



## Technical Assistance Report

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Project Number: 55092-001  
Transaction Technical Assistance (TRTA)  
October 2022

### Nepal: Support for Strengthening Systems to Protect and Uplift Women Project

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Asian Development Bank

## CURRENCY EQUIVALENTS

(as of 23 September 2022)

Currency unit	–	Nepalese rupee/s (NRe/NRs)
NRe 1.00	=	\$0.0077
\$1.00	=	NRs129.3900

## ABBREVIATIONS

ADB	–	Asian Development Bank
ADF	–	Asian Development Fund
CSO	–	civil society organization
GBV	–	gender-based violence
MOWCSC	–	Ministry of Women, Children and Senior Citizens
PIU	–	project implementation unit
PMU	–	project management unit
TA	–	technical assistance
UNOPS	–	United Nations Office for Project Services
WCSCSC	–	women, children, and senior citizen service center

## NOTES

- (i) The fiscal year (FY) of the Government of Nepal and its agencies ends on 15 July. “FY” before a calendar year denotes the year in which the fiscal year ends, e.g., FY2023 ends on 15 July 2023.
- (ii) In this report, “\$” refers to United States dollars.

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## I. THE PROPOSED PROJECT

1. The proposed project will help strengthen the government's response to gender-based violence (GBV) in Nepal. Women and girls in Nepal have made significant strides in human development since 2000. However, GBV remains a persistent problem in Nepal because of patriarchal attitudes and deeply rooted gender and social stereotypes. Despite laws that criminalize various forms of GBV, reporting of cases is low. Multiple factors, including social tolerance of GBV, low agency of women and girls, low awareness of relevant laws and services, and limited availability of survivor-centric services, contribute to low reporting and perpetuate violence. The Fifteenth Plan Fiscal Year 2020–2024 calls for expanding measures to protect women against all forms of violence, and specifically mentions the need for integrated services through rehabilitation centers.<sup>1</sup> The project will directly support the government's initiatives by filling these gaps. The project will also strengthen the capacity of police officers, government officials, and other service providers to address GBV, and increase awareness on GBV prevention and services.

2. The project is aligned with the following impact: GBV incidence reduced and GBV survivors reintegrated into society (footnote 1). The project will have the following outcome: access to and quality of GBV services in project areas improved. This is expected to be achieved through four outputs: (i) women, children, and senior citizen service center (WCSCSCs) services strengthened; (ii) rehabilitation services for GBV survivors strengthened; (iii) community awareness of GBV prevention and services increased; and (iv) institutional capacity for providing effective GBV services developed. Based on GBV prevalence and service availability,<sup>2</sup> the project will focus on three provinces: Madhesh Province, Lumbini Province, and Sudurpaschim Province. The project will also build a new national rehabilitation center in the Kathmandu Valley, upon the government's request, to respond to the high number of GBV cases in and around the capital. The government has requested a grant not exceeding \$12 million from ADB's Special Funds resources (Asian Development Fund [ADF]) to help finance the project. The project is estimated to cost \$18 million of which \$6 million will be financed by the government.

## II. THE TECHNICAL ASSISTANCE

### A. Justification

3. **Limited and inadequate services for gender-based violence survivors.** GBV remains a persistent problem in Nepal. In 2016, 22.0% of women aged 15–49 years had experienced physical violence since age 15—a rate that has remained unchanged since 2011.<sup>3</sup> Moreover, GBV disproportionately affects those who face intersecting and multiple forms of discrimination based on disability, social group, sexual orientation, and gender identity (footnote 3).<sup>4</sup> Although various government agencies and civil society organizations (CSOs) play central roles in responding to GBV, gaps remain. Key gaps include scarcity of adequate infrastructure, a survivor-centric approach to service provision, and lack of proper long-term rehabilitation services. For example, the Nepal Police operates 233 WCSCSCs as units within police offices for reporting and investigating GBV cases.<sup>5</sup> However, most WCSCSCs lack the gender-sensitive infrastructure

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<sup>1</sup> Government of Nepal, National Planning Commission. 2020. [The Fifteenth Plan Fiscal Year 2019/2020–2023/2024](#). Kathmandu.

