

**Government of Nepal**

**Ministry of Peace and Reconstruction (MoPR)**

**Capable and proud  
of working  
for peace and reconstruction**

**Capacity Development Strategy 2012 – 2015**

**and**

**Capacity Development Action Plan, 1/2/2012 – 15/7/2013**

**Kathmandu, February 2012**

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## **Abbreviations**

CA	Capacity Assessment
CAP	Conflict Affected Persons
CD	Capacity Development
CDU	Capacity Development Unit
CPA	Comprehensive Peace Accord
CSO	Civil Society Organization
DG	Donor Group
EU	European Union
FY	Financial Year
GIZ	German Agency for International Cooperation
HR	Human Resources
HRD	Human Resources Development
JS	Joint Secretary
LPC	Local Peace Committee
M&E	Monitoring & Evaluation
MoF	Ministry of Finance
MoGA	Ministry of General Administration
MoPR	Ministry of Peace and Reconstruction
NAP	National Action Plan
NASC	Nepal Administrative Staff College
NPC	National Planning Commission
NPTF	Nepal Peace Trust Fund
PFS	Peace Fund Secretariat
PMO	Prime Minister's Office
TA	Technical Assistance
TC	Technical Cooperation
TRC	Truth and Reconciliation Commission
UN	United Nations
UNDP	United Nations Development Program
UNPFN	United Nations Peace Fund Nepal
US	Undersecretary
WB	World Bank

## 1. Introduction

The Ministry of Peace and Reconstruction (MoPR) is known as a Ministry with a crucial role in Nepal's transition process.

### **Vision:**

*Provide effective assistance to build a beautiful, peaceful and new Nepal through lasting and sustainable peace building.*

### **Mission:**

*Play a catalytic role through its institutional, procedural and technical activities for the end of the present chapter of violence and towards the enhancement of sustainable peace and developmental activities.*

The Ministry was established in April 2007 in the aftermath of the signing of the Comprehensive Peace Accord (CPA) between the Government of Nepal and the Communist Party of Nepal - Maoists. It was envisaged that the Ministry would assume the work of the previous Peace Secretariat in supporting the technical aspects of the peace process while also taking on increased operational functions in implementing provisions of the CPA. Over the past almost 5 years the MoPR has achieved some important successes in advancing these operational expectations. These include:

- Support to Cantonment management for Maoist combatants
- Reconstruction of infrastructure damaged during the conflict
- Collation of data and distribution of Relief to Conflict Affected Persons
- Preparing the ground for a Truth and Reconciliation Commission (TRC) and a Commission on Disappeared Persons, as well as drafting the National Action Plan (NAP) on UN Security Council Resolutions 1325 and 1820 launched in February 2011, and the National Action Plan for the Rehabilitation and Reintegration of Children Affected by Armed Conflict announced in March 2011
- Establishing the NPTF as a Government managed Trust Fund, the only international example of such a fund. It had disbursed around NPR 10 billion by the end of FY 2010/ 11
- Peace negotiations and agreements with political parties, insurgency groups and social organizations.

The MoPR functions in a very challenging political context as the peace process remains 'work in progress' and involves a large number of political stakeholders. It is also under international scrutiny as the window for Government support and actions related to the peace process. The importance of MoPR calls for adequate capacity to fulfill its significant mandate and role in the peace process.

This Capacity Development Strategy has been devised to strengthen MoPR in fulfilling its tasks and roles, serving the peace process in Nepal and mainstreaming peace related policies throughout the institutional environment in Nepal.

The Strategy is based on earlier efforts of capacity development and lessons learned, updated capacity assessment and organization analysis and intensive discussions within MoPR. A Capacity Assessment was carried out jointly by MoPR and UNDP in 2008, resulting in a Capacity Development strategy for MoPR until 2010/11. Using an individual capacity rating methodology, the assessment found that the overall existing capacity rating

of the Ministry's employees was 2.08 (out of total score of 5) while the expected capacity rating by 2011 was projected to be around 3.47.<sup>1</sup> The assessment identified ten core areas of development challenges, which were related to six functional capacity needs. While the assessment looked at various organizational topics, the focus of interventions was on individual capacity development/ Human Resource Development.

To assist the Ministry and the PFS develop their capacities at the strategic/ institutional, organizational and individual levels, and in order to harmonize donor support in the areas of capacity enhancement, a 'Technical Cooperation Pool for Capacity Development of MoPR/ NPTF' (TC Pool) was established in late 2010.

As the implementation period of the CD Strategy came to its end in 2011, the Steering Committee of the TC pool requested GIZ to carry out a new Capacity Assessment (CA) of MoPR/ PFS to guide the way forward to a feasible and appropriate capacity development strategy and plan. This new assessment was carried out in September, 2011<sup>2</sup>, and a discussion process within the Ministry about assessment results and development options took place thereafter.<sup>3</sup> The methodology used involved:

Capacity assessment, September 2011

- a desk review of background documents
- collating and analyzing MoPR data
- semi-structured individual interviews with MoPR/ PFS officials, other Government agencies including Ministry of Finance (MoF), Ministry of General Administration (MoGA), National Planning Commission (NPC), donor representatives, multilateral organization officials, and civil society representatives
- Focus Group discussions with MoPR Officials, MoPR support staff, donor representatives, NPTF Technical Committee Members, NPTF Implementing Agency Focal Points, and UN agencies

Results and development options discussion, October 2011 – December 2011

- discussions and workshops with MoPR leadership on assessment results and development options
- results and options workshops with various groups of MoPR employees; Undersecretaries and Section Officers, assistant staff
- a sample survey of MoPR leadership and staff regarding perceived priority activities for Capacity Development (n=54)
- discussions with representatives of institutions relevant for MoPR capacity development like Ministry of General Administration (MoGA), Ministry of Finance (MoF), Prime Minister's Office (PMO), Nepal Administrative Staff College (NASC), with development partners and the TC Pool manager.

