

EU Support to Enhance the Capacity of the Ministry of Peace and Reconstruction with a Specific Focus on the Peace Fund Secretariat in Nepal

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MAPPING OF CPA AND CURRENT PROJECTS/PROGRAMS SUPPORTING ITS IMPLEMENTATION

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Disclaimer

The findings of the report are based on the data/information provided by the organisations participating in this project. The findings, interpretation and conclusions expressed in this report are the sole responsibility of the authors and do not necessarily reflect the views of the European Union or the Government of Nepal.

ABBREVIATION

ADB	Asian Development Bank
ADRA	Adventist Development and Relief Agency
AMAA	Agreement on Monitoring Arms and Armies
APF	Armed Police Force
ASIC	Action for Social Inclusion of Children Affected by Armed Conflict in Nepal
AVRSCS	Armed Violence Reduction and Strengthening Community Security
BASE	Backward Society Education
BPKIHS	BP Koirala Institute of Health Sciences
CA	Constituent Assembly
CAAFAG	Children Associated with Armed Groups and Armed Forces
CAW&Gs	Affected Women and Girls
CDS	Creative Development Society
CIP	Community Irrigation Project
CMIASP	Community Managed Irrigated Agriculture Sector Project
CPA	Comprehensive Peace Accord
CPN	Communist Party of Nepal
CSO	Civil Society Organizations
CVICT	Center for Victim of Torture
CWCN	Child Watabaran Center Nepal
CWIN-Nepal	Child Workers in Nepal Concerned Centre
DADO	District Agriculture Development Office
DAO	District Administration Office
DDC	District Development Committee
DFID	Department of International Development
DHS	Dalit Help Society
DLSO	District Livestock Support Office
DOLIDAR	Department of Local Infrastructure Development and Agriculture Roads
DP	Development Partner
DRILP-AF	Decentralized Rural Infrastructure and Livelihood Project-Additional Financing
DUDBC	Department of Urban Development and Building Construction
ECN	Election Commission, Nepal
ECoAWG	Enhancing Capacity of Conflict Affected Women and Girls for Gainful Employment and Enterprise Development
EDS	Environment Development Society
ESP	Enabling State Programme (ESP)
EU	European Union
FFEP	Food for Education Project
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoN	Government of Nepal
GRRSP	Gender Responsive Recovery for Sustainable Peace

HIMALI	High Mountain Agribusiness and Livelihood Improvement
IA	International Alert
ICTJ	International Center for Transitional Justice
IDA	International Development Association
IDPs	Internally Displaced Persons
ILO	International Labour Organization
JMCC	Joint Monitoring Coordination Committee
LDTA	Local Development Training Academy
LPC	Local Peace Committee
LTTE	Liberation Tigers of Tarai Eelam
MoAD	Ministry of Agricultural Development
MoD	Ministry of Defence
MoE	Ministry of Education
MoFALD	Ministry of Federal Affairs & Local Development
MoHA	Ministry of Home Affairs
MoHP	Ministry of Health and Population
MoI	Ministry of Industry
MoLE	Ministry of Labour and Employment
MoLJPA	Ministry of Law, Justice, Constituent Assembly and Parliamentary Affairs
MoLRM	Ministry of Land Reform and Management
MoPR	Ministry of Peace and Reconstruction
MoWCSW	Ministry of Women, Children and Social Welfare
NAP	National Action Plan
NASC	Nepal Administrative Staff College
NDI	National Democratic Institute
NFDIN	National Foundation for Development of Indigenous Nationalities
NFEC	Non-Formal Education Centre
NHRAP	National Human Rights Action Plan
NHRC	National Human Rights Commission
NID	National Investigation Department
NNDSWO	Nepal National Dalit Social Welfare Organization
NP	Nepal Police
NPTF	Nepal Peace Trust Fund
NSSA	Nepal Social Service Association
NWC	National Women Commission
OBC	(Nepal) Other Backward Class (OBC)
OHCHR	High Commissioner for Human Rights
OPMCM	Office of the Prime Minister and Council Minister
PFS	Peace Fund Secretariat
PLA	People's Liberation Army
POWER	Promoting Ownership for Women's Empowerment and Recovery
PROGRESS	Promoting Gender Responsive Security Sector: Towards Implementation of UNSCRs 1325 and 1820

RISMFP	Raising Income for Small and Medium Farmers Project
SBCBN	Support to Participatory Constitution Building in Nepal
SCSIRMC	Special Committee on the Supervision, Integration and Rehabilitation of NCP (M) Maoist Army Combatants
SDP	Skill Development Project
SEP	Skill for Employment Project
SESDEC	Sustainable Enterprise and Social Development Center
SIDS	Sindhuli Integrated Development Service
SoRDeC	Social Welfare Resource Development Centre
SPPELP	Strengthen Political Parties, Electoral and Legislative Process
SSA	Samajik Samanata Abhiyan
STEP	Support to Election Project
STPP	Support of Measures to Strengthen the Peace Process
TCN	Training Centre Nepal
TRC	Truth and Reconciliation Commission
UCPN	United Communist Party of Nepal
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations Security Council Resolutions
UNICEF	United Nations Children Fund
UNIRP	UN Interagency Rehabilitation Programme
UNMIN	United Nations Mission in Nepal
UNOHCHR	United Nations High Commissioner for Human Rights
UNPFN	United Nations Peace Fund for Nepal
UNSCR	United Nations Security Council Resolution
UNWFP	UN World Food Programme
USAID	US Agency for International Development
VDC	Village Development Committee
VMLR	Verified Minor and Late Recruits
VRS	Voluntary Retirement Scheme
WHR	Women for Human Rights, Single Women Group
WOREC	Women Rehabilitation Centre

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EXECUTIVE SUMMARY

1. Study scope and outputs

The scope of this study is to carry out mapping of two key aspects of peace process: the areas of priority interventions envisaged by Comprehensive Peace Accord (CPA) and subsequent peace agreements with different political parties as well as groups, and secondly, recent peacebuilding projects supported by NPTF and key development partners (DP)¹. The study is carried out to contribute to developing a single big picture of the peace process priorities and the initiatives that were supported to meet the commitments set out by CPA and other agreements.

The study has been able to review the CPA and other peace agreements and summarise their key areas and elements of priority, connect them with the series of peace-related policies, initiatives, public service delivery mechanisms and projects supported by the government, NPTF and DPs, and provide an overview of focus and gaps of peace projects. With the extent of information available through this Study, the Study can contribute to better understanding of the level of focus or gaps in responding to the peace agreements with peace projects.

2. Key findings and conclusions

2.1 The main peacebuilding elements shared by the CPA with subsequent agreements have received nation-wide focus and concerted peace debates. However, some gaps and challenges remain in addressing these issues as highlighted in the Table A below.

2.2 The mapping is carried out by identifying nine key elements of the CPA. The initiatives and projects to support the peace process have mostly followed the priorities of the CPA and other agreements. The following provides an overview of the level of peace support activities and shared gaps in DP-funded projects and Government of Nepal (GoN)-funded programs.

2.2.1. Development Partner (DP)-funded projects

The total budget of selected 104 projects included in this study is about NPR 74 billion² (Table B). Allocation of funding to a specific focus area is a reflection of a priority being given to that area. For example, the election to the CA II has been the main focus of funding in the projects under study, while support to the CAP and security and justice has continued to be other priorities.

The DP-funded projects cover all nine key elements of CPA as described below:

- **Elections:** Free and fair election to the CA and drafting of a new constitution has been the focus of CPA and other agreements. The primary focus of funding³ has been on CA II

¹ The projects covered for mapping are subject to some criteria specified in the Report.

² This is an indicative figure only. The project budget/funds as received are reported in different currencies and an absolute figure is limited by exchange rate variations for projects having widely varying implementation timeframe.

³ The figures in percentages are for illustrative purposes only. Almost all the projects share a large number of activities relating to human rights, inclusion, and participation that are truly cross-cutting in nature. The figures also do not necessarily add up to 100.

elections. It has received a funding of 25%. As part of the election process, issues of citizenship and voter registration have been addressed, though the issue of citizenship still remains unresolved with many marginalised communities still deprived of citizenship.

Though the elections to the CA have been accomplished, local bodies have been without elected representatives since 2002. It is important to hold local elections to ensure representation and participation in the decision-making process at the local level.

- **State restructuring:** State restructuring has been agreed and claimed as one of the ways to resolve the issues of development and access to rights of the communities. During the first CA, a State Restructuring Commission was formed; however, it failed to come up with a model acceptable to all. This shows the contentious nature of state restructuring and the need to come to a common understanding on what can be achieved. There have not been any concrete initiatives on resolving the issues of state restructuring.
- **Social inclusion and representation, rights of women and children:** These issues have been raised by the CPA and other agreements to redress structural exclusions. There have been policy-level changes to ensure inclusion and representation in the government machinery; the outcome of this measure will be visible in the long run. In the peace support projects, these issues are cross-cutting and common to all of the initiatives. About 7% of the total budget has been expended on projects with a more particular focus on the issues of social inclusion and representation.
- **Socio-economic reintegration and rehabilitation:** Socio-economic reintegration of IDPs/CAP, including former Maoist combatants, has been identified as one of the key elements of the peace process. The focus on conflict-affected people (CAP) has been a continued priority for a large number of projects. It has received a funding of 12%. Projects to support post-conflict transition and CAP still remains weak and inadequate.
- **Transitional Justice:** The CPA envisaged among other mechanisms the formation of Truth and Reconciliation Commission (TRC) and the Commission for Investigation of the Disappeared are in the process of formation. The legislature-parliament has passed a bill on Truth and Reconciliation Commission (TRC) and a Commission of Inquiry on Enforced Disappearances (COID) on April 23, 2014.

