

Draft Final Report

GESI Impact Assessment of the District WASH Programme in RWSSP-WN

Report submitted to



**Rural Water Supply and Sanitation Project in Western Nepal
Pokhara, Nepal**

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***GESI Impact Assessment of the District WASH
Programme in RWSSP-WN***

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**Rural Water Supply and Sanitation Project in Western Nepal
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List of Acronyms

A/J	Adivasi/Janajati
B/C	Brahmin/Chhetri
CHSAC	Community Health and Sanitation Action Committee
CLTS	Community led total sanitation
CTA	Chief Technical Advisor
DAG	Disadvantaged Group
DDC	District Development Committee
DoLIDAR	Department of Local Infrastructure Development and Agricultural Road
DTC	Disadvantaged Terai Caste
DTO	District Technical Office
D-WASH-CC	District WASH Coordination Committee
DWIG	District WASH Implementation Guideline
DWS	Domestic Water Supply
FGD	Focus Group Discussion
GESI	Gender Equality and Social Inclusion
GIAT	Gender Impact Assessment Team
IMC	Institution Management Committee
IG	Income Generation
KG	Kitchen Garden
KII	Key Informant Interview
LDO	Local Development Officer
LGCDP	Local Governance and Community Development Programme
M&E	Monitoring and Evaluation
MIS	Management Information System
MFALD	Ministry of Federal Affairs and Local Development
MTR	Mid-term review
MUS	Multiple Use System (of water)
NGO	Non Government Organisation
NPC	National Planning Commission
O&M	Operation and Maintenance
PHAST	Participatory Hygiene and Sanitation Transformation
PCO	Project Coordination Office
PSU	Programme Support Unit
RM	Religious Minority
RWSSP-WN	Rural Water Supply and Sanitation Programme-Western Nepal
SP	Service Provider
TBC	Total Behavior Change
ToR	Terms of Reference
VDC	Village Development Committee
V-WASH-CC	Village WASH Coordination Committee
WASH	Water, Sanitation and Hygiene
WSSDO	Water Supply and Sanitation Divisional Office
WUSC	Water Users and Sanitation Committee

Executive Summary

Key findings

RWSSP-WN is a bilateral WASH project funded under Finnish Development Cooperation. Starting since August 2008 for a period of 4 years with one year extension, RWSSP-WN completes in July 2013. The project intervention strategy is based on the WASH concept with hygiene and sanitation as the entry point. RWSSP-WN operates in nine districts (six Hill and three Terai districts), namely, Baglung, Kapilvastu, Myagdi, Nawalparasi, Parbat, Pyuthan, Rupandehi, Syangja and Tanahun.

The main objective of the present GESI impact assessment was “to gain an understanding of what impact the project GESI approach has made on the lives of women, poor and the excluded.” Particularly, it required that the assessment be carried out at three specific levels: policy and legislation, structures and institutions, and the process. The GIAT had a range of interactions/discussions with project team at different levels, field visits and interactions, district level discussions and desk review of some key documents. The field visit was carried out in Kapilvastu, Pyuthan and Myagdi districts. This report captures the key findings of all these deliberations.

Overall, RWSSP-WN stands very strongly at the forefront of a GESI-responsive WASH project. The project is very well in line with the project goals and outcome results. The project has embraced the thrust of GESI sensitivity of the project document very well and has attempted to articulate this across project portfolio across districts. If the project improves itself in some areas where space for improvements appear, it can potentially establish a very good record of mainstreaming GESI effectively and at the same time realise its overall goals efficiently.

GESI mandate of the project is very clearly articulated in project document. Although GESI is recognized as one of cross-cutting issues, the way project document accords priority to GESI and the way project outcomes are designed, GESI gets an excellent articulation at its outcome level. GESI is well articulated in project policy documents and guidelines, and relatively poorly integrated in some key training manuals. The project has made an excellent contribution at outcome level indicators. This is specifically in areas such as: (a) saving women and girls’ time while fetching water; (b) women and girls hardships related to carrying water and fetching water from distance has been significantly reduced; (c) although

there is no hard data, we could infer that there has been tremendous improvement in occurrence and incidence of contagious water borne diseases.

Institutional capacity of local bodies to facilitate WASH has been improved and strengthened impressively. The GIAT has little reservation, however, that the district WASH structures still do not have GESI expertise and, as a result, the process dimensions of WASH implementation (such as empowerment, inclusion, diversity, capacity building including leadership development and institutional strengthening) has received lower emphasis.

Representation of disadvantaged groups in local WASH structures is quite good, although their representation does not spread over all levels of responsibility and it did not break conventional norm of assigning them the treasurer-ship. Caste/ethnic representation in key positions of WUSCs is also good. The share of caste/ethnic representation varies, but Adivasi/Janajati have better representation than Dalit. Although, RWSSP-WN's key training modules incorporate GESI issues little inadequately in terms of time allocation and integrating GESI into WASH, and there are no training modules for DAGs targeted capacity development, RWSSP-WN has an impressive range of trainings. A total of 72,923 persons have been trained including 42 percent women with more or less proportional representation of DAGs.

Key recommendations

- § **Social mobilisation:** RWSSP-WN is encouraged to design a GESI-sensitive social mobilization package that adequately promotes WASH and TBC among the community. Capacity building and conscientisation will remain at the core of such package with due focus on building community cohesion, leadership development, group dynamics, empowerment, etc. Social mobilisation will be the very process that identifies the DAGs and attempts to focus on their capacity development and needs identification.
- § **Weaving poverty robustly in project deliberation throughout:** We very urgently draw attention of RWSSP-WN that, in its upcoming second phase, poverty dimension of GESI be paid adequate attention, together with gender and caste/ethnic dimensions. Until and unless the intersectionality of multiple aspects of exclusion and deprivation are identified and targeted, project intervention remains partial and incomplete.
- § **Piloting a female-led WASH:** Given that there is an acute absence of adult male population in rural Nepal (due to urban migration and overseas labour migration), those male who

are in the village are elderly and lack vision, vigour and leadership drive, it has jeopardised project work in many VDCs (particularly in the Hill districts). We encourage the project team to explore possibility of launching a female-led WASH and TBC campaigns. (This suggestion draws on our cross-district observation that girls and women at the heart of WASH and TBC initiatives.) This can be initiated in selected VDCs/districts on pilot basis to be expanded later based on lessons learning.

- § **Building and upgrading D-WASH units' competency in GESI mainstreaming:** The project urgently needs to upgrade D-WASH units' competency in GESI mainstreaming, including issues of social targeting, including skills of reaching the un-reached, un-served and hard-to-reach. We suggest that RWSSP-WN develop a social targeting guideline during the very first months of its second phase. (The focus and contents of such a guideline has been suggested in the main body of the report, see Box 2.) There is also a need to make a provision of a GESI portfolio in each D-WASH Unit.
- § **Retaining PSU's responsibility of GESI mainstreaming** as this is a cross-districts need: DDCs and VDCs' ownership over D-WASH programme is very impressive. It has also drawbacks that issues which are process-based (therefore, time-taking), software (therefore, relatively less visible), such as empowerment, inclusion, targeting, incentives, etc. have received relatively less attention. The institutional arrangement of the project, hence, demands a rethinking. The GIAT would like to suggest that without much compromise to its current strengths of a model-like decentralised implementation of WASH, the PSU needs to be given little more freedom, autonomy and resources on critical areas of capacity building, such as GESI, which would otherwise receive less priority.
- § With regard to **MFALD** in general and **DoLIDAR** (including DDCs and VDCs) in particular, the GIAT has six specific recommendations so as to make the District WASH Programme in RWSSP-WN GESI responsive (see the main text for a detailed discussion). To mention a few of them:
 - MFALD and DoLIDAR need to be encouraged to formulate and adopt WASH related GESI guidelines including GESI mainstreaming strategy and organisational policy) including a provision of staff JDs well incorporating GESI.
 - To address the problem of institutional barrier particularly at DDC and VDC levels, we suggest to introduce a provision of compulsory representation from

district (and VDC level) networks of Daits, Janajatis, women and differently-able people. This is a matter of policy advocacy.

- RWSSP-WN together with other similar projects can support and encourage DoLIDAR to add GESI expertise in itself for technical and expert backstopping and as GESI focal person.
- Also, we encourage the project to expand field exposure of NPD, NPC, LDO, VDC secretaries, and such other key government personnel and keep them engaged in field-based monitoring occasionally so that they can better grasp the importance and dynamics of GESI mainstreaming.

The final section of the main body of the report would present some additional recommendations.

Acknowledgments

Carrying out the present GESI Impact Assessment of the District WASH Programme in Rural Water Supply and Sanitation Programme (Western Nepal) proved to be an enriching task. This became like an opportunity for the members of the GIAT to get exposed to so many new issues and insights related to a GESI-responsive WASH implementation. We read my documents, visited many settlements, and had interactions with a range of people with a varied background. This report is an outcome of the support extended to us by so many people and institutions. We would like to thank the members and leaders of WUSCs and CHSACs who supported us by receiving us despite their busy work schedules and providing us with information about their engagement in WASH Programme in RWSSP-WN. We would also like to thank LDOs, D-WASH-CC members, D-WASH unit staff, and D-WASH Advisors for sharing and imparting their views on GESI mainstreaming practice of RWSSP-WN.

We would like to appreciate the keen interest given to this assessment by RWSSP-WN's NPD Loknath Regmi, and NPC, Shanker Pandit (both at DoLIDAR) and for this support and insights. This report would not have been completed without the support and encouragement by Eeva Maijala, Human Resource Development / Monitoring and Evaluation Specialist, Jari Laukka, Junior Technical Advisor, Bimal Chandra Sharma, Operation & Maintenance Management (OMM) Specialist, Chhabi Lal Goudel, Health & Sanitation (H&S) Specialist, Guneshwor Mahato, Water Supply and Sanitation (WSS) Specialist, Nil Kantha Koirala, Admin/Accounts Officer (AAO) and Sujana Adhikari, Engineer – all at RWSSP-WN. All nine D-WASH Advisors deserve appreciation, but Chandra Bhakta Bista (Myagdi), Hari Prasad Upadhyaya (Pyuthan), Shambhu Prasad Shah (Rupandehi) and Shashi Bhusan Thakur (Kapilvastu) deserve special appreciation for the various support extended to the GIAT during the field visits.

Above all, the GIAT would like to express their sincere appreciation to Amrit Kumar Rai, Chief Technical Advisor, and Sangita Khadka, Gender, Inclusion & Social Mobilisation Specialist for entrusting this assignment to us, and support extended to us throughout the period. We hope this report fulfills RWSSP-WN's expectation and supports the project to better mainstream GESI in its second phase.

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together with Sumeera Shrestha

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GESI Impact Assessment of the District WASH Programme in RWSSP-WN 2013

1.0 INTRODUCTION

1.1 RWSSP-WN and the need for GESI impact assessment

Rural Water Supply and Sanitation Project in Western Nepal (RWSSP-WN) is a bilateral WASH project funded under Finnish Development Cooperation. Starting since August 2008 for a period of 4 years with one year extension, RWSSP-WN completes in July 2013. The project intervention strategy is based on the water, sanitation and hygiene (WASH) concept with hygiene and sanitation as the entry point. RWSSP-WN operates in nine districts (six Hill - Baglung, Myagdi, Parbat, Pyuthan, Syangja, Tanahun, and three Terai - Kapilvastu, Nawalparasi, and Rupandehi districts).

Gender and social inclusion (GESI) is one of the cross-cutting issues of the project which intends to create awareness, sensitisation and involve women, poor and excluded groups in the mainstream of WASH project planning and implementation. Of the several cross-cutting issues the project identifies, GESI has received key attention in project conceptualization and implementation. Actually, the project document envisages a “GESI responsive WASH implementation” driven by gender equality and social inclusion principles (RWSSP-WN, 2009). The way GESI been interwoven in the project document gives an impression that the entire process of project implementation keeps GESI at its heart.

With the project period coming to an end, RWSSP-WN now intends to carry out GESI impact assessment of its work by an independent team of consultants to feed the lessons learned into the proposed second phase of the project. In development arena impact assessment is defined as “sustained changes in people’s lives brought about by a particular intervention” (Roche, 1999). This report captures the main findings of the assessment carried out during the months of February and March 2013 including several field visits.

1.2 Objectives and scope of the assignment

The main objective of the present GESI impact assessment is **“to gain an understanding of what impact the project GESI approach has made on the lives of women, poor and the excluded”** (see the ToR for the present assignment, attached in Annex 1). Particularly, it requires that

the assessment be carried out at three specific levels: policy and legislation, structures and institutions, and the process (skills, capacities, inclusion, empowerment, etc.).

RWSSP-WN aims to use the findings of this assessment to bring about improvements in the delivery and management of services within projects itself, as well as creating advocacy arguments to bring about change in WASH sector policies and strategies nationally. In course of the assessment, the focus specified by the ToR originally has slightly been revised. Since the assessment aims to focus at impact level, the focus is maintained at the goal and outcome level results. With reference to the project document (particularly the LogFrame) the following six outcomes have been identified (see Table 1) and without compromising the scope of work given in TOR, the present assessment aims to capture those outcomes against the indicators specified.

Table 1: Impact level outcomes of the project

Outcome
1. Increased women's productive role (time and energy)
2. Decreased hardship, gender and social discrimination linked with water, sanitation and hygiene
3. Improved health, nutrition and hygiene of community people in programme districts, particularly among WPE. Decreased infant and maternal mortality.
4. Enhanced institutional capacity of local bodies (DDCs and VDCs) to facilitate to execute WASH sector/projects
5. Sustainable O&M of domestic WSs managed by inclusive WUSCs
6. GESI responsive WASH sector policies, strategies and guidelines at central and local levels adopted

While assessing those issues, the GESI Impact Assessment Team (GIAT) made an effort to look at (a) effectiveness of GESI mainstreaming in results and in the project cycle, and (b) level of efficiency in resource used and managed from GESI perspective.

2.0 METHODOLOGY AND FILED REFLECTIONS

As the ToR makes it amply clear, the present assessment primarily follows qualitative approach. Since the project has maintained a very useful stock of information in its database, the GIAT did not attempt to examine project performance by collecting quantitative information. Instead, the GIAT attempted to take maximum benefit from project's own database together with field visits, observation, several layers of interactions and verifications.

Before the commencement of the study, the GIAT familiarised with the project objectives, strategies, principles/approaches, the role and responsibilities of different actors, and the way in which the program was implemented. Based on the review findings, the consultant team prepared an observation list and checklists for discussions and interviews. Although those checklists broadly guided the discussions; often actual conversation took its own course. This was particularly so in group discussions with the project beneficiaries during field visits. This happened also because the discussants had their own issues, problems and stories to share with us (as outsiders) instead of answering targeted questions/issues narrowly. The GIAT also experienced language problem during community level discussions in Kapilvastu. Efforts were made, to the extent we had the efficiency, to use community's own language, and the field staff of WASH Unit accompanying us also supported in this endeavor, the problem of language barrier could only be minimised. This was particularly so among Madhesi and Muslim women.

During the field visit the GIAT met and discussed with primarily with WUSCs and CHSACs, both women and men. The GIAT also attempted to have some conversations with some representatives of the wider community members as the beneficiaries, although this was random. Attempts were made to verify, confirm and triangulate the issues raised in those grassroots level discussions with discussions upwards. Several layers of discussion, such as with V-WASH-CC members and leaders, IMC members, local field staff, D-WASH-CC including the LDO and other district level stakeholders, primarily attempted to focus on verification of the impression and emerging issues.

2.1 Field sites and field work strategies

The Consultant Team, in consultation with the project team, purposively selected three districts, namely Kapilvastu, Pyuthan and Myagdi. Kapilvastu represents Terai district, Myagdi represents Hill district, and Pyuthan is the only district RWSSP-WN works in Mid-West. After having the district selected, GIAT together with the project team, used random sampling method to select the VDCs, one from each district. We made a list of all VDCs in each district (in alphabetical order) and chose the every sixth VDC in the list. This process yielded the following VDCs for the field visit:

Pyuthan	:	Swargadwari
Kapilvastu	:	Siswa
Myagdi	:	Ruma

The field visits were made in February and March 2013. The field visit in Kapilvastu and Pyuthan was accompanied and supported by one of the specialists of RWSSP-WN. While two to four sites (or schemes) have been visited in each selected VDC for interaction, discussion and scheme observation, particularly in Kapilvastu and Myadgi, sites outside the sample VDCs were also visited to allow diverse perspectives, scenario and cases to come in. For example, we visited Arman VDC in Myagdi and Baikunthapur of Kopuwa VDC in Kapilvastu. This initiative, a purely on-the-spot decision, proved to be insightful.

2.2 Information collection, substantiation and verification

Key informant interviews (KIIs), focus group discussions (FGDs) and observation remained to be the main tools of data collection while in the field. Discussions with leaders and members of V-WASH-CC/ WUSCs/CHSACs, followed by the Lead TBC trainers/triggerers, natural leaders/lead mothers were accomplished. Extra efforts have been made in the field to meet with larger groups of beneficiaries including the children, adolescent girls, members of Dalit and poor households, and women to capture the voice of disadvantaged groups. Annex 2 and Annex 3, respectively, present checklists and a list of observations during field visits.

Once the field visits were accomplished and group discussion and interviews were completed (see Annex 4 a list of persons met), the GIAT took some time to review documents again, prepare the field notes and identify key issues, for them to be flagged with the project team. The preliminary findings were shared with the larger team of RWSSP-WN (including D-WASH Advisors), followed by in-person discussions with the National Project Director and the National Project Coordinator at the Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR) in Kathmandu. The GIAT attempted to have upper level discussions such as these to focus on key emerging issues to

get their perspective on what efforts were made to mainstream GESI in the project (and the strategies they followed in the respective districts they are assigned to). The GIAT particularly attempted to hear their account of what work, what did not during their efforts. This was also done with PSU specialists including the CTA, in a team or during in-person discussions.

While in the field, first of all, a brief de-briefing was done by the accompanying field staff about the field dynamics. Then we visited the schemes and communities surrounding those schemes. During the time of actual conversations, while one of the GIAT members was facilitating (or moderating) the discussions and posing the questions, the other member would take the note. Team member would reverse their role depending on circumstance and choice. Some discussions were audio taped (randomly), while others were noted down. To the extent possible we attempted to capture some of the settings of the field in camera. This report contains some of these photographs.

The GIAT attempted to follow a schedule of work in which evening discussion was given importance. Evening discussion was a sharing, discussion, reflection and brainstorming session of the team, sometimes also participated by the accompanying field staff of D-WASH Unit. The evening discussion proved to be important in the sense that it gave an opportunity to identify key issues coming up to which we could focus our attention the next day for its triangulation, confirmation or drop out. It also helped us develop common and shared understanding toward particular issues, and to have a cross-VDC and cross-district comparative perspectives.