## 2. Summary of Capacity Assessment

The MoPR functions in a very challenging political context as the peace process remains 'work in progress' and involves various political stakeholders. Its core mandate is to support the implementation of the wide-ranging provisions of the CPA, both on a political and a development level. A narrow interpretation of its mandate and role extends to aid project

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<sup>1</sup> Ministry of Peace and Reconstruction/ UNDP, Capacity Assessment of the Ministry of Peace and Reconstruction, Kathmandu, Nepal, Draft, February 2009

<sup>2</sup> Reichert, Dr. Christoph/ Shyam Sunder Sharma/ Dr. Tarak Bahadur KC/ Dr. Eleanor O'Gorman, Capacity assessment of the Ministry of Peace & Reconstruction (MoPR) and the Peace Fund Secretariat (PFS), Nepal, Kathmandu/ Cambridge/ Frankfurt, November 1, 2011

<sup>3</sup> Sharma, Shyam Sunder/ Debendra Manandhar/ Dr. Christoph Reichert, Capacity Development of the Ministry of Peace & Reconstruction (MoPR) and the Peace Fund Secretariat (PFS), Nepal. Proposals for decision-making by MoPR leadership, Kathmandu/ Frankfurt, December 28, 2011

coordination and funding for infrastructure reconstruction and disbursement of relief funds to conflict affected persons as well as management of the cantonments rehabilitation of combatants. A wider aspiration and interpretation expects MoPR to provide active and technical support to the on-going peace process and negotiations as well as being an agent for peace building and conflict transformation.

The Ministry has had significant turnover of Ministers as well as Secretaries and Joint Secretaries inevitably resulting in weakening of leadership. To implement its ambitious mandate, MoPR is facing the challenge of having a broad coordinating role that it does not always have the convening power to enforce. In addition, it is dependent on other Ministries (Home Affairs, Local Development) to implement programs at the District and local levels.

A mainstreaming role of MoPR in terms of integrating peace building and provisions of the peace agreement into the work of other Ministries as proposed in the mandate has not yet been implemented. Coordination structures such as the Peace Focal Points are insufficiently functional.

The formal structure does not fully reflect the wide mandate of the Ministry, and includes overlaps as well as some organizational units which – for various reasons – are functional only to a limited extent. The Ministry would benefit from the introduction of performance management and human resource development systems.

MoPR is not considered an 'attractive' Ministry by many of its employees. Staff turnover is high, and motivation is low. Transfers do not always comply with civil service rules, and can be highly politicized. Many employees of the Ministry as well as in PFS have high expectations in terms of getting incentives for doing their work, which they perceive as different from normal civil service tasks. There is a sense of not being adequately rewarded for the work they are doing.

The assumed 'temporariness' of MoPR is often mentioned as an issue. The Ministry is described as an organization with temporary tasks at a certain point of the peace process. For part of the staff this is a factor affecting their motivation and is perceived as affecting career prospects. Understanding of a potential role of the Ministry in a longer-term peace process is limited.

In a nutshell, MoPR, in the almost 5 years of its existence, has made important contributions to the peace process. At the same time it has been facing some major challenges:

- The volatile political environment in which the Ministry is operating has prevented stabilization of leadership and organization.
- It has a wide mandate without having the capacities and full convening power to implement it. Peace policy making and mainstreaming have therefore not been emphasized.
- Staff and leadership turnover are a major impediment to capacity development of MoPR. While employees have high expectations in terms of incentive systems, the HRD and performance measurement systems have not been developed.
- Staff motivation appears to be relatively low. The Ministry is perceived as a temporary organization only, and not really conducive to career advancement.

Such challenges have been set out in the assessment. In view of these challenges, stand-alone actions are unlikely to add much beyond personal development for specific individuals. Therefore, the Strategy sets out a range of interrelated and mutually reinforcing actions and initiatives.

### 3. The Strategy

The objective of this Capacity Development Strategy is:

The Ministry of Peace and Reconstruction uses its strengthened capacities to effectively fulfill its mandate and role in the peace process of Nepal.

The Strategy is based on a holistic approach to capacity development and aims at developing capacities on 3 interrelated levels:

- competencies of human resources (individual level capacities)
- leadership, adequate staffing, structures, processes, systems and policies that ensure effective functioning of the organization (organizational level capacities)
- the strategic orientation of the organization and its ability to interact effectively with its environment, i.e. the general public, other Government organizations and Civil Society Organizations (strategic/ institutional level capacities).

It combines short-term, medium-term and long-term perspectives. Short-term measures (next 6 months) are designed to produce immediate effects and 'quick wins'.

It pays particular attention to issues of organizational culture and climate that affect motivation of MoPR employees, and it proposes a steering and implementation structure aiming at innovation, mobilizing energy for change, and involving people from different levels and sections of the organization.

The Capacity Development Strategy of MoPR 2012 – 2015 has 4 Pillars:

1. Strategic/ institutional level capacity development
2. Organizational level capacity development
3. Individual level capacity development/ HRD
4. Organizational culture and climate.

It also identifies a Steering and Implementation Structure and includes a Capacity Development Action Plan for MoPR covering the medium-term perspective (February 2012 – July 15, 2013).