The delay in formation of the commissions has failed to bring closure to the CAPs. It will be important to establish whether there is popular support for TRC, especially among ordinary survivors⁴ and the legitimacy of such a commission⁵. The commissions will also have to meet international standards of justice. The absence of progress on transitional justice (particularly the Commissions on Truth and Reconciliation and the Disappeared) is reflected by low level of project initiatives and associated support activities.

⁴ <http://www.usip.org/sites/default/files/sr130.pdf>

⁵ <http://scholarship.law.duke.edu/cgi/viewcontent.cgi?article=1522&context=lcp>

- **Land reform:** A Study and Recommendation Commission for Scientific Land Reform was conceived of in the CPA to address the issue of land management and access to land to the landless. Such a commission has not been formed yet. This failure to form a commission risks losing public confidence in such a process.⁶
- **Socio-economic services:** As part of the socio-economic transformation, it has been important to transform the socio-economic relations and is one of the main components of the CPA. Improved access to socio-economic services in targeted poor geographical pockets of the country has been an area of priority of peace building projects. It has received a funding of 20%. Continued investment will be needed to give a sense of inclusion in the nation- and peace-building process.
- **Security and Justice:** It is essential for the police to be visible and engage with the public to provide a sense of security and justice, particularly in light of the destroyed police units and their pull-back and withdrawal during the conflict period. Improved security and justice⁷ has been a high priority of projects in moving towards peace process. It has received a funding of 16.5%. More than 50% of police units destroyed during the conflict are yet to be reconstructed.
- **Peacebuilding capacities:** Building local-level capacities for peacebuilding and dispute settlement at the local level is one of the components of CPA. Measures to strengthen local level peacebuilding and conflict prevention capacities also figure prominently in allocation of projects. It has received a funding of 13%. It will be the main instrument to normalise the situation until a desirable socio-economic transformation has been achieved through state restructuring.

2.2.2. GoN-funded programs

The total budget of five peace building programs funded by GoN is approximately NPR 13.5 billion (Table B).

The GoN-funded programs cover three key elements of the CPA as summarized below:

- **Socio-economic services:** The GoN has accorded the highest priority by allocating 76% of the total peacebuilding budget to socio-economic services including reconstruction and rehabilitation of physical infrastructures destroyed during the conflict period and implementation of development program for sustainable peace. This collectively contributes towards socio-economic development through implementation of a total of 957 projects.
- **Socio-economic reintegration and rehabilitation:** Providing support to conflict-affected groups (deceased persons, IDPs and families of disappeared persons) for their socio-economic reintegration and rehabilitation has been an area of priority for the GoN. A funding of 21% of the total peacebuilding budget has been devoted to this area to contribute to peacebuilding.

⁶ http://www.landcoalition.org/sites/default/files/publication/797/nepal_law_book.pdf

⁷ This does not refer to transitional justice.

- **Peacebuilding capacities:** Efforts to strengthen local-level peacebuilding capacities has received a funding of 3% of the total budget. The focus is mainly concentrated on formation of 4700 village level Local Peace Committees (LPC) including enhancing their capacity through trainings and technical support.

2.3 Geographical distribution of project focus

DP-funded projects: A pattern is visible in geographical focus of the projects. The focus on poverty reduction, inclusion, and participation is largely targeted to the far- and mid-western hill and mountain districts. Peace promotion and conflict mitigation projects have mainly covered the eastern and mid-western hill districts and the Terai region.

GoN-funded programs: A single program (Special Program for Conflict Affected Area) has been focussed on highly conflict affected districts of Mid-western and Far- western region and Chitwan. However, no such geographical focus is noted for other four programs that are implemented throughout the country.

Table A: Brief Summary of the CPA and Related Agreements⁸

S. No.	Key components of Peace Agreements	Activities of components	Peace Initiatives (Political or Project responses)	Status/gaps
1	• Elections	• Free and fair elections to the CA	• There have been many initiatives ranging from amendment of the constitution, citizenship distribution, voter registration, and election-focused support.	• The CA I election was held on 10 April 2008 after being postponed twice. • The CA I failed to draft a constitution despite repeated extension of its mandate with the last one set for 27 May 2012. • The CA II election was held on 19 November.
		• Constitution-drafting	• Many initiatives from the CA Secretariat itself and other initiatives from funding partners to make the process more participatory.	• The provisions of the constitution also have to comply with numerous international conventions that GoN has signed.
2	• State restructuring	• Formation of a State Restructuring Commission to recommend a model of restructuring Nepal into a federal state(s) • Representation of Federal Limbuwan State Council in any future State Restructuring commission.	• A commission was formed during the CA I. It failed to come up with a common model acceptable to all. Two reports with recommendations were produced.	• The failure of the State Restructuring Commission in the CA I highlights the complexity and sensitivity of the issue. Many issues, such as the bases for restructuring and/or ethnic or multicultural model, remain to be sorted out. There have not been any concrete initiatives on resolving the issues of state restructuring.
3	• Social inclusion and representation, rights of women and children	• Amendment of the Constitution and enactment of laws and policies	• Constitutional amendments to reflect these issues and provision to make the government machinery representative. • Cross-cutting issues, common to all initiatives.	• Achievements are yet to reflect meaningful participation of the excluded groups in key processes and institutions.
4	• Socio-economic reintegration and rehabilitation	• Socio-economic reintegration of IDPs/CAP (including former Maoist combatants)	• Key priorities of a large number of peace projects.	• Projects to support post-conflict transition and CAP still appear weak and inadequate in meeting local level needs and aspirations.
5	• Transitional Justice	• Formations of Truth and Reconciliation Commission (TRC) and the Commission of Inquiry on Enforced Disappearances (COID)	• A bill for formation of these two commissions has been tabled and passed in the CA (legislature-parliament).	• The delay in formation of the commissions has failed to bring closure to the CAPs. The commissions will have to meet international standards and gain legitimacy in the eyes of the victims. • The absence of progress on transitional justice is reflected by low level of project initiatives and associated support activities.
6	• Land reform	• A Study and Recommendation Commission for Scientific Land Reform	• No such commission formed yet.	• A key issue that is both symbolic and required. • This failure to form a commission risks losing public confidence in such a process.
7	• Access to socio-economic services	• Access to government services and economic opportunities including through reconstructed infrastructures	• Many projects targeting poor geographical pockets of the country has been an area of priority of peace building projects	• Continued investment will be needed to give a sense of inclusion in the nation- and peace-building process.
8	• Improved security and justice	• Visibility and engagement of police in the community	• Reconstruction of destroyed police units	• Less than half of the destroyed police units have been reconstructed.
9	• Peacebuilding capacities	• Measures to strengthen local level peacebuilding, conflict prevention	• LPCs, mediation initiatives, collaborative development projects	• It will be the main instrument to normalise the situation until a desirable socio-economic transformation has been achieved through state restructuring.

⁸ Please refer to Annex 3 for details.

Table B: Number of programs/projects and funding (in NPR million) from DPs and GoN for each focus area

S.N	Area of focus	Projects/programs		Budget		Development Partner and GoN (NPR in million) (Approximate)														
		Number	%	Amount (NPR in million)	%	NPTF	Multiple DPs	UN (UNPFN, UNDP, UNWFP)	Germany / GIZ	USAID	World Bank	EU	Embassy of Denmark	DFID	Norway	Switzerland	ADB	Finland	Unknown DP	GoN
1	Peacebuilding	21	19.3	3198	3.6	396	565	1002	24	327		31				389			116	348
2	Election	11	10.1	18151	20.7	8341	2183	12		2270			116	5200	29					
3	Land Reform	1	0.9	121	0.1			121												
4	Security and Justice	11	10.1	12260	14.0	2399	2948	56				31	176	6650						
5	Transitional Justice	3	2.8	137	0.2		137													
6	Socio economic Services	14	12.8	28918	32.9	450	8481	893		529							8317			10248
7	Socio-economic reintegration and rehabilitation	15	13.8	15848	18.0	1433	1086	1307			9088	38								2896
8	Social inclusion and representation, rights of women and children	33	30.3	9227	10.5	669	295	579		2381		328		4400	234			341		
Total		109	100	87860	100	13688	15695	3970	24	5507	9088	428	292	16250	263	389	8317	341	116	13492

Table C: Number of programs/projects and total budget (in NPR million) by funding level

S.N	Funding level	Projects		Total Budget	
		Number	%	Amount (NPR in million) (Approximate)	%
1	10-25 Million	19	17.4	2611	3.0
2	25-50 Million	18	16.5	644	0.7
3	50-75 Million	6	5.5	353	0.4
4	75-100 Million	8	7.3	699	0.8
5	more than 100 Million	58	53.2	83553	95.1
Total		109	100	87860	100

CHAPTER 1: INTRODUCTION

1.1 Background and objectives

As Nepal reaches its 8th year since the signing of the CPA, it has been important for Government of Nepal, as well as its key development partners to assess and take stock of the peace process support initiatives. CPA outlines the direction and desired outcome of the peace process, designed to address the issues of the conflict. There are a number of initiatives from a range of funding agencies, including the government of Nepal, being financed concurrently to support the peace process in Nepal. In addition, this range of actors supporting and working in the area of peace process are numerous, and given the wide range of actors and complex nature of the peace process itself, a single big picture of the peace process support initiatives is not evident.

