own capacity building needs
- PNGOs use their learning to improve their programs and advocacy for gender equality
- Women NGOs members are encouraged to take responsibility for their personal lives, their organization and addressing gender discrimination

During the implementation of CNGO, PNGOs were coached on the concept of a learning organization. This was intended to motivate them to continue to grow and own their capacity building process, especially beyond the CNGO partnership.

A learning organization: continually evaluates whether it is heading toward the fulfillment of its mission statement, and increases its capacity to "master" itself and its future, to develop innovative teams, to define a shared vision and to understand the forces and interrelationships that shape the behaviour of its system actions and decisions.¹⁶

Assessment of Results

A learning organization has shared values, vision and mission (VVM).

At baseline, very few of the PNGOs had a shared vision/mission that members understood or could convey to others. Thus the PNGOs were facilitated and encouraged to review their VVM and ensure that gender equality was included early in the CNGO partnership. All did so, and continue to use it.

The outcome mapping team was impressed with the commitment to a gender equality and women's empowerment vision expressed by WAM, WDS and WCDC members in particular, providing a strong sense of direction. In some other PNGOs, new members were less informed, indicating a need to continue to reinforce the organizational meaning.

A learning organization demonstrates "personal mastery" among its members for gender analysis and members are mobilized to achieve the organization's mission.

Several of the PNGOs (especially VCDC, EDC, WAM, and WDS) encouraged individuals to develop their knowledge and skills, often through the formal education system but also in any training opportunities available. People were mobilized to work for the organization, even if there are no paid posts, in VCDC, JJA, WAM and EDS. When there are program funds, people are assigned to posts that encourage their personal growth, e.g. RCDSC. Women and dalits are especially motivated to build their skills.

Sudip Paswan, RCDSC – "I am Dalit, with class 7, and I am proud that I am able to work as a gender facilitator. RCDSC with CNGO has helped to build my capacity and so I have been able to contribute to the organization. Before I didn't understand why

¹⁶ Adapted from "Towards Gender Equality in your Organisation" Elvia van den Berg, SNV Botswana, 2001.

CNGO did so much training, but now I am able to see my increased capacity and how to use it. There is a big difference in my life compared to my father's life".

Rukmini Pariyar – "Because of CNGO, women members have the courage to speak in front of men. EDC women members who could only collect fodder before can now write their names".

A learning organization promotes team learning and sharing in a systems way to utilize organizational knowledge.

PNGO interviews indicated that they are serious about collecting new materials / resources and building up their collections, especially EDC, RWUA, VCDC, WAM, EDS, JJA and WDS. All believe that they have a culture of sharing and reflecting on their experiences, and after training events they share the new knowledge. Problems and issues encountered in their work are brought into meetings for ideas on how to solve the problems, and then approaches are modified. Some PNGOs reflect on whether the work has brought results in proportion to the effort involved.

Action learning was introduced to the PNGOs by CNGO to provide a methodology to learn from their work, rather than rely on external "experts". Most of the PNGOs implemented an action learning set after the tool was brought back to their organizations, but only JJA noted that they continue to use it now. Others appear to have adapted some of the features in their reflection sessions but don't consciously promote it. Members who did not attend that training did not understand the methodology or use, suggesting that not all "trainings" are replicated well in the PNGO.

VCDC and JJA noted that they nurture new skills in members by giving people multiple tasks in the organization and encouraging them to take on new roles.

A reflection culture is not a widely shared practice in MPDS and SG at this time.

Mental models or thought systems can enhance or restrain organizational performance.

Mental models are now in practice that promote a GRO capacity are openness to gender analysis, keeping a "gender lens" in front, and raising gender and caste discrimination issues.

PNGOs demonstrate a commitment to social change, and have overcome some of the social practices that hold back equality.

Barriers to performance are the competitiveness within and among NGOs for resources, and so there is a problem in sharing knowledge. The categories of sex, age, education, position, caste and religion place people in a hierarchy that can inhibit openness and taking initiative. People practice deference and hesitate to question their "seniors". The fear of being socially ostracized keeps people in their place, with "leg-pulling" to bring people back into line. Also, the culture of fear due to the conflict inhibits actions and makes people guarded.

A learning organization practices system thinking, seeing the interrelatedness within the organization and their place in the larger system around them that influences the organization.

Several people commented that at first, they didn't understand CNGO – it only seemed to be about training. But now they understand it was capacity building, and about change in them and their organization so they could be more effective. This helps them to see a wider perspective within the organization.

However there still seemed a degree of compartmentalization in all PNGOs. People were less knowledgeable about programs and issues outside their own role. For example, the PNGO was represented in the gender allies¹⁷ by (usually) one person, and other members were less informed about the allies.

¹⁷ Gender allies is a loose network of like-minded NGOs and individuals focused on gender equality issues

For a GRO to be effective, a systems perspective is essential. They need to influence that system as well as understand how they are influenced by it. Due to the linkage building strengthening in CNGO, the PNGOs are much more aware of their “system”. Through advocacy and relationship building they try to influence the system.

In summary, sustainability of the learning process is clearly an issue. Many of the people interviewed expressed their appreciation of CNGO, due to their own personal changes. They wanted the CNGO partnership to be extended to continue the process. They knew their capacity was much stronger, yet they felt that their capacity is not yet strong enough. Through CNGO they could visualize their capacity growing. In these discussions, there was much less focus on funds from CNGO; instead, they wanted a learning relationship. This can be interpreted as an understanding of a learning organization: to sustain linkages and retain a source of organizational learning and growth.

10.4.3. Linkages

Linkages Outcomes

- Total number of linkages made by PNGOs varied from a minimum of 10 (Seto Gurans) to a maximum 40 (EDC) organizations
- Linkage were aimed at promoting gender equality as well as other issues
- PNGOs have matured to be able to focus on cooperation and collaboration level linkages that are effective at promoting gender change; they continue to scan and make new linkages as opportunities arise that extend their influence
- They have established linkages at national level for cooperative gender action

Linkages were integral to the PNGO capacity building so that they could advocate for gender equality, link to local resources and generate the demand for gender equality services. When the partnership began, most PNGOs had a limited number of linkages, mostly with already existing funding partners or some of the NGO associations in their district, and didn't see the value of nurturing linkages except with possible fund providers. Also, PNGOs previously did not think of linkages in stages, nor develop any strategy to maintain these linkages.

Assessment of Results

During the outcome mapping, PNGOs recorded their linkages and discussed the why's and how's of linkage building using a Venn diagram. By categorizing the linkages in the different stages, progressing in a sequence from introduction, to trust-building, awareness, cooperation and finally collaboration¹⁸, PNGOs could visualize where they spend their time and how it furthers their organizational mission. More linkages at the cooperation or collaboration level suggest that the PNGO is more effective in reaching out to stakeholders to advance gender equality.

All PNGOs have extended their linkages with a wider range of organizations. Each PNGO listed from 2 to 18 collaboration linkages (an average of 9 per PNGO), and 3 to 24 cooperation linkages (average 14 per PNGO). These are the more relevant linkages to sustain the gender equality work or the livelihood of the PNGO.

¹⁸ Linkage building stages: 1. Introduction (meet and distribute an organizational brochure) 2. Trust-building (regular contact with exchanges of information) 3. Awareness (share about organizational mandates and mission including organizational data) 4. Cooperation (undertake linked activities) 5. Collaboration (joint programming or resource support through written contracts)

Some PNGOs were less active in linkage building such as WDS. This is in part due to the status of key members as teachers, and they lack time to attend meetings. Other PNGOs more haphazardly made linkages as opportunities emerged, rather than in a strategic way. Since several PNGOs suggested that they should be more structured in their linkages, such as forming committees and guidelines, and involving more members, especially women, there is recognition of the need to improve.

PNGOs report that they are more consciously working with government than previously, in order to influence them, to access resources and to link with the technical services provided by the LA. However several DDC and LA interviews indicated that PNGOs have a haphazard or irregular approach to linkages and some PNGOs say they lack sufficient time to devote to the work.

For example, JJA was well known in the offices visited by the outcomes mapping team. At DDC, they are represented on the Local Development Fund, are in regular contact and have successfully advocated for funds for gender programming from DDC. WDS organized a health camp with the District Health Office, building on the relationship, after identifying the community need. WAM and WCDC realized they needed working relationships with the police and CDO to address domestic violence cases, and now they receive good cooperation. RWUA worked with the Federation of Journalists to publicize and influence public opinion on witchcraft and dowry.

PNGOs were encouraged to sustain relationships with the Women Development Officer (WDO), a natural linkage partner for gender work. There are many success stories of collaborative relationships. PNGOs had contracts to deliver training (JJA) or conduct gender audits (WCDC), jointly organize International Women's Day celebrations (most PNGOs) etc. However rebuilding the relationship with the new WDO and ensuring that the WDS organizational memory of the PNGO–WDO relationship is retained is a challenge. And each WDO brings her own interests and perspective on the value of working with NGOs from her past experience in another district.

Most PNGOs recorded improved linkages with the community/target groups which encouraged them to better understand issues and collaborate on ways to move forward together. Target community members were invited to join the PNGO, although the PNGOs retain the founding member caste domination.

Factors that challenge linkage building success include the absence of local bodies and the competitive environment among NGOs. The absence of local bodies has made the continuity of relationships with DDC more challenging, as the LDO has the major development responsibility. Since the senior LA staff are regularly transferred, new relationships must be continuously made. Although it is also useful to work with the local staff or those staff less frequently rotated, there is still a need to respect the hierarchy and work through the senior in-charge. During the interviews, there were several occasions when the team were reminded that PNGOs had not used "the proper channels" or the acting in-charge denied knowledge of the PNGO activities. Several PNGOs noted that it is difficult to obtain meeting time from the government offices. As a Dalit NGO, EDC faced particular challenges to establish their credibility; people initially avoided EDC programs because they are a Dalit organization.

In addition, district NGOs are notorious in their competition for scarce (donor) resources, which inhibits collaboration in other spheres of mutual interest. Also, good relationship building skills are needed when Kathmandu based I/NGOs come to the district to collaborate with PNGOs, since the PNGOs feel that the national level I/NGOs take credit for the work of the local NGO.

Some I/NGOs and donor projects include a gender expert in the district or region, and the PNGOs need to collaborate with these people. Very often there seems to be a gap in requirements of donors and the status of the local PNGOs, which mostly relate to language skills (English) and communication expertise.

The gender allies has not played enough of a role to inform others about PNGOs' capacity and thus, PNGOs are left with a challenge to market themselves within an unhealthy competitive environment of power and politics.

In addition, whether the person making the linkage was a man or woman indicated how the organization mobilized people and the internal gender dynamics. In most cases, men took the lead for linkages in the mixed PNGOs, although women may have joined the men and also done some linkage building on their own, especially with WDS. Some notable exceptions of women taking an active role were in JJA where the president is a woman, and in VCDC. Men tended to visit the government offices while women were more likely to visit other NGOs and the community. In part, the post held dictates who makes the linkages. Government officers are status conscious and prefer to meet with the senior people of the PNGO. Since most of the government officers are men, it is also easier for men to initiate and nurture the relationship. PNGO men seem to have more time available than the women and men's mobility is less restricted. At district level, they can hold evening meetings with men which is not feasible with women-led PNGOs because of socio-cultural and location barriers.

Linkages in the women PNGOs of course are made by women. The women PNGOs do not have a significantly fewer number of linkages than the mixed PNGOs.

There are many challenges to linkage building. It takes time and skill to make useful relationships that provide benefit to both sides. Due to linkages, PNGOs have gained confidence, learned negotiation skills, expanded coverage of their programs, accessed new training opportunities, interacted successfully with multiple stakeholders (from LA staff and politicians to community members) and built their reputation.

10.5. Contribution of Community Based Initiatives Fund to PNGO Capacity

The PNGO-led design, implementation and monitoring of the CBI Fund projects had several purposes. The projects were intended:

- to strengthen PNGOs skills and capacity to be a GRO,
- to demonstrate their capacity and thereby strengthen their reputation among district stakeholders – for example, capacity for gender integration in projects, and
- to make linkages and learn how they could work with and through other organizations for gender change. (Target beneficiaries or partners were other NGOs/CBOs, communities, and local bodies/LA). For example, the training of LA extension workers to use a gender lens when implementing their work spreads gender impact.

The outcomes mapping assessed the CBI fund projects as a learning tool for PNGO capacity, and as a measure of their growth as GROs.¹⁹ Successful implementation was important but also necessary was their reflection and learning on their own successes or failures.