The MoPR is committed to vigorously pursue this Capacity Development Strategy 2012 – 2015 and to comprehensively implement the related Capacity Development Plan.

#### 3.1. Pillar 1: Strategic/ institutional level Capacity Development

##### Challenges

MoPR has a very broad and challenging mandate involving technical and development tasks as well as peace policy-making mandates. Particularly the latter ones, including mainstreaming of peace related policies into other Ministries, form a substantial challenge. In the given environment of the ongoing peace process and the set up of Government institutions, the MoPR has limited convening power and at the same time needs to rely on other Ministries to implement its programs. This results in a gap between mandate and actual functions and activities.

A mainstreaming role in terms of integrating peace building into the work of other Ministries could so far not be developed. The peace and reconstruction policy making function has not been developed strongly. Inter-ministerial communication and coordination are a challenge,

too. The Peace Focal Points established in cooperating Ministries are not sufficiently functional.

Civil society and the general public expect to be informed about the important work done by the Ministry. Such visibility of peace and reconstruction related programs is in itself a factor contributing to the peace process.

### **Approach**

Strategic and institutional capacity development of the MoPR will focus on mission and mandate clarification, strategy development through a Strategic Planning exercise, strengthening of the policy function of the Ministry, developing external coordination with other Ministries and organizations, and external communication.

Entry points to strategic/ institutional level capacity development are:

- Mandate clarification
- Strategic planning
- Peace Policy Making
- External coordination and cooperation mechanisms
- External communication.

### **Mission and mandate clarification**

The MoPR has already commenced reconsidering its very broad mandate. The challenge is to develop functionality through clarity of roles and functions of the Ministry to focus on 'core business' and on what is within its control to plan and manage, and to reduce as far as possible, or mitigate, the volatility of the environment. The process of mandate clarification, in light of changes since 2007, will be completed.

### **Strategic Planning**

Mission and mandate clarification will be linked to a Strategic Planning process including all Divisions and units as well as consultations with other Ministries. A 5 Years Strategic Plan will be prepared to strengthen the strategic orientation of the work of MoPR. Mandate clarification and Strategic Planning will impact on structures and functions of the Ministry and thereby create more consistency between mandate and organization. Organizational and individual level capacity development measures will be reviewed and adapted in line with the Strategic Plan.

### **Policy making function and peace & reconstruction policy**

Based on Strategic Planning, the policy making function of MoPR will be strengthened. The Ministry will formulate its Peace and Reconstruction Policy to guide its role and work in supporting and enabling the process and mechanisms of the peace process, and to proactively engage in creating an enabling environment for peace in areas such as dialogue, inclusion, preparation of policy options on longer-term issues, stronger liaison with line Ministries, and communications and outreach on peace promotion with communities and local structures. It will aim at facilitating policy coherence with other line Ministries.

### **External coordination and cooperation mechanisms**

Existing coordination and cooperation mechanisms such as the Peace Focal Points, which are largely dormant, will be reviewed, and improved mechanisms will be developed. Strengthening of external coordination will require higher level support (Prime Minister's Office, Ministry of Finance), as well as sustained relationship building and conducting of

regular coordination meetings with line Ministries on specific areas of program implementation and coordination.

Apart from line Ministries, external cooperation involves international development partners and civil society organizations. MoPR will develop and implement mechanisms to interact with Civil Society Organizations such as think tanks, human rights and advocacy groups, service providers, etc.

### **External communication**

To increase visibility of the important work MoPR is doing the Ministry will develop and strengthen communication with civil society and the general public. This includes updating of the information and communication policy of the Ministry, development of a media program for dialogue and information dissemination and peace and reconstruction related activities, and strengthening public relations. Public events at national and local level, radio spots, debates and seminars, essay competitions and links with schools are all ideas that will be considered. A proper strategy and action plan will be developed to reach out not just to Kathmandu but to districts and communities, communicating MoPR achievements to the public using audio, visual and print media. Such profile will build trust and accountability with the public and get officials and support staff more engaged in identifying with the work of the Ministry.

## **3.2. Pillar 2: Organizational level Capacity Development**

### **Challenges**

The capacity assessment has shown that the political and administrative leadership of MoPR has been unstable due to factors of the political environment in which the Ministry is working. Unstable leadership affects effectiveness of functioning and policy-making in an organization. MoPR has a relatively simple core structure of 6 Divisions:

- Conflict Management Division
- Administration, Planning and Foreign Aid Coordination Division
- Infrastructure Reconstruction Division
- Relief & Rehabilitation Division
- Legal & Communication Division
- Peace Mechanism Co-ordination Division, including LPCs,

headed by Joint Secretaries.

This is complemented by other units for special tasks:

- Peace Fund Secretariat
- Special Committee Secretariat
- Central Cantonment Coordination Office
- Relief & Rehabilitation Unit.

Such a structure seems reasonable in principle. However, the policy formulation and peace process coordination functions as well as the Commission, Committee Coordination Section have been underdeveloped due to variables of the peace process. With a total of 9 Joint Secretaries in the permanent structures and additional units and relatively limited staff under them to do the practical work, the Ministry's structure is top-heavy. It is not fully fit for purpose in terms of its ambitious mandate. Without its own local and District level structures the Ministry's work depends on other Ministries and lacks visibility. The MoPR's role vis-à-vis LPC secretariats is subject to strong political influence.

