

Parliament Support Project (PSP)



Project Completion Report

Submitted to:



*Empowered lives.
Resilient nations.*

Submitted by
Rastriya Dalit Network (RDN)
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REPORTING FORMAT¹

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¹ This report format shall be used by the partner organization that has an agreement with the Parliamentary Support Project/UNDP.

1. Introduction

The new Constitution of the Federal Democratic Republic of Nepal -2015 has been promulgated by the historic Constituent Assembly as a result of the long struggle and sacrifice of the Nepalese people. The newly promulgated constitution has significant provisions for the social, economic and political rights of marginalized and excluded groups.

Federal governance structure was introduced for the first time in Nepal. There are 3 layers of government, local, provincial and federal. It was observed that all the government mechanisms are engaged in course of formulating new laws along with plan and policies to ensure rights of people. There have been some good opportunities and scope with the establishment of local structures for the required collaboration and coordination with government agencies. *Dalit* Members of State Assembly (MSAs) including needy and selected women and disadvantaged groups are poorly sensitized on constitutional and legal provisions and claiming procedure and mechanisms. They are unorganized and not familiar with parliamentary process resulting in lack of influence in policy making process.

Rastriya Dalit Network (RDN) Nepal is a national level *Dalit* organization working in the field of Dalit rights, land rights, *Haliya* rights, *Kamaiya* rights and human rights through community mobilization, capacity building and advocacy campaigns. The aim of (RDN) Nepal is to contribute for the peace, justice and dignity through elimination of poverty end discrimination and vulnerabilities of *Dalits* by ensuring access to land, natural resources and human rights. The slogan of the organization is "**Another Nepal without Untouchability is possible, Let us Build it**". It is working all over the country in 77 Districts. It has one *Dalit* activist in each district and formed 45 district chapters. RDN Nepal is registered as a non-governmental organization in District Administration Office, Kailali and affiliated to Social Welfare Council in 2004. It has also strategy of one *Palika* and one *Dalit* activist all over the country.

RDN Nepal has been working on human rights and social justice to end impunity, deprivation through human rights based approach to development. It has been working together with issue based civil society organizations to enhance the capacity of *Dalit* representatives and *Dalit* activists. RDN is working on several issues throughout the country through its issue based networks like Dalit Representative Forum which has been formed to influence the decision making process; Dalit Women Council which advocates for the rights of Dalit women; Dalit Student Network is the union of Dalit students working for educational rights of Dalits. Similarly, Madesi Dalit Council raises its concern for the socio-economic rights of Madesi Dalits. Dalit Election Observation Committee (DEOC) monitors the situation of election process during the elections.

1.1 Project Description

The project entitled "Parliament Support Project" was implemented by Rastriya Dalit Network (RDN) Nepal with the financial support of United Nations Development Programme (UNDP)/Parliament Support Project-PSP. The project aims at enhancing capacity of *Dalit* Member of State Assemblies (MSAs) including needy and selected women and disadvantaged

groups to support them in fulfilling an effective role within the State Assembly (SA). The duration of the project was from 23 August, 2019 to 30 November, 2019.

Several capacity building interventions were carried out to enhance the practical knowledge and skills of the members of Provincial Assembly of Sudurpaschim Pradesh on legislative procedures required in the house as well as in their respective committees of the Assembly. The knowledge, skills and confidence of the SA members to participate in thematic as well as clause-wise discussions on bills have increased. They have become more confident to raise the issues of their respective constituencies.

Furthermore, the project conducted consultation meetings to enhance the process of evidence gathering required for preparing amendments to bills. As a result of exposure and experience sharing with resource persons during mentoring events of this project the participants have become more familiar with the parliamentary system. Likewise, the participants were introduced to leadership, negotiation and networking skills required during law making process

A total of NPR 933,500 had been planned to implement the project. The project adopted following implementation strategies:

- Participatory planning, implementation and monitoring
- Human rights based approach
- Streamlining Gender Equality and Social Inclusion (GESI) Approach
- Accountability and transparency
- Alliance building, networking and collaboration

1.2 Objectives

The overall objective of the intervention was to enhance capacity of *Dalit* MSAs including needy and selected women and disadvantaged groups to support them in fulfilling an effective role within the State Assembly

1.3 Duration and Venue: The project duration was from 23 August to 30 November, 2019. All of the mentoring sessions were held at Hotel Sunlight, Dhangadhi

1.4 Participants

A total of 12 events/activities were held under this project. The target beneficiaries of the project were 19 members of Sudurpaschim State Assembly belonging to Dalit, women and disadvantaged groups representing different political parties. There were some other participants also belonging to different civil society organizations working on the issue of *Dalits*. Detailed list of participants in each event/activities is attached as Annex....