Nepal Peace Trust Fund (NPTF) has played a major role in the implementation of the CPA and supporting the peace process. NPTF is a government-administered Joint Government-Donor instrument set up by the Government of Nepal (GoN) under the Ministry of Peace and Reconstruction (MoPR). NPTF works as a coordinating body for peace-related activities, acts as a funding mechanism for internal and external resources, and monitors the peace process in the implementation of the Comprehensive Peace Accord (CPA) and subsequent related agreements. NPTF is working towards formulation of a new strategy to replace its existing strategic directions and implementation agreement which has expired.

As part of this strategic formulation work, the objective of this assignment is to map the current programmes and projects supporting the implementation of the CPA and the peace process by reviewing the implementation status of key elements of the CPA and subsequent agreements, i.e.,

- 1) status and gaps in meeting the objectives of the CPA and subsequent agreements that still need attention from the government.
- 2) the mapping of the projects supporting the peace process.

The mapping of peace support projects is considered important to orient the next strategic direction for NPTF and to ensure NPTF support is directed towards the right priorities. Furthermore, a single big picture of the peace process support initiatives would assist the NPTF and other partners supporting the peace process coordinate among the large number of the support initiatives from a range of funding agencies, including GoN, and to avoid unnecessary duplication of work. It will further allow identifying gaps in support to the peace process.

This report is prepared for the NPTF strategy formulation task force. It is funded by the EU TA PFS which supports the NPTF and the MoPR on behalf of the donor group.

1.2 Limitations

We consider that the study outputs needs to be seen in a context limited by the following considerations:

- The key areas of analysis for mapping purposes are still evolving. As such, this is a live document with its findings and conclusions being contingent on (new and updated) project information as they become available.
- The study findings are largely based on the information that the funding partners could provide within a limited timeframe provided by the study and those available from secondary sources for the programs supported by the GoN. The collection of this process was deemed to be time-consuming and difficult, but nonetheless information this study actually received has been of significant level.
- Some details of the project information, as received, are considered to be incomplete by the study team. This will be updated or completed in due course of time.
- Given the position of post-conflict status of Nepal and ensuing peace process, almost all the projects of the government as well as the development partners relate to these contexts even though some projects do so only tangentially. The funding agencies are likely to include such projects as peace support projects. The correct demarcation of what constitutes as peace support initiatives presents a challenge. While a consensus on what to include may help, there will always be a floating border where inclusion of projects depends on subjective judgments.
- The data on budget and disbursement is not uniform since they are in different currencies and refer to different timeframes. Therefore, they are used for illustrative purposes only and without citing exact figures in the report. For the ongoing projects, the financial data, especially disbursement ones, is not necessarily the current or the latest one. Instead, it is likely to be from the latest reporting period only.
- The study covered only the projects having budget of or above NRs. 10 million, a threshold mutually agreed with EU-TA-PFS. The projects also had to be either ongoing, or completed in the past one year (March 2013), or fully set to commence within a year.

CHAPTER 2: APPROACH AND METHODOLOGY

2.1 Approach

2.1.1 Mapping of CPA and related agreements

The mapping of the CPA and related agreements is a quite extensive process. Given the limitations of timeframe, the study currently focuses on only those issues that are likely to affect the peace process in the future in terms of the propensity and possibility to become a cause to another conflict.

For the mapping of CPA and related agreements, it was agreed that many of the components of the peace agreements had been implemented and/or incorporated in the Interim Constitution through amendments and policy changes. Therefore, along with the content of the agreements, the spirit of the agreements in which they were signed was also important in informing the study.

2.1.2 Programs and projects mapping

While undertaking the mapping of peace projects supporting the peace process, the study adopted the following approach:

- A small group of key stakeholders, consisting of the NPTF, the donors to the NPTF Secretariat, the UNPFS, the EU-TA-PFS was consulted, and their feedback was incorporated in the data collection process and who also agreed to coordinate the data-gathering process.
- A format was agreed for collection of information on DP-funded projects. The form was emailed to the identified bilateral and multilateral funding agencies; the DG secretariat and UNPFS assisted with coordination within their networks. The data collection form also included detailed instructions on filling up the form, including the type of projects (related to supporting the CPA implementation and subsequent peace agreements) the study hoped to cover under this assignment.
- The team followed up with the funding agencies after the forms had been sent to ensure timely and complete data gathering.
- The information on GoN-funded programs was collected through available secondary documents and in consultation with MoPR officials.
- The team worked closely with the client in ensuring that the spirit of the assignment to prepare a peace map was realised through the assignment.
- The study realises that the outputs of this assignment shall be a live document and a database in MS Access that will need to be updated regularly.

2.2 Methodology

2.2.1 Mapping of CPA and related agreements

For mapping of CPA and related agreements, the following methodology was employed.

A combination of content analysis of the agreements and study of developments in the peace process was undertaken. This was expected to provide a picture of the status of the peace agreements, achievements, and gaps in the implementation of the peace process.

The CPA and other agreements are available from the website of the Ministry of Peace and Reconstruction. A list of 49 agreements was drawn, which were felt to be important and representative of the spirit with which these agreements were signed. These were also selected because of their potential to affect the future peace process.

2.2.2 Programs and projects mapping

The mapping of peace initiatives was carried out in different stages.

- a. **Scoping** of the mapping process to determine which projects and initiatives constitute those supporting the peace process and peace-building. For this, the study used, where appropriate, the elements of CPA identified by the perception survey team to be the basis for projects to be included in the mapping process.
- b. **Development of data collection tools:** The study team developed a format (Annex 1) to collect data from various multilateral and bilateral agencies, and relevant government agencies.
- c. **Collection of information involved** circulation of requests to the funding agencies via email for information using an agreed format and fields. Detailed instructions were also shared to ensure consistency of information to be compiled into Project Information Sheets.
- d. The final information is then entered into MS Access Database system. This is expected to be live document to be updated periodically.

2.3 Selection criteria for mapping of programs and projects

The peace-support projects meeting the following criteria are covered by the study:

- a. Those that have a budget of more than Rs. 10 million.
- b. Those that have been completed less than a year ago from the time of this study (i.e., March 2013).
- c. On-going projects.
- d. Those which are likely to start within a year from March 2014, and have all the details for project implementation and whose budgets have been sanctioned.

CHAPTER 3: FINDINGS AND CONCLUSIONS

3.1 Mapping of CPA and related agreements

The findings are organised into two sections covering two different but associated tasks of mapping of the CPA and related agreements and the projects supporting the peace process. The Study recognises that the term *peace process* can have wide interpretations as to its constituents. In order to make the mapping process objective, the Study puts the CPA and subsequent agreements (referred to as Peace Agreements hereafter) central to the peace process.

The response to the CPA is seen to be provided through the peace projects, both from within and outside the NPTF.

This section below provides the findings of the peace process mapping exercise with focus on the CPA and subsequent agreements.

Except for the agreements and understandings with the armed groups, the agreements reviewed here are with and among national political parties, regional parties, civil society organisations, and joint groups.

3.1.1 Key elements of the Peace Agreements and their status

The peace agreements have a range of common issues and shared priorities. These agreements broadly seek a conclusion to the conflict or animosity and assurance from the Government in addressing the root causes of the conflict.

In order to map the peace agreements, it is first necessary to identify and articulate the key elements or areas of focus of these agreements. While there are obviously different approaches to doing this, the Study proposes nine areas of focus as listed below and lists the study findings in those areas as follows:

a. Elections

- Election to the Constituent Assembly to draft a new constitution to consolidate the achievements of the past and to ensure an inclusive society was one of the major components of the CPA.
- Two successful elections to the Constituent Assembly that were acknowledged to be free and fair and widely participated is indicative of the effectiveness of projects supporting these processes.
- The failure to draft a constitution during the first CA highlights entrenched positions of the parties and stakeholders in the process. This was especially evident in the formation and outcome of the State Restructuring Commission.
- Though the elections to the CA have been accomplished, local bodies have been without elected representatives since 2002. It is important to hold local elections to ensure representation and participation in the decision-making process at the local level.

b. State restructuring

- The CPA and subsequent agreements envisaged a change from a unitary structure to a federal system of governance to guarantee development in all regions.
- State restructuring has been a major issue and demand of all the stakeholders. The failure of the State Restructuring Commission to come up with a model acceptable to all stakeholders underlines the importance and sensitivity of such an exercise.

c. Social inclusion and representation, rights of women and children

- The issue of social inclusion is central to all of the Peace Agreements.
- Social inclusion of the marginalised and excluded is considered to be essential to address inequality in society. Inclusion is to promote and enable meaningful participation, especially in decision-making processes which will directly affect the lives of the excluded communities.
- Rights and issues of indigenous people, women, and children are highlighted in the Agreements to address their exclusion from mainstream development discourse and activities. The government is committed to implementing various international instruments on indigenous people and women.
- The achievements are yet to reflect in meaningful participation of the excluded groups in key processes and institutions.

d. Socio-economic reintegration and rehabilitation

- The reintegration of former Maoist combatants in the Nepal Army and society has been largely successful. Though problems of complete rehabilitation back in society remains, the process is underway and it can be expected to achieve its aim of rehabilitating not only the former Maoist combatants but also other conflict-affected people.

e. Transitional justice

- The commissions envisaged in the CPA including the Truth and Reconciliation Commission and the Commission for Investigation of the Disappeared are in the process of formation. The CA (legislature-parliament) has passed a bill on formation of Truth and Reconciliation Commission (TRC) and a Commission of Inquiry on Enforced Disappearances (COID) on April 23, 2014.

f. Land reform

- Land reform continues to be an unresolved agenda. A scientific land reform policy will address the issue of land management and provide access to land to the landless. Thus land reform assumes both symbolic significance in terms of redistribution of land from the large landholders and also the much-needed land to the landless. Such a commission has not yet

been formed. This failure to form a commission risks losing public confidence in such a process.⁹

g. Socio-economic services

- People should have easy access to government services that have always been limited in many remote regions. Along with access to government services, access to economic opportunities is essential to achieve socio-economic transformation of society. Continued investment will be needed to mainstream inclusion in the peace-building process.

h. Security and justice

- It is essential for the public to feel a sense of security after the end of hostilities. The strengthened police presence in the community is found to increase perception of being secure and in addressing local disputes. However, more than 50% of the police units destroyed during the conflict are yet to be reconstructed.

i. Peacebuilding capacities

- Mechanisms to deal with local disputes and peace promotion at local level are priority of all peace agreements.
- A range of peacebuilding projects support local mediation, Local Peace Committees, and youth engagements at local level.
- These projects support dialogue, collaboration and cooperation at the local level.
- These local peacebuilding initiatives contribute to normalising the potentially conflicting situation until a desirable socio-economic transformation has been achieved through state restructuring.

