

National Action Plan on Implementation of the UNSCRs 1325 and 1820:

Case study of Implementation in Dhading



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June-August 2013

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Acronyms

CDO	Chief District Officer
DAO	District Administration Office
DCC	District Coordination Committee
LDO	Local Development Officer
LPC	Local Peace Committee
MoHA	Ministry of Home Affair
Mol	Ministry of Industry
MoWCSW	Ministry of Women, Children and Social Welfare
NAP	National Action Plan
SCIDB	Small and Cottage Industries Development Board
SGBV	Sexual and Gender Based Violence
VDC	Village Development Committee

Executive summary

The implementation of United Nations Security Council resolutions 1325 and 1820 comes at a particularly important time in Nepal amongst activities and policies surrounding transitional justice and peace building. The Ministry of Peace and Reconstruction (MoPR) spearheaded the formation of a steering committee as well as the implementing committee to ensure that the indicators identified under the National Action Plan (NAP) devised to enforce the resolutions occurs in a timely as well as an efficient manner. It has been over two years since the NAP was officially adopted by the Government of Nepal. The first year monitoring report conducted by Saathi, an NGO in Nepal along with the MoPR concluded that much work was still needed to completely implement the NAP and ensure that all the indicators for each of the five pillars of NAP: Participation, prevention and protection, promotion, relief and recovery and monitoring and evaluation, was effectively executed. Poor data collection has deterred from reaching detailed conclusion on the current status of the NAP. Communication between and within the various stakeholders including the government agencies, NGOs and INGOs as well as local implementing bodies was recognized as the most important challenge for the NAP to be successful. In addition, transparency was identified to be a necessity to further support the implementation of the NAP.

Following the conclusive remarks of the report completed by Saathi, this case study focuses on the implementation of the NAP in Dhading, one of the nearest districts to Kathmandu. The case study focuses on all applicable indicators of the NAP in Dhading, provided the availability of both quantitative as well as qualitative data. Dhading is believed to have achieved some form of success in implementing the NAP, but field visits and conversations with implementing agencies in the district indicate that much work is still needed to truly realize the essence of the NAP at the district level. The lackluster collection of data in addition to the absence of isolated data for Dhading also made it difficult to analyze all aspects of the NAP.

The ultimate success of the NAP depends on the performance of the local implementing bodies including the government agencies, Local Peace Committees and NGOs and INGOs working directly with the conflict affected women in their respective areas. Therefore, it is crucial that the implementing procedures at the district level are well understood to effectively enforce the action plans for the indicators of each of the pillars of the NAP and hence, the overall success of the National Action Plan in Nepal.

Acknowledgement

This report was made possible because of the constant and thorough support of Mr. Sadharam Sapkota, Joint Secretary of the Ministry of Peace and Reconstruction. A sincere gratitude goes to Mr. Sapkota for all his help. Some of the other people who provided substantial support needed to complete the report were Ms. Bandana Rana, Executive Chair of Saathi Nepal and Ms. Samjhana Kacchyapati, Program Coordinator of Saathi Nepal, a leading organization advocating for women's rights, Mr. Rajendra Mishra, Deputy Director of Small and Cottage Industries Development Board, Ms. Sama Shrestha, Unit Manager, Peace and Security, UN Women, and Ms. Ojaswi Shah and Mr. Anil Poudel of Saferworld. Sincerest gratitude to Ms. Radhika Sapkota of FOCUS Nepal in Dhading for providing both technical as well as consultative support during the field visits to Dhading. Her help was tremendous in recognizing and consulting with key agencies and individuals related to the implementation of the NAP in Dhading. I would also like to thank the Dayitwa executive board, Dayitwa fellows, and Nepal ko Yuva for making this opportunity available for me. Finally, I would like to thank my family, mom, dad and my brother for constantly supporting me throughout this endeavor.

Methodology and Limitations

Methodology

The methodology for this report included formal and informal interviews with the relevant stakeholders, and most importantly, conflict affected women who were receiving the skill based and income generating trainings through the Small and Cottage Industries in Dhading. In addition, field visits to Dhading were conducted in order to understand the true implementation and impact of the NAP. While there, meetings and interviews were held with the Assistant CDO, District level officers at the Ministry of Women and Children Welfare, and Small and Cottage Industries and Focus Nepal. FOCUS Nepal, an NGO working for women's rights and advocating against SGBV issues in Dhading provided substantial information and data collected from the District Police Headquarters, the Department of Education as well as other relevant information. In addition, interviews were conducted with various civil societies (Saathi, Saferworld, UN Women, Search for Common Ground) based in Kathmandu that were active in issues related to Resolutions 1325, and 1820, women empowerment, women's role in peace and transition and sexual and gender based violence related issues. Literature review comprised of research papers and reports conducted on different individual aspects of the NAP in Nepal. Reports on the NAP in various countries also provided important insights to understand the challenges faced by NAP in other nations as well as to learn of success stories.

Limitations

Initially, the case study was conceptualized to analyze the impact of the skill-oriented and income generating trainings for the conflict affected women on the five pillars of the NAP. However, these programs had either recently been concluded or were still under progress, which made an impact study difficult to conduct. Due to poor infrastructure for transportation and the monsoon season in Nepal, reaching the conflict affected women who had received the trainings was problematic. This report then attempted to analyze all aspects of the NAP by collecting and evaluating the available data for each of the indicators for Dhading. However, given the lackluster collection of data in Dhading and the lack of isolated data for Dhading made it difficult to assess each individual indicator. In addition, many of the indicators and objectives were formulated at the national or central level and were not applicable at the district level. The available duration of two and a half months to complete the research and write the report also affected the extent of the research and thus, the content of this report. It is also imperative to consider that while this analysis was being conducted, the NAP had been signed for just over a year and many of the programs and action items were only beginning to be implemented at

the central and district level. Given the same reason, there were limited literature review available on the NAP in Nepal; most of the ones that were available were related to the fifth pillar, Monitoring and Evaluation.