Analysis also reveals that in MoPR most gazetted (and permanent) positions are filled, whereas quite a number of vacancies do exist on the level of non-gazetted and classless level staff. Most of these vacant positions are filled on a contractual basis. The Peace Fund Secretariat (PFS) with its crucial role of managing the Nepal Peace Trust Fund (NPTF) is understaffed. The important position of Program Management Officer has been vacant for longtime. Support to financial management and Monitoring & Evaluation through provision of additional staff has been decided upon longtime ago but has not materialized yet.

The World Bank has supported the Ministry in establishing a Management Information System (MIS). In other fields, too, the Ministry will benefit from systems development. Divisions and Sections have Terms of Reference or a description of tasks, and employees have relatively general job descriptions as used to establish posts in the civil service. As is the case in most parts of the Nepalese Civil Service, however, the tasks of employees are not defined in terms of performance management and measurement. Staff is not evaluated in terms of specific targets to be achieved in a given period. Human Resource Management and Development have not been strongly developed. The system of civil service transfers administered by MoGA has not been fully following civil service rules for some time, resulting in frequent and politicized transfers. In parts of MoPR such as the Relief & Rehabilitation Unit (RRU), the Cantonment Management Office and the Special Committee Secretariat, incentive systems (allowances) for employees were or are operating, while the rest of the organization does not benefit from such incentives, resulting in distortions and dissatisfaction among employees.

The PFS has benefited from system improvement after the 2010 joint Government/ donor review of NPTF. Governance, operational and systems issues of NPTF have been improved with the contribution of TA. Board representation has become more inclusive. M&E has been strengthened conceptually and by outsourcing of M&E tasks with the support of the TC pool. A Project Management Manual has been prepared. At the same time PFS remains understaffed and seems to depend to some extent on TA staff support in getting normal Secretariat work done.

## **Approach**

The approach to organizational level capacity development is focused on system development, MoPR structure and adequate staffing. The entry points to organizational level capacity development are:

- Revisiting and amending MoPR structure and making it fit for purpose
- Adequate staffing of MoPR and PFS
- HR management and development, incl. monitoring competency gains & losses
- Transfer management
- Performance management/ incentive system
- Management Information System (MIS)

## **Revisiting MoPR structure**

To revisit MoPR structure, an O&M study will be conducted. The study will assess

- the extent to which the Ministry's structure matches its mandate
- the way functions are divided among Divisions and Sections, and which alternatives would be feasible
- ways of making MoPR less top-heavy and staffing needs to fulfill the agreed upon functions
- ways of strengthening local and District level structures including LPCs and their Secretariats

- the need to develop a special Task Force/ Unit to address the rehabilitation of Maoist army combatants.

Based on the results of the O&M study MoPR will seek Cabinet approval to adapt its structure to make it fit for purpose.

### **Adequate staffing**

The Ministry commits that vacant positions in MoPR and particularly in PFS will be filled.

### **HR management and development, incl. competency gains & losses monitoring**

Individual level competency development needs to be complemented by organizational level changes in order to retain competency gains in the organization. With the given level of transfers, training and exposure will not at all result in competency gains of the Ministry. Human resources need to be managed.

The Ministry will establish a Human Resources Unit within the Administration, Planning & Foreign Aid Coordination Division with the mandate to plan, manage and develop human resources. It will develop a HR policy for MoPR, including transfer policy, incorporating inclusion principles adopted by the Government. It will develop systematic HR planning in terms of competencies needed, available and to be developed.

The Unit will also design and implement a transparent selection system for participation in competency development programs such as training and exposure programs.

The Unit will be in charge of monitoring competency gains and losses as a result of capacity development programs and transfers. Such data will inform half-yearly reviews and provide a basis for decision-making on continuation or discontinuation of individual level capacity building activities. Benchmarks for net capacity gains will be defined. If they cannot be met because of continuing turnover, it is implied that competency development measures do not result in Ministry capacity development and will therefore be discontinued.

### **Transfer management**

Obviously, transfer management is a major task of MoPR capacity development. Human Resource Development will strengthen Ministry capacities only if gains can be retained in the organization. Transfers are not fully under the control of MoPR, but can be influenced. The existing civil service regulation that says higher level civil servants have to spend a minimum of 2 years in their position needs to be better adhered to. In addition the Ministry will communicate with the Ministry of General Administration and aim at entering into an agreement/ MoU on retaining Human Resources and transfer policy. Finally, an incentive and bonding system will be developed and implemented in order to retain staff benefiting from competency development programs within MoPR.

### **Performance management/ incentive system**

While employees are expecting incentives to be rewarded for the special nature of their work, such incentives need to be performance-based.

MoPR will study existing performance management and incentive systems available in Nepal. It will design and implement performance contracts defining time-bound objectives for employees. These will form the basis for performance measurement and incentives. The Ministry will design a Performance-Based Incentive System (PBIS) and implement it.

## **Management Information System (MIS)**

The Management Information System supported by the World Bank is improving data management of Conflict Affected Persons as well as financial management. MoPR will ensure full utilization and maintenance of the MIS.

### **3.3. Pillar 3: Individual level Capacity Development**

#### **Challenges**

MoPR staff has undergone the common civil service training, and working with MoPR is part of their civil service career. The background of gazetted staff is mostly in general administration; there are also staff members with legal, engineering and accounting profiles. MoPR data on training and foreign exposure of employees suggests that many people are well trained and well-travelled. Such investments in competency-building have often been nullified by quick transfers. An adverse incentive effect of foreign exposure programs can sometimes be seen in that employees returning from such programs seek transfers to another Ministry, where they hope to qualify for other programs again. Given the lessons learned from past experience there is lack of evidence that exposure programs have had sustainable impact on the performance or capacity of MoPR. Officials tend to see them as 'rewards' for service given. To achieve sustainable impact, exposure programs will need to be reorganized in such a way that knowledge gains are retained and disseminated in the organization.

