

**NEPAL PEACE TRUST FUND (NPTF)
MINISTRY OF PEACE AND RECONSTRUCTION (MoPR)**

**External Monitoring of Nepal Peace Trust Fund
(NPTF)**

FINAL REPORT



Submitted by

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ABBREVIATION

AEPC	Alternate Energy Promotion Centre
CA	Constituent Assembly
CAS	Constituent Assembly Secretariat
CAP	Conflict Affected People
CAS	Constituent Assembly Secretariat
CDO	Chief District Officer
CMCCO	Cantonment Management Central Coordinator's Office
CPA	Comprehensive Peace Accord
DAO	District Administration Office
DEO	District Election Office
DG	Donor Group
DoR	Department of Roads
DPHO	District Public Health Office
DTCO	District Treasury Controller Office
DTO	District Technical Office
DUDBC	Department of Urban Development and Building Construction
DWSS	Department of Water Supply and Sewerage
ECN	Election Commission of Nepal
EM	External Monitoring
FCGO	Financial Controller General's Office
FGD	Focused Group Discussion
GoN	Government of Nepal
IA	Implementing Agency
IAPAs	Immediate Action Plan Implementing Agencies
IDP	Internally Displaced Person
JFA	Joint Financing Arrangement
JRN	Joint Review of NPTF
KII	Key Informant Interview
LCMC	Local Cantonment Management Committee
LCMO	Local Cantonment Management Office
LPC	Local Peace Committee
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs

MoHP	Ministry of Health and Population
MoPPW	Ministry of Physical Planning and Works
MoPR	Ministry of Peace and Reconstruction
MRE	Mine Risk Education
MVLPC	Municipality and Village Development Committee Level Peace Committee
NEA	Nepal Electricity Authority
NPTF	Nepal Peace Trust Fund
OAG	Office of the Auditor General
NPC	National Planning Commission
NT	Nepal Telecom
PFOR	Peace Fund (Operation) Rules, 2008
PFS	Peace Fund Secretariat
SA	Social Audit
SCSIRMC	Special Committee on the Supervision, Integration and Rehabilitation of NCP (M) Maoist Army Combatants
SDE	Senior Divisional Engineer
TC	Technical Committee
TC Pool	Technical Cooperation Pool
UCPN (M)	United Communist Party of Nepal (Maoist)

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EXECUTIVE SUMMARY

1.0 INTRODUCTION

Nepal Peace Trust Fund (NPTF), a Government-owned programme was established in February 2007 to implement the provisions of the historic Comprehensive Peace Accords (CPA). The Ministry of Peace and Reconstruction (MoPR) is the core ministry responsible for overall operation of the NPTF. The Minister and the Secretary chair the Board and the Technical Committee (TC) respectively. The overall objective of NPTF is to support the successful implementation of the Comprehensive Peace Agreement (CPA) signed between the GoN and the UCPN-M in November 2006.

The scope of this external monitoring is to assess outcomes and effects of NPTF supported projects implemented during its first phase in meeting the goals and objectives of NPTF. The main objectives of the external monitoring are to:

- Assess the outcomes of NPTF projects in Phase I.
- Identify outcome indicators for the second phase of NPTF.
- Generate a set of strategic recommendations to strengthen the implementation of second phase of NPTF in 2010-2012.
- Conduct independent social auditing as a tool to receive feedback from project beneficiaries in the project outputs and outcomes.

2.0 APPROACH AND METHODOLOGY

Social Audit (SA) has been the main tool for assessing the relevance, appropriateness, value for money and sustainability of the trust fund outcomes. Other tools such as Key Informant Interviews (KII), Focused Group Discussions (FGD), and Questionnaire Survey and field observations are also used to assess the outcomes of NPTF supported projects under different clusters. Gender mainstreaming, social inclusion and conflict sensitivity aspects are taken into account while applying the tools. The external monitoring process provides evidence to support accountability of NPTF to all the stakeholders, including government, civil society, national institutions and donors and to generate lessons learned to contribute to the improvement of the NPTF programs.

This report is a summary of findings of NPTF External Monitoring (EM) team from Scott Wilson Nepal. During the course of its 6-month assignment that started from April 2011, the team visited 21 districts, carried out 18 Social Audits, visited 5 Cantonments and 18 Police Unit reconstruction sites (12); held 102 Key Informant Interviews, organized 34 focused group discussions (FGD) with implementing agencies, CAPs, combatants, and surveyed 863 CAPs on a range of issues.

3.0 OUTCOMES OF NPTF PROJECTS

3.1 *Cluster I: Cantonment Management and Rehabilitation of Combatants*

1. It has been possible to achieve a peaceful and disciplined settlement of combatants in the cantonment for a protracted period of nearly 5 years despite original design (of stay and infrastructures) only for 6 months.
2. Essential and basic facilities (shelter, health, water, energy, communication etc.) within the cantonments are available and functional for the combatants ensuring a proper stay for its residents.
3. Presence of cantonments and sharing of its facilities has benefitted neighboring communities socially and economically and has resulted in cordial relationship between the ex-combatants and their neighbours.

4. Long term assets (e.g. permanent shelters, roads, electricity, water supply facilities etc) have been created at the cantonments which have potential to attract alternative institutional uses of these cantonment areas.
5. Absence of social protection systems to gender based care (e.g. maternal and child care) associated with protracted stay resulted in poor upbringing of mothers, children (-ve outcome)

3.2 Cluster II: Conflict Affected People (IDP in particular) and Communities

1. Some IDPs have been provided with critical/basic support and have resettled well in their place of origin.
2. Poor level of resettlement of IDPs due to (i) inadequate level of financial support (ii) delay in processing of applications (iii) existing sense of insecurity in some places of origin. (-ve outcome)

3.3 Cluster III: Security and Transitional Justice

1. Visible presence of government's security machinery/system at the sub-district level.
2. There is notably increased level of economic and trading activities due to increased level of security in areas of PU reconstruction
3. Cordial relationship has been developed between communities and police force due to collaboration in development (i.e. land acquisition for construction etc) of the police units.
4. High level of public awareness exists in mine-risk areas on mine threats

3.4 Cluster IV: Constituent Assembly and Peace Building Initiatives at national and local levels.

1. Strengthened coordination, monitoring and decision making achieved at NPTF due to improved logistics, technical support and fully fledged Secretariat.

4.0 KEY ISSUES, FINDINGS AND RECOMMENDATIONS

Understandably, there are also important issues and constraints that have been identified during the external monitoring process. The key issues include:

- a. CAP application, identification, approval and relief distribution process is complex and lengthy
- b. Social, economical and psychological damages from the conflict have not been fully studied and addressed

These and other issues, along with other positive outcomes have been reflected in the findings summarized below and recommendations made to strengthen the overall outcomes from the investments made through the NPTF projects.

4.1 Those for action by Ministry of Peace and Reconstruction

1. **Findings:** At the district level, the targeted IDP group (as well as other CAP categories) found the process to approach and apply for relief support to be lengthy and complex. The actual receipt of the relief support comes quite late (nearly a year for most victims). One of the reasons for delay is the numerous Actors, agencies and institutions that are involved in decision making process at the central level and weak horizontal and vertical coordination and communication among the agencies involved.

Recommendations: It is advised that due consideration be given to simplifying the IDP verification and approval process at the central level and local levels. This could include reducing the number of actors, agencies and institutions involved in decision making and improving the coordination and communication at the central and local level, among others.

2. **Findings:** During the monitoring process, it was visible that a significant investment was made by the cantonment residents in improving their infrastructures, particularly the shelters, resulting in more permanent and useful assets with long term potential for uses similar to the current one. The residents expressed keen interest for recognition for their efforts in developing these infrastructures using their internal resources through a letter by MoPR.

Recommendations: We consider that a letter from the MoPR acknowledging the presence of these infrastructures as voluntary contribution to the nation by the cantonment residents be appreciated by the ex-combatants.

3. **Findings:** The cantonment areas, including the land, infrastructures and the facilities are now fairly well developed over the past five years of their continuous development. Once these are vacated, these will either need to be restored or made use for other purposes. If left undecided for some time after the camps are vacated, these premises could be misused.

Recommendations: It is suggested that a plan to maintain the permanent structures, assets and service facilities developed within the cantonments be in place and ensure long term strategy for the use of the assets created in the cantonments be prepared as soon as possible and before the camps are vacated.

4. **Findings:** LCMO is the main coordinating body for cantonment related activities. The monitoring process showed that in many instances, the LCMO was not aware of key support activities carried out by the implementing agencies resulting in duplication of efforts and absence of information/update at the LCMO.

Recommendations: The implementing agencies need to ensure that there is proper information sharing with the LCMO on all the projects associated with the cantonments at local level while respective IAs continue to implement related activities.

5. **Findings:** During the social audit and consultative meetings with CAP members, issues have been raised that some of the recipients of the CAP relief support have included undeserving candidates. It is claimed that some of these names have been added once the list leaves the district for approval by the central level agencies. This has reduced the impact of the relief support on the CAPs.

Recommendations: Verification process for CAPs should be triangulated considering various factors at local and central level *impacting the eventual list of potential support recipients*. Identification and validation of IDPs as well as other groups of CAPs are often more effective when carried out and verified at local level, preferably through grassroots level participatory meetings based on approved guidelines and district recommendations. An independent (with no political affiliation) third party institution could be assigned to support communities in verification of the list.

6. **Findings:** There is strong voices among the implementing agencies at the local level that repeated extension of deadlines for new applications from CAP for relief support has

been detrimental to the effectiveness of relief support process. They consider that this has made the whole process complex and has allowed undeserving names to be included in the CAP support list.

Recommendations: Conclusive and final date should be given by the Government with necessary awareness and support measures in place to reach out to wider and remotely located population.

4.2 Those for action by NPTF Board

1. **Findings:** The participants of the Social Audits have consistently said that only a combination of monetary support along with appropriate justice will make them genuine relief and help them put the past behind.

Recommendations: NPTF should explore how it can help in expediting the formation of TRC and the Commission for the Disappeared as well as to support in increasing the effectiveness of these Commissions.

