



Realising the Rights of Children: Integration of Decentralised Action for Children and Women (DACAW) into Local Governance and Community Development Program (LGCDP)



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Realising the Rights of Children:
Integration of Decentralised Action for
Children and Women (DACA) into Local
Governance and Community Development
Program (LGCDP)

Commissioned by Norad

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Acronyms

CAC: Citizens Awareness Centre

CAP: Community Action Process

CFLG: Child Friendly Local Governance

DACAW: Decentralized Action for Women and Children

DAG: Disadvantaged Groups

DDC: District Development Committee

DPCP: Decentralized Planning for Children Programme

DSMC: District Social Mobilization Committee

INGO: International Non-governmental Organization

IPC: Integrated Planning Committee

LGCDP: Local Governance and Community Development Programme

MCPM: Minimum Conditions and Performance Measures

PM: Performance Measure

UNJP: Joint United Nations Programme

VDC: Village Development Committee

WCF: Ward Citizens Forum

Summary

This assessment has been carried out by Marit Haug, NIBR, and Raghav Raj Regmi, DECC consultancy, for Norad, with Berit Aasen, NIBR, being responsible for quality assurance. Data collection was carried out in Kathmandu and four districts from November 28th to December 8th 2011. The team held a debriefing meeting with Norwegian Embassy officials on December 9th. UNICEF extended support for planning of the field visits and UNICEF staff accompanied the team during most of the field work. The summary below is structured according to the questions raised in ToR on page two.

Assessment of the relevance and feasibility of integrating DACAW in local government structures, mechanisms and processes

1) Which elements of DACAW are relevant to integrate?

The DACAW process of alignment with the LGCDP has made significant progress over the last year. While DACAW has been aligning or integrating with government structures, the government's institutional framework has changed and become more child friendly, culminating in the government's endorsement of the Child Friendly Local Governance Strategy (CFLG) in July 2011. Over the last year UNICEF has transitioned from DACAW to CFLG as its principle governance programme. In this assessment we will focus on how DACAW approaches and elements have been aligned with LGCDP, but also the broader question of how the interests of disadvantaged children have been accommodated in the LGCDP and the CFLG.

DACAW/UNICEF has lobbied for and achieved an increase from 5 to 10 per cent in the percentage of block grant funds allocated for children by the LGCDP/Ministry of Local Development. DACAW/UNICEF has consistently pushed for its principle of children's participation and made a significant contribution in the process that led up to the endorsement of CFLG. More specifically, it succeeded in achieving acceptance for children's participation in local level bodies, such as the Ward Citizen's Forum, the Integrated Planning Committee, (the key committees that make decision for the allocation of block grants), the District Social Mobilization Committee and the village and district level CFLG committees. Moreover, LGCDP has adopted the DAG-mapping methodology used by DACAW to identify disadvantaged households to enable them to take part in planning processes at the local level. Finally, child rights have been mainstreamed in LGCDP's new, unified operational guidelines, the training of social mobilizers, and its monitoring and evaluation framework. Efforts are ongoing to include CFLG

indicators in the Performance Measures (PM) of the Minimum Conditions and Performance Measures (MCPM).

2) Feasibility; are critical conditions for integration in place?

Critical conditions for integration have been in place. In general, improvements in the national policy framework for child rights are reflected in the endorsement of the CFLG, current deliberations on a new child act, and perhaps more broadly in Nepal's progress on child related Millennium Development Goals. The government has taken ownership of the process, created institutions for children's participation and has earmarked financial resources, based on the same principles and procedures that have been applied for women and disadvantaged groups. In this sense, the policy environment has been favourable to measures formulated to achieve social inclusion. This also means there has been political will at the highest level to institutionalise and mainstream children's interests alongside the interests of excluded groups in a manner that suggests that these changes will remain even in the event of external funding being reduced or terminated.

Other issues

1) Lessons learnt from DACAW to be emphasized in an integration phase

Long-term, rights-based work with child clubs contribute to changing oppressive social norms, including those related to traditional and non-negotiable gender and parent-children relations. Secondly, specific approaches and tools, such as the DAG-mapping have been developed and applied to reach the most disadvantaged but extra resources are needed to reach the most disadvantaged groups, and children are particularly vulnerable. Thirdly, coordination mechanisms help to bring attention to women's and children's issues across sectors.

2) Other programmes that may influence the integration of DACAW?

The endorsement of the CFLG strategy by the government in July 2011 has added momentum to mainstreaming of child rights within the local government system. The CFLG provides a platform for a concerted effort by government and development partners to assemble information about the status of children at the local level and to produce integrated development plans for children at the village (VDC¹) and district (DDC) level along with some guaranteed resource allocation from local body sources.

3) Mechanisms and processes at the local level that strengthen harmonization

Roles to be played by the DDC, VDCS and MLD.

Through the block grant mechanism the VDC and DDC levels receive earmarked allocations for the benefit of children. Although there are outstanding issues about the clarity of the guidelines and generic concerns for the influence of children in the face of entrenched political interests and traditional family values, the block grant

¹ We will use the commonly used abbreviation VDC: Village Development Committee to refer to the administrative level of the village and DDC: District Development Committee to refer to the district.

allocation for children represent an opportunity to strengthen children's organizations, to promote children's activities, and to focus planning efforts.

Children's participation at the village and district level has been mainstreamed. Several mechanisms are in place to ensure that children's interests are taken into account in local planning processes such as i) participation by children in the District and Village CFLG Committees ii) the Social Mobilization Committee (the latter is one of several working committees under the DDC) iii) children's participation in the Village Integrated Planning Committee iv) children's participation in the Ward Citizens' Forum that have recently been set up under the LGCDP, and v) inclusion of children's issues in the training modules for social mobilizers.

The local body level 'action plan on children' that CFLG requires could play a crucial role in terms of harmonizing various efforts and investment in children at the local body level. At central level the National Action Plan on children has potential for bringing in stakeholders, such as the central Child Welfare Board, SCF and Plan International, and avoiding duplication. This model could be replicated at DDC and VDC level.

Integration of existing DACAW support network into local government structures and the LGCDP.

Participation by and funding of child clubs have been allowed for under the CFLG and LGCDP institutional framework. The women's federations that were supported under DACAW are being managed by the Ministry of Women, Children and Social Development and the District Women and Children's Officer, many of them have funds from their savings and loan programmes to sustain them. In the same way as for child clubs the block grants system also allows for funding of women's organizations. DACAW village facilitators have to some extent been given jobs as social mobilizers/village facilitators by VDCs, but the terms and conditions varies from VDC to VDC. In many cases the VDCs and DDCs made a policy decision to give priority to the DACAW village facilitators for the first time.

4) Institutional capacity held by relevant national and sub-national institutions; Ministry of Local Development, LGCDP

Mechanisms to ensure the sustainability of programme objectives.

The CFLG on one hand provides a policy framework and operational guidelines to the local bodies to assure that child rights issues are properly addressed at policy and action level with some degree of resource guarantee, on the other hand it creates a huge technical task of building capacity at national, district and village level for the adoption of CFLG. At present with UNICEF support MLD has started supporting the capacity building at district and village level through a national NGO, which may not be sufficient for the extent of the task. CFLG adoption should not be seen as a one off capacity building job (orientation and short training at DDC and VDC level), rather it would need constant technical support, mentoring and monitoring for the DDC and VDCs to help them in the process of adopting and institutionalizing of CFLG within the respective local bodies. There seems to be a clear capacity gap both at national and district level institutions. Therefore, MLD and DDC focused capacity building intervention is required for an effective roll out of CFLG.

Children's effective and meaningful influence requires facilitation by adults who have the required knowledge and skills combined with a high level of awareness among child club members. Moreover, alliances with like minded organizations such as women's federations could help safeguard children's interest. Increased competence on child rights among social mobilizers, politicians and government staff will facilitate participation, plan formulation and allocation of resources.