1.5 Process/Methodology

- Presentations
- Discussion and interaction
- Brain storming
- Assessment of the ongoing practices/policies of government

2. Summary of Project Activities

In order to achieve the anticipated results/outcomes of the project, following activities have been implemented which are also priority areas of United Nations Development Program (UNDP). The activities under each thematic area are based on the Terms of Reference (ToR) of the project and experience and expertise of RDN- Nepal. The activity wise summary of the project is outlined below:

2.1 Capacity Enhancement on Legislative Procedures

2.1.1. Mentoring on budget making process of provincial state assembly:

Mr. Vijaya Kunwar, former member of National Planning Commission and resource person of the session highlighted on budget making process of state assembly and emphasized the need of ensuring inclusiveness of the budget. He said that the budget allocation should not be influenced by the power of ministers and influential leaders. Moreover, he emphasized on the need of reflecting the aspirations of poor and marginalized people in budget making process.



Commenting on the presentation Hon. MSA Durga Bishkarma expressed her commitment to take initiations for increasing the role of *Dalit*, women and disadvantaged groups in the governance system. The session was held on 25 October 2019. Altogether 19 participants including 8 males and 11 females participated in this program. The objective of the mentoring program was highlighted by Mr. Ganesh B.K. Chairperson of RDN, Nepal. In the beginning of the session, Mr. Hukum Bahadur Sarki, Team Leader of RDN Nepal welcomed the participants.

2.1.2 Mentoring on identification and prioritization of issues and planning process:



A total of 2 events on "Mentoring on identification and prioritization of issues and planning process" were organized with an aim to enhance the skill of participants on planning process. The mentoring sessions were facilitated by Advocate Gambir Singh Air. The importance and objectives of the mentoring session was highlighted by Ms. Parbati Aagri, Project Coordinator of RDN Nepal. The sessions were interactive and the concerns of the

participants were addressed by giving clarification by the facilitator. Hon. member of State Assembly Tek Bahadur Raika taking part in the discussion, said, "The planning process should follow the bottom-up approach so that the real socio-economic issues of poor and oppressed citizens can be identified and prioritized." The mentoring event held on 22 October 2019 was attended by 45 participants which included 21 males and 24 females.

2.1.3 Mentoring workshop on law making process: At the beginning of the mentoring program, Ms. Hukum Bahadur Sarki, Team Leader of RDN Nepal welcomed the participants followed by presentation on law making process by Mr. Kulanand Upadhaya resource person for the session. Based on his presentation, a question and answer session was held to make the discussion wider. Hon. Hark Bahadur Kunwar said that provincial level laws should be formulated in line with the needs and priorities of the citizens. Similarly, Hon. Durga Bishwokarma told that civil society organizations should play vital role to pressurize members of state assembly for promoting accountable and inclusive governance system. Mr. Ganesh BK, Chairperson of RDN, Nepal chaired the inaugural session. There were 40 participants in this event of which 26 were males and 14 females. The program was inaugurated by Hon. Arjun Bahadur Thapa, Speaker of Sudurpaschim Provincial Assembly .The event took place on 21 October 2019.