2. **Findings:** A notable number of CAP as well as ex-combatant in the cantonments, particularly the women without support, were mentally disturbed. There is currently no provision for much needed support to address social and psychological damages experienced by the CAP and ex-combatants.

Recommendations: It is suggested that a separate project be developed by NPTF to include psychosocial counseling of IDP/CAP and PLAs This could be developed as a nation-wide initiative for the victims to avail professional counseling services.

3. **Findings:** While Nepal has been declared a mine free country, the monitoring surveys has shown that the fear of mines has not been completely eradicated from the minds of the people. Some sporadic incidents of explosion, of whatever device, continues to scare the communities.

Recommendations: It is suggested that the awareness programmes on mines and other explosive devises needs to be continued and widened until incidences of explosions are significantly minimized.

4.3 Those for action by NPTF Secretariat

1. **Findings:** The current peace process is still in uncertain stage with respect to whether or not the rehabilitation and reintegration will soon take place. In the status quo situation, a number of new initiatives are necessary to improve the living condition of the ex-combatants. If the process does move forward, necessary preparatory works for possible rehabilitation and reintegration processes need to be prepared as early as possible to support the new activities that shall be initiated.

Recommendations:

- **If the rehabilitation process is protracted:**

- i. Second generation activities (e.g. life-skill activities, maternal and child care activities, psycho-social support etc) based on the need assessment should be mobilized without delay.
- ii. Additional logistical facilities need to be provided for improved management of the cantonments.

- ***If rehabilitation process goes forward rapidly:***
 - i. Launch special package program for voluntary retirement and rehabilitation of combatants so that they can reintegrate respectfully
 - ii. Pre-rehabilitation study should be carried out and projects should be designed accordingly.

2. Findings: The LPC at the district level need to strengthen to improve their quality of services to CAP. For example, many of its staff, including the Secretaries, was not aware on how to deal with complex and sensitive situations such as when there is overwhelming pressure from the CAP seeking assistance. The monitoring team noted that LPC team to behave inappropriately to the CAP approaching LPC for support.

Recommendations: Capacity of LPC members needs to be strengthened to make their roles and responsibilities and therefore their contribution for peace process more effective. Such support could include training in how they need to approach the CAP and even support in some form to counseling.

3. Findings: Soon after the CA elections, people had participated on the questionnaire survey carried out on behalf of the CA members. People who have contributed are eager to know of the status of the issues raised and comments provided.

Recommendations: There needs to be nationwide dissemination of the draft constitution among people who participated in and provided feedback to the CA members on key issues of constitution.

4.4 Those for action by Implementing Agencies

1. Findings: Social Audits and Focus Group Discussions at Police Units have shown that the Police Units which have been constructed well are those where the community based Construction Committees have been representative, capable and formed from the inception and the selected contractors have been those preferred by the community. Where this is not the case, construction process is delayed and often neglected by the community resulting in generally poor quality of works.

Recommendations: Considering the lessons learnt, next phase of reconstruction of the Police Units should make necessary provisions to constitute Construction Committee from the very beginning that is truly representative, capable and accountable to the local communities. Furthermore, the procurement process for the selection of contractors could make necessary provisions, as allowable within the government procurement guidelines, in the procurement notices to encourage participation and engagement of contractors that are willing to work together with the communities and the client.

2. Findings: The complex and lengthy application and verification process for CAP relief support does not match with the staff resources assigned by the implementing agencies, particularly at the DAO, to process the applications.

Recommendations: LPC needs to be strengthened and assigned an increased role to support this process.

3. Findings: Social Audits events have shown that many families who were displaced and had to relocate in unfriendly territories, or those whose senior members died in the conflict had the grandchildren not being able to access education in new places or could

not afford due to parents not being able to organize livelihoods in a new setting. This way, the grandchildren were deprived of education and other necessary support. The guidelines allow only the second generation to access education support who are generally over 18 while the young ones are deprived of such support.

Recommendations: The education scholarship to CAP families needs to consider 3rd generation (grandchildren of the affected family) as well. The scholarship should be regular and the DEO Board should be given the flexibility to switch funds from other budget heads and reconciled later on when the CAP budget arrives. This would ensure continuity of education support to the CAP families.

4. **Findings:** Many of the Police Units are constructed in dry or low rainfall areas with limited cooking energy sources (e.g. firewood, kerosene or LPG). It is expensive to access these sources while being environmentally sensitive to access firewood in particular. Such considerations were not made in the design of the particular police units.

Recommendations: The development of PUs in rural areas offers excellent opportunity to apply and locally disseminate some environment-friendly technologies such as rain water harvesting and biogas for cooking. These facilities should be added to all the PUs.

5. **Findings:** The referral system for treatments of ill ex-combatants is currently designed from the administrative point of view. For example, Nawalparasi cantonments are required to go to Butwal hospitals though they are in proximity to Chitwan hospitals. Similarly, the staff at the cantonment based health units feel left out by the Health Ministry institutions in engaging them in capacity building and support initiatives.

Recommendations: Referral system for the treatment of the ex-combatants should be simplified on the basis of distance rather than the district centres. Furthermore, there needs to be stronger ownership of the Cantonment based health facilities by Ministry of Health by increasing the engagement of its staff in MoH institutional meetings and provision of capacity building support to the field team.

CHAPTER 1: INTRODUCTION

1.1 Background

Political developments

Communist Party of Nepal (Maoist) declared the armed conflict in Nepal in February 1996. Ten years after the declaration of the armed conflict, the CPN (Maoist) and the Seven-Party Alliance (SPA) signed a 12-point understanding on 22 November 2005 with the objective of establishing democracy in the country through peace process. Accordingly, a 19-day People's Movement was organized which resulted in reinstating the dissolved House of Representatives [the lower house of Parliament] on 24 April 2006. A ceasefire was then declared with the then CPN (Maoist) and the Government of Nepal signing a ceasefire code of conduct. Following this, the then CPN (Maoist) and the Government of Nepal signed the Comprehensive Peace Accord (CPA) on 21 November 2006. Nepal entered into the next stage of conflict transformation after signing the agreement between the Government of Nepal and the CPN (Maoist) on monitoring the Management of Arms and the Armies on 8 December 2006.

Nepal is currently governed under the Interim Constitution of Nepal, 2007 that came into force on January 15, 2007. Consistent with the spirit of CPA, there was intensive preparatory and awareness activities carried out for the Constituent Assembly election which was held on April 10, 2008. The CA elections were held to draft a new constitution and to act as the interim legislature for a term of two years. The 601-member Constituent Assembly comprises of 240 directly elected, 335 elected through proportional representation and 26 nominated members. The first session of the CA was held on 28 May 2008 and it voted for the declaration of Nepal as a Federal Democratic Republic, thereby abolishing the Monarchy.

On April 1 2007, the Government of Nepal dissolved the then existing Peace Secretariat and established the Ministry of Peace and Reconstruction with the mandate to accomplish all the functions assigned to the Peace Secretariat and other additional functions relating to Truth and Reconciliation Commission, High Level Monitoring Committee and Management of the Maoist combatants cantonments. The rationale behind this move was to manage what was increasingly becoming urgent task to be accomplished for reconstruction of physical infrastructure damaged during the conflict and to carry out relief and rehabilitation of the conflict victims.

The destruction from the conflict

The ten years of armed conflict in Nepal caused significant damage in terms of loss of life and property and disappearance of many innocent citizens. The number of orphans, single women and the people rendered physically handicapped increased due to the armed conflict. Several families were in distress as the main bread-winner of the family was killed, handicapped or disappeared. In the meantime, the country had to face economic and social problems in education, health, security, transport, communications and industries. As a

result, mutual suspicion, fear, terror, anxiety and a sense of revenge was widespread in the society.

The children and women were the most affected by the armed conflict. There were several cases where women had to single handedly take the responsibility of running the house in the absence of male members who had either left home to join the armed conflict or forced to be displaced due to the pressure from conflicting parties. Women also suffered sexual violence and exploitation during the conflict as well as the transition period as impunity worsened during transition period.

The process for relief and reconstruction

The Interim Constitution of Nepal, 2007 includes many references to women, peace and security. Commitment has been expressed in the Preamble of the Constitution itself to carry out a forward-looking restructuring of the state to address gender-related problems. The Constitution, under the heading '*Responsibilities of the State*', made provisions to provide appropriate relief to the families of the people killed in the course of the armed conflict and for the assistance, rehabilitation and respect of the people rendered disabled or incapacitated.

In this context, the Nepal Peace Trust Fund (NPTF), a Government-owned programme was established in February 2007 to implement the provisions of the historic Comprehensive Peace Accords (CPA). The Ministry of Peace and Reconstruction (MoPR) is the core ministry responsible for overall operation of the NPTF. The Minister and the Secretary chair the Board and the Technical Committee (TC) respectively.

The overall objective of the NPTF is to support the successful implementation of the CPA. This was to be achieved through a series of activities broadly categorized into four clusters:

- Cluster 1: Cantonment Management and Rehabilitation of Combatants
- Cluster 2: Conflict Affected People and Communities
- Cluster 3: Security and Transitional Justice
- Cluster 4: Constituent Assembly and Peace Building Initiatives on National and Local Levels

All of the above clusters have reconstruction of infrastructures, such as water supply, roads, health facilities, energy supply etc. as a cross cutting activity to address the need to meet the physical support provided through the infrastructures. These activities are realized through a series of projects, which are approved and funded by NPTF following the approval of proposals received from district level stakeholders.

NPTF is currently in its second 3-year Phase (Phase II) since 17 January 2010 after completion of its Phase I of three years that started in February 2007. A Joint GoN and Donor Review of the NPTF was conducted in February 2010 and one of its key recommendations included availing services to NPTF of a third party monitoring to contribute to '*better informed decision-making, foster an environment of learning by doing and promote greater accountability for performance in the second phase of the Peace Fund*'.