3.0 SETTING THE GROUND: PROJECT'S GESI MANDATE AND GESI MAINSTREAMING PRACTICES

3.1 *GESI mandate of RWSSP-WN*

In order to familiarise the GIAT with RWSSP-WN, a few (key) project documents were consulted and reviewed. This was also a part of the exercise of scanning project documents to see whether GESI is clearly and consistently articulated across the layers of project implementation. Let's start with the project document itself.

The overall objective of the project is **increased wellbeing of the poorest and excluded**. This aptly formulated objective has been built on the underlying assumption that lack of water supply, sanitation and hygiene causes poverty. GESI is very clearly articulated in this formulation as it clearly identifies the target group. The question remains how have the group(s) of the poor and excluded been defined, operationalised and targeted. At the purpose level too, GESI articulation is very clear and explicit. The purpose of the project is **to fulfil the basic needs and ensure rights of access of the poorest and excluded to safe domestic water, good health and hygiene through decentralized governance system**. Safe water supply and improved health and sanitation can eventually lead the beneficiaries to better income and lively opportunities, as healthier persons can work more and earn more. With this, the productive role of women also increases due to time saving with improved DWS close to their doorsteps.

At the results level, one of seven results (outcomes) relates to “increased women’s productive role (time and energy),” the other six relate to decreased water discrimination for women, girls and Dalit, followed by improved health (two outcomes), institutional capacity (two outcomes) and GESI responsive WASH sector policies (one outcome). These all outcomes, expectedly, would benefit mainly and primarily to enhance the wellbeing of the poorest and excluded. The project document outlines for affirmative action to ensure fair representation of women, poor and the excluded groups. The project document also mentions about addressing “water discrimination” which is one of the serious areas of social discrimination particularly against girls, women and Dalit.

Hence, though the project treats GESI as one of several cross-cutting issues (along with human rights, climate change, etc.) we find GESI so strongly interwoven in the project

formulation and design that it is something more than a mere cross-cutting issue to RWSSP-WN. Perhaps, “GESI-responsive WASH implementation” is a phrase that aptly represents the central thrust of the project.

From this brief discussion, the GIAT would like to flash out the following key points that it understood this, as: (a) wellbeing is understood as fulfilment of basic needs in terms of WASH, (b) followed by contribution to poverty reduction through higher level of income and productivity,¹ (c) with an explicit focus on women, poor and the excluded,² and (d) emphasis on decentralised governance system and on right to access (over WASH resources) (Project Document, 2009). In this backdrop, the GIAT would be interested to look at how is productivity and income of the poorest and excluded [households] enhanced? What is the project definition of poorest and excluded?³ How are the issues of economic marginalisation and social discrimination addressed by the project? What criteria and strategy RWSSP-WN follows to sharpen its targeting to the poor and excluded (often called the “disadvantaged group,” or DAG)?

The project document spells out seven outcome level results, as follows (also mentioned in Table 1 above):

1. Increased women’s productive role (time and energy),
2. Decreased hardship, gender and social discrimination linked with water, sanitation and hygiene,
3. Improved health, nutrition and hygiene of community people in programme districts, particularly among the poorest and excluded,
4. Decreased infant and maternal mortality,
5. Enhanced institutional capacity of local bodies (DDCs and VDCs) to facilitate to execute WASH sector/projects,
6. Sustainable operation and maintenance of domestic water schemes managed by inclusive WUSCs,
7. GESI responsive WASH sector policies, strategies and guidelines at the central and local levels⁴ (see Table 1, above).

These results are fairly GESI-responsive as they can potentially enhance women’s productive role (thereby decrease women’s gendered stereotypical role in the confinement of domesticity and reproductive sphere), contribute to lessen social discriminations in WASH

¹ One way will be to approach productivity increase in terms of employment generation (but to be discussed!). Multiuse system of water (MUS) can also be argued as income and productive raising contribution (?).

² But remember that sanitation follows a holistic approach, which means no house is kept aside from the project coverage.

³ Is it the case that we need to see Sanitation Strategy of 2004 for such a definition?

⁴ See WASH Approach Manual (DoLIDAR), Sanitation Master Plan, District version of DWIG, Sanitation Strategy, WASH Plan (of 50 VDCs), District Strategy WASH Plan (which is under formulation).

sector, through the process of enhanced institutional capacity and inclusive WUSCs and GESI-responsive policies.

There are four major outputs of the project:

- a) Well-functioning domestic water schemes managed by inclusive WUSCs providing safe domestic water to all users.
- b) TBC in hygiene and sanitation of individuals, households, communities and institutions.
- c) Strengthened institutional capacity of local bodies to facilitate the WUSCs for implementation, operation and maintenance management of WASH programs in a self-sustainable manner.
- d) WASH sector policies, strategies and guidelines at the central and local level prepared.

One good point is that the Annual Report, 2011-12 attempts to make some improvement in this regard by bringing GESI disaggregated indicators, to the extent possible (see Progress: Measuring the Result of RWSSP-WN in the Annual Report, pp. 67 onward).

3.2 Mainstreaming GESI in WASH: learning from sectoral GESI assessment

Lynn Bennett in 2006 worked, together with a team of Nepali and international staff, on a joint DFID/World Bank Gender and Social Exclusion Assessment (GSEA), the summary of which was published in 2006 as “Unequal Citizens: Gender, Caste and Ethnic Exclusion in Nepal” (World Bank, 2006). In 2010, GESI assessment update has been developed as Volume II bringing a number of sectoral GESI mainstreaming practices, including water supply and sanitation. Sectoral assessment on water supply and sanitation highlights a number of issues, such as:

- § Barriers faced by women, the poor and the excluded in the sector (including gender-based exclusion, caste/ethnic/religious/regional identity-based exclusion)
- § Response to exclusion in the WSS sector (at policy level and as programmatic responses. The programmatic response consists of assessing demands and selecting communities, social mobilisation, inclusive access to WSS facilities, making users’ committees representative, equitable opportunities for paid jobs, women’s economic empowerment and livelihoods opportunities, and accountability mechanism)
- § Institutional issues of the WSS sector

- § Programme and budget analysis, and
- § Monitoring and reporting.

RWSSP-WN stands out at the frontline of the GESI-responsive WASH implementation. Like the overall WASH sector, RWSSP-WN follows a demand-led and community-based participatory system that encourages community ownership, and aims to improve project efficiency and sustainability (World Bank, 2010: 3). The positive side of a demand-led WASH implementation is that demand-led approach better guarantees for equal access of diverse needs and population groups. However, sometimes it happens that some communities and geographical entities are not even aware of the services available to them and for various reasons cannot make their claims (or demands). RWSSP-WN can have plenty of learning on this reality. Hence, it is imperative that in its second phase, the project might want to track the “hard to reach” population groups so as to enable them to make such demands.

As with the case of other projects, RWSSP-WN has demonstrated a very good achievement in making local WASH structures inclusive through affirmative action strategies, with at least one-third representation of women members and proportional representation of the excluded. One area where RWSSP-WN Phase II can venture is budget analysis by adopting the fund flow analysis to ensure that not only women, poor and the excluded are adequately targeted, but also the resources reach them sufficiently (‘follow the money’ approach). As the Sectoral Analysis paper suggests, it can:

- § assess what efforts have been made to address the issues that constrain these groups’ access to sector benefits and services
- § analyse how much of the budget has been allocated and spent on such issues, and
- § assess the degree to which WASH funding for these issues are channeled through targeted programmes or integrated into mainstream programmes (WB, 2010: 14, underline original).

Finally, we close this discussion by drawing some key points from the Sectoral GESI Assessment as good practices and lesson learning in WASH sector with regard to GESI mainstreaming:

Demand side

- § Social mapping
- § Well-being ranking

- § Identification of group-specific and gender-differentiated needs and interests
- § Establishing firm quorums for key meetings

Supply side

- § Guidelines/efforts to ensure access to project benefits
- § Selection criteria to reach remote areas
- § Subsidies for the poorest
- § Efforts to disaggregate monitoring and reporting information
- § Use of local languages
- § Policies for working with people with disabilities
- § The School-led Total Sanitation (SLTS) approach
- § Citizen engagement tools
- § The provision of literacy/non-formal education classes
- § Integrating livelihood activities with WSS economic and social empowerment.

Sectoral learning

- § Demand-led approach
- § Integrating GESI at both the project and organisational level
- § Multi-sectoral approaches to addressing barriers of inclusion
- § Identification of gap in supporting capacity-building skills and transformative empowering processes that can lead to sustainable inclusive societies
- § Identification of support for the ultra-poor to address their self-exclusion from development processes
- § Low downward accountability and limited incentives to promote GESI issues in their work
- § Awareness that despite formal rules and regulations to ensure representation, it is the informal structures that influence participation of the excluded groups
- § Recognition that specific and targeted efforts are needed to reach the poorest and most excluded groups

4.0 GESI MAINSTREAMING AT POLICY LEVEL

This section brings the key findings based on screening of the key project document.

The District WASH Implementation Guideline (DWIG) is a programmatic project document that operationalises implementing the WASH programme, which recognises that “gender and social inclusion [GESI] issues are at the heart of WASH” (RWSSP-WN, 2009e:4). DWIG aims “to test the implementation of WASH sector support in a holistic way at the district level.” The DWIG emphasises a coordinated and harmonised WASH programme, and very comprehensively outlines the details strategies for WASH planning, implementation, support arrangements, financing and accounting, capacity building, and monitoring and evaluation (M&E).

Despite that the DWIG contains relatively a short discussion on GESI, the gender and social inclusion concerns are well articulated in almost every major steps of WASH project delivery. The consultant team has the impression that the DWIG is a very important document for the districts for WASH implementation, and the DWIG captures GESI issues to a large extent. It is important to note here that all RWSSP-WN districts can have their own DWIGs (which are, in fact, an adaptation of the model DWIG to suit the specific circumstances of the districts). The document provides testing ground as well as enhances setting up of well project cycle, networking and coordination with local stakeholders, increases and ensures participation of poor, minorities and excluded people, focuses on TBC, ensures decentralization, institutional innovation and financial sustainability.

After reviewing the document, it was observed that people with disabilities, people living with HIV/AIDS, children and adolescent girls received lower attention in access to benefits and inclusion, though in a few other documents they have been mentioned as the excluded more clearly. The GIAT would like to put its observation here that definition-wise RWSSP-WN appears to be clear on identifying who are poor, the project has enough scope of refining and sharpening its approach of identifying who are the excluded one. (This is an issue we discuss elsewhere in this report.)

- § DWIG very clearly sets threshold level of women's and disadvantaged groups' participation in all WASH activities. It mentions that, "at the community level, in all activities [at least] 50 percent women participation needs to be ensured and proportionate representation of the excluded groups maintained" (p. 4).

- § DWIG foresees the possibility of institutional barriers posing challenge for equitable participation of the DAGs and suggests that special reservation can be made for poor and excluded groups. This is a very welcome provision, and the GIAT finds that it is because of this awareness and the corresponding affirmative initiative undertaken that at V-WASH-CC level women's representation is quite good, and in WUSCs it is excellent (For example, V-WASH-CC has about 35 percent of women representation and 20 percent of Dalit representation). The same, however, does not apply to D-WASH-CC level and cross observation shows that the higher the level, WASH structures become less inclusive as a result of institutional barriers.⁵ This is a matter of policy advocacy with the government counterpart, as it falls beyond the direct scope of a project.

- § Unlike other WASH programmes, RWSSP-WN has recognised sanitation as its entry point – sanitation first and then drinking water. DWIG accepts that "the behaviour change program is an entry point to the VDC where water supply component will be part of it" (p. 5). Changing behavior demands longer term commitment and investment on the part of the project in social mobilization, with due emphasis on process dimensions of social change, such as awareness, empowerment, leadership development, inclusion, capacity enhancement, etc. The GIAT found a clear gap between DWIG's emphasis on behavior change and field practice, an issue we shall come back toward the second half of this report.

- § The most important to all, perhaps, is DWIG's Annex 1 which is a checklist that dwells on issues of GESI mainstreaming in WASH implementation. Divided into four parts (viz., WASH preparation, WASH implementation, training and capacity development, and monitoring) the annex is a reference document the staff can refer to time to time to make sure they are on track so far as GESI mainstreaming is concerned.

As such, the GIAT finds DWIG a very important document that captures many issues in WASH and is equally GESI responsive.

⁵ Institutional barrier has also been observed nationally. A lack of institutional diversity in the WASH sector and poor understanding of GESI issues has "a negative impact on equitable service delivery" (MoPPW, 2011:69). For example, of a total of 1,511 government employees in the DSS, 94% are men, 61% are Brahmin/Chhetri and only 2% are Dalit (ADB, 2010).

The **Gender Equality and Social Inclusion (GESI) Strategy and Institutional GESI Handbook** (2009) is equally important guideline that attempts to mainstream GESI into its organisational structure, staffing and staff performance. The strategy clearly aims to fully integrate GESI issues into the mainstream of RWSSP-WN and WASH documents, project cycle, and in its capacity building initiatives. This strategy jots down a comprehensive check-list for the project becoming GESI responsive. It has two major parts (part I: GESI mainstreaming in human resource management and personnel management, and part II: staff recruitment and maintain workforce diversity). At one point the Handbook discusses about poverty issue and suggests that:

“The WASH programme funded by the RWSSP-WN should promote inclusion of the poorest segments of the rural communities, be it Dalits, ethnic minorities, Bahuns, indigenous people when/if they are the poorest in a given area, because they are the poorest, not because they are Dalits, or Janajatis, or Bahun/Chhetri etc.” (p. 6).

While this is true to an extent, as we will bring our observation latter in the report, RWSSP-WN’s field implementation happened to accord less emphasis on poverty dimension of exclusion.

At another point, the Handbook clearly mentions that all technical and professional staffs’ job description should include GESI responsibility and respect to diversity. This provision is very progressive and the GIAT would like to appreciate it. The problem, however, is that the handbook is only for the technical advisory team at PSU and not for the District WASH Units, because such units are the wings of government structure and not of the project directly. After an overview of a contract agreement between DDC and a Service Provider in Tanahun, for example, we found that in the job description of several staff, such as Field Coordinator, Engineer, Sub-Engineer, WSS Technician (pp. 21-24) GESI gets no mention. The job description for Health Promoter is little socially oriented, but still not GESI sensitive.⁶

The problem, however, is that DDCs and VDCs being governmental bodies would use the guidelines of the Ministry of Federal Affairs and Local Development (MFALD) or DoLIDAR. Also, the staff at local level are recruited by the DDCs and not by RWSSP-WN. Hence, it is

⁶ Here, our observation and comments refer specifically to the Contract Agreement between DDC Tanahun and the Community Development Forum Kathmandu as service provider assigned to carry out WASH implementation in Ghasikuwa VDC, Falgun 2066 BS. While Article 6 sub-section 6.02 of the same agreement mentions about SP’s commitments towards GESI to ensure effective mainstreaming, and that all diverse groups are involved and benefits are shared in an equitable manner, JD applies to individual staff and individual staffs are not made reminded that GESI is but part of their work commitments. In some district, such as Pyuthan and Myagdi, for example, SPs have completed their assignment and now individual staffs have been hired by respective DDCs. In second case also, their JDs lack mentioning GESI skills, deliveries and commitments.

MFALD in general and DoLIDAR in particular that needs to be encouraged to formulate and adopt similar kind of guideline/manual including the provision of GESI capturing JDs, so that GESI becomes an integral part of everyday work for every WASH staff and not as an add-on activity. We encourage the project to make policy advocacy with DoLIDAR and the related DDCs to make GESI a component of staff skills and required specialty in job delivery to be appraised as part of the performance review.

One point where this strategy missed the opportunity of better GESI mainstreaming is that it does not adequately discuss the grounded poverty, caste, ethnicity and gender dimensions of Nepali society in general and the project area in particular. (The same problem has been noticed in other documents also.) As a result it happened to have unrealistic statements like “This handbook does not mention “caste” as it no longer exist [in Nepali society] according to the law.” While this statement is partly true, one also knows that caste is one of the main building blocks of the structure of inequality of Nepali society. Hence, not mentioning caste does not contribute to address the issue of inequality. The GIAT would like to bring caste into the forefront of any discussion on GESI in the context of Nepal.

The **Good Practice in WASH Guideline** is meant as a tool to the DDC and VDC leaders and other stakeholders on how to make best use of the fund and how to plan, implement and monitor WASH programmes according to good practice norms. This document aims to make WASH service delivery “community-based, socially inclusive, culturally sound, environmentally sound, participatory, technically appropriate and sustainable” (RWSSP-WN, 2009b: 4). Despite this definition, the GIAT finds this document heavily technically loaded with almost no mention of GESI. This is clearly a bottleneck that prevents the message of GESI not reaching the main stakeholders. (Please see recommendation section for how to address this issue.)

The **Lead TBC in Hygiene and Sanitation Manual** (2011b) covers detail aspects associated to WASH both on theoretical as well as participatory approach. The theoretical perspectives regarding the principles and approaches are well described along with the practical lessons using participatory mode of exercises, field visits, group works are emphasized.

The GESI has not been addressed in the training manual as specific component, but has been treated as one of the cross cutting issues (along with other issues child protection activities, disaster prevention and mitigation, saving and credit, combating HIV as health and social problems, etc.), which is fine, but the problem is GESI got a very low weight in the entire training package (only 1.5 hour of single session out of 6 days training)! Similarly in the **TBC Triggers Training Guideline** (2010a), the other components beside GESI covers the

clear strategies and steps for the facilitation with key questions to be raised and discussed during the session in practical and interactive manner. This training manual also fails to address the GESI issues in specific manner as the issues are addressed with a limited attention. We repeat suggesting, as we did with regard to **Good Practice Guideline**, the project needs to see if GESI can be given more time in each training package, and at least a message is delivered that:

- § Just a physical completion of a scheme is less meaningful,
- § it is the disadvantaged group that deserve first priority in WASH service and resources,
- § since these groups are low profile and often remain in invisibility, we need to pay extra effort to identify them and work with them,
- § there are criteria (skills) to identify who are women (female headed households, conflict-affected female households, widow-led household, etc.), poor and excluded, there should be structured targeting, and
- § the disadvantaged group can be provided incentive, waiver or some sort of positive discrimination to enable them to come out of their deprivation and marginalization.

At least, if these messages are clearly transmitted in each and every training package, in the long run, this will add some value. This brief discussion of an assessment of key project document reveals that GESI concerns evaporate as we go downward. The project document is an excellent document, so are the DWIG and the GESI Strategy and Institutional Handbook. Where time comes that these skills, concerns and commitments are to be transferred to the district, VDC or community, it evaporates. This observation has been made on two grounds. First, that training guidelines and good practice guideline show space for a higher level of incorporation of GESI concerns. Second, based on our observation that while poverty has been very nicely defined by the project (see Annex 8 in RWSSP-WN's webpage); this has not been actively adhered in the field practice in identifying poor households.