<sup>2</sup> A long-term rehabilitation center is operational in Province 1 (with support from the United States Agency for International Development) and is nearing completion in Gandaki Province.

<sup>3</sup> Government of Nepal, Ministry of Health. 2017. [Nepal Demographic and Health Survey 2016](#). Kathmandu.

<sup>4</sup> Among Madhesi Dalit women, 44% experienced violence compared with 9% of Hill Brahmin women as of 2016.

<sup>5</sup> Consultation with the Women, Children and Senior Citizen Service Directorate.

needed to ensure a safe, confidential, and respectful environment for reporting. Police officers also need support in adopting survivor-friendly and inclusive communication and investigation skills. Proper long-term rehabilitation services for survivors who may need further support to reintegrate into society and lead a self-determined life are also scarce.<sup>6</sup> While the government and various CSOs run shelter homes, most of these provide short-term support for a period ranging from 45 days to 9 months depending on the shelter home's capacity. The few long-term rehabilitation centers operate in limited areas or lack the facilities needed to provide effective services.<sup>7</sup> The proposed ADF 13 grant will be critical for the government to mobilize resources for nonrevenue-generating yet crucial investments required to fill these gaps.

4. **Multiple actors in gender-based violence response.** The project will be one of the first stand-alone investment projects in Nepal that targets gender and focuses on a comprehensive approach to addressing GBV. Supporting survivors of GBV and preventing its incidence requires a wide spectrum of services including reporting; law enforcement; health; rehabilitation services such as counseling, shelters, livelihood, and life skills training; and community outreach. Given the diversity of services required, the responsibility for addressing GBV lies with several ministries and agencies. Thus, strengthening GBV response requires a multifaceted approach that includes investing in adequate infrastructure that is designed to meet the needs of survivors for reporting and rehabilitation, building the capacity of service providers across multiple subsectors, and enhancing coordination among the multiple stakeholders.

5. **Federal system.** The new federal structure has resulted in further fragmentation of responsibilities. Under the federal system, the responsibility for providing GBV response services lies with the provincial and local governments, while the federal Ministry of Women, Children and Senior Citizens (MOWCSC) provides policy and strategic guidance. However, the federal MOWCSC continues to implement several national initiatives to address GBV.<sup>8</sup> Provincial governments have a mandate to establish and operate long-term rehabilitation centers in their respective provinces. The federal MOWCSC is responsible for a national rehabilitation center. The Nepal Police, as the principal law enforcement agency, is mandated to investigate GBV cases and protect and offer immediate support to survivors through its police offices at central, district, area, and ward levels.

6. In addition to adopting a multifaceted approach to address GBV, the project will be among the first to directly support GBV response activities at the federal level and in the provinces since the federal system was established in 2015. Therefore, the project's implementation arrangements involve several agencies across multiple tiers of government. The federal MOWCSC will be the executing agency. There will be four implementing agencies: (i) the Department of Urban Development and Building Construction under the federal Ministry of Urban Development; (ii) the Sudurpaschim Province Ministry of Social Development; (iii) the Lumbini Province MOWCSC; and (iv) the Madhesh Province Ministry of Women, Children, Youth and Sports. The Nepal Police will be represented in the project's steering committee. Ensuring continuous coordination and monitoring across the executing and implementing agencies at federal and province levels and the Nepal Police will be necessary to ensure the timeliness and quality of project activities.

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<sup>6</sup> Long-term rehabilitation services refer to shelter, counseling, therapy, life skills training, livelihood training, and other services provided for up to 2 years.

<sup>7</sup> For example, the federal Ministry of Women, Children and Senior Citizens (MOWCSC) funds a long-term rehabilitation center in Kathmandu; but the center operates from a leased space without the requisite facilities.

<sup>8</sup> Sector Assessment (Summary) (accessible from the list of linked documents in Appendix 2).