1.2 Objectives of External Monitoring

The scope of this external monitoring is to assess outcomes and effects of NPTF supported projects implemented during its first phase in meeting the goals and objectives of NPTF. Social Audit (SA) is the main tool for assessing the relevance, appropriateness, value for money and sustainability of the trust fund outcomes. Other tools such as Key Informant Interviews (KII), Focused Group Discussions (FGD), and Questionnaire Survey and field observations are also used to assess the outcomes of NPTF supported projects under different clusters. Gender mainstreaming, social inclusion and conflict sensitivity aspects are taken into account while applying the tools. *The external monitoring process provides evidence to support accountability of NPTF to all the stakeholders, including government, civil society, national institutions and donors and to generate lessons learned to contribute to the improvement of the NPTF programs.*

In brief, the main objectives of the external monitoring, as outlined in the Terms of Reference (ToR) are to:

- Assess the outcomes of NPTF projects in Phase I
- Identify outcome indicators for the second phase of NPTF.
- Generate a set of strategic recommendations to strengthen the implementation of second phase of NPTF in 2010-2012.
- Conduct independent social auditing as a tool to receive feedback from project beneficiaries in the project outputs and outcomes.

In order to meet the above objectives, the NPTF/GIZ and Scott Wilson Nepal (the Consultant) signed a 6-month contract for the latter to undertake an independent external monitoring of the NPTF activities effective from 1st April 2011. In order to make the external monitoring process effective in meeting the objectives summarized above, the monitoring activities of the consultants closely interact with the key stakeholders both at the demand side (e.g. combatants, CAPs, CA members, and the general public etc) as well as supply side (NPTF, CDO, Police, project implementing agencies etc). The design of the monitoring tools and their applications are robust and highly professional in order that there is effective communication of the information and useful feedbacks.

The ToR for this assignment is given in the Annex 1.

CHAPTER 2: EXTERNAL MONITORING (EM) PROCESS

2.1 Approach

It is important to note that external monitoring process focuses on the NPTF programme-level outcomes and effects. This means that the focus of our monitoring remains the peace building program-level outcomes and not the project outputs. However, it is also true that in the NPTF context, its programs comprise a number of projects or project activities that collectively contribute to realization of a large programmatic objective. Therefore, there is a strong link between project outputs and NPTF outcomes. Consequently, the design of our monitoring process also looks into the project level outputs in order to feed to the better understanding of the outcome level results.

In undertaking the assignment, we have considered the following approaches:

NPTF projects are the foundation for final peace dividend

Our analysis of outcome is based on NPTF projects as the foundation blocks. In order that there are anticipated outcomes, we have assumed that the project designs should be correct (i.e. reflective and leading to peace aspirations as enshrined in the CPA). We have accordingly developed separate sheets for each NPTF project and analyzed these projects individually (Supplementary document 1). Following this, project level assessment has then fed to the cluster wise assessment. Our assumption in putting projects at the foundation level is that if the projects identified properly, implemented with quality, time and impact sensitivity in mind and have good outputs, then the outcomes contributing to peace dividends will be broadly realized. While the word peace itself has varied connotations, we imply it to be the absence of violence, strong emotions (of pain, revenge etc arising from conflict related incidents) at personal level, injustice and freedom to carryout socio economic activities.

Indicators are extensively used in outcome analysis

External Monitoring process has heavily relied on the use of indicators. Clarity and simplicity of project process has been used for process outcome analysis. Relevancy, adequacy and sustainability indicators have been used for output monitoring. Similarly, adequacy, effectiveness and sustainability indicators are used for outcome assessment. Consequently, our analysis builds upon the findings being evaluated against these indicators to achieve a target scenario.

Priority in monitoring has been given to monitoring effects among women, disadvantaged and voiceless communities

The conflict affects the poor and the underprivileged the most. Usually, they are the ones who are often left out when the state in provision of the support for the conflict-affected people. Our monitoring process has been sensitive to the fact that women, particularly from vulnerable groups, and *dalits* and poor communities that are often voiceless and have no

political connections may have been left out in the provision of support by the state. As a result, we have given due considerations to gender mainstreaming, social inclusion and conflict sensitivity in all areas of project review. During respondent selection, participation of female, vulnerable group, minorities have been emphasized. We have designed and collected disaggregated data to the extent possible to illustrate how these people have been impacted by the NPTF investments.

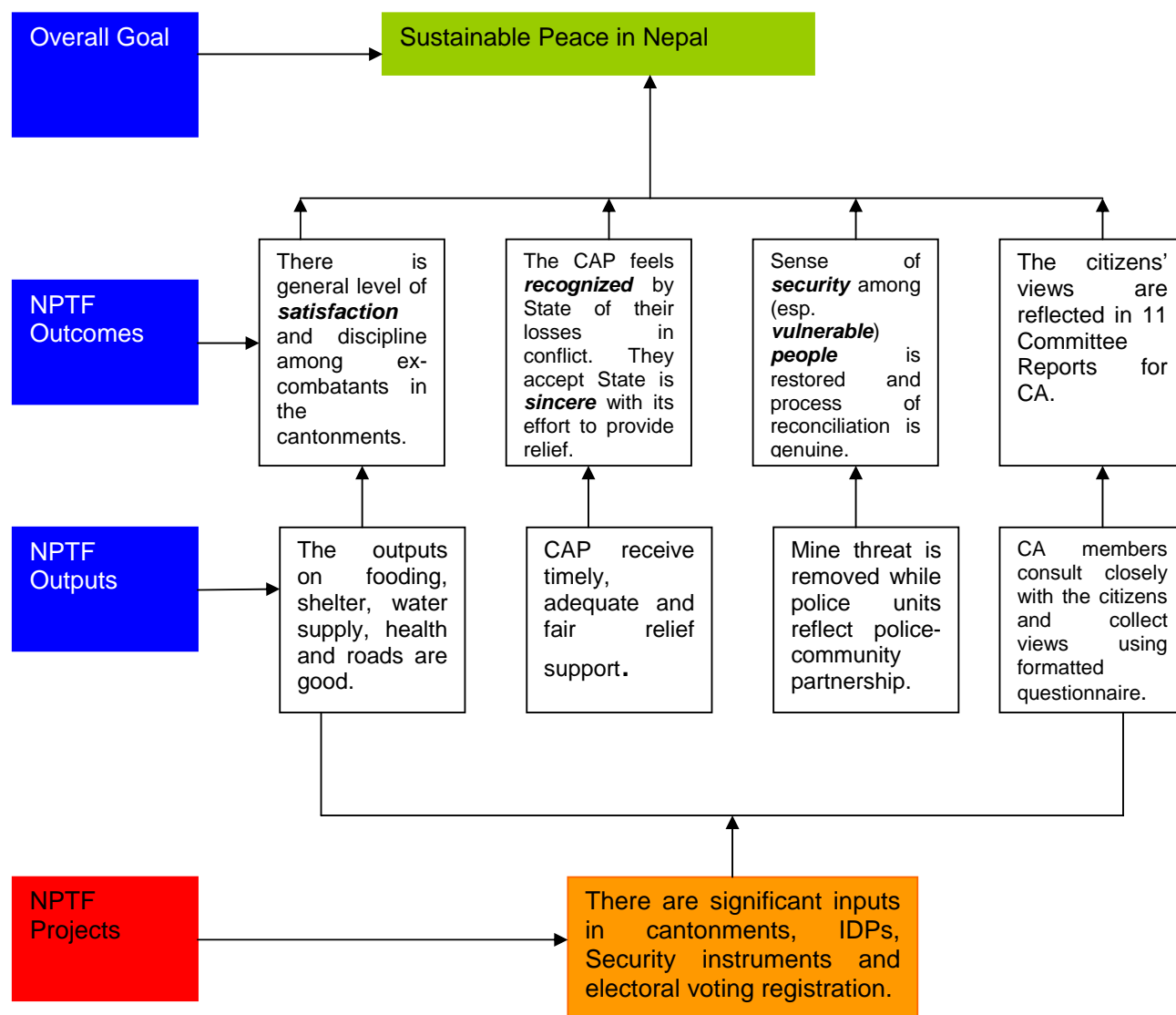
We have also connected outcome monitoring at process and output levels

During the course of external monitoring, we have also monitored the processes and project levels outputs, though only briefly, as they impact the outcomes. It is often not possible to review outcomes in isolation, and the way the projects are implemented (i.e. processes) and the quality and expediency of deliverables are important factors that heavily influence the outcomes. As a result, quick reviews of these aspects of program have also been necessary.

Finally, as illustrated above, we have considered and worked on the basis of a bigger picture scenario where the ultimate objective of peace restoration as envisaged by CPA will be realized only when the people, particularly those who have suffered from the conflict are satisfied (or even happy) with the way the state has organized and reached out to these people. *Our monitoring process has shown that this satisfaction of people is not always associated with the amount of money they receive. Many people have expressed that a genuine recognition of the suffering is important for them. They have also said that the perpetrators of violence (or the undeserving ones) should not be rewarded with relief support.* This has meant, among others, that the quality of support mechanism, its effectiveness and timeliness of the relief delivery process is important to these people. Our approach has therefore been to see if the outcome of the investments made by NPTF has been carried has been conducive to realization of long term peace.

Our logical approach linking NPTF activities and realization of peace at national level is illustrated in Figure 1 below.

**Fig 1: Illustration of logical flow between NPTF projects and peace
(with only selected examples for illustration purposes)**



2.2 Review of NPTF project activities

As mentioned earlier, NPTF projects are foundation blocks of our analysis. We note that the NPTF undertakes a broad and diverse range of activities, implemented through a series of projects grouped into a set of four Clusters, to support the peace process. We summarize areas of support covered by the NPTF projects as follows:

Activities under Cluster 1: Cantonment Management and Rehabilitation of Combatants

1. Physical infrastructures within the cantonments
 - Temporary housing, tents, platoon kitchens and toilets
 - Access roads, bridges and causeways to and within the cantonments
2. Basic infrastructures and related services
 - Water supply
 - Electricity and energy (including Biogas and Solar)
 - Telephone/communication
 - Cantonment Health Management Program (CHMP Phase I-IV)
3. Basic need fulfillment in Cantonments (subsistence allowance)
4. Cantonment management support

Activities under Cluster 2: Conflict Affected People (CAP) and Communities

Special support activities for rehabilitation of internally displaced persons (IDP), which includes:

- Transportation cost
- Subsistence allowance
- Reconstruction of houses
- Repair of damaged houses
- Education support
- Incidental expenses
- Loan for agriculture inputs and equipment

Activities under Cluster 3: Security and Transitional Justice

- Reconstruction of Police Units
- Support to mine actions

Activities under Cluster 4: Constituent Assembly and Peace Building Initiatives at national and local levels.