10.5.1. Community Based Initiatives Fund Implementation

CBI Outcomes
<ul style="list-style-type: none"> • PNGOs increased their capacity and confidence in gender integrated project design and implementation • PNGOs strengthened their linkages with community and other district stakeholders • PNGOs increased their district reputation as a GRO

¹⁹ The CBI Fund projects are examined for the CNGO contribution to gender change in the district in the subsequent section, "Outcomes in the District".

The CBI Fund was intended to strengthen capacity of the PNGOs and contribute to their change process. The outcome mapping looked at the CBI Fund projects to assess how the projects contributed to the PNGO capacity building, and drew conclusions based on the project results. This analysis is also based on the insider knowledge of CBI Fund implementation.

Assessment of Results

The PNGOs practiced many skills and applied their knowledge with three different target groups – community, NGOs and government. Each target group required a different set of skills, knowledge and approach. PNGOs first needed to engage with these new partners and learn their needs, then design and deliver a project.

The first CBI projects needed more coaching support to design a manageable project, and data was often lacking on clear indicators, for example. Desired results were far grander than the small project could justify. By the third project, designs were more realistic, showing an improved capacity in project proposal writing. Monitoring strategies were included. During delivery, the PNGOs learned-by-doing how to solve problems and manage their time. They learned through mistakes as well as successes. Follow-up continued to be a challenge for them, and in the outcome mapping mission, some stakeholders were critical of the PNGOs for not maintaining the relationship.

Each of the three CBI Fund target group projects is discussed more specifically below.

Community development

The PNGOs designed and successfully completed the CBI #2 projects, and strengthened skills in PRA, gender analysis, community development, training with groups, and financial management. PNGOs working with their previous community groups were able to bring more benefit to them and deepen the relationship. PNGOs with less direct involvement in the community were able to develop these relationships. PNGOs developed training manuals appropriate to their target communities.

PPNGO capacity building

CBI #1 strengthened the skills of the PNGOs in conducting organizational assessments, responding to identified organizational needs with training and coaching, and generally managing the project. The PNGOs became the teachers of these PPNGOs and a relationship was forged that both sides want to continue. PPNGOs want more capacity building support from the PNGOs. The PPNGOs now are an informal grouping of gender aware program delivery NGOs, often based in the communities, which the PNGOs can work with in gender allies or as project partners.

Local government

Working with government staff (LA or DDC) brought PNGOs into new relationships with potential funding partners. As HMG shifts its program delivery to district NGOs, the PNGOs have begun to position themselves as contract partners. However, the PNGOs have learned that working with government has different challenges. Demands from participants are high, and PNGOs need to continue to learn and deepen their knowledge base, particularly sector knowledge. Meetings were held with a number of the LA in-charge for the CBI #3 projects. Overall, satisfaction was expressed with the training provided, and that trainees have a better conceptual understanding of gender and how it fits in their work. However, follow-up from the PNGOs as well as the in-charge was inadequate to fully assess the impact of the training.

Ramadar Kapar, RCDSC - "We were reluctant to approach LA for this partnership as we feared that the LA would not be interested or would be difficult for us to work with, but this has been a good learning experience for us and helped us to build good relationships that are useful in our work."

Because these CBI Fund projects were delivered during the conflict, the PNGOs were required to manage around these problems in creative ways. This has developed their confidence and helped establish unique rapport in the district as conflict dealing NGOs which could provide them strength to proceed on their mission of eliminating discriminatory values and practices.

The outcome mapping team concluded that CBI Fund implementation positioned them as GROs – capable to build capacity of others, and spread gender equality by working through other organizations

10.6. PNGO Potential to Sustain as a GRO

To help in understanding PNGO potential to sustain as GROs, the outcome mapping looked at the **reputation** of the PNGO – were they recognized as gender experts and as a GRO by others in their district? A good reputation is partly attributable to the impact of their work, and this credibility will help them to sustain their organization. Therefore a good reputation for gender equality work was regarded as an indicator of their likelihood to sustain as a GRO. Data was collected from the PNGOs and during district stakeholder interviews.

Also, PNGOs were asked to articulate their **vision for their organization** and their future plans, in order to assess whether the GRO concept will be implemented beyond the CNGO partnership. Data was collected in the PNGO interviews and in a questionnaire completed by each PNGO.

10.6.1. Reputation and Vision as a Gender Resource Organization

Reputation and Vision as a GRO Outcomes

- All PNGOs became well known among key stakeholders for their gender expertise; some have excellent reputations while others have less profile
- A majority of PNGOs now plan to continue as GROs, and all but one are expected to sustain a strong gender focus; GRO strategic plans are not currently sufficiently well developed
- All PNGOs are expected to sustain as NGOs, which is partially attributable to their CNGO developed organizational capacity

A major concern for CNGO is that the PNGOs not only sustain as viable organizations but that they retain their focus as gender resource organizations. One indicator of this interest is *recognition of their gender expertise* by other district stakeholders. Most of the data is based on interviews and during the focus group meetings with district stakeholders such as government staff, gender allies' members, PPNGOs, community people or NGO association members.

Assessment of Results

- In Doti, EDC is recognized for their work on gender as well as their original mandate on dalit rights. LA, DDC and the WDO all noted the strengths that EDC bring to gender work. EDC for example was able to organize a Gender Equity Committee at DDC.
- WDS is recognized as a gender advocate. As one of the first women's NGO in Dadeldhura, they stand out for their courage in taking action, but they have been unable to capitalize on their reputation due to lack of time. MPDS is acknowledged as a partner of CNGO and therefore has gender capability, but there is less recognition due to less commitment.

Hira Bohara, World Food Program, Dadeldhura - "WDS is a very active organization working for gender promotion. It is not easy to work on these issues in Dadeldhura. WDS would actively advocate on gender issues wherever there is an opportunity in agencies' meetings, training and such other occasions held in the town."

- In Surkhet, WAM is known as a GRO that takes on women's strategic interests. WAM also took the initiative to form a GEC, and the members are known as good trainers. EDS is known as an efficient and active NGO that conducts training and advocacy for gender equality. They are also known for their work in saving and credit groups and their successful cooperative.
- RCDC in Mahottari is known for good work on gender equality as well as addressing caste discrimination. They are active in program delivery. WCDC is well recognized for gender advocacy, and active in the district.
- In Sarlahi, RWUA is known for its woman focus and community programs, and both RWUA and VCDC were rated as among the top district NGOs.
- JJA stands out as well networked in the district with a strong reputation for their gender work, and always bringing gender into the discussion. They are famous for their "gender lens". SG's reputation is stronger as a child focused NGO than a GRO, although they are noted for integrating gender concepts in their parent's education groups.

Indrapati Yadav, JJA - "The JJA women members are role models for community women. As they are financially independent, they demonstrate the importance of education for girls, and show that families can be respected for educating their daughters. I see a reduction in violence against women, because women are now able to talk together about the abuse. I invite people from other communities to see my community as a model."

All PNGOs are recognized to a greater or lesser extent as NGOs that specialize in and provide services to support gender equality. However some agencies suggested that PNGOs need to continue to build their skills and knowledge in gender concepts to a higher level of professionalism. Some people reflected that despite all the CNGO inputs, some of the PNGO members still are not able to articulate all the gender concepts. Some LA criticism may be due to the relatively young age and lower academic qualifications of the PNGO members compared with the LA staff, and the LA perception of their (LA) own capabilities as superior, particularly due to their technical expertise and also due to their bureaucratic positions.

A second indicator of GRO sustainability was their *future plans and vision for the organization*. JJA, WAM, WDS, RWUA and WCDC have clear visions to continue to work for women's empowerment, and they are likely to sustain as a GRO. Other PNGOs have not articulated visions and plans beyond their previous organizational vision statements and plans supported earlier by CNGO. EDC and JJA conducted strategic planning workshops shortly after the outcome mapping mission, although both already have expressed the commitment to continue as GROs. EDS has expressed commitment to the GRO concept. MPDS is likely to follow the donors program needs rather than sustain as a GRO. SG needs to clarify their organizational problems and then they will be positioned to address their future.

One significant finding is that active ownership of the organization by strong women leaders with a strategic gender perspective is essential for the PNGO to sustain a GRO vision.

10.7. Other Outcomes

Unintended Outcome :

In the terai, women PNGOs absorbed the belief that men were needed in the organization to strengthen them. They misinterpreted “gender balance” to mean that men needed to be equal to women in numbers, rather than understanding that men are far more than equal than women and so special space (affirmative action) is needed for women. One difference in the terai PNGOs is that all the women PNGOs already had active men members or advisors. Perhaps this then gave these men an opening to demand more space in the organization, and make their demand for opportunities and access to the CNGO opportunities and resources.

10.8. Conclusion

Among the eleven PNGOs, WAM, WDS, and WCDC are especially strong gender advocates. They are strongly committed to the cause of gender equality as the utmost factor for sustainable development and have made it their organizational priority. JJA stands very clear on its gender advocacy, and influencing the district environment with its gender mission. VCDC, RCDC and EDS are now well known for their professionalism on community development, dalit's rights issues and cooperative development respectively while being especially trusted for their skills on gender training. RWUA has taken gender equality as one among the priority issues for organizational intervention, while also accommodating several other donors' programs that focus on the interests of a wider community. This will create new opportunities. EDC has a strong image as an advocate for dalits' rights, and is committed to the movement for dalit women's human rights as a complementary priority. SG has the potential to re-emerge as an organization with strong women leadership, but needs to think through their analysis on gender relations and how to address strategic issues while resolving their internal leadership. MPDS has links with various donors and non-government organizations in the district for development projects but could not maintain its focus on gender advocacy, although the gender trainers of MPDS are trusted by others.

The factors that made the difference are firstly, retaining women's NGOs as places where women can build their confidence and reputation, and secondly, NGOs where women cared enough to face conflict within the organization to make changes. Conflict is seen as a way forward rather than something to be avoided. Thirdly, men must have the courage to go beyond what their cultural norms prescribe – and be willing to face some social ridicule from friends and community.

Thus all PNGOs, with one exception, are GROs with excellent capacity - skills, knowledge, and organizational resources and systems. They have yet more potential to grow and deliver on the agreement that they made when signing the CNGO-PNGO Partnership Agreement in the year 2000.

The CBI Fund was a valuable contribution to the PNGO capacity building. They practiced skills, learned by doing, acquired resources (previously CNGO did not pay salaries, for example) and had an impact in their work. PNGOs enhanced their reputations and district stakeholders recognized their work. The CBI Fund also contributed to district results and demonstrated the demand for gender equality projects.

11. Outcomes in the District

11.1. Results in the Community

11.1.1. CBI #2 – Community Development

CBI #2 – Community Development Outcomes

- Reached 15,697 women and men on gender integrated development project/ gender awareness
- Increased women's/girls access and control of development benefits
- Introduced or reinforced gender equality concepts at community level
- Organised community level sub committees, ward level gender allies and/or gender motivators at community level

The CNGO Semi-annual report #8 noted that 8,771 women and 6,926 men (total 15,697) participated in these community projects.²⁰ Overall, the PNGOs reported that the CBI projects contributed to raising awareness of gender equality concepts and resulted in some changes in behaviour between males and females. There was an increase in women/girls access to development benefits, and in their level of control over these benefits, and an increase in the number of women who feel able to act in their own interest. Most of the communities received a tangible benefit such as latrines, water supply or income generating schemes.

The outcome mapping team conducted a Gender Analysis Matrix exercise with a selected group of women and men from each project to determine who benefited and how from these CBI Fund projects. Results were reported in attitude and behaviour in gender relations in the family and community (although this is likely as a cumulative effect and not solely due to the CBI). Most of the projects included training on gender concepts and women's empowerment, as well as a practical / tangible benefit.

Assessment of Results

Some of the outcomes reported in the community focus groups using the Gender Analysis Matrix and in the general discussions are as follows:

- WAM focused on violence against women, and women reported a decrease in violence along with their feeling of empowerment to raise their voice against the abuse. Men also give more respect to input from their wives in family decision-making. WAM also established ward level gender allies groups to handle cases of violence against women, which is looked at by women as a way to increase their access to justice.
- EDS focused awareness raising at schools, and as a result, girls felt more comfortable staying in school. A girl's toilet was constructed. Boys became more helpful in the household, enabling their sisters to study. EDS integrated gender issues in their community education centres, thereby developing gender awareness of community women and men.
- WDS continued their work with the community pressure groups, providing gender awareness that helped to change some of the chhaupadi practices, decrease dhan khande and improve sanitation practices. Women increased their income with goat raising.

²⁰ Some people participated once only while others participated several times.