5.0 GESI IMPACT AT OUTCOME LEVEL

5.1 Enhancing women's productive role

Overall, a WASH project is always a very pro-women initiative in itself. This is particularly so in a society like Nepal where conventional gender norms shape gender roles in which women are primarily responsible to fetch water. Responsibility of maintaining personal and domestic hygiene and cleanliness also fall in the domain of girls and women. It is women who are (in some specific cultural groups) restricted to go out and join public life under the cultural practices of seclusion, such as *burka*, *ghunghat*. As a result, girls and women are expected (or have) to maintain higher level of invisibility and privacy. Going toilet to open place is, thus, harder for girls and women. Menstrual hygiene is another domain where gender norms still dictate the practice that this should not be talked publicly, girls or women at the times of period should hide themselves to the extent possible and this exclusion makes it difficult for them to maintain personal cleanliness. Improved access of toilet and drinking water is thus, a lump sum answer to all these complex social rituals and belief systems that ease the daily lives of girls and women tremendously.

Beyond this generic observation, both MIS database of RWSSP-WN and our own field visits and several interactions attest that RWSSP-WN's intervention has saved girls and women's time significantly. Women's time saving takes place in two ways, fetching time (where water is far) and waiting time (where water is too little or there is queue). Saving time also applies to toileting behaviour. Once people change their behaviour from open defecation to household toilet, it saves their time. Although it varies across VDCs and districts, women have saved their time tremendously in RWSSP-WN working area due alone to drinking water scheme (DWS). RWSSP-WN database shows that in Ruma VDC of Myagdi, the saved time ranges between 3 minutes (in Utesinemaaul DWS) to 40 minutes (in Aunthekholah DWS), in Swargadwari of Pyuthan, it ranges between no time saved to 110 minutes, and in Siswa of Kapilvastu, saved time is consistently about 0 to 10 minutes. We did not visit, but the staff members report that in Mahendra kot of Kapilvastu women saved their time about an hour. Time saving depends on topography, nature of watershed and state of natural vegetation of the area, but one can easily realise that time saving is longer in Hill districts than in Terai districts due to access and topography.

In our own observation, when distance and waiting time are added, it used to take about 20 minutes to fetch water in Siswa. Dalit had to wait for their turn. In Hemjakot of Pyuthan, for example, it used to take two hours to fetch water. If a household needs four pots of water, a woman will have to spend eight hours a day in fetching. There was a dramatic change in Khal in Swargadwari after rainwater harvesting was introduced, otherwise people used to hire labour to fetch water. In Bokrekiteni of Ruma VDC in Myagdi, the waiting time alone would be about two hours because the traditional spring water (*kuwa*) would discharge water very slow. That is not the case any longer.

This description reveals that RWSSP-WN has clearly contributed to save women's time in fetching water. RWSSP-WN has imparted a range of training. As of 10 April 2013, 637 women and men have been trained on coordination and linkage to income generation activities, primarily aimed at Lead Mothers (Table 2). An absolute majority of the trainees are women, as it was aimed primarily to the Lead Mothers, also participated by 25 percent men. More than half of the trainees were people from Adivasi/Janajati background, followed by Brahmin/Chhetri and Dalit. Repandehi being the only Terai district included in this table, representation of Terai-based caste/ethnic groups like DTC and RM's appears to be lower.

*Table 2: Coordination and linkages to income generation trainees by caste and ethnicity (as of 10.4.2013)**

District	Caste/ethnicity					Gender		Total
	Dalit	A/J	DTC	RM	B/C	Men	Women	
Myagdi	69	314	0	2	75	139	321	460
Rupandehi	26	41	28	13	49	2	155	157
Syangja	0	2	0	0	18	16	4	20
Total	95	357	28	15	142	157	480	637
Percent	(14.9%)	(56%)	(4.4%)	(2.4%)	(22.3%)	(24.6%)	(75.4%)	(100%)

Source: RWSSP-WN database, 2013

* Because of data unavailability table is confined to three districts only. The GIAT has been told that if the figure of Tanahun is also included, the size of IG trainee could reach 890, still data was not available.

While we can indirectly infer that part of the time saved could have been used for income generation (through kitchen gardening), as our field observation and discussions indicate, this cannot be generalised. In Siswa we did not find women's productive role enhanced, while in Kopuwa this was the case. In Swargadwari of Pyuthan that is not the case in a village called Nosa village. But in Libza village of the same VDC, we observed women doing kitchen gardening to some extent. In Ruma of Ruma VDC, kitchen gardening is still not the norm, but in Arman there are some good examples of women-led and successful efforts of kitchen gardening, vegetable farming and marketing. In general, our observation is that

women have invested their saved time in sending children to school, their cleanliness and personal hygiene, domestic chores and so on. This allows us to say that access to water has contributed to family cleanliness and well-being, because a very minority of them (which we cannot quantify) have used part of this time to productive pursuits, we are not sure how effective its contribution is in terms of improving women's position at household level.

What we would like to conclude from this discussion is RWSSP-WN's contribution to women's time saving is commendable, but the project made *no uniform attempt* and investments in supporting women in using saved time to productive pursuits, so that women could have earned more, could have contributed in household income more, and thus, their position in household decision making could have been strengthened. This conclusion mainly reflects the grassroots realization drawn from our field interactions and observations. There can be a counterargument that income impact of WASH in itself can be considerable, and potentially outperforming an added livelihoods component. Hence, we would like to leave this issue up on the discretion of the project team, because it is that specialist team that has richer and diverse experience to take a position.

5.2 Women's hardship and the state of gender and social discriminations in WASH

As mentioned earlier responsibility of maintaining personal and domestic hygiene and cleanliness fall in the domain of girls and women. It is women who are restricted to go out and join public life under the cultural practices of seclusion, such as *burka*, *ghunghat* (in some specific groups such as in Terai). As a result, girls and women are expected (or have) to maintain higher level of invisibility and privacy. Women suffer more while going toilet in open places, open defecation is, thus, harder for girls and women. One account told to the GIAT even recalls how little water Madheshi women used to drink to avoid frequent urination, which is not the case any longer.

Menstrual hygiene is another domain where gender norms still dictate the practice that this should not be talked publicly, girls or women at the times of periods should hide themselves to the extent possible and this exclusion makes it difficult for them to maintain personal cleanliness. Improved access to toilet and drinking water is thus, a lump sum answer to all these complex social rituals and belief systems that ease the daily lives of girls and women tremendously. With the construction of institutional toilets, such as in schools, for example, adolescent girls have been benefitted (see Annex 7, Plate 4). From the range of discussions the GIAT have had with such girls, we have been told that girls' school attendance has improved and dropouts decreased because of the reduced anxiety over safe urination during school times. Otherwise, adolescent girls used to drop schools at times of periods.

Due to RWSSP-WN's support in WASH, the discrimination in the water at times of pregnancy, during menstruation, or due to caste related issues have decreased to greater extent in RWSSP-WN working area. The water related hardships have been visibly decreased and women and children are benefitted out of it. However, there are few other causes such as fetching grass, twigs, and fodder for the livestock from the jungle for children and women. The young girl from the picture is from Myagdi and was late to school as she was busy fetching the fodder. She said 'it was already 10:30 am



A girl who missed her class this day for supporting her mother

and I was late for school that's why I couldn't go to school. This happened few times already before. Before, I used to miss school often as I was always helping mother to fetch water from far a place when we didn't have access to this tap which we are using now.' Missing school is a common trend for the young and adolescent school going girls when water hardship was severe.

Another striking reason for the absence or the irregularities of girls in school and rampant drop out is due to having no toilet in the school, such was the case in Khaal area in



Toilet for girls with incinerator, constructed by District Education Office, Shree Bal Madhyamik Bidhyalaya, Khal, Pyuthan.

Swargadwari VDC in Pyuthan, for example. After a group discussion with about half a dozen of school girls from Shree Bal Madhyamik Bidhyalaya, Swargadwari Khaal, Pyuthan the better situation in the presence of institutional toilets was revealed. The situation was worst when there was no toilet in the school. They had to go to jungle for it and most of the time much far than the place where boys could/would go.

Sometimes, if they are seen by others while peeing, the sort of shame, trauma and humiliation would haunt them. Thus, they would either go to jungle only in the case where they have totally unbearable situation or during the class so that they won't be seen by others especially male classmates. In extreme circumstances, they would rather remain absent from the school. This hampered their health as well as their education.



Toilets for students at primary school, Sisawa, Kapilvastu



Toilets for female and male teachers in a high school
Dandagaon, Ruma VDC, Myagdi.

The situation was worst during the menstruation of these girls. They preferred staying at home rather than coming to school and they were missing 3-4 days of school. In the secondary and higher secondary level missing of classes for 3-4 days is great loss. Especially for girls, school is the place where they are getting chance to learn as in the home they are mostly engaged in the household chores much more compared to boys. Missing of lectures directly or indirectly has made them less competitive in terms of studies than boys. Now, with the availability of institutional toilet the scenario is different. They are not missing classes and they do not have to feel the shame as they used to while going open air toilet. They have separate toilets for male and female. In their toilet they also have incinerator where they collect their sanitary pad used during their menstruation and

burnt those. The toilet is also disabled friendly along with required water and soap for the washing purpose.

Few of them are also in the child club, they expressed with a huge smile in the face that female students are more in number in comparison to the male students. They have learnt about the separation of the organic and inorganic wastes in the houses and the community and are aware about the different caste discrimination which might create hurdle for access to water. They with a smile said that they will continue their studies and are determined to work for the better society to live in.

To conclude, the state of social discrimination in water has to be understood in two separate fronts. (a) One relates to gendered discrimination and taboos against girls and women in access to water and sanitation. (b) The other is caste discrimination against Dalit. What we have consistently been told during our field visits by girls and women is that they do not experience such gendered discrimination. We illustrate this with support of the following points and observations:

- § Women and girls' experience of hardship (physical as well as psychosocial) while fetching water, as mentioned above, has decreased tremendously;
- § In the sample VDCs we visited, except some clusters, there is almost universal access to public DWS;
- § Women's experience of discrimination in public DWS during their menstruation and pregnancy has not been observed and has not been reported; and
- § Adolescent girls' experience of comfort and safety with access to domestic and public toilets has improved.

We have ambivalent findings with regard to caste discrimination against Dalit in public DWS. While we have been reported that such discrimination does not exist any longer, or if it exists, it is very patchy and not systematic. Dalit people's own experience is that with the availability of running water (as opposed to frozen water, such as in *kuwa*) and improvement in availability of water, the issue of water discrimination gets improved.

5.3 Health, nutrition and hygiene of the disadvantaged groups

Childhood mortality in general and infant mortality in particular are often used as broad indicators of social development or as specific indicators of improvements in health status. Results from the *2011 National Demographic Health Survey* show that infant (below one) and mortality (under five) rates in the past five years are 46 and 54 deaths per 1,000 live births, respectively. Infant mortality has declined by 42 percent over the last 15 years, while under-five mortality has declined by 54 percent over the same period (MoHP, 2011). In a similar way, the maternal mortality rate in Nepal decreased substantially between 1996 and 2006, from 539 to 281 deaths per 100,000 births (MoHP, 2007).

Under the overall trend of positive improvement in infant mortality, one can reasonably expect a corresponding change in RWSP-WN's working VDCs also. RWSSP-WN database, however, does not compile (and/or update) mortality rates of its working VDCs. The Health Posts or the Sub-Health Posts annually update the states of morbidity and mortality of their command area, which the RWSSP-WN could have used. And, there is enough doubt over how far such data are reliable and authentic. These data have also not been compiled at the district level. As a result, we could not very clearly ascertain the level of contribution RWSSP-WN's WASH intervention have made in health conditions of the population. Given that Health Posts often do not follow a rigorous method of data collection, there is enough reluctance over reliability of such data. While we encourage the Project to use such data on

a regular basis to track progress, we also recommend that RWSSP-WN needs to carry out a separate baseline study at the beginning of the Phase II and a health impact assessment towards the end of the project cycle.

Open defecation has reduced substantially in programme VDCs we visited. While we found that in some specific clusters like Simari in Siswa, Gumate in Swargdwari, and Ikre, Lamkhure and Sengara in Ruma either some households have yet to build their toilets or often they don't use (or only female use it), by and large, there is an increased level of awareness and practice of using toilet. This should be attributed to the triggering techniques the project follows with focus on total behaviour change (RWSSP-WN, 2009e). Our observation visit of the village called Dhanbang in Swargdwari, the first TBC declared village in Nepal, amply demonstrates the state of hygiene and sanitation a village could achieve (see Annex 7, Plate 1). That is a long way to go, but we conclude that there has been much progress in area of water, hygiene and sanitation, which must have some positive contribution to infant and mothers' health status.

Before the WASH programme, waterborne diseases were a frequent phenomenon in VDCs we visited. Frequency and severity of typhoid has been halved. The leftover practice of open defecation is posing challenge to control typhoid. Diarrhoea was perhaps one of the killer diseases in rural settings, which is now non-epidemic. From Siswa of Kapilvastu to Dharapani of Ruma, we have the community recalled accounts that portray a picture of rampant epidemic. In Siswa, both community members and the Sub-Health Post in charge report that in 2058 and in 2061 there was the outbreak of diarrhoea when the street would turn like hospital corridors, dozens of people sick and were under treatment. About 250 persons underwent treatment and one Muslim woman was given up to 55 bottles of saline water. Incidence of diarrhoea has not been reported at that scale anymore once safe drinking water was available together with control in open defecation.

There is yet another potent factor contributing in the improvement of the state of morbidity and mortality of all segments of population including the infants and women. That is, the increased culture of vegetables cultivation and use. With the availability of perennial water in one's own courtyard (in case of domestic water tap or rainwater harvesting) or in the immediate neighbourhoods (in case of shared taps), the used (or unused) water can often be channelled to nearby kitchen gardens or vegetable farms (although exceptionally this was not the case in Siswa because of very compact settlement pattern allowing no land around homes).

5.4 Institutional capacity of local bodies (DDCs and VDCs)

Strengthened institutional capacity of local bodies to facilitate WASH is very important. Not only coordination, it also requires funds, resources and skills. In some RWSSP-WN working districts, Myagdi and Pyuthan for example, development funds are being channelled through a pooled basket fund for sanitation, called the District WASH Fund, implemented through local bodies. Its importance lies in the fact that there is broader understanding that this fund should accord priority to women, poor and the excluded first.

First, one of RWSSP-WN's project strategies involves harmonising project delivery with the government annual cycle and capacity development, particularly at DDC and VDC levels. One such intervention is supporting WASH plan preparation so that it becomes a transparent process, selection of schemes and technologies best reflect the need and reality and stakeholders have better understanding on it. As Table 3 reveals, RWSSP-WN is working in 54 VDCs and two Municipality wards (of Ramgram Municipality in Nawalparasi). 51 VDCs of the 54 programme VDCs and both Municipality Wards (together making one common WASH plan) have prepared their final WASH Plans. That means, 52 plans in total have been finalized and approved by DDCs and are under implementation. Of the 3 VDCs remaining two (in Baglung) have draft plan prepared (but not yet approved by DDC council). One VDC plan (in Kapilvastu) is under preparation, as this VDC is newly selected by the program.

Table 3: Status of VDC WASH plan under RWSSP-WN, 2013

District	State of VDC/Municipality Ward WASH Plan								Total VDCs & wards	Average cost per VDC WASH Plan (NRs.)
	Socio-technical assessment completed		Draft report submitted		Planning workshop completed		Final report submitted			
	Yes	No	Yes	No	Yes	No	Yes	No		
Myagdi	6	0	6	0	6	0	6	0	6	150,000
Parbat	6	0	6	0	6	0	6	0	6	450,000
Baglung	6	0	4	2	4	2	4	2	6	280,000
Tanahun	6	0	6	0	6	0	6	0	6	450,000
Syangja	7	0	7	0	7	0	7	0	7	384,000
Pyuthan	6	0	6	0	6	0	6	0	6	490,000
Kapilvastu	9	0	8	1	9	0	8	1	9	410,000
Rupandehi	5	0	5	0	5	0	5	0	5	310,000
Nawalparasi	4	0	4	0	4	0	4	0	4	450,000
Total	54 & 2	0	52	3	53	2	52	3	54 & 2	3,374,000

Source: RWSSP-WN database, 2013.

What is more important here is that these WASH plans are the outcomes of a very participatory process and use disaggregated data in terms of caste/ethnicity and gender to a sufficient level. WASH plan (specially DWS scheme) are prioritised based on a combined considerations of (a) hardship in terms of water supply service level, (b) water fetching time,

(c) quantity of water, quality of water, and (d) access to resources. Each fiscal year DWS are selected based on these priorities.

Third, allocation of fund and mobilisation of local resources to district WASH programme can be another measure of capacity building and sensitisation of local bodies. As Table 4 demonstrates, there has been noticeable increase in district WASH budget comprised of RWSSP-WN, DoLIDAR and Water Supply and Sanitation Divisional Office (WSSDO). The district WASH budget for these five districts increased substantially between 2065/66 BS and 2068/69 BS, from Rs 221,693 thousand to Rs 851,319 thousand.

*Table 4: Annual WASH budget of select RWSSP-WN districts, 2065/066 and 2068/069 (in thousand rupees)**

Districts	2065-066 BS				2068-069 BS			
	RWSSP -WN Fund	DoLIDAR Fund	WSSDO Fund	Total WASH budget	RWSSP -WN Fund	DoLIDAR Fund	WSSDO Fund	Total WASH budget
Baglung	N/A	7,500	69,200	76,700	N/A	5,200	1,359	6,559
Nawalparasi	N/A	4,150	16,000	20,150	53,758	3,400	N/A	57,158
Parbat	16,800	7,000	42,903	66,703	50,100	6,900	58,582	115,582
Rupandehi	N/A	N/A	26,500	26,500	25,421	N/A	120,560	145,981
Tanahun	N/A	7,200	24,440	31,640	N/A	N/A	N/A	526,039
Total				221,693				851,319
Percent change in total WASH budget								384%

Source: RWSSP-WN database, 2013.

* This table excludes WASH budget of Kapilvastu, Myagdi, Pyuthan and Syangja districts, because of data unavailability.

Fourth, RWSSP-WN has supported formation and activation of District Water, Sanitation and Hygiene Coordination Committee led by DDC and comprised of various government line agencies in the district including DTO, WSSDO, women development office, public health office, education office and representatives of the NGOs and WSS projects. To support D-WASH-CC in the planning, implementation and monitoring roles, a dedicated WASH structure is established within the DDC/DTO (see Annex 4 of the project, for details of WASH structure). One problem is that due to the structured representation in D-WASH-CC, a strong institutional barrier has been noticed for the representation of women, poor and disadvantaged, attributed to the fact that almost all district heads in office are men. Although there is a provision for nomination of at least two women and representation from excluded groups, this has not been effective so far. We suggest the project that this can be partly addressed by introducing a provision of compulsory representation from district networks of Daits, Janajatis, women and differently-able people.