Timing of the integration process

The process of transitioning from DACAW to CFLG has come far and UNICEF was well positioned to make use of the opportunities that resulted from the government's endorsement of the CFLG. As for the LGCDP discussions are under way for a phase two which suggests that the LGCDP framework will remain in place as the prime funding instrument for development partners in the area of local development. There are two crucial considerations in this regard, they are i) inclusion of CFLG within the new form (or phase) of LGCDP so that it will appear in the Annual Strategic Implementation Plan and budget, and ii) provision of a capacity building component for CFLG roll-out among the local bodies is provided for.

Conflict sensitivity

The nation-wide coverage of the LGCDP, with relatively similar allocations being made to each district, is important in a country context in which regional differences is considered a main cause of conflict. Otherwise, we cannot see any impact of the alignment process on conflict relevant power relations.

Risk factors

There seems to be agreement that the funding allocation of minimum 10 per cent will be a relatively stable feature of the local governance system, and that the principle of children's participation has been accepted by the government, and through that gained legitimacy. In an evolving political system, there will be a risk that children's interests become overlooked in the design of new institutions a federal system. At the same time, it is likely that some of the local level institutions will remain and that the basic principle of participatory planning enshrined in the Local Self Government Act of 1999 will remain, and within that provisions for children's participation and targeted resource allocation.

Conclusion

The CFLG carries a lot of potential for focusing attention, planning processes and resources for the benefit of children. Norway should therefore continue to support the roll-out of the CFLG for a well-defined time period (for example three years). UNICEF's competence is valuable for the roll-out process and UNICEF should continue to provide support to MLD at the national level.

1 Background

This assessment has been commissioned to discuss the *relevance* and *feasibility* of integrating “key DACAW programme areas into Government of Nepal structures (MLD/LGCDP, local governments and relevant sector line agencies)”. The assessment should also propose “a strategy and design for transferring ownership to the government, while maintaining the principles and good practices from DACAW”.

The Norwegian Embassy in Kathmandu, the Ministry of Local Development (MLD) and UNICEF have been discussing how the various components of DACAW could be mainstreamed and aligned with government systems, following up on review recommendations from 2006 and a strategic assessment carried out in 2009. The discussion on alignment is from Norway’s side based on the principles of the Paris-declaration on aid effectiveness and the consideration that the war ended five years ago. Throughout the war many aid agencies were operational due to the limitations on government service-delivery. Moreover, Norway provides core funding to UNICEF and believes programme funding at the country level should be used more strategically to integrate children’s rights and interests in the Government of Nepal’s programmes, including in LGCDP. At the same time Norway is one of only a few bilateral donors who have prioritized children.

UNICEF says it finds itself a relatively lone voice in advocating for the rights of children within the donor community and with the government. Protection issues remain serious and new are being added despite progress on the Millennium Development Goal indicators. Adolescent girls and disadvantaged communities are particularly vulnerable groups that UNICEF considers giving more attention to. In comparison, much effort has gone into mainstreaming of women’s issues in Nepal, there is a high level of awareness on gender issues, and gender issues are becoming institutionalized (for example through gender budgeting and political representation). Norway’s resources have been concentrated on governance related efforts and on influencing the national policies and guidelines of LGCDP, rather than on UNICEF’s overall child rights advocacy work in the country, which has focused most recently on priorities like child rights in the Constitution, key legislation in the Constitutional Assembly, and human rights/child rights mechanisms.

The outcome of these discussions was an understanding that UNICEF should align the DACAW programme with the LGCDP to which Norway contributes through a joint donor funding mechanism, and that the CFLG was a promising way forward for a new and innovative programme. As a result significant developments have

taken place in UNICEF's programming. Firstly, some components of DACAW have been integrated into the LGCDP and the alignment process with the LGCDP has made significant progress. Secondly, support for CFLG has replaced DACAW as UNICEF's prime strategy for institutionalizing child rights into the government system, structures and procedures and for promoting children's participation. At the same time DACAW is being *phased out* through a managed process district by district. Unlike DACAW that operated in some of Nepal's districts, LGCDP and CFLG have been designed for nation-wide coverage. Both the LGCDP and the CFLG have been developed in a collaborative effort between the Government of Nepal and donor agencies and have become institutionalized within government structures.

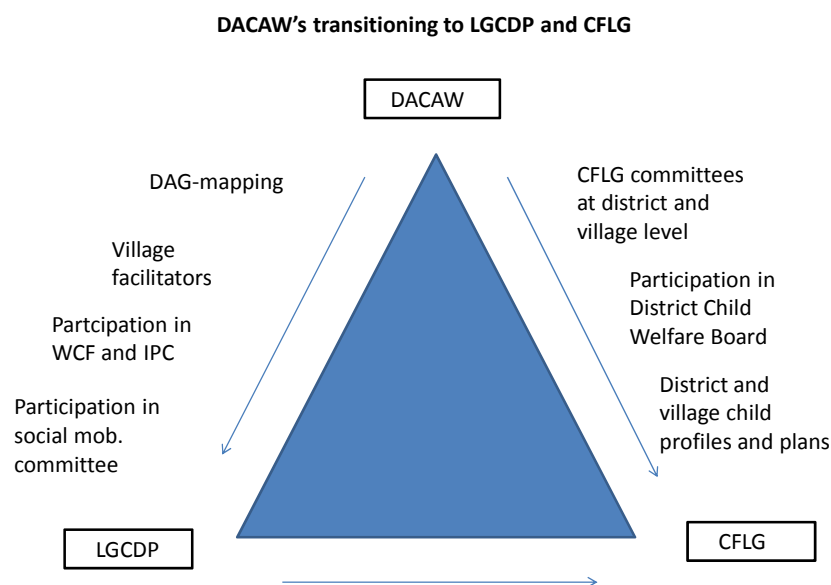
The Norwegian Embassy recently approved funding of NOK 5.3 million for one year for UNICEF's bridging proposal (July 2011-July 2012). Over the last three years, from 2008-10, Norway's funding agreement with DACAW was for NOK 30 million in total (UNICEF 2011 c). In addition UNICEF spent funding from its core sources of around NOK 17 million per year.²

The implications of this evolving context is that we have given attention to how elements of DACAW have been integrated into LGCDP as required by the ToR, but also to how DACAW and the LGCDP fit in with CFLG. CFLG has become the government's national framework for mainstreaming child rights in local governance systems, structures, processes and policies. This would be achieved by ensuring the development of plans that integrate child rights issues, allocation of resources (investment plans), ensuring the participation of children in the entire process and the achievement of the service and institutional indicators in coordination with line agencies and other stakeholders as highlighted in the CFLG strategy document. The other implication is that we focus primarily on children and youth because this is the focus of CFLG. The connection made between children and their mothers in DACAW's work is not present to the same extent in the CFLG³. Further, the progress made in integration of children's issues in the LGCDP as well as the progress made in the transition from DACAW to CFLG implies that the focus of this assessment is on describing the status of integration, and its effectiveness in relation to child rights, and to discuss issues in relation to the roll-out of CFLG.

The relationship between the three approaches/programmes is complex but the figure below provides an overview for reference.

² UNICEF's total programme for Nepal is nearly USD 23 million annually, almost NOK 140 million.

³ There are maternal health indicators in CFLG and other linkages



1.1 Data collection

For this assessment we met with numerous stakeholders and informants in Kathmandu (see appendix 1) from the 28th of November to the 9th of December 2011 where we had mostly individual and small group meetings.

The team also visited four districts: Saptari, Dang, Morang and Kaski. In the districts we had large group meetings of different stakeholder categories and at different levels. We met with Citizens Awareness Centres and Ward Citizens Forums at the ward level, the VDC Secretary and political parties at the VDC level, with officials and child club members at the municipality level, with DDC staff and political parties at the DDC level, as well with representatives of child clubs and social mobilizers at all levels. We had only a few individual meetings. These relatively large group meetings gave the review team the opportunity to meet with many stakeholders, many more than individual meetings would have allowed for. This approach gave us access to a variety of view points, however, we might have missed some detail and some critical voices.