- Efficient Management of Electoral Process
- Voter's education program for CA election.
- Capacity development of election and pooling officials
- Public consultation for constitution making.
- Institutional development of Secretariat under SCMIRMC
- Institutional and organizational support to NPTF
- Activities under PFS (Operational Budget of PFS)

The projects that implement the above activities are as follows:

Cluster	Projects	Completed	On-going
Cluster – 1	20	14	6
Cluster – 2	1	0	1
Cluster – 3	2	0	2
Cluster – 4	11	8	3
Total	34	22	12

The status of NPTF projects and their outcome analysis with respect to outcomes are provided in Supplementary Document 1.

2.3 Tools used in data/information collection at field level

a. Desk study

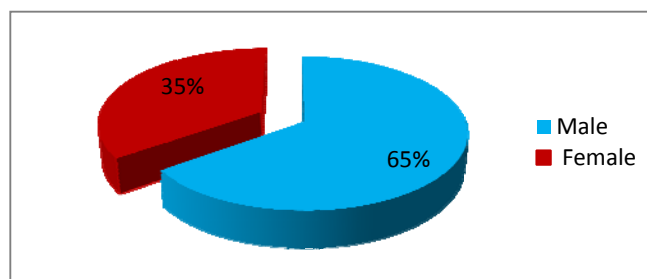
Both the qualitative and quantitative information on ongoing and completed projects for the study were collected through the cluster conveners and Implementing Agency (IA) offices. Secondary information was collected from district IAs such as office of the CDO, DDC, LPC and DEO. Primary information, mainly at the outcome level, was obtained from the use of various tools summarized below.

b. Survey Questionnaire

In order to reach out to as many NPTF cluster activity areas as possible, the monitoring team visited and spoke to a large number of individuals and households. A survey questionnaire based on the checklist for outcomes was developed (see Annex 4). This was revised once following experience gained after three months of its use. The questionnaire was applied to different types of NPTF target beneficiaries (IDPs/CAPs and cantonment neighbours) of the NPTF projects. Gender, ethnic and conflict sensitive factors were taken into consideration while using this tool.

During the course of our assignment, we spoke to a total of 863 beneficiaries (567 male (65%) and 282 female (35%)) using the standard questionnaire. Our district-wise disaggregated coverage among survey participants is as follows:

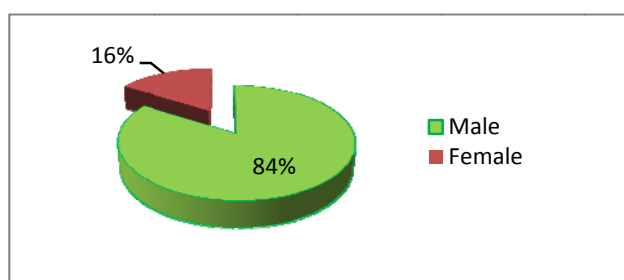
Gender composition of Questionnaire survey respondents



c. Key Informant Interviews (KII)

The selected key informants at different levels were interviewed on the basis of checklists prepared for KII (Annex 4). Actor Matrix (Annex 5) formed the basis for selection of the key informants for KII. Information on projects, stakeholders, opportunities and challenges of project implementation and its effects as well as suggestions for the improvement were collected from the key informants. Altogether 102 persons were met for KII, among them 16 % were female. Despite full effort was made to have higher participation of female and representation of dalit and disadvantaged communities, the percentage is still low in KII (see limitations of the study below). This is due to the fact that the key informants are mainly personnel of IAs and this is something beyond the choice of external monitoring team. Please refer to Table 1 below for details. Details of findings from KII are provided in Supplementary Document 4.

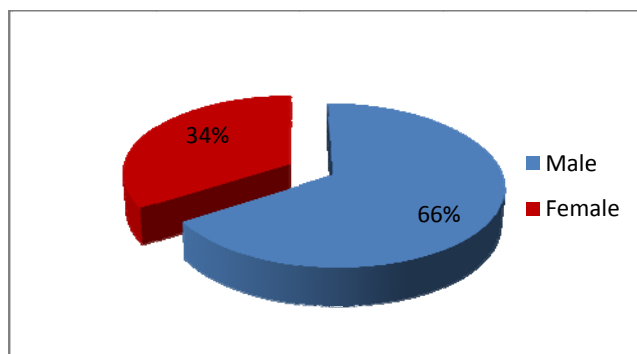
Gender composition of KII participants



d. Focus Group Discussions (FGDs):

In order to obtain information on outcomes from activities under all clusters, FGD were conducted based on FGD checklists (Annex 4). Altogether 34 FGDs were carried out with 356 people among whom 34 % were female (see Table 2). Please refer to Supplementary Documents 5 to get record of discussions in each FGD events.

Gender composition of FGD participants

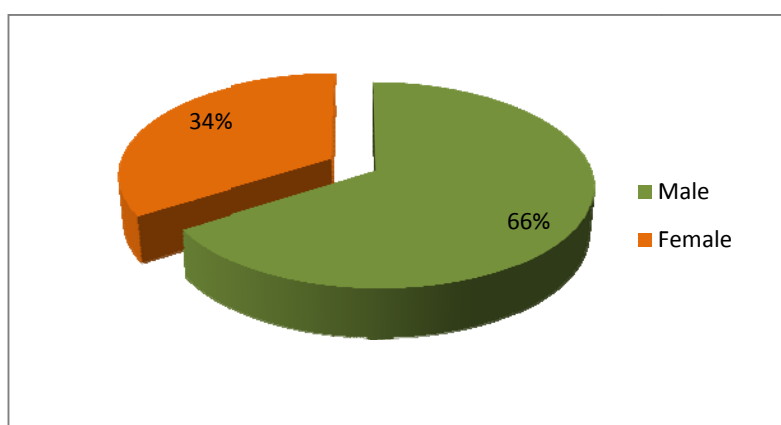


e. Social Audit (SA)

Social Audit was organized as an important tool to reach out to the wider beneficiary level in order to access information on NPTF project outcomes. District stakeholders, particularly the CDO, District Police Chief, District Development Committee/DTO, District Education Office, and Local Peace Committee etc were invited for presentation of their activities. Local Peace Committees (LPCs) were Co-organizer of the SA events. The feedbacks received are used for the outcome assessment. As of the reporting period, 18 events of SA on CAPs and neighbours of police units were organized. Supplementary Document 2 provides details of each SA event. A Social Auditor from the team member from External Monitoring team facilitated the SA events. The Social Audit process encouraged participation from marginalized groups, including women, to contribute.

A total of 739 participated in the social audit events. The gender disaggregation of the SA participants is as follows:

Gender composition of SA participants



2.4 Limitations of the review

Separating out outcomes shared by different programs and implementing agencies

The scope of the ongoing external monitoring process is to monitor and assess outcomes of only NPTF funded peace projects. The works of other organizations like GIZ, UNPFN and INGOs and NGOs working in the same four clusters do not fall under this monitoring framework. However, those projects have directly and indirectly aided and enhanced in successful realization of NPTF objectives. For example, the combatants acquired construction skills through the GIZ supported trainings and there was support from GIZ in water and housing areas within cantonments funded by NPTF. While the EM process recognizes the contributions made by different agencies as above, it is important to note that it is not possible to assess the outcomes separately for these programmes.

Need to consider CAP in general at field level

At the same time, outcome monitoring of support provided to CAP needs to be seen from a holistic perspective. While NPTF support is limited to IDPs, the other categories of CAPs such as the families of the deceased are supported through the MoPR. During the monitoring process, it is practically difficult to separate the conflict affected people on the basis of CAP category, especially during the Social Audits. Therefore the EM process has taken up the issues and outputs for all CAP categories as they arise in the field, but the outcome analysis separates out those from NPTF investments so that the objective of the EM process is also fulfilled.

Expectation management

During our FGDs and other interaction in the field, the External Monitoring (EM) team are often asked if the views reflected in the Social Audits and suggestions made by the district level actors, such as the Line Agencies and the LPC members, will be effectively lobbied by the EM at the policy making level to initiate some positive changes to what is currently practiced. This is understandable, and we consider that the recommendations made by the EM team be quickly discussed and taken up at policy level to initiate tangible changes to the areas where genuine concerns have been raised.

Absence of data or disaggregated data at the district level

During the EM process, the team was confronted with situation at the district level where there was clear absence of proper data management by the DAO that is responsible for the relief support distribution. While there was willingness within DAO to help us with data, what was available was largely incomplete and non-disaggregated by gender or ethnic perspectives. This was the case for almost all districts. For example, data on IDP was non-existent in Siraha and in Gulmi (where LPC, on the other hand, kept good records).

Access to female and vulnerable groups in external monitoring process

We are conscious that the monitoring and survey work carried out by ourselves does not adequately represent the women and ethnic minorities or vulnerable groups. This is despite our maximum possible emphasis on reaching out to these groups. However, due to very limited period (around a week) that EM team spends on the districts, it has not been possible to meet more members from the women and disadvantaged groups.

Limitations in visiting remote locations

The EM team made every possible effort to visit more remote areas in the districts where the CAP, particularly those without voices, are more likely to reside. However, due to the limitations of the tools such as SA used by the team, it was not possible to visit more outlying areas as SA requires presence of key Implementing Agency representatives who are less willing to visit remotely located destinations.

CHAPTER 3: OUTCOMES FROM NPTF PROJECTS

3.1 Cluster I: Cantonment Management and Rehabilitation of Combatants

Cantonment Management is one of the main investment areas of NPTF. It comprises more than 50% of NPTF's budget. The NPTF project activities have resulted in the following broad-level outcomes, which further contribute to ongoing peace process- the major goal of NPTF.