2.1.4 Mentoring on Policy/laws/bills review process and skills: The mentoring session on



"Mentoring on Policy/laws/bills review process and skills" was led by Mr. Ram Singh Dhami, Secretary of Provincial Assembly. The process of policy review was highlighted through power point presentation. Detailed discussion on the topic followed after the presentation. Hon. Nand Kumari Bam said that the several policies of the state assembly are in the process of formulation. She stressed the need of civil society organizations to raise

their voices for effective implementation the policies. Mr. Hukum Bdr. Sarki, Team Leader of RDN Nepal highlighted the importance of the program. In the beginning of the session participants were welcomed by Ms. Parbati Aagri, Project Coordinator of RDN Nepal. At the end of the session it was concluded that the state should protect and fulfill the civil, political, economic and cultural rights of the citizens. The session was participated by 29 participants who included 14 males and 15 females. The session was held on 13 November 2019.

2.1.5 Mentoring on GESI friendly plan, policies and procedures assessment: Ms.

Parbati Aagri, Project Coordinator of RDN Nepal highlighted the importance and objectives of the mentoring program. She further told that the program has been organized with an aim to contribute towards mainstreaming GESI in plan, polices and programs of provincial assembly. The mentoring session was facilitated by Advocate Dr. Janaki Tuladhar. Hon.Tek Bahadur Raika emphasized that the thematic committee of the Assembly



is working with its strong commitment for mainstreaming gender equality and social inclusion. He further added that the implementation procedures of provincial government need to be more effective. Hon. Durga B.K. said, "Although there are many GESI friendly plans and policies of the government but the implementation is very



unsatisfactory." Total number of participants in this session was 22 which included 13 males and 9 females. The event was held on 3rd November 2019.

2.2 Confidence Building in Thematic as well as Clause-wise Discussions



2.2.1 Importance and skills on thematic and clause-wise discussion on bills: Two events of mentoring program on "Importance and skills on thematic and clause-wise discussion on bills for Dalit MSAs including needy and selected women and disadvantaged groups" were organized.

The main objective of the program was to advance the participant's effective role and representation through promoting accountable and inclusive governance. The mentoring programs were facilitated by Mr. Kulananda Upadhyay, Province Chief Attorney. He presented the overview regarding importance of thematic and clause-wise discussion on bills. He said that a total of 32 laws have been formulated by Sudurpaschim State Assembly. Out of these, 16 laws have been implemented so far. He also emphasized on the use of these laws to enhance access of poor and marginalized groups in government services and resources. Hon. Nepal Chaudhary who is also the President of Constitutional and Provincial Affairs Committee said that the thematic committees are in the process of formulation of policies. Hon. Tek Bahadur Raika said that the citizens need to be aware on formulated policies and laws of state assembly. The importance of the mentoring program has been highlighted by Hukum Bahadur Sarki, Team Leader of RDN Nepal. Altogether 50 participants took part in this session which included 30 males and 20 females. It was held on November 20, 2019.

2.2.2 Mentoring on parliamentary systems, its rules and regulations:

The program was facilitated by advocate Gambir Singh Air. He presented an overview of parliamentary supremacy. In parliamentary democracies the legislative body has absolute sovereignty and is supreme over all other government institutions, including executive and judicial bodies. Hon. Mahesh Datta Joshi said that parliamentary supremacy has two meanings: one is that **parliament** (the legislature) can make law; another meaning is that as long as **parliament** (legislature) has the power to make laws it cannot be challenged or reviewed by the judiciary. Mr. Hukum Bahadur Sarki, Team Leader of RDN Nepal highlighted about the mentoring program. In the beginning of the session Ms. Parbati Aagri, Project Coordinator of RDN Nepal welcomed the participants. The session was held on 4 November 2019 and attended by 16 participants of which 10 were males and 6 females.



2.2.3 Experience sharing with CA members on effective role in the assembly: As a component of the project a mentoring and experience sharing session was held with former member of constituent assembly to share experience of parliamentary exercise and law making process. The mentoring session was facilitated by former member

of Constitution Assembly Mr. Hari Shreepaili. He shared his feelings, lessons learned and challenges encountered during constitution making process. His sharing will be helpful for the participants to confidently express their views in the State Assembly. This mentoring event was participated by 17 participants who included 13 males and 4 females. It was held on 14 November 2019. In the beginning of the session Mr. Hukum Bahadur Sarki highlighted on the objectives of mentoring program and Ms. Parbati Aagri welcomed the participants.