The team was accompanied by UNICEF and MLD staff during field visits to the districts for discussion and validation en route. Given that the ToR was to understand the nature of the transitioning process as opposed to evaluating UNICEF's work we believe this was a fruitful and effective approach. Possibly, the presence of UNICEF and MLD staff could have discouraged stakeholders from raising concerns, on the other hand, we also had the chance to meet with stakeholders in informal settings to validate information independently.

2 The policy and institutional framework for child rights

Overall, the national policy framework is being strengthened and becoming institutionalised. Since Nepal adopted the Child Rights Convention in 1990, much progress has been made and the government has taken steps to honour its commitments. The National Act on Child Rights from 1992 has been revised and a new act is currently under consideration by Cabinet. Although child rights agencies underline that a number of issues remain unresolved, the new act is seen as a considerable step forward. However, the act does not include the CFLG framework. The CFLG is an executive order of the Cabinet formulated under the provision of the Local Self Governance Act of 1999. Its inclusion in the Child Rights Act will further strengthen its legitimacy. Nepal adopted a National Action Plan for Children for 2004-14 at the height of the armed conflict. The government, Nepalese NGOs and international development partners coordinate and collaborate to realize the plan and collaboration is improving at the national level. Moreover, child rights groups have worked to lobby relevant parliamentary committees to strengthen children's rights under the new constitution.

2.1 The Convention on the Rights of the Child and Nepal

The Convention on the Rights of the Child has four main pillars; child survival, development, protection, and participation. Child *survival and development* are mainly addressed by the Ministry of Health and Population and the Ministry of Education supported by development partners through SWAPs that have wide coverage. Nepal has been making significant progress on school enrolment for boys and girls, expanding early childhood development programmes, reducing malnutrition and improving maternal health. However, significant gaps remain such as high drop-out rates, and few programmes address issues related to adolescence, including discrimination and sexual harassment of adolescent girls.

Child protection is a recent policy field in Nepal with weak institutionalization but where needs are enormous. Protection is mainly under the Ministry of Home Affairs and the Ministry of Women Children and Social Welfare, including the Central Child Welfare Board which is a semi- autonomous body. During the armed conflict the issue of child protection was a prime concern of human rights activists, Nepalese and international agencies working for children. The Central Child Welfare Board was

created to carry out Nepal's commitments following Nepal's adoption of the Convention on the Rights of the Child. The Central Child Welfare Board works through the Ministry of Women, Children and Social Welfare at the central level and through the Women and Children's Development Officer at the district level. International non-governmental organizations have focused their support for the Central Child Welfare Board, from hardware to funding for salaries of staff. The overall child protection and social welfare responsibility is placed under the Department of Women and Children under the Ministry of Women, Children and Social Welfare and the Women and Children Office at District level.

Through the CFLG framework MLD has taken the lead in creating supportive mechanisms to ensure the *participation* of children in local governance processes and structures. Through the block grant guidelines MLD has ensured certain resources to mobilize child clubs and support their capacity enhancement, however, the mandate to promote and provide technical support lies with the Central Child Welfare Board. The endorsement by Cabinet of a national strategy and operational guidelines on CFLG in July 2011 lifts child participation as a national policy framework. The Child Friendly School Initiative Framework – endorsed by Ministry of Education - has a provision for participation of children in School Management Committees and advocacy efforts are ongoing to amend the Education Act.

2.2 The Ministry of Women, Children and Social Welfare and the Central Child Welfare Board at national and district levels

The role of the Ministry of Women, Children and Social Welfare in the implementation of the Convention on the Rights of the Child is not clear. 'Children' was added to the Ministry's portfolio in 2010, however, in the absence of a clear mandate and additional staff, competence and resources, the Ministry has continued to focus its work on women's rights and seeing improvement in child rights as a consequence of empowerment of women. Clarification of responsibilities between the Ministry of Women, Children and Social Welfare and the Central Child Welfare Board on protection issues is required. Currently capacity on protection issues and child rights more in general remains largely with the Central Child Welfare Board.

As for the *DDC level*, for a long time the Women's Development Officer was responsible for social mobilisation to facilitate gender equality and women's empowerment at the district and sub-district level⁴. Later, the responsibility for children was added as the parent ministry got this new role and the officer became the Women and Children Development Officer. Because of the lack of clarity of the mandate on children at the Ministry of Women, Children and Social Welfare, this official's main responsibility has been the mobilization of women at the district level and they have worked to mobilize women's federations and the paralegal committees.

⁴ Before the formation of a separate Women, Children and Social Welfare Ministry, WDO was part of MLD.

At the national level coordination on women's and children's issues has not been integrated into the Ministry of Women, Children and Social Welfare. However, the ministry sits on the National Child Welfare Board and the National CFLG committee is a member. In comparison, at the district level the Women and Children Development Officer is well connected with the committees responsible for child rights. The officer is represented on the District Child Welfare Board as member secretary, the District Social Mobilization Committee, and the District Child Friendly Local Governance Committee. The secretariat of the District Child Welfare Board is located under the Women and Children Development Officer.

There is inter-agency funding for child rights officers at the district level whereby UNICEF, Save the Children, World Vision, Plan International, and Terres des Hommes have signed an agreement with the Central Child Welfare Board to pay salaries for the officers on a provisional basis for a period of five years during which the government shall gradually resume responsibility. Currently at the district level under the Women and Children Development Officer, a Child Rights Officer is placed in 50 districts⁵ through the Central Child Welfare Board. They are expected to provide technical and capacity-building support to Women and Children Development Officer and the District Child Welfare Board on protection issues.

⁵ 25 are in the process of being hired by UNICEF so that all 75 districts will be covered.

3 The DACAW programme⁶

Since 1998⁷ DACAW has been UNICEF's flagship program in Nepal. DACAW's goal has been to realize the rights of women and children through rights-based and bottom-up approaches that focus on the most vulnerable and marginalized. The programme has provided multi-sectoral support to children and women in 23 districts of Nepal. Currently DACAW is implemented in 18 districts while five other districts have graduated⁸ in the sense that UNICEF no longer has permanent staff in these districts, but the districts receive technical support on a needs basis. DACAW has three main elements; i) to initiate or mobilize community organizations through the CAP⁹-methodology ii) to deliver and coordinate service delivery at the district level, and iii) to advocate nationally for child and women's rights and good governance. The 2009 DACAW review was positive and pointed to achievements in women's empowerment and service delivery (Halvorsen, Adhikary et al. 2009). Throughout the conflict years DACAW reported positive impact particularly on primary school enrolment, birth registration and utilization of maternal health services (GoN and UNICEF 2011 d).

DACAW has been implemented under an agreement with the MLD replacing UNICEF's Decentralized Planning for Children Program (DPCP). During the DPCP period the Women Development Office at the district level was under the MLD. When this office was transferred to a new ministry, the Ministry of Women and Social Welfare, DACAW remained with the MLD as it already had MoUs with the District Development Councils that come under the MLD.

DACAW funding has been channelled directly to the district through the District Development Funds, which is outside of the joint funding mechanism of the LGCDP favoured by bilateral donors and the development banks, however, the District Development Funds is an important element of decentralized governance in Nepal. The funding is being used flexibly by DACAW to respond to needs in consultation with district stakeholders and becomes part of the district plan after approval by the District Development Council. In addition to funding services, DACAW has employed village facilitators (over 350) and community mobilizers as

⁶ In its current country programme UNICEF categorises its programme into health and nutrition, HIV/AIDS, education, governance/policy/partnerships/knowledge, protection, water, hygiene and sanitation (WASH) and cross-sectoral support.

⁷ Technically the name DACAW started in 2002, Decentralized Planning for Children Programme (DPCP) was from 1998-2001.

⁸ The graduated districts are those with the highest human development indicators.