- MPDS conducted income generating activities and gender awareness activities such as domestic violence training. Participants reported less domestic violence and a cleaner village environment due to the latrine construction
- EDC supported a dalit community in vegetable growing and goat raising for income generating. The animals are sold with women's participation in decision-making. Along with awareness raising, women have increased their mobility and now are able to go to the municipality office to demand services. This group has also started advocating against the dhan khane system in their own and neighbouring villages.
- RCDC worked with one of their groups in literacy training and sanitation awareness including gender awareness raising. They addressed mainly violence against women issues. Women reported feeling able to solve problems in the groups and increased skills to manage their savings.
- WCDC provided drinking water taps, which addressed practical needs of women for water and relieved their burden, and a gender awareness campaign. The public authorities, such as, women's cell in the district police office, are actively involved in dealing with cases of women's violence at WCDC's request.
- RWUA promoted girls education, although girls' burden of household work has not been shared by their brothers or other men at home. They also supported a Tharu women's group with literacy classes, group saving and awareness raising. Women report less abuse from husbands and more participation in family decision-making, as well as an increase in their mobility. The women raised their position by being able to mobilize group savings so that they no longer needed to take high interest loans from landlords.
- VCDC conducted awareness training and participants noted that they have more freedom to discuss issues in the family and work together. Cases of domestic violence have been addressed and dealt with by women's groups.
- Seto Gurans conducted classes for dalit children to enable them to attend regular school. Most parents reported they appreciate the opportunity for their children to attend classes. Parents have been made aware about the importance of treating boys and girls on an equal basis.
- JJA also did non-formal education for women who felt an increase in their status due to the class, and some grasp of gender concepts. They also supported a water tap scheme which addressed the practical needs of a discriminated group of dalit women for access to water. Women became aware of their water rights, and their strategic interests were met by feeling empowered to demand their rights.

In summary, these projects were short in duration, and created expectations among the communities for additional support from the PNGO. All the PNGOs were able to demonstrate some impact at the community level, but follow-up is needed to support these changes.

11.1.2. Implementation of other projects demonstrating gender integration

Other projects implemented by the PNGOs (for other donors or on their own initiative) have benefited from PNGO skills in gender integration and supported change in the district. Some PNGOs have taken the initiative to spread their gender integration skills to other organizations' projects, either in a project contract or voluntarily. On their own initiative and voluntarily, the PNGOs address gender equality issues in their community. Some examples given during the outcome mapping interviews:

WDS - One Police Inspector used to lock his wife in their room when he would go to the office. He used to abuse her physically every day for no reason. The WDS women came to know about it and sent a letter to the victim through the window, to encourage her to write to them about her situation. The woman then wrote them her story about her husband's violent behaviour towards her in a similar secret manner. The WDS women addressed the case tactfully through counselling the husband and wife first separately and then together. The husband was convinced and let his wife live a violence free life, and left her free at home without the door closed behind him.

Shakuntala Bhatta - WDS formed seven community pressure groups several years ago on their own initiative. At first the women told them to go away, but now their attitude is completely different. They ask, what is the next WDS training event? They want WDS to help them with literacy, address domestic violence and provide legal advice.

Gannu Sijapati, WDS - In one of the community pressure groups, a woman was beaten by her husband and her work in the family was not appreciated. The group then sent her to her parent's home for fifteen days, so that the husband could appreciate her contribution to the family livelihood. During this time the paddy was to be planted, and it was not done. So the husband realized the contribution of his wife and called upon the group to bring her back home as he realized she worked hard for the family. The group brought her back and all the group helped to plant the paddy. The point was made that women's economic contribution in the family is important, and now he appreciates her.

Other examples are from JJA, which conducted a mass rally for women claiming equal wages for equal work with men on International Labour Day, with support from Action Aid. RCDSC has taken up a study about violence against women in three districts, assisted by Action Aid.

11.2. Results among other NGOs

11.2.1. CBI #1 - NGO Capacity Building

CBI #1 - NGO Capacity Building Outcomes

- 42 district NGOs/CBOs (PPNGOs) with strengthened gender awareness and increased organizational capacity for gender integrated program delivery
- Small gender projects implemented in communities (PIFs)
- PPNGOs committed to work with PNGOs on gender equality
- Women encouraged to participate in the PPNGO
- Gender integrated PPNGO projects accepted in their communities (donor funded and voluntary) whereas before they were criticized when women and men meet together

PNGOs replicated the CNGO capacity building model in their district, and each PNGO built the capacity of two to five NGOs/CBOs, for a total of 42 PPNGOs. A total of 1,796 people participated in the trainings: 1,032 women and 766 men (this counts each person each training). On average five people were trained from each PPNGO in each training event.

The PNGOs were ambitious in designing the PPNGO capacity building project and conducted from 10 to 14 learning events. Most began with organizational assessments, and then training in gender and development, group dynamics, training of facilitators, gender-sensitive organizational development, gender in program planning, linkages and violence against women.

At baseline, some PPNGOs were grassroots CBO level, while others were active with donor funded programs. Some were male dominated while some were women only organizations. Thus CNGO did not expect each PPNGO to achieve a similar level of capacity at the end of the CBI project, rather that each PPNGO would be internally more gender sensitive and be better able to integrate gender in their program implementation.

The outcome mapping team conducted participatory focus groups with one PPNGO per PNGO, using the same data collection tools as with the PNGOs²¹. The expectation was that the PPNGOs would have much less capacity than the PNGOs. For example, while the PNGOs reported that the PPNGOs are now more gender-sensitive, and had more women represented on the Executive Committees, and gender policies adopted, the reality is that gender change takes much longer to internalize and result in changed behaviour.

Assessment of Results

The *empowerment* exercise indicated that awareness about the concept of women's empowerment is growing, although in the mixed organizations women are not yet near feeling control level of empowerment. In a small number of PPNGOs, they are still not motivated to actively participate as men remain dominant. A few PPNGO women said they feel empowered in their own life but due to the societal culture, they cannot say they are empowered. They are not satisfied but realize they are at least learning. Men now realize that women are essential in the organizations and so are including them. In the three women only PPNGOs interviewed, women may be "in control" of the organization, yet they don't feel at a control level of empowerment. They feel marginalized by donors, for example.

The *decision-making matrix* showed that men still control the organizations, but that in most PPNGOs women are feeling more motivated to participate, when they are properly informed of meetings. As women are generally socialized NOT to make decisions in their family life, and for the most part are totally absent in community decision-making, facilitating women to analyze issues and make choices is a new practice for them. When women have attained posts such as treasurer or vice-chair, it would seem that they are active, but still sometimes they are weak or marginalized. One already strong women's PPNGO responded to the decision-making questions that the training has improved their transparency and democratic practices.

Most PPNGOs have not understood the *strategic interests* versus practical needs aspect when designing or delivering their programs. However as a result of the CBI project, many have become more proactive in their communities for gender. Some are doing violence against women programs and other gender awareness programs, as a result of the PNGO training. One PPNGO ensured that women are placed as decision-makers in the forest users groups. A dalit male dominated PPNGO has changed its attitude about gender relations in their community. The PPNGOs attributed these changes to the PNGOs.

The PPNGOs have extended their *linkages* with new organizations, and sometimes were able to link LA services with the community needs. A few government line agencies, such as, Cottage Development Office and District Education Office have been linked to the village communities through the PPNGOs; however government staff are not able to provide supervision to these groups. The PPNGOs view is that in the conflict situation, donors should assist them to provide services to the communities, especially in education and reproductive health.

The PPNGO capacity building project time period was short and not surprisingly the results show that more time is needed to internalize gender equality and transform their organization. In the PPNGOs interviewed, no conclusions could be reached on whether a PNGO that has a high rating on gender mainstreaming had more or less success with the PPNGOs. There were too many external factors and PPNGO baseline was too varied to make such analysis.

11.2.2. Reach to other NGOs in the district

PNGOs also reached other NGOs through different CNGO program components. District NGOs learned gender concepts and analysis from the PNGOs in training organized through

²¹ In the first two districts, two or three PPNGOs were interviewed, but the consultants realized that the quantity of data derived was not necessary to understand the changes in the PPNGOs due to the PNGOs. Meetings were held with 17 PPNGOs.

the NGO associations and gender allies. The gender allies were a platform for NGOs to collaborate around gender equality. NGOs participated in the district gender conference. The DDC/NGO committee for collaborative relations helped all district NGOs. Some NGOs participated on the GEC also.

11.2.3. Gender Allies

Gender Allies Outcomes

- Women benefited from advocacy in violence cases – domestic violence and witchcraft accusations, for example
- Relationships built among stakeholders with a focus on gender equality
- Gender awareness training conducted among members
- Communities benefited from allies advocacy – chhaupadi, dowry, early marriage

Several years ago, some PNGOs expressed an interest in forming a pressure group to advocate for gender equality and take up cases of violence against women such as witchcraft and domestic violence. CNGO supported this idea and gender allies was conceptualized as a platform for a diverse set of stakeholders with an interest in gender equality to come together to share experiences, coordinate in programming, conduct advocacy and address cases of abuse. PNGOs of each district were to collaborate to form this pressure group, with minimal guidelines from CNGO. This was to test their mobilization and linkage building skills, and be seen as an initiative rooted in needs expressed at the local level. Funding support for some training and networking events, including a district conference, supported the PNGOs to activate the allies. The allies was thus process oriented to support PNGO capacity building as well as output oriented to create the allies and have impact. Both PNGO capacity building and allies impact are important for purposes of outcome mapping, and are discussed below.

PNGOs found the process challenging as local NGOs and government officers assumed this was yet another donor funded network that would last only as long as the donor was there to fund it. They assumed the PNGOs motive was “program delivery”. In most districts though the formation phase was productive, and provided a platform for sharing and planning. Several districts became caught in debates whether to formalize the allies by registering as an NGO or remaining as a loose forum, as proposed by CNGO. Poor relations between PNGOs of a district, as in Mahottari and Doti, hampered efforts to form allies, as well as the acrimonious relations among NGOs of Mahottari. However in the other districts, allies helped the PNGOs gain recognition as a GRO and contributed to their capacity building.

Over a two year period, 2002 and 2003, allies were active in some form in all districts and outcomes were achieved for women. Many cases were brought to the allies and assistance provided to victims. Under the allies banner, gender audits were conducted. In the far west, the chhaupadi campaign, launched as a action learning set, brought together allies, PNGOs and community groups to advocate for women’s right to a safe clean place during menstruation. The CNGO Semi-Annual reports have documented these successes. Some examples are mentioned here to illustrate these outcomes:

- In Doti, the committee members were motivated to take on gender issues, such as the journalist member training other journalists on gender concepts, and airing gender issues on a regular local radio program. Members said that now they try to include both women and men in groups.
- Surkhet gender allies was first to be launched, and WAM used the allies to promote their work to bring forward domestic violence cases. From a time when women were ashamed to admit abuse, now women are demanding justice. The allies conducted a gender audit of several organizations and circulated the report, and allies were

credited with helping to raise gender issues. Through the collective voice, the allies (and PNGOs) encouraged DDC to allocate funds for gender.

- Dadeldhura gender allies worked on a gender equality booklet, published a gender manifesto after the gender conference, and for a time, held regular meetings to share and coordinate. They collaborated on the chhaupadi campaign.
- In Bara, the allies held gender workshops and a conference that influenced members to think about gender equality in their work, and solved cases of abuse. They campaigned on child marriage and dowry.
- In Sarlahi, the allies solved cases of witchcraft and domestic violence. They formed sub-committees at community level which are still functioning to bring pressure on cases.
- Mahottari was handicapped by the poor relationship between the two PNGOs, and a lack of follow through by the PNGO staff. However despite this difficulty, the seeds were planted demonstrating the usefulness of an allies. A recently re-activated pressure group may survive.

Assessment of Results

The outcome mapping team interviewed gender allies members and PNGO members to assess the current status of the allies and the outcomes achieved to date. Interviewees report that as CNGO phased down, and funds were less available for activities (training events, campaigns, gender audits), there was a decline in the allies outcomes and activities. In addition, other factors contributed to the allies decline. Most of the PNGOs tried to spread ownership among other NGOs by rotating the leadership to other individuals or NGOs, including their PPNGOs. However these organizations lacked the experience and commitment to sustain the work. In addition, other donors had launched networks that competed with the allies for members and activities. Also the PNGOs were turning their attention to CBI Fund implementation and other project work that provided paid employment rather than devote time to the volunteer commitment of the allies.

Thus by the time of the outcome mapping mission, the prognosis for sustainability was less positive. Although all the interviewees agreed that positive work had been done by the allies, such as women assisted to attain justice in abuse cases, and a more open environment created for discussions on gender and violence against women, the momentum has eroded. In most districts some form of allies remains in the P/PNGO members and community groups (VDC level), and women are benefiting from that support. At district level, the committees are less active and trying to find their way forward, or dormant. However most people interviewed for the allies believed that the concept is good, and that for most districts gender allies was one of the first times that many people had come together with this focus. This in itself was an achievement, they felt, and they expressed interest to know how they could re-activate the allies.