Findings indicate that, at a broader level, most of the above key peacebuilding areas, with exception on land reform and transitional justice, are fairly in advanced stage. The recent developments with respect to formation of TRC and COID is likely to shape the next stage of peace process following major breakthrough achieved after the integration of the ex-combatants into the Nepal Army.

3.2 Programs and projects mapping

This section presents the findings of the mapping of the projects and programs supporting the peace process. In doing so, we note that DPs or the Government have funded different types of initiatives, with only very negligible overlap of funding. Moreover, DP funded initiatives are usually projects with limited geographical and support coverage while those -funded by the GoN are programs (except for one initiative, EPSP). Owing to the different characteristics summarised in the table 1 below, this study has carried out the analysis separately.

⁹ http://www.landcoalition.org/sites/default/files/publication/797/nepal_law_book.pdf

Table 1: Difference between DP-funded projects and GoN-funded programs

	DP funded projects	GoN funded programs
Duration	Fixed duration and comparatively shorter project period	Open and long-term except for EPSP [jointly funded initiatives with International Development Association (IDA)]
Budget	Fixed budget to cover project activities	*Budget is allocated or available on fiscal year basis *Budget provided is total amount as of FY 2013/14
Scope	*Single project *Not likely to change during project's life	*Collection of projects *Likely to change during the life cycle of project

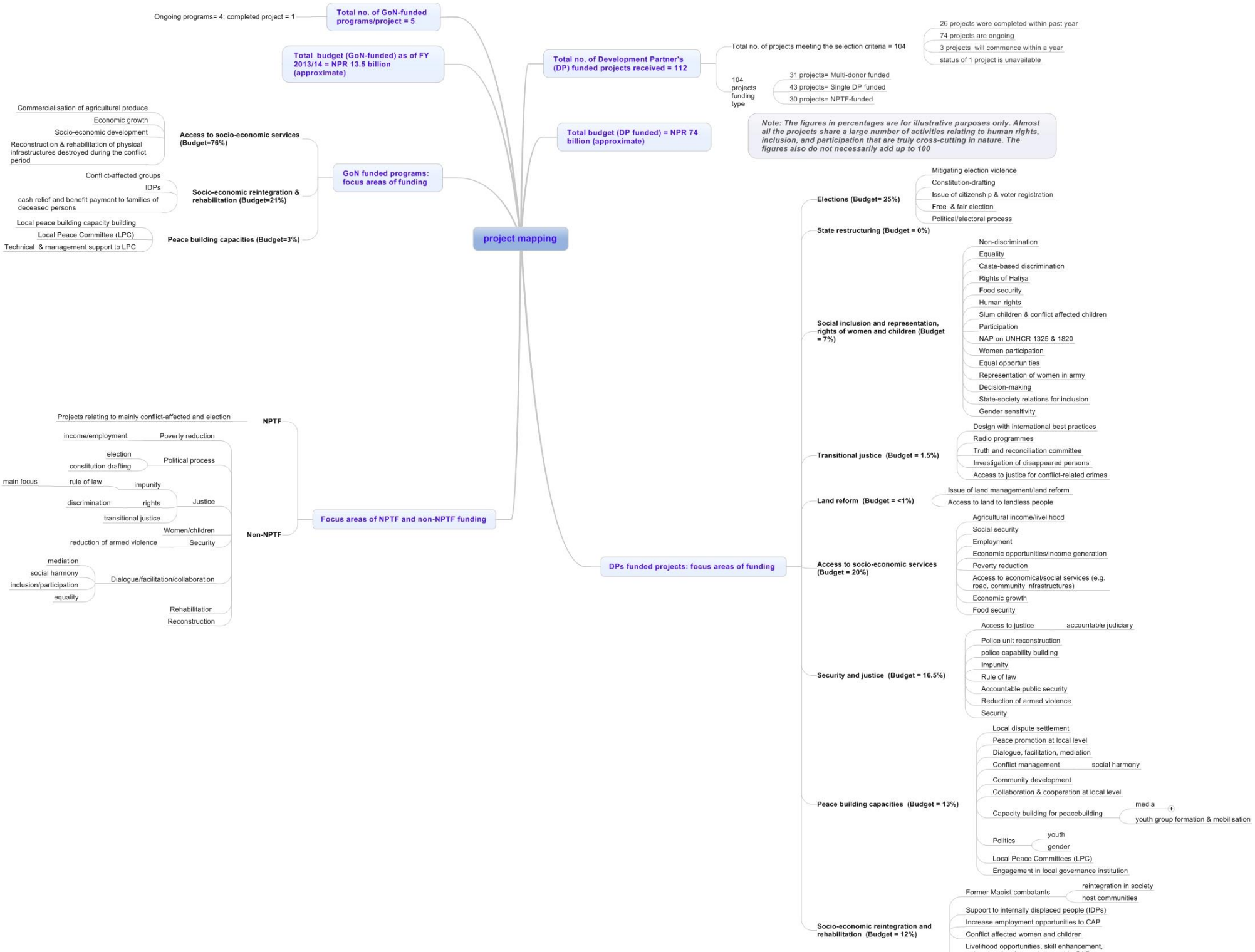
Separated analysis would allow a better understanding of the priority areas as well as outcomes from DP investment as well as that of the Government.

As mentioned earlier, the mapping is based on the projects within the agreed framework (see Section 2.3) and funded within or outside the NPTF.

3.2.1 Overview of coverage of projects and programs

The figure below gives an overview of coverage of DP-funded projects and GoN-funded programs/projects in terms of

- a. status of the collected information (eg. total number of projects/programs collected, their ongoing and completed status, project funding type etc);
- b. nine focus areas of funding and peace supported activities covered by each focus area; and
- c. focus areas of NPTF and non-NPTF funded projects



3.2.2 Status of information collection

A. Development Partner (DP)-funded projects

All the 112 projects received by 11th April are included in this study¹⁰. Out of the 112 projects on which information was received, a few did not fall within the selection criteria of the study and two were from the same multi-donor-funded project that were received from different agencies. As a result, the number of projects finally taken up for mapping is 104.

An overall implementation status of 104 projects is as follows:

- 26 projects were completed within the past year (March 2013).
- 74 are ongoing projects,
- 3 have been approved and/or agreement signing process is underway for work to commence within a year.
- The status of one project is not available.
- 31 projects were multi-donor-funded projects
- 43 were single-donor-funded projects
- 30 were NPTF-funded projects

B. GoN-funded programs

Out of five programs, four are ongoing and do not have any specific date of completion while one (i.e. EPSP), which is jointly funded by IDA, was completed in June 2014.

3.2.3 Project/Program mapping

The study highlights the following for the peacebuilding projects:

- a. The level of funding to the following areas:
 - i) Free and fair CA election II, including voter registration and preparation for local elections.
 - ii) Improved access to socio-economic services
 - iii) Improved security and justice
 - iv) Support to conflict-affected people
 - v) Strengthening local-level peacebuilding capacities and conflict prevention
 - vi) Crosscutting areas of social inclusion and representation
 - vii) Transitional justice mechanisms
- b. Areas of priority for support given by NPTF and non-NPTF projects.
- c. Overall impressions arising from review of projects.

With substantial level of information on the projects now available, the areas of mapping can be gradually extended to cover additional projects supporting peacebuilding in Nepal.

¹⁰ The Study could not include for mapping additional 19 projects received soon after the stipulated timeframe.

3.2.4 Focus areas of funding

A. DP-funded projects

The total budget of selected 104 projects included in this study is about NPR 74 billion¹¹. Allocation of funding to a specific focus area is a reflection of a priority being given to that area. These are summarized in table 2 and 3 overleaf. The table 2 provides number of projects and funding (in NPR million) from various DPs for each focus area. Similarly, table 3 provides number of projects and total budget (in NPR million) by funding level.

Accordingly, we note relative funding levels assigned (in percentage) to different peacebuilding areas as follows:

a. The primary focus of funding¹² has been on CA II elections

- Nearly 25% of the total budgeted amount¹³ is spent on CA II election.
- Extensive support to voter registration process allowed large populations nationwide to register and seek free and fair elections and exercise rights of every citizen to vote.

b. Improved access to socio-economic services in targeted poor geographical pockets of the country has been an area of priority of peacebuilding projects.