⁹ CAP stands for community-action-process and is a methodology that has been developed by UNICEF to empower communities to claim their rights.

volunteers (over 11,000) giving them training in the use of a specific methodology (CAP) to empower communities to claim their rights as citizens and to demand services.

The cornerstone of DACAW's work has been its support for community organizations, primarily child clubs, women's federations, and paralegal committees.

The *women's groups* have been the core element of the DACAW program. They have worked on issues such as maternal and child health, water and sanitation, protection, education, HIV and AIDs, often with the entry point to a community being weighing and growth monitoring of children. DACAW's work with the women's group is carried out in cooperation with the Ministry of Women, Children and Social Welfare. In addition to this, DACAW also worked with the groups formed by the World Bank's Poverty Alleviation Fund, PAF: VDP groups. At the district level the Women and Child Development Office is the responsible agency for the women groups and federations. 395 women federations have been supported through DACAW.

Child clubs have been started by UNICEF in all DACAW districts. UNICEF's work with the child clubs has been grounded in a rights-based approach. Through this approach the capacity of children to understand their own situation and that of their community in a rights-based perspective should develop over time. Currently there are 5,041 child clubs that have been initiated by UNICEF across Nepal with a membership of 119,591 children aged 12-18 years (UNICEF 2011). 49 per cent of members are girls and 13 per cent come from disadvantaged groups (Dhakal and Pradhan 2011).

Funding for the *paralegal* protection programme has been taken over by DFID who offered funding to scale up the programme to the national level. Lately DFID has been reviewing the role of the community paralegals and the intention of offering nation-wide coverage. DFID collaborates with the Ministry of Women, Children and Social Welfare on this programme through UNICEF.

In recent years DACAW has aimed to focus on *disadvantaged* groups (DAG) and has developed a methodology for identifying disadvantaged households and disadvantaged geographic areas (VDC ranking): the DAG-mapping methodology¹⁰.

DACAW has aimed to contribute to *responsive local service delivery* and has delivered services to local communities on a gap-filling basis, especially in the health, education and water and sanitation sectors, by allocating matching funding to projects prioritized by the local communities and where budgetary requirements have not been met by the relevant VDCs and line agencies. Examples of support are for construction of maternity wards and early childhood learning centres.

Moreover, DACAW staff has worked to facilitate joint funding and pooling of capacities to enable for example collaboration between the education and water and

¹⁰ DAG mapping was developed by UNICEF to reorient the DACAW programme towards disadvantaged groups following the mid-term review that recommended a stronger focus on these groups. DAG-mapping is a methodology for selecting i) the most disadvantaged VDCs within a district, and ii) the most disadvantaged households within the VDC. Disadvantaged districts as well as households are identified through a participatory methodology using a set of indicators.

sanitation sectors to build school toilets appropriately adapted to girls. The *Village and District Coordination Committees* recognized by the MLD were set up by DACAW as an institutional framework to promote such cooperation among line agencies for the benefit of children and women.

DACAW has also been engaged in *policy advocacy* on child rights. Perhaps most importantly UNICEF through DACAW has contributed to making child rights a legitimate policy field, the most prominent example being the endorsement by Cabinet of the National Strategy and Operational Guidelines for CFLG in July 2011. UNICEF has also pushed for integration of CFLG in government plans, such as the government's upcoming three year plan and for children's participation in government institutions not covered under CFLG. UNICEF advocated for the mandatory provision introduced in the Block Grant Guidelines that minimum 10 per cent of the allocation should benefit children and 10 per cent should benefit women. CFLG has provisions for up to a 15 per cent allocation from the total annual capital investment funds (including the local revenue collected) at the local bodies' level.

The table below lists the key institutions under the DACAW programme, LGCDP and the CFLG.

	DACAW	LGCDP	CFLG
National level	MLD	MLD	All government agencies, incl. Ministry of Health, Ministry of Education, Ministry of Women, Children and Social Welfare
Cluster level	UNICEF's three Zos	Cluster office: supervisory function vis a vis LGCDP guidelines and resource centre	
District level	District Coordination Committee (abolished)	Social Mobilizing Committee: <i>one rep from child club network</i> District facilitators to oversee social mobilizers Social mobilizers	CFLG committee: consultative and monitoring: multi sector: <i>one rep from district child club network</i> Child profile and plan for Child Friendly District
Municipalities			CFLG committee: advice and monitoring, multi-sector
Village level	Village Coordination Committee (abolished)	Integrated Planning Committee: <i>one rep from child club</i>	CFLG committee: advice and monitoring, multi-sector Child profile and plan for child friendly village
Ward level		Ward Citizen's Forums: community organizations and individual members: <i>one rep from child club</i> Citizen Awareness Centre	

		for disadvantaged groups	
Settlement/ community level	Child clubs, women's federations: formation and rights based approach Social mobilizers	Social mobilizers: Participatory and inclusive planning	Child clubs

4 Alignment between DACAW and LGCDP

Development partners have worked to harmonize and align their support for local development and governance through the MLD and the government has sought to implement the Paris-declaration's principles of government ownership, harmonization and alignment. In the period September 2009-February 2010 six donors signed a Joint Financing Agreement with the government to support the LGCDP bringing about 'harmonization and alignment in the implementation of activities' (LGCDP 2011)¹¹. These six donors agreed to contribute USD 161.5 million in addition to the Government of Nepal's funds of USD 260.8 million (GoN 2008).

Under a separate agreement, The Joint UN programme (UNJP), six UN organizations, including UNICEF, have been providing funding primarily for capacity-building through parallel and pass-through funding arrangements. The programme has been designed to contribute to local development, create a peace dividend, and to promote participatory and responsive local governance. The Joint Secretary of the Ministry for Local Development is also the national program director of the LGCDP. The programme covers all 75 districts of Nepal, a feature that seems significant in a post-conflict context in which regional inequalities have been a prime source of conflict. The programme seeks to base block grant allocations on demand generated in the local communities through a process of social mobilization. The mid-term review of LGCDP argued for the strengthening of the demand side of local governance and in the one year extension document for 2012-13 strengthening social mobilization to ensure responsive service delivery is referred to as a priority (MoLD 2011).

The key ideas that led to the alignment discussion were that DACAW should not implement its own programmes but they should be transferred to/owned by the government and funding for transitioned DACAW activities should be provided through the LGCDP's funding mechanism, with provisions for short term funding directly to UNICEF. In the transition process DACAW/UNICEF has lobbied for mainstreaming of child rights into the LGCDP and MLD by ensuring i) earmarking of funding for children ii) children's participation in local planning mechanisms iii) training of social mobilizers in child rights, holding them accountable to children,

¹¹ The Asian Development Bank, Government of Canada, Denmark, Norway, Switzerland and the United Kingdom.

and recruitment of some DACAW social mobilizers as LGCDP social mobilizers and iv) DACAW has also pushed for a focus on disadvantaged groups.

4.1 Funding

A minimum 10 per cent block grant allocation is to be made for the benefit of children according to the block grant guidelines issued by the MLD. Block grants are provided to all 75 districts and to all 3913 VDCs and 58 municipalities¹² according to a specific formula that applies to all locally available resources, and not only to the block grant.

4.2 Child club participation

Representation from child clubs has been provisioned in the Social Mobilization Guideline for the Ward Citizens Forum and in the Block Grant Guidelines for the Integrated Planning Committee to strengthen children's inputs into planning processes at the local level. The Ward Citizens Forum should consist of maximum 25 members and include community organizations as well as individual representatives including the representation of children. The Ward Citizens Forum is tasked with making a prioritized plan for spending of the block grant at the ward level, which should subsequently be forwarded to the Integrated Planning Committee at the VDC level. The formalization of children's representation is a breakthrough in that it signifies an acceptance by the government of the principle of children's participation.

