

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

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



SECOND MONITORING REPORT

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Submitted by

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ABBREVIATION

APO	Area Police Office
BPKIHS	BP Koirala Institute of Health Sciences
CA	Constituent Assembly
CAP	Conflict Affected People
CAW	Conflict Affected Women
CAPwD	Conflict Affected People with Disability
CDO	Chief District Officer
CPA	Comprehensive Peace Accord
CMCCO	Cantonment Management Central Coordinator's Office
CSIDB	Cottage and Small Industries District Board
DAO	District Administration Office
DCSI	Department of Cottage and Small Industries
DDC	District Development Committee
DEO	District Election Office
DG	Donor Group
DoR	Department of Roads
DPHO	District Public Health Office
DPO	District Police 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
IED	Improvised Explosive Device
IDP	Internally Displaced Person
IG	Income Generating
IPs	Indigenous people
KII	Key Informant Interview
LCMC	Local Cantonment Management Committee
LCMO	Local Cantonment Management Office
LPC	Local Peace Committee
M & E	Monitoring and Evaluation
MoHA	Ministry of Home Affairs
MoHP	Ministry of Health and Population
MoFALD	Ministry of Federal Affairs and Local Development
Mol	Ministry of Industry
MoLJCAPA	Ministry of Law, Justice Constituent Assembly and Parliamentary Affairs
MoPR	Ministry of Peace and Reconstruction
MoWCSW	Ministry of Women, Children and Social Welfare

MRE	Mine Risk Education
NAP	National Action Plan
NDF	National Disabled Fund
NEFIN	Nepal Federation of Indigenous Nationalities
NPTF	Nepal Peace Trust Fund
NGO	Non Government Organization
NPC	National Planning Commission
NFDIN	National Foundation for Development of Indigenous Nationalities
PHQ	Police Headquarters
PFC	Public Facilitation Committee
PFS	Peace Fund Secretariat
PO	Partner Organization
PU	Police Unit
PwD	People with Disability
SA	Social Audit
SCSIRMC	Special Committee on the Supervision, Integration and Rehabilitation of NCP (M) Maoist Army Combatants
SGBV	Sexual and Gender Based Violence
TACADWERS	Targeted Assistance for Conflict Affected Disabled and Women Ex- Combatants Requiring Special Support
UCPN (M)	United Communist Party of Nepal (Maoist)
UNSCR	United Nations Security Council Resolution
VMLR	Verified Minors and Late Recruits
VRS	Volunteer Retirement Scheme
VDC	Village Development Committee

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EXECUTIVE SUMMARY

1.0 INTRODUCTION

The external monitoring activity is carried out to assess the outcome of NPTF projects leading to an understanding of the extent to which NPTF projects have contributed to or are contributing to the NPTF goals and objectives, showing clear linkage between the activities and the outcomes. 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), Focus Group Discussions (FGD), household questionnaire surveys and field observations have been applied 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 these tools. This report covers the monitoring findings from visits and consultations carried out in 10 districts up to end of September 2013.

2.0 KEY FINDINGS

2.1 Cluster I: Cantonment Management and Rehabilitation of Combatants

- Ex-combatants under VRS have largely been integrated well into the communities, particularly in the urban centres (district headquarters or in Kathmandu).
- Inadequate preparatory planning and trainings on skill development and entrepreneurship have hindered swift economic reintegration of ex-combatants.
- Women ex-combatants particularly single women are facing more challenges to social and economic integration than their male counterparts.
- There is increased sense of insecurity among ex-combatants from internal factors than the security threat to the society they belong to.

2.2 Cluster II: Assistance to CAP and Communities

- Despite enhanced feelings of security due to the demining and MRE activities, still some numbers of people perceive threat of mine or IED.
- Most of the IDPs are well aware of the relief support and have applied for it with the outcomes appearing increasingly mixed and confusing due to complexities of process and time lapse since the process first began.
- Very low level of satisfaction among IDPs was observed on the support mechanism. Many of them feel that the support amount is neither attractive nor designed to truly support resettlement.
- Factors that still prevent IDPs from resettling in their place of origin include social detachment due to protracted absence from the place and individual psychological trauma persisting from period of conflict.
- The support to the disabled through NDF and BPKIHS appears less effective and less relevant in the present context though most of the CAPwD who were supposed to have the service are aware about their services

2.3 Cluster III: Security and Transitional justice

- Communities have felt more secure with the PU reconstruction and are happy with its design responding to gender and human rights perspectives.

- Women have perceived increased sense of security after the reconstruction of PU. Deployment of women police has enhanced the service delivery quality.
- There is low level of awareness on NAP provisions among the targeted group of NAP programs at grass-root level.
- Inadequate coordination between DDC with DCC member organizations has reduced the expected outcome.
- Increased level of commitment is leading to some visible initiatives being taken by MoWCSW and Nepal Police on protection and prevention.
- Legal sensitization programme of MoLJCAPA has good content design in but it has not reached well its target groups.
- Effectiveness of IG trainings appears to be weak without support for additional package such as seed money to initiate business, support of equipment, intensive entrepreneurship training and market linkage.
- Absence of psycho-social programme to CAP women having psycho-social problem is prolonging the trauma of these women.
- Despite high relevancy and great potential, DCC is less proactive in capturing the essence of NAP at district level due to lack of orientation on TOR of DCC and resource constraints

2.4 Cluster IV: CA and Peace Building Initiatives at National and Local Level

- LPCs have been established, to varying degrees, as important peace-building institution at the local level.
- LPCs are proactively involved in reconciling between conflicting parties. However, they still lack the depth of knowledge and range of skills required for genuine and permanent reconciliation.
- In spite of having relevant and appropriate contents, Radio project has not achieved its desired outcome due to very low number of listeners and its limited coverage.
- To some extent the project is contributing to raising voice of deprived and marginalized people (especially CAP) through debate or interaction program and to peace building.
- Communities are more confident of free and fair elections.
- Despite formation of an inclusive Peace Building Network Committee (PBNC), it is less successful in the district in delivering any notable results/outcomes.
- DAO from all project districts claimed that the integrated mobile camps were more supportive to the pro-poor and marginal group as the centres were established in remote VDCs which could cover few more surrounding VDCs.
- The integrated mobile camp contributed in strengthening good governance of the implementing agencies of the district as most of the camp had organized public audit event or group discussions side by side.

3.0 KEY RECOMMENDATIONS

3.1 Recommendations to NPTF

- NPTF should support in launching second generation programmes such as vocational and life skill and entrepreneurship trainings to ex-combatants and person associated with armed conflict without further delay.

- NPTF should support to proposals which could contribute to reconciling relation between antagonistic parties, possibly through peace campaign at a larger scale.
- NPTF should continue supporting MoPR in strengthening capacity of LPC with particular focus on providing additional skills, coordinate district activities of the ministries and provide additional resources.
- NPTF is suggested to increase projects for socially excluded and marginalized groups. This could be projects that allow participation of diverse group of people including youth and marginal groups with focus on involving them in dispute settlement and reconciliation rather than just confining to promotional activities.
- NPTF is suggested to continue support for integrated citizenship distribution camp as it contributes in conflict transformation by addressing root causes of conflict to some extent.

3.2 Recommendations to MoPR

- The project of MoPR designed for rehabilitation of vulnerable groups (wounded CAP/ex-combatants and lactating female combatants) needs to be implemented at local level without further delay.
- MoPR also need to take initiatives in reviewing CAPwD's identity card because the certification is not consistent with the actual level of disability as intended by the policy. There is also need to mainstream this allowance with social protection scheme of the government. Current provision of 50 persons per VDC needs to be reviewed in this context.
- In view of the poor coordination and financial management, it would support LPC if MoPR can appoint an accountant in LPC who could handle the financial matter of LPC. Alternatively, provision of certain incentive and training to staffs of DAO to CAP works will also be useful.
- It is important that NPTF encourages DCC and IAs to adopt coordinated approach at central and district level along with special measures to increase the participation of disadvantaged group and remote area residents.

3.3 Recommendations to Implementing Agencies

3.3.1 NDF

NDF project activities need to be reviewed as large numbers of PwD are not in need of major services expected to be provided by NDF. Thus, NDF should either design programme with additional rehabilitation support activities for PwD or collaborate current project with other medical service providers which could address the medical problem of wounded CAPs too.

3.3.2 PU

- As higher level of demand for women police is voiced from the community, PHQ need to take some strategy to deploy women police in newly constructed gender friendly PU.
- PHQ should review time frame of project completion taking an account of geographical diversity and remoteness.
- PHQ is suggested to incorporate separate rooms for keeping juvenile delinquent, first aid room, and evidence identification room with CCTV at least in the district police office level PU projects.

- To address the technical inputs from the contractor team as well as the PHQ that are still very weak and infrequent, the PHQ should ensure more capable technical teams to make visits and take stern actions on lapses of quality.

3.3.3 MoLJ

- MoLJCAPA is suggested to review its legal sensitization training programme while considering increase in duration of the training, orienting the curriculum to focus on women, conflict, peace and legal remedies on women's rights issues. A special strategy should be adopted to include higher percentage of CAW/Gs (including female ex-combatants and VMLRs)

3.3.4 Mol

- Mol is suggested to prepare stringent guidelines on participant selection which should encourage participation of CAP (from state party as well as belligerent party) for the conflict sensitivity. Priority should be given to CAP from deceased family, tortured or wounded CAP woman (who also might have suffered from sexual violence during the detention period) and flexibility should be taken to include female ex-combatants and widow of security force personnel.
- MOI is suggested to review the training package by including provision of seed money, adequate raw materials and equipments.
- To make the centre more gender sensitive, it would be effective to establish child care centre along with training centres for CAW.

3.3.5 Radio Nepal

- In order to make project more effective, Radio Nepal must explore different approaches in next phase. For example, programmes should be produced and broadcasted at local level too. Cooperation with NPTF project implementing agencies also needs to be strengthened.
- In order to make programme more effective, Radio Nepal should merge its three programmes 'Radio for Peace' report, public debate programme and drama named 'Khane Mukh Lai Junga Le Chekdaina' and include the feedback section as well.
- Radio Nepal should develop some activities regarding capacity building of the project for conflict sensitive reporting and purchase enough equipment for reporting.

3.3.6 NFDIN

- NFDIN should increase intensity/frequency of the programme in order to realize outcome of the project. For example, it is difficult to measure outcome of 1 month long radio programme, one or two dialogue programmes and few events of street drama concentrated in the headquarter.
- NFDIN should give continuity to integrated implementing approach for its activities and ensure good coordination among the activities launched in the district.

3.3.7. Election Commission

- EC should encourage DEOs to propose district specific focused group programme to address the issues of left out group and launch the activities accordingly.

- While carrying out voter education programme, EC should encourage DEOs to highlight importance of national ID card so that all groups are encouraged to make registration.
- Strategies for registration of landless households and workers who bear the Nepali citizenship certificates should be explored.

3.3.8 MoHA

- MoHA is suggested to mainstream the integrated mobile camp in its regular programme and budget especially for un-served areas and communities with appropriate timing and advanced information to the target communities.
- It should also allocated adequate budget for equipment, attractive facilities and DSAs to staffs, integrate special health camps with specialized services and make effective communication so that community could plan in advance.
- MoHA is suggested to give autonomy to DAOs to plan and organize mobile camps as per their appropriate time and central line agencies also should instruct their respective field offices to coordinate at local level.
- As public audit appeared to be effective in strengthening relationship between beneficiaries and service provider and in making service providers more responsible, MoHA needs to encourage DAOs to carry out public audit along with camps and follow up feedback provided by the participants.

Reporting of progress (as of end September 2013) on M&E FRAMEWORK

Cluster 1: Cantonment Management and Rehabilitation of Combatants

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks (Sept. 2013)
Strategic Outcome 1.1. Combatants are socially and economically integrated into the society	Degree to which Special Committee Secretariat on Supervision Integration and Rehabilitation of Maoist Army Combatants are able to swiftly undertake implementation of their integration and rehabilitation action plan.	2012: <ul style="list-style-type: none"> <input type="checkbox"/> Regrouping process that was carried out professionally within stipulated time demonstrated the ability of SC to accomplish task at par with international levels. <input type="checkbox"/> Regardless of some minor issues related to software encountered during the regrouping process, effective logistics arrangements and human resource mobilization contributed to completion of assigned task within the stipulated timeframe. <input type="checkbox"/> The level of strategic planning that led to realization of the targets within the timeframe meets all efficiency and effectiveness levels of any international standards. <input type="checkbox"/> Combatant appreciated satisfactory grievance redressal system available at the cantonment during regrouping process. <input type="checkbox"/> Presence of SCSIRMC Secretariat team in Cantonment contributed for better understanding and enhancing mutual trust between state security forces and PLA. <input type="checkbox"/> SCSIRMC members in all the visited cantonments expressed having cordial 	2014: Special Committee Secretariat on Supervision Integration and Rehabilitation of Maoist Army Combatants complete the integration and rehabilitation of all the Maoist Ex-combatants in cantonments and successfully hand over the cantonment infrastructures.		Not covered by EM at this visit

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks (Sept. 2013)
		relationship despite representation from, particularly, two past conflicting groups (PLA and Security Force). They also admitted the arrangement of SCSIRMC team in cantonment site also provided a platform to understand each other in a better way and it contributed in building mutual trust between both parties. □ 'We often discuss issues within a group and make collective decision. It helps to create positive attitude among members. There is no domination and humiliation between members although all members represent different sectors and they have different positions in their field or institutions. However absence of team leader was felt'- (FGD with JMT member, Kailali)			
	Degree of satisfaction among ex-combatants who received rehabilitation package (disaggregated by Gender and Ethnicity)	2012: NA	2014: High degree of satisfaction		Scheduled to be assessed in Dec 2013. Currently skill training underway.
	% of ex-combatants who receive rehabilitation package in public and private	2012: 0/6	2014: 6/6		To be determined after completion of ongoing training.

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks (Sept. 2013)
	employment or self-employed.				
	Cases demonstrating positive relationships of the ex-combatant in the communities where they are living.	2012: NA	2014: At least 3 case studies		<p>Case I: An ex-combatant who opted VRS has peacefully integrated into the society. Soon after his exit from the cantonment, he established a computer institute at the district headquarter with the money received from VRS and additional money taken as loan.</p> <p>Because of his involvement in politics, he also represents UCPN Maoist party in LPC. He has been receiving a good cooperation and recognition from the society and he feels he is fully part of it.</p> <p>Case II: A female ex-combatant (from Rupandehi) who chose VRS has initiated beauty parlor saloon from the money received for VRS. She got married with her colleague who exited from the cantonment after being verified as VMLR. Now the couple is happily living in</p>

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks (Sept. 2013)
					Rupandehi. They feel they are fully reintegrated into the society. The female ex-combatant expressed high level satisfaction with her current status.

Cluster 2: Conflict Affected People and Communities

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
Strategic Outcome 2.2. People with Disabilities (PwDs) are supported in their wellbeing through well established rehabilitation centers	Level of satisfaction among PwDs on the quality of rehabilitation services (disaggregated by gender, ethnicity, combatants and other CAPs)	2012: NA	2014: high level of satisfaction		Out of 19 surveyed CAPwD, only one (male) had received service of NDF. He expressed his high level of satisfaction with NDF service and stated his daily life has become easier because of it.
	Cases of PwDs in remote and conflict affected districts benefited from the services provided in mobile rehabilitation camps (specific focus on PwDs from marginal group)	2012: NA	2014: Case studies demonstrating direct benefits to PwDs	Services to PwDs through National Disability Fund (NDF) not effective and relevant. Majority of Pwd expressed they do not require service as they have already received from elsewhere or package were not	Out of the 19 respondents, only 21% (4) respondents (wounded/people with disability) are aware of the service of NDF. Out of all respondents, most of the CAPwD (with more than 50%) or people who need service of NDF are found to

				relevant.	be aware of the service. They have either received service of NDF or service from similar agencies or had not taken it because of inadequate support package. CAPwD expressed that it would have been more attractive if NDF had provided them some required medical services such as surgery or treatment along with NDF services
	Establishment of a Rehabilitation Center at BPKIHS Dharan, well equipped with Disable friendly infrastructure, adequate equipment and trained human resource.	2012: Not existing	2014: Rehabilitation Center established and functioning		Monitoring scheduled for November 2013.
2.3 CAPs and ex-combatants with disability and pregnant and lactating mother ex-combatants women have improved quality of life through participation in the programme.	Percentage of beneficiaries with improved livelihood (CAP/Ex-Combatants with disability/ pregnant and lactating mother ex-combatants women)	2012: NA	2014: 75%		Project yet to commence.
	Cases demonstrating female combatants with increased income through engagement in income generating activities	2012: NA	2014: Case studies demonstrating direct benefits to female combatants and improved spending		Project yet to commence.