- The focus areas are agriculture-based income and income generation through skill development leading to overall livelihoods improvement as the main objectives.
- The mid- and far-western regions of the country that constitute mostly remote and poor regions with deprived communities are covered under these projects.
- Budget spent on this is noted to be 20% of the total budget.
- Multilateral funding agencies such as ADB and bilateral partners such as DFID have supported development-oriented large scale projects such as CIP, DRILP, RAP etc to contribute to peacebuilding.

c. Improved security and justice¹⁴ has been a high priority of projects in moving towards peace process.

- Access to justice and accountable judiciary received about 16.5% of total budget.
- The focus on justice is reflected in projects supporting an accountable judiciary and improved rule of law contributing to ending culture of impunity. Some projects are helping to build capability of the judicial system actors and the Nepal Police.
- Reconstruction and upgrading of infrastructures used by security agencies are receiving significant level of investment. This ranges from upgrading the laboratory facilities to the reconstruction of destroyed police units.

¹¹ This is an indicative figure only. The project budget/funds as received are reported in different currencies and an absolute figure is limited by exchange rate variations for projects having widely varying implementation timeframe.

¹² The figures in percentages are for illustrative purposes only. Almost all the projects share a large number of activities relating to human rights, inclusion, and participation that are truly cross-cutting in nature. The figures also do not necessarily add up to 100.

¹³ This figure refers to the total funding amount for projects under mapping.

¹⁴ This does not refer to transitional justice.

- Reconstruction of police units across the country, mostly in rural and remote villages as well as emerging towns, has received a significant level of funding over the past years. The outcome of this investment has been highly visible and effective in re-establishing a sense of security among the communities¹⁵.

d. The focus on conflict-affected people (CAP) has been a continued priority for a large number of projects.

- The projects on conflict-affected people received about 12% of the total expenditure.
- These include projects to reintegrate the ex-combatants into society, support to internally displaced people (IDPs), increase employment opportunities for CAP through injection of skills and seed money for enterprise development, and provide livelihood sustenance opportunities.
- There has been significant focus on women and children affected by the conflict.

e. Measures to strengthen local level peacebuilding and conflict prevention also figures prominently in allocation of projects.

- Projects covering these areas comprise around 13% of the total budget.
- Inclusion and representation of the marginalised, poor, women in all spheres of government institutions and in engaging them at decision-making level for development processes have been the key priorities of these projects.
- Local-level peacebuilding has been primarily focusing on Local Peace Committee strengthening, local mediation capacity building and inclusive youth group formation and mobilisation in peacebuilding, engagement in local governance institution building and community development processes.

f. Crosscutting areas of social inclusion and representation have received some projects dedicated to addressing known gaps.

- About 7% of the total budget has been focused on projects addressing the issues of social inclusion and representation.

g. The absence of progress on transitional justice (particularly the Commissions on Truth and Reconciliation and the Disappeared) is reflected by low level of project initiatives and associated support activities.

- The focus on transitional justice mechanisms has received about 1.5% of the total budget.
- This reflects the absence of the commissions on truth and reconciliation and the disappeared, which would have required substantial support in building conducive environment for such process to take place.

I. Geographical distribution and pattern of funding of projects

¹⁵ Third Party Outcome Monitoring Reports, Scott Wilson Nepal.

- A pattern is visible in geographical focus of the projects. Far-western and mid-western hill and mountain districts have been the focus of poverty reduction and inclusion projects.
- On the other hand, the issues of human rights, inclusion, participation, and reintegration and rehabilitation of the conflict-affected people cover the whole nation. Some targeted geographical areas in remote and disadvantaged areas have received focus in implementing livelihoods improvement projects.
- Peace promotion and conflict mitigation projects have mainly covered the eastern and mid-western hill districts and the Terai region.
- About 25% of the projects are targeted at the national and/or central level. These projects aim at implementation of policy-level processes such as election or support for constitution-drafting and human rights. In fiscal terms, these projects disbursed about 45% of total budget, with large share and number of projects being predominantly election related.

II. Focus areas in NPTF and non-NPTF

a. NPTF and non-NPTF projects share common areas of funding but also have their own priority areas for support.

- NPTF-funded projects have a total of about 19% share of the total expenditure. NPTF-funded projects have mainly tended to focus directly on the consequences of the conflict and their mitigation. These projects are focused on reintegration and rehabilitation of conflict-affected people, including the former Maoist combatants and those disabled during the conflict. Another focus of NPTF-funded projects has been the CA II election, including voter registration and conducting a free and fair election.
- Non-NPTF-funded projects are also aligned towards the rehabilitation of the conflict-affected people and the CA elections. The cross-cutting issues of human rights, inclusion, and participation is reflected in all the project goals. One of the main areas of priority is in poverty reduction and livelihood and income generation areas. The other emphasis is on the importance of political process, elections, and constitution-drafting.
- Non-NPTF-funded projects have additionally worked on access to justice with rule of law being the main focus area and end to impunity. This also relates to the transitional justice issues, with respect to the internationally accepted standards.
- The other focus of non-NPTF projects is also on conflict prevention activities. These projects work on conflict prevention measures such as mediation skills, emphasizing holding dialogues, and collaborating for local development. Security and justice and conflict-prevention are predominantly covered by these projects.

III. General observations

A review of the projects and their mapping also shows some trends, patterns as well as gaps in the design and distribution of projects across key areas of support to realise CPA objectives. These broadly are:

a. Projects to support post-conflict transition and CAP still remain weak and inadequate.

- The focus on political processes such as the election to the Constituent Assembly and drafting of the constitution has received significant level of resources.
- Though the number of projects and resources devoted to the conflict-affected people is high, the outcomes from these projects remain inadequate¹⁶.
- Support to the victims of the conflict and parties to the conflict in terms of psychosocial counselling also remains weak.
- Reintegration of conflict-affected people into society has been difficult in the absence of concrete activities to support employment, livelihoods, and sense of security.

b. Works on transitional justice have mainly been to generate awareness while there remains a need for political process to take this forward.

- The issue of transitional justice remains a sensitive topic, tied as it is to the political process and the outcome of which depends largely on the willingness of the political actors to engage in such process.
- Move towards transitional justice is deemed to be a priority of the people affected by conflict for closure of the conflict period issues¹⁷.
- The low number of projects and resources on transitional justice is indicative of the absence of political processes towards reconciliation.

¹⁶ Reports, Third Party Monitoring of NPTF

¹⁷ Ibid.

Table 2: Number of projects and funding (in NPR Million) from different DPs for each focus area

S.N	Area of focus	Projects/programs		Budget		Development Partner and GoN (NPR in million) (Approximate)													
		Number	%	Amount (NPR in million)	%	NPTF	Multiple DPs	UN (UNPFN, UNDP, UNWFP)	Germany/ GIZ	USAID	World Bank	EU	Embassy of Denmark	DFID	Norway	Switzerland	ADB	Finland	Unknown DP
1	Peacebuilding	20	19.2	2850	3.8	396	565	1002	24	327		31				389			116
2	Election	11	10.6	18151	24.4	8341	2183	12		2270			116	5200	29				
3	Land Reform	1	1.0	121	0.2			121											
4	Security and Justice	11	10.6	12260	16.5	2399	2948	56				31	176	6650					
5	Transitional Justice	3	2.9	137	0.2		137												
6	Socio economic Services	11	10.6	18670	25.1	450	8481	893		529							8317		
7	Socio-economic reintegration and rehabilitation	14	13.5	12952	17.4	1433	1086	1307			9088	38							
8	Social inclusion and representation, rights of women and children	33	31.7	9227	12.4	669	295	579		2381		328		4400	234			341	
Total		104	100	74368	100	13688	15695	3970	24	5507	9088	428	292	16250	263	389	8317	341	116

Table 3: Number of projects and total budget (in NPR million) by funding level

S.N	Funding level	Projects		Total Budget	
		Number	%	Amount (NPR in million) (Approximate)	%
1	10-25 Million	19	18.3	2611	3.5
2	25-50 Million	18	17.3	644	0.9
3	50-75 Million	6	5.8	353	0.5
4	75-100 Million	8	7.7	699	0.9
5	more than 100 Million	53	51.0	70061	94.2
Total		104	100	74368	100

B. GoN-funded programs

The four out of five GoN-funded initiatives do not have specific completion date. Therefore, the total budget of each of these programs has been derived by adding up their annual budget from their start date upto FY 2013/14. The total budget of five programs included in this study is approximately NPR 13.5 billion. Similar to DP-funded projects, allocation of funding to a specific focus area is a reflection of a priority being given to that area by GoN. These are summarized in table 4 and 5 overleaf. The table 4 provides number of programs/project and funding (in NPR million) for each focus area. Similarly, table 5 provides number of programs/project and total budget (in NPR million) under each funding level.

Out of the five initiatives,

- Three fall under socio-economic services;
 - One in socio-economic reintegration and rehabilitation; and
- One is directly related to peacebuilding capacities at local level

The relative funding levels assigned (in percentage)¹⁸ to above-mentioned peacebuilding areas are as follows:

The major focus area of funding has been on socio-economic services including reconstruction and rehabilitation of infrastructure at local level.

- Approximately 76% of the total budget¹⁹ channelled towards peacebuilding by GoN is spent on socio-economic services including reconstruction and rehabilitation of physical infrastructures destroyed during the conflict period.
- In terms of budget, roughly 92% of total funding received under socioeconomic services is for the reconstruction and rehabilitation of destroyed infrastructures (e.g. destroyed school building, VDC building, martyr memorials, police units and other structures at the local level)

¹⁸ The figures in percentages are for illustrative purposes only.