Since the structure of D-WASH-CC (or also the V-WASH-CC, in that sense) is mandated by the *National Hygiene and Sanitation Master Plan, 2011*, RWSSP-WN alone cannot change the structure. This is a matter of policy advocacy that RWSSP-WN, together with other similar development programmes, can feed DoLIDAR and MFALD for revision of the policy framework.

Fifth, it is the commitment of the RWSSP-WN that the WASH planning process will be aligned with the regular planning cycle of the local bodies as suggested in the Local Self Governance Act (RWSSP-WN, 2009e). A separate annex (Annex 5: alignment of WASH planning to NPC format) has been developed for this purpose consisted of 14 steps planning process.

Finally, RWSSP-WN is also contributing to policy harmonisation with national policy framework (MoLD's *GESI strategy, 2009*, and SCNSA's *National Hygiene and Sanitation Master Plan, 2011*). RWSSP-WN is contributing to the goal of the *Master Plan* of attaining universal access to improved sanitation by 2017 for better hygiene and sanitation. The overall objective of the *Master Plan* is to create an enabling environment in order to achieve the national goal of sanitation through collaborative efforts of the government, local political bodies, local CBOs together with development actors. With key focus on DDC, VDC and local users' committees, and working through the government WASH structure (comprised of R-WASH-CCs, D-WASH-CCs V-WASH-CCs, CHSACs and WUSCs), RWSSP-WN has attempted to harmonise its efforts with national policy framework (see the linkage mechanism as specified in the *Master Plan* (SCNSA, 2011: 13). Something more than this, since the DWIG predates the *Master Plan*, many ideas presented in DWIG were adopted to the *Master Plan*. Hence, this should be recognized as the contribution of RWSSP-WN that the *Master Plan* recognises gender mainstreaming and promotion of social inclusion in two ways (p. 22).

- § It recognises that WASH programme needs to be gender sensitive, a minimum of one-third members in any WASH structure should be female; and capacity building and IEC materials should be gender-responsive.
- § It also emphasises that excluded groups and remote geographical areas needs to be specially targeted. It also mentions that by ensuring community contribution the amount of support, such as revolving fund, community reward and material support) can be flexibly decided by DDC and VDC. Although, it does not talk about targeted subsidy, incentive, waiver and affirmative action provisions are accepted. In fact, RWSSP-WN is one of the recognised key stakeholders in WASH sector in Nepal. The

GIAT finds RWSSP-WN as one of the champions in the sense that RWSSP-WN WASH implementation adheres with these principles and provisions very much.

The *Master Plan* gives due focus on sustainable changes on hygiene behaviours including the proper use of toilet and waste management practices. RWSSP-WN's emphasis on sanitation as entry programme upholds this thrust. From around 2005, total sanitation approaches are being implemented in Nepal to increase open defecation free (ODF) communities, school catchment areas and VDC. The approach adopted by RWSSP-WN is community led total sanitation (CLTS).

In 2009 MFALD developed a Gender Equality and Social Inclusion (GESI) Strategy as guidance mainstreaming GESI in all aspects of ministry's flagship project called the Local Governance and Community Development Programme (LGCDP). This strategy has become like a reference tool for all other development actors not because it is excellent, but because it reflects government's commitment to mainstream GESI in national development interventions, non-government actors find it best document to align and harmonise their respective intervention. The specific objectives of the GESI strategy are to:

- § ensure that a gender and social inclusion responsive approach is adopted in LGCDP institutionally and programmatically; and
- § assist LGCDP related stakeholders to ensure the inclusion of women and people from excluded groups in all interventions and to make planning, programming, budgeting, monitoring, and management arrangements gender and social inclusion sensitive.

The strategy defines exclusion primarily from four dimensions: gender-based, caste, ethnicity, religion-based, poverty-based, and region-based. The main policy components and their expected outputs of the strategy are:

- § Component 1: Citizens and communities engaged actively with local governments and hold them accountable. (The outputs are: (a) communities and community organizations participate actively in local governance processes; and (b) increased capacity of citizens, communities and marginalised groups to assert their rights and hold local governments accountable).
- § Component 2: Increased capacity of local governments to manage resources and deliver basic services in an inclusive and equitable manner. (The related outputs are: (a) local governments gain access to greater fiscal resources in equitable and

appropriate ways; (b) appropriate capacity building services passed on to all levels of the local government service delivery system; and (c) local governments service delivery mechanisms and processes fine-tuned.

§ Component 3: Strengthened policy and national institutional framework for devolution and local self-governance. The related outputs are (a) policy framework for decentralisation promoted a more enabling environment for effective, inclusive, transparent and accountable local governance; (b) capacity of central government and national non-government institutions strengthened, and (c) to provide appropriate support to local governments is enhanced.

5.5 Representation of disadvantaged groups in local WASH structures

Inclusive local WASH governance is one of the main thrust of RWSSP-WN. In this section, we will examine to what extent local WASH units formed by RWSSP-WN are GESI-inclusive and how far they reflect social diversity of the social setting. There are the kinds of local WASH units – WUSCs, CHSACs, and IMCs (Institutional Management Committees). Our field visit and interactions shows that WUSCs are centrally important and lasting community structures than CHSACs and IMCs. Hence, we look at how far representative and inclusive the WUSCs are from gender and ethnic/caste perspectives. But before we start direct into the representation issue, let us present the population composition of the 52 VDCs spread over 9 districts (Table 5).

*Table 5: Population composition of 52 working VDCs disaggregated by district and caste/ethnicity**

Districts	Percent distribution of households							HHs identified as disadvantaged
	Dalit	A/J	DTC	RM	B/C	Other	Total	
Baglung	24.8	29.9	0.0	0.0	28.7	16.5	100.0	54.8
Myagdi	27.1	58.8	0.1	0.2	13.3	0.4	100.0	86.3
Parbat	24.9	8.5	0.1	0.0	65.9	0.6	100.0	33.5
Pyuthan	21.2	61.3	0.0	0.5	16.6	0.4	100.0	83.0
Syangja	18.3	55.3	0.0	1.2	19.9	5.4	100.0	74.7
Tanahau	19.3	48.3	0.5	0.5	31.4	0.0	100.0	68.6
Kapilvastu	21.5	22.8	17.9	8.3	15.7	13.8	100.0	70.5
Nawalparasi	17.0	31.6	37.3	4.7	4.1	5.3	100.0	90.6
Rupandehi	14.0	35.6	14.6	3.6	30.8	1.4	100.0	67.8
Average percent	19.6	39.7	8.2	2.4	25.4	4.7	100.0	70.0

Source: RWSSP-WN database, 2013.

* This table excludes the population other than 52 VDCs RWSSP-WN is currently working.

Table 5 (above) needs to be read with caution in the sense that it reports two different population compositions, one of Terai and the other of the Hill. In Terai (Kapilvastu,

Nawalparasi and Rupandehi), the population of DTC and RM is quite important, and in the rest of the districts (belonging to Hills) the presence of Hill Muslims called Churaute perhaps represents the RM. In any case, the largest population group is Adivasi/Janajati with an average population share of 39.7 percent (with highest concentration in Pyuthan, Myagdi and Syangja). It follows by Brahmin/Chhetri occupy 25.4 percent population share, who are 66 percent in Parbat but have smallest pie in Nawalparasi. Dalits are the third largest caste/ethnic group, with 19.6 percent share in population. They are almost evenly distributed in all districts, but their share in population touches 27 percent in Myagdi. Religious minority (mostly Muslim) group is the smallest population category with 2.4 percent share in RWSSP-WN working VDCs and they are confined to three Terai districts.

One important fact (with regard to Table 5 above) is the concentration of what is often called disadvantaged group in RWSSP-WN's working area. The last column in Table 5 shows the ratio of "disadvantaged" households (which calculated by deducting the population of Brahmin/Chhetri and the others) in the total population, and the average ratio of this population groups is 70 percent (which varies across districts, with smaller ratio in Parbat (33 percent) and highest ratio in Nawalparasi (90 percent)).

Table 6: Gender disaggregation of WUSCs by key and general positions (in percent)

Position	Male and female share of different positions		
	Male share (percent)	Female share (percent)	Total number
Chairpersons	90.5	9.5	442
Secretaries	72.1	28.1	442
Treasurers	30.1	69.9	442
Sub-total (A)	64.2 (N=851)	35.8 (N=475)	(100%) 1,326
Vice-Chairpersons	61.8	38.2	322
Members	53.4	46.6	2,464
Sub-total (B)	54.4 (N=1,514)	46.0 (N=1,272)	(100%) 2,486
Grand total (A+B)	57.6 (N=2,123)	42.4 (N=1,989)	100 (N=4,112)

Source: RWSSP-WN database, 2013.

Overall, women's representation in WUSCs (42.4 percent of the total) is found to be very good, and this needs to be appreciated, although it is little less than DWIG's norm of at least 50 percent female shares (RWSSP-WN, 2009e: 12).⁷ When WUSCs roles are disaggregated as key positions (comprised of chairperson, secretary and treasurer) and subordinate positions (comprised of vice-chairperson and members), women's representation is relatively better (46 percent) in subordinate position than in key positions (35.8 percent) (Table 6).

Overall, women are entrusted with the role of treasurer mostly (69.9 percent) compared to their male counterparts less than half (30.1 percent). Unlike this, women's least representation is found in the top position as chairperson (9.5 percent), a position that men have preoccupied (90.5 percent). Hence, despite that women's overall representation is very good, their representation does not spread over all levels of responsibility, it does not break the conventional norm of assigning them the treasurer-ship, and very few women are assigned key leadership positions (see Figure 1 that supports this finding).

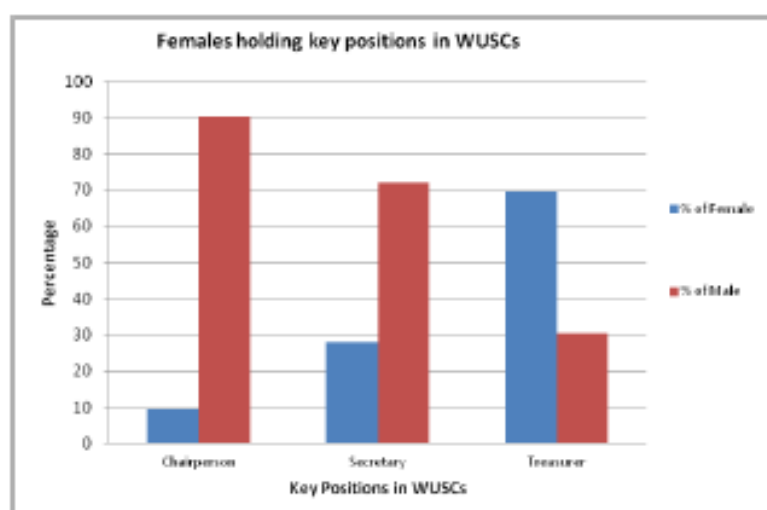


Figure 1: Female and male share in local WASH structures, RWSSP-WN, 2013

Table 7 (below) disaggregates gender and caste/ethnic representation in key positions only. It shows that female share in key positions ranges from a lowest of 20 percent (in Nawalparasi) to a highest of little over 40 percent (Parbat and Pyuthan). In a similar way, an attempt to disaggregate composition of key position along caste/ethnic identity reveals that share of the excluded group (total representation minus Brahmin/Chhetri and the

Table 7: Women and excluded groups' share in key positions in WUSCs by district

⁷ The model DWIG suggests it to be minimum 50 percent; however, district level DWIGs might have adopted the GoN's norm of 33 percent female participation.

Name of the district	No. of WUSCs (cumulative)	No. of Key positions*	Percent share				Size of total population
			Female share in WUSCs	Share of excluded** in WUSCs	Share of excluded in population	Share of excluded as beneficiaries	
Baglung	33	99	32.3	54.9	53.4	49.9	35,696
Kapilvastu	66	198	39.4	75.4	57.72	65.4	52,342
Myagdi	57	171	34.5	74.3	84.11	78.1	23,935
Nawalparasi	34	102	19.6	94.9	87.43	78.6	25,414
Parbat	65	195	42.6	25.4	33.93	26.3	20,186
Pyuthan	49	147	41.5	75.3	82.18	72.7	31,590
Rupandehi	16	48	37.5	81.3	68.90	62.1	83,620
Syangja	58	174	33.3	64.6	72.73	74.7	44,613
Tanahun	64	192	34.9	55.9	69.29	51.5	42,888
Total	442	1326	35.9 (N=476)	63.8 (N=849)	67.79	62.2	360,284

Source: RWSSP-WN dataset, 2.13.

* Key position refers to chairperson, secretary and treasurer.

**Excluded group consists of both men and women from Dalit, Adivasi/Janajati, disadvantaged Terai caste, and religious minorities.

unidentified “others”) ranges between 25.4 percent in Parbat and 54.9 percent in Baglung to a highest of 74 percent in Myagdi, 81 percent in Rupandehi to about 95 percent in Nawalparasi (compare this with share of the excluded in the population composition in each district, next column in the same table).

Table 8: Share of key positions in WUSCs by social composition

Position	Caste/ethnic disaggregation of different positions (percent)						Total number
	Dalit	A/J	DTC	RM	B/C	Other	

Table 8: Share of key positions in WUSCs by social composition

Position	Caste/ethnic disaggregation of different positions (percent)						Total number
	Dalit	A/J	DTC	RM	B/C	Other	
Chairperson	11.1	43.9	5.2	1.6	36.0	2.3	442
Secretary	11.6	46.1	4.9	1.8	33.4	2.2	449
Treasurer	12.8	45.8	5.4	0.5	33.5	2.0	445
Total	11.8	45.3	5.2	1.3	34.2	2.2	1,336
Vice-Chairperson	14.4	42.0	7.4	1.0	32.6	2.7	298
Members	20.9	42.9	4.7	1.5	28.2	1.8	2,189
Total	20.1	42.8	5.0	1.4	28.8	1.9	2,487

Source: RWSSP-WN database, 2013.

Chairperson	11.1	43.9	5.2	1.6	36.0	2.3	442
Secretary	11.6	46.1	4.9	1.8	33.4	2.2	449
Treasurer	12.8	45.8	5.4	0.5	33.5	2.0	445
Total	11.8	45.3	5.2	1.3	34.2	2.2	1,336
Vice-Chairperson	14.4	42.0	7.4	1.0	32.6	2.7	298
Members	20.9	42.9	4.7	1.5	28.2	1.8	2,189
Total	20.1	42.8	5.0	1.4	28.8	1.9	2,487

Source: RWSSP-WN database, 2013.

Table 8 further allows us to see specific caste/ethnic groups' representation across responsibility portfolio. It shows that Dalit representation has been persistently below 13 percent in key position and about 20 percent in membership. Adivasi/Janajati is the single largest group whose representation maintains a consistent trend around 44 to 46 percent in key position and little lower in general membership position.⁸ It is important to notice that unlike other groups, it is only with Adivasi/Janajati and Brahmin/Chhetri that their representation is little higher in key positions compared to their own representation in general membership positions.

5.6 Share of women, poor and excluded as O&M workers

RWSSP-WN very explicitly mentions that employment opportunities that its intervention creates should go to women, poor and the excluded first. There is also the practice that at least half of the operation and maintenance (O&M) workers be women. The available data capture only the gender dimension of O&M workers (Table 9). Of the total 456 workers hired by 302 schemes, there is a noticeable gendered imbalance; female O&M workers hired only 15.6 percent of the total.

Table 9: Share of men and women as O&M worker in completed schemes
(as of 10 April 2013)

District	No. of schemes hiring O&M workers	No. of O&M worker by gender		
		Men	Women	Total
Baglung	21	24	1	25
Kapilvastu	34	55	10	65
Myagdi	64	72	34	106
Nawalparasi	13	20	0	20
Parbat	31	29	1	30
Pyuthan	42	61	15	76
Rupandehi	10	12	5	17
Syangja	37	53	2	55
Tanahun	50	59	3	62
Total	302	385	71	456
Percent		84.4	15.6	100.0

Source: RWSSP-WN database, 2013.

⁸ Adivasi/Janajati's better representation in key position than their own representation in general membership positions is exceptional.

In order to cross-check this imbalance and to scrutinise caste/ethnic composition of O&M workers, we look at more closely the dataset of the sample VDCs we visited. Table 10 reveals it.

Table 10: Caste/ethnic and gender representation in O&M worker in sample VDCs (as of February-March 2013)

VDCs	Gender		Caste/ethnicity				Total
	Men	Women	Dalit	A/J	TDC	RM	
Ruma	17	6	6	17	0	0	23
Swargadwari	10	2	0	12	0	0	12
Siswa	6	0	4	0	1	1	6
Total	33 (80.5%)	8 (19.5%)	10 (24.4%)	29 (70.7%)	1 (2.4%)	1 (2.4%)	41 (100%)

Source: RWSSP-WN database and field verification, 20123.

As Table 10 shows, men continue to predominate in the opportunity of local income earning pursuit of O&M workers, with 80.5 percent of the total workers hired in those three VDCs. This table also unpacks another reality that there is over representation of Adivasi/Janajati as O&M worker (70.7 percent) with very low representation of Dalit across all VDCs, but exceptionally zero representation of Dalit in Swargadwari VDC. Brahmin/Chhetri do not appear at all. In Siswa, a Terai VDC, where Muslims outnumber all the rest in the overall population composition, their representation as O&M worker is quite low. Both above tables do not capture poverty dimensions – an area where RWSSP-WN might want to improve in its database and monitoring and reporting system in Phase II.

To cross-check whether above tables reveal a true picture of people's access to local opportunities in terms of caste/ethnicity and gender, we also looked at training RWSSP-WN imparted across districts. As Table 11 highlights, in the total trainees benefitted men and Adivasi/Janajati took little more advantage, with 74.7 percent and 50 percent share, respectively. Hence, this discussion indicates that district WASH Units now can be more vigilant so that opportunities are proportionately shared across social groups.

*Table 11: Percent share of DWS maintenance workers training by caste/ethnicity and gender (as of 10 April 2013)**

Caste/ethnicity and gender	Frequency	Percent
Dalit	116	18.3
A/J	318	50.1
DTC	35	5.5
RM	6	0.9
B/C and others	160	25.2
Men	531	83.6
Women	104	16.4
Total	635	100.0

Source: RWSSP-WN database, 2013.