Many MoPR employees feel that, given their background in general administration, they are facing quite unusual and different tasks as compared to 'normal' work in the Civil Service and that they are neither properly trained nor rewarded for this work. This refers mostly to the particular conflict and peace related tasks. Gaps have also been identified with regard to functional area competencies such as project management, financial management, and computer skills, among others. English language is a bottleneck in dealing with donors/development partners, preparing project documents, minuting joint meetings, and reporting.

#### **Approach**

Staff competency development through training, knowledge sharing and exposure programs will contribute to the capacity of the Ministry only if such competencies can be retained in the organization for a reasonable period of time. While a reform of the Nepalese civil service career and transfer system is obviously beyond the scope of this strategy, mechanisms and arrangements will be established to retain competencies in the organization (Pillar 2), and results will be monitored.

The entry points of this Strategy to individual capacity development are

- Induction to working at MoPR
- Knowledge sharing
- National and international exposure
- Targeted and appropriate staff training.

#### **Induction package: Working at MoPR**

An induction program focusing on the specifics of working at MoPR will be designed and conducted for all MoPR staff including LPC secretaries. It will be institutionalized and conducted on a regular basis for new employees joining in the future. It aims at better understanding the mandate, functions and work of MoPR including an orientation on conflict and peace related themes.

## **Knowledge sharing**

Conflict and peace related knowledge and concepts are widely available in Nepal within MoPR, in Civil Society Organizations (CSO), and in the international and donor community, among others. These sources have not been fully tapped and utilized, and available knowledge has not been systematically disseminated within the Ministry so far. The Ministry will develop a knowledge sharing and exchange program to further develop conflict and peace related competencies of Ministry employees through presentations and workshops with national and international conflict and peace specialists available in Nepal or visiting. A workshop and retreat series for senior officials will be organized.

## **National and international exposures**

Exposure to experience relevant for MoPR work and particularly to conflict management and peace building concepts can, in principle, be organized within Nepal or internationally. The MoPR will systematically identify units and areas of work that require exposure, and define fields of specialist knowledge and experience that need to be developed. On this basis, it will design and implement a selective exposure program, which will also include transparent selection criteria and process, and a multiplication and in-house dissemination mechanism for exposure results.

## **Training**

The Ministry will design and implement functional skills related training as well as specialized conflict and peace related training programs for all categories of permanent staff. To achieve quick wins in terms of staff motivation and improvements to the working climate, computer courses for categories of assistant staff and English language courses will be organized in the short term. Financial management courses are required to improve management of funds and the Ministry's financial resources. Details of functional skill training will be developed based on needs assessment. In terms of conflict and peace related competencies, the Ministry intends to conceptualize and conduct specialized training programs on conflict and peace concepts, transitional justice and transition planning, the management of programs with Conflict Affected Persons (CAP), and on peace negotiation, mediation, and dialogue, as well as on organizing rehabilitation programs for Maoist Army Combatants, for the respective categories of employees. Training programs to strengthen the Secretariats of LPCs will also be considered.

### **3.4. Pillar 4: Organizational Culture and Climate**

#### **Challenges**

While there is evidence of dedication, public service and concern for beneficiaries among MoPR staff, the capacity assessment has also identified substantial challenges in the fields of organizational culture and climate. MoPR is part of the overall Civil Service system, governed by the rules of this system and characterized by its culture. Job satisfaction in MoPR is relatively low. The Ministry is not considered an attractive Ministry by many of its employees. As it does not have District level structures, it is attractive for those who want to stay in Kathmandu. It is seen as important but not strong. It has an unusual type of work that is regarded as more difficult and requiring non-standard skills. A further feature of the culture of MoPR is a very strong sense, internally and externally, that it is a temporary entity even though it has now existed for almost 5 years. This uncertainty dampens morale as it gives the impression that the Ministry is not worth investing in, personally or institutionally.

## **Approach**

Improving the organizational culture and climate of MoPR is an important part of capacity development, as it will impact on staff motivation, dynamism and energy. The approach will focus on the entry points of

- improvements to the physical working environment
- improving communication and information flows
- developing a cooperation culture within the Ministry
- identity building in terms of working on tasks central to the peace process.

### **Physical working environment**

The physical working environment is an important factor that can support motivation, well-being and happiness at the workplace. MoPR will identify and implement means to improve and beautify the physical environment and ambience, e.g. improvement of physical facilities and maintenance, reception, lobby, library, signboards, etc.

### **Communication, information and meetings**

Being well informed about what is going on contributes to make people feel involved and part of the organization. MoPR will revisit information needs and flows within and between Divisions, including meeting systems. The Ministry aims at involving all employees adequately and according to their status. Senior staff meetings will be formalized. General staff meetings will be held regularly. Division staff meetings will be designed to inform all staff about tasks and ongoing agenda of the divisions. Employees will be informed regularly about implementation of the CD Strategy and ongoing and upcoming Capacity Development activities.

### **Cooperation culture/ team development**

Internal communication and regular information provides a basis for development of a cooperation culture. Team and inter-team cooperation will be strengthened through team development measures developing roles, expectations, and the ways of cooperation. Team development will contribute to job satisfaction and effective functioning of the organization.

### **Identity**

Identity cannot be enforced, it needs to develop. MoPR will aim at developing an identity of the organization and of staff being a peace building organization and peace ambassadors – an identity to be proud of. Visioning and consensus building measures will be implemented with all staff in order to support identity development. Additional identity building measures such as a MoPR Code of Conduct will be considered.