Brief Background of the Conflict and its Impact on Women

The decade long armed conflict in Nepal (1996-2006) has affected thousands of lives in Nepal. The Maoist revolution was initiated to fight against the “structural inequality, exclusion and discrimination (gender, caste, class, geographical), concentration and abuse, of power, poverty and unemployment” that has hindered the development of the country.¹ Even though the revolution began with good intentions, no revolution is complete without significant loss of lives, and insurmountable amount of properties damaged. The conflict was also used as an excuse to conduct atrocious crimes against human rights that has left many seeking justice until now. An estimated 13,000 men, women and children have died while between 100,000 to 200,000 people have been displaced during the conflict. More than 1000 people who disappeared during the conflict have remained unknown.² Many communities and societies have been destroyed as well. About 1,772 VDC buildings have been destroyed whereas and about 2,646 development structures have been damaged.³ Needless to say, the conflict has left many displaced, desperate and uncertain about their lives and their future.

Amongst those affected by the conflict, women have been the most affected. Women have not only had to endure the loss of family members during the conflict but they have also been the target of all forms of gender and sexual based violence. Since most of the dead and disappeared during the conflict were male members who were typically the bread winners of the family, women now had to take on the role of providing for the family amidst the difficult and terror filled times of the conflict. Albeit limited exposure to a life outside of being the housewife and homemaker of the family, women are now forced to participate in the society and become the breadwinners of the family. In addition, women who had joined the armed conflict also had to face different forms of violence as a combatant as well as during transition after 2006. Women who were displaced during the conflict could not easily resettle into normalcy due to lack of education and skills and were thus vulnerable to work in difficult circumstances. The culminating impact of the existent societal norms and the sudden reversal in the roles and responsibilities of the women in the areas most affected by the conflict was that women were

¹ Rana, Bandana et. al “Women Count: Security Council Resolution 1325: Civil Society Monitoring Report 2012: Nepal” Saathi Nepal.

² Ibid

³ Keeping the Beijing Committee Alive Nepal NGO report on Being National Network for Beijing Review, Saathi Nepal

the most vulnerable during the conflict and are yet to receive adequate reparation and justice after the conflict.⁴

The signing of the peace accord in 2006 put the needs and relief of women in the forefront. The Interim Constituent Assembly mandates a 33% participation of women in all State bodies.⁵ However, there is little to show of the impact of such participation. Although this is a promising beginning to include women in important decisions pertaining to the future of the country as well as the society, there is much work to be done to ensure that women's participation is not only limited to representation but will also include the ability for women to hold higher positions and participate equally in decision making processes at all levels in the government. Women are not at the forefront in these institutions, are not present at the decision making levels and are only participating to fulfill the mandate. Women continue to remain vulnerable to insecurities and discrimination in the form of domestic, sexual, and socio-cultural violence stemming from the cultural and traditional practices in the patriarchal society.⁶ In addition, societal perceptions of women whose husbands have either died or disappeared during the conflict make it difficult for women to adapt back into a normal life in the society. Proper mechanisms to file complaints and receive services from the police and health facilities have hindered recovery and reparation against such injustices.

In these regards, the United Nations Security Council resolutions 1325 and 1820 are most apt to combat the discrimination and violence against women in Nepal. The drafting of the National Action Plan comes at a most opportune moment to further the inclusion of women in all levels of government bodies, to eradicate all forms of violence and discrimination against women and to establish the importance of women in the development of the nation as a whole.

⁴ "National Action Plan: On Implementation of the United Nations Security Council Resolutions 1325 and 1820 (2011/12-2015/16)" Government of Nepal, Ministry of Peace and Reconstruction, Feb 1, 2011.

⁵ Ibid, pg:7

⁶ Snapshot of Local Security and Justice Perceptions in Selected Districts of Nepal. District Assessment Findings. Saferworld et al, pg: 5

Nepal National Action Plan

As a member state of the United Nations, Nepal is accountable to implement the UN Security Resolutions 1325 and 1820. Thus, the NAP was officially adopted in February, 2011 to showcase the Nepal Government's commitment to implement the United Nations Security Council Resolutions 1325 and 1820. The Resolution 1325 addressed the security of women and girls and their participation in the peace process in the context of conflict.⁷ Resolution 1820 compliments Resolution 1325 with a focus on sexual violence.⁸

The NAP involved multiple consultations with all the stakeholders at various levels. This included consultations with the government agencies involved, local peace committees, heads of various civil societies working on women's rights and most importantly, women and girls affected by the conflict. As the first National Action Plan in South Asia, the Nepal NAP has been successful in achieving both national and international recognition and acceptance.

The Nepal NAP contains the following five pillars.

1. **Participation:** To ensure participation of women at all levels of decision making, conflict transformation and peace process.
2. **Protection and Prevention:** To ensure the protection of the rights of women and girls and prevention of violations of these rights in conflict and post-conflict situations.
3. **Promotion:** To promote the rights of women and girls and mainstream gender perspective in all aspects of conflict prevention, conflict resolution and peace building.
4. **Relief and Recovery:** To address the specific needs of women and girls in order to ensure effective relief and recovery is achieved through various economic provisions as well as skill-oriented and income generating workshop programs.
5. **Resource Management and Monitoring and Evaluation:** To institutionalize a monitoring and evaluation system and ensure required resources for the implementation of the NAP through collaboration and coordination of stakeholders.