4.3 Social mobilization

The district child club network is represented by two representatives (one boy and a girl) in the District Social Mobilization Committee (DSMC) formed under the guidelines of the Ministry of Local Development. This committee coordinates social mobilization activities at the district level. Social mobilizers work with communities at the settlement¹³ level to facilitate participatory planning processes under the provisions of the Ward Citizens Forum (WCF) and the Integrated Planning Committee (IPC) so as to strengthen the demand side of LGCDP.

In the five districts where DACAW has been mainstreamed some village facilitators have been employed by VDCs and some have been employed under the LGCDP's Social Mobilization Unit at the district level. However, those village facilitators who have been employed by the VDC have been employed on a temporary basis and monthly payments vary. The social mobilization in the DACAW programme was delivered through two different mechanisms, in some areas the responsibility of social mobilization was given to the women federations and in certain areas non-governmental organizations were hired by the district development committees to deliver the social mobilization support to the community groups and child clubs.

¹² This figure will be changed as recently new municipalities have been announced which will reduce the number of VDCs and increase the number of Municipalities.

¹³ Settlement is the term used for the smallest, contiguous population cluster.

Training modules for social mobilizers have been designed to include modules on children's rights, with technical inputs from UNICEF. In general, concerns were raised by many stakeholders about the intensity as well as quality of the training provided for social mobilizers under the LGCDP programme. Stakeholders questioned the competence of social mobilizers to truly work in a participatory and empowering manner that takes into account the needs of varied target groups; children, women, and the disadvantaged.

4.4 Disadvantaged groups and areas

DACAW has had a special focus on disadvantaged geographical areas and households. Following the recent formation of Citizens Awareness Centres (CACs), the *DAG-mapping methodology* has been used to identify most disadvantaged households to bring them into the planning process. In addition to identifying the needs of the community through a participatory planning process that feeds into the Ward Citizens Forum, social mobilizers also inform citizens about their right to services provided by the state, such as birth registration, marriage registration, widow allowances etc.

4.5 Monitoring and performance assessment

In the monitoring and evaluation framework designed for the LGCDP, CFLG indicators are incorporated for regular monitoring through the government mechanism. However, LGCDPs monitoring and performance assessment system known as Minimum Conditions and Performance Measures (MCPM) does not include indicators on children, but with UNICEF support MLD is working to incorporate children's indicators in the Performance Measures. This provision would make it essential for the local bodies to make sure that they follow the conditions articulated by CFLG; non-compliance will cause negative implications on their MCPM assessment resulting in reduced grant from the Ministry of Local Development.

4.6 A promising start: an institutional framework and resources

These achievements mean that the principles on which DACAW have been developed – participation by children and targeting of children and vulnerable groups – have been integrated within the LGCDP programme through quotas for children in planning mechanisms and through earmarked allocations for children. The challenges are to make sure that children's participation becomes meaningful and effective and that block grant allocations are used for the benefit of children.

5 Components of DACAW that will not be accommodated within LGCDP

5.1 Rights based child clubs

DACAW has been particularly concerned with reaching disadvantaged children, for example child labourers. The establishment of strong child clubs with members from disadvantaged communities requires time, funding, and coaching. Such resources are not available under LGCDP and continued contributions from child rights organizations like UNICEF will be needed. Recently, however, the 10 per cent block grant allocation for children has become a potential sustainable funding resource for child clubs and networks.

5.2 Women's federations

Women's federations were not started by UNICEF but have performed additional tasks under the DACAW programme specifically in relation to mobilization for rights and development goals of women and children. Many have substantial resources under their saving and credit activity and will continue under the Ministry of Women, Children and Social Welfare. At the district level, the Women and Child Development Officer is responsible for both types of organizations. UNICEF support to women's federations in the past, basically resulted in improvement of many service indicators in the past.

5.3 Disadvantaged groups

The focus on disadvantaged groups that DACAW had in its later phase has been integrated within the LGCDP by its provision for creating Citizens' Awareness Centres. It is not clear that this mechanism is an adequate replacement for DACAW's specific focus on disadvantaged areas. LGCDP's budget allows for only one Citizen Awareness Centre in each VDC although provisions exist for expanding the number of the Citizens Awareness Centres if additional funding is made available. There are a few examples of additional Citizens Awareness Centres formed under funding from VDCs and DDCs.

5.4 Service delivery

Finally, the gap-filling role that DACAW had in being able to provide funds through their district-based funding mechanism for projects proposals in the health,

education, and water and sanitation sectors will no longer be available. However, UNICEF channels some funding through the education SWAP and some technical assistance based program funding in health SWAP but interventions are decided at the national level.

6 The CFLG and rolling it out

In the government's operational guidelines, CFLG is defined as 'a system of governance that provides overall guidance to Local Bodies for the institutionalization of child right issues such as child survival, child protection, child development and meaningful child participation in the policy, structure, system and procedure and practice of Local Bodies. It helps local bodies for planning, resource allocation, implementation, and monitoring and evaluation in the interest of children', p. 34 (Government of Nepal 2011). MLD started piloting of CFLG in 2007 inspired by examples from the Philippines and Brazil. Nepal has since become an inspiration for other countries.

The MLD is the focal ministry in policy-, plan-, programme- and strategy formulation and in mobilizing internal and external resources for CFLG. The Ministry shall also encourage local bodies to include CFLG in their annual plans, to incorporate children's issues in the local planning process, to make monitoring indicators child friendly, and they should organize training and workshops on CFLG (Government of Nepal 2011). The strategy is cross-sectoral and underlines that ministries¹⁴ should make their own policies and programmes child friendly, support local bodies in their implementation of the CFLG and the Ministries of Education and Population, Health, and Women, Children and Social Welfare should also contribute resources. At the district, VDC and municipal levels the guidelines require local bodies to formulate policies and programmes on CFLG, allocate budgets, implement plans, monitor and evaluate and to make their services child friendly (Government of Nepal 2011). The policy further motivates the local bodies to declare them as 'Child Friendly' local bodies.

6.1 Child friendly local governance committees

The district CFLG committee is mandated to have two representatives from district child clubs, at least one girl. At the VDC level the CFLG committees should include the chairperson of the VDC level child network. Because there are no provisions for children's participation at the DDC level in the regular planning system, the CFLG committees become particularly important. CFLG Committees should be created at the DDC and VDC level to assist in policy formulation, to coordinate, including with

¹⁴ The CFLG specifically refers to the National Planning Commission, the Ministry of Finance, the Ministry of Local Development, the Ministry of Women, Children and Social Welfare, the Ministry of Health and Population, the Ministry of Labour and Transport Management, and the Ministry of Law and Justice.

non-governmental organizations, and to monitor. The guidelines also refer to a community level CFLG committee that should include representatives of child clubs, at least one girl (at present the MLD is reconsidering the committee formation at ward level to review its relevance and need at that level).

6.2 Children's development and investment plans

The guidelines should support the local bodies from the adoption of CFLG up to the declaration as a child friendly local body. Preparation of 'child status' reports of the VDC/Municipality/DDC, participation of children in the planning process, funding their needs and demands in the annual plans, and mainstreaming of child rights issues in the VDC, municipality, and DDC plans keeping into consideration the minimum sectoral indicators reflected in the CFLG strategy (which is the district CFLG plan) are some steps required to be followed by the local bodies.

6.3 Special funds for women and children

Funding from various sources should be allocated to a separate account at the district level in a 'Special Fund for Women and Children'. It has been noted that some districts have created a separate 'Child Fund' account both at DDC and VDC level with the 10 per cent allocation from the block grant. As for the implementation of the proposed plans child clubs shall be involved as much as possible within their capacity (Government of Nepal 2011). Monitoring shall be integrated into the Local Body Resource Mobilization Guideline. The CFLG guidelines also provide for social audits carried out with the involvement of the district child network. Moreover, progress on the implementation of the CFLG will be included in the annual reports on the State of the Children prepared by the Ministry of Women, Children and Social Welfare.