Many interviewees mentioned that the lack of resources constrained allies. People needed travel money for example, or small funds to assist the victim in the legal system with court fees. NGOs that don't have gender as a main focus –instead, the cross-cutting approach – in fact meant that they didn't take gender equality seriously enough to participate in the allies, according to several interviewees. The allies needs to awaken that commitment to gender equality yet is hampered to find enough strong, committed organizations to start to support that work. In addition, PNGOs were confused on whether to include LA representatives. As they generally expect allowances to attend meetings, government officials are not usually motivated to participate. Some WDO were active in supporting the allies, especially where there is a strong relationship with the WDS, but still it was a challenge to engage them in most districts.

“LA's and other organizations view gender equality as peripheral to their substantive work so they have little interest in participating. Even NGOs that profess to include gender in their programs take gender “lightly” and gender is lost in implementation”
Narayan Subedi, SG.

Gender allies were intended to nurture a supportive environment for collaboration on gender equality in the district. With the PNGOs taking the lead role, they were able to advocate and show gender as an important issue. Having a bilateral partner probably helped raise their status in this work.

Gender allies contributed to changes in gender awareness among members, and directly helped in addressing abuse cases. It was also a mechanism for PNGOs to take leadership and gain visibility in their role as GROs. This recognition happened and the PNGOs were “marketed”. If there is a future for allies, it will need to rebuild, and work from the core of the PNGOs and the PPNGOs. Also important is support from the LDO and WDO.

11.2.4. NGO Associations

NGO Associations Outcomes

- NGO associations mobilized from dormancy in several districts and tensions reduced among competing association in other districts
- Limited gender training provided and gender perspective introduced
- Progressed building NGO collaboration

At CNGO baseline, in most districts, the NGO associations were either inactive or engaged in destructive competition rather than performing a useful role representing an NGO voice for good development. NGOs were not accustomed to actively participate in common forums nor collectively advocate for development issues. Thus CNGO embarked slowly into the area of NGO association strengthening, and tried to move at the pace of the associations rather than pushing implementation. This strategy was necessarily adopted even though CNGO recognized that an effective NGO voice would be an important counter to the tendency of local government to want to control NGOs rather than cooperate, and that an association would be a valuable stakeholder on the DDC/NGO committee.

With the guidance of a senior consultant, the CNGO coordinators and the PNGOs began by assessing the potential for collaboration and brought stakeholders together to discuss their roles and responsibilities. Over a two year period, several meetings and workshops were held, and the PNGOs facilitated local meetings to move forward. Also, over the past year or two, the NGO Federation had funds to rebuild their district chapters, and Doti and Dadeldhura benefited from this attention especially.

Assessment of Results

The outcome mapping team held interviews with an NGO association executive member(s) in each district. In Doti and Dadeldhura, the PNGOs played important and effective roles to bring NGOs together, but they are also caught in the district NGO politics and so appeared to gain less recognition from interviewees for their contribution. In Surkhet, several associations function, and CNGO support was used to clarify roles and reduce tensions among associations. The PNGOs were useful in supporting this work. Mahottari is the most difficult district for NGO collaboration, and while CNGO mediated among the stakeholders, and some agreement was reached, the associations are not yet an effective voice. Sarlahi associations appear to be doing more effective interaction with the DDC and bringing NGOs together. There was receptivity to CNGO support, and PNGOs were able to be proactive in the associations and also in bringing in some gender concepts. Similarly in Bara, the PNGOs were credited with raising gender issues and supporting NGO collaboration.

Association strengthening was a small input from CNGO, and the results are correspondingly weak or difficult to attribute to CNGO’s work. Some positive changes in the district NGO climate resulted from this work, and in some districts the associations benefited from PNGO gender training workshops, however other changes are not readily known.

11.3. Results with Government

11.3.1. Gender Equality Committee (GEC)

Gender Equality Committee Outcomes

- GEC formed in two pilot districts by CNGO and in two other districts by the PNGOs
- Meetings held and gender training conducted to raise level of awareness and generate commitment
- GECs contributed to supportive gender environment
- GEC lapsed due to lack of ownership by DDC/LA staff
- Gender Toolkit completed by MWCSW, to be distributed to all WDOs for implementation in all districts

The GEC was formed with the support of CNGO and the MWCSW in two pilot districts, Bara and Mahottari. Due to the more serious conflict situation in the west at the time, GEC were not formed there by CNGO. However in Surkhet and Doti, the PNGOs took the initiative to form GEC more recently. Both adopted the models from the terai, and used the GEC Toolkit developed by MWCSW.

In the pilot districts, central level Ministry officials facilitated the formation and follow-up in the initial phase. District GEC members included LA officials, DDC and NGOs.

Assessment of Results

According to some interviewees during the outcomes mapping, the GECs met several times, training was conducted for members that was appreciated, and they led gender audits. GEC could be a useful platform for coordination.

However, respondents said that leadership and authority for the GEC was not clear, therefore both DDC and WDS were seen as responsible but neither took up the role effectively. For example, in Bara the LA members challenged the legitimacy of the GEC, and demanded an authorization letter from MLD to form / enable this committee at DDC. The LDO is a significant contributor to the success of GEC, in the absence of local bodies, or with the newly appointed DDC members. As well, the interest of the WDO is crucial, and her capacity to motivate other LA/DDC to mobilize the GEC is generally weak due to WDOs lower status in the district LA hierarchy.

CNGO did not expect the PNGOs to take the major responsibility to continue the GECs however their active role contributed a positive benefit. JJA strongly promoted the GEC, yet overcoming male resistance was difficult. Although in Mahottari, where this PNGO advocacy didn't happen, GEC results were not much different.

Since the GEC was intended as a contribution to government's mechanisms for gender mainstreaming, the GEC needed to be owned by government officials or politicians. CNGO did not directly conduct ground-setting work with DDC or LA to sensitize them on gender concepts but rather relied on other agencies and the HMG policy directives that were to create the climate for gender work. In the absence of meaningful gender integration, the GEC proved difficult to systematize or internalize.

Due to the unclear current membership of GEC, members were not interviewed in the pilot districts, unless it was in some other capacity (e.g. as a CBI Fund partner). The GEC appeared to be a vague concept that has not been institutionalized or proving its usefulness to stakeholders that don't see gender equality as a priority. Government officers did not take the opportunity presented in the GEC to take action on implementation of national gender policy commitments, such as CEDAW or the Beijing Platform for Action. On the other hand,

PNGOs together with other gender allies' members have the right to claim such obligations from the LDO, DDC and WDO. This also demonstrates inactiveness on the part of the NGO community. However the basic mechanism of promoting and sustaining GEC together with other agencies seemed to be difficult, as they could not develop a collaborative shared action plan.

That WAM in Surkhet took its own initiative (with some funds from CNGO) to form a GEC is demonstration of their commitment, however despite that work, the committee has met the same problems as described in the other districts. The Doti GEC was formed as part of the EDC CBI #3 project, as a way to network the LA stakeholders with NGOs for gender. As the DDC has not yet taken up the leadership, the WDO did not feel there was legitimacy to continue the meetings.

The positive outcome of the CNGO GEC work, even if the pilot committees are weak, is that the GEC Toolkit has been taken up by the MWCSW, and the DWD has brought the Toolkit into its own program implementation strategy. Now the Toolkit is expected to be promoted through the WDOs in all districts, and this strategy has the potential to both rebuild the GEC in CNGO working districts and replicate it in many other districts. While the outcome mapping mission was underway, several WDOs mentioned their recent training on forming a GEC (although the name and some terms are broadened). This hopefully will be sufficient legitimacy for WDOs to request the cooperation of the LAs.

11.3.2. DDC – NGO Committee

DDC – NGO Committee Outcomes

- DDC-NGO committees evolved into NGO desks with a DDC staff officer in four districts
- Mechanism sustained for DDC and NGOs to interact and build relationships
- Relationships built that resulted in some districts providing funds for NGOs to deliver programs
- PNGOs especially benefited from closer relationships with DDC and opportunities to access funds, participate on committees and promote a gender equality message
- Guidelines for DDC-NGO collaboration based on the CNGO model completed by MLD and in final approval process, to be followed by dissemination to all LDOs

Early in CNGO, research was conducted into the relationship between NGOs and DDC, and direction sought on how collaboration could be improved for better development results. The DDC – NGO committee structure was recommended, in order to provide a platform for dialogue and coordination leading to more productive relations. Formation meetings were held in each district, facilitated by a senior consultant and including central Ministry officials to provide legitimacy and direction. CNGO follow-up by the consultant and the CNGO coordinators supported the committee, and the PNGOs also, who were encouraged to be active members of the committee. Local government bodies were in place at this time, and politicians provided leadership to the committee. Meetings were held and interaction improved the relationships. However, it proved more difficult to sustain the committees in most districts after the local bodies dissolved or after the transfer of the LDO of that time. In some districts, NGO desks were established to coordinate NGOs. A notable example is the LDO from Bara, who took the CNGO model to his new posting in Kavre, and has designated an NGO desk officer and formulated gender policies.

Assessment of Results

Some of the outcomes reported by the interviewees:

- Sarlahi interviewees directly attributed their NGO desk to the work of CNGO, and better relations with NGOs resulted so that NGOs were contracted to deliver programs. They also collaborated on special events.
- While Bara had a committee prior to CNGO's involvement, CNGO was recognized for strengthening the committee. In both cases the committee structure has now become less active but a NGO desk officer assigned to coordinate NGOs still carries that duty, albeit on an irregular basis. Some additional support was requested from CNGO in finalizing policies for the desk.
- In Mahottari, the outcome mapping team was unable to meet the relevant stakeholders to assess the current status, but over the prior period, the committee had met and relationships established. With the turnover of both the LDO and DDA a year ago, who had been supportive, the work lapsed.
- In Surkhet, a supportive LDO was able to carry forward the work through a desk, and better relations were fostered. With CNGO support, the LDO organized a meeting to categorize NGOs by sector and develop an NGO booklet. Earlier, when politicians were involved, the DDC allocated program funds to WAM, for example.
- A committee had functioned in Doti but has now lapsed, although a desk officer is assigned. From the time of CNGO entry in Doti, NGOs have matured, more donors have implemented programs and relationships have developed with DDC. But both sides still know that improvement is needed.
- Dadeldhura DDC had not been receptive to the committee and there was not much activity. The PNGOs were less proactive in networking with the DDC also, although several meetings of the NGOs were called by DDC, and a DDC staff attributed some improvement in DDC-NGO relations to CNGO.

District plans have been influenced by the committee and more NGOs are involved in the planning process. This of course reflects HMG directives, but implementation was likely strengthened due to the committees.

The outcome mapping team reflected that the rationale for a committee structure was to establish a legitimized structure for the district to support relationship building. By formalizing it at DDC, the purpose was to systemize the committee so that it sustained past the tenure of the local bodies or any individual LDO. It would become cemented into the district working pattern, and be continued due to its official status and the benefits that stakeholders derived. However, even though the central Ministry officials "blessed" the committee, it still was not bound by the MLD regulations, and thus lacked the needed measure of legitimacy for local stakeholders. And it had not yet had time to prove its benefits before the local bodies dissolved. The evolution to an NGO desk was in part a response to this situation.

One of the next steps now underway is MLD approval of the Guidelines that formed the basis of the work of the committee. The approval, which is imminent, is needed first and then the Guidelines will be disseminated to the LDOs for implementation. Thus the pilot work of CNGO will be replicated in all districts.

11.3.3. CBI #3 – Building Linkages with Government

Building Linkages with Government Outcomes

- Government staff appreciated PNGO capacity and skills in gender to contribute to government mandates, and asked for more training and coaching support from PNGOs
- Extension workers improved their ability to integrate gender equality into their programs
- Women staff felt more empowered to advocate for gender equality in the community

PNGOs negotiated projects with Line Agencies and DDC to build their network and deliver gender equality services in a way that promoted their skills as well as built their capacity. The 11 projects had participation from 698 women and 1069 men from different organizations, and 72 different training events were held. The training was targeted to the field workers and office staff of different LA, such as agricultural office, health office and WDS, and DDC/VDC.

Invitations were sent to all the trainees to participate in the outcome mapping focus group interviews, and a number of trainees from most of the CBI #3 projects were interviewed.

Assessment of Results

The results reported by the trainees showed many changes in understanding and some practical changes in their family and organizational work. This showed conceptual clarity, although the outcome mapping team were not convinced that all the changes could be attributed to the CBI #3 training alone. Some of the trainees are currently unable to go to their working areas in the communities due to the conflict, therefore changes cannot be implemented yet at community level. In some cases, the training was a refresher for training already received from HMG, but this training helped them understand better how to meet the policy guidelines for inclusion of women in their programs.