7. **Capacity concerns.** Given that federalism is still nascent and the provincial implementing agencies are new, significant support and backstopping will be required to ensure the critical activities to address GBV are implemented in a timely manner and can benefit survivors. Due diligence assessments of the executing and implementing agencies conducted during project preparation point to the need for guidance and handholding support during implementation. The assessments found that the executing agency and provincial implementing agencies do not have experience with implementing ADB-supported projects or large-scale projects. In particular, supervision support for implementation of civil works is imperative as the federal MOWCSC and provincial implementing agencies do not have the know-how or the necessary human resources to supervise and implement civil works activities.

8. **Sustainability risks.** The efficacy of the project activities in contributing to their intended impact (para. 2) will depend on whether the outputs and outcome of the project are sustained. Although the expected incremental recurrent costs of the project comprise a small share of the relevant agencies' budgets, there is a history of insufficient allocation and low utilization, indicating low absorptive capacity. This concern is especially salient in the case of the provincial agencies as they are relatively new and may face resource and staffing constraints for the operation of the long-term rehabilitation centers. The government's fiscal constraints may further heighten this risk.

9. In light of the inherent project design and the concerns described in paras. 3–8, the proposed transaction technical assistance (TA) will provide technical backstopping, monitoring, and capacity development support to the executing and implementing agencies. To maximize the use of the ADF 13 grant for critical investments in services for beneficiaries, the government has requested TA support for technical guidance, supervision of civil works, and monitoring. The TA will (i) assist the project management unit (PMU) and project implementation units (PIUs) in ensuring the timely implementation and quality of civil works activities, (ii) provide technical guidance to the PMU and PIUs in developing capacity building interventions and sustainability measures, and (iii) strengthen monitoring and evaluation of key project activities. The support provided by the TA will be instrumental for timely and effective implementation of the project activities that are needed to benefit GBV survivors.

## **B. Outputs and Activities**

10. **Output 1: Construction of survivor-friendly and climate and disaster resilient women, children, and senior citizen service centers and rehabilitation centers supported.** The TA will support the PMU and PIUs in reviewing the detailed designs and architectural drawings of the WCSCSCs and long-term rehabilitation centers to ensure they meet all the requirements for the intended purposes of creating a conducive reporting environment within the police offices and providing proper rehabilitation services. The detailed designs will be prepared by the team of engineers (individual consultants) engaged under the grant. The TA will also help ensure that the designs are disability-friendly and incorporate climate- and disaster-resilient features to minimize risks of site-specific hazards. In addition, the TA will assist the PMU and PIUs in overall monitoring of civil works activities from design to completion including support for procurement activities, ensuring compliance with safeguards and climate and disaster resilience requirements, and preparation of progress reports. The TA will add value to the government's efforts by engaging the United Nations Office for Project Services (UNOPS) to support the activities under this output. UNOPS has extensive experience in the design and construction of gender-sensitive infrastructure including those within the Nepal Police. UNOPS will provide technical backstopping and handholding support to the PMU and PIUs in supervising the construction of all WCSCSCs, and rehabilitation centers supported by the project.

11. **Output 2: Capacity building measures for survivor-centric and sustained service provision designed.** The TA will support the PMU in designing training courses based on international and regional best practices as well as local contexts and nuances, and in implementing the training. This will include (i) training of rehabilitation center staff on sensitive, inclusive, and respectful communication; ethical guidelines; preparedness; safety protocols; and case management; (ii) life skills training for survivors; (iii) training on emerging GBV issues and new approaches for members of GBV response coordination committees formed under the project; and (iv) orientation for gender focal points of line ministries and female government officials on relevant laws and integrating their provisions into their ministries' programs. Under this output, the TA will also provide technical guidance for developing referral mechanisms and designing awareness-raising activities to prevent all forms of GBV and enhance awareness of services. The TA will develop a sustainability and partnership-building plan for rehabilitation centers and will support the PMU and PIUs in building partnerships with CSOs for the provision of rehabilitation services.

12. **Output 3: Monitoring and evaluation of project activities strengthened.** The TA will support the PMU in strengthening monitoring, evaluation, and reporting of project activities across all project areas. The TA will also support the PMU in guiding the monitoring and evaluation specialists in the PIUs in collecting data and information in a systematic manner and preparing complete and timely reports. In addition, the TA will undertake a midterm evaluation of the project's activities. This will serve as technical guidance for the implementation of the endline survey to be conducted by the PMU and help strengthen overall evaluation and reporting.