6.4 Focusing attention and resources on children

Stakeholders in the child rights field believe the advantage of the CFLG strategy is its potential for focusing attention and resources on children and for coordinating and integrating the efforts of line ministries with those of local government institutions. For example in Biratnagar where UNICEF has provided considerable technical support over time to produce a plan for children, a lot of progress has been made. UNICEF's efforts have been fruitful in part because of the interest demonstrated by political parties in the CFLG.

6.5 CFLG roll out to 75 districts

The MLD plans to expand CFLG to all local bodies. The targeted expansion by 2015 is 50 DDCs, 40 Municipalities, and 1000 VDCs. This leaves behind 25 DDCs, over 60 municipalities (with newer Municipalities) and more than 2500 VDCs. This number is dependent on the future structure and layers of local government under the federal structure of Nepal. However the main issue is how to roll-out CFLG to

all local bodies in a given time frame across the country. This would require significant efforts at central and district level, and capacity and resources to manage such efforts.

At the local level if agreed upon by the local stakeholders minimum 10 per cent of the allocation for children could be allocated for the roll-out of CFLG. At this level carrying over the capacity building task and overall management capacity becomes an issue which could be partly undertaken by the DDC and Municipality level funds but require additional funding. At the central level the MLD would require technical assistance and additional resource allocation to support the capacity building for CFLG.

There is agreement between UNICEF and MLD on the need for additional earmarked funding and technical assistance to MLD at the national level. Given the momentum and ownership by the MLD of the CFLG process, there appears to be a window of opportunity for supporting this process through additional Norwegian funding for a clearly defined period after which funding should come from LGCDP/MLD. The specific role that UNICEF could play in relation to MLD needs to be worked out, considering the competence UNICEF staff has acquired on CFLG and in working with disadvantaged and vulnerable groups. This competence could be particularly valuable in remote districts with low HDIs. MLD suggests that in DACAW districts, UNICEF could be involved in the roll-out and assist DDCs and VDCs to declare themselves child friendly. For non-DACAW districts MLD believes technical capacity could be built within the MLD with support from UNICEF and for MLD staff to do the training at the DDC level.

Below are suggestions for how key components of the roll-out could be taken forward:

1. A five year roll-out plan should be developed by MLD to cover all local bodies under CFLG with a target to reach a stage where all local bodies become 'Child Friendly'. A technical assistance project should be designed by MLD that will enable the ministry to develop a roll-out team at the ministry level that should work with district level capacity building teams (all DDC below level activities to be delivered / managed by DDC). The technical assistance component should be withdrawn after three years and the CFLG roll-out funding should subsequently come from LGCDP or the MoLD central budget for the capacity building part of it. However, the local level mobilization of child clubs, their capacity building, funding the activities identified by child clubs, supporting the activities of CFLG committees at VDC, Municipality and DDC level should come from the 10 per cent allocation of the respective local bodies. Technical support for local bodies to develop integrated plans for children, status reports etc should be provided by the roll-out team. In a post-LGCDP scenario, the guidelines, allocation criteria and the performance measures will remain and hence the basic building blocks for CFLG will remain in place.
2. Strategically there should be some incentive attached with the roll-out of CFLG and declaration of 'Child Friendly Local Body' for the local bodies to ensure progress. The incentive package should be made available by MLD

and should include capacity-building support at DDC level for the roll-out and monitoring of the implementation of CFLG plans of the local bodies, some topping-up grant for the amount spent on the plans, and for early declaration of achieving child friendly status.

3. Capacity building support at DDC and VDC level could be delivered by a 'Resource Team' at national and district level. This resource team could be developed from interested government officers from different ministries and offices at respective levels. This will give multiple benefits, for example a large number of officials will become champions of CFLG across the ministries, a higher level of government ownership on CFLG could be achieved, a critical mass supporting the child rights issue will be developed by default. Another approach to support the roll-out capacity building could be through number of National Service Providers hired by the MLD.
4. Alternatively, under the technical assistance from UNICEF a number of national service providers could be hired to deliver the orientation and capacity building activities across the country. However, this service outsourcing model does not allow for a greater ownership and institutionalization of technical capacity within the government institutions at central and local level.

6.6 Funding and donor harmonization

Currently the funding for the protection and participation aspect of child rights in Nepal is mainly coming from UNICEF and international non-governmental organizations (INGOs). Among INGOs the trend of mobilizing bilateral funds is increasing, however bilateral funds that are earmarked for children are not many. With the gradual expansion of CFLG, the public sector investment on child participation and protection will be much higher compared to the availability of donor funds in these areas. At present the funding from the government for protection and participation is very limited and there are no indications of additional funding for CFLG in the extended period of LGCDP. Therefore CFLG roll-out is going to suffer a funding crunch unless the MLD is able to find additional allocations for this. So far small funds are provided through UNICEF from the Norwegian and Japanese National Committees of UNICEF along with Norwegian government funds and core funds of UNICEF. MLD is coordinating with INGOs to explore the possibility of additional funding for CFLG roll out.

With multiple national and international agencies working at the central and local levels coordination, collaboration and complementarity become an essential but complex aspect in relation to the child protection and participation. INGOs working on child rights seem to have better coordination, collaboration and complementarity at central level than at district level, although there is a potential for the District Child Welfare Board to assure better coordination among different stakeholders.

As the country is gradually progressing on the peace process, the government is more keen to see that the donors and UN agencies following the principles of Paris Declaration on donor harmonization and aid effectiveness. In this context, the

donors would require channeling funds through the government system as opposed to direct bilateral funding at different level, supporting government programmes as opposed to have direct projects parallel to the government system, and have a more consolidated facilitation role as opposed to increased direct local presence. The implication of this to UNICEF's involvement in the CFLG related activity would require focusing more at central level and pulling out from local level.

7 Driving change within the LGCDP and CFLG framework

7.1 Effective allocation of the block grant for children?

Firstly, 10 per cent of the block grant allocation has been provisioned for the benefit of children. However, the guidelines for the use of the funds are unclear. They broadly delineate three areas: 1) infrastructure development programmes such as primary education, education materials, toilets, etc shelter house for violence affected children 2) social capacity development programmes such as children's rights, children related information and capacity development of child clubs 3) institutional development programmes of schools, clubs, networks. Data on the use of LGCDP funds show that a large part of funding has been spent on infrastructure projects¹⁵.

The attraction of infrastructure projects has spilled over into the 10% allocation for children and funding tends to be spent on building and infrastructure rather than for soft purposes such as support for children. Roads, bridges, culverts, and other infrastructure of common uses also have been defined as 'child' or 'women' activities saying that 'they also use it'. This creates a risk of the special needs and demands of these targeted groups not being properly funded from the allocated funds. The MCPM (with included CFLG indicators) is expected to control this risk to a certain degree. There is a need to make the guidelines very clear on what is a 'child' project and what not as a first step. Other steps that UNICEF works on include capacity building of VDC Secretaries and Ward Citizen Forums.

7.2 The voice of children in local level planning

The fundamental idea underpinning LGCDP is to ensure responsive service-delivery through the formulation and aggregation of demands from the local level, to the VDC and district level. To this end LGCDP has set up of the Ward Citizens Forum and the Integrated Planning Committee at the VDC level to structure the participation of community organizations in local level planning.

¹⁵ According to a 2009 study, 62 per cent of funds had been spent in infrastructure. UNDP and GoN (2009). Assessment of Village Development Committee Governance and the Use of Block Grants. Lalitpur.

Provisions have been made for a separate planning stream for the children's block grant up to the ward level. At the VDC and DDC level children have consultative status through the CFLG committees so as to ensure that plans also address children's issues and that resources are allocated for them. Hence, they require training in negotiations and advocacy as a component of capacity-building programmes. Children's effective influence on block grant allocations will require competence, persistence and alliance-building with likeminded groups such as women's federations and with former child club members who may have joined the ranks of more influential community organizations, or political parties. This alludes to an important function of child clubs as training grounds for future civil society and political leaders, and responsible citizens based on a rights perspective. This could be the most significant impact of child clubs.