	% of beneficiaries who express satisfaction with the service and facilities. (disaggregated by ethnicity and gender)	2012: NA	2014: 75%		Project yet to begin
	Establishment of well managed care center for the persons with 76% of disability	2012: NA	2014: Care centers established		Project yet to begin

Cluster 3: Security and Transitional Justice

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
Strategic Outcome 3.1 Secured environment is created for Nepali citizen as a whole	% People who are aware of mine risk and safety measures	2012: 37% of total respondents (725) from the field survey said that they are aware of mine risks. About 63% from among those aware were informed through media. Similarly 18% respondents heard this from a third person and 17% respondent got information from schools.	2014: 50%	<ul style="list-style-type: none"> 2013 Aug: 47% of total respondents (500) from field survey said that they are aware of mine risk. 57% of them were informed through media, 12% of them were from school, 16% of them heard this from third person and 8% learnt it from social workers. 	<ul style="list-style-type: none"> Mine Risk Education programme was conducted in only 3 (Kapilbastu, Rupandehi and Arghakhanchi) districts visited by EM team.
	Degree of security perceived by communities due to reconstruction of police units and clearance of mines (disaggregated by gender and caste)	2012: out of the 250 respondents, 91% said that they felt positive changes in security after reconstruction of PU. Only 9% said they did not note any changes while negligible number of surveyors said there is negative impact in security	2014: 91%	2013 Aug : <ul style="list-style-type: none"> Out of the 105 respondents, 90% said that after reconstruction of PU they felt secure. Out of 500 respondents 83% expressed they feel free of risk from IED in their location. 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
		<p>situation after PU reconstruction in their locality.</p> <p>□ The sense of security from mines has largely increased, but continued sporadic incidents of IED has upheld the feeling of insecurity in selected districts</p>			
	Degree of satisfaction of women police on reconstructed PU.	2012: NA	2014: 80% with high degree of satisfaction		<p>2013 Aug:</p> <ul style="list-style-type: none"> ▪ Out of 12 reconstructed (or under construction) PU in 10 districts, 7 had deployed women police. Interestingly, out of 4 reconstructed PUs which had already come into operation 3 had deployed women police which was highly appreciated by the community during social audits and interviews at different locations. ▪ Out of 7 women police personnel with whom the perception survey carried out in various districts, 4 of them expressed that it has been very easy for them to work after being

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
					deployed in gender friendly PU and 3 of them think it has been relatively easy.
	Cases demonstrating improved relationship between community and police personnel	2012: In most of the areas it is observed that relationship of community and police has improved as both were involved in PU reconstruction project which provided them with opportunity for collaboration.	Case studies showing specific benefits	June 2013: 2 Cases	<p>CASE I: According to community of Tellok Taplejung, their involvement in PU project helped to strengthen the relationship between public and police through Community policing, an effective practice in Tellok VDC. This led to most of local cases (including cases of domestic violence) being first addressed by Community Service Center before the APO is approached.</p> <p>CASE II: As community was involved in PU reconstruction project through PFC. Community have supported PU reconstruction project in many ways such as buying additional land, making contribution for</p>

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
	Degree of satisfaction expressed by community women on reconstruction of PU in their location	2012: 80% women felt more secure; 11% felt less secure; 9% felt no change	2014: 85% with high degree of satisfaction	2013 Aug: With consistency across all 9 districts that among 105 respondents majority of respondents 85 (81%) respondents admitted that women more secure.	
3.2. NAP on UNSCR 1325 and 1820 is effectively implemented.	Degree to which NAP on UNSCR 1325/1820 coordination mechanism system in place and functioning at all levels.	2012: NA	2014: Satisfactory establishment of coordination mechanism	2013 June: District Coordination Committees have been formed but the level of coordination is poor due to inadequate orientation and communication.	Based on 10 districts visited.
	Improved knowledge of key stakeholders (IAs, DCC, LBs and I/NGOs) of NAP on UNSCR 1325/1820 (disaggregated by gender and caste)	2012: NA	2014: 70% people with increase in knowledge	<ul style="list-style-type: none"> • There is a moderate level of knowledge on NAP 1325 and 1820 among the visited districts stakeholders. • Comparatively, district stakeholders where DCC is very active were noted to have high level of knowledge on NAP. • Among the stakeholders, police personnel (gender focal person) and Woman Children Officer were noted to have good knowledge on NAP while LPCs were found to have least knowledge on it. 	<ul style="list-style-type: none"> • For example, in Panchthar where DCC is active, the stakeholders committed to incorporate the spirit of NAP within their agencies. While in Talplejung, with a passive DCC, no meetings and activities were organised after DCC formation. Even Women and Children Office (WCO) was unaware of clear provision of NAP and significance of DCC.

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
	Level of satisfaction among the CAW and Gs on service provided to them (disaggregated by the type of services provided)	2012: NA	2014: High level of satisfaction among at least 75%	There is moderate level of satisfaction so far.	Quantitative figures to be derived with higher sample sizes.
	% of women in various committees related to peace building process. (disaggregated by ethnicity)	From field survey out of the 56 female respondents only 13% said involving in the different local committee related to peace building. Similarly there are 33.33%, 41.17%, 33.33%, 28.57% and 34.78% of female representing LPC respectively in Dhanusha, Mahottari, Sindhuli, Bajhang and Bajura districts. As for % of woman in PFC of PU are 0%, 20%, 12.50%, 16.66% and 23.07% respectively in Dhanusha, Mahottari, Sindhuli, Bajhang and Bajura districts.	2014: 33%	August 2013 : Percentage of female members in peace-building committees are as follows in 10 Districts; 1. LPC <ul style="list-style-type: none"> • Rasuwa :35% • Pachthar :9% • Taplejung: 42% • Nuwakot: 16% • Ramechhap: 26.66% • Doti: 40% • Accham : 34.78% • Rupandehi : 34.78% • Kapilvastu : 34.78% • Arghakhachi: 33.33% 2. PFC <ul style="list-style-type: none"> • Rasuwa : 9% • Pachthar: 14% • Taplejung : 13% • Nuwakot : 15% • Ramechhap: 3.33% • Accham: 20% • Rupandehi: 18.75% • Kapilvastu: 9.09% • Arghakhachi: 14.28% 3. Total ethnic proportion	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
				<p>among the women member in LPC</p> <ul style="list-style-type: none"> 52.63% Brahmin/Chhetri, 28.07% Janajati, 12.28% and Dalit 7.01% <p>4. Total ethnic proportion among the women member in PFC</p> <ul style="list-style-type: none"> 78% Brahmin/Chhetri 20% Janajati (Dalit null) 	
	% of victims of SGBVs and CAW & Gs with improved livelihood	2012: NA	2014: 75%		Mol project has only recently been launched in Rasuwa, the only project district out of 4 visited districts.
	Laws related to SGBV drafted in line with UNSCRs 1325 & 1820	MoLJ is undertaking review on existing laws related to UNSCR 1325/1820, and drafting of law will soon follow. National Action Plan on SGBV is in implementation.	2014: laws demonstrate components of UNSCR 1325/1820		No progress
	Evidence of cases of SGBV victims receiving justice	In total (7 respondents 2 from Dhanusha 1 from Mahotari, 3 from Bajhang and 1 from Bajura) said there was hearing over their case. Out of them 3 respondents agreed with the judicial decision but same numbers of respondents are not satisfied with decision and	2014: Case studies demonstrating victims receiving justice	<p>2013 August :</p> <p>Number of cases reported and settled in DPO</p> <ul style="list-style-type: none"> Rasuwa : 5 Panchthar : 42 Nuwakot : 46 Taplejung : 6 Ramechap : 95 Doti : 144 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
		one respondent did not respond. 5 respondents said 7 to 35 days took to file the application and 9 to 39 months took to get justice.		<ul style="list-style-type: none"> Accham : 13 Kapilvastu : 242 Arghakhachi : 207 	
3.3. Capacity of NP is build with increased number of women police, development of women friendly infrastructure and gender responsive policing.	Increased number of women police personnel in NP	<p>Share of women police personal is 6% (3632 out of the 61171) out of total police personal in Nepal police (Nepal Police Gender Policy 2069, P:2).</p> <p>MoHA has created additional 1000 female police positions within the force and recruitment will soon follow.</p>	2014: increase by 100 number of women	2012 Dec : NA	No additional women police deployed in the districts. This is in process.
	Improved capacity of police personnel on responding to SGBV and CAW&Gs	2012: NA	2014: cases demonstrating changes in behavior of police personnel, victims reporting of satisfactory behavior.		No cases recorded in this visit.
	Perception of police personnel (male and female) towards the constructed barrack for women	2012: NA	2014: positive perception among 80%		Women police personnel who were deployed in Kalikasthan PU Rasuwa expressed their positive perception towards the newly constructed women barrack and toilet.

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Progress Status	Explanatory Remarks
	Degree of satisfaction expressed by the community on gender responsive service.	2012: NA	2014: 80% community people are highly satisfied.	There is increased awareness and recognition among communities on the gender responsive services.	More detailed survey to be designed for quantitative review.

Cluster 4: Elections, Constituent Assembly and Peace Building Initiatives at local and national level

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
Strategic Outcome 4.1. Institutional and technical capacities to conduct free and fair elections exist	Degree to which Election Commission is prepared (to conduct free and fair election)	2012: All of the 14 visited DEO officials have made significant progress in preparing for elections in the near future.	2014: Additional DEOs visited are prepared to hold elections, within limited time, with high percentage of voters registered.	2013 August: <ul style="list-style-type: none"> DEO officials have made significant progress in preparing for elections in the near future. Out of 500 respondents 92.6% of them including remarkable number of woman (89.76%) reported on having registered their name in updated voter-list. 	
	Number of Nepali citizens (with certificates) that the ECN has been able to register in the Voter list. (disaggregated by district, gender, ethnicity)	2012: 10.8 million voters registered	2014: TBD	2013 August : Number of Nepali Citizens registered is as follows; <ul style="list-style-type: none"> Rasuwa : 20484 (male 10070 and female 10414) Panchthar : 86014 (male 42810 and female 43204) Taplejung: 54715 (male 27600 and female 27115) Nuwakot : 149051 (male 74364 and female 74684) Ramechap: 108619 (male 55168 and 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
				female 53448) <ul style="list-style-type: none"> • Doti: 91100 (male 40103 and female 50997) • Accham: 113758 (male 51673 and female 62085) • Rupandehi: 392204 (male 204623 and female 187577) • Kapilvastu: 238151 (male 128708 and female 109441) • Arghakhachi: 98821 (male 40233 and female 58588) 	
	Level of awareness among the population on the opportunities for free and fair elections through reformed election tools (e.g. voter list)	<ul style="list-style-type: none"> • Although a segment of people are still politically frustrated and not interested in voter registration, this system has imparted hope in holding election in a free and fair manner. • Out of 732 respondents in 15 surveyed districts, 95% expressed they were aware of the voter registration with photograph programme. 	2014: 95% people are highly aware of the voter registration programme and 85% people will have registered their names.	2013 August: <ul style="list-style-type: none"> • Out of 500 respondents 92.6% reported to be aware of voting registration programme. • Level of awareness of men noted slightly higher (95.52%) than awareness level of women (90.11%) 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
		Among them, 83% had registered their name and 35% of those registered were female.			
4.2. National and Local Peace Building initiative contribute in peace process	Numbers of DDC and VDC level LPCs formed and functional	2012: LPCs have been formed in 75 districts. Of the 14 LPCs visited, all have been functioning well. Xx VDC level LPCs have been formed but very few VDC level LPCs are considered to be functional due to lack of resources	2014: TBD	2013 August: VDC level LPCs formed in visited sample districts as follows. Rasuwa : 15 out of 18 Panchthar : 42 out of 42 Taplejung : 49 out of 50 Nuwakot : 31 out of 61 Arghakhachi: 42 out of 42 Kapilvastu: 47 out of 78 Rupandehi: 61 out of 88 Accham: 51 out of 77 Doti: 43 out of 50 Ramechhap: 29 out of 44	<ul style="list-style-type: none"> Except in Panchthar where reconciliation programme is organized in 41 VDCs, rest of VDCs of 3 districts are functioning poorly due to lack of orientation on their TOR and low level of resources.
	Degree to which community express their satisfaction on LPCs performance	114 out of 220 respondents (i.e. 52%) expressed LPC is 'effectively' working on facilitation on relief support distribution for CAP, few respondents (18 i.e 8% believed it was	2012: 70% people express that LPC is working effectively, including at least 10% people who consider LPC to working highly effectively.	August 2013: Respondents were asked to rate the level of effectiveness (Highly Effective, Effective, Ineffective, No programme/Do not know) of LPC activities. <ul style="list-style-type: none"> There was a larger number of respondent 162 out of 500 rating for effective performance of LPC in facilitation relief support and skill 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
		'very effective'. At the same time, 65 i.e. 30% respondents said it was 'not so effective' and 23 respondents said they did not know about any programme by LPCs		development training 127	
	Percentage of CAP who express they develop feeling of reconciliation with their opponent group after attending LPC's programme	2012: NA	2014: NA	August 2013 : Out of 84 respondents who participated in reconciliation programme organized by LPC, 20.23% of them reported highly effective, 67.85% said effective and for 11.90% of them the programme was ineffective in reconciling relationship.	
	Degree to which Non State Actors are engaged in NPTF supported activities	2012: <ul style="list-style-type: none"> • Mine Risk Education programme is carried out by LPC in association with Non-state Actors. • Peace building programmes (Radio Nepal, NFDIN), Support programme for CAPwD (by NDF), are being carried out in collaboration with Non State Actors. 	2014: NPTF continues to encourage involvement of Non State Actors through its implementing agencies for new projects. The pilot project for NSAs is established where a few NSAs are directly funded for peace promotion programmes.	<ul style="list-style-type: none"> • Peace building programmes (Radio Nepal, NFDIN), Support programme for CAPwD (by NDF), are being carried out in collaboration with Non State Actors 	

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
	Degree to which PFS is continuously operational	2012: <ul style="list-style-type: none"> • Mobilization of IAs effective. • MoPR JS are involved for NPTF operations as Cluster Conveners resulting in greater MoPR ownership. • Coordination with donors effective in resource generation, joint monitoring and capacity enhancement. • Out of 24 respondents representing stakeholders of NPTF, 14 said that NPTF is doing well, 3 said its doing brilliantly and 7 said its doing fairly, whereas no one said its doing poorly (perception survey) 	2014: PFS continues to engage MoPR, donors and implementing agencies effectively in mobilizing funds for peace support programmes. The performance of PFS continues to be appreciated by different stakeholders		

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
4.3 Public awareness is enhanced on dynamic peace building and social cohesion is consolidated.	Cases of NEFDIN activities promoting harmony in communities.	2012: NA	2014: NA	2013 June: Respondents of field survey, 26% respondent said the activities of NEFDIN are highly effective, 44% of them said effective to some extent and 26% of them said ineffective to some extent and 4% of them said it was ineffective.	Out of ten sample districts, only two districts (Panchthar and Ramechhap) were project districts of NFDIN
	Degree of acceptance (through active engagements and invitations to PBNC) in creating an environment of peace and social harmony.	2012: NA	2014: NA		
	Degree to which voices of conflict-affected people widely covered in the radio forums to accelerate the peace building process	In the field survey out of the 39 respondents 64% agree that radio programme is covering voice of the conflict affected people (CAP). Similarly 46% of same number of respondents said this kinds of programme helps to increase social harmony.	2014: NA	2013 August: Out of 94 respondents said 52% of them said it was very helpful in bringing out the CAP issues, 46% of them said it was fairly helpful whereas, only 2% of them said it was ineffective.	
	Cases of reconciliation and recovery expedited and consolidated from the grassroots level to	2012: NA	2014: NA		No such cases recorded

Description of Objectives	Objectively Verifiable Indicators	Baseline	Target	Current Status	Explanatory Remarks
	upward levels.				
	% of people expressing increment of sense of solidarity and unity after participating activities organized by the Radio Nepal project	2012: NA	2014: NA	2013 August : 94 respondents who listen to Radio Nepal (Peace programme), 50% said the programme was very helpful in increasing sense of solidarity and unity, 42 % of them said it fairly helpful whereas 8% of them said it was ineffective.	

CHAPTER 1: INTRODUCTION

1.1 Background

The process for relief and reconstruction

The Nepal Peace Trust Fund (NPTF), a Government-owned initiative, was established in February 2007 to implement the provisions of the historic Comprehensive Peace Accord (CPA). This accord was a milestone in the process to bring peace after ten years (1996 to 2006) of armed conflict between the Maoist Party of Nepal and state security forces that led to significant damage in terms of loss of life and property and disappearance of many innocent citizens. The children and women were among the most affected by the armed conflict.

The Ministry of Peace and Reconstruction (MoPR) is the core ministry responsible for overall operation of the NPTF. The Minister and the Secretary of MoPR 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, Elections and Peace Building Initiatives on National and Local Levels

Each cluster includes a number of projects that NPTF financially supports upon receipt and approval of project proposals from a range of potential implementing partners that include government agencies, NGOs and INGOs. Reconstruction of infrastructure is cross cutting across clusters. The projects under each cluster are summarized in section 1.3.

1.2 Objectives of External Monitoring

The external monitoring activity is carried out to assess the outcome of NPTF projects leading to an understanding of the extent to which NPTF projects have contributed to or are contributing to the NPTF goals and objectives, showing clear linkage between the activities and the outcomes. 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), Focus Group Discussions (FGD), household questionnaire surveys and field observations have been applied 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 these 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 programmes.

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

- i. Assess the outcomes of NPTF projects, based on the outcome indicators, with a focus on peace effectiveness.
- ii. Identify the indicators for NPTF at the goal level and assess achievement of project impact.
- iii. Analyze the qualitative observations related to conflict sensitivity, gender and inclusion in a systematic manner.
- iv. Compile disaggregated data of beneficiaries for both gender and ethnic minorities, where appropriate.
- v. Generate a set of strategic recommendations to strengthen the implementation of third phase of NPTF until January 2016, with a reference to what others are doing in the area.

In order to meet the above objectives, the NPTF/GIZ and Scott Wilson Nepal (the Consultant) signed a fourth phase of 15-month contract for the latter to undertake an independent external monitoring of the NPTF activities.