1. *It has been possible to achieve a peaceful and disciplined settlement of combatants in the cantonment for a protracted period of nearly 5 years despite original design (of stay and infrastructures) only for 6 months.*

- No significant or sustained conflict among the combatants and with the community is observed at the cantonments.
- The coexistence of male and female combatants despite non-so-gender-friendly co-habitation arrangements is remarkably peaceful.
- Cordial relation between neighbors and combatants has been notable despite sharing limited local natural resources which often triggers conflict elsewhere.
- Rules and regulation of cantonments are noted to be relaxed facilitating the movement of the combatants.
- Combatants have been offered opportunity for their academic and personal development. Many are pursuing further and formal studies. From fifth division Cantonment Rolpa, 842 combatants appeared in SLC in the year 2009.
- Where vocational trainings have been provided, such as in the fifth division cantonment in Rolpa where vocational trainings have been provided by GIZ, the combatants appeared more satisfied and found purpose after the training. Some of them were also engaged in income generating activities.
- Female maternal combatants are given facility of living outside the cantonments. In fourth Division Cantonment Nawalparasi, approximately 500 mother combatants and their children are living outside the cantonment. Many of them also found safety and love. The combatants have been provided monthly allowances and they are allowed to visit their family. The members were also allowed to be in a relationship or get married.
- Despite the initial cantonment design for a six-month period, functional services and facilities are available in all cantonments. Many combatants consider essential services improved (see Box above) as compared to their earlier livelihoods in the place of origin.

**Voice of a female combatant
soldier in the Hattikhori Cantonment**

A female combatant says 'We are satisfied with the moderate type of basic facilities here in cantonment. Though in comparison with Nepal Army we are having nothing but if it is compared with our past life then it has to be appreciated. For example during the conflict period we used to stay in Thakal (shade made up of a kind of shrub) now at least we are living in wood and concrete house. How long we can stay in this way, it is a different question.'(name not disclosed)

2. *Essential and basic facilities (shelter, health, water, energy, communication etc.) within the cantonments are available and functional for the combatants ensuring a proper stay for its residents*

- Improved shelter, road access, drinking water, electricity facilities provided for combatants and are mostly functional.
- Health care facilities are particularly effective as they are relatively better and organized than those available at the VDC level in the neighbouring areas.
- While maintenance and sustained supply of basic facilities (e.g. water and electricity) exists, the overall service levels are comparatively within acceptance level.

3. *Presence of cantonments and sharing of its facilities has benefitted neighboring communities socially and economically and has resulted in cordial relationship between the ex-combatants and their neighbours.*

- Overall, 90.9% of cantonment neighbors feel the cantonments are positively impacting their community.
- Cantonment facilities are seen as widely beneficial. Health care (90.9%), electricity (100%), and roads (100%) were found to be particularly helpful by the neighbouring communities.
- Some cantonment neighbours were able to have road, water and electricity facilities only with the establishment of the cantonments after lobbying in vain for years!
- Many houses of the community have been taken for rent by the female combatants having children¹.
- Economic activities in the neighbouring community were seen to have increased as most cantonments consume local vegetables and livestock meat etc.
- In Sindhuli, due to establishment of a PHC in cantonment, the communities had saved Rs. 70,000 per year that they annually spent in hiring Indian quack doctors to treat snake bites.

4. *Long term assets (e.g. permanent shelters, roads, electricity, water supply facilities etc) have been created at the cantonments which have potential to attract alternative institutional uses of these cantonment areas.*

- Significant numbers of durable and good infrastructures such as permanent buildings, toilets, garden, roads, water and electricity facilities have been constructed in most of the main cantonments and in few satellite cantonments.
- Some additional office structures and halls have also been built by the combatants which can be used for long term alternative purposes.
- Additionally, in Hattikhor satellite cantonment (Nawalparasi), a number of play grounds (football ground, volley ball and basketball court) have been constructed.
- Many of the shelter assets are claimed by the cantonment leader to be built by internal resources. Commander from Dahaban cantonment Rolpa said 'the blocks are building with internally managed budget and we have asked for reimbursement from the Government. If they cannot pay, we at least seek recognition of our

¹ This was evident in all of the cantonments visited.

contributions!”

5. *Absence of social protection systems to gender based care (e.g. maternal and child care) associated with protracted stay resulted in poor upbringing of mothers, children (-ve outcome)*

- Almost all female combatants showed their resentment on limited allowances for maternal and lactating female combatants.
- No child care center observed in any cantonments
- No provision of maternity allowance for child birth carried out in cantonment health facilities despite them being formally recognized.
- A female combatant from (Jhyaltung Danda Cantonment) says ‘I lost my husband in a war. I have got one daughter and I am the only parent for her. There is no condition to make her stay at home, thus she is staying with me in cantonment. I have managed to send her to school which is located 45 minute walking distance from here. The allowances are very insufficient to cover expenses for her.’

3.2 Cluster II: Conflict Affected People (IDP in particular) and Communities

1. *Awareness on opportunity and relief availability has been created at local level on the IDPs.*

- In all districts visited, IDPs are found to be aware (with limitations described below) of relief packages. LPCs are found active in sharing information and updating data of CAP relief.
- In 21 districts visited by EM team, 9438 applications for IDP support were received by the DAO. Of these, 4428 (47%) were processed. The data further shows that among those applications processed, 2667 (60%) have received the IDP relief support of different kinds.

2. *Some IDPs have been provided with critical/basic support and have resettled well in their place of origin.*

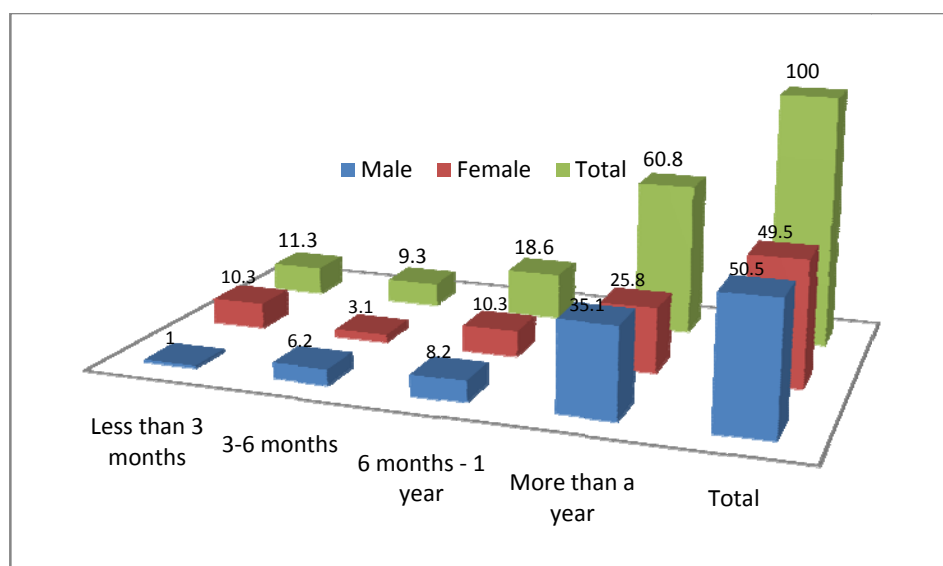
- Most of the IDPs (particularly those from the districts which hosted large number of IDPs from the neighbouring districts) were provided support with allowance and other facilities before CA election in 2007. Data from DAO shows large number of IDPs then returned to their place of origin. DAO officials from Banke district shared that they even provided vehicles to transport IDPs from Banke to their place of origin.

A SINGLE WOMEN IDP INITIATES HER OWN SMALL BUSINESS

- Nepal Army killed my husband during the conflict. He used to work as a security guard in the forestry department. Due to misinformation, the army mistook him as a Maoist. They even mistreated us after his death. We are poor and from the Dalit community. Our life got worse after the incident. We struggled for survival. The community was scared to even talk to us. They thought we would spell trouble from them. Finally, I decided to leave the village and migrate to the district headquarters.
- I struggled to educate and feed my three children. My elder son could not complete his schooling due to economic stress. However, some organization helped send two of my daughters to Bal Mandir (school for orphan) in Nepalgunj. It was a big relief for me. After few years of studies, my children faced security threats and I brought them back. One of them is married and the other one is helping me with my business.
- As for relief amount distributed from the government, I did receive but it was not an easy process. The process was complex and I had issues with proper documents. I had to spend time and lots of money. I invested the relief money to send my son abroad for labour works.
- Recently, my brother in-law gave me 10,000 rupees as a loan. With this, initiated a small vegetable store. I earn around 200 rupees of profit every day. With the support of my daughters and daughter in-law, I have been able to run this occupation. I wish the government could provide micro credit load so that I could have run my business easily.

3. *Poor level of resettlement of IDPs due to (i) inadequate level of financial support (ii) delay in processing of applications (iii) existing sense of insecurity in some places of origin. (-ve outcome)*

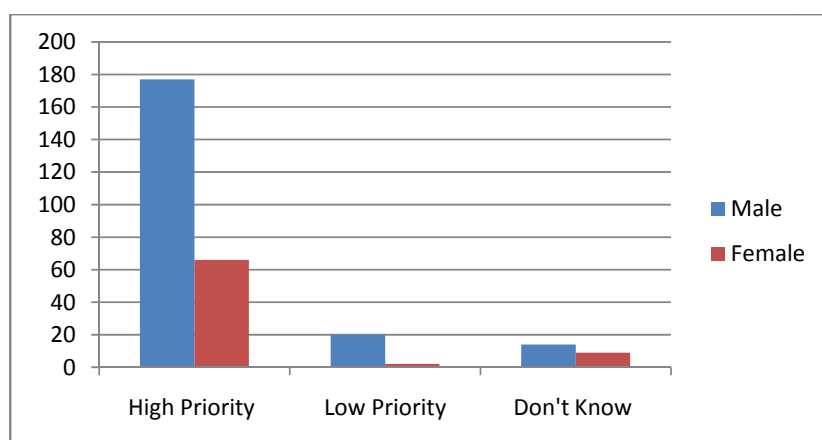
- Some CAPs expressed their dissatisfaction on vague definition of IDP which was subject to wide form of interpretations IDPs allowing undeserving applicants to access relief.
- A different instance, many IDPs received relief amount but did not return to the place of origin due to them being accustomed to the way of life in the place of displacement due to protracted stay there.
- Most of the DAOs also confided that repeated extension of deadline for IDP relief application was creating unnecessary burden to them in verification and documentation. They casted their doubt on receiving genuine applications. Most of the CAPs including IDPs complained of lengthy and biased process of relief distribution
- For 59% of our respondents in questionnaire survey, it took more than 1 year to get relief support and 47% of them had to incur more than Rs. 5000 during the course of processing.