Against the prevailing stereotypical gender norms that maintenance work is not suitable for women as it demands physical strength and off-hour responsibility, our field observation reveals that when women are chosen for V&M worker and are trained, they do share their responsibility effectively. This was an opportunity for WASH units in the districts to challenge the conventional gender stereotypes, but we found field staff less attentive to this issue. In Kopuwa, for example, one woman who was trained as O&M worker and was assuming her duties was displaced by a man with the very same argument. An anecdotal incident this might be, but it reinforces orthodox gender norms and stereotypes, which RWSSP-WN project document promises to break. And, this is not a single case. According to a World Bank report, entitled “Sectoral Perspectives on GESI: Making It Happen” (World Bank, 2010) “women have increasingly been employed in technical jobs, but barriers exist that limit their full benefit from these opportunities, including safety issues (i.e., the need to fix water systems located in isolated places) and resistance from the community particularly from men who want such jobs for themselves (p. 3). The second is precisely the case of Kopuwa.

5.7 Capacity of disadvantaged groups to raise their voice and plights

Capacity building of the local bodies including district WASH stakeholders and the local WASH structures, such as WUSCs, CHSACs, IMCs, is one of the integral part of GESI-responsive WASH intervention of RWSSP-WN. It is done through (a) implementing the WASH specific training, and (b) implementing local governance improvement programmes. Also, RWSSP-WN imparts training progressively as per the level of programme implementation. The DWIG (see RWSSP-WN, 2009e) clearly mentions a range of training, orientation and counselling activities. In this section we will briefly mention how has GESI been mainstreamed in training curricula, how have women, poor and the excluded been targeted in these training, and whether there are any capacity building measures put in place specifically targeted to women, poor and the excluded.

The GIAT had an opportunity to look at RWSSP-WN’s two training modules: the Lead TBC Facilitators Training Manual (RWSSP-WN, 2011b) and the TBC Triggers Training manual (RWSSP-WN, 2010a). As noted earlier in this report, both these training modules contain GESI-related issues. Both these modules have similar GESI issues to be discussed. GESI issues have got relatively low weightage compared to the total length of the training package. (This statement may sound like a value-judgement, which may be the case, but GIAT developed this impression when these training modules are tallied with the extent the project document accords priority to GESI issue, and the overall thrust of RWSSP-WN that it aims to

pioneer in a GESI-responsive WASH implementation.) Still, the GIAT very much appreciates that these trainings form the backbone of the sanitation movement due to which close to 900,000 people or 500,000 women and girls have now access to toilets. The coverage in sanitation and hygiene has reached also the poorest and excluded (since a full coverage is achieved in 333 VDCs). This is a great achievement and has created change in lives of the people.

In addition, RWSSP-WN also has an exclusive GESI sensitisation training, but not imparted so widely. We are told D-WASH Advisors, D-WASH Unit staff, Service Providers are given GESI conceptual clarity training. GESI component is incorporated in capacity building of V-WASH-CC, WASH planning, nutrition and lead mothers. Still, the overall impact of training (in terms of awareness, understanding, conceptual clarity, tools and skills) specifically on matters of GESI has been found to be less effective. We would like to keep this issue aside for the time being and focus now on coverage of the trainee participants.

In the project period, RWSSP-WN has imparted an impressive range of training at different levels in each district. Of the total training imparted, about 73 thousand individuals have benefitted (Table 12), of which 42.3 percent (N=30,879) are women. This needs to be well appreciated. RWSSP-WN has also performed very well in targeting the excluded groups, comprised of Dalit, Adivasi/Janajati, disadvantaged Terai caste and religious minority. Of the total trainees, 57.7 have been the disadvantaged group, whose share in population is about 70 percent.

Table 12: Disaggregation of training participants by gender and caste/ethnicity

Geographical focus of training	Number of trainees												Gender aggregate		Total
	Dalit		A/J		DTC		RM		B/C		Other				
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	
PSU*	2	17	70	243	10	78	-	-	142	694	2	17	226	1,049	1,275
Baglung	268	289	519	562	-	5	1	3	668	991	10	7	1,466	1,857	3,323
Kapilvastu	197	173	268	384	123	319	35	145	242	315	8	16	873	1,352	2,225
Myagdi	437	383	1,859	1,730	1	13	3	6	490	726	1	4	2,791	2,862	5,653
Navalparaasi	212	204	489	933	212	524	30	74	136	421	7	6	1,086	2,162	3,248
Parbat	297	289	199	228	1	3	5	7	1,090	1,421	4	1	1,596	1,949	3,545
Pyuthan	303	383	1,059	1,624	-	4	6	6	535	781	39	50	1,942	2,848	4,790
Rupandehi	484	320	551	386	407	730	101	158	602	541	2	2	2,147	2,137	4,284
Rupandehi	357	353	991	1,422	1	2	5	7	835	1,194	138	243	2,327	3,221	5,548
Tanahun	2,811	2,758	7,025	9,038	755	1,678	193	453	5,412	8,302	229	378	16,425	22,607	39,032
Total	5,368	5,169	13,030	16,550	1,510	3,356	379	859	10,152	15,386	440	724	30,879	42,044	72,923
Percent	7.4	7.1	17.9	22.7	2.1	4.6	0.5	1.2	13.9	21.1	0.6	1.0	42.3	57.7	
Trainee aggregate (%)	14.4		40.6		6.7		1.7		35.0		1.6				100.0
Share in popn (%)	19.6		39.7		8.2		2.4		25.4		4.7				

Source: RWSSP-WN database, 2013.

*Project support unit.

Among the excluded groups, Adivasi/Janajati seem to have maintained good access in training opportunity. With 40.6 percent of share in total population, they pie of training participation is 39.7 percent. Outside the excluded groups, Brahmin/Chhetri are the group taking maximum benefits in training. With a share of 25.4 percent in the total programme VDC population, their share in training seems to be 35 percent (Table 12). A point of caution here is that that in sanitation and hygiene, DDCs work even beyond program VDCs, hence, if district population is considered, the picture can be little different.

Finally, the GIAT did not find any capacity building measures put in place specifically targeted to women, poor and the excluded. Event-wise, GESI training, M&W/care taker/pump operator training, DWS maintenance workers training, leadership development training, LLB/RWH/mason training, etc. can be said to supporting the excluded groups most, but they are not the ones designed specifically to address women's practical needs and/or their strategic gender interests, nor can they be said to have been designed to support poor households to bring them out of poverty, or to protect excluded households from their vicious experience of social deprivation and discrimination. Following the water and sanitation sector GESI Assessment report we recommend that for ultra-poor further and additional support is required to address their self-exclusion from WASH implementation process (World Bank, 2010: 20).

6.0 DISCUSSION ON SOME CRITICAL ISSUES

In this section, we bring areas where RWSSP-WN appears to be stronger and where it needs to improve in its efforts of a GESI-responsive WASH programme.

6.1 Areas of strength

- § Project document of RWSSP-WN and a few other guidelines are excellent in the sense of GESI mainstreaming. When one only looks at the project document (RWSSP-WN, 2009a), it gives an impression of a truly GESI-responsive WASH project. Hence, mandate-wise, RWSSP-WN has paved the way very clearly. Many of its operational documents, such as the DWIG (RWSSP-WN), good practice WASH guideline (RWSSP-WN, 2009b), GESI strategy and GESI handbook (RWSSP-WN, 2009c) are excellent in articulating and mainstreaming GESI issues. This is an area where RWSSP-WN has superior level of strength, which the project can build on.
- § RWSSP-WN's selection of VDCs in the district is quite fair. RWSSP-WN has developed a very clearly and aptly formulated scoring format for VDC selection. The ranking indicators combine both economic and socio-cultural dimensions of exclusion and poverty. Highest number scoring VDC will get the first priority, and for additional VDC selection, natural settlements and access of the inhabitants is considered more (see Annex 8 in the DWIG). Of the nine indicators considered, five are GESI-responsive.⁹ Based on our range of discussions (in district as well as in VDCs and with the communities) and our own observation, we would like to appreciate that geographical targeting of the VDCs for D-WASH programmes has been excellent, although we have heard that there are tough negotiation and bargaining at multi-stakeholders' forum where political parties have strong presence. When comes the issue of social targeting, the same strength, skill and attention have not been applied, an issue to be elaborated in the next section (see Areas of improvement).
- § RWSSP-WN's investment in developing and designing local WASH plans (district level strategic plan and annual plans, VDC level WASH plans) has produced an excellent stock of brainstorming, stock-taking, problem identification, prioritising, assessing resources.

⁹ They are: (a) incidence of poverty, (b) state of food insecurity (c) concentration of excluded groups in the total population, (d) prevalence of gender and caste discrimination, and (e) prevalence of vulnerable groups.

DDC and VDCs' capacities have been noticeably improved with this process. That these plans also recognise, to some extent, GESI as an issue, and generate disaggregated data is what needs to be praised much. Also, the project has generated a range of annexes,¹⁰ strategies, tools and manuals (see for example, project webpage: <http://www.rwsspwn.org.np/materials/guidelines-manuals-and-norms>) to guide and harmonise implementation of the project at different levels and across the districts and VDCs. The GIAT is very much impressed with Annex Nos. 1, 8, 10b, 10c, and 23 particularly. These annexes, strategies, tools and manuals reflect project team's commitment on WASH in general and GESI-responsive WASH in particular.

- § Creation of inclusive WASH structures is another area where RWSSP-WN has demonstrated its strength. Women's total representation in WUSCs (42.2 percent) is found to be very good, and this needs to be appreciated, although it does not meet the 50 percent norm discussed in project document. Dalit representation has been below 13 percent in key position and about 20 percent in membership. Adivasi/Janajati is the single largest group whose representation maintains a consistent trend around 45 to 47 percent in key position and little lower in general membership position. Although there are space for improvement, such as bringing women and Dalit in leadership positions, the local WASH structures are found to have reflected the social composition of the larger population. Another area where the project can improve, in its second phase perhaps, is identifying poor households, female headed households, single parent households, and ensuring their effective and meaningful representation in WASH structures. Social mapping exercise would yield such data adequately, what is needed is capacity building of the field level staff, and sensitisation to the V-WASH-CC structures.
- § The database RWSSP-WN has maintained is found to be very much comprehensive and functional. What is more important here is this database allows us to disaggregate population composition, composition of local WASH structures, beneficiaries of training/capacity building, and so and so forth in an effective way. The range of tables, this report incorporates, have been developed from the dataset the project has maintained and updated. This could be very effective tool to monitor the field implementation – an area we are not very much sure how effectively the project has pursued this task. The dataset has tremendous possibility of using the data further for lesson learning, re-strategising, and cross-learning and establishing best practice cases. To put it differently, we see a wonderful opportunity for the project to use the dataset

¹⁰ There are, for example, 36 annexes prepared and in use.

for knowledge generation and dissemination – and to demonstrate RWSSP-WN’s pioneering contribution in GESI-responsive WASH implementation. Particularly we would like to draw attention of the project team, perhaps for its second phase, to feed back the district/VDC-based project implementation, based on lesson learning, specifically making the project GESI-responsive.

- § Another strength RWSSP-WN has effectively demonstrated its vigour is working very closely with government counterparts (local political bodies and government line agencies). Following the emerging trend of project-based to programme-based shift in development intervention, the project has maintained an excellent working relationship with the government counterparts. More than this, our field visit gave us an impression that this project is fully owned by DDCs and VDCs at their respective levels. The activation of D-WASH-CC, V-WASH-CC and the establishment of D-WASH Unit is also done commendably. While this can be a good opportunity for the project to sensitise and build capacity for GESI-mainstreaming, we saw also the flip side of this partnership, an emerging tension between process-oriented (capacity building, participatory planning, empowerment, inclusion, diversity issues) implementation versus results-orientation. While an ideal case could have been a combination of both. The World Bank’s “Sectoral Perspectives on GESI: Making It Happen” report clearly mentions that “despite efforts to promote participation, the ... [WASH] project staff sometimes face the dilemma of choosing between meeting the social goals of working with excluded groups or focussing on completing the project infrastructure within the stipulated timeframe” (p. 8). The RWSSP-WN, in its Phase II, needs to maintain a balance, and pay attention on social mobilisation.

6.2 Areas for improvement

- § When one talks about GESI in Nepalese context, the issues of poverty and food insecurity appear predominantly both conceptually and substantially. Poverty is, in fact, one important dimension, together with two other dimensions of gender and caste/ethnicity. We reiterate that the overall objective of the project is the increased wellbeing of the poorest and excluded. The project also recognizes that lack of water supply, sanitation and hygiene cause poverty. And, most important, with the WASH sector intervention, the project aims to contribute to the national commitment to poverty reduction. The poverty dimension has, however, been accorded least priority at the time of implementation and monitoring. (Just to illustrate this point, none of the tables that we drew from project’s database integrate poverty.) Although project

baseline survey captures state of food insecurity at the household level, this data has been hardly used in project deliberation.¹¹ A project success remains incomplete so long as it does not look at intersections of gender and caste/ethnic social discrimination together with economic deprivation.

§ A second side of the same coin, but a development issue on its own right, is that of the issue of income generation. RWSSP-WN project document sufficiently allows space for the project to contribute to income generation activities (precisely of the poor households). The project document also discusses about MUS (multiple use of water). One point to be recognised is that through the project intervention, a close to 900,000 people have access to toilet and more than 125,000 people have improved service level in drinking water. Both of these directly and indirectly have health and economic benefits to people (both men and women, boys and girls). The project could have, on top of this, supported income generation. If household income is not raised there is sustainability question involved. In short, income generation of poor households would have been one of the brilliant areas RWSSP-WN could have contributed. But the project has focused on promoting kitchen garden and vegetable farming through linkages and coordination with other relevant agencies and considered as a part of nutrition promotion. Hence, this fact has to be reflected somewhere as appropriate.

§ RWSSP-WN's social targeting is little blunt when it is compared with the excellent practice of objectively verified geographical targeting. When we say social targeting we refer to examining intersection of economic deprivation with gender and caste/ethnic discrimination. Our argument is that identification of a Dalit household is one level of strength (which is easier), identification of poor Dalit is another level of strength (which needs little more attention and analysis), identification equally poor Brahmin and poor Dalit household and deciding whom to focus is quite another level of strength (which is obviously harder). RWSSP-WN supported D-WASH units are found to have inadequate level of knowledge, conceptual clarity, skills and tools on effective social targeting.

§ As has been mentioned earlier, unlike other WASH programmes, RWSSP-WN has recognised sanitation as its entry point – sanitation first and then drinking water. DWIG accepts that “the behaviour change program is an entry point to the VDC where water supply component will be part of it” (p. 5). The GIAT found a clear gap between DWIG's

¹¹ It is only at the time of VDC selection (or at the times of decision on geographical targeting) that poverty dimension is captured, by looking at poverty incidence of the VDC and level of food sufficiency (see Annex 8, DWIG).

emphasis on behavior change and the field practice (see Annex 5 containing with a sample meeting minute of a WUSC, for example, that gives an impression on the extent of low attention accorded to social mobilisation). Obviously, changing behavior demands longer term commitment and investment on the part of the project in social mobilization (SM), with due emphasis on process dimensions of the social change, such as awareness, empowerment, leadership development, inclusion, capacity enhancement, etc. Despite that project team asserts of training and mobilising about 7,000 TBC triggerers, about 1,500 lead mothers on WASH in general and TBC in particular, and that the triggering process which forms the core of RWSSP-WN's social mobilisation component, is somehow led by women (lead mothers, triggerers, teachers, FCHVs, etc.), which we appreciate very much. Still we found that social mobilisation remained to be weak in district WASH programme.

- § Despite that conceptualisation of the project demonstrates a good analysis of the ground reality and develops a mature design of the project in terms of GESI-responsiveness, GESI gets progressively low attention and skills as we go downward. V-WASH plans, for example, compile good stock of data and information disaggregated along the GESI lines, but for some reason, this information is not fed into planning, designing and strategies development. The stock of valuable information remains underused. Another example: gender, caste/ethnicity and poverty dynamics are quite different in Terai and in the Hills, and among community that is predominantly migrant (such as Kopuwa) and one that is relatively stable and homogenous (such as Siswa and Ruma). The project could have adapted its GESI approach, strategies and priorities to best suit the local dynamics of culture, economy, politics, leadership, gender relations, trust over outsiders, power relations within the community, etc., so that a better and meaningful result could have been ensured.
- § RWSSP-WN's model communication and media strategy is very impressive one, which places emphasis on applying available IEC materials but gives clear guidance on what could be the range of avenues of spreading message of WASH and TBC (see Box 1). However, bringing the field reality into the fore, it appears that design, production, dissemination/circulation/transmission of IEC materials appears to have received low priority. Although the project has supported or collaborated with other actors in mass awareness initiative, and project aimed at using IEC materials produced already by other institutions (DDC, for example), the GIAT has the impression RWSSP-WN can improve use of IEC materials more effectively (Box 1 summaries some of our observations drawn from media strategy as well our impression from the field).

Box 1: Some highlights and comments on media strategy

- WASH journalists Forum.
- Celebrating international days.
- Inclusion of journalists in D-WASH-CC.
- Acknowledgement that GESI will be accorded priority when producing new materials.
- Entry and exit points hoarding board for awareness and thanks giving for respecting the ODF norm.
- Use of popular and conventional cultural forums (like *balan, teej, rodi*) to spread the message.
- One brochure on menstrual hygiene.
- No mention of water discrimination in any such material.
- While conventional cultural forums identified in Hills (or from Pahadi culture), the same not done in Terai or in Madhesi culture, such as *jagrata, chhath*).

(Source: RWSSP-WN, 2009f)

As a result, awareness building on GESI too remained to be weaker. While in Hill districts, or among the Pahadi community, cultural occasions such as *teej* has been amply utilised as public congregation opportunities, and *teej* songs as medium of reaching larger mass of people, the same could not be done in Terai districts, and among Madhise community. We have been told that there are practices like *jagrata (jagaran)* in Terai, when people a far from 10 to 12 km arrive to celebrate it. This could have been used as an opportunity. Also there is possibility of sharing information during *chhath* worship along the river belts during Kartik Prunima. We heard also some complaints that printed IEC materials are less effective in lowly literate communities, and Nepali language is less appropriate in typical Terai belt. The project is yet to adapt its IEC strategies to optimize its resource use in mass awareness.

§ RWSSP-WN project documents do not sufficiently allow space for affirmative provisions targeted exclusively to the disadvantaged groups who have less access to WASH. The field level staff are not capacitated in GESI to a required level. The GIAT finds a case in which a Field Coordinator, who is never trained on GESI and is not a trainer either, was engaged in series of GESI sensitization trainings in the district. In the discussion with the GIAT, s/he spoke with a very poor GESI sensitivity and greater extent of analytical naiveness. In none of the three districts, we came across any staff (other than the D-WASH Advisors) with an adequate level of awareness, knowledge, skills and grounded understanding of local GESI dynamics. At few points, we found selection of beneficiary site (say community), inclusion or exclusion of particular households in specific DWS, count of coverage area/or beneficiary households and justification for that very much problematic. In some other examples, we found insensitive or faulty targeting (see

Annex 7, Plate 5). Although such cases are a few and we do not want to generalize this, yet we want to draw an urgent attention of the project team to such an unacceptably lower level of skills and sensitivity on GESI at the field level. That the D-WASH Units do not have GESI expertise in its team, perhaps, it has direct bearing on field level unfolding of GESI.

