

# NATIONAL ACTION PLAN ON IMPLEMENTATION OF THE UNSCRs 1325 AND 1820

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## EXECUTIVE SUMMARY

The implementation of UNSC resolutions 1820 and 1325 comes at a particularly important time in Nepal amongst many other activities and policies surrounding transitional justice and formation of peace. The Ministry of Peace and Reconstruction (MoPR) spearheaded the formation of a steering committee as well as the implementing committee to ensure that all the indicators identified under the National Action Plan (NAP) devised to implement these resolutions happens in a timely as well as an efficient manner. It has been over two years since the NAP was officially accepted. The first year monitoring report conducted by Saathi, an NGO in Nepal along with the MoPR concluded that much work was 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 for NAP to be successful. In addition, transparency was also viewed as an important aspect of NAP.

Keeping in mind the conclusive remarks of that report completed by Saathi, this case study tries to focus 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 with quantitative as well as qualitative data as much as possible. 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 focus of the case study was to analyze the effectiveness of the NAP by collecting and understanding the available data for each of the indicators for Dhading. However, given the lackluster collection of data and the lack of isolated data for Dhading made it difficult to analyze all aspects of the NAP.

The ultimate success of the NAP depends mostly 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 key that the implementing procedures at the district level are well understood to effectively gauge the outcomes and successes of the NAP.

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# 1. BACKGROUND

## 1.1. 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.<sup>1</sup> 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.<sup>2</sup> 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.<sup>3</sup> Needless to say, the conflict has left many displaced, desperate and uncertain about their lives and their future.

Amongst those affected, 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 of the family 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 were 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. As a result, women were the most affected who are yet to receive adequate reparation and justice.<sup>4</sup>

The signing of the peace accord in 2006 put the needs and relief of women in the forefront. The Constituent Assembly mandates a 33% participation of women in all State bodies.<sup>5</sup> 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 move up and get to important decision making processes in the government at all levels. 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.<sup>6</sup> In addition, societal perceptions of women whose

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1 Women Count.

2 Ibid.

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

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 (7).

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

husbands have either died or disappeared during the conflict made 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.

## 1.2. NEPAL NATIONAL ACTION PLAN

As a member state of the UN, Nepal is accountable to implement the UN Security Resolutions 1325 and 1820. Thus, the Nepal National Action Plan 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.<sup>7</sup> Resolution 1820 compliments Resolution 1325 with a focus on sexual violence.<sup>8</sup>

The National Action Plan 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 (NAP) 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.

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<sup>7</sup> "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.

<sup>8</sup> Ibid.

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

### 1.3. 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, the adoption of the National Action Plan might be viewed as redundant. The 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 as well as recognized platform that has the support and buy in from multiple government agencies. With the widespread support it has received from the government, especially certain agencies that did not directly deal with 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 of women's rights.

### 1.4. DHADING

#### General Overview

Area:	1924.9 sp. m
District Headquarter:	Dhading Besi
Total Population:	338658
Male:	165864
Female:	172794
Total household:	62759
Administrative Division	
No. of Constituencies:	3
V.D.C:	50
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

<sup>9</sup> "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.

The above chosen demographic information directly or indirectly relate to the implementation of the NAP in Dhading.<sup>10</sup>

One of the nearest districts to Kathmandu, Dhading is developing to be a pioneer amongst the districts 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. However, 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 developed whereas majority of the district 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. Albeit the proximity and accessibility to the capital, Dhading continues to lack necessary infrastructure required to effectively implement the NAP.

Given the limitations mentioned earlier on, Dhading was chosen as it was one of the only districts where the skill-oriented and income generating trainings were still being conducted.<sup>11</sup> 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.

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<sup>10</sup> District Office (2013?) District Profile Dhading 20... Dhading.  
<sup>11</sup> Read Methodology and limitations chapter of this report.

## 2. 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 content of this report. It is also imperative to realize that while this report was being conducted, NAP had been signed for just over a year with many of the programs and action items just being implemented at central and district level. Given the same reason, there were limited literature review available on the NAP; most of the ones that were available were related to the fifth pillar, Monitoring and Evaluation.

### 3. NAP DATA PRESENTATION AND ANALYSIS

The National Action Plan comprises of multiple strategic objectives and indicators accompanying 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. For example: skill based and income generating trainings being conducted by the Ministry of Industry. In many cases, the programs were ongoing whereas many times, formal data collection was not included in 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.