2.3 Process and Evidence-Gathering

2.3.1 Mentoring on preparation of amendments on bills:

This session was held 27 November 2019 to share the practical knowledge through evidences generation for preparing amendments to bills. The mentoring session was facilitated by DrJanaki Tuladhar. It enhanced the practical skill of participating legislatures relating to technical aspects related with preparing amendments to bills and registering amendments within the allocated time. Mr. Hukum Bahadur Sarki highlighted the importance and objectives of the session. Similarly, participants were welcomed by Ms. Parbati Aagri. In this session 14 female and 8 male participants were involved.



2.3.2 Mentoring on effective parliamentary role and representation of constituencies/cluster.

The mentoring programme was held on 02 December 2019 and participated by 24 participants among which 17 were males and 7 females.

It was facilitated by Mr. Hari Shreepaili. In the beginning, Mr. Hukum Bahadur Sarki, welcoming the participants spoke about the objectives of the program.. The program was organized with a view to support Dalit MSAs including needy and selected women and disadvantaged groups to carry-out their parliamentary role representing their constituencies and clusters. Through the sharing at the session they will be capacitated to influence the policy implementation in favour of the poor and oppressed groups.



2.4 Strengthening Effective Leadership, Negotiation and Networking

2.4.1 Capacity building for leadership development and negotiation: The program was inaugurated by Hon. Internal Affairs and Law Minister Prakash Shah. The mentoring session was facilitated by Prof. Dr. Hem Raj Pant. He presented in detail about the concept of leadership and negotiation skills with real life examples. Similarly, he also said that negotiation is a method by which people settle differences. It is a process by which compromise is reached while avoiding arguments and disputes. Question and answer session was held after the presentation. The program was



chaired by Mr. Ganesh BK, Chairperson of RDN Nepal. Mr. Mohan Oad, General Secretary of RDN welcoming the participants spoke about the objective of the program. The session was participated by 54 participants of which 31 were males and 23 females. It was held on December 4, 2019.

2.4.2 Face to face dialogue and panel discussion with citizens and stakeholders: A total



of 2 events on face to dialogue among Members of State Assembly and citizens were held to discuss on the issues of Dalits, women, indigenous and marginalized groups of the community. A brief paper about the political, economic and social/cultural rights of Dalits, women and Janajati was presented by Mr. Chakra BK, Resource Person of the program. Then, the representatives of various civil society organizations (CSOs) and citizens belonging to Dalits,

women and Janajati raised their quarries and concerns to the MSAs. Hon. Chun Kumari Chaudhary said that GESI and pro-poor planning and budgeting needs to be adopted by state mechanism. Likewise, Hon. Bal Bahadur Sodari also emphasized the need to address the rights of Dalits, women and Janajati by mainstreaming the GESI in the plan and policies. Hon. Tek Bahadur Raika complained that plan and policies of the State Assembly are being approved on the basis of agreement among ruling party members while the issues and concerns of minority members are being ignored. He also said that the civil society organizations should give pressure to ensure the rights of marginalized community. Hon. Durga BK said that implementation of government plans and programs should be made more effective. These two dialogue sessions, last among the series of 12 events of this project were attended by 77 participants which included 52 males, 21 females and 4 belonged to LGBTQI. The sessions were held on 16 and 19 November 2019.

3 Results Achieved

The following are the results achieved from the project interventions:

- The participants have been imparted basic knowledge through mentoring on several aspects of legislative procedures by a team of resource persons which included former lawmakers, lawyers, social activist and academicians. It will support the participant's meaningful involvement in thematic as well as clause-wise discussions on bills
- A total of **19** participants belonging to *Dalit* MSAs as well as needy and selected women and disadvantaged groups were capacitated on the concept of leadership, negotiation and networking skills required by them as people's representatives.
- During the different sessions of this project, an extensive experience sharing on crucial social issues of Sudur Paschim Province, particularly the issues of Dalits and other marginalized groups took place among the participants and resource persons. It has sensitized the provincial lawmakers on crucial social issues and ways to address them.
- Strengthened skill of *Dalit* MSAs including needy and selected women and disadvantaged groups on the process and evidence-gathering for preparing amendments to bills.