### C. Cost and Financing

13. The TA financing amount is \$1,500,000, which will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF 7). The key expenditure items are listed in Appendix 1.

14. The government will provide counterpart support in the form of staff, office space, and other in-kind contributions. The government was informed that approval of the TA does not commit ADB to finance any ensuing project.

### D. Implementation Arrangements

15. ADB will administer the TA. ADB's South Asia Department will select, supervise, and evaluate the consultants in consultation with the federal MOWCSC.

16. The implementation arrangements are summarized in the table.

Implementation Arrangements			
Aspects	Arrangements		
Indicative implementation period	December 2022–December 2026		
Executing agency	Federal MOWCSC		
Implementing agency	Department of Urban Development and Building Construction, MOWCYS, MOWCSC–Lumbini, MOSD		
Consultants	To be selected and engaged by ADB		
	Consultants or services to be engaged by the United Nations agency through administrative arrangement	National (442 person-months)	\$956,120
	Project management unit consultants to be	National (40 person-months)	\$211,000



Aspects	Arrangements		
	selected using individual consulting services method by ADB		
Disbursement	Disbursement of TA resources will follow ADB's <i>Technical Assistance Disbursement Handbook</i> (2020, as amended from time to time).		
Asset turnover or disposal arrangement upon TA completion	TA-financed equipment to be purchased under administrative arrangement or consultant contract will be turned over to the federal MOWCSC upon TA completion.		

ADB = Asian Development Bank, MOWCSC = Ministry of Women, Children and Senior Citizens, TA = technical assistance.

Source: Asian Development Bank.

17. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions.<sup>9</sup> To provide technical backstopping and procurement support and supervise civil works activities (para. 10), it is proposed to engage UNOPS given their extensive experience in infrastructure projects and direct experience in design, procurement, and implementation of construction of gender-sensitive facilities for the Nepal Police. UNOPS has managed the construction of 57 police facilities under the United Kingdom Foreign, Commonwealth and Development Office's Modernization of Police Project, including the construction of two WCSCSC facilities in two of the three provinces covered by the proposed project. Given its experience, UNOPS has a strong network within the Nepal Police and a solid understanding of the procedure for civil works within police premises. Therefore, engaging UNOPS will add significant value to the project. It is proposed to engage UNOPS via an administrative arrangement given its status as a United Nations agency.

<sup>9</sup> Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 2).

**COST ESTIMATES AND FINANCING PLAN**

(\$'000)

<b>Item</b>	<b>Amount<sup>a</sup></b>
<b>A. Asian Development Bank</b>	
1. Consultants	
a. Remuneration and per diem	
i. National consultants	203.0
ii. United Nations Office for Project Services	704.0
b. Out-of-pocket expenditures	
i. Local travel	260.0
2. Surveys or studies <sup>b</sup>	48.0
3. Equipment <sup>c</sup>	16.0
4. Miscellaneous administration and support costs <sup>d</sup>	197.0
5. Contingencies	72.0
<b>Total</b>	<b>1,500.0</b>

Note: The technical assistance (TA) is estimated to cost \$1,702,095, of which contributions amounting to \$1,500,000 from the Asian Development Bank are presented in the table. The government will provide counterpart support in the form of counterpart staff, office space, and other in-kind contributions. The value of the government contribution is estimate to account for 11.8% of the total TA cost.

<sup>a</sup> Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF 7).

<sup>b</sup> A service provider will be engaged to conduct a midline survey (\$44,080.00).

<sup>c</sup> The amount is for purchase of laptops and printers that will be used for this assignment and handed over to the federal Ministry of Women, Children and Senior Citizens upon completion of the assignment.

<sup>d</sup> The amount includes report preparation, communications, translation, consultation with key stakeholders related to project design, and administrative cost for the United Nations Office for Project Services.

Source: Asian Development Bank estimates.

### **LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/LinkedDocs/?id=55092-001-TARreport>

1. Terms of Reference for Consultants