Each pillar consists of an objective, strategic objectives and indicators with key action plans, implementing agencies and time frame identified to achieve the objective. The fifth pillar was

⁷ "Nepal National Action Plan on Implementation of the UNSCRs 1325 and 1820 First Year Monitoring Report 2012" Government of Nepal, Ministry of Peace and Reconstruction, Saathi Nepal.

⁸ Ibid.

specifically adopted in Nepal to ensure a timely and proper implementation of all the aspects of the NAP.⁹

Value Added by NAP

With the government and civil society in Nepal already actively working towards gender equity and to ensure women's rights in Nepal, many of the action plans under the pillars of the NAP can be viewed as redundant. There are various programs proposed by the implementing agencies to fulfill the objectives are programs that were in place prior to the adoption of the NAP. For example: The Small and Cottage Industries Development Board have been providing skill oriented and income generating trainings to men and women. However, with the NAP underway, the trainings and workshops were targeted towards conflict affected women and girls.

The primary value added by the adoption of the NAP is the fact that the NAP has become a nationally as well as internationally mandated and recognized platform that has the support and buy in from multiple government agencies, civil societies and international organizations. With the widespread support it has received from the government, especially certain agencies that did not have direct presence in issues pertaining to women, the NAP has generated awareness at all relevant levels, towards the issues of women and girls and prioritized the need to end violence against women's rights.

⁹ "National Action Plan: On Implementation of the United Nations Security Council Resolutions 1325 and 1820 (2011/12-2015/16)" Government of Nepal, Ministry of Peace and Reconstruction, Feb 1, 2011.

Dhading

General Overview¹⁰

Area: 1924.9 square meter

District Headquarter: Dhading Besi

Total Population: 338,658

Male: 165,864

Female: 172,794

Total household: 62,759

Administrative Division

No. of Constituencies: 3

Village Development Committee:

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Nagarik Bikash Committee: 2

Literacy rate: 42.72%

Male: 53%

Female: 33%

Health Care

Hospitals: 3

Primary health care center: 2

Health posts: 16

No. of Doctors: 5

No. of Staff Nurses: 5

Women Development

District Child and Women Office: 1

Program implemented VDCs: 24

Women Youth Group: 1 (19 members)

NGOs

Total registered: 803

Security

District Police Office: 1

Number of police offices (Illaka): 5

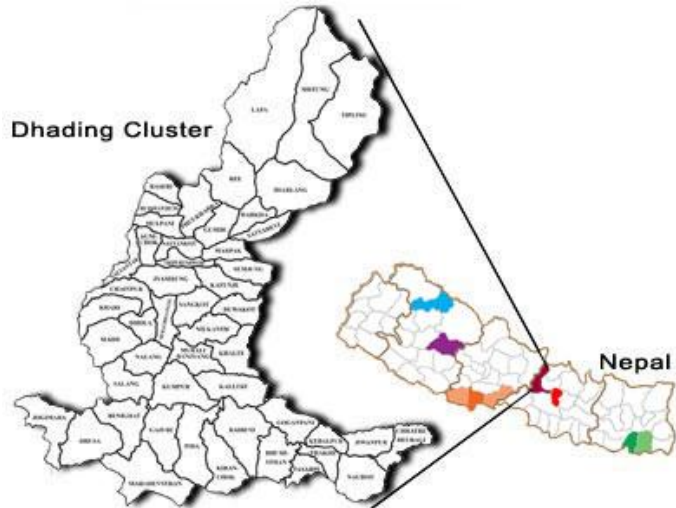


Fig1: Dhading Cluster

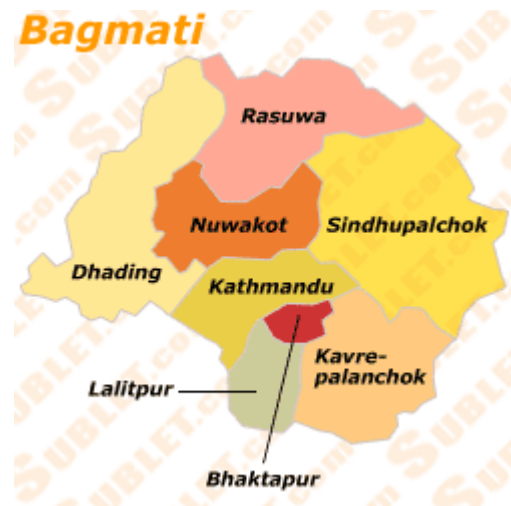


Fig2: Dhading & surrounding districts

¹⁰ Map of Dhading retrieved from ekantipur.com

The above chosen demographic information directly or indirectly relate to the implementation of the NAP in Dhading.¹¹

One of the nearest districts to Kathmandu, Dhading is emerging as a pioneer amongst the seventy-five districts in Nepal in terms of developing programs leading to the progress of the general populace of Dhading. The southern part of the district is well connected with two major cities, Kathmandu and Pokhara, via the King Prithvi Highway. This provides Dhading a geographic advantage allowing it to tap into resources for development. Dhading is one of the leading districts in terms of development indicating a presence of infrastructure needed to implement the various aspects of NAP.

Since Dhading is close to the capital, it can be expected to be informed and pick up the latest developments and trends in the country. Despite the proximity to the capital, Dhading lacks important infrastructure such as proper health facilities, schools and police stations that are of easy access to the women. The few service facilities such as hospitals, health posts and police stations are present in the district headquarter while the rest of the district remains in dire poverty with minimal infrastructure. The district headquarter Dhading Besi is situated close to the highway and is hence, developed whereas district interior continues to remain impoverished. People have to travel long distance in foot to reach the district headquarter and most of the times people travel to Kathmandu seeking these facilities as well as higher education.