#### 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 (MWCSW) are headed by male individuals. The agency head of the MWCSW, the representatives from the civil society and the conflict affected women are the only women represented in the District Coordination Committee. Since almost all the CDOs at the district level are male representatives, decisions made regarding the implementation of NAP at the district level are mostly handled by male, i.e. although there is representation of women, the DCC is lacking women leadership. There were five male and one female representation from Dhading in the Constituent Assembly of 2007. The Local Peace Committee 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.<sup>12</sup>

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."<sup>13</sup> In addition, conversations with the conflict affected women who were receiving the skill oriented trainings were unaware regarding the importance of 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 conducted in the first year after the NAP was officially adopted, there has not been additional orientations and workshops conducted 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 there has not been a separate program dedicated to building capacity, improve advocacy skills of public servants and partners in civil societies and private sector and raising awareness regarding the NAP.<sup>14</sup>

## 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. 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 SGBV cases registered in Dhading. The above data indicate that..... However, the reason for this occurrence could not be completely pointed out. The 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.<sup>15</sup>

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<sup>12</sup> Conversations with Focus Nepal in Dhading.

<sup>13</sup> "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.

<sup>14</sup> Based on conversations with local NGOs and the Women and Children Welfare department in Dhading.

<sup>15</sup> Conversations with MoWCSW.

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 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. Lack of gender sensitivity and the taboo associated with SGBV cases in Nepal, makes it difficult for these 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. Similarly, 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.<sup>16</sup> In addition, there is no separate mechanism to keep a record of SGBV cases that are related to the conflict. Hence, isolated data of SGBV cases pertaining to the time of the conflict in Dhading is not available.

Ms. 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 more persistence and have been working relentlessly with the Women and Children Welfare department, the District Administration Office, the police, 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.

## 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 District Coordination Committee 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. Lack of fund available to host meetings and to promote NAP, as well as lack of effective coordination amongst the agency heads and lack of effective leadership of the convener of the DCC are reasons behind the lackluster promotion of the NAP.<sup>17</sup>

Most of the trainings in the recent days are conducted by civil society in Dhading. The District coordination committee 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 level usually attracted more women than

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<sup>16</sup> Conversations with Focus Nepal in Dhading.

<sup>17</sup> Conversations with the District Administration Office in Dhading.

men. Responses of the trainings usually include appreciation and awareness related to the resolutions. 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 see their issues being resolved.

Most of the people in Dhading use Nepali as the primary language, which means there is minimal need to translate the guidelines of the NAP in other languages. The implementing agencies mention using the local newspapers, and local radio stations to promote the NAP as well their respective programs under that come 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 funding available through the MoPR. However, they have internalized the need to promote the NAP and hence include a chapter or session on the NAP in any other programs, trainings and workshops that they conduct in the district.<sup>18</sup>

There are many opportunities for the DCC to be active and promote the NAP. Despite the activities, there has not been much increase in participation of women in leadership roles and activities. Similar to 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.

- 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 concluded training programs in sewing, mobile fixing training, computer training, Dhaka weaving, and beautician training for 60 participants. The participants were chosen through a rigorous process which required completing an application, interviews and consultation regarding the training program that the women were interested in. Since the programs were implemented 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.

Albeit the various provisions that are made 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.

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<sup>18</sup> Conversations with MoWCSW.

Also, provided availability of funds, the Board has mentioned providing additional support and programs as requested by the women in the future.<sup>19</sup>

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 the agency in Kathmandu. Each of the 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. SO far that is not happening and all the data is being sent to the respective ministries, if they are sent. The information and reports do not continue 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, funded by MoPR, 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, 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 has not been successfully realized yet. The mechanism is in place but has not been effective given the lack of 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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<sup>19</sup> Conversations with the Small and Cottage Industries Development Board, Dhading and Kathmandu

## 4. MOVING FORWARD

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 was prevalent and seemed to be the reason behind the lackluster implementation of the NAP.

This recommendation calls to strengthen the coordination mechanism of the Ministry of Peace and Reconstruction 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 District Coordination Committee 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. Although MoPR sends regular information regarding the NAP, given the political hierarchy in Nepal, the direction must come directly from MoHA. MoPR has an important role to ensure that each individual agency are sharing and disseminating the information that has been accepted at the ministerial level to their district level counterparts.

- 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.
- 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. Mobilize 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. 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 District Administration Office 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 tasks such as awareness campaigns for the NAP at the district and village level. The Gender Unit, the primary agent responsible for the monitoring and evaluation of the NAP will also be able to 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 are extremely active in this regards, however, lack of appropriate funds and direction from the Convener, 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 they five pillar of the NAP is effectively and efficiently implemented at the grassroots level.

## 5. 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.<sup>20</sup> 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 at 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 the current political situation of the country where the nation is struggling to unite to draft the 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 effectively implement 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 many potentials 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.

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<sup>20</sup> "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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