1.3 Brief Description of NPTF Programme and Projects

NPTF projects are foundation blocks of our analysis. We note that the NPTF undertakes a broad and diverse range of activities, implemented as a series of projects grouped into a set of four clusters to support the peace process, as follows:

1.3.1 Cluster I: Cantonment Management and Integration/Rehabilitation of Combatants

Projects under this cluster have been mostly completed, particularly those for the purpose of fulfilling basic needs of combatants in the cantonments. The recent projects are now designed to support the rehabilitation of ex-combatants for those few who have chosen the rehabilitation option.

1.3.2 Cluster II: Conflict Affected Persons and Communities

This cluster targets to support Conflict Affected Persons (CAP) and Communities. It comprises approximately 8% of NPTF budget. Four projects are being implemented by various agencies under this cluster (see Annex D for details). For socio/economic recovery of CAP, NPTF supports Rehabilitation Project for Internally Displaced Person (IDPs). IDPs are provided with a relief package (comprising of transportation allowance, food allowance, reconstruction of family homes, recovery of other assets etc.) through District Administration Offices (DAO). Conflict Affected People with Disability (CAPwD) are supported with Physical Rehabilitation Service Project implemented through National Disabled Fund (NDF).

NPTF supports BP Koirala Institute of Health Sciences (BPKIHS) to establish facilities on physical, psychological, occupational and vocational rehabilitation for CAPwD.

1.3.3 Cluster III: Security and Transitional Justice

This cluster comprises programmes on security and transitional justice and has a share of around 26% of NPTF budget. In order to strengthen peace and security, the infrastructures which were destroyed during the conflict are reconstructed by Nepal Police (NP) with the support of NPTF. Out of the 768 Police Unit (PU) destroyed, a total of 249 (from Phase I, II and III) gender friendly PU infrastructures reconstruction projects are being implemented by NP.

NPTF also has supported a Mine Action programme for enhancing peace and security. Project on reducing mine risk and risk of Improvised Explosive Devices (IED) is carried out under this cluster. Six ministries and government agencies receive support from NPTF for the implementation of National Action Plan (NAP) on UN Security Council Resolution (SCR) 1325 and 1820. Women Friendly Infrastructure is another project that NP is undertaking with support from NPTF for implementation of NAP.

1.3.4 Cluster IV: Constituent Assembly, Elections and Peace Building Initiatives on Local and National Levels

This cluster has programmes on Constituent Assembly (CA), election and peace-building and uses around 26% of NPTF budget. In order to contribute to ensuring right to have free and fair election of Nepali citizen, NPTF supports Election Commission (EC) in implementation of 6 projects.

For the purpose of consolidating peace at local and national level, projects on strengthening Local Peace Committees (LPC), Dialogue on Indigenous People (IP) Rights, Radio Peace Programme, and Peace Campaign etc. are being implemented by MoPR, National Foundation for Development of Indigenous Nationalities (NFDIN), Radio Nepal, MoPR respectively.

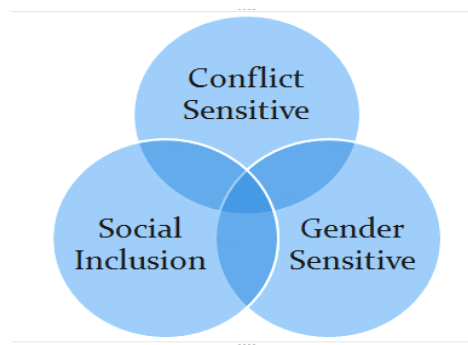
Similarly, Peace Fund Secretariat (PFS)/MoPR is also being supported for its institutional and organizational development through NPTF.

CHAPTER 2: APPROACH AND METHODOLOGY

2.1 Approach to External Monitoring

It has been important, during the process of external monitoring, in ensuring that the monitoring process is particularly sensitive to key areas of the NPTF projects and its beneficiaries.

Accordingly, the monitoring team has adopted the following approach in undertaking the assignment:



2.1.1 Conflict Sensitive Approach

The outcome monitoring process of the projects has been viewed from conflict sensitive lenses. The monitoring has analyzed the interaction between intervention and context of the conflict. This helped to assess the extent to which the interventions are reflecting the key elements of CPA. This has been important to understand level of the interventions from NPTF projects in peace building.

The study has also looked into whether or not the projects have led to or helped to prevent unintended negative impacts of projects. The report includes a number of cases, for example for IDP and PU projects, where people have experienced such unintended impacts.

2.1.2 Gender Sensitive Approach

This approach enables understanding the outcomes from gender perspectives. The tools will allow development of representative sample of both men and women (including those within vulnerable groups such as mine victims, victims of gender and sexual violence, single women, people with disabilities etc.). This also means that collection of data has been gender sensitive.

In brief, gender sensitive monitoring was important to identify:

- Extent to which the output of the projects benefited men and women
- Specific issues of women and men associated with the projects
- Positive or negative impacts of the project on men and women

2.1.3 Social Inclusion Approach

The monitoring process has used representative sample to cover diverse ethnic groups, minority groups and vulnerable groups of the NPTF project beneficiaries. It has given emphasis on collecting disaggregated data, where possible, ethnic and social group. . The data has been analyzed with ethnic and social sensitivity.

Monitoring with inclusive lens has allowed understanding of the following aspect of NPTF projects:

- How the project outputs have covered various social groups particularly vulnerable ones.
- Issues of various social groups associated with the project.
- Positive or negative impacts of the project on various social groups particularly vulnerable ones.

2.2 Methodology

In the external monitoring process, the monitoring team used the following methodology, including tools and techniques, to collect information and to generate additional data/information on and from the NPTF/project stakeholders including beneficiaries and associated public.

2.2.1 Desk study

Both the qualitative and quantitative data/information on ongoing and completed projects for the study was collected through the cluster conveners and Implementing Agency (IA) offices.

2.2.2 Secondary Data/Information

To analyze the outcomes of the projects, necessary secondary data and information was obtained from project reports, and other relevant published and unpublished documents.

2.2.3 Primary Data/Information

To assess the actual outcome of the projects, qualitative information as well as quantitative data was collected from sample area through direct consultation processes with beneficiaries. This included:

- Survey Questionnaire
- Key Informant Interview (KII)
- Focus Group Discussion (FGD)
- Social Audit (SA)
- Observation

2.3 External Monitoring Tools

The tools as used by the External Monitoring process are described below:

2.3.1 Social Audit (SA)

A total of 12 Social Audit events were 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 District Police Chief (DPC) and LPCs, were invited for the presentation of their activities. PU and LPCs were co-organizers of the SA events. The feedbacks received have been used for the outcome assessment.

Events for SA were carried out in 12 sites, selected jointly with PFS. The Social Audits were organized in a manner that encouraged participation from marginalized groups, including women, to contribute in the SA sessions.

2.3.2 Focus Group Discussions (FGDs)

In order to obtain information on outcomes from activities under all clusters, 42 FGDs were conducted. FGDs were carried out with LPC members, CAP (IDPs, CAW, CAPwD etc.), ex-combatants who opted for Volunteer Retirement Scheme (VRS) and NEFIN Taplejung and Ramechhap District Council members.

2.3.3 Key Informant Interviews (KII)

The selected 47 key informants at different levels were interviewed using checklists prepared for KII. Information on projects, its stakeholders, opportunities and challenges of project implementation and its effects as well as suggestions for the improvement were collected. KII was carried out with:

- Election Commission Officials (ECOs)
- Chief District Officers (CDOs)
- District Police Office In charge (DPOs) and Gender Focal Person
- Women and Child Development Committee Officer (WCDCO)
- Committee of Small Industry Board Officer (CSIDB)
- Department of Cottage and small industry Officer (DCSIO)

2.3.4 Interaction Programme

The team organized 9 interaction events in Rasuwa, Nuwakot and Panchthar, Ramechhap, Achham, Doti, Rupandehi, Kapilvastu and Arghakhanchi districts on National Action Plan (NAP) 1325/1820 with focal persons from relevant ministries (MoLJ CAPA, MoWCSW, MoFALD, MoHA, MoPR) to obtain the information on NAP implementing project.

2.3.5 Meetings

A range of meetings with line agencies, partner organization of NPTF and donor agencies at central level was organized to collect information on projects, its stakeholders, opportunities and challenges of project implementation. Specifically, meeting were organised with MoPR cluster conveners, MOI, MoHA, MoLJ, Police Head Quarter (PHQ) and Radio Nepal.

2.3.6 Survey Questionnaire

In order to reach out to as many NPTF cluster activity areas as possible, the monitoring team visited and interacted with 500 individuals and households. The sample individual/households were selected using purposive sampling method in consultation with local stakeholders. Survey questionnaire was revised based on the checklist for outcomes to ensure greater focus on gender, ethnic and conflict sensitive elements in 12 surveyed districts. The survey process was gender balanced to the extent possible.

2.3.7 Observation

The team observed 15 police unit sites in all 10 districts, two interactions were held with CAP stakeholders in Tapjung and Nuwakot districts and a NAP sensitization programme was organized by MoWCSW in Panchthar district.

2.4 Data Analysis and Interpretation

The quantitative data obtained from the primary source were analyzed using a software for statistical analysis known as Statistical Product and Service Solutions (SPSS) and Geographical Information System (GIS) software by our Database consultant.

Table 1: Details of participants of field activities

District	Questionnaire Survey				KII				FGD				SA				Interaction				Observation
	Male	Female	Total	No of events carried out Male	Male	Female	Total	No of events carried out	Male	Female	Total	No of events carried out	Male	Female	Total	No of events carried out	Male	Female	Total	No of events carried out	No of events carried out
Rasuwa	32	19	51	1	3	1	4	4	8	6	14	3	33	13	46	1	9	4	13	1	2
Panchthar	24	26	50	1	5	2	7	5	20	28	48	4	24	3	27	1	6	6	12	1	2
Taplejung	34	18	52	1	4	1	5	5	37	17	54	4	30	10	40	1	0	0	0	0	2
Nuwakot	26	25	51	1	3	1	4	4	10	14	24	13	30	2	32	1	11	1	12	1	2
Ramechhap	23	27	50	1	3	2	5	5	39	22	61	5	37	5	42	1	14	1	15	1	2
Doti	24	15	39	1	5	5	9	7	19	12	31	3	23	4	27	1	7	4	11	1	1
Accham	33	21	54	1	5	2	6	4	3	8	11	2	87	15	86	2	8	5	13	1	2
Rupandehi	23	28	51	1	6	2	8	5	20	20	40	4	37	4	41	1	10	6	16	1	1
Kapilvastu	25	25	50	1	3	1	4	4	7	4	11	2	65	21	86	2	4	6	10	1	1
Arghakhachi	9	43	52	1	6	5	11	5	9	12	21	2	52	3	55	1	7	8	15	1	3
Total	253	247	500	10	42	22	62	48	172	143	315	42	418	80	482	12	76	41	117	9	18

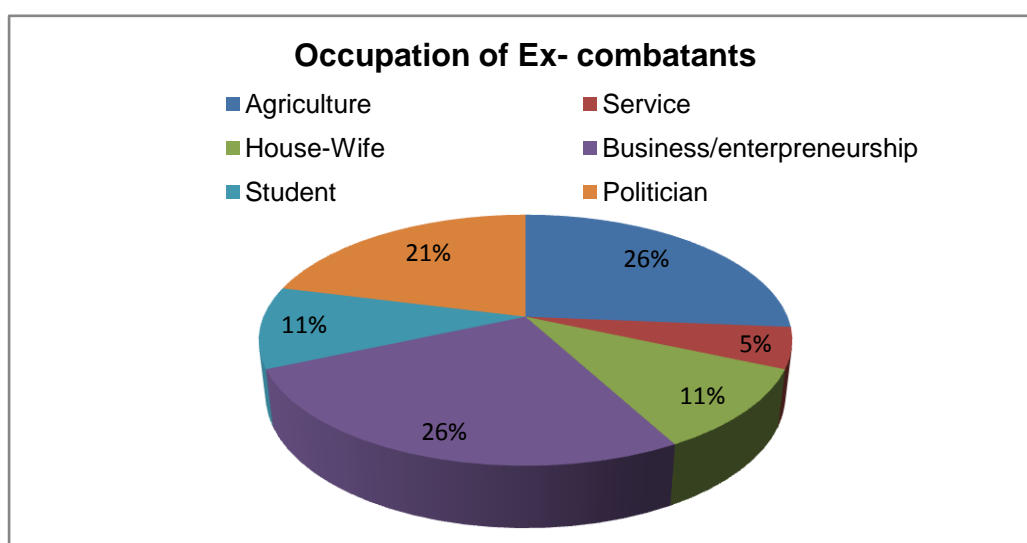
CHAPTER 3: KEY FINDINGS

3.1 Cluster I: Cantonment Management and Rehabilitation of Combatants

3.1.1 Reintegration

- ***Ex-combatants under VRS have largely been integrated well into the communities, particularly in the urban centres (district headquarters or in Kathmandu).***
 - The ex-combatants who received Volunteer Retirement Scheme (VRS) have been largely and peacefully integrated into the society in all 10 districts. None of the ex-combatants in other surveyed districts, with only few exceptions, were found to be involved in any kind of violent activities.
 - While integration is taking place, a few ex-combatants do not themselves feel comfortable in the society. An ex-combatant of Rupandehi who is supporting his family business says, “I do not feel recognized in the society. Though I have not been mistreated yet, I often feel like community have negative feelings towards me.”
 - According to LPC members in Panchthar and Taplejung, the social integration of those who came to district headquarters have been taking place more smoothly, but for those who returned to their village are not getting enough trust and respect from the rural society.
 - According to LPC of Doti and Achham, ex combatants did not resettle in district headquarters and none of them are engaged in illegal activities.
 - Our survey data shows quite significant numbers i.e. 26% of ex-combatants are involved in business or enterprise and agriculture. Similarly, 21% are involved in political activism and 11% have either rejoined their education or have remained as housewife (particularly female combatants).

Figure 1: Occupation of Ex-combatants



- ***Inadequate preparatory planning and trainings on skill development and entrepreneurship have hindered swift economic reintegration of ex-combatants.***
 - There is a lack within GoN of transitory rehabilitation programme and strategy for social integration for ex-combatants who opted for VRS. As a result, ex-combatants do not have clear idea on utilization of the amount received as VRS.
 - Most of the ex-combatants used their first instalment for buying land or building houses while using second instalment for income generating activities. However, some ex combatants, particularly single females, are seeking further short term training course or entrepreneurship skill to use second tranche of money.
 - Large numbers of ex-combatants were engaged in labour works or low skill job for their livelihoods due to insufficient skill and knowledge to initiate new businesses.
- ***Women ex-combatants particularly single women are facing more challenges to social and economic integration than their male counterparts.***
 - Some female ex combatants having inter-caste marriages are noted to have problems in settling with their husband's family. This has often resulted in a divorce. Similarly, some widow women combatants (who lost their partners during conflict) also seen to have lower level of confidence in investing funds received under VRS in any business or entrepreneurship mostly due to absence of skills.
 - A female ex-combatant from Taplejung reported that a number of female ex-combatants including VMLR (women) were struggling to fulfil basic needs at district headquarters. They neither could return to their maternal home nor husband's home because of threat of social exclusion.

3.1.2 Ex-combatants and Security

- ***There is increased sense of insecurity among ex-combatants mostly from internal factors.***
 - Ex-combatants particularly from eastern or mid region perceived direct or indirect security threat from their fellows who missed the opportunity to go through reintegration scheme of the government.
 - VRS supported significant numbers of ex-combatants to become economically independent and to initiate their own businesses. On the contrary, unavailability of such opportunity has agitated VMLR and YCL (who now also claim that they were associated in armed conflict as combatants) due to absence of similar opportunities.
 - In an interview, a CAPwD, who was formally associated with armed conflict but lacked the opportunity to go through the formal exit process from cantonment, said, "If we have to wage another war, the ex-combatants will be our first target".
 - According to an ex-combatant of Nuwakot, the motive behind the formation of ex-PLA network in the district is to protect themselves from VMLR and YCL.

Case 1: An ex combatant aspiring for economic recovery faces enormous challenges

Kamal Pande (name changed) of Chandrauta, Kapilbastu, returned to his village after receiving VRS from 4th division cantonment Nawalparasi. With the VRS money, he initiated a business of computer service centre. However, his computers were looted and the service centre was vandalized compelling him to switch to fish farming. But again his fish farming business could not sustain as the fish pond was poisoned with pesticides.

He reported to police with the name of the suspect. However, once the investigation started, he began to receive threats from the trans-border gangsters and the case could not progress.

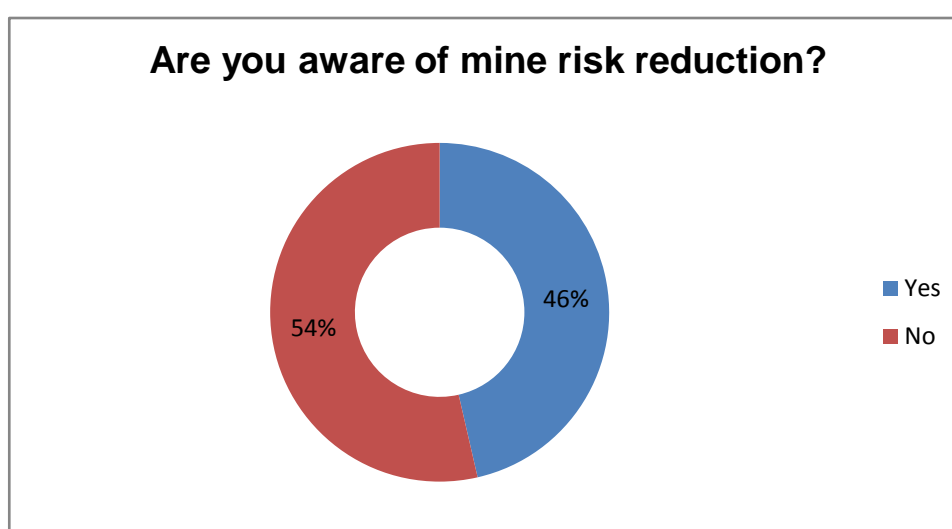
Finally, he relocated himself to district headquarters. He has recently joined a college to complete his bachelors level but is not confident on how moves on thereafter.