Dhading was chosen as it was one of the only districts where the skill-oriented and income generating trainings were still being conducted.¹² Due to the limitations mentioned, Dhading provided the best case scenario to understand the implementation of the NAP in Nepal. In addition, only a few studies have been conducted in Dhading because of its proximity to the district and the assumed development taking place in Dhading which led to the choosing of the district.

¹¹ Dhading District Profile. Dhading Besi Office. Nepal.

¹² Read Methodology and limitations chapter of this report.

NAP Data Presentation and Analysis

The National Action Plan comprises of multiple strategic objectives and indicators corresponding to each of the five pillars. Some of the indicators were relevant only at the national level or central level and were not specific to Dhading. Therefore, it was important to identify indicators that provided data and information only for Dhading. The data collected were based on the indicators relevant to Dhading. Although there were many indicators that were applicable to Dhading and this report, they were not included as enough data could not be collected. In some instances, the programs were just beginning or recently concluding which meant there was not sufficient data to support the observation. For example: skill based and income generating trainings being conducted by the Ministry of Industry (MOI). In many cases, the programs were ongoing whereas many times, formal data collection was included as a part of the program. Hence, collection of data has proved to be an arduous task which directly affected the content of this report.

To structure the presentation of data, the analysis attempts to understand the attainment of the objective and the strategic objective as a whole without focusing much on individual indicators. This is also because of lack of proper data and that fact that even though many indicators do not directly pertain to the district of Dhading, it still affects the implementation and the outcome at the district level.

The objectives, and strategic objectives listed were derived from the National Action Plan report by the Ministry of Peace and Reconstruction. Only the applicable strategic objectives for Dhading are included.

Participation

Objective: To ensure equitable, proportional and meaningful participation of women at all levels of decision making and conflict transformation and peace building processes.

Strategic Objectives:

- To ensure proportional and meaningful participation of women while making appointments and nominations in positions of public importance, special task forces and peace negotiation teams.
- To increase women's participation at all levels of political parties, private sector and non-government organizations.

- To strengthen advocacy and raise wide awareness at all levels for promoting women's participation

The Comprehensive Peace Accord along with the interim Constitution of Nepal 2007 mandates a minimum participation of women in all state and private institutions at 33%. All the government agencies in Dhading with the exception of the Ministry of Women, Children and Social Welfare (MoWCSW) are headed by male individuals. The agency head of the MoWCSW, the representatives from the civil society and two of the conflict affected women are the only women represented in the District Coordination Committee (DCC). Since almost all the Chief District Officers (CDOs) at the district level are male representatives, decisions made regarding the implementation of the NAP at the district level are mostly handled by men. It shows that although there is representation of women, the DCC is lacking women leadership. There were five male and one female representative from Dhading in the Constituent Assembly of 2007. The Local Peace Committee (LPC) in Dhading is the only government agency following the constituent assembly's mandate of a 33% women representation in the government. However, the goal to increase the participation of women in talks and agendas involving peace building has not yet been achieved. Only about 16-17% participation of women is prevalent in politics in Dhading according to FOCUS Nepal. There is however, a higher women participation in civil societies but the number is small in the private and business sector as well. Hence, it can be concluded that there are very few women in leadership positions in Dhading.¹³

Throughout the nation, there has been an increase in women's participation in various state sectors. In the case of Dhading, the level of their participation in making important decisions pertaining to the development of Dhading and for increasing awareness regarding women's right and empowerment of women, the participation continues to be meek. As stated in the first year monitoring report "women's participation both in terms of quantity and quality need to be ensured in every sector of the State as well as every stage of the peace building process" is yet to be achieved in Dhading.¹⁴ In addition, conversations with the conflict affected women who were receiving the skill oriented trainings were unaware of the NAP, the peace process and their role in this process.

Capacity building activities are primarily conducted by the NGOs and women's groups active in Dhading. Aside from the two orientations that were conducted in the first year after the NAP was officially adopted, there has not been additional orientations and workshops conducted for the

¹³ Conversations with Focus Nepal in Dhading.

¹⁴ "Nepal National Action Plan on Implementation of the UNSCRs 1325 and 1820 First Year Monitoring Report 2012" Government of Nepal, Ministry of Peace and Reconstruction, Saathi Nepal.

implementing agencies on the NAP in Dhading. Different agencies attempt to disseminate the information to the women in the course of their respective trainings and programs, but no separate program dedicated to building capacity, improving advocacy skills of public servants and partners in civil societies and private sector and raising awareness regarding the NAP has been designed or conducted.¹⁵

Protection and Prevention

Objective: To ensure the protection of women and girls rights and prevention of the violation of these rights in pre conflict, during conflict and post conflict situations.

Strategic Objectives

- To end impunity by instituting necessary reforms in the justice and security system to enable them to promptly respond to cases of sexual and gender based violence
- To end impunity by addressing issues of SGBV cases that occurred during conflict and transitional period.
- To address the special needs of conflict affected women and girls
- To establish the Truth and reconciliation commission
- To train officials of the security sector on SGBV.

According to Ms. Sana Shrestha at the UN Women, this pillar of the NAP is the most difficult to implement. This has also received very lackluster attention from the society as well as the government. One of the primary focuses of the UNSCRs 1325 and 1820 is related to gender and sexual based violence. The indicators under this pillar call for appropriate mechanisms to tackle the sensitivity that comes with issues related to SGBV.