- It was found that the MSAs who are supposed to influence the state budget lack skill and information about budget making process. Owing to the interactions of this project their capacity to debate and discuss budget issues has been enhanced.
- Enhanced capacity of the participants on identification and prioritization of planning process of the state assembly
- The project interventions increased the understanding of participating MSAs on constitutional and legal provisions.
- Enhanced the practical and technical knowledge and skill of *Dalit* MSAs including needy and selected women and disadvantaged groups, on legislative procedures (*Bidhi Byebasthapan*) in the House as well as in the respective committees of the Assembly.
- During different mentoring sessions participants identified major issues to be debated during law-making process.

4. Challenges:

- We had to face hurdles on conducting programmes/events on time as scheduled due to some circumstances like adjournment of the House, festivals and by-election etc.
- It was not easy to manage the time of members of State Assembly

5. Lessons Learned:

Lessons learned from this project are as follows:

- One important learning from the project is that coordination with provincial state assembly secretariat is very crucial for the implementation of the planned activities. Since the target beneficiaries of this project were the members of the Provincial Assembly, the timing of assembly meetings and project activities has to be carefully scheduled to avoid coincidence. For this coordination with the assembly secretariat was needed.
- The achievement of anticipated results of the project has become possible due to proper selection of participants on the basis of their need assessment. It was learned that the selection should be based on proper representation from caste and ethnicities such as *Dalit*, women and disadvantaged groups.
- RDN-Nepal learned that mobilization and partnership with both print and electronic media plays very important role in portraying image of the project and implementing organization. . Positive media coverage on social issues during the project period has been supportive in achieving the program objectives.
- Empowerment and capacity development of the representatives are the best tools to influence the plan and policies of state mechanism in favour of disadvantaged groups.
- It was also learned that relevancy of the program with the felt needs of the target groups is also a major factor. The Members of State Assembly selected for the program were highly concentrated on the project interventions due to need based design of the program.
- Since the members of State Assembly did not have any previous experience of federalism and parliamentary procedures, the Parliament Support Project-PSP played a crucial role in enhancing their capacity.
- It has also been a learning experience for RDN-Kailali to involve legislators belonging to different political parties and ideologies. The experience gained from the project will

have implication on strengthening capacity of RDN-Kailali to implement similar programmes in future.

6. Way Forward

- Regular lobbying, advocacy as well as enhancing the capacity of Dalit MSAs and disadvantaged groups to support them in fulfilling an effective role within the State Assembly.
- Critical engagement with policy makers to influence the issues of *Dalits*, women and disadvantaged groups in plan and policies of local, provincial and federal government
- Empower and mobilize *Dalits*, women and marginalized groups to raise voice for their rights and entitlements.
- Create wider level of awareness of target communities (*Dalit*, women and disadvantage groups) on constitutional and legal provisions

Annex I: Case Studies

Case Study 1 : Uma Devi Badi Mentoring sessions are fruitful to raise the voice and concerns of Members of State Assembly



Uma Devi Badi, member of State Assembly of Sudurpaschim Province was born in a Badi family of Thapagaun, Salyan District, in the year 1965. Now, she lives in Tikapur Kailali and often considered as a symbol of struggle for *Dalit* right. She had undergone a long period of suffering and struggle. She got elected under the proportional representation category of Sudurpaschim Province from Nepali Congress Party.

Her struggle for the rights of Badi community had grabbed a lot of attention and appreciation at national as well as international level. She was the commander of the 48 days long *Badi* movement which has left its mark in Nepalese history. After being elected; her days have changed for good. The respect and appreciation that she is given by the society now bring tears to her eyes. It was realized that mentorship is even more valuable for those MSAs from marginalized groups, such as Dalits. Marginalized groups require further efforts to ensure that those representing such groups have access to the knowledge to overcome historic disadvantages that have prevented these groups from

She Says, "I will play effective role for the promotion of accountable and inclusive governance within state assembly. Dalit MSAs including women and disadvantaged groups need to be capacitated in future days to come. I would like to give the special thanks to RDN Nepal and UNDP for implementing this project."