Figure 2: Time IDP spent in accessing relief support

3.3 Cluster III: Security and Transitional Justice

1. Visible presence of government's security machinery/system at the sub-district level.

- The community felt and internalized the government's initiation on reconstruction of Police Unit in almost all districts.
- More than 90% of people believed that the infrastructure is built on a priority basis.

Figure 3: People's perception on how the reconstruction process represented their priorities

- More than 80% (both male and female) in average felt that the presence of PU was promoting security through reduction in theft and local hooliganism.

- Community from Belchautara Police Unit (Tanahu) felt that the incidents of Drug Abuses, which were very widespread around the police unit, has remarkably decreased since the reconstruction of police unit.
- Women participants from Construction Support Committee, Ridi (Gulmi) expressed that they felt more secure in their area due to presence of police unit. In many cases, the Police Unit has initiated action against Girl Trafficking agents.

2. *There is notably increased level of economic and trading activities due to increased level of security in areas of PU reconstruction*

- In more than 90% of the reconstructed Police Unit areas, community reported that economic and trading activities have increased after reconstruction of permanent Police Unit building.
- Establishment of new bank outlets, branches of financial companies, business houses or new stores, hotels and tea shops are some of the recent developments observed in various locations of reconstructed police units.

3. *Cordial relationship has been developed between communities and police force due to collaboration in development (i.e. land acquisition for construction etc) of the police units.*



- The Dhamilikuwa Police Post (Lamjung) was seen to promote community policing. The Officer there expressed his interest in involving fund raising activities for social welfare after reconstruction of Police Post. They closely worked together in ensuring quality of Police Post building. This event provided opportunity for the police and the community to better understand each other.
- In Mangaltar in Kavre, Belchautara in Tanahun, Chaumala in Kailali, and Ridi in Gulmi etc, the community had actively joined hands in accessing additional land for the PU and is working together with the contractor and the police in ensuring quality of works.
- It was broadly noted that the more the involvement of community from the initial stages, the higher the level of ownership of the PU by the community. This was seen to have direct implications on the quality of work.
- Where the contractor had happened to be the one from among (and endorsed by) the community, the work in the PU was seen to be rapid and of good quality.

4. *High level of public awareness exists in mine-risk areas on mine threats*

- a. More than 54% of the people were aware of the mine risk and had heard incidents relating to mines before.

- LPC secretary Gulmi said the education program has been very effective among children. They actively and enthusiastically participated in the training session.

3.4 Cluster IV: Constituent Assembly and Peace Building Initiatives at national and local levels.

1. Election Commission activities have contributed to wider national level awareness on voter education and citizens' responsibilities.

- There is widespread awareness (more than 95%) at the district level on ongoing voter registration process. Among these, more than 60% of the people had heard of this campaign on their local radio.
- More than 9.5 million people out of expected 11.1 million Nepali citizens have been registered in the digital voter list.
- There was district-wide visible and intensive campaign except in few districts (Banke, Sunsari and Jhapa) on developing awareness in voter list registration.

2. Strengthened ground work (tools, processes etc.) are being realized for undertaking free, fair, and transparent elections.

- More than 80% of respondents felt that they felt happy with the initiation made by the government on voting registration with picture.
- It enhanced the trust and confidence of the citizens that this will help in conduction of free and fair election.
- More than 60% of the people visited had registered their name in the voter list.

3. A consultative process has resulted in CA members interacting closely with grassroots constituents and their views reflected in thematic committee reports submitted to the CA.

- During the course of Constitution drafting process, NPTF funds contributed for wider consultations by CA members through written questionnaires in 75 districts; more than 2,000 programs relating to constitution were organized and 500,000 suggestions were collected (IDEA-OHCHR-UNDP report). Similarly, 11 Thematic CA Committees have submitted their reports to the CA. These activities illustrate a significant effort in constitution drafting process and strengthening a democratic and wider direct participatory process (UNDP report 2010).

4. Peace conducive political environment and reduced local conflict (through mediation, code of conduct enforcement etc) has been achieved in areas where LPCs are proactive and constituted with political consensus.

- Most LPCs were found to have taken initiatives in settling dispute locally. Some LPCs for example, LPC of Dhankutta initiated with Limbuwan State activists and significantly contributed to carry on obstructed voting registration process. Similarly, LPC of Khotang also took leading role in settling district level political dispute. LPC Jhapa managed to settle dispute of tea estate workers and LPC Banke also contributed in maintaining peace as the tension rose after an incident of Child abduction and murder occurred in Banke district.

- To some extent LPCs contributed in reconciliation process as well. LPC of Nawalparasi, organized reconciliation program in association with INSEC, which contributed to reconciling the relation between Maoist victim and State Security Person victim.
- It is also observed that LPC itself is like a platform to mediate between two groups as it offers opportunity to access two opposite groups and diverse political parties to work together and understand each.

5. *Strengthened coordination, monitoring and decision making achieved at NPTF due to improved logistics, technical support and fully fledged Secretariat.*

- A well furnished Secretariat Office has been set up.
- There is better coordination with Cluster Convener, IAs and DGs in planning and supporting peace related activities.
- Government and TA staffs are working together for effective monitoring and swift decision making to address emerging issues.
- NPTF decision making with respect to project proposal processing is has been swift.

3.5 Unintended Outcomes

Due to the support from NPTF, there were some unintended or unexpected outcomes which are both positive and negative. They are summarized as follows:

- Some good quality permanent structures (mostly buildings) have been constructed by combatants in their respective cantonments. These structures have the potential to use for long term purposes such as training centres or additional barracks etc. These were constructed using internal resources of the cantonments.
- The infrastructures built around cantonments have brought about increased economic activities like opening of shops and restaurants and hotels.
- The cantonment neighbor lobbying for many years for electricity, roads and water supply got to have them as soon as the cantonments were established in their area.
- As some of these inaccessible areas are connected to major highways, the local products are getting access to market.
- The forests nearby cantonments are being depleted. This has to some impacted water supply availability due to reduced forest cover and additional surge in the population covered by a single water point beyond its capacity.
- There have been sporadic but limited cases of rivalry and conflict between the combatants and the local people.

3.6 Outcomes from gender perspectives

The reconstructions of PUs have notably impacted the security situation at the local level. The survey showed that the women felt more secure through stronger presence of police enabling them to travel and engage in their daily activities more freely, including engaging in business activities such as carrying vegetables to the markets early in the morning or returning to homes later in the evenings.

Some women have initiated livelihood improvement activities from the relief amount they received. Those women who have received more than Rs. 7 lakhs were seen invest in land and vegetable farming while those with lower relief package were initiating small businesses such as goat raising. In this way, they were able to support the education of their children as well as to rehabilitate themselves well.

On the other hand, politically voiceless women, particularly single and elderly, were noted to be left out by the relief support process. Women were among those (see the case of widows of deceased Man Bir Rai) who received the support far too late than men and are more seriously affected and traumatized from what they saw or went through during the conflict period. These women needed special treatment to alleviate their trauma, but such provisions were not available.

a. *Some findings from the field surveys:*

- Two wives of Man Bir Rai (killed during the war, Jhapa) each divided 50 thousand each but they received the amount only after three years of submitting the application. The women used the money to pay their debt.
- A total of 27.9% of women in our sample survey responded they were aware of constitution drafting consultation programs carried out by the CA members. But only 15% participated in the process of which 72.2% were satisfied by the program. Of all female respondents, 38.5% believed that the issues would be discussed in the CA assembly.
- This segment of population is skeptical if the issues raised at the local level will actually be taken seriously in different CA committees.
- A majority of women (61%) were found to be aware of the formation of LPC in their districts and only 43.9% of those surveyed women knew the existence of LPC at VDC level. 36.9% cite the knowledge of LPC consultation activities at local level. Of those women that participated at local level LPC programs, only 34.6% are satisfied by outcome of the programs.
- A very high number of women (81.9%) are aware of digital voter list update project carried out by district election commission office. However, only 46.6% updated their name in the list. The difference resulted due to various reasons: lack of citizenship certificate, no encouragement from family members (especially in terai region) and inaccessibility of EC camps in villages.
- Only 16.7% of women knew of mines planted at local level during the war and 44.1% have information on accidents due to mine explosion in their communities. Majorities (51.9%) of our respondents have idea of the dangers of mine but only 12.5% know of mine clearance projects being carried out in their district.

- Relatively higher numbers of women (53%) have knowledge of reconstruction of police units damaged during the conflict and 47.2% of them are satisfied with the quality of the project.
- 80% of women surveyed believed that hooliganism in their communities has decreased and 66% of women reported decline in abduction cases. Similarly, 70% said there is reduction of social discrimination after construction of police units. All felt that there is overall improvement in security in communities and women can easily move around and carry on with their activities.

b. *Introduction of UNSCR 1325 and 1820*

To address the security concerns of women and girls and to ensure the participation of women in all stages of peace building the, United Nations Security Council adopted resolution 1325. Similarly, to address issues of girls or women caused by gender-based violence during the conflict, the Security Council has adopted resolution 1820. As a signatory party of both the resolutions, Nepal government has recently prepared National Action Plan for its implementation.

Due to the mandatory provision of 33% women participation in LPC, there was at least 33% of participation of women in all sampled districts (8) LPC. The role of women in some districts is observed very effective in reaching out to CAP women of the district and bringing out their voice. Dang district, for instance, where a woman coordinator is leading LPC, there was a 71% woman CAPs during our Social Audit event. Similar was the case in Rolpa where there was larger participation of female CAPs in a FGD, coordinated by a female CAP representative from LPC. However, woman LPC members from many district complained that their voice is less heard in meetings and they are not given opportunities for capacity development within the committee.

The LPCs from none of the 8 districts kept records on Gender Based Sexual Violence (GBSV) during the conflict. None of them have carried out any programs targeting such victims. On the other hand, few of women participants from Dang and Rolpa shared some cases of GBSV during the conflict in their respective districts. Limited program for victims of GBSV might be a reason why those cases are subtle.