The agency head of the MoWCSW mentioned that there has been an increase in the number of Sexual and Gender Based Violence (SGBV) cases registered in Dhading. The number of reported cases for domestic violence against women increased to 95 in the years 2012-2013 which is an increase from 67 reported in the years 2011-2012.¹⁶ There were only 18 such cases reported between the years 2010-2011.¹⁷ However, the causes behind the increase in the numbers of reported cases are not clear. The

¹⁵ Based on conversations with local NGOs and the Women and Children Welfare department in Dhading.

¹⁶ Data from FOCUS Nepal's available database.

¹⁷ Years follow the Nepali years, hence are calculated as the between the years.

access created to various services such as para-legal committee, police department as well as health services post conflict might have escalated the number of registered cases although little has changed in prosecuting and reducing such activities in the district. Moreover, the increase in the awareness related to domestic and sexual based violence and the society's acknowledgement of women's rights can also encourage women to report the cases.¹⁸

So far in Dhading, there are no mechanisms put in place to deal with SGBV cases. Even though there is increased awareness of the availability of resources and services, little has been done to establish appropriate structure for women to register complaints for SGBV cases. Women have been integrated into the District Police which has helped increase local women's accessibility to the Police but, the lack of women's presence at higher level positions in the Police means that eventually the complaint has to go through a male representative. Absence of gender sensitivity and the taboo associated with SGBV cases in Nepal makes it difficult for the reported cases to proceed. Similarly, the provision from the NAP to establish a separate section in the health posts and hospitals with a women doctor/ nurse dedicated to SGBV cases has not yet been fulfilled in Dhading. A facility to provide psycho-counseling service and child care to women victims of the conflict has not been established in Dhading. In addition, the procedure involving access to these services is very stringent and confusing which deter many of the women. Conflict-affected women with limited education and skills find it difficult to understand the complicated process that is required to receive legal services and compensations.¹⁹ Also, there is no separate mechanism to keep a record of SGBV cases that are related to the conflict at the respective public service institutions or the district headquarters offices. Hence, isolated data of SGBV cases pertaining to the time of the conflict in Dhading is unavailable.

Ms. Radhika Sapkota of FOCUS Nepal mentioned that women generally tend to contact the local NGOs that are actively advocating for women's rights instead of going through the bureaucracy. The local NGOs and women's groups have shown persistence and have worked relentlessly with the Women and Children Welfare department, the District Administration Office, the police, the health facilities and the district court to ensure that the voices of the women are heard. The implementation committee of the NAP in Dhading has been inactive thus far.

¹⁸ Conversations with MoWCSW.

¹⁹ Conversations with Focus Nepal in Dhading

Promotion

Objective: Promote the rights of women and girls, and mainstream gender perspectives in all aspects and stages of conflict transformation and peace building processes.

Strategic Objectives:

- To raise awareness by collecting data on all forms of SGBV against women and girls.
- To ensure that Gender perspectives are mainstreamed in all aspects of conflict transformation and peace building processes

It is the primary responsibility of the DCC to ensure that effective awareness raising activities and campaigns are carried out periodically. The DCC has only convened for two meetings on the NAP during the first year of the implementation. Absence of funds available to host meetings and to organize activities to promote the NAP caused due to the ineffective coordination amongst the agency heads and the lack of a strong leadership of the convener of the DCC are some reasons behind the lackluster promotion of the NAP.²⁰

Majority of the recent trainings and workshops on the NAP are conducted by civil society in Dhading. The DCC along with the help of District Alliance for Women Human Rights Defender and MoPR held an orientation at the beginning when the NAP was first signed. FOCUS Nepal has conducted many other orientations at the district level as well as the community level. Since government agencies are usually represented by the head of the agencies the trainings has mostly included men. Whereas, orientations conducted at the community, local and village levels usually attracted more women than men. Responses of the trainings usually include appreciation and awareness related to the resolutions with few concrete steps and plans to move the resolution forward. Therefore, little has been accomplished in terms of impact since there needs to be facilities and infrastructure to provide services and a platform for women to come to the forefront and demand their issues to be resolved.

Nepali is the primary language spoken in Dhading which means there is minimal need to translate the guidelines of the NAP in other languages. The implementing agencies used local newspapers, and local radio stations to promote the NAP as well their respective individual programs that fall under the guideline of the NAP. However, the programs have been a one-time endeavor. MoWCSW mentioned that they only conducted NAP related workshops at the village and community level while they had the

²⁰ Conversations with the District Administration Office in Dhading.

funding available through the MoPR. MoWCSW have internalized the need to promote the NAP and hence include a chapter or session on the NAP in other programs, trainings and workshops that they conduct in the district.²¹

There are many opportunities for the DCC to be active and promote the NAP. Despite some activities, there has not been much increase in participation of women in leadership roles and activities. Similar to the pillar *Protection and Prevention*, the lack of data affects a quantitative analysis of this pillar.

Relief and Recovery

Objective: Ensure the direct and meaningful participation of conflict affected women in the formulation and implementation of relief, recovery and rehabilitation programs and to address the specific needs of women and girls.

Strategic Objective:

- Formulate and implement relief and recovery programs with the participation of women and girls affected by conflict as per their needs and condition.

Under Relief and Recovery there are provisions for monetary and economic reform, scholarships, skill oriented and income generating trainings for conflict affected women. Usually the programs are determined by the respective government agency under the consultation of the MoPR. Some of the programs were formulated with the participation and consultation of the women such as skill oriented trainings whereas the others were determined by the ministries.