Under the implementation of the project, the being part of the political leadership and the decision-making process. In this regards, Rastriya Dalit Network (RDN) Nepal implemented **parliament support project-PSP** with the financial support of the UNDP. Capacity building interventions were carried-out to enhance the practical and technical knowledge and skill of target groups on legislative procedures. The knowledge, skills and confidence of target groups was also enhanced to participate in thematic as well as clause-wise discussions on bills in the House to raise and establish relevant issues on behalf of their respective constituencies.

Hon. Uma Devi Badi actively participated in various mentoring sessions such as; budget making process, law making process, Policy/laws/bills review process and skills, GESI friendly plan, policies and procedures and procedures assessment, importance and skills on thematic and clause-wise discussion on bills, parliamentary systems, its rule and regulation as well as leadership and negotiation skill. She comments "The session of the mentoring activities were fruitful to create a common understanding among members of state assembly to raise the collective voices on common issues. I am highly benefitted and inspired by the program

Case Study 2: Mala Mati Rana Tharu

The budget making process is influenced by the ministers and senior leaders of political parties.

Hon. Mala Mati Rana Tharu 58 years old is the member of State Assembly of Sudurpaschim Province .

There are **53** members in Sudurpaschim Provincial Assembly. Out of them, 18 are women (**33.96%**) and 6 Dalit-**11.32%** (Male-2 and 4 Female). Out of the total 53 MSAs, she represents Rana Tharu ethnic group of the Kailali and Kanchanpur districts .

She was selected for the mentoring program on the basis of need assessment and , representation from caste and ethnicity.



She says, "The mentoring sessions were quiet interesting which targeted the MSAs from disadvantaged groups and also inspired me to raise the voice and concerns in state assembly. I will enhance my effective role and representation in house. I hope, such capacity building interventions will be continued in coming days."

She enthusiastically participated in various session of mentoring programs. The mentoring sessions were related to budget making process, law making process, Policy/laws/bills review and feedback, GESI friendly plan, policies and procedures and procedures assessment, importance and skills on thematic and clause-wise discussion on bills, parliamentary systems, its rule and regulation as well as leadership and negotiation skill etc.

She shares her experience that the budget making process of State Assembly cannot be just until it is influenced by ministers and senior leaders of political parties. She emphasized that provincial level laws need to be formulated in line with the needs and priority of citizens.

Annex II : Media Coverage of the Project Activities

Some of the media coverage of project are presented as follows:



स्थानीय जनप्रतिनिधिलाई सुविधा दिनुपर्छ : सभामुख थापा

Annex III: Gender, Caste and Ethnic Composition of Participants

Activity Title	Gender			Total =M + F +LGBT QI	Segregation of the participation based on Caste and Ethnicity				
	M	F	LGBT QI		Brahmi n/ Chhetri	Janaja ti	Dali t	Madhes h	Musli m
Activity 1.1: Mentoring on budget making process of provincial state assembly	8	11	0	19	6	2	11	0	0
Activity 1.2: Mentoring on identification and prioritizations of issues and planning process	21	24	0	45	12	5	28	0	0
Activity 1.3: Mentoring workshop on law making process	26	14	0	40	21	8	11	0	0
Activity 1.4: Mentoring on policy/laws/bill review process and skills	14	15	0	29	12	6	11	0	0
Activity 1.5: Mentoring on GESI friendly plan, policies and procedures assessment	13	9	0	22	4	7	11	0	0
Activity 2.1: Importance and skills on thematic and clause-wise discussion on bills	30	20	0	50	20	9	21	0	0
Activity 2.2: Mentoring on parliamentary systems, its rule and regulation	10	6	0	16	5	3	8	0	0
Activity 2.3: Experience sharing with CA members on effective role in the assembly	14	3	0	17	4	1	12	0	0
Activity 3.1: Mentoring on preparation of amendments on bills	8	14	0	22	9	3	10	0	0
Activity 3.2: Mentoring on effective parliamentary role and representation of constituencies/clusters	17	7	0	24	6	3	15	0	0
Activity 4.1: Capacity building for leadership development and negotiation	31	23	0	54	26	6	22	0	0
Activity 4.2: Face to face dialogue and panel discussion with citizens and stakeholders	52	21	4	77	19	16	38	0	0