¹⁹ This figure refers to the total funding amount for GoN programs under mapping.

and implementation of development program for sustainable peace and relief support. This targets implementation of 461 projects.

- The focus of the remaining 8% of total funding received under socio-economic services has been mainly on projects to support commercialization of agriculture produce and those projects leading to rapid economic growth, especially at rural level, so that these collectively lead to long term peace through prosperity in rural areas. Altogether, implementation support is provided to 496 projects contributing towards socio-economic development in conflict affected areas.

Socio-economic reintegration and rehabilitation has also been given higher priority.

- Nearly 21% of the total budget has been spent on the program addressing socio-economic reintegration and rehabilitation of conflict-affected groups, IDPs, families of disappeared persons etc.
- The program aims to contribute to peacebuilding by providing cash relief and benefit payment to families of deceased persons, trainings for employment/self-employment, and rehabilitation support to the conflict-affected people.

The fund allocation is also noted to be in supporting local level peacebuilding and conflict prevention.

- About 3% of the total budget is dedicated to strengthening local peacebuilding capacities.
- The funding is allocated for formation of local peace committees (LPCs) and support to enhance their capacity through training and technical support in financial management, communication, monitoring and learning, reporting and documentation, coordination and management, networking capacity.
- The program targets formation of about 4700 village level peace committees.

I. Geographical distribution of projects

The four programs related to socio-economic services, peace building capacities and socio-economic reintegration and rehabilitation cover the entire country. However, additional focus has been given to the highly conflict affected districts of Mid-western and Far- western region and Chitwan through one program dedicated to these regions only.

Table 4: Number of programs/project and funding (in NPR million) for each focus area

S.N	Area of Focus	Programs/project		GoN budget (NPR in million)	
		Number	%	Amount	%
1	Peacebuilding	1	20	348	2.58
2	Election	0	0	0	0
3	Land Reform	0	0	0	0
4	Security and Justice	0	0	0	0
5	Transitional Justice	0	0	0	0
6	Socio economic Services	3	60	10248	75.96
7	Socio-economic reintegration and rehabilitation	1	20	2896	21.46
8	Social inclusion and representation, rights of women and children	0	0	0	0
Total		5	100	13492	100

Table 5: Number of programs/project and total budget (in NPR million) by funding level

S.N	Funding level	Projects		Total Budget	
		Number	%	Amount (NPR in million) (Approximate)	%
1	10-25 Million	0	0	0	0
2	25-50 Million	0	0	0	0
3	50-75 Million	0	0	0	0
4	75-100 Million	0	0	0	0
5	more than 100 Million	5	100	13492	100
Total		5	100.0	13492	100

3.3 Scope for complementary works

As stated in the limitations, this short study could only include peace projects that are more or less current or recently completed. There has not been a substantial study to cover all the funding made since 2007, irrespective of their completion status, for initiatives and activities aimed at supporting the peace process in Nepal. Therefore, this does not understandably give a full picture in its entirety of the peace process that started in 2007. However, this study does provide an

overview of the funding made through key funding platforms of the Nepal Peace Trust Fund (NPTF), UN Peace Fund for Nepal (UNPFN), and The Rights, Democracy and Inclusion Fund (RDIF) within the period covered by this study. A study with this additional scope to cover all post 2007 projects and programs included would enable mapping of the resources and theme-based activities undertaken since the peace process began in Nepal.

ANNEXES

ANNEX 1: PROJECT INFORMATION COLLECTION FORM AND INSTRUCTIONS

(Please refer to the instructions on the next page for filling this form. Please send the completed form(s) to: info@scottwilsonnepal.com.np by 29 March 2014. Thank you.)

Project Name:
Funding/Donor Agency:
Implementing Agency/Partner:
Contact Person and Address of the Implementing Agency:
Project Period (mm/yyyy):
Project Goal/Specific Purpose:
Expected Results:
Description of project activities and achievements up to today (max 15 lines):
Budget (in million NRS):
Disbursement up to now:
Geographical Coverage:

Instructions:

General: The Project Information Collection Form is designed for collecting information on projects/programmes related to peace support activities funded by DPs. There are two criteria for a project to be included in this form:

1) The form should be filled only for projects that address the issues of:

Re-integration of ex-combatants
Transitional Justice (e.g. Investigation of Disappeared Persons; Truth and Reconciliation Commission)
Implementation of a comprehensive policy on reparations including for victims of sexual and gender based violence and torture
State restructuring
Land reform
Return of property seized from during (and after) the armed conflict
Support to Conflict Affected Persons and Communities
Security sector reform/transformation
Rule of law
Local and national level elections
Labor relations
Ensuring Human Rights (Progressive realization of social, economic and cultural rights)
Economic empowerment
Social inclusion (incl. women and children)
Constitution making
Constructive and sustained local capacities for peace
<u>Any other projects that you identify as</u> important for the peace process

AND

2) The projects with the following parameters:

- Those that have a budget of more than Rs. 10 million.
- Those that have been completed less than a year ago from the time of this study (i.e., April 2013).
- On-going projects.
- Those which are likely to start within a year from now and have all the details for project implementation and whose budgets have been sanctioned.

If your institution is supporting or has supported more than one such project, please fill separate additional forms for each project.

Key:

- *Project Name:* name of the project supported
- *Funding/Donor Agency:* name of your institution or the institution funding the project
- *Implementing Agency/Partner:* name of the organization/agency implementing the project and/or the government ministry/department/agency with which the project is being implemented
- *Contact Person and Address:* Please provide the name of the contact person from the implementing agency including address, telephone number, and email.
- *Project Period:* Please provide the duration for the project in mm/yyyy format.
- *Project Goal/Specific Purpose:* goals of the project and purpose of the project
- *Expected results:* expected results would be the eventual impact/outcome directly due to the project
- *Description of project, activities, and achievements up to today (max 15 lines):* brief description of the project and its activities and achievements and expected results. The cell will auto-expand as you type. Please remain with the 15-line maximum.
- *Budget (in million NRS):* projects with budget above NRS 10 million (USD 100,000)
- *Disbursement up to now:* the current expenditure and/or from the last reporting period. Please include the date of the reporting period in parenthesis.
- *Geographical Coverage:* area of Nepal covered by the project including (development) region, mountain/hills/Tarai, and districts if possible.

ANNEX 2: LIST OF PEACE AGREEMENTS AND UNDERSTANDINGS

S.N.	Category	Agreements	Date
1.	Agreements between Seven Political parties and Maoist	The twelve-point understanding between the seven political parties and the Communist Party of Nepal Maoist	2062/8/7
		The second letter of understanding between the seven political parties and the CPN (Maoist)	N/A
		Eight-point understanding between the seven political parties and the Communist Party of Nepal (Maoist)	N/A
		Decisions of the seven parties and the CPN (M)	2062/7/22
		The Constituent Assembly election held in March 2064 to resolve the armed conflict.	2064/9/8
		Agreement between the seven parties and Sanghiya Limbuwan Rajya Parishad	2064/12/6
		Constitutional Amendment and the consensus between the political parties.	2065/3/11
2.	Agreement between GoN and Maoist	Agreement between the government of Nepal and the Communist Party of Nepal (Maoist)	2063/2/12
		Consensus between the Government of Nepal and Maoist	2063/3/1
		Agreement between the Prime minister of Nepal and Maoist	2063/3/2,
		Comprehensive Peace Agreement between Government of Nepal and Maoist	2063/8/5
		the Government of Nepal and the Communist Party of Nepal Maoist) monitoring of the management agreement between the arms and the army, 2063	2063/8/22
		Monitoring committee to conduct ceasefire	2063/3/12
		the agreement between Prime Minister Madhav Kumar Nepal and CPN-Maoist chairman Pushpa Kamal Dahal	2067/5/28
		Agreement between Prime Minister Madhav Kumar Nepal and UCPN (Maoist) Chairman Pushpa Kamal Dahal (Prachanda)	2067/9/30

S.N.	Category	Agreements	Date
3.	Agreements with Madhesi Parties and Armed Group of Tarai.	Agreement between the government of Nepal and the Madhesi Virus Killers party	2065/8/26
		the Agreement between the government of Nepal Janatantrik Tarai Mukti Morcha Sansthapan Pakchya	2068/7/18
		Agreement between the government of Nepal Tarai Mukti Morcha	2068/8/8
		Agreement between the government of Nepal and Samyukta Tarai Janakranti Party Talks,	2065/9/16
		Agreement between the government of Nepal and Tarai Mukti Morcha (Rajan Mukti Group)	2065/9/26
		Agreement between the government of Nepal the Liberation Tigers of Tarai Eelam	2065/11/10
		Agreement between the government of Nepal Akhil Tarai Mukti Morcha	2067/1/24
		Agreement between the government of Nepal and Akhil Tarai Mukti Morcha	N/A
		Agreement the government and the Samyukta Janatantiraka Vartatoli Tarai Mukti Morcha (Pawan)	N/A
		Agreement between government of Nepal and Akhil Tarai Mukti Morcha	2068/10/7
		Agreement between the government of Nepal and the Samyukta Janatantrik Tarai Mukti Morcha (Pawan),	2068/4/23
		Agreement between the government of Nepal Samyukta Janatantrik Tarai Mukti Morcha (Bhagat Singh)	2068/9/16
		Agreement between government of Nepal and Madhes Tarai Mukti Morcha (Pratap)	2068/11/13
		Agreement between the government of Nepal and Tarai Mukti Morcha (Azad)	2068/11/21
		Agreement between the government of Nepal and Samyukta Krantikari Tarai Madhes Mukti Morcha	2068/5/2