The Small and Cottage Industries Development Board (SCIDB) concluded training programs in sewing, mobile fixing training, computer training, Dhaka weaving, and beautician training for sixty participants. The participants were chosen through a rigorous process which required completing an application, interviews and consultation regarding the training program in which the women were interested. Since the programs began just recently, some were still on the works while this report was written, the impact of the program could not be measured. Similarly, in terms of education, many of the girls who have been victims of the conflict have received scholarships from the Ministry of Education. However, most recent data on the number of girls receiving these scholarships were not available.

²¹ Conversations with MoWCSW

Albeit the various provisions that are available for women affected by the conflict, there seemed to have been little consultation with them while designing the programs. For example: for the skill oriented and income generating trainings, the trainings were designed and implemented without consulting the women. These women were perceived to have little to no information regarding the trainings that are required to earn income in the society. However, the women chose the trainings that they wanted to receive. Also, provided availability of funds, the Board has mentioned providing additional support and programs as requested by the women in the future.²²

Some of the indicators that call for changes at the policy level as well as the structure of the various government agencies have not been initiated in Dhading. For example: one of the indicators mentions “facilitate the preparation and processing of documents such as citizenship cards, birth certificates, school certificates etc. that guarantee the rights of conflict affected women and girls” cannot be achieved without changes at the national level policies. Similarly, some indicators are repetitive in the sense that it calls for arrangements related to safe treatment and rehabilitation of women who are mentally and physically affected by the conflict. This provision is also made clear under the *prevention and protection* pillar of the NAP.

Resource management, Monitoring and Evaluation

Objective: To institutionalize monitoring and evaluation and ensure required resources for the implementation of the NAP through coordination and collaboration with all stakeholders.

Strategic Objectives:

- To execute the NAP in an effective manner
- To institutionalize monitoring and evaluation system with participation of all the sectoral agencies, women beneficiaries and organizations working for women’s rights.
- To coordinate and collaborate with multilateral stakeholders for the implementation of the NAP for resource mobilization and for monitoring and evaluation.
- To set up a mechanism for implementation of the NAP.

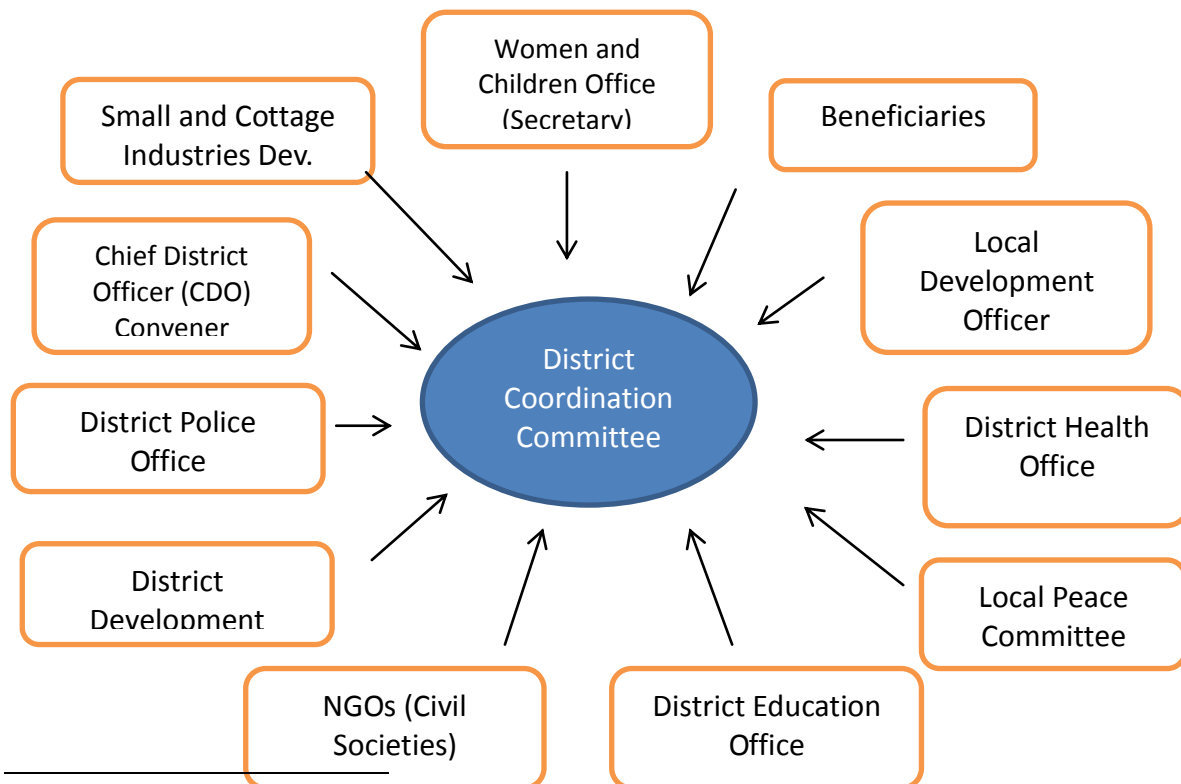
Currently, there are no mechanisms for data to be collected in Dhading. Individual agencies complete their programs and report directly to their supervising agency in Kathmandu. Each of the

²² Conversations with the Small and Cottage Industries Development Board, Dhading and Kathmandu

individual agencies is supposed to submit the report to the DCC and then DCC will compile it to send it to the MoPR for data collection. This mechanism has not been put into effect yet. If there are any data collected it has been sent directly to the respective agency in Kathmandu and not to the DCC. The information and reports are not shared with other agencies beyond the respective agency. Although a mechanism has been put in place for information to be collected periodically, it has not been practiced yet.