3.2 Cluster II: Assistance to CAP and Communities

3.2.1 Mine Action

- ***MRE contributed in reducing mine incidents to some extent***
 - Though majority of our survey respondents (54%) from districts where MRE programme was carried out, are not well aware of mine risk reduction techniques, only few incidents recorded in the project districts especially in Kapilbastu, Rupandehi and Arghakhanchi illustrates that it has contributed to reducing the mine incidents in the areas to some extent.
 - Some children from Jalukhe VDC Arghakhanchi, where MRE was carried out, once saw suspicious object and immediately reported to police. Later on security force identified it to be an IED and disposed of it.

Figure 2: Awareness on Mine Risk Reduction



- **Despite enhanced feelings of security due to the demining and MRE activities, still some number of people perceive threat of mine or IED**
 - Higher percentage i.e 88% of respondents thought that they are free from the threat of mine or IED. Interestingly, almost all or majority of respondents from Terai region said they feel free from the threat while remarkable number of respondents from Taplejung and Panchthar (where Limbuwan movement is ongoing) perceive there is still threat of mine or IED in their districts.

Figure 3: Threat of mine or IED (total)

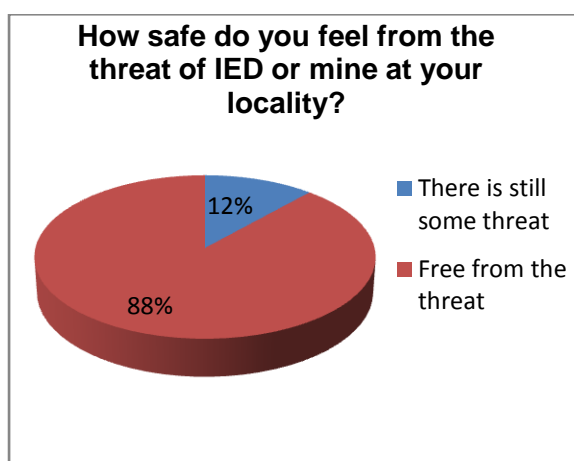
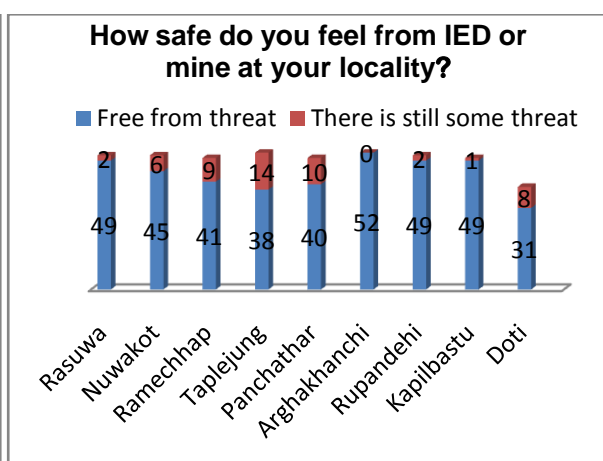


Figure 4: Threat of mine or IED (district-wise)

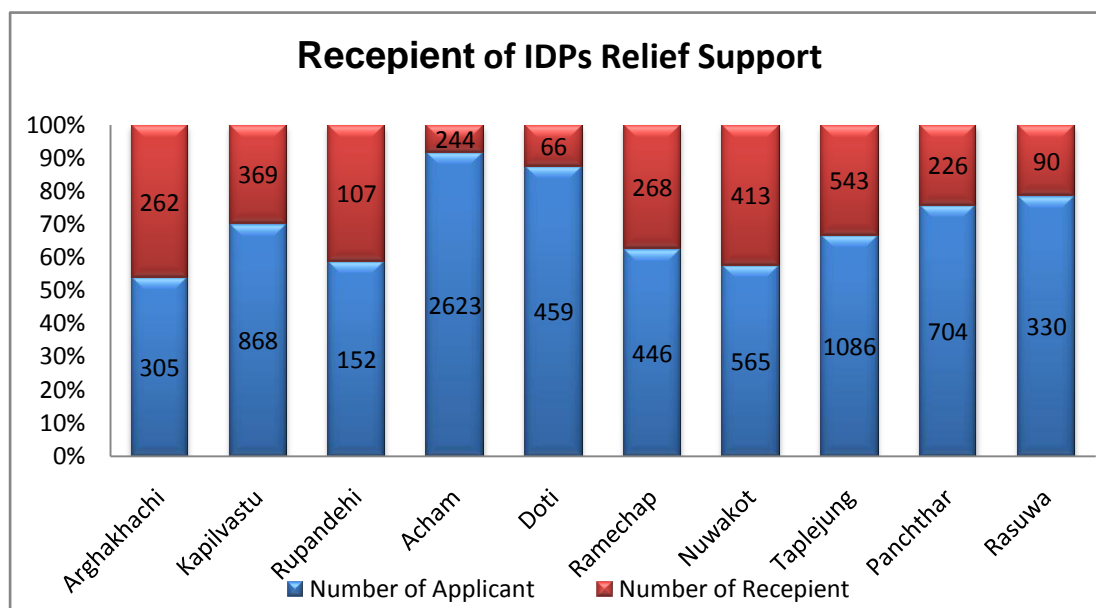


3.2.2. Internally Displaced Persons (IDPs) Relief Support project

3.2.2.1. Access to Support

- **Most of the IDPs are well aware of the relief support and have applied for it with the outcomes appearing increasingly mixed and confusing due to complexities of process and time lapse since the process first began.**
 - DAO data shows that large numbers of IDPs (7,538) IDPs in total from all 10 districts had applied for the support and only 26% (2588 IDPs) were provided the support to return in their place of origin. The participants of FGD consisting of LPC members and CAP from the respective districts also confirmed that large numbers of applicants had applied for the support and many of the genuine IDPs have received it. But some of the deserving IDPs were left out from the name list during the screening process at the central level. LPC members further emphasized that the screening process also allowed some undeserving applicants to access the support.

Figure 5: IDP relief support applicants and recipients



Source: DAO

- A small number of genuine IDPs who were particularly disconnected with the political parties at local level or were residents of isolated settlements (e.g. in Nuwakot) were noted to have not received IDP relief support (source: FGD with LPC Nuwakot).

Case 2: An IDP unhappy with distribution of relief support

Sampati Rawal (66 years), was a VDC chairperson of Toli VDC Accham in 1997. In 2000, he was forced twice by Maoist to make donation to the Maoists for which he had to sell his land and jewellery of his wife. In the same year, he was abducted and assaulted by Moist because he had extended the network of UML party in VDCs. As a result of frequent security threats, he moved to district headquarters (Mangalsen) but when Mangalsen was also attacked by Maoist then he further moved to his relative's house in Tikapur Kailali. However because of continuous threat, he migrated to India for three years and only got back to Nepal after the CPA was signed.

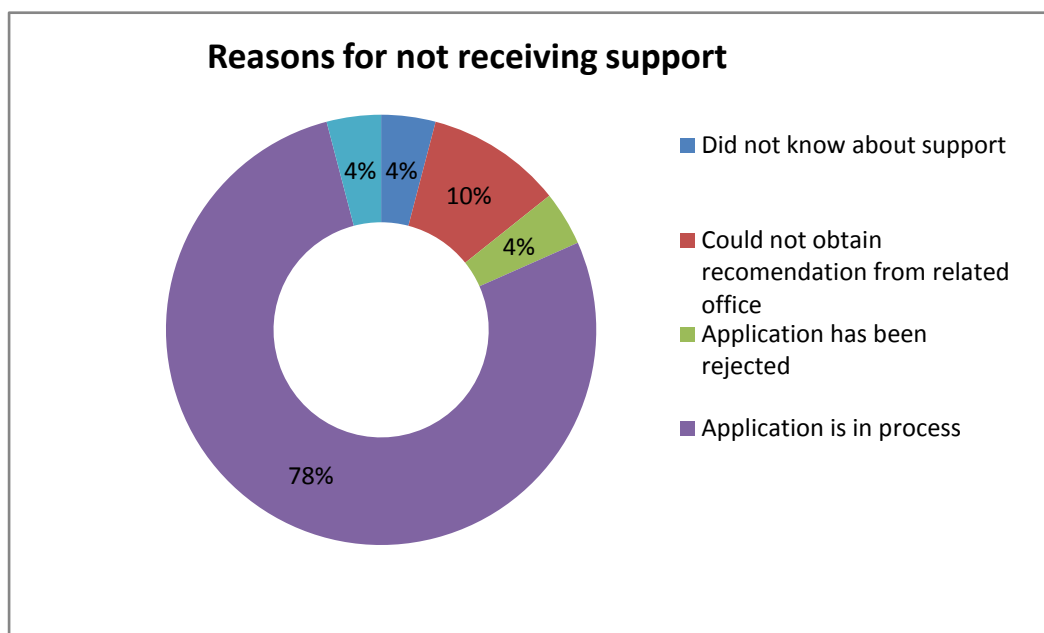


During the insurgency, he lost all his properties. The case remained unreported to DAO for a long time due to threats. Later he received, Rs 27,000 as an allowance for IDPs. However, as the amount was too low for his sustenance, he was reluctant to receive it initially but accepted it when DAO assured that it will help to maintain record in government data.

He expressed his extreme unhappiness with the relief distribution system which allowed fake IDPs to receive huge money. He stresses that government budget should not be misused by other people in the name of CAP and fake IDPs/CAPs should be made to return the money.

- **Large numbers of IDPs have been left out from the support process.**
 - Among 85 IDPs respondents from ten districts, only 42% IDPs said they have received the support. This shows that significant numbers of IDPs are still deprived of the support.
 - Out of those who did not receive the support, 78% of respondents said their application is in process, 4% said their application is rejected while 10% could not obtain recommendation letter from VDC.

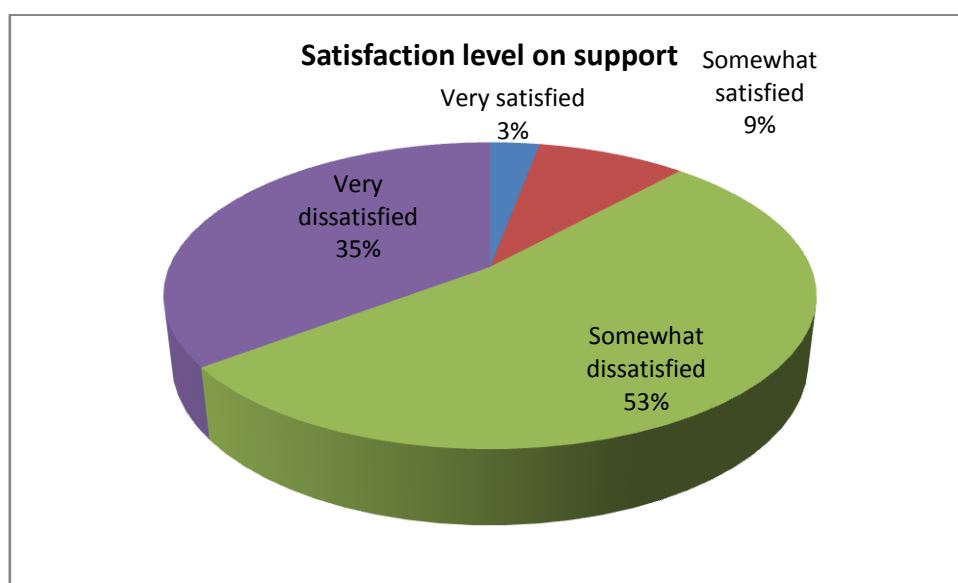
Figure 6: Reasons attributed for not receiving support



3.2.2.2 Satisfaction on the support programme

- **Very low level of satisfaction among IDPs was observed on the support mechanism. Many of them feel that the support amount is neither attractive nor designed to truly support resettlement.**
 - One of the most common reasons of dissatisfaction among the IDPs was undeserving candidate or fake CAPs receiving the support while the genuine IDPs were left out.
 - Some of the interviewed IDPs said that they have to spend almost equal amount in transportation and accommodation while visiting district headquarters to collect the support amount. IDPs who have poorly resettled said that quantity of amount was very negligible in comparison with their loss.
 - Survey data below shows satisfaction level of IDPs on the support received. Majority of the support recipients surveyed i.e. Out of 34 recipients, 35 % and 53% are very dissatisfied and somewhat dissatisfied respectively with the support. Only, 3% (one respondent) expressed that he was very satisfied with the support and 9 % expressed somewhat satisfaction with the support. The respondent having high level of satisfaction had received additional compensation as he also belonged to other category of CAP.

Figure 7: Level of satisfaction on relief support



- Support recipients who have resettled in new locations expressed low level of satisfaction as they complained that the support was negligible to fulfil their requirements including reconstruction of their infrastructure.
- On the other hand, the recipients resettled in the place of origin expressed higher level of satisfaction in comparison to the other types of resettlers. One of the recipients resettled in the place of origin (Tellok, Taplejung) said, “Though the amount we received was not significant, it made us feel like we have been recognized by the government. It was some support to get back to the village.”

3.2.2.3 Resettlement of IDPs

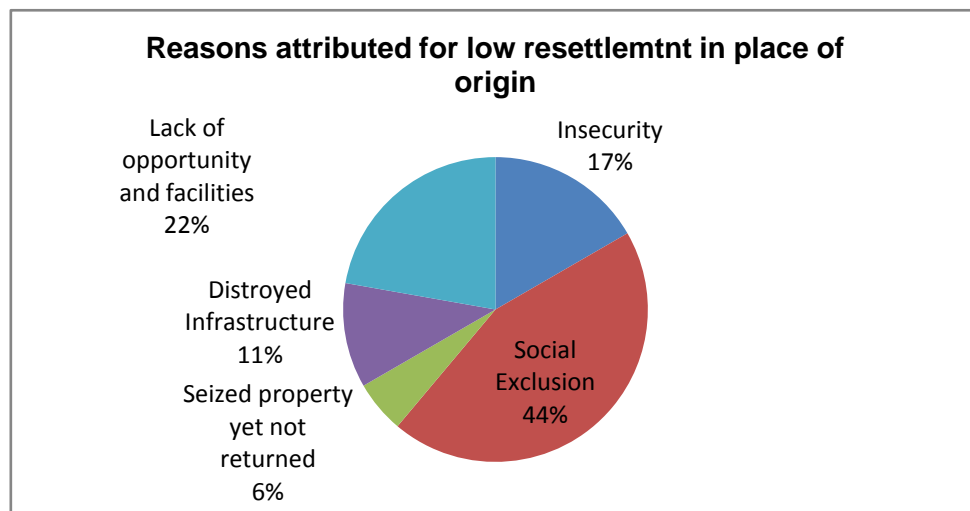
- ***Resettlement has been largely constrained by insufficient support measures.***
 - During KII, IDPs expressed their unwillingness to apply for the support programme due to its provision of providing only the travel and daily allowances. They indicated significant sum of money was needed for their resettlement.

“My assets were looted and infrastructures were destroyed by then insurgent group. I along with my 9 family members got displaced in new locations in Nepal and India for two years. In this period, I took loans of around 2.5 million rupees to meet the expenses. DAO here distributes around NRs 20,000 which is almost equal or less than fake IDPs are receiving. I think it is completely unjustifiable. Rather, it would have been better if the support was not provided to anyone.” *Gopi Khadka, Toli VDC, Achham.*

- ***Factors that still prevent IDPs from resettling in their place of origin include social detachment due to protracted absence from the place and individual psychological trauma persisting from period of conflict.***

- The survey findings show that 17% IDPs did not resettle in their place of origin due to perceived lack of security from the Maoists or opposing parties, 11% IDPs did not resettle due to destroyed infrastructure, 22% due to lack of opportunity and facilities while high percentage of IDPs i.e. 44% did not resettle due to fear of social exclusion.
- Many IDPs shared their preference not to return to their place of origin because of psychological trauma.

Figure 8: Reasons attributed for low resettlement in place of origin



3.2.3 CAPs with disability (CAPwD)

- ***The support to the disabled through NDF and BPKIHS appears less effective and less relevant in the present context though most of the CAPwD who were supposed to have the service are aware about their services.***

- Out of the 19 respondents of our survey, only 21% respondents (wounded/people with disability) are aware of NDF services. Out of all respondents, most of the CAPwD (with more than 50% of disability) or people who need service of NDF are found to be aware of the service. They have either received service of NDF or service from similar agencies or have not taken it from NDF because of inadequate support package.
- Majority of CAPwD and wounded CAP stressed that their priority now is to obtain means to sustain their livelihoods and medical facility for the intensive treatment of their wound.
- CAPwD expressed that it would have been more attractive if NDF had provided them some related medical services such as surgery or treatment along with current NDF services.