S.N.	Category	Agreements	Date
		the government Vartatoli and Samyukta Mukti Morcha (Azad) was agreed between,	2068/9/28
4.	Agreements with Civil Service related institutions	Agreement between the government of Nepal and civil Servants	2064/3/10
		Agreement between the government of Nepal and National Center for staff unions	2064/3/27
5.	Agreements with Indigenous People	Agreement between the government of Nepal and Kirant Janawadi Workers Party,	2065/10/5
		Agreement between the government of Nepal and Kirant Janawadi Workers Party	2066/7/28
		Agreement between the government of Nepal and Kirant Janawadi Workers Party	2068/3/17
		Agreement between the government of Nepal and Kirant Janawadi Workers Party	2068/11/30
		Agreement between the government of Nepal and Tamsaling Samyukta Sangharsha Samiti	2065/12/29
		Agreement between the government of Nepal and Adivasi Tharu community and Nepal Federation of Indigenous People	2065/12/1
6.	Agreements with Pichhada Group (Other Backward Class)	Agreement between the government of Nepal and other backward class (OBC) Federation	2065/12/11
		Agreement between the government of Nepal and other backward class (OBC) Federation	2066/3/7
		Agreement between the government of Nepal and other backward class (OBC)	2068/2/6
		Agreement between the government of Nepal and other backward class (OBC) and the National Federation of the Janata Dal, agreement on consensus,	2069/1/13
7.	Agreements with Chhetri Brahmin group	Agreement between the government of Nepal and Chhetri Rastriya Andolan	2068/2/8
		Agreement between the government of Nepal and Brahmin, Khas Chhettri, Dashnami, Thakuri, Dalit Struggle Committee	2068/8/9

S.N.	Category	Agreements	Date
8.	Agreements with Government of Nepal and VMLR	Agreement between the government of Nepal and Verified Minors and Late Recruits (VMLR)	2068/9/21
9.	Agreements with Government of Nepal and Dalit	Agreement between the government of Nepal and Dalit Struggle Committee	2068/9/14
10.	Agreements with Government of Nepal Muslim community	Agreement between the government of Nepal and Samyukta Muslim Rastriya Sangharsha Samiti	2065/12/3
11.	Others	Agreement between the government of Nepal and Rastriya Haliya Mukti Samaj Mahasangh	2065/5/20
		Proclamation to the Nation by his Majesty King Gyanendra	2063/1/11
		Proclamation of house of Representatives	N/A
		Procedures of National Monitoring Committee on Code of Conduct on Ceasefire.	2063
		Letter of Prime Minister of Government of Nepal to United Nation Secretary General	2063/4/24
		Letter of CPN (Maoist) to the United Nations Secretary General	2063/4/24
		Commitment of eight political parties to make the environment favorable	N/A
		Understanding of interim Government for programs	2063/12/16
		Common Laws to operate interim government	2063/12/16
		Joint Coordination Committee,	2063/12/1
		Code of Conduct to be followed by Ministers of Interim Government	2063/12/16
		political consensus reached to make parliamentary member Girija Prasad Koirala prime minister	2063/12/16
		Guidelines to control, process the Maoist combatants. 2067	2067/5/31

ANNEX 3: BRIEF SUMMARY OF THE CPA AND RELATED AGREEMENTS

S. No.	Key components of Peace Agreements	Activities of components	Peace Initiatives (Political or Project responses)	Status/gaps	Related Agreements and/or parties to the agreements
1	<ul style="list-style-type: none"> State restructuring Social inclusion (based on gender, class, caste, region) Citizenship 	<ul style="list-style-type: none"> Ensuring human rights for all without discrimination Formation of State Restructuring Commission Ensuring representation of the Federal Limbuwan State Council Constitutional provision for autonomous state Proportional representation of minorities and ethnic groups in all organ and level of government Effective implementation of "Right Against Untouchability and Racial Discrimination Act 2068" Program on employment and model development program for oppressed communities All Nepali citizens without citizenship will be provided with citizenship Implementation of various international instruments such as ILO 169, UNDRIP, UNSCRs 1325 and 1820 	<ul style="list-style-type: none"> Fundamental rights are guaranteed in Interim Constitution 2063. Government implemented the NHRAP (Nepal Human Right Action Plan); to develop a new NHRAP for a new cycle after assessment of its impact.²⁰ Government provisions for social inclusion in all state organs.²¹ Interim Constitution guarantees citizenship to all Nepalis on the basis of birth, heredity and domicile. NPTF-funded Mobile Service Programme for Citizenship Distribution²² 	<ul style="list-style-type: none"> Human rights situation in the country is not considered to have improved since the signing of the CPA because of government apathy²³ and impunity is deemed to have increased²⁴. The first state restructuring commission has shown how contentious the issue of restructuring is to the people of Nepal. The policy instruments of reservation have not benefitted the target groups²⁵. The project has been effective in providing citizenship certificate to people from remote locations and marginalized communities.²⁶ 	CPA, Agreement between Government of Nepal and CPN (Maoist), Ganatantrik Rastriya Morcha, NEFIN, Tamsaling Samyukta Sangharsha Samiti, Federal Limbuwan State Council, Chhure Bhawar Pradesh Ekta Samaj, Madhesi Janadhikar Forum, Joint Political Dalit Struggle Committee and Dalit Sabhasad, Rastriya Badi Adhikar Sangharsh Samiti, Decision of the meeting of the top leaders of the Seven Political Parties and the CPN (Maoist), Kirant Janawadi Workers Party
2	<ul style="list-style-type: none"> DDR Rehabilitation of IDPs/CAP 	<ul style="list-style-type: none"> Management of army and arms Cantonment Management Rehabilitation and Reintegration of ex-combatants (social and economic) Reparation Rehabilitation of Internally Displaced Persons (IDPs) 	<ul style="list-style-type: none"> NPTF project on Cantonment Management and integration of Maoist army combatants.²⁷ Projects mainly funded by NPTF but also UNDP, World Bank, USAID 	<ul style="list-style-type: none"> 9705 combatants out of the verified 17076 had opted for integration in Nepal Army²⁸. NPTF external monitoring reports state that economic integration for the ex-combatants opting for VRS is not smooth.²⁹ 	CPA, Code of Conduct on Ceasefire, Agreement between government of Nepal and CPN (Maoist), Agreement on Monitoring of the Management of the Arms and Armies

²⁰ <http://www.nptf.gov.np/userfiles/OPMCM.pdf>

²¹ http://www.npc.gov.np/new/uploadedFiles/allFiles/11tyip_eng.pdf

²² <http://www.nptf.gov.np/userfiles/Mobile%20service.pdf>

²³ http://www.inseconline.org/linkedfile/summary_eng_2013.pdf

²⁴ <http://www.hrw.org/world-report/2014/country-chapters/nepal?page=2>

²⁵ http://www.ccd.org.np/publications/Changes_in_Nepalese_Civil_Service_ENG.pdf

²⁶ Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF), First Monitoring Report (Final), 24 July 2013 (submitted by Scott Wilson Nepal Pvt. Ltd.)

²⁷ <http://www.nptf.gov.np/index.php?cid=18#Cantonment>

²⁸ [http://www.nptf.gov.np/userfiles/NPTF%20-%20Cluster%201%20Project%20Sheets%20\(21%20May%2012\)_20.pdf](http://www.nptf.gov.np/userfiles/NPTF%20-%20Cluster%201%20Project%20Sheets%20(21%20May%2012)_20.pdf)

²⁹ Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF) Projects, Second Monitoring Report, 14 November 2013 (submitted by Scott Wilson Nepal Pvt. Ltd.)

		<ul style="list-style-type: none"> • Reintegration 		<ul style="list-style-type: none"> • VMLR and VRS are seeking socio-economic rehabilitation. However, the government does not have any special policies and plan on it.³⁰ • Some genuine victims still have not received relief support while undeserving ones are receiving.³¹ • The effectiveness of the projects has not been satisfactory, with only a quarter of them having received support to return to their origin and more than half of them have not received any support at all³² and these projects have not met the needs and expectations of the victims³³. 	
3	Commissions for truth and reconciliation, disappeared, and land reform	<ul style="list-style-type: none"> • Formation of three separate commissions 	<ul style="list-style-type: none"> • Bill for the formation of TRC and Commission for Inquiry on Enforced Disappeared has been endorsed by the parliament. 	<ul style="list-style-type: none"> • Debate primarily on-going on whether the Bill on TRC complies with international norms. 	<ul style="list-style-type: none"> • CPA, 23-Point Agreement
4	Peacebuilding and Dispute settlement	<ul style="list-style-type: none"> • Establishment of local body to settle dispute at local level 	<ul style="list-style-type: none"> • Local Peace Committees (LPC) formed at DDC and VDCs levels and support to build their capacities and management. 	<ul style="list-style-type: none"> • LPC is supporting local peacebuilding activities in place of Local Peace Councils.³⁴ 	<ul style="list-style-type: none"> • CPA

30 Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF), First Monitoring Report (Final) 24 July 2013 (submitted by Scott Wilson Nepal Pvt. Ltd.)

31 Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF), First Monitoring Report (Final), 24 July 2013, (submitted by Scott Wilson Nepal Pvt. Ltd.)

32 Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF) Projects, Second Monitoring Report, 14 November 2013 (submitted by Scott Wilson Nepal Pvt. Ltd.)