During the time of the research and field visits, the District Administration Office employed an intern who is funded by MoPR and selected through a rigorous process amongst the conflict affected women. The primary responsibility of the intern is to collect information from each individual agency implementing program related to the NAP in Dhading, attend meetings conducted by the DCC and other organizations pertaining to the NAP and to submit the report to the central office and the MoPR for effective data collection. However, this mechanism is yet to be successful given the poor coordination and communication amongst the different agencies including a lack of direction to the intern to complete her task. There is more responsibility at the national level rather than the district level for data collection to ensure that the objective of properly monitoring the implementation of NAP is achieved through proper data collection.

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²³ Formation of the District Coordination Committee.

Moving Forward

1. Improve clarity of roles and responsibilities of the implementing agencies at the District level

The National Action Plan is a national level program that has received unprecedented support from the different ministries and government agencies responsible for implementing the programs. Albeit the successful buy in at the ministerial levels, it lacks coordination at the district level. Information dissemination regarding the need to participate in decision making process that is directly pertaining to women and peace is not thoroughly carried out by the implementing committee of the NAP in Dhading. Upon conversations with the conflict affected women as well as the with local civil societies active in issues pertaining to women, the issue related to information sharing and communication amongst the key actors in the district was prevalent and were the reason behind the lackluster implementation of the NAP.

This recommendation calls to strengthen the coordination mechanism of the MoPR and will include direct involvement of the Ministry at the ministerial as well as district level. The MoPR must practice good communication and exert proper mechanism to coordinate the different ministries to be accountable for their respective tasks. In order to ensure the bottom-up success for the implementation of the NAP, the district level agencies must be held accountable to effectively implement and disseminate the message of the NAP.

a. Mobilization of the DCC

Further, the clarity of roles will empower the DCC to continue their task to implement the NAP at the district level. Since the MoPR does not have representation at the district level, the DCC becomes the main implementing agency. The DCC consists of the CDO as the convener, the LDO as the co-convener and includes the agency heads of the government agencies, representatives from the LPC, civil societies and the beneficiaries. This recommendation is particularly important as the CDO is the primary responsible person to ensure proper implementation of NAP at the district level. However, they are directly under the jurisdiction of the Ministry of Home Affairs (MoHA). Although MoPR sends regular information regarding the NAP, given the political hierarchy in Nepal, the direction must come directly from MoHA. MoPR plays an important role to ensure that each individual agency shares and disseminates the information that has been accepted at the ministerial level to their district level counterparts.

In addition, to ensure a clear chain of communication the following collaborations will prove necessary:

- i. *Collaboration with the LPC:* Since the LPC forms an integral part of the peace building mechanism in Nepal, the DCC can collaborate with them to increase awareness of the NAP. A member from the LCC is already in the DCC which should make it highly feasible to foster partnership in the district to develop programs to promote the NAP. Utilizing the existing resources of the LPC by hosting meetings at the LPC, incorporating NAP within the LPC activities are some of the ways the collaboration can be strengthened and hence, confirm a successful implementation of the NAP.
- ii. *Collaboration with the civil society:* Various local NGOs are active at the district level working on issues pertaining to women's rights. Partnering with the NGOs to conduct workshops, trainings and orientation of the NAP to the heads of the government agencies and to the local community will be necessary.

b. Mobilization of available resources for effective data collection

Nepal NAP is the first of a kind to include a fifth pillar that mandates a proper mechanism to collect data to ensure proper implementation of the NAP in Nepal. Properly collected data will allow for qualitative as well as quantitative analysis of the progress made under the NAP. Each individual agency is responsible for providing a report and data of the activities to the DCC (along with their respective agencies at the central level) which will then be passed on to the MoPR to be collected and recorded in the National archive. However, this structure is yet to be undertaken by the agencies. Conversations at the District level indicated the lack of time amongst the members of the DCC and the lack of coordination as the primary reason as to why there is little coordination and sharing of information.

For example:_Each of the DAO has hired a conflict affected woman to be an intern working for the NAP. However, the intern has not been put to work on matters related to the NAP in Dhading. If funding allows for a long term contract for the intern, then her time and skills can be utilized to collect data from different agencies working on programs related to the NAP. She can also participate in trainings, workshops, and meetings conducted

regarding the NAP and write appropriate reports. The intern can easily collect the required data without being too much of a burden on the task force team of the DCC which will help the DCC to focus on other important matters such as awareness campaigns for the NAP at the district and village level. The Gender Unit, the primary unit responsible for the monitoring and evaluation of the NAP can also solicit appropriate help of the interns to ensure that information collected at the district level is accurate.