7.3 Transforming oppressive relationships - including gender

The child rights agenda is a transformative agenda that implies changing oppressive social norms related to gender, age, caste and ethnicity. Children act as change agents both within the households, in their communities, and within their child rights networks. Effective child clubs have a transformative impact on *gender* relations. They include girls and boys on an equal basis, and leadership positions are required to be divided equally between boys and girls. Child clubs discuss, analyze and take action on issues that are of importance to teenagers such as mobility constraints placed on girls in connection with for example menstruation, early childhood marriages imposed by parents, sexual harassment etc. Moreover, participation in child rights networks brings changes in gender relations onto a wider public arena as children's networks interact with public officials. For example in the case of the working children's club in Biratnagar Municipality the child club approached the local education authorities and succeeded in convincing them to allow the girl students to wear salwar kurta instead of the short skirt, which they identified as one of the reasons for dropout of Muslim girls from the school. Child club members also said they strived to change the mindsets of adults, including their own parents, and there is anecdotal evidence that they have for example prevented child marriages. The positive impact of effective, rights based child clubs on gender- and parent-child relations suggest that child clubs carry the potential of transforming relationships from being traditional and non-negotiable to being modern and constantly negotiated.

7.4 Children and local level politics

Despite all the institutional mechanisms put in place to safeguard and promote children's interests, decisions about resource allocations tend to be taken by political parties whose formal role through the All Party Mechanism is to advise on allocations. The political parties do not have inbuilt mechanisms, through for example party programmes, to guide their priorities on children's issues. A common complaint is that political parties are not accountable to their constituencies. Many argue that fresh local elections will make political parties more accountable and make the decision-making process more transparent. In contrast to other groups

considered disadvantaged in Nepal whose representation will be secured through quotas in elected bodies this does not apply to children. If village and district Councils become elected, from a child rights perspective securing a consultative status for children would be important in the same way as they have now have acquired consultative status with the village and district administration.

7.5 UNICEF advocacy

UNICEF has made a considerable contribution to promoting and building legitimacy for the idea of children's participation, and child rights in general, and to translate ideas into a concrete policy framework. UNICEF has worked in partnership with World Vision and with technical support from INLOGOS, a Nepalese NGO. Moreover, there is child rights network in Nepal, constituted by Nepalese as well as international organizations and this network has been active in advocating for child rights in the new constitution. The CFLG is an opportunity for joint advocacy on its implementation.

8 Conclusion

DACAW has been replaced by CFLG as far as Norwegian funding is concerned. In the transition from DACAW to CFLG and LGCDP new institutions have been created and an expanded funding framework through the block grants has been set up. The transition has led to a new model but where principles, such as children's participation, can be traced back to DACAW. In addition, concrete tools such as the DAG-mapping was used by DACAW and adopted by the LGCDP. The concern of DACAW for resources to be specifically targeted for the benefit of children is reflected in the block grant guidelines. DACAW's efforts to coordinate work on women's and children's rights through the district and village level coordinating committees have become replaced by the CFLG committees at the district and village level. Services have become available to children under the block grant guidelines but with a different profile from the services provided under DACAW.

CFLG represents a framework for participation, planning and development by and for children at the village and district level that could focus the attention of government and development partners on children's needs and rights. CFLG has government ownership and is underpinned and driven by strong child clubs, has significant potential for social change, including on gender. If this momentum is to be captured a government owned and sustainable model for funding and technical capacity need to be worked out, while in the medium term earmarked funding and external support for a phased roll-out is required. UNICEF will in its 2012 work plan work with MLD to develop a comprehensive guideline for ensuring ethical and meaningful participation in local governance.

Whilst great progress has been made on many indicators related to the status of children in Nepal on a national scale, the idea of children's participation has caught on in a few places where much effort has been put in. Despite MLD ownership, a comprehensive administrative framework for children's participation in local governance and consultation and available resources, the success of the child rights agenda at the local level will depend on the competence and incentives of the administration and the will of the political parties. Finally, Nepal is in the process of writing a new, federal constitution. It is not clear how the sub-federal level will become organized under a new constitution and needs for technical assistance may arise to ensure that gains made are not being lost.

The CFLG carries a lot of potential for focusing attention, planning and resources for the benefit of children. Norway should therefore continue to support the roll-out of the CFLG for a well-defined time period (for example three years). UNICEF's competence is valuable for the roll-out process and UNICEF should continue to provide support to MLD at the national level.

Appendix 1

Date	Day	Time	Activity	Remarks
28 Nov	Monday	0830 1600	<ul style="list-style-type: none"> Norwegian Embassy UNICEF MLD / LGCDP Depart to Biratnagar 	Night stop at Biratnagar
29 Nov	Tuesday	0800 1630	<ul style="list-style-type: none"> Depart for Rajbiraj, Saptari Ward Citizen Forum, Nargho VDC, and meeting with VCC/PLC, Womens' Group Child Clubs LDO and DDC staff APM/DDC NGO Partners Return to Biratnagar 	Night stop at Biratnagar
30 Nov	Wednesday	1320	<ul style="list-style-type: none"> Visit Child Club: Working Child Club Biratnagar Municipality Staff including CEO Municipality APM Return to Kathmandu 	
1 Dec	Thursday		<ul style="list-style-type: none"> ADDCN/NAVIN together: K.P Jaisee, Hemraj Lamichaney, Parsuram Upadhy Plan: Subhakar Vaidya, Indira Thapa Save the Children: Dilli Guragain and Sita Ghimire World Vision: Deepesh Paul Thankur Former Secretary MLD: Ganga Dutta Awasthi 	
2 Dec	Friday		<ul style="list-style-type: none"> INLOGOS: Binod Dhakal CCWB: Mr. D. R. Shrestha, Executive Director, Sharada Timilsina, Program officer, Raghu Adhikari, Project Cordinator, Ajit Bamjan, CRO Ilam 	

			<ul style="list-style-type: none"> • QAM/LGCDP: Kanta Singh 	
3 Dec	Sat	0800	<ul style="list-style-type: none"> • Depart for Nepalgunj • Depart for Dang from Airport • Child Clubs in Dharna VDC • Ward Citizen Forum/VCC 	Night Stop at Ghorahi
4 Dec	Sunday		<ul style="list-style-type: none"> • LDO, DDC social mobilizers and staff, DCWB members, • Line Agency representatives, Political Party representatives • CAC at Dharna VDC 	
		1430	<ul style="list-style-type: none"> • Depart for Nepalgunj 	
		1800	<ul style="list-style-type: none"> • Fly back to Kathmandu 	
5 Dec	Monday	9-10 a.m	<ul style="list-style-type: none"> • UNICEF senior management (Dr. Will Parks, Deputy Representative) 	
			<ul style="list-style-type: none"> • NPC: Atma Ram Pandey, Joint Secretary 	
			<ul style="list-style-type: none"> • Department of Women and Children, MoWCSW: DG Mr. Devkota, Ms. Shanta Bhattarai 	
6 Dec	Tuesday		<ul style="list-style-type: none"> • DFID: David Osborne, Governance Advisor 	
			<ul style="list-style-type: none"> • DANIDA: Mr. Saroj Nepal, Program officer 	
			<ul style="list-style-type: none"> • MLD: Mr. Tirth Raj Dhakal, Ganesh Thapaliya, Reshmi Raj Pandey /Gopi Khanal, Mohan Marasini, Ganesh Pandey, Ganesh Gyawali, 	
7 Dec	Wednesday		<ul style="list-style-type: none"> • GIZ: Dr. Horst Matthaeus, Mr. Arun Regmi • Travel to Pokhara • Meeting with Kaski DDC LDO, PO, Line Agency Representatives, • DCWB, WCDO • Social Mobilizers, Village Facilitators 	
8 Dec	Thursday		<ul style="list-style-type: none"> • LGCDP Cluster Team, including Social Mobilization TA team • Observation of Social Mobilization Training at Pokhara • Return to Kathmandu 	
9 Dec	Friday	0900	<ul style="list-style-type: none"> • Debriefing at the Norwegian Embassy 	

Terms of Reference (ToR) for Feasibility Assessment: Integration of Decentralised Action for Children and Women (DACAW) into Local Governance and Community Development Program (LGCDP)

1.0 Introduction

Decentralised Action for Children and Women (DACAW) is a community development programme implemented in 23 of 75 districts in Nepal since 1998. The programme is a collaboration between UNICEF and the Ministry of Local Development (MoLD). The programme approach is developed by UNICEF with the main objective to build the capacity of families, communities, local bodies and duty-bearers to plan, implement and monitor to secure the rights of children and women, to coordinate actions and to provide responsive services. It is targeting the poorest, most excluded, and conflict affected people.