Interviews with the in-charge indicated a variation in satisfaction - some felt that the trainers were not sophisticated enough for their staff, who may be more educated and older than the trainers. The PNGOs were more suited to train their field workers and community groups. Others criticized a lack of follow-up from the PNGOs. On the other hand, some in-charges were very happy with the results, and expect to contract with PNGOs in future.

Training allowances are usually required for government staff; however, in some cases the PNGOs were able to negotiate that contribution from the LA itself, an achievement for the PNGOs.

Some of the outcomes reported by the trainees are:

- WDS had developed a relationship with the District Health Office and so organized training for the health staff in the field. With more sensitivity to women's status and needs, the workers were better equipped to adjust their program to address women's needs. In addition, WDS and DHO collaborated on a health camp to handle prolapsed uterus problems. Although WDS expected more than the targeted 200 women, a Maoist headquarter blockade prevented more women from attending. Now WDS is seeking new funding partners to meet the demand.
- Four PNGOs organized training for VDC secretaries on gender concepts and gender integration in the district planning cycle. Those who are providing services in district headquarters only (due to the conflict they are unable to go to the VDC) reported they are now more sensitive to women's needs, such as filling forms for citizenship papers. Some secretaries were committed to ensure some of the budget for infrastructure and programs met women's needs, and they were more conscious of women's leadership role in groups. In Sarlahi, one secretary awarded a fish pond contract to a women's

group after he was convinced on gender concepts by RWUA. (MPDS, EDC, RWUA, and EDS all trained VDC Secretaries)

- Mother and Child Health workers trained by SG said that they are now conceptually clear on gender concepts, and feel confident to advocate for equal treatment for girls and boys in their communities.
- WDS participants trained by RWUA said that they knew most of the concepts, yet they still wanted RWUA to do more training and follow-up with them, which suggests that the support of other gender advocates is important. Similarly, JJA trainees from WDS appreciated the boost in their knowledge and confidence to convince people in the communities.
- Most male participants reported that the training helped change their perception about their own family life, and they are more willing to help their wives and encourage them to participate in activities outside the home. Woman trainees felt more comfortable to convince their family members on gender equality.

The CBI #3 projects were short in duration, and concluded only a couple of months ago. Also they were training focused and deep gender changes take longer, with more coaching and support from all stakeholders in the system. Therefore changes due to the training are likely to be modest, however training of LA staff is a good strategy to promote implementation of HMG policies on gender equality. When staff have grounding in concepts and are shown how they can practically integrate gender in their work, change can be fostered.

11.4. Conclusion

CNGO supported change at the district level to strengthen capacity and to nurture an enabling environment for gender equality and for collaborative relations between NGOs and DDC. The result is a small shift – a contribution - at all levels: in the community, in the NGOs, and at government. Gender issues are more openly discussed and a positive attitude is slowly developing. Structures were formed and capacity support provided but more effort from CNGO was needed. As well, the district environment presented challenges well beyond project control. The absence of local bodies and the conflict affected the decentralization programs of HMG and other donors. Thus the trend for district control has been reversed and Line Agencies are now even more the key stakeholders.

The CNGO approach was to build the PNGOs as change agents for gender in their district. As evidenced by the CBI Fund implementation and the gender allies in particular, achievements were possible even in this difficult environment. However NGOs cannot be expected to contribute their time and expertise on a totally volunteer basis, and to sustain the changes now begun will require more resources.

At this critical time in Nepal, the challenge is what can be sustained with what resources.

12. Gender Change in a non-CNGO District - Dhanusha

The outcomes mapping team conducted a brief analysis of the situation in Dhanusha²² district, where there is no CNGO activity. The purpose was to identify the differences between a PNGO district and a non-PNGO district, especially in the area of impact on the district environment for gender equality.

District Environment for Gender Change

The local context of Dhanusha is similar with the neighbouring terai districts: women face severe discrimination, and the conflict has escalated over the past year so that government services are not delivered in outer areas of the district.

The LDO indicated that gender issues are given a very low priority by district stakeholders, although he appreciated the need for promotion of women's interests. Mechanisms such as a gender focal point, and coordinating platforms for gender equality or for DDC-NGO collaborative relations do not exist. As a result, coordination was lacking on gender programs and no one was identified as effectively advocating for women's issues. LA are not motivated to address gender equality, according to another interviewee.

There are no programs that are specifically addressing gender equality, although the district benefits from many of the nation wide projects delivered by donors such as UNDP and GTZ, which program gender concerns into their projects.

Neither the DDC nor any VDCs have assigned budget to specific women's programs, according to the LDO. Community women do come to DDC to advocate for programs for the communities. If the DDC conducts training, then the social development officer may lead a session on gender concepts. However this officer commented that she has no guidelines on how to address or integrate gender, and she needs direction and a specific budget. After only three days gender training from LGP, she recognizes her knowledge / skills are weak.

The current cycle of the district planning process has started, and there is recognition that women development is important. However, the plans and programs are set by men, so there is less priority and understanding, according to the LDO. Women are not involved in planning meetings. Program implementation does not happen. Gender issues are raised by the WDS and other NGOs, but there is not a central level gender program.

DDC has the formal responsibility to coordinate NGOs, but that is not functioning. The NGO associations in the district do not link with DDC. The I/NGOs are invited to meetings and submit their programs and budgets to DDC. From DDC and WDO perspective, none of the district NGOs are specialized in gender; rather they implement in multiple sectors and claim they integrate gender. The NGOs have some limited training on gender concepts. The WDO does not work with NGOs, although she knows there are active women's NGOs.

NGOs rarely coordinate to take action, other than for events such as International Women's Day, so there is little networking. Neither the WDS nor other organizations have provided gender training to district stakeholders, according to the WDO. Some of the LA staff have had training, according to GTZ informants, but they do not take initiative and perform to expectation.

District NGOs

Fourteen NGOs met with the outcome mapping team, and shared their experiences and the present situation on gender equality work. Among them, the INSEC network was clear about their gender mission and also the most dedicated to advocate on women's human rights.

²² Dhanusha district is located next to Mahottari, in the terai cluster. Janakpur is the district headquarters, and is a regional centre.

DSS, a partner of GTZ, promoted changes in the HMG policy for women's involvement in DDC planning and local employment, including equal wage for women with that of men. Some other NGOs were more involved in addressing practical needs of women with a limited perspective for addressing women's strategic issues. The NGOs deliver projects where gender is not the main focus but is a part of its program implementation strategy. Most of the NGOs are heavily oriented to work on women's livelihood and economic improvement.

Analysis

Although most NGOs work on gender as a part of their program, none reported systematic integration of gender into their organization. More NGOs are employing women staff for programs (as per donors' requirement); which is however not or weakly reflected in their organizational re-structuring and reorientation for gender mainstreaming. This contrasts with the PNGOs where they hold frequent activities on gender mainstreaming, i.e., in organizations, programs and government agencies. In Dhanusha, this accountability within NGOs to ensure gender mainstreaming in organizations and advocating with district authorities to implement gender policies seems to be lacking.

CNGO's initiative for GEC and gender allies are absent in this non-CNGO district. Thus, NGOs individually make a plea for implementing gender through the DDC from time to time, without a proper forum for accountability of implementation of government commitments on gender. This suggests that efforts done by NGOs might not produce a lasting impact on the district environment in a non-CNGO district compared with a CNGO district.

13. PNGOs and Outcomes Mapping Experience

The involvement of the PNGOs to assess their own and another district was very supportive and useful to bring out the complicated information from the community, PPNGO and district levels. The PNGO team members speak the local language, live the same culture and understand better than outside consultants the reality of a district situation. Moreover, since the PNGO team members were familiar with many of the tools used in the outcome mapping, it was straight-forward for the Lead Consultants to coach them on how to use the tools in a gender evaluation process. Working in a new team in every district was the best factor for motivating the whole process, and it was always a good challenge to bring consistency in thoughts, field work, analysis and reporting. Everybody's findings were complemented by others. Thus this was an extraordinary group work. The outcome mapping could be completed in the conflict situation mainly due to the involvement of the local level PNGOs.

After completion of field work in the two CNGO clusters, feedback sessions were organized among the outcome mapping team members, in Dadeldhura for the western region team and in Janakpur for the terai team. Team members responded that they had learned new skills in evaluation, and were mentally stimulated and challenged by the process. In particular, the process helped them to reflect on their personal level of empowerment and role in their NGO, and the cultural change needed for gender equality. Digging deeper through intensive questioning and requesting examples to substantiate claims, they penetrated into the real gender situation. They strengthened their intention to improve their organization's gender sensitivity and to address gender strategic interests in their programs. Thus the participants moved past a superficial level of gender monitoring to deeply analyzing the outcomes of the CNGO – PNGO partnership.

14. Conclusion and Recommendations

Shova Shah, Doti WDO - "Four years is enough to build roads, but for gender it is not much; more support is needed from CNGO for more impact".

CNGO changed people's lives –especially women's lives. Women who were directly involved in CNGO feel more empowered and able to challenge the power relations that hold them back. But gender change is a long process. Gender as a "cross-cutting" theme is fine in rhetoric but the reality is that women's empowerment is marginalized in most projects. In the context of the conflict, it is even more important to keep on track with gender change. Women's relative poverty and powerlessness hold back development and equal access to benefits. Their situation is worse now as they are the victims of the conflict in so many ways.

However, project work is more challenging than ever, with NGOs caught between the two conflicting parties. Many large projects are confined to district headquarters. "Tangible benefits" are the need of the day, many say. Thus the question posed is, what did we learn from implementing CNGO and what could be next?

We conclude that capacity building remains important in the context of Nepal's development and current conflict. Gender equality and social inclusion demand that development benefits long appropriated by the elites be redistributed to new groups. And this requires a change in these groups ability to access and control these benefits.

It would be difficult to replicate the CNGO model in the current context to new districts. Instead, when discussing new project concepts the factors now well known in Nepal apply: transparency, tangible benefits, negotiations with Maoists as well as local government, employ local people from the disadvantaged groups, etc. But donors are caught in a dilemma – it is common knowledge that NGOs must pay a "donation" to Maoists, and that money comes from the funds channelled to NGOs by donors. And also that even the NGOs are restricted in the areas (VDCs) they are able to work. Although many people said to the team that NGOs should work in the remote areas, it is rhetoric, as NGO workers also fear for their lives and are unable and unwilling to travel to the far edges of their district.

Therefore given this situation, we recommend:

There are now GROs in six districts, seven counting Kaski. They are the best resource for new projects and scaling up the gender change work. The purpose is to challenge gender inequality by empowering women and working with men: to work toward balanced gender relations by addressing strategic gender needs.

Some elements of a project design are:

1. Central level coordination: senior gender capacity building support and program direction and monitoring; disseminate the CNGO toolkit; "umbrella" for all the PNGOs
2. PNGOs refresher/upgrade capacity building on a semi-annual basis from central support unit
3. PNGOs supported to upgrade own capacity (e.g. resources and facilities upgrade, funds for internal human resource capacity building)
4. PNGOs supported to design and deliver gender projects that address the root causes of conflict and/or the results of the conflict, e.g. women's role in peace building and mediation, widows and orphans relief support and empowerment, violence against women support, as determined by district needs
5. PNGOs as district level "executing agency" to plan and support small project implementation on gender through PPNGOs (from current batch and selection of new ones by PNGOs)
6. PNGOs supported to continue to build gender integrated capacity of PPNGOs
7. PNGOs supported to train and coach selected Line Agency field staff/extension workers on gender integration in their sector – sectors such as agriculture and health

(requires some PNGO capacity upgrade in sectors and depends on government ability to conduct field work)

8. PNGOs supported to continue their lead role as district GRO in advocacy – through gender allies networking, GECs and DDC/NGO collaboration and other advocacy methods
9. Each PNGO is supported to select a neighbouring district to then build one or two NGOs to perform as GROs—replicating the concept in about a dozen districts

Some qualifying conditions are:

1. Long term commitment– at least 5 years
2. Responsive to change – LFA “deliverables” are subject to annual review, and are adjusted as conditions permit, e.g. during cease -fire, project resources are mobilized at an accelerated pace; during times of tension and conflict escalation, project deliverables are minimized as necessary in order to keep district presence yet not endanger lives
3. Combination of small projects at community that address immediate needs with longer term capacity building projects that tackle women’s strategic interests
4. **Most importantly, this project concept must happen immediately – whether in some phased-in short term support with a longer term phase to follow or a fast/responsive project design, in order to both capture the benefits of the CNGO project and to respond to Nepal’s critical problems**

Recommendations for PNGOs:

Recommendations specific to the PNGOs, based on the consultants’ analysis are:

- **Practice more self-reflection and analysis of their organization and its impact.** A concern was frequently expressed by PNGOs that a mid-term assessment was necessary to re-orient them. Therefore several areas of confusion could have been cleared up. For example, a major concern and misinterpretation was about, “whether women only NGOs should remain as women only or whether they should bring in more men to balance the number?” However the PNGOs had gone through rigorous organizational assessments prior to this outcome mapping exercise. Thus the authors recommend that the PNGOs build up clarity through sharing and analysis of issues among themselves.
- **Expand their learning among other NGOs in the district as well as in the region.** The PNGOs are capable of handling gender training independently and performing gender advocacy in their districts. They can spread the gender equality impact by working with other partners.
- **Reflect and learn from their community development programs and share with district stakeholders.** The PNGOs have implemented a community level project with CNGO support, which built self confidence to promote gender equality at community level. The PNGOs have to review and analyze the experience among their own members and share the lessons learned in a well organized district forum. Then they will become stronger to do more activities in remote communities in their district by adopting a social inclusion approach.
- **Develop and implement a follow-up plan with the PPNGOs for support and collaboration.** The PNGOs have developed other NGOs (partners of the PNGOs - PPNGOs) at community level within the same district. The PPNGOs are now gender sensitized and trying to promote gender integrated activities. The PPNGOs need follow up support by the PNGOs, to be planned together and implemented through a work plan.
- **Mobilize the gender allies.** The PNGOs should give time and special effort to activate their respective district gender allies in order to make advocacy work more fruitful and

effective. Without this support PNGOs' work will be isolated and will be less accepted by the wider community.