Case 3. a.

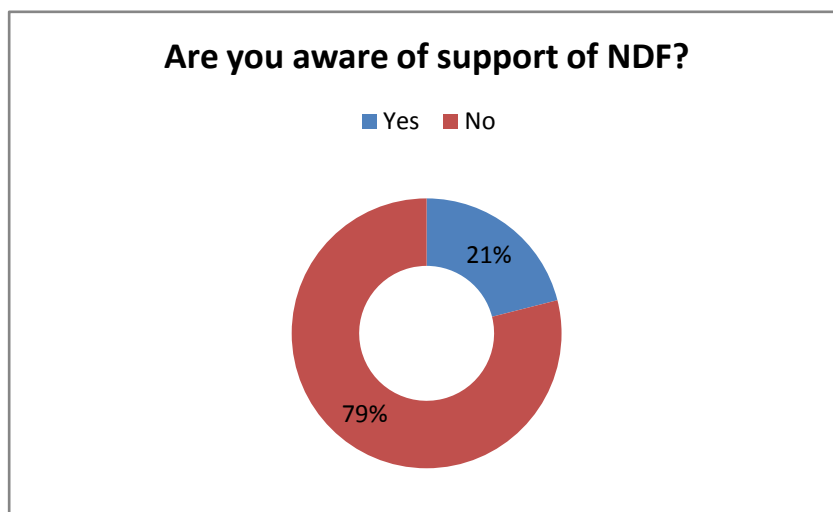
An injured person expresses satisfaction with NDF service

Kunda Kumari Pande (29 years old) from Rabi Panchthar is an injured person belonging 'C' category of People with Disability categorized by Nepal government. She got injured during the conflict period while she was a member of insurgent group. She was wounded from bullet and mine. She experienced pain when she got exposed to cold.

Through a friend, she came to know about NDF service provided to disable and injured persons like her. When she visited Kathmandu, she received physiotherapy services from NDF. Though she was not fully recovered from her wound, it helped her to minimize the pain and discomfort from the wound. She says the treatment helped her to a more comfortable daily life. However, her concern now is to generate income and wishes for a service package which could help her to become economically independent as she is currently unemployed and desperately seeking employment.

- Cost effectiveness and unavailability of CAPWD's time were other reasons for inability of CAPwD to approach for the NDF services. CAPwD who were in need of minor service of NDF such as physiotherapy or psychological counselling could not manage time and therefore did not hurry to take the service. For example, some CAPwD in Panchthar expressed that they could not manage time to visit NDF office just to receive therapy as they were not having much problem without it as well.
- Similarly, Vishnu Sharma (Rasuwa) who lost one leg in the conflict had already fitted the artificial limb with the support of Nepal Army. He is aware of NDF support but says he currently does not require it. He also thinks it is not cost effective to visit Kathmandu just to receive physiotherapy leaving his business for few days.

Figure 9: Awareness on support of NDF



- BPKIS facilities are still under construction, and services likely to start only after an extended period. This has meant that the potential CAP service seekers are still awaiting for urgent services that BPKIS is expected to deliver.

- ***Despite the very small number of service recipients, satisfaction level with the service is noted to be high.***
 - Out of the 19 CAPwD survey respondents, only one had received service of NDF. He expressed his high level of satisfaction with NDF service and stated his daily life has become easier because of it.
- ***Many CAPwDs who were not enlisted in government record have been left out from the NDF service.***
 - In all 10 sample districts where NDF partner organizations were absent, NDF had either approached CAPwD directly based on the list prepared by the government or had coordinated with LPC to inform CAPwD on their services. Even the LPC did not have a robust and updated list of CAPwD, particularly who needed moderate level of services. As a result, these were excluded from services through NDF.

Case 3.b.

A CAPwD is left out from receiving the facilities awarded to CAPwD

Harka Rawal (67 years old) is a CAPwD from Toli VDC 4 Achham. He used to work in India during the insurgency period in Nepal. When he came back to home during his leave, some Maoist carders suspected him of being spy and started investigation on him. They found his association with Congress party from an identity card. He was intimidated and asked to donate large amount of money. He was also assaulted resulting in his ring finger badly injured and lost forever.

He tried to get enlisted in CAPwD but failed due to absence of timely information from LPC and DAO. While he is seeking support to fit artificial finger, he was unaware of prosthesis and occupational therapy services provided by NDF.

- ***Some CAPwD feel bitter for wrong (i.e. lowered) categorization of their disability resulting in lower level of benefits that they receive.***
 - In all visited districts, CAP expressed their extreme level of dissatisfaction over the CAPwD categorization process. They shared that many CAPs with severe disabilities had received ID of milder disability and vice versa. LPCs members also reaffirmed this in FGDs. For instance, Arjun Ghimire (Panchthar), who lost his one limb and had two legs penetrated by bullets and major parts of the body damaged by mine, is categorized as below 50% disability. This category has obstructed him from accessing facilities provided by the state.



Case 4: A CAPwD is deprived of benefits as he failed to be enlisted in GoN list

During the conflict period, the then insurgent group killed son of Abdul Jalil (66 years old) of Tenuwa 6 while Abdul managed to escape but got injured with a bullet. He says he spent around Rs 50,000 in India for the treatment.

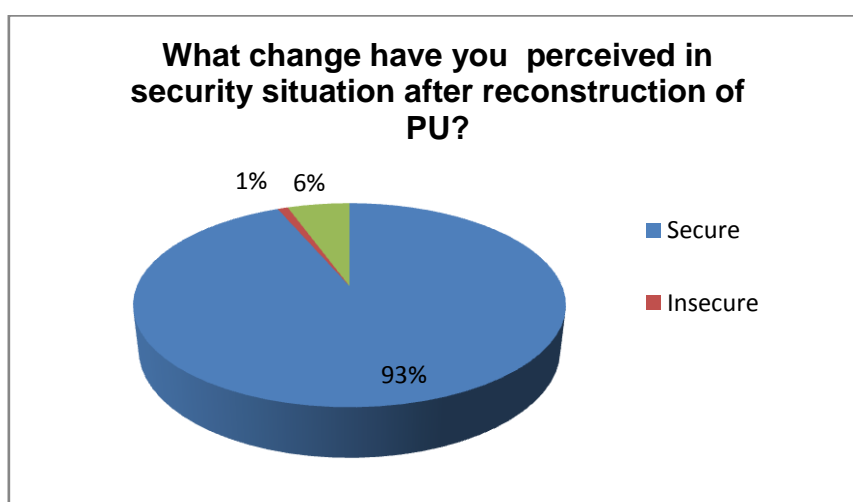
He is unaware of service of NDF and also does not feel the necessity for further treatment. He, however, was interested to participate in vocational training provided MoPR (EPSP) but as he was not enlisted in CAPwD data prepared by GoN, he got excluded from the programme.

3.3 Cluster III: Security and Transitional Justice

3.3.1 Police Unit (PU) Project

- ***Communities have felt more secure with the PU reconstruction and are happy with its design responding to gender and human rights perspectives.***
 - Community during the Social Audit events and interview from all locations have highly appreciated the design of PU with sensitivity to gender and disable friendly (in second phase of the project in most of the locations) and conforming to human rights values (e.g. provisions on detention cell, privacy).
 - Majority of survey respondents (93%) have felt increased sense of security after reconstruction of PU. However, in some areas few community members expressed the relationship has deteriorated after reconstruction of PUs. For instance, in Rasuwa (Betrabati) a person said that relationship got worse as police could not arrest thief who broke into the shop located nearby the police post (temporary) and some of the female community members also eloped with the police personnel.

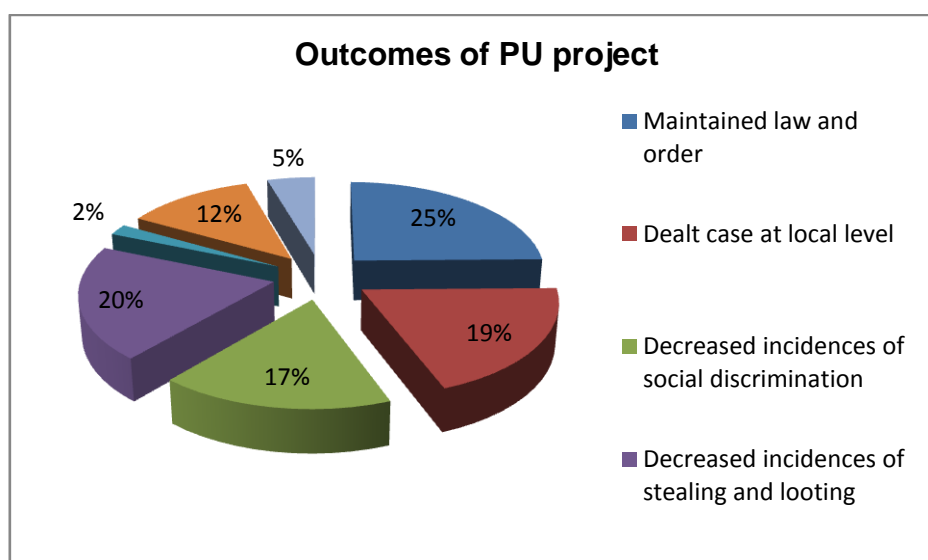
Figure 10: Perception in change in security situation after PU reconstruction



- Additionally, in the locations where PUs have come into operation, community also agreed that improved facilities with increased number of human resources in reconstructed PUs have enhanced the effectiveness of police services. After reconstruction, Police Posts of Kalikasthan Rasuwa, Chhapiya Rupandehi and Thada Argakhanchi were also upgraded into APOs.
- Increased numbers of police personnel and upgraded facility in PU office in some places have boosted confidence of locals. Police in charge who is currently residing in congested and narrow quarters of Chaukhutte Police Post, Achham said, “until and unless police personnel themselves are secure, it is difficult to ensure security of community. We are very happy that building with good facility is going to be reconstructed. It has definitely boosted up our morale.”

- **Deeper level of consultation and orientation during the formation PFC resulted increased public participation and their ownership**
 - In comparison of PU projects of first phase, deeper level of public consultations has been carried out in second and third phase PU projects. It had helped increase the public contribution and increase their ownership in the districts except few exceptions. The consultation contributed in making project more conflict sensitive.
- **Reconstruction of PU has enabled economic and social advancement of the area.**
 - Community from monitored locations shared that they have visibly noted that reconstruction of PU has led to emergence and reestablishment of service delivery agencies, reopening of shops which were closed during the conflict and opening of new shops.
 - The survey data presented in the figure 6 below also shows similar findings. While maintaining law and order (25%), the PU presence helped to minimize incidents of stealing and robbery (20%), dealt cases at local level (19%), increased economic activities (12%) and it also increased the level of education, health and other services, transportation facility 5% and 2% respectively. People also felt that PU also contributed to reducing discrimination and social malpractices (12%).

Figure 11: Outcomes of PU projects



Case 5: Community feels the benefits from reconstruction of APO Thada building

APO Thada (Arghakhanchi) building, one of the Phase I PU reconstruction projects supported by NPTF, was completed in 2010. The building reconstruction contract was awarded to the local contractor having firm in Rupandehi. The construction was concluded on time and technical team considered it as one of the good examples of quality building. Now a number of positive outcomes of this project can be observed.



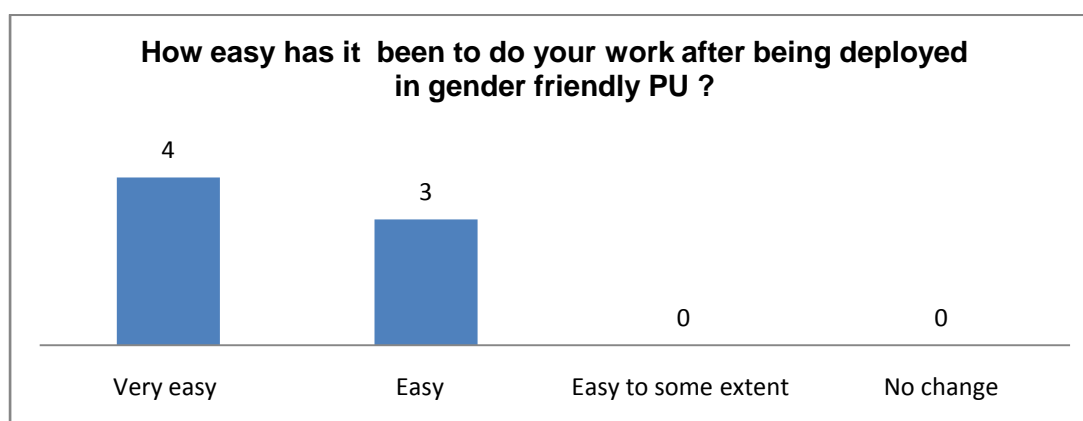
The building was constructed with fewer implementation issues. Community expressed high level of satisfaction with the quality of the building and they appreciated contribution of contractor. Besides the construction of buildings included in the contract, he had also constructed an additional building for kitchen/dining, which was not provisioned for. Similarly, there was active community participation in the project through Public Facilitation Committee. For instance, they had regularly monitored the construction site, took initiatives in buying and managing extra land, contributed masonry compound wall and did landscaping of the garden area.

Since the PU came into operation, the community have felt the benefits in many ways. For instance, increased human resources in PU including woman police have led to better services than earlier. Participants of Social Audit agreed that incidents of robbery, theft and local anarchy have significantly dropped after the reconstruction of PU. Survey carried out with respondents also shows similar findings. For instance, 100% of the respondents confirmed that cases are dealt at local level and incidents of stealing and looting has decreased. Similarly, it has helped to increase in economic activities and financial transaction as some new banks and shops were established in PU location.

As the APO Thada is located nearby the highway and has gender friendly infrastructure, even District Police Office (DPO) had moved detainees of some sensitive cases of the district instead of keeping them in DPO which lacks such facilities. DPO in charge highlighted that female custody of the PU has particularly been used to deal with cases of DPO. According to him, responsibility of the APO is going to be increased by establishing two additional temporary police posts under it.

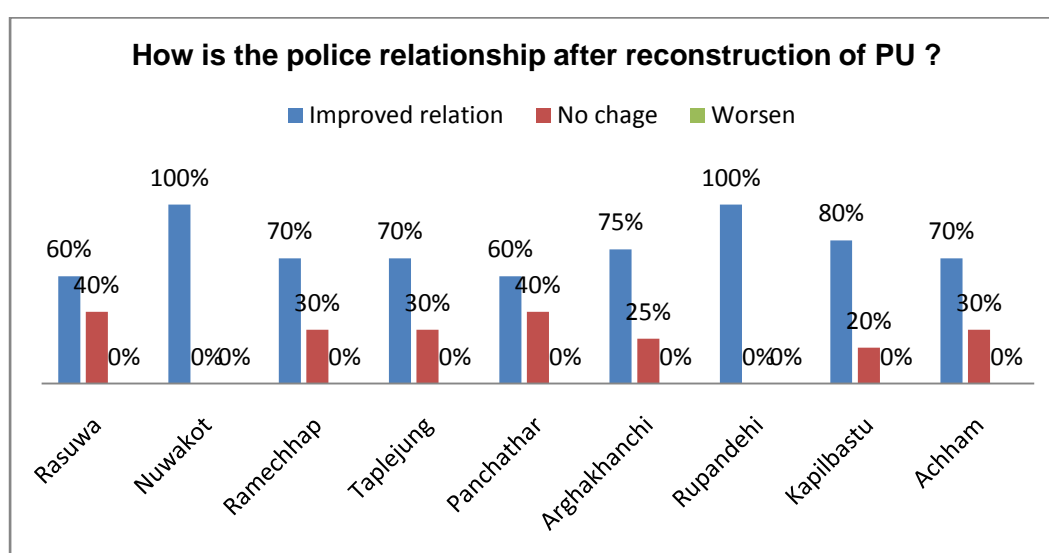
- ***Women have perceived increased sense of security after the reconstruction of PU. Deployment of women police has enhanced the service delivery quality.***
 - The survey data shows, with consistency across 9 districts, that among 105 respondents majority of them i.e. 85 (81%) feel that women are more secure after PU reconstruction. However, 14% perceived no change in the situation and 5% said that situation has got worse for women. It is interesting to note that majority of male respondents feel that women are not secure after the reconstruction of PU in their location.
 - Out of 12 reconstructed (or under construction) PU in 9 districts, 7 had deployed women police. Interestingly, out of 4 reconstructed PUs which had already come into operation, 3 had deployed women police which was highly appreciated by the community.
 - Out of 7 women police personnel with whom the perception survey carried out, 4 of them expressed of being very easy for them to work after being deployed in gender friendly PU while 3 of them think it has been relatively easy. However, most of the woman police were noted not to be using women barracks as there was a practice to live outside with their family.

Figure 12: Degree of comfort perceived by women police in PU



- The increased sense security among women after reconstruction of PU was also reaffirmed during SA. Participants of SA said that the Sexual and Gender Based violence (SGBV) cases are being more taken up and processed by the local police with more sensitivity and promptness after the reconstruction. However, they strongly raised their concern on the non-deployment of enough women police in the PU and this hindered comfortable access of women to police services.
- ***Relationship between community and police personnel is seen to have improved or strengthened from PU reconstruction process.***
- Community from all 9 districts agreed that their relationship with PU got strengthened while collaborating with PU for reconstruction project.