DACAW is based on a human rights approach and supports a range of interventions and promotes child rights and women's rights, seeking to improve access to public services, participation and empowerment of target groups and the accountability of duty bearers. The following are key strategies: (i) Contribute to the strengthening of Community Action Processes (CAP); (ii) Contribute to the development of responsive local services; (iii) Contribute to the strengthening of local governance; and (iv) Contribute to the strengthening of central level policies in support of decentralisation. At the policy level, UNICEF works simultaneously to develop appropriate and supportive legislation and policies for women and children, with the Government.

2.0 Context for the Study

Evaluations have indicated that the DACAW programme has been relevant and significant when it comes to working towards a decentralised approach to service delivery in Nepal. A Strategic Evaluation (December 2009) suggests that there is a strong complementary linkage between DACAW and Local Governance and Community Development Program (LGCDP). It was also found that DACAW has been able to influence the VDC Block Grant guidelines to ensure that a fixed portion of block grants is allocated to the activities related to children and women.

However, in order to ensure national ownership to, and sustainability of, the DACAW objectives within the government system, it would be necessary for DACAW to fully align with the Government structure, in particular in LGCDP. It is not clear however, whether, to what extent and how DACAW could be fully integrated in LGCDP since it so far has been mainly implemented outside of the local Government structures.

3.0 Purpose and Objectives

The relevance and feasibility associated with an integration of key DACAW programme areas into Government of Nepal structures (MOLD/LGCDP; Local Governments and relevant sector line agencies) should be assessed. Moreover, should the assessment suggest that such an integration is relevant and feasible, a strategy and design for transferring ownership to Government, while maintaining the principles and good practices from DACAW, should be outlined. As a part of this, approaches to scaling down and reforming the DACAW programme

from programme implementation to focus on the advocacy role regarding participation, integration and protection of women and children's rights in the local and national governance processes, systems and structures, should be explored.

4.0 Scope of the Study

The assessment shall address all issues found to be pertinent to meet the stated objectives and purposes. The assessment should emphasise DACAW efforts to increase the empowerment and participation of women and children in the local and national governance processes. The study should maintain a forward looking perspective. Hereunder, but not necessarily limited to, the following issues shall be addressed:

1. Assessment of the degree of relevance and feasibility of integrating DACAW in Local Government structures, mechanisms and processes:

- Relevance: Which, if any, elements of DACAW would be relevant for integration in MoLD/LGCDP? Which elements would be more relevant, taking into account factors such as effectiveness, efficiency, harmonisation with existing structures and ownership?
- Feasibility: To what extent are the critical conditions necessary for a successful integration of DACAW, in place?

2. Further, the study should address the following issues:

- Which lessons-learned from the implementation of DACAW so far, should be emphasised in an integration process?
- Are there any other planned or on-going initiatives or programmes that may influence the integration of DACAW?
- Which mechanisms and processes should be in place to secure and strengthen the harmonisation with existing management structures between central and local levels?
 - What roles can be played by the DDCs, the VDCs and MoLD?
 - How can the existing support network (e.g. women federations, child clubs, village facilitators and community mobilisers) in DACAW be integrated into local Government structures and the LGCDP?
- To what extent do the relevant institutions (MoLD/LGCDP, relevant sector line agencies and local governments (DDCs and VDCs) have sufficient institutional capacity to implement key elements of DACAW? The following should be included in the assessment:
 - Which mechanisms and processes should be in place to ensure the sustainability of the programme objectives?
 - How can the timing of an integration be optimised, considering that the current phase of LGCDP is due to end in June 2012, but a one year extension is very likely. The required timeframe for transition must be assessed with particular attention to the LGCDP implementation cycle.
- To what extent does the programme design comply with a conflict sensitive approach aiming at minimizing identified negative effects and maximise possible positive effects on the transformation process ongoing in the country?
- In addition to the above mentioned factors, which additional risk factors can be identified and analysed, and which mitigating factors should be suggested?

5.0 Methodology

The assessment team shall:

- a) Review relevant background documents including various evaluations and review reports;
- b) Obtain initial briefings from Norad and the Royal Norwegian Embassy in Nepal on the objectives and scope of the assessment and clarify any issues as required. Modify ToR based on mutual agreement, if required;
- c) Consult/interview representatives from DACAW;
- d) Consult/interview representatives from LGCDP;
- e) Consult with LDOs from DACAW districts, frontline workers, CBOs, Women Federations at the district level (representing at least three development regions);
- f) Consult/interview relevant development partners, GoN officials (MOLD, NPC governance unit/division, relevant sector line agencies), UNICEF, Donors and other stakeholders;
- g) Analyse secondary and primary information and draw findings and conclusions;
- h) Draft the report and make a short presentation of findings and recommendations; and
- i) Finalise the report with comments and inputs from Royal Norwegian Embassy, Norad, UNICEF, MoLD/LGCDP, various stakeholders and development partners.

6.0 Required Expertise and Experience

The assessment team should consist of one international consultant and 1-2 local consultants. The international consultant should be an expert in governance and decentralisation with extensive experience with similar assessments, preferably with experience from similar programs in other countries. In addition a good knowledge of areas including community development, child rights and child participation and gender issues, civil society and capacity building and social inclusion would be an advantage. The local consultant(s) must have document experience with similar assignments.

The International Consultant will function as a Team Leader, thus former team leader experience is a requirement. As a team leader, he/she will be responsible for finalising the report addressing the key issues of the ToR. The local consultant(s) will provide their inputs, through collection and analysis of relevant data to the Team Leader. The Team leader and the local consultant(s) will review the ToR and discuss their individual detailed areas of responsibilities. It is envisaged that the international and local consultant will share the estimated 30 working days roughly equally between them.

To facilitate the implementation of the evaluation, UNICEF will appoint a person functioning as a focal point for the Team, providing background information and support. Necessary logistic and practical support needed for the team to carry out the assignment will be provided.

7.0 Deliverables

The following deliverables are expected:

1. **An inception report:** the Team shall prepare an inception report containing a detailed work plan, interpretation of the suggested questions and a detailed methodology.

2. **Debriefing:** At the end of the field work, the Team will present their preliminary findings and provisional recommendations at a debriefing meeting.
3. **Draft Report:** The Team will prepare a draft report for comments by stakeholders. This should be a focused document not exceeding 20 pages, and contain a 2-page executive summary.
4. **Final Report:** Based on the comments received from stakeholders, the Team shall submit an electronic version of the final report.

8.0 Tentative Work Plan

S. No.	Tasks	No. days
1	Desk review, inception report	5
2	Preparations for field visit	1
3	Meetings with UNICEF & Royal Norwegian Embassy (RNE) (<i>Nepal, Kathmandu</i>)	1
4	Meetings with MoLD/LGCDP - all relevant sections (<i>Nepal, Kathmandu</i>)	3
5	Meetings with other stakeholders (<i>Nepal, Kathmandu</i>)	5
6	Field visit (<i>Nepal</i>)	7
7	Preparation and presentation of debriefing note (<i>Nepal, Kathmandu</i>)	2
8	Draft report, follow up meetings (<i>Nepal, Kathmandu</i>)	4
9	Report finalisation	2
Total		30

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