If the proposed second phase of RWSSP-WN addresses some of these areas where project's GESI performance shows space for improvement, the project can demonstrate how effectively a project can overcome gender, poverty and social exclusion barriers to best achieve its project outcomes.

7.0 CONCLUSOIN AND RECOMMENDATIONS

This section concludes with a summary of the key findings and then suggests some recommendations.

7.1 Some conclusive statements

The main objective of the present GESI impact assessment was **“to gain an understanding of what impact the project GESI approach has made on the lives of women, poor and the excluded.”** Particularly, it required that the assessment be carried out at three specific levels: policy and legislation, structures and institutions, and the process (skills, capacities, inclusion, empowerment, etc.). This assessment is commissioned at a time the RWSSP-WN is coming to its end, and a new second phase is being designed. Hence, the present report has been prepared in such a way that it can feed back the next round of project design and implementation to make its GESI mainstreaming smart, efficient and effective.

In this connection the GIAT had a range of interactions/discussions with project team at different levels, field visits and interactions, district level discussions and desk review of some key documents. The field visit was carried out in Kapilvastu, Pyuthan and Myagdi districts. This report captures the key findings of all these deliberations.

Overall, RWSSP-WN stands very strongly at the forefront of a GESI-responsive WASH project. The project is very well in line with the project goals and outcome results. The project has embraced the thrust of GESI sensitivity of the project document very well and has attempted to articulate this across project portfolio across districts. If the project improves itself in some areas where space for improvements appear, it can potentially establish a very good record of mainstreaming GESI effectively and at the same time realise its overall goals efficiently. To illustrate this conclusion, what comes next, we bring some specific points in the fore:

1. GESI mandate of the project is very clearly articulated in project document. Although GESI is recognised as one of cross-cutting issues, the way project document accords priority to GESI and the way project outcomes are designed, GESI gets an excellent articulation at its outcome level.

2. The project design is done in such a way that project expects to integrate its GESI performance to be linked with employment creation, income generation (targeted to women, poor and excluded) and eventually contribute at poverty reduction. The project team justified this to be achieved through indirect support (through linkage building and so on).
3. That several indicators in the LogFrame have not been mentioned it became harder to establish project contribution to the achievement of project goal and outcomes (particularly so in case of GESI specific indicators).
4. GESI is well articulated in project documents and guidelines, such as DWIG, GESI strategy, GESI Handbook, Good Practice Guideline and so on, and space appears that the project can integrate GESI concerns more in training manuals also.
5. Overall, the project has made an excellent contribution at outcome level indicators. This is specifically in areas such as:
 - a. Saving women and girls' time while fetching water (although the project missed the opportunity of linking this time to income generation),
 - b. Women and girls hardships related to carrying water and fetching water from distance has been significantly reduced. With easy availability of water, gendered discrimination against women and girls and caste discrimination against Dalit has been improved. Women and girls have been well relieved of the hardship related to menstrual hygiene and sanitation with improved access to sanitation, also in public institutions such as schools.
 - c. Although there is no hard data, we could infer that there has been tremendous improvement in occurrence and incidence of contagious water borne diseases. Extra expenditure related to frequent health problems and health hazards have been saved. Despite that the project intervention in MUS of water remained to be patchy, there are some emerging culture of kitchen gardening to supplement nutrition status of children and women particularly among the poor households.
6. Institutional capacity of local bodies to facilitate WASH has been improved and strengthened impressively. Among the 54 RWSSP-WN program VDCs and 2 Wards of Ramgram Municipality, 51 VDCs and 2 Wards have prepared their final VDC WASH Plans and gradually implementing. The annual plans and WASH program implementation reflect the priorities of the VDC WASH plans set through the participatory planning

process. In the WASH plan, schemes are prioritised based on QQRAC (quantity/quality, accessibility, reliability and continuity). The GIAT has little reservation, however, that the district WASH structures still do not have GESI expertise and the process dimensions of WASH implementation has received little low emphasis in the overall drive to ODF and the results-driven implementation of the district WASH programmes.

7. Representation of disadvantaged groups in local WASH structures is quite good. Women's representation in WUSCs, in particular, is very good (overall 45.6 percent, Table 6), although their representation does not spread over all levels of responsibility and it did not challenge conventional norm of assigning them the treasurer-ship. Caste/ethnic representation in key positions of WUSCs is also good. The share of caste/ethnic representation varies, but Adivasi/Janajati have better representation than Dalit.
8. Although, RWSSP-WN's key training modules incorporate GESI issues little inadequately in terms of time allocation and integrating GESI into WASH, and there are no training modules for DAGs targeted capacity development, RWSSP-WN has an impressive range of trainings. A total of 72,923 persons have been trained including 42 percent women with more or less proportional representation of DAGs (see Table 12). We suggest that GESI concerns be integrated more in training modules, particularly focusing on gender, poverty and exclusion dimensions of water, hygiene and sanitation.
9. Reaching the unreached and un-served is always a challenge to every development project. Time has now come that RWSSP needs to have a very clear position and strategy for Phase II.¹² It is obvious that reaching the unreached and un-served is very hard and demands time, care, patience, skills and resources. We see two options: (a) continue working with existing DDCs/VDCs (perhaps) with expansion to a very few new VDCs and contribute to gain a complete TBC. Alternatively, (b) revisit the ground reality of access to WASH services based on available new data (demographic health survey, population and housing census 2011, etc.) and leave the VDCs that are relatively better and select new VDCs where the WASH situations are worse. In either case the project is likely to miss the hard-to-reach population. In addition to what we have discussed about geographical targeting of VDCs and sharpening social targeting of the poor and excluded, we suggest that instead of covering VDCs in its geographical sense, RWSSP-WN can now emphasize reaching the hard-to-reach in each district by identifying the

¹² This might also demand that RWSSP-WN can rethink whether it wants to continue working with the existing nine districts, or leave a few districts where DDCs (and VDCs) have become self capable, for the sake of joining new districts where state of WASH is lagging far behind.

remote areas, areas where poor and Dalit have higher concentration, where access to water and sanitation services is very low, areas where male out-migration is high, etc. This might contradict with the current demand-led strategy of WASH, because really poor and excluded households/clusters may even be not in a position to put their demands.

Out of so many issues raised and discussed, the GIAT would like to upscale some critical issues where RWSSP-WN shows its strength, and areas where further improvement is required:

Table 13: Identification of areas of strength and areas for improvement for GESI mainstreaming

	Areas of strength	Areas for improvements
a.	Project document and other key guidelines and strategies very clearly set GESI mandate, and there is no confusion.	Project's commitment and skill toward mainstreaming GESI progressively fades away as one goes downward
b.	Design and development of local WASH plans is impressive and they incorporate GESI disaggregated datasets, although this has not been adequately analysed and sufficiently problematised to maintain GESI sensitivity during implementation.	Poverty has been a neglected dimension out of three key dimensions of GESI, viz., gender, poverty and caste/ethnicity.
c.	Selection of VDCs reflects due consideration of poverty, concentration of excluded groups, and relative remoteness and inaccessibility of the area. Geographical targeting is excellent.	Despite that project document sufficiently highlights the value of income generation (for poor and disadvantaged households), project downscaled this component in terms of linkage building.
d.	Capacity building of local bodies for design and implementation of WASH has been impressive, although this enhanced capacity has not been translated in GESI mainstreaming to a sufficient level.	Social targeting is not as smart as geographical targeting, at some points it is blunt and insensitive.
e.	RWSSP-WN has produced a range of useful annexes as guidelines and tools, some of which are GESI-related, such as Annex Nos. 1, 8, 10b, 10c, and 23.	Capacity building at community building (in terms of leadership, group dynamics, empowerment, conscientisation, and so forth) has remained to be weak. RWSSP-WN needs to focus on effective social mobilization to impart understanding toward GESI and promote local initiatives for affirmative action plan for women, poor and the excluded.
f.	Local WASH structures, such as CHSACs, IMCs, and WUSCs, are quite inclusive. Women have got 45.6 percent share in WUSCs, and excluded groups have almost proportional representation. Assignment of responsibility, however, somehow still lags behind.	Project attention toward IEC materials needs to be strengthened with focus on effective distribution of such materials, production of such materials in local language.
g.	The database RWSSP-WN has maintained and updates compiles an impressive stock of information. The database is functional and allows sufficient level of GESI disaggregation. Monitoring, lesson learning and knowledge management are areas where the project can focus next.	Capacity, skill and expertise of GESI in D-WASH unit have been insufficient particularly with regards to issues of empowerment, inclusion, targeting, poverty and exclusion, receive low priority in the district.

h.	The way RWSSP-WN has maintained functional relationship with local political bodies and the level of ownership of the project by these institutions is very good.	
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7.2 Recommendations

Based on the findings above, the following *key recommendations* have been made:

1. **Social mobilisation:** RWSSP-WN is encouraged to design a GESI-sensitive social mobilization package that adequately promotes WASH and TBC among the community. Capacity building and conscientisation will remain at the core of such package with due focus on building community cohesion, leadership development, group dynamics, empowerment, etc. Social mobilisation will be the very process that identifies the DAGs and attempts to focus on their capacity development and needs identification.
2. **Poverty dimension:** We very urgently draw attention of RWSSP-WN that in its second phase poverty dimension of GESI be paid adequate attention, together with gender and caste/ethnic dimensions. Until and unless the intersectionality of multiple aspects of exclusion and deprivation are identified and targeted, project intervention remains partial and incomplete (see Annex 6 for a preliminary discussion on issues of social exclusion in Nepal, particularly its complex nature of inter-sectionality, that includes among other issues, poverty, gender, caste and ethnicity).
3. **Piloting a female-led WASH implementation:** Given that there is an acute absence of adult male population in rural Nepal (due to urban migration and overseas labour migration), those male who are in the village are elderly and lack vision, vigour and leadership drive, it has jeopardized project work in many VDCs (particularly in the Hill districts). We encourage the project team to explore possibility of launching a female-led WASH and TBC campaigns. This can be started in selected VDCs/districts on pilot basis to be expanded later on based on lesson learned. In any case, we see women at the heart of WASH and TBC interventions.
4. **Social targeting:** The project urgently needs to upgrade D-WASH units' competency in social targeting. We suggest that RWSSP-WN develop social targeting guideline during the very first months of its second phase. The focus and contents of such a guideline has been suggested in Box 2 below.

Box 2: Areas to incorporate in the proposed social targeting guideline

- Defining the target groups and setting the criteria
- Tools and methods for targeting, such as
 - DAG mapping to identify location with high concentration of DAGs
 - Participatory well-being ranking to identify poor and discriminated households
 - Fund flow analysis for resource targeting (specifying what percent of budget should reach the targeted group)
- Identifying the barriers and designing incentives
- Building capacities (understanding the complexities of exclusion and upgrading analytical skills)
 - Effective communication
 - Strategies of engaging with males and elites to keep resistance to a minimum.

(Note: The proposed points are not comprehensive ones, but are just indicative. They need to be used together with strategies of reaching the un-served/unreached and water-scarcity criteria.)

5. **Building and upgrading D-WASH units' competency in GESI mainstreaming:** The project urgently needs to upgrade D-WASH units' competency in GESI mainstreaming, including issues of social targeting,¹³ including skills of reaching the un-reached, un-served and hard-to-reach. There is also a need to make a provision of a GESI portfolio in each D-WASH Unit.
6. **Retaining PSU's responsibility:** DDCs and VDCs ownership over D-WASH programme is quite impressive. It has also drawbacks especially on issues of process-based, software, time-taking and less visible aspects, such as empowerment, inclusion, targeting, incentives, etc. Hence, the institutional arrangement of the project demands a rethinking. We suggest that without much compromise to its current strength of a model-like decentralized project, the project needs to search some avenues for project unit's little more freedom and control on critical areas of interventions, such as GESI, which often falls under a less priority issue to local bodies and government counterparts.
7. With regard to **MFALD** in general and **DoLIDAR** (including DDCs and VDCs) in particular the GIAT has a range of recommendations. First, MFALD and DoLIDAR need to be encouraged to formulate and adopt some guideline (similar to the Strategy and Institutional Handbook) including a provision of staff JDs well incorporating GESI and performance review also to incorporate his or her contribution in GESI mainstreaming. Second, to address the problem of institutional barrier particularly at DDC and VDC

¹³ Targeting the DAGs is a complex challenge and is a comprehensive process. It includes but not limits to the skill of identifying diversity of the population, ability to recognise dimensions of inequality including gender, caste/ethnicity and poverty, talent in identifying "hard to reach" and/or "un-served" population groups, and competency in carrying out participatory research tools like social mapping, well-being ranking and their proper use, among other skills.

levels, we suggest to introduce a provision of compulsory representation from district (and VDC level) networks of Daits, Janajatis, women and differently-able people. This is a matter of policy advocacy that RWSSP-WN, together with other similar development programmes, can feed DoLIDAR and MFALD for revision of the existing policy framework. Third, as a matter of policy advocacy, RWSSP-WN together with other similar projects can support and encourage DoLIDAR to start GESI expertise in itself for technical and expert backstopping and as GESI focal person. Fourth, WASH-related ministries and departments are dominated by male professionals, mainly from engineering backgrounds (World Bank, 2010). There is an urgent need that RWSSP-WN to encourage DDCs also to hire staff with social science background, particular with the GESI related skill, expertise, and capacities. Fifth, D-WASH-CC, D-WASH unit, V-WASH-CC and VDC secretaries have key role to play in designing and implementing GESI-responsive WASH programme. Based on our impression that at some corner there is implicit or explicit resistance to GESI issues and requirement, a manifestation of the persistence belief that GESI is a not-so-important but an add on issue, the GIAT suggests RWSSP-WN to (a) launch GESI sensitisation campaign with D-WASH-CC, D-WASH unit, V-WASH-CC and VDC secretaries, and (b) immediately invest in capacity development of D-WASH unit in particular. Finally, we encourage the project to expand field exposure of NPD, NPC, LDO, VDC secretaries, and such other key government personnel and keep them engaged in field-based monitoring occasionally so that they can better grasp the importance and dynamics of GESI mainstreaming.

Other equally important recommendations are as follows:

8. Appreciating that RWSSP-WN's database is very functional and disaggregated along caste/ethnic and gender lines, we encourage the project to incorporate also the poverty dimension in its M&E format, and ensure that downward lesson learning is structured in project intervention to be structured periodically and upward knowledge management for GESI-responsive WASH implementation be institutionalized.
9. It is recommended that (a) RWSSP-WN commission a qualitative research to investigate why sanitation is so hardly accepted among Madhesi community, and what are its cultural, poverty and gendered dimensions in the case of Terai. (b) Also there is a need to carry out an expert analysis of social-demography of RWSSP-WN programme districts (looking at Terai-Hill and district variations and commonality) for a meaningful social categorization of population so that poverty, gender, particularly caste-ethnic exclusion and marginalization are better captured and disaggregated in RWSSP-WN's future endeavor.

10. GESI be integrated and up-scaled in all training modules (particularly by looking at gendered, poverty and exclusion terrain of water, sanitation and hygiene) with grounded discussion in the specific context of Terai and Hill.
11. One-shot training has been proved to be less effective, despite that RWSSP-WN has imparted so many training modules to an impressively larger size of population. We recommend that the GESI focal person (recommended above) in D-WASH structure be also entrusted the role of capacity building, training, counseling and social mobilization, so that the creation of a new portfolio remains economically doable yet giving maximum outputs in terms of GESI.
12. Project is encouraged to follow a two pronged strategy for IEC materials: produce its own materials, as well as explore opportunities of using others' materials. We encourage that theatric performances are more easily grasped by illiterate masses than print and audio-visual media. Local language, local cultures, local cultural congregations, such as *teej* (among Pahadi community) and *jagrata* (among Madhesi community) be optimally utilized to spread the message of WASH.
13. The GIAT expects that second phase of RWSSP-WN establishes the base value for all of its indicators, particularly so in GESI-related indicators, so that project progress can be monitored and assessed periodically as well as WASH access baseline inventory of unserved/hard to reach population of all programme areas (VDCs/DDCs).
14. We suggest that GESI issues have to be a part of the good practice guideline, otherwise a technically sound but GESI neutral or GESI blind WASH implementation will continue to take place. For example, this guideline can incorporate a section on defining the disadvantaged group (women, poor and the excluded), tips for identifying who are they, how they are and (often) where they are. It could also mention about targeting criteria and provision of affirmative action plans.

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Annexes

Annex 1: The terms of reference (ToR) for Gender Equality and Social Inclusion (GESI) Impact Assessment in RWSSP-WN Project

Background

Rural Water Supply and Sanitation Project in Western Nepal (RWSSP-WN) is a bilateral WASH project in Nepal and funded by two governments; Nepal and Finland. The project period is 4 years starting from August 2008 to July 2013 including one year extension period. The project intervention strategy is based on the water, sanitation and hygiene (WASH) concept with hygiene and sanitation as the entry point. RWSSP-WN operates in nine districts, six hill districts and three Terai (southern plains) districts. Eight districts are in the Western Development Region and one in the Mid-Western Development Region. The focused program VDCs are 54 numbers and 2 wards.

The overall objective of the Project is the increased wellbeing of the poorest and excluded. Underlying the overall objective and the approach of the project is the notion that lack of water supply, sanitation and hygiene causes poverty. Thus, fulfilling the needs of the poorest and the excluded regarding water, sanitation, hygiene and nutrition and providing them opportunities to increase their own wellbeing through decentralized governance system will reduce poverty resulting in higher productivity and income.”

The purpose of the Project is “to fulfill the basic needs and ensure rights of access of the poorest and excluded households to safe domestic water, good health and hygiene through decentralized governance system”. The Project – through carrying out activities in major areas of domestic water; health, hygiene sanitation and nutrition; inclusive local WASH governance; and local WASH policy and guidelines – will achieve the following results or outcomes:

- § increased women’s productive role (time and energy);
- § decreased hardship, gender and social discrimination linked with water, sanitation and hygiene;
- § improved health, nutrition and hygiene of community people in program districts, particularly among the poorest and excluded;

- § decreased infant and maternal mortality;
- § enhanced institutional capacity of local bodies to facilitate the execution of WASH sector/projects and behavioral change process;
- § sustainable operation and maintenance (O&M) of domestic water schemes managed by inclusive Water Users and Sanitation Committee (WUSC); and
- § gender equality and social inclusion (GESI) responsive WASH sector policies, strategies and guidelines at the central and local levels adopted.