- **Adopt a holistic and strategic approach to tackling gender injustices.** The PNGOs were found to be very good in training delivery on gender equality. However training alone cannot change gender discrimination. It is recommended that the PNGOs intervene through a strategic approach to gender equality. For example, the WAM model includes gender training, forming ward level gender allies at grassroots, gender advocacy by extending moral and practical support to the victims through the district authorities, and creating mass awareness about issues among the concerned sectors for sustainable progress.
- **Revisit their strategic plan to ensure their GRO focus is maintained. CNGO is encouraged to support this final intervention of revitalizing their strategic plan in order to crystallize the entire gender integrated capacity building process for sustainable results.** PNGOs work for gender equality implementation is at the early stages following the completion of the capacity building program, i.e., providing training, identifying obstacles on the path of gender mainstreaming in development sectors and finding ways to overcome those constraints and move forward. However the PNGOs now need to prepare a strategic plan to continue as a GRO. With CNGO support, strategic planning can help them to sustain the vision of a GRO and avoid diversion to various donors' priorities.
- **Follow-up support and project implementation funds for the PNGOs are essential to capitalize on their expertise and the groundwork laid over the past few years.** The project was an innovative initiative to develop gender capacity among the PNGOs. Now this gender capacity needs to be not only marketed to other stakeholders but also mobilized to develop a gender responsive district environment. The PNGOs need financial support for community level gender projects. They also need further technical guidance from CNGO (or its successor) to deepen their skills to even more effectively implement the programs. This is necessary in order to sharpen the GRO image more actively for at least three more years in a consistent way.

ANNEXES

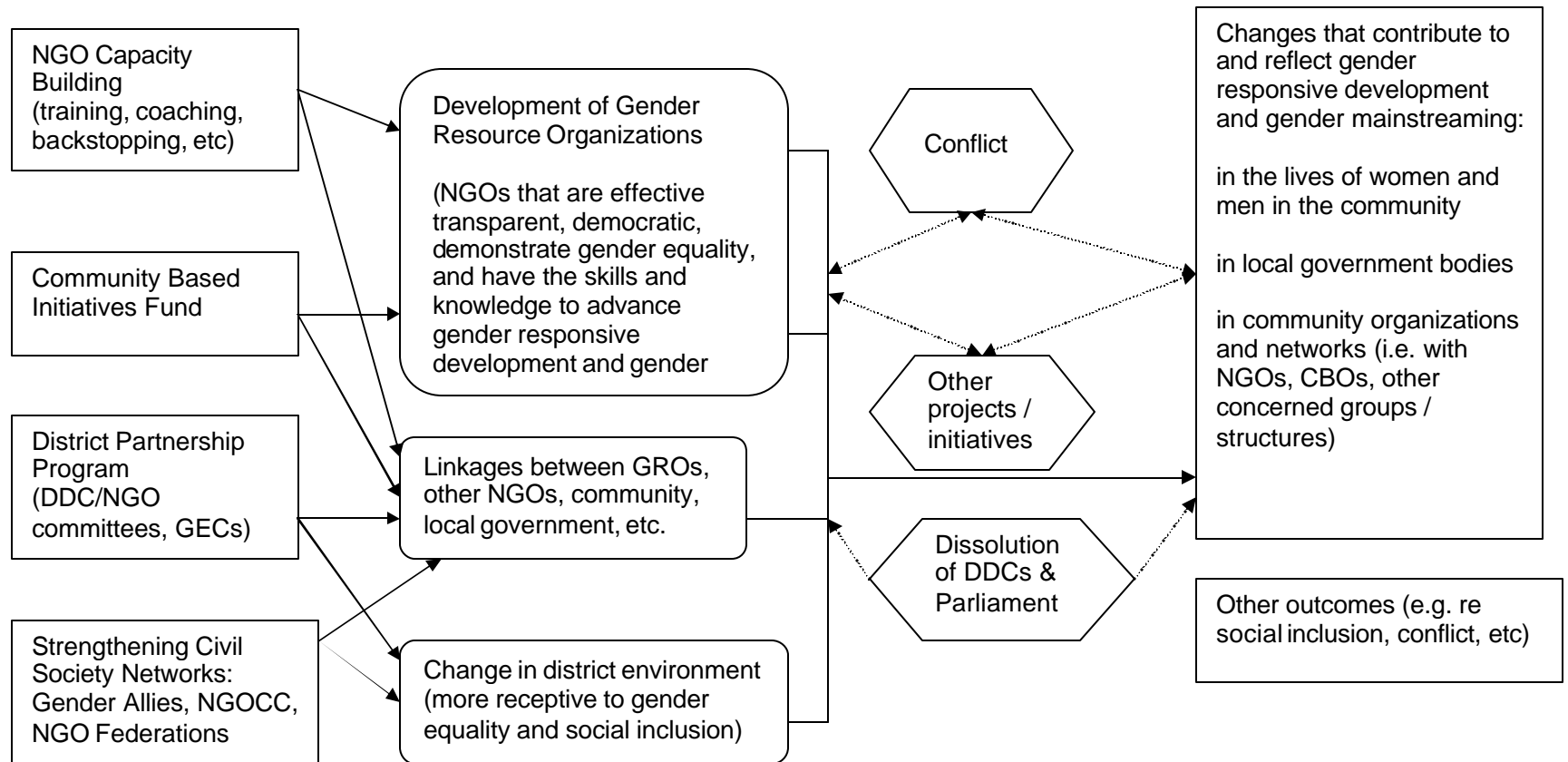
Annex 1: Summary of Project Inputs

February 2000-July 2004

2000	West/Terai Clusters
February	<ul style="list-style-type: none"> • District selection
March/April	<ul style="list-style-type: none"> • NGO selection
May/June	
June	<ul style="list-style-type: none"> • Baseline Organizational assessments
July	<ul style="list-style-type: none"> • Preliminary linkage mission
August	
September	<ul style="list-style-type: none"> • Partnership agreements signing
October	
November	<ul style="list-style-type: none"> • Gender awareness module • Linkage Plans Workshop #1
December	<ul style="list-style-type: none"> • Gender & development module • Linkage Plans Workshop #1
2001	
January	<ul style="list-style-type: none"> • First PIFs disbursed
February	<ul style="list-style-type: none"> • Group dynamics module
March	<ul style="list-style-type: none"> • Group dynamics module • DPP introduction workshop • Reflection meeting / GRO workshop
April	<ul style="list-style-type: none"> • OD 1 module (Vision/Mission) • TOF 1A module • DPP introduction workshop • Linkages # 2 workshop
May	<ul style="list-style-type: none"> • OD 1 module - (Mission)
June	<ul style="list-style-type: none"> • Violence against women strategies workshop
July	<ul style="list-style-type: none"> • OD 2 systems module • Gender conference • TOF 1B • Disburse equipment funds
August	<ul style="list-style-type: none"> • OD 2 coaching
September	
October	<ul style="list-style-type: none"> • Monitoring & sustainability spiral meeting • Gender in Program module • Gender allies initiated
November	<ul style="list-style-type: none"> • One year organizational assessments • PNGOs in DDC planning workshop • Community (CBO) curriculum development workshop
December	
2002	
January	<ul style="list-style-type: none"> • Gender allies workshop • Resource mobilization module
February	<ul style="list-style-type: none"> • Resource mobilization module • Accounts training • Annual/linkage plans facilitation
March	<ul style="list-style-type: none"> • NGO Association strengthening workshop • PRA & gender tools module
April	<ul style="list-style-type: none"> • Drawing workshop
May	<ul style="list-style-type: none"> • PNGO DDC linkages workshop
June	<ul style="list-style-type: none"> • NGOs in district planning workshop

July	
August	<ul style="list-style-type: none"> • Action learning/monitoring meetings • Gender allies workshop • TOF 1C • CBI Fund start-up
September	<ul style="list-style-type: none"> • Curriculum (Module review) TOF 2
October	
November	<ul style="list-style-type: none"> • Action learning workshop • DPP – NGO desk workshop
December	<ul style="list-style-type: none"> • NGO association strengthening workshop • GEC formation in Bara and Mahottari
2003	
January	<ul style="list-style-type: none"> • GRO module • Reflection meeting: gender allies, CBI fund, networking, marketing, action learning
February	<ul style="list-style-type: none"> • Study tour to India: advocacy and GRO
March	<ul style="list-style-type: none"> • District conference: Dadeldhura, Surkhet • GEC in Bara and Mahottari: toolkit
April	<ul style="list-style-type: none"> • District conference: Doti • District conference: Bara • NGO Association strengthening in Mahottari • Gender awareness for GEC - LA/DDC in Mahottari
May	<ul style="list-style-type: none"> • DPP Engagement Guidelines workshop (MLD) • NGO desk Surkhet workshop • Lessons Learned Dadeldhura/Surkhet • GEC formation in Surkhet • District conference: Mahottari, Sarlahi • Lessons Learned: Bara • NGO association - conflict mediation Mahottari
June	<ul style="list-style-type: none"> • Final Organizational Assessment. • Lessons Learned Mahottari
July	<ul style="list-style-type: none"> • Final Organizational Assessment • Association strengthening - Network management workshop • Linkages TOF workshop • GEC follow-up workshops Bara & Mahottari
August	
September	
October	
November	<ul style="list-style-type: none"> • CBI # 3 implementation begins
December	
2004	
January	
February	
March	<ul style="list-style-type: none"> • Women's Rights Workshop
April	<ul style="list-style-type: none"> • Outcome Mapping workshop
May	
June	<ul style="list-style-type: none"> • PNGO Promotion meeting
July	<ul style="list-style-type: none"> • Conflict Management workshop • PPNGOs Workshop

Annex 2: Evaluation Road Map



Annex 3: Outcomes Mapping Team

Lead Canadian Consultant: Barbara Duffield

Lead Nepali Consultant: Kanchan Verma Lama

PNGO team members: Two senior members (M/F or F/F) per PNGO

Translator/coordinator: Sumedha Gautam (terai cluster), Sarita Karki (west cluster)

District	Local team	Local team	Visiting team	Visiting team
Bara	Niva Singh, Sambhu Chaudhary JJA	Shova Poudel, Narayan Subedi Seto Gurans	Sudha Chalise, Gopi Wagle, RWUA	Ambika Poudel, Azam Ansari VCDC
Sarlahi	Sudha Chalise, Gopi Wagle, RWUA	Ambika Poudel, Azam Ansari, VCDC	Ranjana Shrestha, Madav Poudel, WCDC	Sangita Karne, Radheshyam Mandal, RCDSC
Mahottari	Ranjana Shrestha, Madav Poudel, WCDC	Sangita Karne, Radheshyam Mandal, RCDSC	Niva Singh , Sambhu Chaudhary JJA	Shova Poudel, Narayan Subedi Seto Gurans
Surkhet	Madhurani Dhakal, Amrita Adhikary, WAM	Ambika Khanal, Jagat KC, EDS	Rekha Bagchan, Keshav Pariyar, EDC	Ambika Poudel, VCDC Sangita Karne RCDSC
Doti			Amar Pun, MPDS Jagat KC, EDS	Bimala Pant, Laxmi Bohra, WDS
Dadeldhura	Bimala Pant, Laxmi Bohra, WDS	Amar Pun, MPDS	Rekha Bagchan, Keshav Pariyar, EDC; Ambika Khanal, EDS	Madhurani Dhakal, Amrita Adhikary, WAM

Annex 4: District Schedule

Initially six days were allocated for each district, but this was shortened to 4 days. Too much data was collected on the PPNGOs and community groups (one day each), and this was shortened to a half day with one PPNGO and one community group per PNGO. The schedule had to adjust to the bandhas called for May and June, examination schedules of some of the team and the consultant's availability.