Figure 13: Perception on public police relationship after PU reconstruction



- Communities were found to be proactive in their support to PU reconstruction. Commendable public participation in terms of providing additional land, construction of additional infrastructures, active involvement in monitoring and quality control was observed in most of the sites. Such collaborative work with police led to

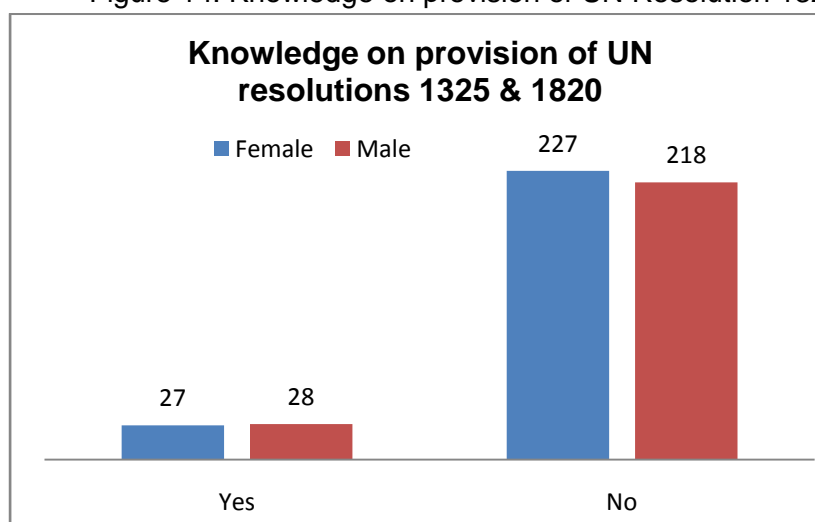
strengthening their mutual relation. For instance in Tellok Panchthar, participants reaffirmed that their collaboration with police personnel has helped to address domestic violence and dispute cases more efficiently through the community policing.

3.3.2 NAP on UNSCR 1325/1820

3.3.2.1. Promotion

- ***Considerable number of promotional activities has been carried out for top and medium level stakeholders of NAP, but the resulting awareness is only mixed and average.***
 - Most of the implementing ministries (MoPR, MoHA, MoWCSW, Mol and MoFALD) have conducted NAP sensitization programme and Training of Trainers (ToT). It was interesting to note that in many districts even CDO, LDO and DPO in charge were appointed as resource persons of UNSR 1325 and 1820 by WDOs while conducting sensitization trainings to women groups.
 - There is a moderate level of knowledge on NAP 1325 and 1820 among the visited district stakeholders. Comparatively, district stakeholders where DCC is very active were noted to have higher level of knowledge on NAP than the district stakeholders where DCC is passive. For example, in Panchthar where DCC was active, the stakeholders were more NAP sensitive and the team noted increased participation of women along with higher level of sensitivity to SGBV cases and preparation of appropriate database. While in Talplejung with a passive DCC, no meetings and activities were organised after DCC formation. Even Women and Children Office (WCO) was unaware of provisions of NAP and significance of DCC.
- ***There is a rising level of awareness on NAP provisions among the targeted group of NAP programmes at grass-root level.***
 - Though the survey data below shows that larger population of respondents are unaware of NAP provisions, many CAP women during the FGD and interactions were observed to have good knowledge on NAP.

Figure 14: Knowledge on provision of UN Resolution 1325 & 1820



- Similarly, though community in all districts expressed of having no literal knowledge of the term of UNSCR 1325 and 1820 literally, they were found to be overwhelmingly concerned with the SGBV issues which is one of the components of UNSCR 1820. According to police personnel in all districts, the trend of reporting cases of sexual harassment which people used to consider as minor offence is also increasing. WDO Kapilbastu, for example, receives complains of SGBV each day. On the day of EM team's visit, it had received 7 such cases. Similarly, CDO of Arghakhachi district said that people's concern on women's participation in the committee is also increasing.
- ***Inadequate coordination between DDC with DCC member organizations has reduced the expected outcome.***
 - Most of the DDC had organised through external agencies orientation training on component of NAP to the targeted group. This resulted in many of the LDOs themselves being unaware on NAP components.

3.3.2.2 Participation

- ***Participation of women particularly in district based peace-building committees at decision making level is still insignificant and ineffective.***
 - The gender composition of committees for PU Reconstruction Project and LPC is notably imbalanced with higher number of men than female as shown in the figures 10 and 11 below. Although LPC has provision of including at least 33% women, low participation of women was noted in LPC of some districts, Despite this, LPC of Rasuwa, Nuwakot, Doti, Achham, Arghakhanchi and Kapilbastu have experience of having a female coordinator.

Figure 15: Gender composition in LPC

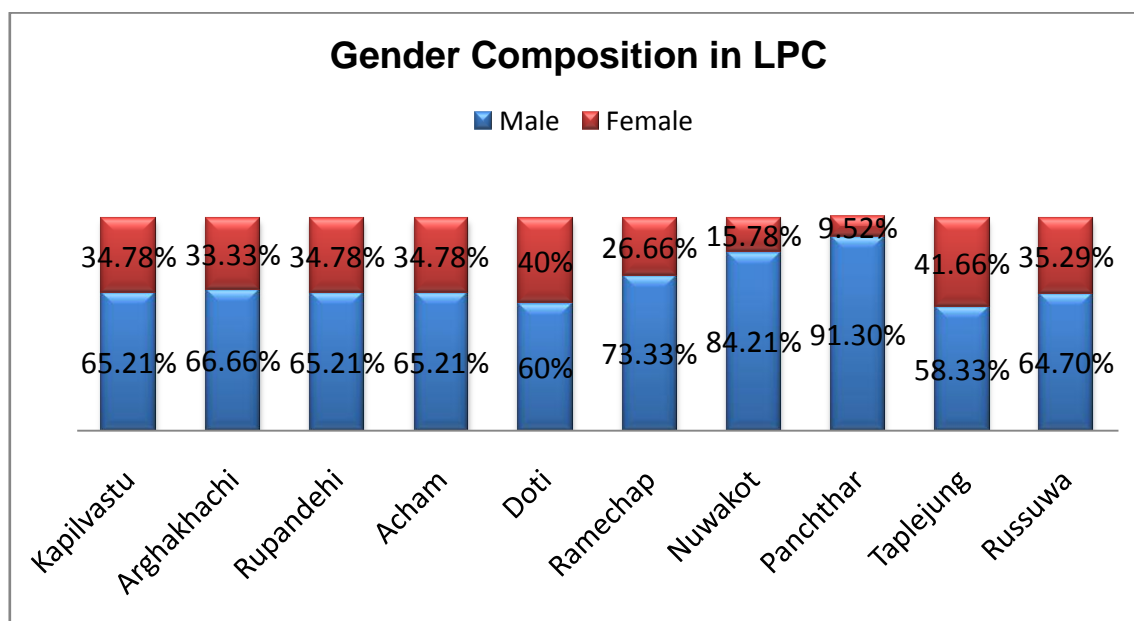
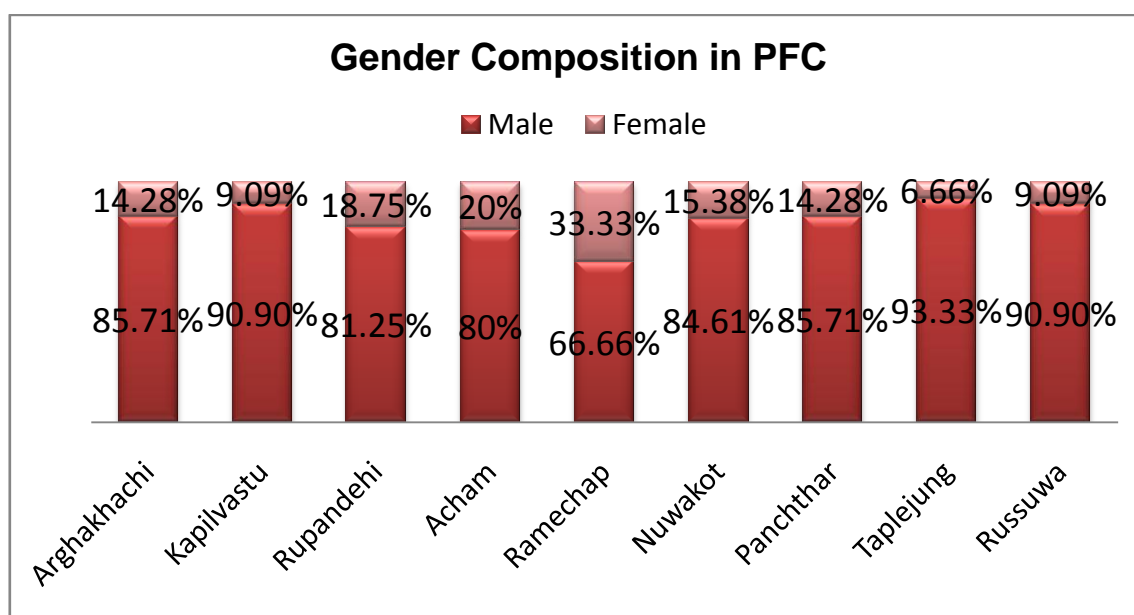
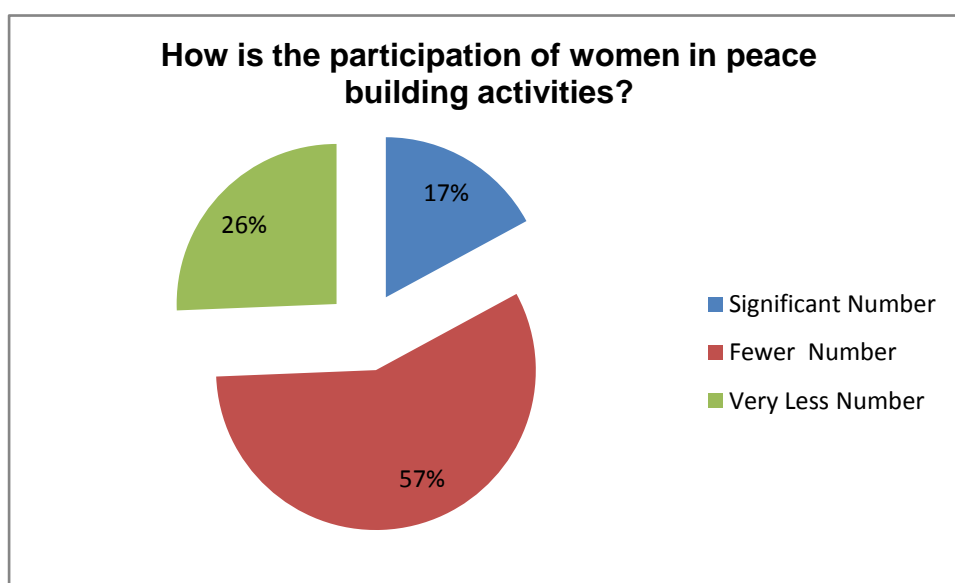


Figure 16: Gender composition in PFC



- Out of 234 respondents, 57% said there are fewer women in peace-building committees or peace-building activities. Similarly, only some respondents (17%) expressed of having significant number of women participation in the committees or activities.

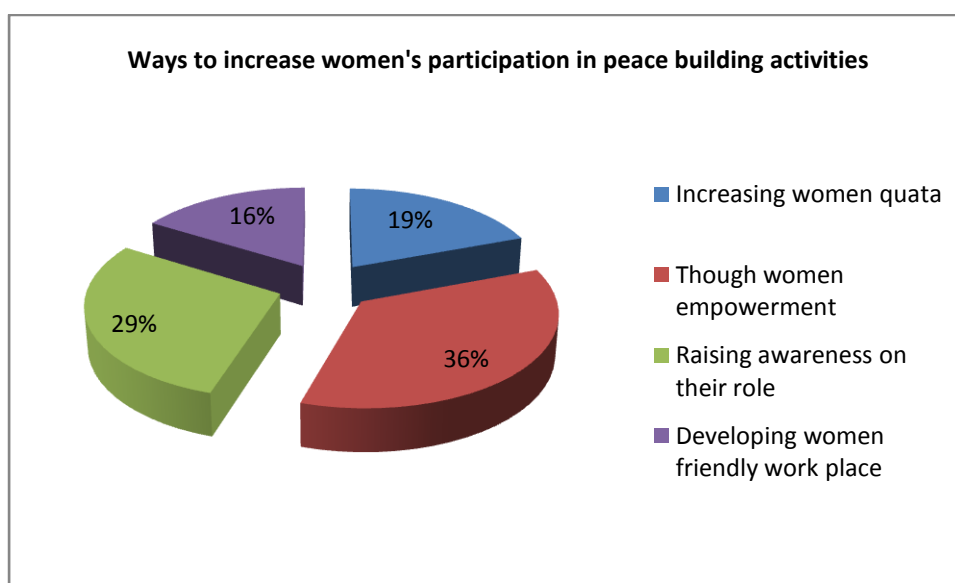
Figure 17: Participation of women in peace-building committees



- The participants of the workshop organized by WCO (with the support from NPTF) for NAP sensitization programme agreed that the quality of women participation is also poor. A woman participant representing local NGO said, “While forming a new committee, women are mostly included to fulfil the quota. For example, in School Management Committee, there is a practice of nominating only one female member.

- ***There is increased awareness on the need to achieve women's meaningful participation at the decision making level.***
 - DCC in Panchthar recently made decision that any organization or committee that comes to register in DAO will not be registered until it possess at least 33% of reservation quota for women.
 - In order to encourage women's meaningful participation, LPC Nuwakot offered women representing CAP to lead LPC for one term though the committee has provision of electing coordinator only from representatives of political parties.
 - However, members of FGD having representatives of LPC, PFC and PBNC expressed that besides allocating quota for women there is also a need to build their capacity for their quality participation.
 - The largest percentages of respondents (36%) believe that women's participation can be increased by empowering them through their capacity building. A female participant of MoLJCAPA's training programme said, "only allocating quota for women in a committee does not ensure meaningful participation of women, they should be empowered and sensitized about their role at the same time."

Figure 18: Ways to increase women's participation



3.3.2.3. Protection and Prevention

- ***Increased level of commitment is leading to some visible initiatives being taken by MoWCSW and MoHA through Nepal Police on protection and prevention.***
 - As a result of gender policy and incorporation of SCR 1325 and 1820 components in curriculum of police institution and the training provided to police personnel on how to deal with cases of SGBV (under the project of MoHA), police personnel appeared to be more sensitive and prepared in dealing with gender issues. For example, a male police of women cell in Doti expressed that the training helped him to deal the SGBV cases more sensitively. Many women rights activist from different district also confirmed that attitude of police personnel has changed a lot and they have become more sensitive and supportive while they are approached to deal with SGBV cases.

- WDO from all districts agreed on having good cooperation from District Police Office (DPO) and expressed satisfaction over their responsiveness.
- The safe house, established by WCO in the districts for SGBV victims has also strengthened the confidence of women on protection from violence. For instance, WCO of Doti and Panchthar district which already had safe house experience of handling cases related to SGBV, stated that because of safe house they are confidently and easily facilitating related cases. However, WCO of Arghakhanchi district which lacks safe house had experience of suicidal cases as they tried to send back the victim of domestic violence to her husband house.

Case 6: A SGBV victim is rescued through a joint initiative in Kapilbastu

Sitadevi (name changed), of Kapilbastu is a survivor of sexual violence, and was jointly rescued by WCO, DAO, DPO, local NGO (Saathi) and Human Rights organization (INSEC). She was gang raped by an unknown group while she was heading towards her maternal home after having dispute with her husband.

Sitadevi was found in semiconscious condition early in the morning near a shade of tea shop by the locals. She was injured, her clothes were torn and her body was covered with blood. The locals helped her to get to her maternal home.

The case was unreported and hidden for few days. Neither her husband's family nor her maternal home (because of financial problems) supported for her treatment. Later on, some neighbours requested INSEC which requested Saathi to rescue her. Saathi along with WCO took her to the hospital in Kapilbastu where she was referred to a hospital in Kathmandu due to complexity in the case. WDO with the help of CDO, MoWCSW and local NGOs arranged air ambulance fare and the treatment expenses in Kathmandu.

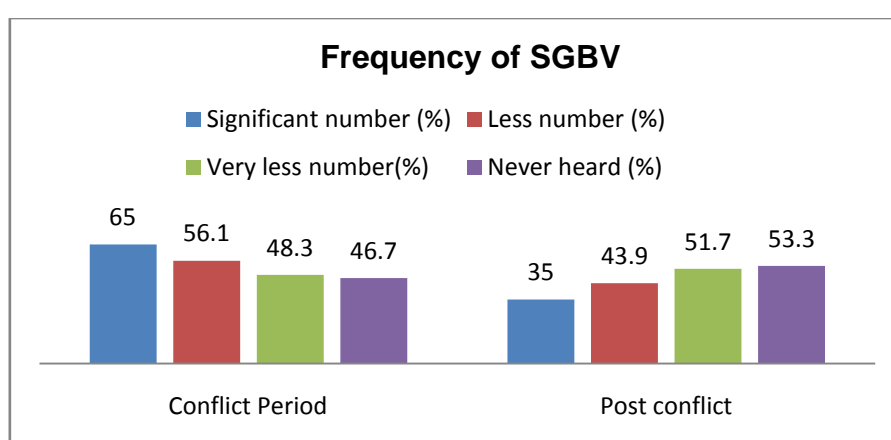
Though Sitadevi is slowly recovering after her treatment, she is still going through psychological trauma. Due to unavailability of psychotherapist or counsellor in the district, she has not been provided such services. WDO is unhappy that the perpetrators have not yet been identified.