The physical targets of the project in domestic water supply is 80,000 populations, 250,000 populations in hygiene and sanitation, 10,000 in arsenic mitigation and 200,000 populations in environmental conservation, capacity building, income generation etc. The Executing Agencies of RWSSP-WN are the MFALD) and its specialist wing DoLIDAR, together with participating District Development Committees (DDCs). GESI is the cross cutting issue of the project which intends to create awareness, sensitisation and involve women, Dalits and deprived groups in the mainstream of WASH project planning and implementation. The Project intends to hire the services of eligible consultants, who are the registered consultancy firms / organizations or individuals, to carry out the GESI Impact of the WASH Program under this ToR.

The Assignment

Gender mainstreaming is an approach to achieving equality both between and within women and men. It assesses the implications for women and men of any planned development action, including legislation, policies, programmes, in all areas and at all levels. Addressing social inclusion involves the identification of those groups of women and men that are marginalized and excluded on the basis of social, economic, physical and geographical characteristics (e.g. caste, ethnicity, class, religion, age, geography and language) and ensuring their access, participation and voice in development processes. It has been recognized that promoting a GESI approach involves addressing changes on a number of levels:

- § Policy & Legislation-(national & sectoral)
- § Institutional (systems and structural change): DDC, VDC VWASHCC, DWASHCC CHSAC/WUSC/CO and various other IG groups
- § Process: Skills/capacity (knowledge change), Individual/personal (behavior change)

While the first two areas of change are more immediate and tangible to address – and where the majority of RWSSP-WN GESI interventions have been implemented – the third area is more challenging and requires a longer period, as it involves changing an individual's beliefs, values, ethics, attitude and behaviour. While sensitization and awareness raising trainings can build skills and knowledge in GESI issues, changing the behaviour of people require more diverse approaches, but will have a larger impact in the long run. Although RWSSPWN are time-bound projects, it believes that it is important to initiate changes in whatever capacity possible within its timeframe.

Gender strategies in the water sector have had a longer history and more established practices in terms of clear cut objectives, practical approaches and related indicators. It is only more recent that social inclusion has come to forefront and the recognition that other socio-cultural, geographical remoteness and economic barriers such as caste, ethnicity and poverty have excluded certain groups from participating in water projects and accessing the benefits accrued from it. Deep-rooted hierarchical and traditional institutions and practices make it challenging to address and transform the exclusionary 'rules of the game' and promote social change.

Objective: identifying quantitative and qualitative changes

The main objective of this assessment is to gain an understanding of what impact the project GESI approach has made in all three levels and more importantly on the lives of women, the poor and excluded. RWSSP-WN aims to use the findings to bring about improvements in the delivery and management of services within projects itself, as well as creating advocacy arguments to bring about change in WASH sector policies and strategies nationally.

Following are the key areas of concern under this study to meet its objective:

- § Assess GESI compliance as per guidelines/strategy and effectiveness in terms of how far the intended results were achieved and also – to the extent that the interventions were effective and efficient in terms of resource consideration
- § Assess the overall effectiveness of GESI integration in WASH service delivery with focus on project cycle planning, implementation and monitoring / evaluation, - for GESI aspects and issues has been taken and understood and make sense for the District stakeholders and partners with in the GON regular planning system

- § Identify and discuss gaps that exist in WASH coverage from GESI perspective, particularly bearing in mind the programme's poverty reduction objectives and GON's GESI guidelines, including those of DDC/VDC
- § Make recommendations regarding lessons learnt in the project could be mainstreamed within national program or the broader WASH sector programme.
- § Assess the institutional toilets whether they are GCD (gender, child and differently-abled) friendly or not including issues and challenges faced by adolescent school girls due to their menstruation (including, sanitary practice, facilities available, and impact on health) and purpose specific intervention projects can do to improve menstrual hygiene knowledge and management
- § Assess how far the integration of other crosscutting issues (Governance, environment, human rights, capacity building etc) has been taken care and recommend process and possible action step for further integration into WASH project
- § Based on findings & observation recommend progressive ways forward on how to improve GESI performance of each of the different stakeholders/partners involved for effective WASH service delivery in the future including in designing of forthcoming phase of RWSSP-WN.

Proposed scope of work

The study will assess the impact at the project level and identify how to improve its policies and practices related to achieving gender equality and inclusion. The projects have been collecting quantitative data on the number of women, men and excluded group in Community Hygiene and Action Committees (CHSACs), User Committees (UCs), in key decision positions, attendance in meetings and trainings and opportunities for paid jobs and income generation activities. Monthly progress reports/Trimester reports by field staff/districts also support gathering information on GESI issues. As quantitative data does not reveal changes in attitudes and behaviour, qualitative data is also required. This assessment will carry out a qualitative assessment of its projects to support this and gain an understanding of the level of access that women, the poor and other disadvantaged groups have to WASH facilities, participation in the project activities and engagement in the operation and management of the water schemes. The assessment will also attempt to identify the factors that either limit or promote active and meaningful participation of these groups.

This will be carried out by capturing the voice of the women, the poor and excluded group from its project communities, as well as other stakeholders, and assess how effective its GESI Strategy has been in promoting and ensuring effective participation of and equitable access to project benefits from these groups. It will also assess what kind of impact the GESI approach has had on addressing traditional gender roles, increasing women's status and role in the household and community and challenging discriminatory practices.

The implementation approach of RWWSP-WN is that of alignment with financial and technical support to Government of Nepal, District WASH stakeholders, (aligning with Government of Nepal WASH policies, strategies and District WASH project planning and implementation modalities – instead of building parallel structures and imposing the implementation of a “Finnish WASH project” in the districts. Therefore, the RWSSP-WN GESI strategy and mainstreaming of GESI aspects into is also align with Government of Nepal MFALD (DoLIDAR) GESI mainstreaming norms and policies. The rationale behind not having separate strategy was that District WASH stakeholders want to do “WASH projects”, not “GESI projects.” They may not appreciate a GESI manual and may not read it and use it, when planning WASH programmes or they may simply give such a document to the District Women Development Officer and ask her/him to take care of GESI in WASH projects. That way the GESI issues may not really be taken into account in WASH projects, and the WASH projects may not really benefit the socially excluded and women. In this context, the study team will recommend GESI strategy applicable to whole WASH sector not only for RWSSP-WN.

Methodology

Before the commencement of the study, the Consultant Team should familiarize with the project objectives, principles/approaches, the role and responsibilities of different actors contractual compliance matters and the way in which the program implemented. For this, the following are the major documents to be reviewed by the Consultant Team:

<u>Documents from RWSSP-WN</u>	
§	Project Document (PD) of RWSSP-WN
§	District WASH Implementation Guideline (DWIG) both Model and District and its Annexes
§	VDC level WASH Plan and WASH Planning Guideline
§	Annual/Trimester/Mid-term Reports of the project
§	GESI strategy and Institutional GESI Hand Book

§ Best Practices documents
§ Training Norms
§ Lead TBC Facilitators Training Manual
§ TBC Triggers Training manual
§ Model District Arsenic Mitigation Strategy
§ Model District Water Safety Monitoring Guideline
§ Monitoring Reports/ Formats (M-I, M-II, M-III) including MIS generated report

The consultants/firm is expected to include the detail methodological proposal with in the inception report, adhering to the following minimum requirement.

The study team shall be led by a **Team Leader** (Senior GESI expert) having sound knowledge of WASH projects and issues supported by one **Socio-Economist** having expertise or experience in conducting evaluation/assessment studies preferably on GESI issues in WASH. The team can also purpose two facilitator/enumerators to collect data at the field level. The study will be based on both primary as well as secondary information. Based on the review findings, the consultant should prepare observation checklists, questionnaires and other data enumeration formats to solicit the required information. Moreover, to facilitate the evaluation and carry out analysis of the procedures and processes followed during program intervention, the consultant is required to propose an appropriate study methodology that will make it easy to ascertain recommendations for future improvements. The questionnaires will include WUSC/CO/CHSAC management points to observe as well, and this data could be analyzed separately to support projects post-construction phase activities. During the field assessment the teams will have to interview the DWASHCC/ VWASHCC members, IMC members, DWASH Unit Staff, SP Staff, WUSC members and beneficiaries while verifying the information so gathered. The teams have to carry out the site appraisal in accordance with the highest standards of professional and ethical competence and integrity.

Team composition and the required qualifications

§ **Team Leader (Senior GESI expert):** At least Masters’ Degree in Social Science, Development Studies, Women Studies having minimum 10 years experience in Gender and Social Inclusion sector having sound knowledge of GESI and cultural issues of rural Nepal. Preferably, s/he should have conducted GESI assessment/impact or and social

impact assessment of development project for three years, especially in Rural WASH projects.

- § **Socio-Economist** : At least graduate (Bachelor's Degree) in Social Science, humanities, or related discipline with a minimum of 5 years general work experience in social research/studies or monitoring and evaluation of community development works with at least 2 years experience in social survey, monitoring & evaluation, supervision and appraisal of rural WASH projects from GESI perspective.
- § **Facilitators/Enumerators**: If needed Consultant can hire a facilitators/Enumerators at least intermediate pass in any discipline having 2 years experiences in social mobilization and community development work. S/he should be familiar with local culture and traditions. It has been suggested to hire these persons (LGCDP's social mobilizers, LTBCFs) at the district level.

Annex 2: Checklist for field level interactions

Delineation of Indicators against Scope of Work

Increased women's productive role (time and energy)

- § Per day average time (hours) saved
- § Utilisation of the saved time (as reported by women themselves)
- § Economic contribution to household income
- § Women's and girls' position in HH decision-making

Decreased hardship, gender and social discrimination linked with water, sanitation and hygiene

- § Women's and girls' experience of the extent of hardship decreased while fetching water
- § Universal access to public DWS of WPE
- § Women's experience of discrimination in public DWS during their menstruation/pregnancy
- § Adolescent girls' experience of comfort and safety having access to domestic and public toilets
- § Member of Dalit caste's experience of access to public DWS and public toilets

Improved health, nutrition and hygiene of community people in programme districts, particularly among WPE. Decreased infant and maternal mortality.

- § Incidence of waterborne diseases like diarrhoea reduced?
- § Infant mortality rate decreased?
- § Maternal mortality rate decreased?
- § Practice of kitchen gardening (increased/the same)? (includes diversity of vegetables grown, seasonal and off-seasonal both.)

Enhanced institutional capacity of local bodies (DDCs and VDCs) to facilitate to execute WASH sector/projects

- § GESI responsive DDC WASH sector policy developed and in use
- § WASH District Development Funds increased (from baseline)
- § WASH sector coordination mechanism is functional and inclusive (with partners and stakeholders)
- § Decentralised planning process adopted (from community to district)
- § Policy harmonisation with national policy framework (MFALD GESI strategy, Sanitation Master Plan)

Sustainable O&M of domestic Ws managed by inclusive WUSCs

- § Percent of women's representation in WUSCs and other structures
- § Percent of Dalit's representation in WUSCs and other structures
- § Representation of women and Dalit in leadership positions in such structures
- § Share of WPE as O&M workers
- § Capacity of WPE members to raise their voice and plights
- § Investment in WPE's capacity building

GESI responsive WASH sector policies, strategies and guidelines at central and local levels adopted

- § GESI mainstreaming in DAP and D-WASH plan
- § DDF budget allocation for WASH activities
- § Participatory planning and monitoring system in use
- § Participatory public auditing and public hearing in use
- § GESI mainstreaming in CAP and D-WASH plan and V-WASH plan

Detailed checklist

Decision-making

- § Level of involvement of women and excluded group in pre-project planning, implementation, post-construction?
- § Were women and excluded group involved in pre-project planning meetings?
- § Influence of women and Excluded group in decision making on project design, site location, payments, etc.?

Meetings

- § Attendance of women and Excluded group in MSF/CHSAC/WASH planning and community meetings.
- § Who decides meeting time and location?
- § Barriers to attending meetings?
- § How have women managed time to attend meetings and trainings?
- § Increased workload of women or men sharing workload?
- § Level of influence of women in decision-making in project and community meetings?

Project training and job opportunities

- § Were women and excluded group involved in selection of candidates for trainings and job opportunities?
- § Any barriers to participating in trainings and carrying out duties?
- § Perception and attitudes of men and other women towards women's involvement in technical jobs and trainings?

Impact

Gender Roles

- § Perceived changes in traditional roles of men and women.
- § Has there been increased sharing of workload between men and women?
- § Is there increased visibility and participation of women in community meetings, activities, etc.?

Status of Women

- § Are women more involved in community-decision making processes? (ask for examples)
- § Are there any changes in women's economic and financial roles (e.g. decision on financial spending, accessing credit, starting small enterprises, etc.)?
- § How are women who have been engaged in the project (e.g. UC members, sanitation mason, caretaker) perceived by others in the community?

Project Benefits

(compare men and women's perception of impact and benefits as well as excluded group)

- § What has been impact on access to water facilities? How have they benefitted?
- § What has been impact on access to sanitation facilities? How have they benefitted?
- § Has access to sanitation facilities had any impact on girls' enrolment in school?

Caste & gender discrimination

- § Are there any cases of individuals who have tried to break down socio-cultural practices that discriminate any women and Dalits?
- § What factors helped them to be successful?

Annex 3: List of observation for field visit

- Do women and Excluded group engage in and articulate their views in community decision-making processes?
- Have women and Excluded group who have been given roles in the project implementation been able to carry out their duties equally?
- What kind of barriers have women and Excluded group faced in participating in the project activities?
- Has the program tried to address these barriers?

Issue	Guiding questions
Access to WASH/project information	<ul style="list-style-type: none"> § How did you find out about the scheme initially? § Were you invited to participate in any meetings in the planning phase? § Were you involved in deciding design, site selection, payments, etc?
Labour	<ul style="list-style-type: none"> § How was household contribution (e.g. labor and fees) to the project decided? § Were there any difficulties for some households to contribute? § Was additional support provided to those households?
Cost sharing	<ul style="list-style-type: none"> § Did the project require any financial contribution from the households? § How was the amount decided? § How were the O&M fees decided? § Was everyone satisfied with the amount decided?
Management	<ul style="list-style-type: none"> § How were the UCs members selected? § How were the rules (constitution) developed? § What is your role and responsibility as a UC member? § How often are UC meetings held? § How are dates, time and location of meetings decided? § Does everyone attend? If no, whom and why not? § Have any UC members changed since its formation? Whom and why?
Jobs and Trainings	<ul style="list-style-type: none"> § What was the process for selecting candidates for jobs and trainings? § Are the male and female sanitation, Triggers caretakers, masons, etc. able to carry out their work?

Annex 4: List of persons met

Adolescent girls (Bal Madhyamik School, Swargadwari, Pyuthan)

- § Lila Gharti
- § Hima Roka
- § Bimala Bompal
- § Tilsara Roka
- § Laxmi Nepal
- § Yasodha Sen

Libza WUSC, Swargadwari VDC, Pyuthan

- § Laxmi Pun
- § Balika Pun
- § Sita Pun
- § Kumari Pun
- § Dan Bahadur Pun, President

Nosa, Swargadwari VDC, Swargadwari VDC, Pyuthan (female FGD)

- § Sabitra Pun
- § Kamali Pun
- § Devi Gharti
- § Ramsari Gharti
- § Jasmati Gharti
- § Raju Gharti
- § Lila Pun
- § Kamala B.K.
- § Sem Kumari Pun
- § Dila Budha
- § Basanti Pun
- § Gothi Pun
- § Nami GHarti
- § Amrita Budha
- § Padamkali Pun
- § Tilsari Pun

Nosa, Swargadwari VDC, Swargadwari VDC, Pyuthan (male FGD)

- § Jeewan Pun
- § Shuvaram Pun
- § Tek Bahadur Pun
- § Kashi ram Pun
- § Dhan Bahadur B.K.

Swargadwari VDC, V-WASH-CC

- § Rishikesh Bhandari, Member
- § Rana Bahadur Kunwar, Secretary
- § Dhana Bahadur Pun, Member
- § Kalpana Roka, member
- § Madhab Bhandari, Member
- § Sarita Gharti, Member
- § Gehraj Rijal, Member

Sisawa VDC, V-WASH-CC

- § Rajendra Prasad Chaudhary, UCPN Maoist
- § Jawed Musalman, Social Worker
- § Yar Mohammad, Social Worker
- § Suryaman Kurmi, Mesdo Nepal
- § Moinaddin Khan, Presidnet of Everest Youth Club
- § Bijaya Kumar Chaudhary, LGCDP/SM
- § Aniruddha Prasad Dubey, Party representative
- § Lal Bahadur Mu. Party representative
- § Gomati Prasad Pasi, VDC Secretary
- § Abdul Kalam, Former VDC President, NC
- § Farid Ahmad , CPN UML
- § Rameswor Prasad Chaudhary, RPP
- § Radheshyam Jaiswal , Health Post In-charge
- § Abdul Kasim, Jana Bikash, President
- § Mohammad Sami Musalman, Radha Krishna Social Organisation , Presidnet
- § Prembada Pathak CFLG/VF Sisawa

D-WASH-CC, Kapilbastu

- § Ram Kumar Pandey, President
- § Kalawati Ojha, WDO
- § Bishnu Jaiswal, DHO
- § Pravin Kumar Shreewastab, NGO federation
- § Manoj Poudel, Journalists federation

- § Sashibhusan Thakur, WASH advisor
- § Jung Bahadur Gurung, IDE Nepal program
- § Nar Bahadur Thapa

D-WASH-CC, Pyuthan

- § Bhagawan Aryal – LDO
- § Meghraj Gyawali – DTO Chief
- § Dinesh K.C., Focal Person
- § Buddha Bahadur G.C., RPP representative
- § Phatta Bahadur Chhetri , DE
- § Liladhar Giri, Wash Engineer
- § Pramod Lal Shrestha, Wash Program Coordinator
- § Indramani Sharma – Sub, Engineer
- § Gehraj Rijal – Health Promoter

FGD Dalit, Igre School

- § Sita Partel
- § Dil Kumari Partel
- § Yam Bahadur B.K.
- § Om Bahadur Ghatane

Dharapani WUSC, Rooma VDC, Myagdi (FGD)

- § Gopi Prasad B.K., Chairman
- § Bishnu Gauchan, Secretary
- § Nanda Lal Pun
- § Nanda Kala Gharti
- § Mandevi Pun
- § Sushila B.K.
- § Jhakdevi B.K.
- § Bishnu B.K.
- § Kaushila Pun
- § Harichandra Adhikari

V-WASH-CC Ruma VDC, Myagdi

- § Dhanaraj B.K.
- § Yama Bahadur Partel
- § Dam Lal Pun
- § Bimala Roka
- § Sita Pun