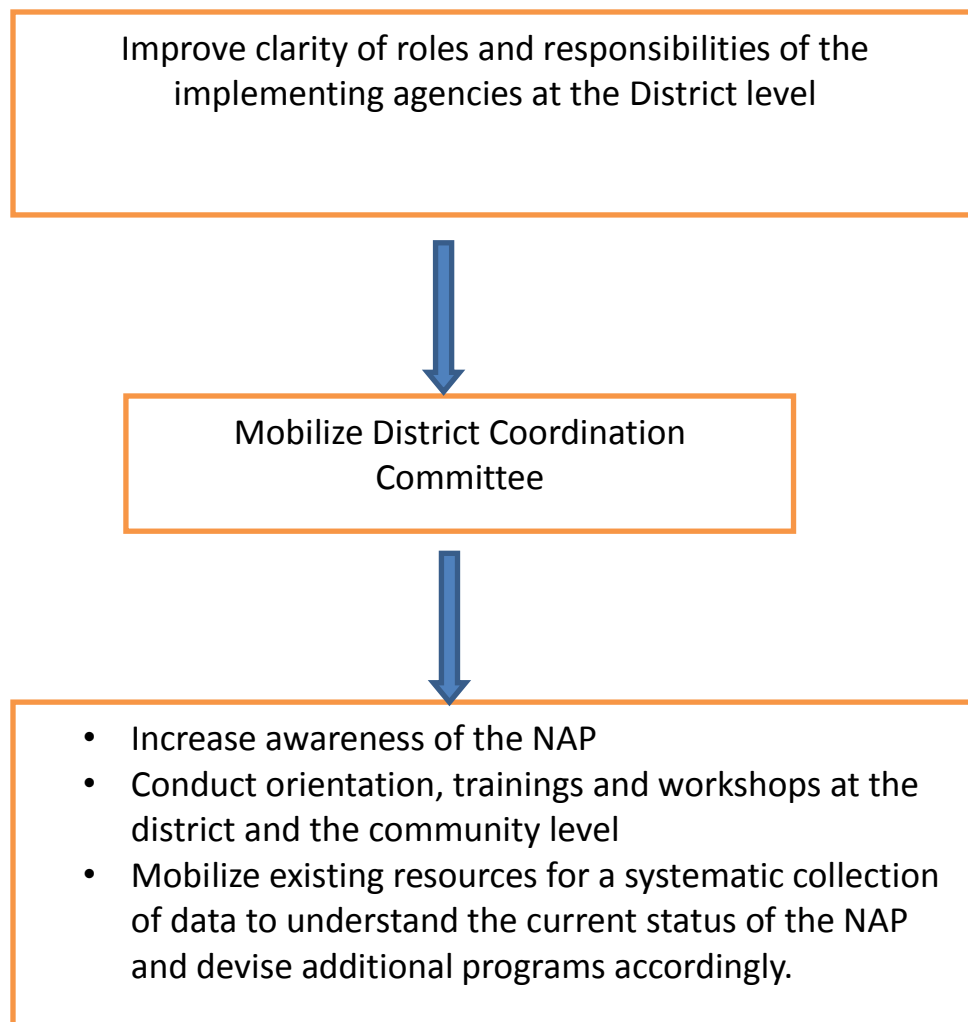
c. Awareness Raising of the NAP

Orientation pertaining to NAP is viewed as a sufficient mechanism by the ministries implementing various programs. However, to ensure that the essence of NAP does not simply get transmitted as definitions only, multiple orientations and workshops must be conducted by the MoPR at the national, central, and district level. It is imperative that the agency heads and the CDOs in each individual district be trained on the NAP. Their trainings will also ensure that they will continue to raise awareness and implement the NAP even if they are transferred to other location/ districts. In Dhading, the past CDOs were more active on matters related to the NAP than the current CDO. Lack of information related to his role in the DCC was the primary reason. Therefore, the agency heads and the CDO must be oriented regarding the importance of the NAP. Only then, will they be able to effectively plan awareness strategies for the NAP. In addition, he can also mobilize the DCC that is committed towards raising awareness of the NAP.

The primary role of the DCC is to increase awareness of the NAP, conduct trainings and orientations pertaining to the NAP. It is important that the DCC is properly mobilized and armed with effective technical and monetary resources so that they can continue their tasks with minimal hindrances. The DCC in Dhading have remained active to some extent in this regards, however, lack of appropriate funds and direction from the convener of the DCC i.e., the CDO, they have not been able to utilize the available human resources. With the fund and tools provided to the DCC, they can focus on conducting awareness raising activities at the district as well as the village level. Awareness raising campaigns include usage of media such as local radio, local newspaper, community based organizations as well as community forums if available. Materials can be translated in languages as required and appropriate.

Given that the NAP follows a standardized national structure, this strategy can be applicable to districts other than Dhading. There are three more years left in the program. This mechanism can help ensure

that the five pillars of the NAP are effectively and efficiently implemented at the grassroots level which will ultimately impact the success at the National level.



Conclusion

The Peace Accord of 2007 mandates a 33% participation of women in the Constituent Assembly of Nepal. This representation of women has been slow to constitute in the rest of the public sector at different levels, or the private sector.²⁴ Much work needs to be done in order to ensure that women's participation has increased not only in the public sector but also in the private sector. In addition, careful attention must be provided to the levels of these integrations. High level positions or positions that hold decision making power continues to be held by men. Such differences must be acknowledged in order to ensure that women's participation is given a priority moving forward.

Given that Nepal is currently without a drafted constitution, the success that the NAP has achieved so far is remarkable. However, the implementation of the NAP at the district level to ensure that involved stakeholders are working together and relentlessly has been lackadaisical. Mobilizing the DCC will prove to be the most important method to successfully execute the NAP at the district level. This will also allow the DCC to conduct the required training and orientations related to the NAP, collect data at the district level to understand the status of the NAP and also provide recommendations to increase advocacy of the NAP. There are much potential for this program to be successful and much can be done to promote the true essence of NAP which is to empower women and increase their role in conflict transformation and peace building. Women play an important role in the development of the nation and it is essential that the government of Nepal prioritizes the implementation of the UNSCRs, not only at the national and ministerial level, but most importantly at the district and community level to ensure women's empowerment and contribution to the development of the country. Only then will the UNSCRs 1325 and 1820 be truly implemented in Nepal.

²⁴ "Nepal National Action Plan on Implementation of the UNSCRs 1325 and 1820 First Year Monitoring Report 2012" Government of Nepal, Ministry of Peace and Reconstruction, Saathi Nepal.

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