## **4. Steering and implementation structures**

### **Leadership**

Any organizational change process such as a CD process first of all requires strong and consistent decision-making and commitment by the top management or leadership of the organization. MoPR leaders have decided to embark on a comprehensive capacity development process. Responsibility for the capacity development process is with top management. Capacity development of MoPR will succeed with the support of and steering by MoPR leaders.

Overall leadership and responsibility are with the Secretary MoPR and the Joint Secretary, Administration, Planning and Foreign Aid Coordination Division.

### **Capacity Development Unit (CDU)**

Organization development processes require a certain infrastructure, a set up of units and groups including 'champions' and 'change agents'. In the case of MoPR, a Capacity Development Unit will be set up in MoPR as a temporary structure to take the lead in implementing the CD process. It will

- represent views from different sections and levels of the organization and different stakeholders
- provide inputs to the process
- initiate innovation
- energize the process
- monitor progress and drawbacks
- support top management/ leadership in steering.

The unit will be headed by the Joint Secretary Administration. It also comprises

- 1 – 2 employees from different sections and levels of MoPR – 'change agents'
- the TC Pool fund manager
- a representative of the GIZ NPTF project
- a representative from a donor organization contributing directly to MoPR capacity development (outside the TC Pool)
- an externally recruited CDU manager who will be the only fulltime member of the CDU.

The CDU will prepare and develop details of and organize implementation of capacity development activities as outlined in the Capacity Development Action Plan. It will meet weekly.

It will report to the Secretary MoPR and to the Steering Committee of the TC Pool of MoPR.

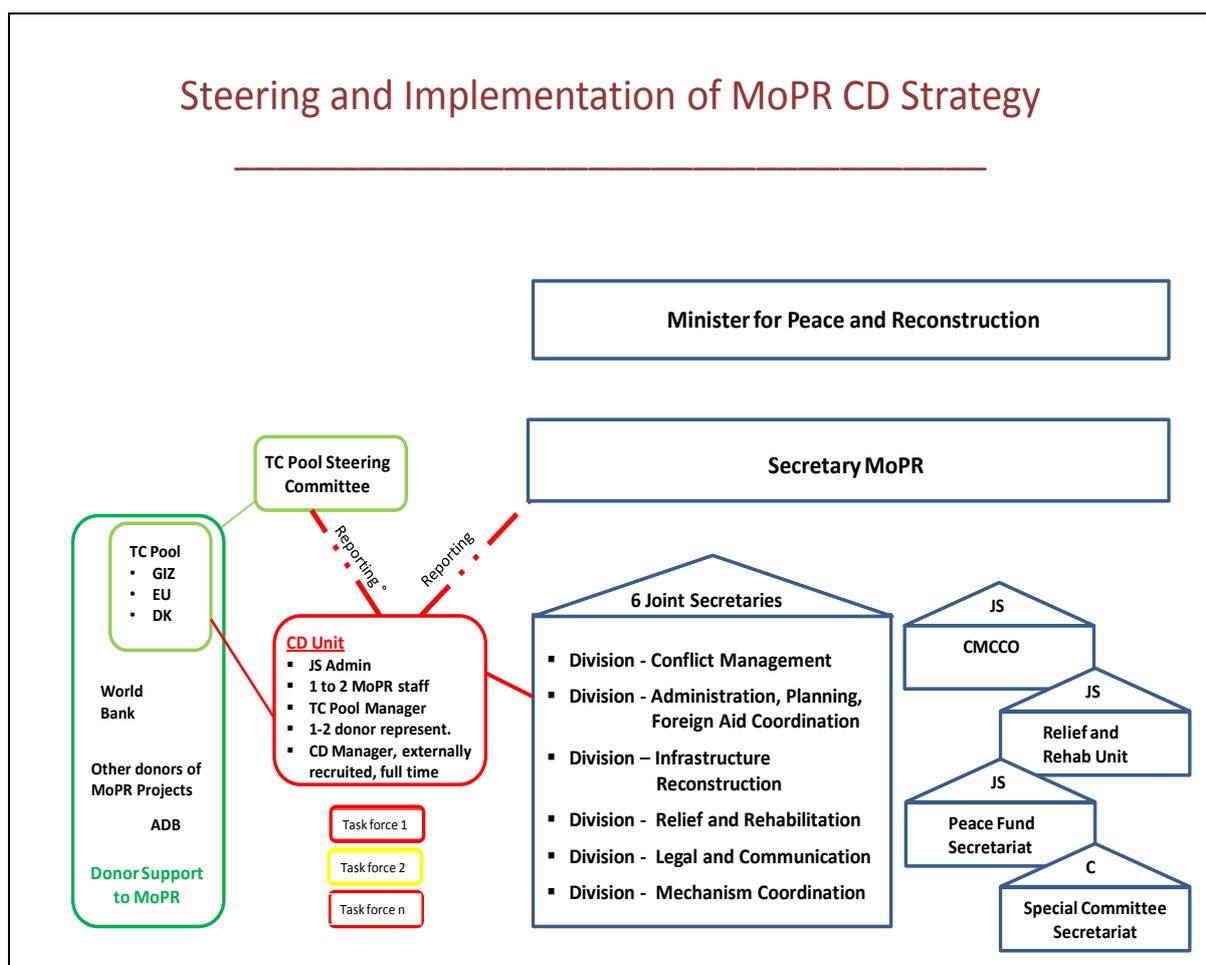
### **Thematic Task Forces**

Based on Terms of Reference developed by the CDU, the Secretary MoPR will initiate temporary task forces to prepare proposals for solutions to the themes of capacity development (e.g. PBIS, Training Needs Analysis, or any other themes coming up in the process). Task forces will be established with the participation of people from different sections and levels of the organization.