LPCs from all 8 districts received the Action Plan on Implementation of the UNSCRs 1325 and 1820. Few members of LPC from all districts reported that at they have heard of UNSCR 1325 and 1820. However, no orientation classes on the resolutions have been carried out to those members.

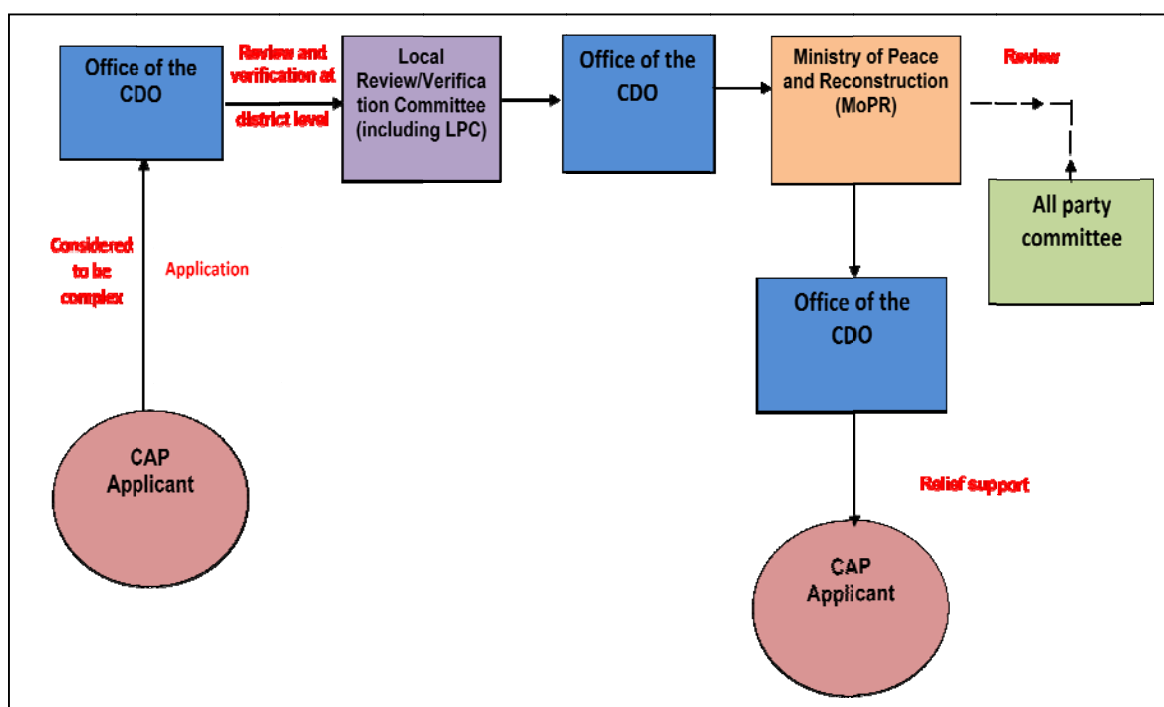
CHAPTER 4: ANALYSIS OF KEY ISSUES AFFECTING OUTCOMES

Our findings from monitoring visits show that there are limited but powerful factors that are influencing the outcome from the NPTF projects. We briefly discuss them below:

a. CAP application, identification, approval and relief distribution process is complex and lengthy

We are aware from our discussions at field level that all the above activities are carried out using government institutions and human resources. While being cost-effective approach, this understandably leads to human and monetary resource constraints at the district level. However, this is adversely impacting the performance and impact for the significant amount of resources that has been assigned for the purpose of providing relief and rehabilitation support to the CAP. Supplementary document 6 (Survey findings) and box below illustrates that our respondents feel the process to be complex and out of their reach. Our Social Audits participants say that they are at pain in seeing non-deserving people also receiving support, hurting them more.

The flow diagram below reflects broadly what steps the applications go through before the CAP get what they see as valuable support by the state. But more than 64% waited for more than a year to receive it while nearly 37% spent more than Rs. 5000 in the process.



We also concur that the process is complex, lengthy and support provided inadequate for the following reasons:

- The documents sought in furnishing proof are often impractical, such as requiring proof of treatment and its costs, and record of stay in the jails.
- The measure of disability required is very subjective and what was applied for and what is verified have big difference without furnishing any details.
- The concurrence required from MoPR is taking longer than normal.
- The funds made available to the districts are much less than requested (often 10-20% of what was requested) which disallowed the CDO to make any disbursements.
- There is absence of more accountable verification process based at grassroots level consultants, which could avoid bogus applications.

A SINGLE WOMEN IDP PAYS BROKERS TO ACCESS RELIEF SUPPORT

- I am Gaumati Gharti Magar (Real name, 46) from Uba VDC. In 2053, my husband was shot dead right in front of my eyes. We were about to sleep and 5-6 Maoists came and started assaulting both of us. My husband was holding our youngest daughter and they just fired at him. It was heavily raining. I cried and asked for help once the Maoists left my house but nobody responded. I got into lot of trouble after my husband's death. Economic burden and the responsibility to bring up the children came to me. I used to receive threats from the insurgent group and struggled for survival.
- One day, someone informed that my eldest son drowned in the pond while swimming. I was faced another tragedy. Nobody can imagine my struggle to be where I am today. My son and daughter both are grown up and understand my grief. The support from BalGriha and organizations including Nepal government have supported in their education.
- I received one lakh for my deceased husband, 25 thousand as a single woman and fifty thousand and five hundred as an IDP. I did not receive the money easily. I was unaware of the relief package. A person used to give me information and he asked ten thousand or 2-3 thousand each time. I spent around 10-15 thousand and traveled many places to arrange proper documents.
- It has been a while since we moved to the headquarters and working as a laborer. If we return, it's not possible to farm and arrange money for our daily expenses. Further, I have no interest to stay in the village where my husband was killed and uncooperative neighbors.
- I now find hard remembering things and have become very forgetful. I also have a daughter who needs treatment. I feel she inhaled some explosive when her father was killed. She is not very healthy.

b. Social, economical and psychological damages from the conflict have not been fully studied and addressed

A decade long conflict not just damaged physical infrastructures but also altered social structures and economy of the nation. The mental and psychological damage to war victims cannot be ignored as they leave scars in the forms of trauma, guilt and hatred, usually triggering thirst for revenge.

Social damage:

Despite willingness their willingness, many of the IDPs are still not able to return to their place of origin. Many of IDPs whose property is yet to be returned are living in miserable conditions. They are isolated from their society and some of them expressed security threat as well. Thus, their freedom of movement and speech is greatly restricted.

A significant number of single women respondents in our study said their social networks were broken after the conflict. A single woman (from a Dalit community) from Amelia VDC, Dang: Once the Maoists killed her innocent husband, the villagers stopped cooperating with her family. She had to finally leave the village. Many single women from other districts also shared similar anecdotes. Social exclusion and non-cooperation is still wide spread.

CASE STUDY (Displaced Village Banjhakhet VDC, Lamjung)

We are from Kalme Village, Banjhakhet VDC Lamjung. We were 8 households from Tamang community, but we all are compelled to leave our place during conflict and yet we are not able to return our place.

During the conflict period we got tortured from both Maoist groups and Nepal Army. For one group we have to be ready to provide food and shelter any time. While the other group used to intimidate us for supporting Maoist group. Finally, we (the family 8 households) decided to leave the village for our security. People from 2 households moved to Tanahu district and families from 6 households left for Bhulbhule in Lamjung district. We particularly male members went to abroad for labour job, because of an unfavourable situation and economic problem. However, rest of our family members were struggling here to run the livelihoods.

After the conflict ended, we returned to Nepal. None of us were aware of rehabilitation or support package of government supposed to provide IDPs like us. We have not applied so far. We want to return to our origin place, but we do not have enough money to resettle there. The money we earned abroad is all spent for education of children and paying back the loan.

We had our own houses, land for agriculture, livestock, irrigation canal, school for children in the village. Here we are struggling for everything a in new place. Most important issue is our dignity. We do not have dignified life in displaced place. It gives us kind of pain to stay in others village, leaving everything that was in our own village.

Economic damage:

Many people, from our district visits, were compelled to leave their land and property and displace to new place where they started their livelihood from scratch. Some of them have

not return because of socio-economic insecurity. Conflict not just damaged economy of IDPs; it also damaged economy of other categories of CAPs as well.

Economies of a significant number of war widows were found negatively impacted by conflict. After the loss of their husband, widow's roles and responsibilities towards the family was increased. Many women even committed suicide due to the increased responsibility. A woman from Banke district said, "I am 56 years old and doing labour work to sustain the family. I never worked like this before the death of my son." As women got engaged in economic activities, they got limited time to look after their children, resulting in negative consequences. A single woman from Rolpa shared her sad story of her child drowned in the river while swimming. Many single women from other districts also said their children were forced to drop out as they were unable to send them school. And the children themselves showed interest to engage in income generating activities to support their family.

Psychological Damage:

Majority of CAPs suffered from psychological issues during the conflict. Either they witnessed killings of their loved ones in a brutal way or they were threatened, humiliated or intimidated. In course of our monitoring process, we encountered large number of people having psychological problem. Many of them, particularly women, were traumatized. A single woman from Rolpa observed having mental health problem. A war widow from Dang said there are many women who have lost their mental balance after the killings of their husband. Similarly, a CAP from Banke said there are still feelings of hatred and thirst for revenge between two rival groups: the CAPs victimized by Maoist and the CAPs victimized by the security forces.

Thus, very less attention has been paid to address the damages (social, economical and psychological) by the government as well as the non-governmental actors. This is particularly true in remote but severely conflict-affected areas like Rolpa.

Healing process of a post-conflict society is a long and exhausting process. We observed that money has not brought about the intended peace and trust among the people. There is lot of pain and wounds that are still raw. In a society where mental illness is still a taboo, the psychological damage is insurmountable and without proper truth, reconciliation and healing process, we cannot expect calm, peaceful and prosperous our society.