The case is based on information provided by WDO Kapilbastu, 2013

- ***Legal sensitization programme of MoLJCAPA has good content design in but it has not reached well its target groups.***
 - Beneficiaries of MoLJCAPA programme appreciated the legal sensitization training organized by the ministry at VDC level. They said it helped them to have some awareness on legal provision on SGBV and women's rights issues. A participant from Budar VDC of Doti said, "we were provided orientation on such thematic areas from other NGOs as well, but this training helped us to widen our knowledge and get clear idea on the subject."
 - Despite the efforts made by MoLJCAPA to conduct programmes in remote VDC and to select the participants having representative of gender, caste and ethnicity, and profession, the selected VDCs were noted to be less conflict affected and primary beneficiary (CAP) were largely ignored. This resulted in a low participation of CAP women. Similarly, due to short duration of the training, the participants could not obtain required depth of information on relevant contents.

- ***There are decreased incidences of SGBV and increased trend in reporting those that have occurred.***
 - Participants of MoLJCAPA project said the training contributed to some extent in increasing the reporting of violence against women particularly in the far west. However, participants from east and central region did not experience such changes in their locality.
 - According to WDOs, as a result of raised awareness on sensitivity of SGBV, the incidents decreased while the practice of reporting such incidents increased in all 10 districts.
 - Findings of our survey shows that the frequency of SGBV incidence decreased in post conflict period as compared to those in the conflict period.

Figure 19: Frequency of SGBV during conflict and post conflict scenario



3.3.2.4. Relief and Recovery

- ***Entrepreneurship programme launched by MOI has been highly appreciated by CAP women for its potential to contribute to their sustainable livelihoods.***
 - The participants of trainings in all project districts were excited that the training would support them to be economically strong. Relevancy of training was high in a district or in the locations where EPSP trainings were not implemented.
 - The participants who had initiated earning have high confidence. For instance in Arghakhachi, a participant of mobile repairing training who is working in her brother's mobile repair centre said she along with her brother have plan of expanding their business as soon as she completes the course.
- ***Effectiveness of IG trainings appears to be weak without support for additional package such as seed money to initiate business, support of equipment, intensive entrepreneurship training and market linkage.***
 - Only few CAWs/Gs in the districts are engaged in IG activities after the training. Most of CAWs who did not receive equipment and raw material and do not have financial support expressed of being unable to initiate their enterprises.
 - For instance, in Rupandehi district, out of 9 participants of incense stick making training, none of the Conflict Affected Single Women had initiated any enterprises

until a month after the training. Lack of seed money to buy raw materials was cited as the major reasons for failing to initiate enterprise. One of the participants said, 'I know if I could produce incense sticks, there is a good market for it. But the problem is I cannot afford to buy raw materials for it. We are even struggling to cover expenses for basic needs, how can we manage such a huge amount?'

- The IG training contributed in healing emotional wound of conflict or contributed in reconciliation between two opposite group members as they participated in the same training sessions.
- CSIDB in charge of Arghakhanchi shared the training environment and picnic organized during the training period helped in reconciling of members from earlier conflicting parties. In many training centres it had also been helpful to heal or reduce emotional wound of conflict such as trauma, hatred, despair and hopelessness of CAWs.

Case 7: Training Contributing in Reconciliation

CSIDB Arghakhanchi had organized Sewing and Stitching training comprising CAW from both sides (state and conflicting party). Ramila (name changed) whose husband was killed by the then insurgent group and Satya (name changed) who is a wounded ex combatant and who was also responsible for the death of Ramila's husband were the participants of same training. During the initial phase of the training, they both had a feeling of antagonism. However, by the end of the training both of them turned out to be close friends. According to CSIDB in charge environment of training centre and a picnic programme organized during the training period played crucial role in reconciling their relationship.

- ***Absence of psycho-social programme to CAW having psycho-social problem is prolonging the trauma of these women.***
 - WDO from all districts expressed immediate need for a qualified psycho-socio counsellor.
 - Many CAP women in all districts were found to have psychological trauma and other psycho-social problems. However, they did not have access to counsellors or service centres.

3.3.2.5 Coordination

- ***Despite high relevancy and great potential, DCC is less proactive in capturing the essence of NAP at district level due to lack of orientation on TOR of DCC and resource constraints.***
 - Most of the programmes running at the district level by IAs have least coordination with DCC. Even within DCC, the CDO and WDO themselves are completely unaware of activities implemented through IAs.
 - In all districts recently appointed interns were not fully clear on their TOR and DCC also did not have clear idea about their roles and responsibility of interns. Most of the interns were assigned to perform task of DAO instead of DCC.
 - Due to resource constraints, DCCs have not planned any programmes. However, after having interaction programme with the EM team, some DCCs have shown commitment to carry out small activities. For example, DCC Rasuwa made decision

on monitoring IG training implemented by DCSI, DCC Arghakhachi made decision on carrying out a joint review of DCC member organization from NAP perspective and DCC Doti also made decision on assigning intern to update data of CAW and participation of women in committee formed in district level.

- ***Weak coordination at central level is reducing efficiency of the NAP projects being implemented by six ministries.***
 - MoPR appeared to be less active in vertical (DCC and MoPR) and horizontal (within the line ministries) linkages and communication. This resulted in weak understanding of ToR and roles by DCC and its interns (vertical). For instance, DAO of Arghakhachi said “in order to get clear understanding on the ToR of intern, we had consulted MoPR many times but we did not receive any proper guidelines from them.” DAOs from all districts agreed to having no clear concept of appointing intern in their districts.

3.4 Cluster IV: CA and Peace Building Initiatives at National and Local Level

3.4.1 LPC

- ***LPCs have been established, to varying degrees, as key peace-building institution at the local level.***
 - LPCs of all districts (except for Nuwakot) have received dispute settlement training provided by MoPR and local NGOs. All the members of LPC Panchthar and Taplejung participated in the above dispute settlement training and remarked that the training from MoPR contributed to developing new skills and build confidence in local dispute settlement. LPC Panchthar settles about 1 to 4 disputes each year, some of which are of serious nature. Nuwakot, on the other hand, is also active in settling disputes (e.g. 3 disputes during the past year) though it has not received the MoPR training.
 - Capacity building trainings provided by MoPR to LPC was considered to be relevant and useful in better understanding their roles and in undertaking related activities and forging partnerships.



Case 8: LPC Arghakhanchi: An example of Key Peace Structure in the District

LPC Arghakhanchi was established in 2009. Till date, it has been led by 4 coordinators including one female coordinator. From the starting phase, it performed in accordance with its TOR and tried to establish itself as a key peace structure in the district. Timely

changed coordinator tenure, its involvement in CAP relief support programme facilitation and formation of VDC level LPCs in 16 VDCs within a year are some examples of its activeness in the initial phase.

The logistic support, capacity enhancement training, exposure visits, allocation of budget to operate office and few activities provided by MoPR (supported by NPTF) are pointed out as key factors which accelerated the pace of LPC's performance. Besides, carrying out peace promotional activities such as radio programme, peace rally, interaction programme with CAP and stakeholders, display of peace messages in hoarding board like LPCs of its neighbouring district, it demonstrated street drama in conflict and role of LPC theme in various locations. They have also received huge admiration from CAP and stakeholders.

Similarly, LPC took initiatives in raising fund internally and supported CAPs (25 persons) for goat rearing programme. LPC expressed high level of satisfaction with this programme as it helped many families to gain economic stability.

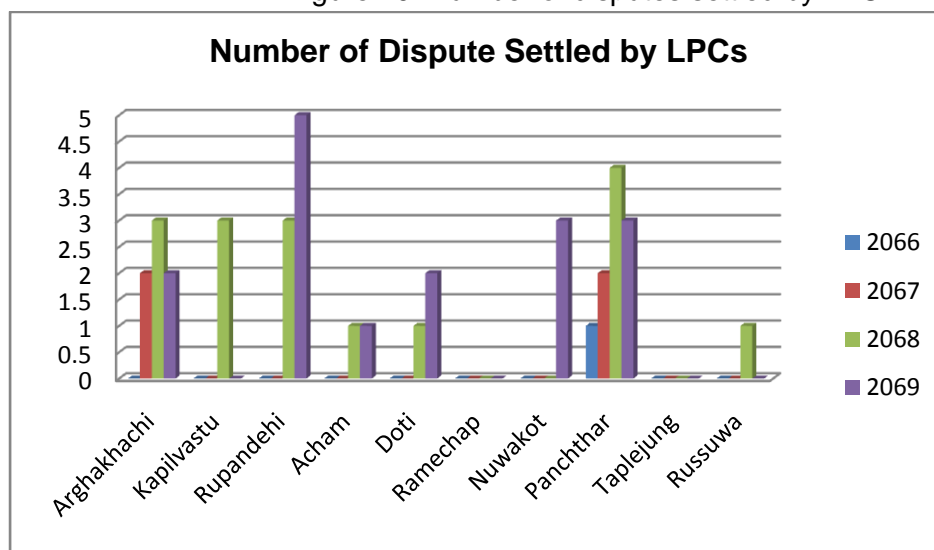
LPC also shares their experience of gaining more credibility in local dispute settlement from the community. As they learnt skill on conflict resolution, they started mediating various types of disputes including some serious ones.

Unity in the diversity is the beauty of LPC Arghakhanchi. Almost all members expressed their satisfaction with their team work. The members basically had been given responsibility based on their interests and backgrounds.

However, LPC is unhappy with some programmes under MoPR (for example EPSP trainings) being conducted without establishing proper coordination with them. They also wished MoPR had need-based projects as proposed by them rather than the project designed at central level without consultation with districts LPCs.

- ***LPC from all districts are involved in dispute settlement.***
 - Most of the LPCs are actively engaged in settling disputes. Some LPCs for instance, LPC Doti shares of receiving formal application letter from the conflicting parties to help in mediation of their social conflict in particular. Notice disseminated through local FM on LPC their role in dispute settlement also contributed in drawing attention of the community towards them.

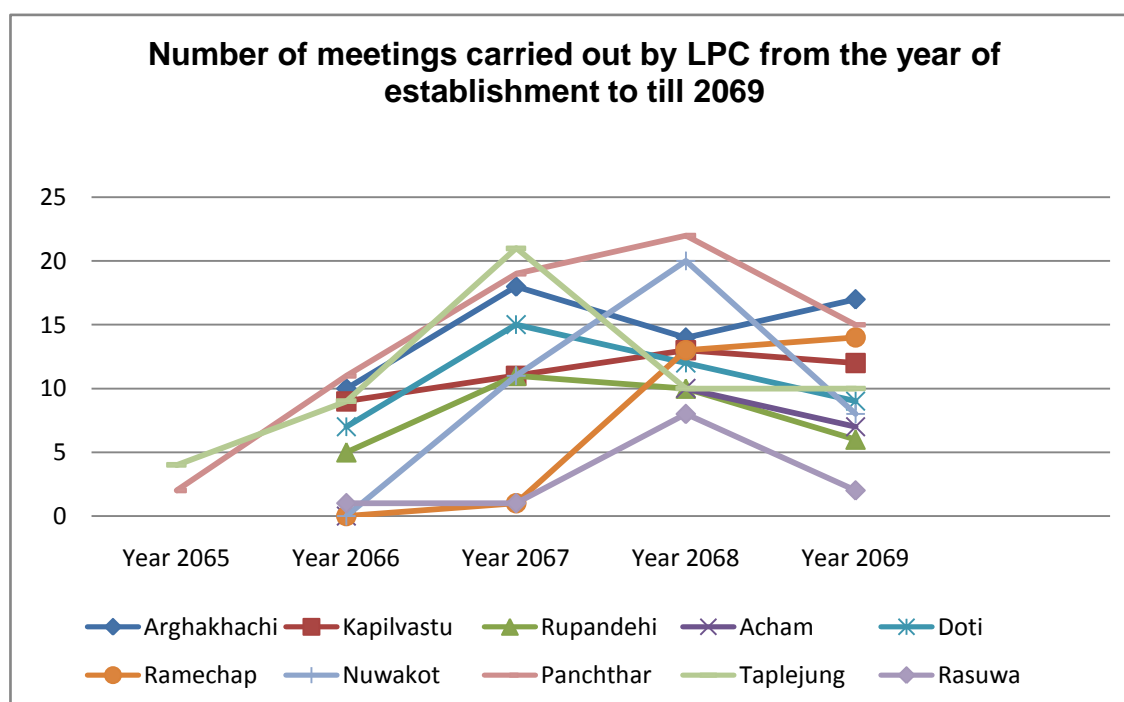
Figure 20: Number of disputes settled by LPC



Data Source: LPCs, 2013

- ***LPCs are proactively involved in reconciling between conflicting parties. However, they still lack the depth of knowledge and range of skills required for genuine and permanent reconciliation.***
 - LPCs in all districts have organized reconciliation programmes with the objective of developing reconciliatory environment in the district. LPC Panchthar has organized reconciliation programme in 41 VDCs out of 42 VDCs and so has LPC Taplejung. LPC Rasuwa and Nuwakot have organized fewer numbers of such events. However, LPCs from far west and western region were found to be taking initiative in reconciliation informally rather than by organizing formal events. For instance, LPC Rupandehi facilitated to reconcile relationships between two conflicting parties of Betunia VDC in an IG training organized by it. However, effectiveness of this programme is still weak. Participants of reconciliation event in Panchthar said “one event of greeting each other is not enough for reconciliation. It was more like a formality and superficial. It should have been carried out at a deeper level.”
 - While interacting with LPC members, it was noted that they had received only basic knowledge on reconciliation from Human Rights NGOs.
- ***Despite the potentials, LPCs of all districts appear less active over time.***
 - As shown in the figure 15 below, LPCs in all districts have made gradual progress since the established year but they seem less active over time. The reasons for being less active in the year 2069 (2012/13) were noted to be i) LPCs were in confusion as to status of their tenure ii) they did not receive timely budget from the MoPR.

Figure 21: Number of meetings carried out by LPC

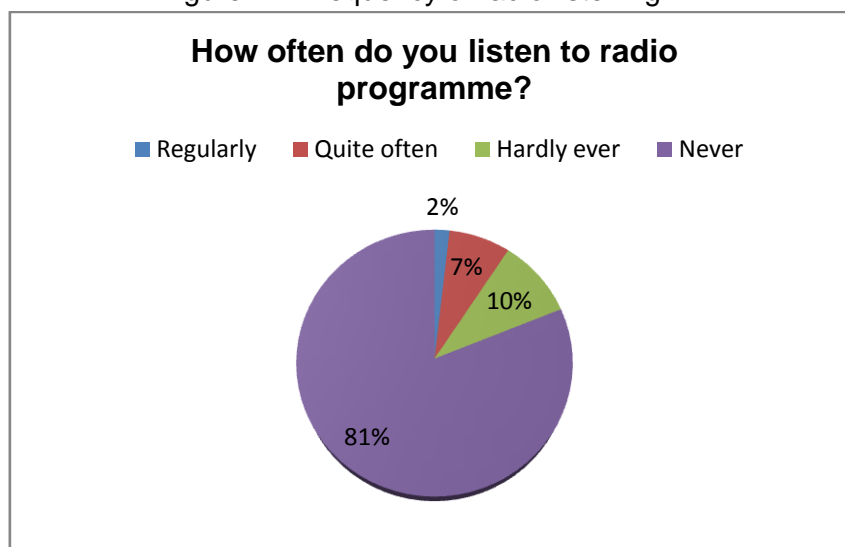


- Decreasing credibility of LPCs among CAP community is another factor contributing to their inaction.
- LPCs consider that lack of provision of allowances for meetings, high turnover ratio of LPC secretary, limited authority in financial management and absence of feedback or acknowledgment and recognition from the government for the activities carried out by them are limiting their potential contributions to the peace process.

3.4.2 Radio Nepal Project

- ***In spite of having relevant and appropriate contents, Radio project has not achieved its desired outcome due to very low number of listeners and its limited coverage.***
 - Among the non-listeners, all respondents said it was due to lack of coverage in the district headquarters and surrounding VDCs. During discussions in Panchthar district headquarters and various VDCs of Taplejung, participants expressed that they prefer to listen to local FM rather than Radio Nepal which has very weak frequency in their locality.

Figure 22: Frequency of radio listening



- Lack of programme promotional activities is one of the reasons for poor listenership. Almost none of the stakeholders of peace building programmes (including LPC members) from four sampled districts were well aware of radio peace programme, or have clear idea about the content and the objective of the programme.
- ***To some extent the project is contributing to raising voice of deprived and marginalized people (especially CAP) through debate or interaction programme and to peace building.***
 - Pre-research is carried out before organizing public debate programme in the field and CAPs and stakeholders are invited formally to give them importance and ensure their presence.
 - One of the stakeholders (LPC member) from Panchthar said, “The debate programme organized by Radio Nepal was very helpful in raising voice of CAP. It made CAP related organisations to be serious in CAP identification, relief distribution and in providing facility for them.”
 - Nevertheless, such debate programmes are organized just once in a district and Radio Nepal does not have follow up event.
 - Out of the total listeners of peace radio programme, a large number of respondents (88%) agreed the programme is supportive in peace promotion.
 - Most of the audiences of radio peace programme praised the content and quality of the programme.