April 25-27 2004	Orientation and planning workshop
April 28 - May 3	Bara
May 4 - May 9	Sarlahi
May 10 - 11	Dhanusha
May 23 - May 28	Surkhet
June 14 - 18	Mahottari
August 1 - 4	Doti
August 5 - 8	Dadeldhura

Day 1: PNGO Meeting

Day 2: Meet CBI fund community groups; Meet PPNGOs

Day 3: Meet CBI #3 local government beneficiaries;

Assess data and write-up for presentation

Day 4: Stakeholders meeting

Daily debriefing, notes write-up and planning for next day

Annex 5: Description of Tools

1. Introduction to methodology and tools applied in the outcome mapping exercises

The outcome mapping was focused on the impact of the CNGO project in five aspects:

- PNGOs organizational gender mainstreaming
- Results at community level in gender attitude and behaviour
- PPNGOs gender equality and organizational capacity
- District Line agencies change in gender awareness
- Overall district environment for gender equality and local government – NGOs collaboration

Methodologies adopted were specific for each aspect and based on familiar tools of Participatory Rural Appraisal (PRA). A team of four facilitator evaluators from the PNGOs was developed in each district. The team of evaluators, including all district level facilitators, consultant, project advisor and project director came together at Hetauda for a two and half day workshop. The methodology was discussed, problems articulated, routines worked out and travel plans finalized in that workshop. The workshop was facilitated by the consultant, Kanchan Verma Lama, and guided by the expertise of the Project Director, Chris Hunter and Project Advisor Barbara Duffield; Sumedha Gautam assisted in managing logistics and translation work throughout the workshop, and in district visits in the three eastern districts and Surkhet in the west. Sarita Karki supported the evaluation by her translation and logistical support in Mahottari, Surkhet, Doti and Dadeldhura.

The methodologies consisted of:

- Secondary documents review
- Focus group discussions with the eleven PNGOs, the PPNGOs and community groups
- Individual interviews with:
 - district officials (government line agencies and local bodies)
 - PNGO staff and members
 - Gender allies and Gender Equity Committee (CNGO promoted)
 - NGO CC and NGO Federation

The tools used were:

- Semi structured questionnaires
- Venn diagram
- Gender Analysis Matrix
- Decision Making Matrix

Source of data	Indicator	Tool & Method	Outcome
PNGOs & PPNGOs	<u>Internal</u> : Decision making processes – who benefits, how	Decision making matrix Focus group, with separate women and men groups	Capacity for open communication, transparency, accountability, with equal participation and benefits for women and Dalits
	<u>External</u> : Number & type of linkages, made by women or men	Venn Diagram Focus group	Linkage development leading to gender equality results
	<u>Program</u> : the degree that strategic gender interests are met in programs	List programs and identify how they meet strategic gender needs Focus group	Clarity on importance of addressing strategic gender interests in programs

Source of data	Indicator	Tool & Method	Outcome
	Gender: women empowered in organization at control level	Empowerment Index Focus group, separate women and men's groups	Culture of gender equality with women in control (empowered) in PNGO
Community groups (CBI #2)	Women increase in access and control of benefits	Gender Analysis Matrix Focus group	Project benefits accruing to women
Line Agency trainees & LA in-charge	Women's ability to travel increased Change in trainees perception on gender concepts	Mobility Map Focus group Semi-structured questionnaire Focus group and individual interviews	Increase in mobility due to project Changes and benefits to trainees and to community

2. Tools used with PNGOs

2.1 PNGOs and Women's Empowerment

This session was used to map the impact of CNGO's efforts on changes in empowerment level of PNGO's members, individually and organizationally. This was done separately in two focus groups, one with men by men facilitators and another with women by women facilitators. The facilitators were instructed to verify all answers with 1 or 2 examples in every exercise.

Women's Group

Participants: Women executive committee members and general members (ranging from 9 to 12).
Entry: We are here to hold a discussion with you about women's empowerment. We want to know about the level of women's empowerment in your organization. We would also like to know about:

- Just by being a woman, what do you feel about women's empowerment?
- What constraints do you face in the process of being empowered? What other internal or external factors hamper in the process of women's empowerment?

Question 1:

How do you feel when you are empowered? (*Each individual member writes only one answer on one metacard*)---this is equal to a definition by women about women's empowerment.

The answered cards will be presented by each individual member one by one while probing will be done by the facilitator, such as: Why do you think so and so on based on the answers. Not to be subjective but to maintain objectivity, facilitator would not reply from his/her side but just probe.

Question 2:

Reflect and write (on metacard) evidence that you felt empowered and illustrate how you felt at that moment? It can be at three different levels:

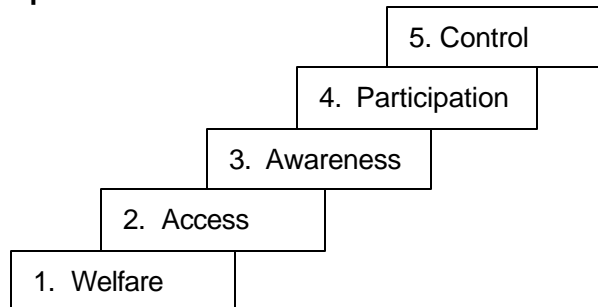
- Family level, Community level, Organizational level

Answers were encouraged more at organizational level. When some members could not write, they were offered peer support to write.

At this point the participants were asked to explain the reasons behind her feeling of being empowered at that moment and analyze the factors that made her to be so. The women were requested to rank their own answer (empowerment) at the level she would think appropriate as per the empowerment framework. This exercise was done to understand the perceived level of empowerment, i.e., about changed attitude and behaviour (impact) of women's empowerment through the changes introduced by CNGO. The facilitator probed with deeper questions such as:

Why do you feel it as a different and significant experience in your life? What changes do you particularly mean by saying so? Were you not able to do so before? Was it possible for you to do so if you were not in a group? Was there any repercussion for you being empowered in the family or organizational environment? How did you deal with that? etc,etc.

Levels of empowerment:



Definition of the “empowerment levels framework”

Welfare level: State of material welfare supply of women relative to men, such as, nutritious food, income etc that help women to maintain their livelihood in a better manner. At this stage, no issues related to empowerment are addressed; it is rather a kind of support to women for their material well being.

Access level: The state of recognition that there is a gender gap between men and women in accessing resources. When women realize that there is no gap in accessing resources equally with men, such as, education, employment, skills training, etc., they would rank their empowerment at this level.

Awareness level: This is the state of "conscientisation" when women (and men) internalize that distinctions made towards women due to being women by sex only is a "human doing" through systematically established and practiced social norms and values; that these can and must be changed for achieving gender equality. Without challenging and changing these discriminatory norms and values, gender equality cannot happen.

Participation level: The state when women have participated in the process of needs assessment, problem identification, project planning, management, implementation and evaluation of projects and programs and also about own development, equally with men.

Control level: This is a state when women and men feel that there is not any dominance of one sex over the other. This is achieved when there is a balance of power between men and women in all kinds of decisions affecting their life. This is a state of emancipation to feel free of restrictions on mobility, resources, decision making, etc. for women. Practically, in the PNGO working society, this implies that men need to give up some power that has been controlled in a biased manner. Thus this is a situation where women are still struggling and so are the men. However, without arriving at this level, gender transformation cannot be achieved.

Question 3:

Remember an incident in your life when, even if you were capable of being empowered or wished to be empowered, you could not make it happen due to some vital factors. Please cite an example. *(one answer per metacard for individual participant)*

The facilitator then probed after every individual answer to check validity and appropriateness.

Question 4:

What constraints do you face on the way to empowerment only because of being women?
(individual answer on metacard)

Question 5:

Work in small group:

- What are the three major initiatives or efforts implemented by your organization to achieve women's empowerment?
- In your opinion, what kinds of efforts should your organization undertake in order to advance women's empowerment effectively?

Men's group:

The organizational aspect of empowerment of women was discussed with the men members in a separate group with different questions, led by men facilitators.

Entry: We want to know about your working experiences as men, how have you worked on women's empowerment issues and what constraints have you gone through in doing this?

Question 1:

Write down your contribution during the last two to three months to women's empowerment (on metacard). The answer could be given at three levels: Individual, family and community level.

After writing up, each of the participants read it out to others while the facilitator asked the following probing questions:

Why do you think that was great? When actually did you do that? How did you do that? Why did you do that?

Question 2:

While working for promoting gender equality, what kinds of constraints do you face? Since you work differently than other men, do you face any kind of problems?

Question 3:

In your opinion, what are the three most important changes that were implemented by your organization to achieve gender equality in the organization? What are the problems faced during the process of implementation?

Note: Questions 1 and 2 were asked at individual level and questions 3 and 4 were asked in group. However it is advisable to ask individually.

2.2 PNGOs and Decision-making Culture

The purpose of the session was explained as below:

We want to know about the decision making process in your organization today.

How does each woman and man member describe their own role in decision making? Who brings proposals to meetings? What level of motivation is there among them to initiate new proposals? What impact has been realized due to involvement in the decision making process at individual level and organizational level? Is it helpful to maintain transparency and develop accountability among the members?

The session was held separately with dalit, women and men members. The discussion was based on the last or the second but last meeting of the PNGO board. The questions were answered individually by each member on metacard.

Question 1 : Participation and Transparency in decision making

- When did you hold the last meeting of your board?
- How, who and when were you informed about the meeting?
- Who attended the meeting?
- What was the agenda?
- Who proposed the agenda? How were the topics decided for the agenda?

- What was your own role in bringing any proposal?
- What was your role in expressing opinions for decision making?
- How did you feel about expressing your opinions in the decision making process? How difficult or easy it was?

Question 2: Ownership of decisions

- What was your feeling about the importance of your role once the decisions were taken? Did you own it? Yes, No. Why do you think so?
- How would you assess your responsibility for the implementation of the decisions taken by the meeting?

Question 3: Benefits: Individual and organizational

- List down the individual benefits that you obtained by being involved in the participatory and transparent manner of decision making. If none, give reasons.
- Has the process benefited your organization? If yes, what are those? List down. If none, give reasons.

Complete the matrix with the cards (or answers):

Target member	Participation	Ownership	Benefits	
Dalit (men and women separately)			Individual	organizational
Women				
Men				

2.3 PNGO's and program implementation

What gender strategic interests have been addressed by the PNGO in its field programs? The exercise was done in a combined group of men and women members.

Question 1:

List the programs implemented by your NGO on the table. Also list out what gender strategic interests have been addressed through those programs?

SN	Programs	Internally funded or volunteer programs	Externally funded	Gender Strategic issues

Question 2. What were the constraints faced in the process of working on gender strategic issues?

Question 3. What should your PNGO do to make gender strategic programs more effective in future?

2.4 PNGOs and Linkage Building Impact

Tool: Venn Diagram

Men and women in combined group

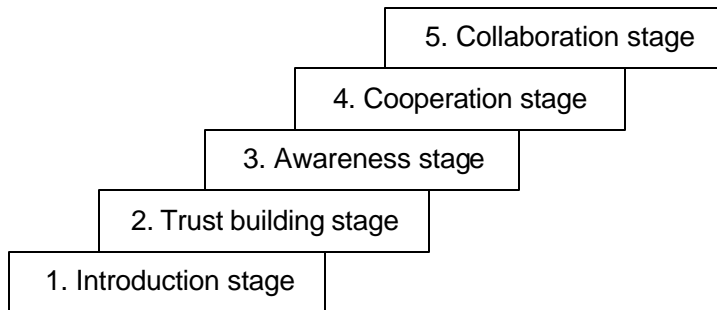
Questions:

- Which institutions does the NGO go to?
- What kind of relationship has the NGO developed for gender enhancement within district, the regional and national level?
- Who visits/makes relationship with the institutions, is it women, men, dalit?
- What benefits has the institution gained from this relationship building for its gender advancement work?
- What has been transformed from the NGO to the institutions, such as, was it successful in influencing its gender mission with the government line agencies, local government and other NGOs?

- What were the significant constraints in making relationship with such institutions, especially with the purpose of gender integration?
- What factors remained supportive to carry forward gender mission into these institutions?
- What lessons were learnt for future adoption?