A SINGLE WOMEN STRUGGLES WITH PSYCHOLOGICAL PROBLEMS

- I am Khamira Garti (Real Name, 60) from Gam village and I lost my husband in 2060. He was a VDC chairperson representing the Congress Party. He was first abducted by a group of Maoists. After four days, we found his dead body in a horrible condition. They had cut his tongue and sensitive parts. After the incident, the Maoists tortured and assaulted me. The situation got worse and I could not stay village. I did not get support from others. Thus, I went to the district headquarters with my son Lal Bahadur.

- I have not received any relief from the government except for 10,000 rupees for my son's education. Some organizations are also supporting his education. All the support we received so far meant a lot for us.
- However, I am very upset as to why the government is not providing us with the financial support as our other counterparts? I heard some women who lost their husband during the conflict received 25 thousand and even one lakh. I have submitted my application but I have no idea as to when I will hear from them.
- Now, my hope is the only son Lal Bahadur. I want nothing but to educate and make him independent. He lost his father at a young age. He used to call other people as if they were his father. It is my responsibility to look after him.

CHAPTER 5: RECOMMENDATIONS

The recommendations proposed by the External Monitoring team cover areas both within and outside the scope of NPTF. This is mainly from the consideration that the effectiveness of NPTF projects in delivering outcomes have largely been impacted by many policy and implementation level factors that affect the capacity and performance of both central as well as local level government organizations (such as DAO). In these cases, our recommendations have been to be carrying out a broader level review of NPTF mandate for significant changes in its scope.

Similarly, we are conscious of the current discussions and initiatives that could lead to breakthrough in peace process. Again, anticipated changes will have significant implications on the priorities of NPTF and we anticipate that NPTF can play a larger role in addressing emerging issues. These are also reflected in our recommendations.

5.1 Recommendations for Ministry of Peace and Reconstruction

1. **Findings:** At the district level, the targeted IDP group (as well as other CAP categories) find the process to approach and apply for relief support to be lengthy and complex. The actual receipt of the relief support comes quite late (nearly a year for most victims). One of the reasons for delay is the numerous Actors, agencies and institutions that are involved in decision making process at the central level and weak horizontal and vertical coordination and communication among the agencies involved.

Recommendations: It is advised that due consideration be given to simplifying the IDP verification and approval process at the central level and local levels. This could include reducing the number of actors, agencies and institutions involved in decision making and improving the coordination and communication at the central and local level, among others.

2. **Findings:** During the monitoring process, it was visible that a significant investment was made by the cantonment residents in improving their infrastructures, particularly the shelters, resulting in more permanent and useful assets with long term potential for uses similar to the current one. The residents expressed keen interest for recognition for their efforts in developing these infrastructures using their internal resources through a letter by MoPR.

Recommendations: We consider that a letter from the MoPR acknowledging the presence of these infrastructures as voluntary contribution to the nation by the cantonment residents be appreciated by the ex-combatants.

3. **Findings:** The cantonment areas, including the land, infrastructures and the facilities are now fairly well developed over the past five years of their continuous development. Once these are vacated, these will either need to be restored or made use for other purposes. If left undecided for some time after the camps are vacated, these premises could be misused.

Recommendations: It is suggested that a plan to maintain the permanent structures, assets and service facilities developed within the cantonments be in place and ensure long term strategy for the use of the assets created in the cantonments be prepared as soon as possible and before the camps are vacated.

4. **Findings:** LCMO is the main coordinating body for cantonment related activities. The monitoring process showed that in many instances, the LCMO was not aware of key support activities carried out by the implementing agencies resulting in duplication of efforts and absence of information/update at the LCMO.

Recommendations: The implementing agencies need to ensure that there is proper information sharing with the LCMO on all the projects associated with the cantonments at local level while respective IAs continue to implement related activities.

5. **Findings:** During the social audit and consultative meetings with CAP members, issues have been raised that some of the recipients of the CAP relief support have included undeserving candidates. It is claimed that some of these names have been added once the list leaves the district for approval by the central level agencies. This has reduced the impact of the relief support on the CAPs.

Recommendations: Verification process for CAPs should be triangulated considering various factors at local and central level *impacting the eventual list of potential support recipients*. Identification and validation of IDPs as well as other groups of CAPs are often more effective when carried out and verified at local level, preferably through grassroots level participatory meetings based on approved guidelines and district recommendations. An independent (with no political affiliation) third party institution could be assigned to support communities in verification of the list.

6. **Findings:** There is strong voices among the implementing agencies at the local level that repeated extension of deadlines for new applications from CAP for relief support has been detrimental to the effectiveness of relief support process. They consider that this has made the whole process complex and has allowed undeserving names to be included in the CAP support list.

Recommendations: Conclusive and final date should be given by the Government with necessary awareness and support measures in place to reach out to wider and remotely located population.

5.2 Recommendations for NPTF Board

1. **Findings:** The participants of the Social Audits have consistently said that only a combination of monetary support along with appropriate justice will make them genuine relief and help them put the past behind.

Recommendations: NPTF should explore how it can help in expediting the

formation of TRC and the Commission for the Disappeared as well as to support in increasing the effectiveness of these Commissions.

2. **Findings:** A notable number of CAP as well as ex-combatant in the cantonments, particularly the women without support, were mentally disturbed. There is currently no provision for much needed support to address social and psychological damages experienced by the CAP and ex-combatants.

Recommendations: It is suggested that a separate project be developed by NPTF to include psychosocial counseling of IDP/CAP and PLAs This could be developed as a nation-wide initiative for the victims to avail professional counseling services.

3. **Findings:** While Nepal has been declared a mine free country, the monitoring surveys has shown that the fear of mines has not been completely eradicated from the minds of the people. Some sporadic incidents of explosion, of whatever device, continues to scare the communities.

Recommendations: It is suggested that the awareness programmes on mines and other explosive devises needs to be continued and widened until incidences of explosions are significantly minimized.

5.3 Recommendations for NPTF Secretariat

1. **Findings:** The current peace process is still in uncertain stage with respect to whether or not the rehabilitation and reintegration will soon take place. In the status quo situation, a number of new initiatives are necessary to improve the living condition of the ex-combatants. If the process does move forward, necessary preparatory works for possible rehabilitation and reintegration processes need to be prepared as early as possible to support the new activities that shall be initiated.

Recommendations:

- *If the rehabilitation process is protracted:*
 - i. Second generation activities (e.g. life-skill activities, maternal and child care activities, psycho-social support etc) based on the need assessment should be mobilized without delay.
 - ii. Additional logistical facilities need to be provided for improved management of the cantonments.
 - *If rehabilitation process goes forward rapidly:*
 - i. Launch special package program for voluntary retirement and rehabilitation of combatants so that they can reintegrate respectfully
 - ii. Pre-rehabilitation study should be carried out and projects should be designed accordingly.
2. **Findings:** The LPC at the district level need to strengthen to improve their quality of services to CAP. For example, many of its staff, including the Secretaries, was not aware on how to deal with complex and sensitive situations such as when there is overwhelming pressure from the CAP seeking assistance. The monitoring

team noted that LPC team to behave inappropriately to the CAP approaching LPC for support.

Recommendations: Capacity of LPC members needs to be strengthened to make their roles and responsibilities and therefore their contribution for peace process more effective. Such support could include training in how they need to approach the CAP and even support in some form to counseling.

3. **Findings:** Soon after the CA elections, people had participated on the questionnaire survey carried out on behalf of the CA members. People who have contributed are eager to know of the status of the issues raised and comments provided.

Recommendations: There needs to be nationwide dissemination of the draft constitution among people who participated in and provided feedback to the CA members on key issues of constitution.

5.4 Recommendations for Implementing Agencies

1. **Findings:** Social Audits and Focus Group Discussions at Police Units have shown that the Police Units which have been constructed well are those where the community based Construction Committees have been representative, capable and formed from the inception and the selected contractors have been those preferred by the community. Where this is not the case, construction process is delayed and often neglected by the community resulting in generally poor quality of works.

Recommendations: Considering the lessons learnt, next phase of reconstruction of the Police Units should make necessary provisions to constitute Construction Committee from the very beginning that is truly representative, capable and accountable to the local communities. Furthermore, the procurement process for the selection of contractors could make necessary provisions, as allowable within the government procurement guidelines, in the procurement notices to encourage participation and engagement of contractors that are willing to work together with the communities and the client.

2. **Findings:** The complex and lengthy application and verification process for CAP relief support does not match with the staff resources assigned by the implementing agencies, particularly at the DAO, to process the applications.

Recommendations: LPC needs to be strengthened and assigned an increased role to support this process.

3. **Findings:** Social Audits events have shown that many families who were displaced and had to relocate in unfriendly territories, or those whose senior members died in the conflict had the grandchildren not being able to access education in new places or could not afford due to parents not being able to organize livelihoods in a new setting. This way, the grandchildren were deprived of education and other necessary support. The guidelines allow only the second generation to access education support who are generally over 18 while the young ones are deprived of such support.

Recommendations: The education scholarship to CAP families needs to consider 3rd generation (grandchildren of the affected family) as well. The scholarship should be regular and the DEO Board should be given the flexibility to switch funds from other budget heads and reconciled later on when the CAP budget arrives. This would ensure continuity of education support to the CAP families.

4. **Findings:** Many of the Police Units are constructed in dry or low rainfall areas with limited cooking energy sources (e.g. firewood, kerosene or LPG). It is expensive to access these sources while being environmentally sensitive to access firewood in particular. Such considerations were not made in the design of the particular police units.

Recommendations: The development of PUs in rural areas offers excellent opportunity to apply and locally disseminate some environment-friendly technologies such as rain water harvesting and biogas for cooking. These facilities should be added to all the PUs.

5. **Findings:** The referral system for treatments of ill ex-combatants is currently designed from the administrative point of view. For example, Nawalparasi cantonments are required to go to Butwal hospitals though they are in proximity to Chitwan hospitals. Similarly, the staff at the cantonment based health units feel left out by the Health Ministry institutions in engaging them in capacity building and support initiatives.

Recommendations: Referral system for the treatment of the ex-combatants should be simplified on the basis of distance rather than the district centres. Furthermore, there needs to be stronger ownership of the Cantonment based health facilities by Ministry of Health by increasing the engagement of its staff in MoH institutional meetings and provision of capacity building support to the field team.