- § Dhanmaya Pun
- § Nanda Bahadur Roka (Pun) Former Health Post Chief
- § Ramakant Ghimire, VDC Secretary
- § Chamu Pun, Nepali Congress , Representative

Adolescent girls, Dandagaon, Myagdi

- § Anita Partel
- § Narayan Devi Rasaily

Hadibhir Kasibagar WUSC, Myagdi

- § Chakrapani Acharya
- § Ranabir Roka
- § Bimala Budhathoki, Treasurer
- § Harka Bahadur Pun, Secretary
- § Bhim Bahadur Dakami Pun, Member
- § Panchakala Roka
- § Amrita Roka
- § Durga Budhathoki
- § Karma Bahadur B.K.
- § Devi Gautam
- § Jasakala Roka
- § Til Kumari Acharya
- § Dalman Pun
- § Bhawani Budhathoki
- § Chitra Raj Acharya, Arman VDC Secretary
- § Gokarna Bhandari, Health Post In-charge
- § Bhim Kumari Budhathoki, Health Promoter

D-WASH Unit, Myagdi

- § Chandra Bisht
- § Rajendra Acharya

D-WASH-CC, Myagdi

- § Harsha Bahadur Gurung, DTO Chief
- § Dilli Ram Banstola, DTC, Planning, Monitoring and Amin Officer
- § Lekh Bahadur Hamal, Red Cross Society

DoLIDAR

- § Loknath Regmi, NPD

§ Shanker Pandit, NPC

PSU and PSO

- § Amrit Kumar Rai, Chief Technical Advisor
- § Eeva Maijala, Human Resource Development / Monitoring and Evaluation Specialist
- § Jari Laukka, Junior Technical Advisor
- § Sangita Khadka, Gender, Inclusion & Social Mobilization Specialist
- § Bimal Chandra Sharma, Operation & Maintenance Management (OMM) Specialist
- § Chhabi Lal Goudel, Health & Sanitation (H&S) Specialist
- § Guneshwor Mahato, Water Supply and Sanitation (WSS) Specialist
- § Nil Kantha Koirala, Admin/Accounts Officer (AAO)
- § Sujana Adhikari, Engineer

D-WASH Advisors

- § Chandra Bhakta Bista
- § Hari Prasad Upadhyaya
- § Shambhu Prasad Shah
- § Shashi Bhusan Thakur
- § Uddhav Raj Bhattarai
- § Ramesh Prasad Dhital
- § Rubika Shrestha
- § Surya Bahadur Thapa

Annex 5: A sample meeting minute of a WUSC

(to show how social mobilisation has received low attention in District WASH implementation in RWSSP-WN)

This is a meeting minute of one of the WUSCs the GIAT visited and had discussion with. This captures issues of discussion and decision over 22 meetings in a period of two years and five months (between 2067.5.3 to 2069.10.6). The GIAT observation is that this minute reflects low priority accorded on social dimensions of the DWS. Most of the issues of discussions relate to receiving fund, purchasing construction materials, and labour contribution. Issues of group cohesion, leadership, identification of poor, Dalit, disadvantaged, female-headed households, etc. have never been on the agenda.

Date	Agenda or decision
2067.5.3	§ Formation of committee
	§ Completion of toilet construction within Bhadra 17 (within 2 weeks)
2067.8.11	§ About going to sign agreement (bank account holder' name proposed)
	§ About purchasing required construction materials
	§ About labour contribution (25 percent labour contribution compulsory)
	§ About identifying water source (observation)
2067.9.1	§ Selection of person to bring released budget
	§ For purchasing construction materials
2068.10.8	§ About public hearing (WUCS members were informed about WASH, committee, agreement paper and structure of WASH plan firstly)
	§ Receiving the released budget and purchasing construction materials
2067.10.23	§ About release of budget
	§ About transportation of construction materials from Beni to Darbang
2067.11.23	§ About release of budget [second instalment]
	§ About purchasing additional materials (cement and iron rod)
2067.12.21	§ About doing <i>jhara</i> (compulsory labour contribution)
	§ About completing construction work
	§ About calling every household for <i>jhara</i>
2068.1.10	§ About doing water tank RCC
	§ About calling every household for <i>jhara</i>
2068.1.25	§ About release of the final instalment
	§ About purchasing construction materials
2068.3.18	§ About adoption of TBC (decision based on consensus)
	§ Sending WUCS Chairperson to receive the final installment
2068.5.15	§ Release of funds allocated from DDC and VDC

	§ About collecting water tariff (Rs 10/household) and opening bank account for Operation and Maintenance Fund
2068.9.8	§ About Operation and Maintenance Fund
	§ About monthly remuneration of O&M worker
	§ About maintaining community hygiene and sanitation
2068.12.15	§ About public audit of the scheme (WASH Rs. 186,703.00, bank account 42,000.00, total expenditure = Rs 250,859)
	§ About O&M Fund
	§ About community cleanliness
2069.1.15	§ About monthly meeting and monthly cleanliness campaign to address the problem of increasing rubbish
2069.1.15	§ About maintenance of DW scheme
2069.2.15	§ About making monthly meeting regular (punishment for absent)
	§ About management of rubbish
2069.3.15	§ About community cleanliness
2.69.6.14	§ About forming a security committee
2069.8.10	§ About monthly tariff
	§ About community cleanliness
2069.8.15	§ About O&M fund
	§ About upgrading <i>kachhi</i> toilet into <i>pakki</i>
2069.10.6	§ Monthly tariff
	§ About constructing <i>chang</i> (space to dry plates and utensils) and about making rubbish pit

Source: Field visit of the GIAT, 2013.

Annex 6: A preliminary note on the complexity of social exclusion in Nepal and the challenge to identifying DAGs as the excluded groups

RWSSP-WN's current practice of identifying and reaching the most deserving area/social groups combines a two-pronged approach. This annex summarises how RWSSP-WN does so, followed by some discussion on whether it could be done in a more comprehensive manner.

Geographical targeting: RWSSP-WN's targeting first starts from geographical analysis in terms of selecting VDCs. It identifies a few VDCs (about four to six in each district) based on certain criteria, such as connectivity, remoteness and extent of the scarcity of safe drinking water. The nature of geographical exclusion and remoteness differs place to place or district to district, the process of VDC selection, however, follows a ranking tool that helps to sort out all VDCs in a district in an order of priority. This tool takes into consideration:

- § remoteness of the VDC (one day walk from district headquarters and/or from the nearest road head, and/or the distance from the nearest marketplace),
- § adjoining VDCs to district headquarters, municipality and road-head (motorable road),
- § district headquarter, municipality, and road-head (the all-weather motorable road)
- § For DWS scheme, particularly, the average water fetching time and distance for a trip (for each household) are taken into account.

Social targeting: Once geographical targeting is accomplished, RWSSP-WN carries out social targeting exercise through the help of participatory tools, such as social mapping and well-being ranking to identify poor and excluded households. Social targeting has three dimensions: gender disparity (in household or community), and economic position and caste/ethnic belonging of the households. A poor household is defined as the one having:

- § food sufficiency for less than six months,
- § daily wages as the main source of income,
- § female-heads and/or physically disabled persons, and/or no adult members, OR

§ as defined by the community in course of well-being ranking and other participatory tools

These are the criteria suggested by the *Rural Water Supply and Sanitation National Strategy*, 2004 (SCNSA, 2011).

Caste/ethnic belonging of household is identified by disaggregating households into six major social groups, comprised of Dalit, Adivasi/Janajati, disadvantaged Terai caste (TDC) groups, religious minority (RM), Brahmin/Chhetri, and others. Of the six categories, Dalit, Adivasi/Janajati, disadvantaged Terai caste (TDC) groups, and people of religious minorities are considered as the excluded ones.¹⁴ However, at the district level, each district can (or has to) define which groups are socially excluded in their respective settings. For example, Gurung are Janajati and can be considered as the excluded at national level, but within certain district, they may not be considered as an excluded group. Therefore, districts can have their own inventory of the excluded group using national level indicator as the base.

Beside, as the following table reveals, there are diverse range of practices of recognizing structure of caste-ethnic inequality in Nepal. For example, NEWAH divides the otherwise single category of Janajati into advantaged and disadvantaged, which the GIAT finds one step forward in an attempt to better capture the structure of inequality in Nepal.

Comparison of population categories used for disaggregation of data by different WASH projects/oranisations

Project/Organization	Categories used
DWSS	-
CBWSSP	Dalit, Ethnic, Other Caste (Brahman/ Chhetri)
Fund Board	Brahman/Chhetri, Dalit, indigenous people, other excluded groups
STWSSSP	Dalit, ethnic, other Caste (Brahman/Chhetri)
NEWAH	Upper-Caste, advantaged Janajati, disadvantaged Janajati, Dalit, Tarai middle caste, religious minority
RVWRMP	Dalit, Janajati, other (Brahman/ Chhetri)
RWSSP-WN	Dalit, Adivasi/Janajati, disadvantaged Terai caste (DTC) groups, religious minority (RM), Brahmin/Chhetri, and others

Adapted from World Bank, 2010, Table 7.1

While the GIAT finds RWSSP-WN's practice of targeting the unreached/un-served and identifying the disadvantaged groups very much valid and functional, we also have some observation for further refinement in it.

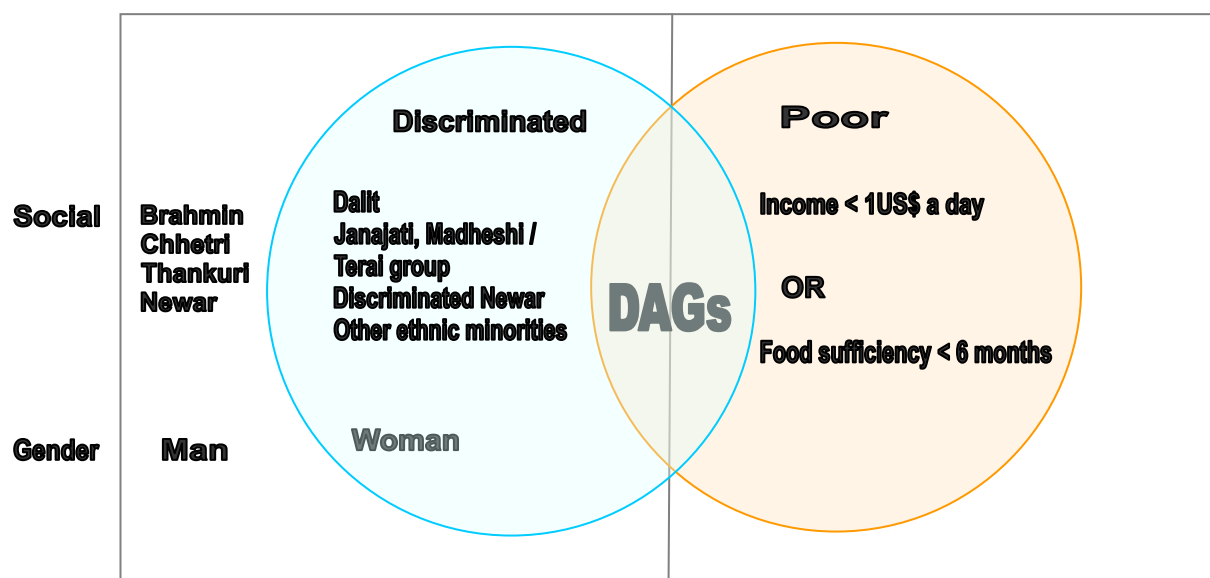
¹⁴ To support district level process of identifying the excluded groups, a list of different caste group is also incorporated in the DWIG and the baseline survey format also.

- § Project experience together with GIAT's own observation shows that geographical targeting exercise such as this often results into identification of relatively poor and inaccessible areas (or VDCs) with relatively higher concentration of poor and the excluded (Siswa VDC in Kapilvastu and Ruma in Myagdi, for example).
- § The GIAT found it very exciting that poor households are defined not merely on the criterion of income poverty, it also incorporates other dimensions of deprivation such as food insecurity, labour regime (doing wage work or not), and social composition of the households. Treatment of multidimensional nature of poverty perhaps compensates the fact that this definition does not include land ownership pattern into consideration.
- § Identification of caste/ethnic belonging of households appears to be little blunt (compared to earlier two tools), because they are too broad categories. Our field observation finds that social categorization of population needs to be upgraded with little more technical backstopping.
- § More than this, the GIAT very much strongly encourages RWSSP-WN not to look at poverty and caste/ethnic belonging in separation,¹⁵ but to recognize them as mutually reinforcing (or intersecting) structures of inequality and deprivation.

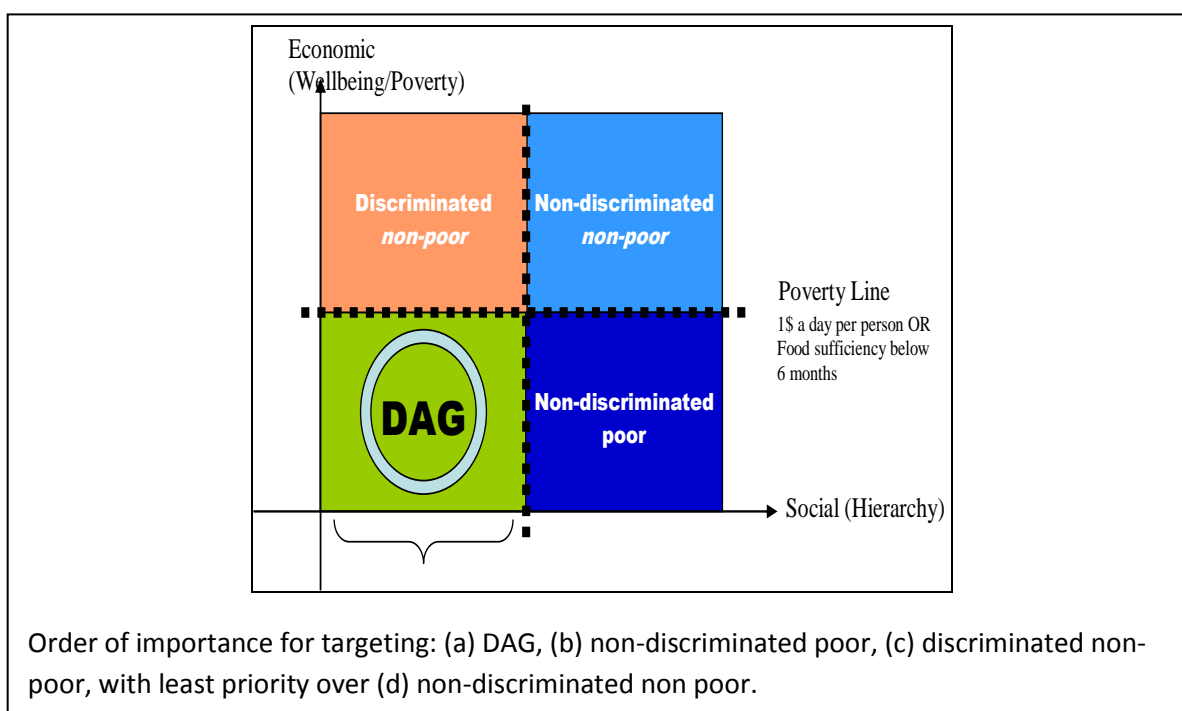
The question remains how to look at the intersection of economic deprivation and caste/ethnic marginalization? This is a matter of little more social analysis and prioritization exercise. For the sake of cross-learning, the GIAT would like to refer here to the practice of Swiss support in Nepal in understanding the complex interplay between economic deprivation and caste/ethnic marginalization. For SDC Nepal, people characterized as DAGs are groups of poor households (with income < 1 US\$ a day or food sufficiency < 6 months), at the same time and together with, those who suffer also from caste, gender or ethnic discriminations (see SDC Nepal 2009, also visit: <http://www.swiss-cooperation.admin.ch/nepal/>). What follow next are three inter-related figures that may help to understand the SDC Nepal practice of defining the disadvantaged groups.¹⁶

¹⁵ Remember that GIAT has also recommendation to the project to mainstream poverty analysis more strongly than currently it does in its actual day-to-day practice of field level operation.

¹⁶ Reference to SDC practice is made not because that is the best practice, and definitely not because RWSSP-WN practice is not good. This reference is made purely on ground of facilitating learning from what others have done in similar circumstances.



<u>Discrimination Perspective</u>	
Non-discriminated groups/Social	<u>Criteria</u> Brahmin/Chhettri/Newar
Gender	Men
Discriminated groups/Social	Dalit, Janajati, Madheshi/ Terai group
Gender	Discriminated Newars, Other ethnic minorities Women
<u>Poverty Perspective</u>	
Non-poor groups/Economic	<u>Criteria</u> Food sufficiency > 6 months OR Income > 1 \$ a day
Poor groups/Economic	Food sufficiency < 6 months OR Income < 1 \$ a day



Finally, the GIAT also has a doubt whether the current practice of RWSSP-WN in disaggregating social and demographic information into six categories, as mentioned above, truly and fully captures the specific nature of inequality, deprivation and marginalization in its working districts. One observation is that it does not do so at least when Terai/Madhesh and Hill/Pahad diversity is taken into account, bearing that the socio-economic and demographic formation of Western Hill is unique in the sense that the ethnic population comprised of Gurung and Magar predominate the social formation. A single categorization of Adivasi/Janajati might hide the diversity there. The same applies in Terai, where we found that the single category of Disadvantaged Terai Caste (DTC) hides the very heterogeneity of Terai, with erroneous recognition of predominant caste group like Yadav falling to disadvantaged group.

Despite this note, the GIAT, at this stage, could not come up with a concrete recommendation for a more realistic alternative categorization, partly because this is a separate analytical task in its own right which demands (a) critical scrutiny of the social-demographic formations in RWSSP-WN districts, together with (b) wider consultation, team exercise and consensus building (with the project team at different levels). Still, we very strongly encourage RWSSP-WN to carry out such an assignment with a dedicated team of experts soon Phase II starts.

Annex 7: Some glimpses from the field



Plate 1: [Dhanbang village: Nepal's first TBC village in Swargadwari VDC, Pyuthan](#)



Plate 2: Towards TBC? Cleanliness of toilet and drying space (called *chyang*) for the washed pans and pots



Plate 3: Not all toilets are used to defecate, a snap from Siswa VDC, Kapilvastu where some toilets are still unused.



Plate 4: Talking to adolescent girls, Swargdwari VDC, Pyuthan



Plate 5: A Dalit family in Swargadwari VDC. Note that nine such Dalit families have not benefitted from two DWSs in their neighbourhood: one as rainwater harvesting scheme in Khal area and another in Nosa village in the same VDC – a faulty social targeting?



Plate 6: Community interaction, Siswa VDC, Kapilvastu