List down all the names and arrange in Venn diagram model.

- More particularly, which government, non government, local government and other types of organizations are your NGO linked to at present?
- Arrange the NGO's relationship according to the stages of linkage building:



Steps or Levels Of Linkages

Introduction level: At the first stage of introduction about the NGO and its mandate about gender promotion

Trust building level: The NGO being appreciated for its gender work, i.e., a convincing level about the NGO's gender commitment and capacity

Awareness level: The NGO informs others about its VVMGO, applications and achievement and even orients about the need to build up cooperation

Cooperation level: The NGO gets involved in working together with other organizations with similar mandatory activities, e.g., celebrating International Women's Day together with WDS and others in the district.

Collaboration level: The NGO having entered into contractual agreements to perform actions together through partnership arrangements, or is a recipient of fund to implement some work.

The description about the levels was agreed in consultation with the PNGOs so that they could better implement the ranking in an easy manner.

In arranging the Venn diagram, the NGO's organizational structure was drawn at the centre with symbol of women and men, dalit if the NGO is only of women.

- What benefits has the organization gained from the linkage building?
- What benefits did women and men gain differently from the linkage building?

The purpose was to know about the impact of linkage on mobility, self confidence, public image and such other development skills on women and dalit?

2.5 Additional questionnaire for PNGOs:

An additional questionnaire was given to the PNGOs to discuss together.

1. What has your organization achieved in the field of gender and good governance at the level of NGOs, civil society, government agencies and local government?

2. Give examples of your organization being a model for others in the district, specifically in being transparent and democratic:
 - What changes have been achieved in these areas in your own attitude and behaviour?
 - What significant changes has your organization achieved in these areas?
3. Have your organizational efforts maintained any kind of strategic relationship among all the activities related to gender equality? Give examples.
4. Give examples about your organizational achievements in transformation to a Gender Resource Organization (GRO).
5. Have you achieved any organizational learning on peace and equality? Describe.
6. What is your long term vision for the next 10 years as GRO? What are the factors that encourage you in your vision?
7. Describe your experiences about "conflict". How have you been working in this situation? What are the particular implications on women and children of this conflict situation? What are your significant learnings that you would like to share with others?

3. PPNGO outcomes – CBI# 1:

Outcome mapping exercise with the PPNGOs by the PNGO facilitators was conducted with similar types of questions that were used with the PNGOs. However it was not as intensive as with PNGOs, since the PPNGOs were trained by PNGOs for just one year. The outcome would be limited as compared to the PNGOs that were trained by CNGO for four years.

4. Community groups outcomes – CBI#2:

Mainly two tools were used for mapping the results at the community level intervention made by the PNGOs:

1. Gender analysis matrix to map the impact of the program in the life of men, women, boys, girls, family and community.

Target participant	Change in Time	Change in Labour involvement	Access to resources and control over resources	Changes in attitude and behaviour
Dalit: women				
men				
Non dalit women				
non dalit men				
Boy child				
Girl child				
Family				
Community				

In the above matrix, answers were marked as "+" and some "-" as per their relevancy. Finally the impact was assessed.

2. Mobility mapping tool (Venn diagram), the purpose being to find out:
 - Has the PNGO's intervention through CBI#2 changed the pattern of the mobility of women outside the boundary of the family to the public services or community institutions?
 - Has such exposure and linkages contributed to developing confidence and skill to deal with the formal sector services?
 - How does she perceive her position in her family and community now compared to the situation before two years?
 - Have the public services become more responsive to their communities now compared to two years ago?
 - If yes, what benefits are being gained by women now differently than two years ago and equally with men?

- What factors are constraints?
- What more needs to be done to improve the situation?

Questions were asked accordingly and were arranged in the form of a Venn diagram tool in order to stimulate their thinking and prepare answers. Note: In all the exercises, questioning was done by one team member, while another team member took notes.

5. Line agencies and local government staff capacity development outcomes CBI#3:

The trainee line agency staffs were asked the following questions:

1. How were you selected for the gender orientation?
2. When did you receive gender training from the NGO?
3. Who were the resource persons?
4. What were the major topics of the training?
5. As an influence of the training, have you realized some changes at your: (individual writing on metacard) personal life community and office-organization?
6. Have you found the training useful for implementing your own sectoral gender related program policies at personal level, community level and organizational level? If yes, please give examples.
7. Have you ever worked in cooperation with the NGO on gender promotion? Please describe the action. What was the strategic focus of the action? What was your role in the same? What are your lessons learnt from the cooperation?
8. What types of constraints have you so far faced in the process of addressing gender issues? How have you dealt with those? Family level, Community level, Organizational level
9. What were the most effective qualities of the NGO's training capacity and skill? Would you like make suggestions to the NGO for future improvement?
10. Have you thought about any kind of initiation from your side to advance gender equality that could be important in your work?
11. In your opinion, what could the NGO have done more strategically to strengthen gender equality implementation in your organization?

6. Questions for individual PNGO members and the district agencies

Start with introductions; correct spelling of name and post, number of years in the post.

Explain purpose is to do an evaluation of the results of the CNGO project over the past 4 years to promote gender mainstreaming

// signifies probe type questions

(Interview times varied depending on the time availability of the interviewee therefore not all questions were asked.)

Line Agencies in-charge with CBI #3 project

1. How did the relationship develop with the PNGO? (name of contact person) //What was the process for developing the CBI #3 project?
2. Briefly describe the training. (participants, date, PNGO trainers names, content)
3. How did the participants rate the training/ Why? (useful, quality of trainers, relevance of content) // How will the participants use the training in their work? // What difference will this make for gender relations? (impact)
4. How do you (in-charge) rate the usefulness of the training?
5. Was there follow-up or monitoring from the PNGO?
6. Would you contract with the PNGO again? Why?
7. If you know the PNGO over some period (e.g. at least one year), what changes have you seen in their capacity?
8. Overall, what is the impact of their work in the district to improve the situation for women / on gender? (achievements/what difference did they make?)
9. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why?

10. What more could be done in the district to improve gender equality? (Suggestions for donors like CNGO, for PNGOs, for LA/DDC?)

If appropriate ask:

1. Are you familiar with gender allies / with GEC? If yes, is it useful? How? What achievements or results are there?
2. How has the conflict situation impacted on development work? Are NGOs, LA, and DDC able to work in communities?

NGO Associations – Federation/NGOCC

1. What did CNGO contribute in NGO association capacity strengthening?
2. What is the association doing now? (role/work) Is there a change from previously – 4 years ago?)
3. Is gender equality integrated in the association and its work? Explain. (role of PNGOs)
4. What are the future plans of the association?// Is the association sustainable?
5. What is the impact or result of the association on development? Probe - Do NGOs collaborate or work together on issues? (e.g. voice to government/advocacy)
6. What is the relationship between NGOs and local government (DDC)? Before and after CNGO? What changed, if anything? Is there a DDC NGO desk or committee? What is its role/impact/benefit? What is your relationship to it?
7. Are NGOs involved in the annual district planning process development? what role? What is the impact?
8. What is the image/reputation of PNGOs? // What are their strengths? // What is the impact on gender equality due to PNGOs in the district?
9. Is gender allies working here? Why/why not? What is the impact?
10. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why?
11. What more could be done in the district to improve gender equality? (Suggestions for donors like CNGO, for PNGOs, for LA?)
12. How has the conflict situation impacted on development work? Are NGOs, LA, and DDC able to work in communities?
13. How has the absence of local bodies (politicians) impacted development?

Gender Allies

1. What is the gender situation here? – main issues
2. What is being done to solve these problems?
3. What were your expectations for allies? Were your expectations met? // Explain // (OR) What is allies doing in this district? // Role? Are there other roles it could do? (networking, coordination, awareness raising)
4. How often has it met in the past year? When was the last meeting? What was discussed? Who attended?
5. Are allies successful? Why/why not? What is the impact/benefit from allies? Has allies raised the awareness about gender equality/gender issues?
6. Can allies be sustained? How? (what is needed?)
7. What should be the role of PNGOs in the allies?
8. If there is a GEC, what is the relationship between allies and GEC (role/impact/membership)?
9. What is the image/reputation of PNGOs? What are their strengths? What is the impact on gender equality due to PNGOs in the district?
10. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why?
11. What more could be done in the district to improve gender equality? (Suggestions for donors like CNGO, for PNGOs, for LA?)
12. How has the conflict situation impacted on development work? Are NGOs, LA, and DDC able to work in communities?
13. How has the absence of local bodies (politicians) impacted development?

Gender Equality Committee

1. What is the gender situation here? – main issues
2. What is being done to solve these problems?
3. What were your expectations for GEC? Were your expectations met? Explain // What is GEC doing (role versus reality) in this district?
4. How often has it met in the past year? When was the last meeting? What was discussed? Who attended?
5. Is the GEC successful? Why/why not? // What is the impact/benefit from GEC? // Has GEC raised the awareness about gender equality/gender issues?
6. Can GEC be sustained? How? (what is needed?)
7. What is the relationship between allies and GEC (role/impact/membership)?
8. What should be the role of PNGOs in the GEC?
9. What is the image/reputation of PNGOs? // What are their strengths? // What is the impact on gender equality due to PNGOs in the district?
10. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why?
11. What more could be done in the district to improve gender equality? (Suggestions for donors like CNGO, for PNGOs, for LA?)
12. How has the conflict situation impacted on development work? Are NGOs, LA, and DDC able to work in communities?
13. How has the absence of local bodies (politicians) impacted development?

PNGO members' personal interviews

1. What has CNGO meant to you personally?
2. What are your future plans?
3. What are the major organizational changes due to CNGO?
4. How has the organization become more gender equal? How did this happen (process?)
5. CNGO promoted the skills to be a learning organization as a way to sustain the PNGO. Provide examples of how your organization is a learning organization.
6. Gender allies –
7. GEC –
8. DDC/NGO partnership –
9. What has been the impact of your PNGO on gender equality in the district? Community, other NGOs, local government?
10. What will the PNGO do in future?
11. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why? What more could be done in the district to improve gender equality/mainstream gender? (Suggestions for donors like CNGO, for PNGOs, for LA?)
12. How has the conflict situation impacted on development work? Are NGOs, LA, and DDC able to work in communities?
13. How has the absence of local bodies (politicians) impacted development?

WDO/ LDO/ DDA/ NGO Desk

1. What is the gender situation here? – main issues
2. What is being done to solve these problems?
3. Is there much discussion about gender in meetings/forums? E.g. DDC meetings? By LA? // Is gender integrated in the district plan?
4. What is your relationship with the PNGOs? (How often meet, with whom, for what purpose?)
5. Have you contracted with the PNGOs (other than CBI#3)? If yes, please explain the work. Were you satisfied with the work?
6. What changes have you seen in the capacity of the PNGOs since the CNGO partnership began? What impact has there been? (differences in gender equality due to PNGOs)

7. Are you familiar with gender allies? If yes, is it useful? How? What achievements or results are there? What are the problems? Is the allies sustainable? How?
8. If there is a GEC, what is it doing? How often has it met in the past year (April 2003-April 2004) When was the last meeting? What was the purpose? Who attended?
9. What is the impact/result of the GEC? Can the GEC be sustained? How?
10. What more could be done in the district to improve gender equality? (Suggestions for donors like CNGO, for PNGOs, for LA?)
11. How is the relationship between NGOs and DDC? Now compared to before CNGO (4 years ago)? CNGO supported establishing a committee of DDC, NGOs, LA – is this committee still functioning? How often has it met in the past year? When was the last meeting? Who attended? Purpose?
12. What is the impact/benefit from the committee?
13. Do NGOs participate in the district planning process? What role? What benefit? Is gender integrated in the plan? Did PNGOs play a role?
14. CNGO chose to work with and through PNGOs to promote gender mainstreaming by building their capacity as expert trainers and advocates in gender. Was this a good strategy compared to other ways to mainstream gender? (e.g. work with LA or DDC staff, work directly at community) Why? What more could be done in the district to improve gender equality? (suggestions for donors like CNGO, for PNGOs, for LA?)
15. How has the conflict situation impacted on development work? Are NGOs, LA, DDC able to work in communities?
16. How has the absence of local bodies (politicians) impacted development?

7. Collecting feedback and inputs from district stakeholders and project members

In each of the project districts, the preliminary findings were presented at the end of the exercise, in a publicly held meeting, chaired by one of the LDO, WDO, DDC Chair, or Ex-DDC Chair based on their availability. The purposes of the meeting were to:

- Inform about the preliminary findings of the outcome mapping exercise to a wider group
- Clarify some confusions
- Collect further inputs from the participants
- Give thanks to all concerned for their cooperation in the process of CNGO work as well as for assisting in the outcome mapping exercise.