33 http://hrp.law.harvard.edu/wp-content/uploads/2013/09/Nepal_Report_Online-2.pdf

34 Nepal Peace Trust Fund (NPTF), Ministry of Peace and Reconstruction (MoPR), External Monitoring of Nepal Peace Trust Fund (NPTF), First Monitoring Report (Final), 24 July 2013 (submitted by Scott Wilson Nepal Pvt. Ltd.)

ANNEX 4: LIST OF AGENCY AND TOTAL NUMBER OF PROJECTS/PROGRAMS RECEIVED AND SELECTED

S.N.	Agency	Number of project received
1	Asian Development Bank	7
2	Danish Embassy	6
3	Department for International Development	4
4	Embassy of Germany	3
5	European Union	16
6	Finland	3
7	Norway	3
8	NPTF	32
9	Non-State Actors (through NPTF)	7
10	United Nations WFP	3
11	United Nations Development Program (UNDP)	11
12	United Nations International Labour Organisation	1
13	United Nations WOMEN	8
14	USAID	6
15	World Bank	2
Total number of projects received		112*
16	Ministry of Peace and Reconstructions (MoPR)/GoN	5
	Total	117

*Out of 112 DP-funded projects, only 104 projects met the selection criteria and were selected for the analysis. Hence, the total number of projects/programs including GoN is 109 (104+5).

ANNEX 5: LIST OF 109 PROJECTS/PROGRAMS

S.N	LIST AND DETAILS OF PROGRAMS AND PROJECTS SUPPORTING CPA
1	Community Irrigation Project (CIP)
2	Community Managed Irrigated Agriculture Sector Project (CMIASP)
3	Decentralized Rural Infrastructure and Livelihood Project-Additional Financing (DRILP-AF).
4	High Mountain Agribusiness and Livelihood Improvement (HIMALI)
5	Raising Income for Small and Medium Farmers Project (RISMFP)
6	Skill Development Project (SDP)
7	Protecting the Right to a Remedy and Reparation During the Transitional Period in Nepal
8	Enabling State Programme
9	Nepal Peace Support Programme
10	Security and Justice for the Poor in Nepal (New)
11	Women's Para Legal Committee
12	Strengthening Forensic Capabilities to Support Investigations on HR Violations and Criminal Care in Nepal Police
13	Scaling up Mediation Skills and Mitigating Election Violence in CA Elections 2013
14	Enabling Civil Society to Contribute to more Effective, Inclusive and Accountable Public Security Policy and Programming in Nepal
15	Design and Implementation of Transitional Justice Mechanisms in Nepal
16	A Collaborative Approach Promoting Child Rights, Non-discrimination and Child Participation
17	Action for Social Inclusion of Children Affected by Armed Conflict in Nepal (ASIC)
18	Action to Enhance Social Security Services for Promoting Rights of Children Affected by AIDS in Kanchanpur District of Nepal(ASPRC)
19	Collective Action for Combating Caste Based Discrimination in Nepal (SAJHA PAHAL)
20	Community-based Prevention Programmes for Women and Children Protection in Slums in Kathmandu and Lalitpur
21	Empowering people to enjoy their Right to Information for greater accountability of Nepal's power holders
22	Empowering the Rural women of Surkhet and Dailekh district to eliminate Chaupadi
23	Empowering the Women for Gender Equality
24	Influencing Policy at National and International level through advocacy for the Rights of Single Women (widows)
25	Mobilizing Youth for Gender Equality in Politics
26	Mukti: Enhanced capacity of civil society in Nepal to unite and demand state accountability and ensure protection and promotion of Haliya rights
27	Promoting Rights of Human Rights Defenders in Nepal
28	Realisation of the rights and the sustainable reintegration of children and youth formerly associated with armed forces and armed groups (CAAFAG) in Nepal

S.N	LIST AND DETAILS OF PROGRAMS AND PROJECTS SUPPORTING CPA
29	SAFE Media Nepal: A Safe, Able, Free and Empowered media for the promotion of human rights, democracy and peace in Nepal
30	Supporting Families and Youths for Promoting rights of the children in slum areas
31	Strengthening Implementation of the Women, Peace and Security Agenda in Nepal: Towards Implementation of the National Action Plan on UNSCRs 1325 and 1820 ("Mahila, Shanti and Suraksha")
32	Strengthening Rule of Law and Human Rights Protection System Programme in Nepal (2013-2017)
33	Strengthening the Capacity of National Human Rights Commission of Nepal (SCNHRC)
34	Strengthening Implementation of the Women, Peace and Security Agenda in Nepal: Towards Implementation of the National Action Plan on UNSCRs 1325 and 1820
35	Support of Measures to Strengthen the Peace Process - STPP
36	Support to Nepal Peace Trust Fund (NPTF)
37	Systematic strengthening and interconnectedness of local and national peace potentials in the post-conflict phase
38	The Peacebuilding Initiative: Connecting Leaders to Support the Peace Process in Nepal
39	Promoting Gender Responsive Security Sector: Towards Implementation of UNSCRs 1325 and 1820 (PROGRESS) Project
40	Rights-Based Advocacy to Empower Women for Political and Social Justice
41	Support to National Election Observations (GEOC-Nepal)
42	The Electoral Support Project (ESP) Phase II: Institutional Strengthening and Professional Development Support for the Election Commission of Nepal
43	All Weather Access Roads and Bridges to the Cantonment
44	Capacity Enhancement of NP to contribute to peace process effectively
45	Empowering Conflict Affected Women and Girls (CAW&Gs) through functional literacy and livelihood skills.
46	Enhancing Access of Women, Girls and Conflict Affected People to Justice
47	Enhancing Capacity of Conflict Affected Women and Girls for Gainful Employment and Enterprise Development(ECoAWG)
48	Institutional and Organizational Support to Nepal Peace Trust Fund
49	Institutional Support to the Secretariat. (SCSIRMC)
50	Mobile Service programme for Citizenship Certificate Distribution
51	Next Constituent Assembly Election 2013
52	Operating Next Constituent Assembly Elections (ONCAE), 2013
53	Operational Budget of the PFS
54	Partnership on Women Empowerment and Representation
55	Peace Promotion through radio – Phase II
56	Peace-Building for Reconciliation, coexistence and Socioeconomic Reconstruction through Television campaign.
57	Physical Rehabilitation Services for Conflict Affected Disable People in Nepal.

S.N	LIST AND DETAILS OF PROGRAMS AND PROJECTS SUPPORTING CPA
58	Police unit reconstruction project (Phase II)
59	Police Units reconstruction Project third Phase
60	Prevention, Protection and Recovery Programme
61	Promoting Equal Participation of Women in Decision Making Positions and Peace Building Process
62	Promoting Ownership for Women's Empowerment and Recovery (POWER)
63	Promoting Women's Participation in Peace-building Process and Economic Opportunities
64	Rehabilitation Centre at B.P.Koirala Institute of Health Science
65	Rehabilitation Program for Ex-Maoist Army Combatants
66	Sensitizing Local Bodies & Local Socio-political Leaders on National Action Plan (NAP) on United Nations Security Council Resolutions (UNSCRs) 1325 & 1820
67	Special program for Relief and Rehabilitation of the Internally Displaced Person
68	Strengthening Local Peace Committees
69	Strengthening Mine Action Activities
70	Strengthening the Capacity and Mechanisms of relevant State Institutions to Implement Human Rights Plans and Policies in Nepal
71	Support to Election Project (STEP)
72	Targeted Assistance for Conflict Affected Disabled and Women Ex-Combatants Requiring Special Support
73	Gender Responsive Recovery for Sustainable Peace(GRRSP)
74	Peace Building from Below (PBB)
75	Capacity Building of Local Dialogue Facilitators and Organizations, Establishment and Sustainability of Dialogue Centers for Peace Building
76	Grassroots Intervention for Sustainable Peace
77	Gender Mainstreaming in Local Peace building Programmes
78	Building Peace through Community Development
79	Empowering People with Essential Resources(EMPOWER)
80	Promotion of Nepal Action Plan and Livelihood Enhancement of Poor Vulnerable Women and Girls
81	Gender Responsive Election Process
82	Support to Participatory Constitution Building in Nepal
83	Armed Violence Reduction and Strengthening Community Security (AVRSCS)
84	Building Peace in Nepal: Ensuring a participatory and secure transition
85	Catalytic Support on Land Issues
86	Conflict Prevention Programme
87	Increasing the safety of journalists and reinforcing the rule of law for prosecuting violence against them
88	Reintegration and rehabilitation of children affected by armed conflict
89	Rule of law and human rights project

S.N	LIST AND DETAILS OF PROGRAMS AND PROJECTS SUPPORTING CPA
90	UN Interagency Rehabilitation Programme (UNIRP)
91	Planning effective delivery of education for fostering peace in a future federal state
92	Technical assistance to the Ministry of Peace and Reconstruction in the implementation of psychosocial counseling and support services to conflict affected persons
93	Mother and Child Health and Nutrition under WFP's Country Programme Component 3.
94	Rural Community Infrastructure Programme under WFP's Country Programme Component One
95	Sustaining the Gains of Foreign Labour Migration through Protection of Migrant Workers Right
96	Community Initiative for Community Understanding (CICU)
97	Inclusive Resource Management Initiative (IRMI)
98	Nepal Peace Support Project
99	Sajhedari Bikas
100	Sambad - Dialogue for Peace
101	Strengthen Political Parties, Electoral and Legislative Process (SPPELP)
102	School Feeding Programme
103	Emergency Peace Support Project
104	Nepal Agriculture and Food Security Project
105	Special Program for Conflict Affected Area
106	Development Program for Peace
107	Reconstruction and Rehabilitation Program
108	Local Peace Committees
109	Emergency Peace Support Project