### **Funding mechanisms and harmonization**

In principle, implementation of the Capacity Development Strategy relies on 3 funding mechanisms:

- The budget of MoPR
- The Technical Cooperation pool (TC pool) of the MoPR funded presently by German, Danish and EU contributions. The TC pool was established to support capacity development of the Ministry and at the same time harmonize donor contributions. Its Steering Committee is chaired by the Secretary MoPR and also comprises a representative of the Ministry of Finance, the Chair of the Donor Group (DG) of NPTF, a representative of a contributing donor, and the Director NPTF as Member Secretary.



- Contributions by other donors and international organizations to MoPR capacity development. These donors are invited to harmonize their contributions through the CDU and the TC pool.

## Reviews and management of risks

The CDU will ensure close monitoring of the implementation of the Capacity Development Strategy and Action Plan and report to the Secretary MoPR and the TC Pool Steering Committee. An M&E system will be established to monitor implementation of planned activities as well as expected results in terms of strengthened capacity. Monitoring data will inform half-yearly progress reviews. Lessons learned will result in adjustments to the Capacity Development Plan for the next period (rolling planning).

The capacity development process is not without impediments and risks. As mentioned above, high turnover of staff and leadership is a factor which – if not mitigated – can easily prevent expected results of individual capacity development from materializing as well as influence effectiveness of change processes on organizational and strategic/ institutional levels. The fragility of the political environment can continue to generate insecurities, disappointments, tensions and instability in the organization.

Therefore, reviews are linked to half-yearly cut-off points. In the case reviews reveal that objectives of the capacity development process or elements thereof cannot be met, such elements or the whole process can be discontinued.

## **Capacity Development Action Plan**

**February 1, 2012 – July 15, 2013**

**Pillar 1: Strategic/ institutional Level Capacity Development**

**Objective:** MoPR effectively cooperates with institutions in its environment based on a clear mandate and strategic orientation.

S.N.	Intervention area	Responsibility	Activity	Time					
				Q1/ 12	Q2 12	Q3 /12	Q4 /12	Q1 /13	Q2 /13
1.1.	Mission and mandate clarification	Secretary	Finalization of process of revisiting mission and mandate (internal workshops)						
1.2.	Strategic Planning	JS Planning	Formulation of Five Years Strategic Plan of MOPR (Strategic Planning workshops/ retreats)						
			Finalization, adoption and publication of Strategic Plan						
			Reviewing and adapting all planned individual and organizational level CD interventions in view of Strategic Plan						
1.3.	Policy making function and peace & reconstruction policy	Secretary/ JS Planning	Formulation of peace and reconstruction policy of MoPR and facilitating policy coherence with other Ministries						
1.4.	External coordination and Cooperation mechanisms	JS Planning	Reviewing and implementing improved coordination and cooperation mechanisms with line ministries, e.g. peace focal points						
			Establishing coordination mechanism with external partners, such as political parties, civil society, media and general public						
1.5.	External Communication	JS Communication	Updating the information and communication strategy/ policy of MOPR (CSO, media, general public, political parties)						
			Developing media program for dialogue and information dissemination on peace and reconstruction related activities to general public						
			Increasing visibility of MOPR (website, audio, video, print media, public relations, etc)						

## Pillar 2: Organizational Level Capacity Development

**Objective:** MoPR accomplishes its responsibilities based on more effective structures and systems.

S.N.	Intervention area	Responsibility	Activity	Time					
				Q1/ 12	Q2/ 12	Q3/ 12	Q4/ 12	Q1/ 13	Q2/ 13
2.1.	Revisiting MoPR structure	JS Admin/ MoGA	Conducting O&M study of MOPR						
			Adapting MoPR structure according to cabinet approval of O&M study results in consultation with MoGA <ul style="list-style-type: none"> <li>meeting mandate requirements, being fit for purpose, being less top heavy</li> <li>better serving local and District requirements</li> </ul>						
2.2.	Adequate staffing	JS Admin/ MoGA	Filling of vacant positions in MOPR						
			Filling Program Management Officer position at PFS and recruitment of additional officers to support PFS (M&E, Finance) as agreed in PFS project						
2.3.	HR Management and Development	JS Admin/ MoGA	Establishment of a HR unit within the Admin Division						
			Development of a HR policy including transfer policy, incorporating inclusion principles adopted by GoN						
			Development of HR planning						
			Design and implementation of a transparent selection system for competency development programs (training/ exposure, etc.)						
			Design and implementation of a system including database to monitor competency gains and losses (resulting from competency development programs, transfers, etc.)						
2.4.	Transfer Management	JS Admin/ MoGA	Ensuring implementation of existing civil service regulations on tenure and transfers as a minimum						
			Developing MoU with MoGA on retention of competencies in MoPR and on transfers						
			Design and implementation of an incentive/bonding system to retain staff involved in competency development programs						

			(training, exposures, etc.) within MoPR for a minimum period						
2.5.	Performance management/ incentive system	JS Admin/ Task Force	Studying existing performance management and incentive systems						
			Design and implementation of performance contracts/a performance management and measurement system						
			Design , approval and implementation of a Performance Based Incentive System (PBIS)						
2.6.	Management Information System (MIS)	JS Planning/ EPSP	Maintaining, updating and utilizing Management Information system (MIS)						

### Pillar 3: Individual level Capacity Development

**Objective:** Motivated MoPR employees effectively perform their tasks based on adequate knowledge and skills.

S.N.	Intervention area	Responsibility	Activity	Time					
				Q1/ 12	Q2/ 12	Q3/ 12	Q4/ 12	Q1/ 13	Q2/ 13
3.1.	Induction package: Working at MOPR	JS Admin/ HRU	Designing and conducting workshops for induction to all staff on specific characteristics of MOPR including C&P orientation						
3.2.	Knowledge Sharing	JS Admin/ HRU	Series of presentations/ workshops on Conflict and Peace issues by national and international conflict and peace specialists available in Nepal or visiting						
			Workshop/ retreat series for senior officials on peace process management						
3.3.	National and international exposure	JS Admin/ HRU	Identification of organizational units/ working areas requiring support through national and international exposure						
			Design of selective exposure program including transparent selection criteria						
			Design of a multiplication mechanism for exposure results (e.g. in-house presentations, workshops, reports after exposure)						
3.4.	Training	JS Admin/ HRU	Training Needs Analysis						
			Conceptualization of specialized training programs depending on TNA results						
			Functional skills training <ul style="list-style-type: none"> <li>• Basic and advanced, specialized computer training</li> <li>• English language training for support staff and officials</li> </ul> Public expenditure and financial administration (PEFA)						
			Specialized peace related training programs on <ul style="list-style-type: none"> <li>• Conflict &amp; Peace concepts</li> <li>• Transitional Justice &amp; Transition Planning</li> <li>• Managing CAP programs</li> <li>• Peace negotiation/ mediation/ dialogue</li> </ul>						

## Pillar 4: Organizational Culture and Climate

**Objective:** MoPR employees cooperate and exchange information in an enabling working atmosphere.

S.N.	Intervention area	Responsibility	Activity	Time					
				Q1/ 12	Q2/ 12	Q3/ 12	Q4/ 12	Q1/ 13	Q2/ 13
4.1.	Physical working environment	JS Admin/ Task Force	Identification and implementation of means to improve and beautify the physical environment and ambience, e.g. <ul style="list-style-type: none"> <li>• Reception, signboards, lobby, library</li> <li>• Improvement of physical facilities and maintenance, etc.</li> </ul>						
4.2.	Communication, information and meetings	JS Admin	Revisiting meeting systems and information needs and flows within and between Divisions and Units						
			Formalization of Senior Staff meetings (Secretary, JS, invitees, weekly, minuting)						
			Regular holding of intra-Division meetings						
			Development of an information dissemination system (e.g. through Notice Board, electronically)						
			Development of grievances handling system for lower and middle level staff						
			Regular holding of staff meetings of all staffs						
4.3.	Cooperation culture	JS Admin/ HRU	Identifying priority groups for team development measures						
			Conducting team development workshops						
4.4.	Identity of MoPR	JS Admin/ Task Force	Designing and conducting of Visioning and Consensus building workshops with all employees (How do we want this Ministry to be?)						
			Identification and implementation of identity building measures, e.g. Code of Conduct on MOPR working culture (e.g. protocol, etiquette, standards, working culture, promptness of work)						

## 5. Steering and Implementation Structure

**Objective:** CD steering and management structures ensure effective implementation of the CD Strategy and Action Plan.

S.N.	Intervention area	Responsibility	Activity	Time					
				Q1/ 12	Q2/ 12	Q3/ 12	Q4/ 12	Q1/ 13	Q2/ 13
5.1.	Capacity Development Unit (CDU)	Secretary/ JS Admin	Establishing Capacity Development Unit (CDU) comprising of: <ul style="list-style-type: none"> <li>• JS Administration (Chairman)</li> <li>• 1 – 2 employees from different sections and levels of MoPR – ‘change agents’</li> <li>• the TC Pool fund manager</li> <li>• a representative of the GIZ NPTF project</li> <li>• a representative from a donor organization contributing directly to MoPR capacity development (outside the TC Pool)</li> <li>• an externally recruited CDU manager</li> </ul>						
			Preparation of Terms of Reference for CDU (mandate, weekly meetings, minuting)						
			Recruitment of the CD manager						
			Management of the CD process implementation						
			Reporting to Secretary MoPR and TC Pool						
5.2.	Thematic Task Forces	JS Admin/ CDU	Establishing temporary Thematic Task Forces on actual themes of the CD process, e.g. (for a start): <ul style="list-style-type: none"> <li>• Training Needs Analysis (TNA)</li> <li>• Performance based Incentive System (PBIS)</li> <li>• Organizational culture &amp; climate</li> </ul> Members: MoPR staff from different levels and sections of the organization, drivers of change.						
			Preparation of Terms of Reference for the Thematic Task Forces						

			Development of CD themes and proposals for solutions						
5.3.	Reviews and management of risks	JS Planning/ CDU	Introduction of regular staff information on status of CD process by leadership (Secretary, JS)(meetings)						
			Establishing M&E system to monitor implementation of Capacity Development Plan						
			Conducting half yearly progress reviews						
			Evaluation and Lessons Learned workshops; drawing conclusions from reviews, lessons learned						
			Modification of CD Plan where necessary (rolling planning)						
			Defining half-yearly Cut Off Points						
			Deciding about continuation or stop of CD process or specific elements of the process						

Note: Budgets and indicators of the Capacity Development Action Plan will be prepared by thematic Task Forces and the Capacity Development Unit (CDU).