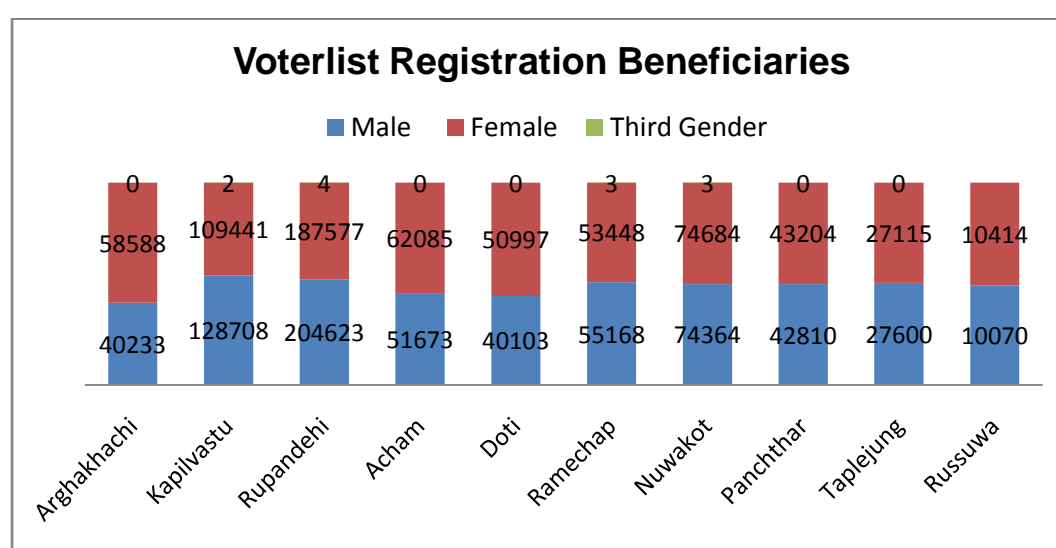
Table 2: Peace effectiveness of programme

S.NO	Area	Very Helpful	Helpful	Less Effective
1	Raising voice of CAP	52%	46%	2%
2	Reconciling the relationship between parties	41%	55%	4%
3	Strengthen social harmony	50%	42%	8%
4	Minimizing gender and caste base discrimination	40%	44%	16%

3.4.3 Election Commission

- **Communities are more enthusiastic and confident about free and fair elections.**
 - Despite evident political frustrations, large numbers of people have expressed hope for a free and fair election mainly due to the introduction of registration process with photograph and electronic voting machine.
- **Voting registration of female was noted to be slightly higher than male in most of the Hill districts while this was remarkably low in Terai districts.**
 - DEO Kapilbastu (Terai) registered 1,28,708 and 1,09,441 male and female voters respectively. On the other hand, DEO of the adjoining district Arghakhachi (Hill) registered 51,675 and 52,085 male and female voters respectively.
 - According to DEO in-charge, Rupandehi (Terai), the key reasons for low female registration is due to higher number of women without citizenship. He considers that polygamy practices in Terai often lead to male member not promoting his wives to receive citizenship for fear of property claims.

Figure 23: Number of beneficiaries of Voter-list Registration



- **Despite the hurdle created by some political parties in the second phase of mobile voting registration programme, integrated mobile camps with citizenship team supported in bridging the gap.**
 - DAOs from Kapilbastu (Terai) mobilized additional security force to mitigate security threat identified while launching the voting registration programme.
 - In-charge of DEOs in Taplejung (eastern region, Hill) for instance conducted formal and informal meetings with Limbuwan leaders and requested them not to create any hurdle during the integrated mobile camp organized in remote VDCs.
 - DEOs of Terai region particularly faced greater security threat and violence such as looting of their laptops, VDC secretaries (Election Education Staffs) abducted and IED left nearby the registration stall etc.

- ***Cooperation between DAO and DEO resulted in increase in number of voters.***
 - Integrated mobile camps led by DAO were targeted to remote VDCs. The outcome of this has been visible in enabling marginalized groups, people without citizenship, people with disability, women, migrant returnees and elderly to benefit from this exercise. For instance in Ramechhap, Hayu and Thami communities were able to register due to these camps which in their absence they were likely to have missed.
 - On the day of EM visit at DEO Achham, there were 44 voter registrations at DAO while there was only 8 at DEO.
- ***Certain groups are assumed to be left out from the voting registration process.***
 - According to DEO, majority of the eligible voters residing in remote location (rural area) have made registration but a significant number of eligible voters who are well aware of the registration and are residing in district headquarters have not yet registered in the voter's list.
 - Similar scenario has been observed in rest of the three districts. Majority of people who are well aware of registration have not made it due to frustration with political situation and due to lack of any deadline of registration.
 - Youths without citizenship cards, marginal groups from remote VDCs and migrant workers are yet to go for registration. In Rasuwa, particularly tourism workers (porters or tour guides) failed to register because the mobile voting registration programme was organized during tourism season.
- ***The following groups of people are still noted to be left out from the voting registration process.***
 - People without citizenship: DEO Kapilbastu considers that there are around 65,000 people who have not yet received citizenship. Large numbers of women are assumed to have no citizenship.
 - Migrant workers: DEO Arghakhanchi says that there are approximately 31,000 migrant workers from the district only.
 - Landless people (Sukumbasi): DEO Rupandehi points out that there are approximately 12,000 to 15,000 landless people.
 - Labours working in industrial area like Butwal and Bhairahawa.

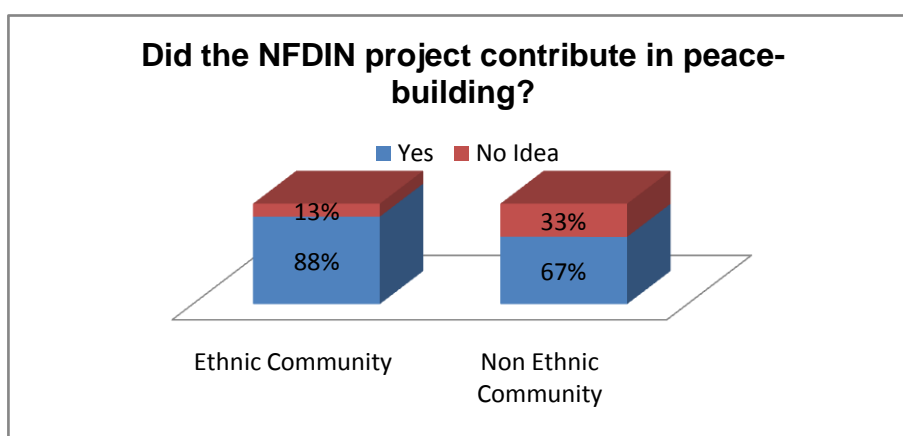
3.4.4 NFDIN Peace-building Project

- ***There is increased level of awareness on IPs rights and cultivation of culture of peace among the IPs.***
 - According to NEFIN District Council Taplejung (implementing organization of NFDIN project), activities have contributed to improving IPs understanding on rights

and legal provision on ILO 169 and UNDRIP¹ and encouraged them to find ways to seek their rights in a non-violent manner.

- 'Positive change in attitude is perceived among non IP service delivery agency and political leader towards the IPs after conducting round table discussion programme.' Chair Person, Sunuwar Sewa Samaj (implementing organization of NFDIN project) Ramechhap.
- The survey conducted with beneficiaries also indicates similar findings. Out of 11 respondents, 82% believed that the project has contributed to peace-building. Percentage of ethnic community respondents is slightly higher i.e. 88% in comparison with percentage of non ethnic community respondent i.e. 67%. None of the respondents gave negative response while few of them (18%) said they have no idea whether project has contributed to peace-building.

Figure 24: Perception of people on NFDIN project contribution in peace-building



- ***Social harmony and mutual cooperation between IPs and non IPs has been enhanced.***

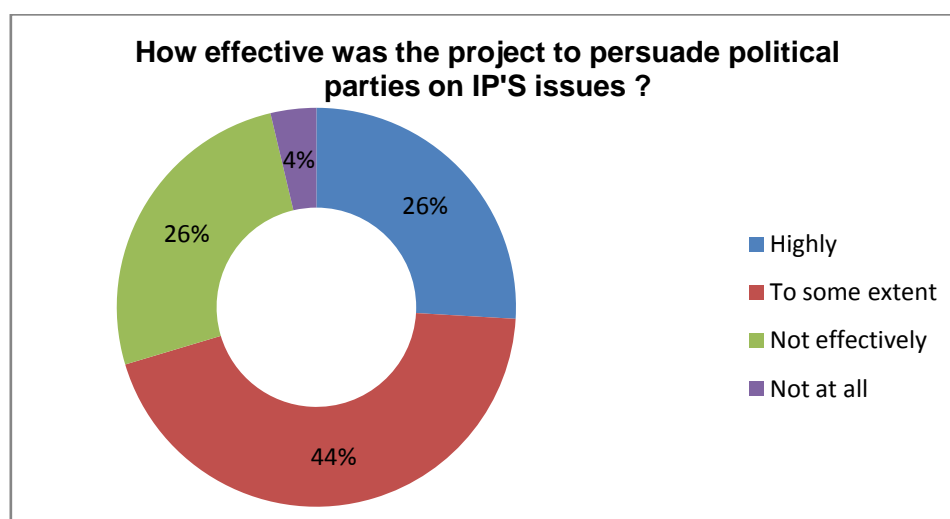
- The activities such as street drama and peace-building workshops have been effective in bringing further clarity among IPs on their rights and the need for peaceful dialogue, while activities such as round table dialogue have been effective in consolidating mutual trust, increasing cooperation between IPs and Non IPs (especially government personnel) and reducing misunderstanding on IPs issues among the political leaders.
- After attending dialogue programme in the district, CDO encouraged NEFIN to organize similar programmes in other locations. DSP also personally appreciated them for organizing the programme which according to him has contributed to strengthening social cohesion and reduce violence in the society. NEFIN also received a range of positive comments from other line agencies and non IPs.
- Similar experience is shared by NEFIN District Council Partner Organisation (PO) of NFDIN) Ramechhap member, "While conducting peace rally in the district headquarters, a conflict between IPs and Non IPs was about to outbreak in the district. As the peace rally displaying the message on social harmony was

¹ ILO 169 and UNDRIP are the international conventions and declaration on the rights of indigenous people ratified by Nepal government.

organised, it helped to cultivate culture of peace among IPs and Non IPs. We received appreciation and positive feedback from political leaders and chief of government agencies.'

- The survey data below however demonstrates slightly different findings. Majority of respondents believe that the project has contributed to persuade political parties about their issues only to some extent.

Figure 25: Effectiveness of NFDIN project to influence political parties



- It has also helped to maintain social harmony and brotherhood relation among the IPs and Non IPs only to some degree. One reason for this is due to low intensity and frequency of the programme. During the FGD with project teams in both districts, they agreed that they still need to carry such activities at a larger scale to achieve notable result. One of the POs in Ramechhap said, "it would have been more effective if we had conducted awareness raising and peace promotional activities in remote and conflict affected and IPs populated VDCs like Dorumba, Tilpung ,Deurali etc.. But because of budget constraint we could not do so."
- ***Despite formation of an inclusive Peace Building Network Committee (PBNC), it is less successful in the district in delivering any notable results/outcomes.***
 - As NFDIN contracts POs to implement the project, the PBNC of the district has remained fairly passive.
 - As inadequate resource to organize meetings and programmes was cited as the major limitation of the PBNC.
 - However, NEFIN accepted that majority of its members are also in PBNC, so PBNC is informally engaged in carrying out project activities.

3.4.5 Citizenship Project (MoHA)

- ***DAO from all project districts claimed that the integrated mobile camps were more supportive to the pro-poor and marginal group as the centres were established in remote VDCs which could cover few more surrounding VDCs.***
 - For instance, the mobile camp led by DAO Kapilbastu was able to provide various services such as citizenship card, voting registration, health check up, agricultural consultation, veterinary, disability card etc. to 13189 beneficiaries in 40 VDCs.
 - However, DAOs from all three districts agreed that if the programme was planned ahead and mainstreamed with regular programme it could have led to more achievements. For instance CDO from Rupandehi district said, 'the integrated mobile camps were launched in a rush during monsoon period. Consequently, it gave community very short period to plan and prepare for it. As it was also season of harvesting, they hardly managed time for it. If it was a regular programme we could have chosen appropriate time for launching it and let the beneficiaries to plan to receive service.'
 - Similarly some DAO staff expressed their dissatisfaction with the allowance provided to them during the visit. The officials especially from hilly region observed to be less pleased with the budget in comparison with the officials from Terai region which require shorter travel period.
- ***Integrated mobile camp increased the number of voter registration in all districts***
 - DEOs of all project districts agreed the camp contributed to increasing voting registration. District election officer of Arghakhanchi said, "Despite the mobile voting registration programme organized by DEO in each VDCs, many eligible voters have been left out due to lack of citizenship card. The integrated camp with the citizenship distribution programme helped to increase the number of voters by addressing citizenship issues. We were able to add 2,529 registrations from the mobile camp only."
- ***The integrated mobile camp contributed in strengthening good governance of the implementing agencies of the district as most of the camp had organized public audit event or group discussions side by side.***
 - CDOs from all three districts expressed their satisfaction with the programme. According to them, besides providing service to the community, the programme was also helpful in receiving direct feedback from the community regarding their services as the public audit events or group discussions were also conducted along with services.
 - Acting CDO Krishna Giri said, "the programme was not only helpful for providing service to vulnerable groups of the districts but it also provided opportunity for us to interact with the community and take direct feedback regarding our services. Former CDO received remarkable and grand farewell from this district and was also awarded."
 - DAO Achham for example took initiative in follow up on complaints or feedback made by public during the public hearing session.

CHAPTER 4: GENDER, INCLUSION AND PEACE EFFECTIVENESS ANALYSIS

4.1 Gender and Social Inclusion (GESI) at Programme level

- NPTF appears sensitive towards gender and social inclusion. Out of 21 current NPTF supported projects, eight (related to NAP) are directly associated with women and vulnerable groups while one is directly related to indigenous nationalities. Most of the projects of NPTF are also GESI sensitive.
- Most of the implementing agencies and partners have clearly given priority to the participation of women and various marginalized groups. For instance, project proposal of MoHA states that *project will focus on institutionalizing a gender friendly environment within security institutions under MoHA*. It promotes gender responsive programmes within institutional, structural, plan, policy and practice level of the security agencies by giving priority to women and girls access to gender justice.² However, most of the project proposal lacks clear approaches to increase participation of women and other socially marginalized groups.
- Some projects have commendable policy to encourage vulnerable groups particularly women. For example, POWER project of MoPR has taken affirmative action while recruiting interns for DCC. It has prepared a guideline to organize competition among women for recruitment of interns.
- Nevertheless, almost all implementing agencies and institutions lack GESI based monitoring system. For example, in spite of having provision of at least 33% women's representation in LPC, some LPCs were found having below 30% of women representatives. But it has not been monitored by MoPR.
- Most of the implementing agencies also lack special strategy to increase participation of women and marginalized groups.
- Social inclusion has got less attention in all the projects except NEFDIN and Radio Nepal which possess special strategy for social inclusion.

4.2 GESI at Implementation Level

4.2.1 Awareness and Knowledge

- As per our survey data, the level of awareness on NPTF project activities appears to be slightly low among Dalit and indigenous community (Janajati) in comparison to Brahmin/Chhetri community. For instance, 78% of Dalit and 52% Janajati respondents have no idea about formation of PFC while only 38% of Brahmin/Chhetri communities were unaware of PFC formation in their locality. Figures 22-24 below support these observations. This could be mainly due to disadvantaged communities having lower literacy rates, being busy with wage earning and their remotely located settlements. NFDIN have made special initiative in developing awareness among ethnic and marginalized group besides adopting priority practice.

² Implementation of NAP on UNSCR 1325/1820: Prevention, Protection and Recovery Programme (proposal) 2012

Figure 26: Knowledge on PFC formation (ethnicity-wise)

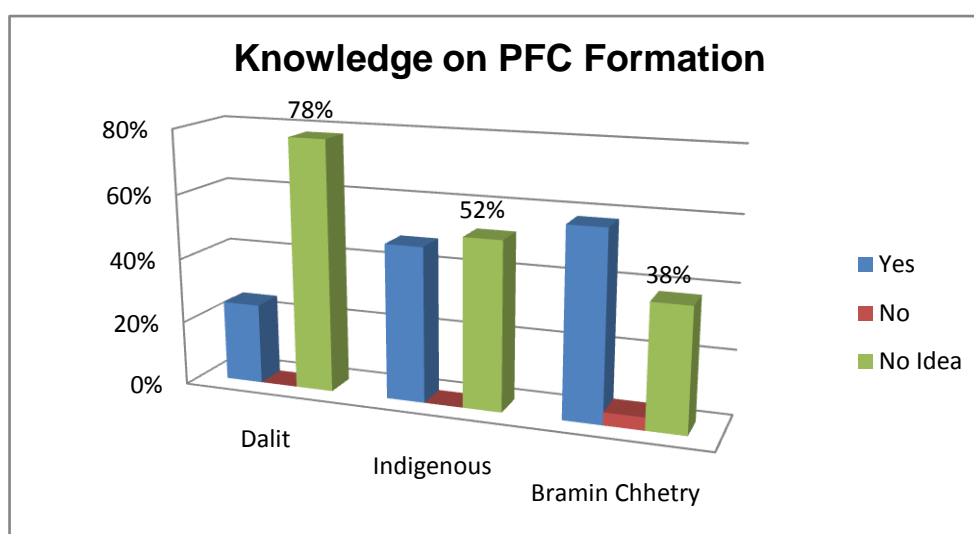


Figure 27: Knowledge on LPC formation in district (ethnicity-wise)

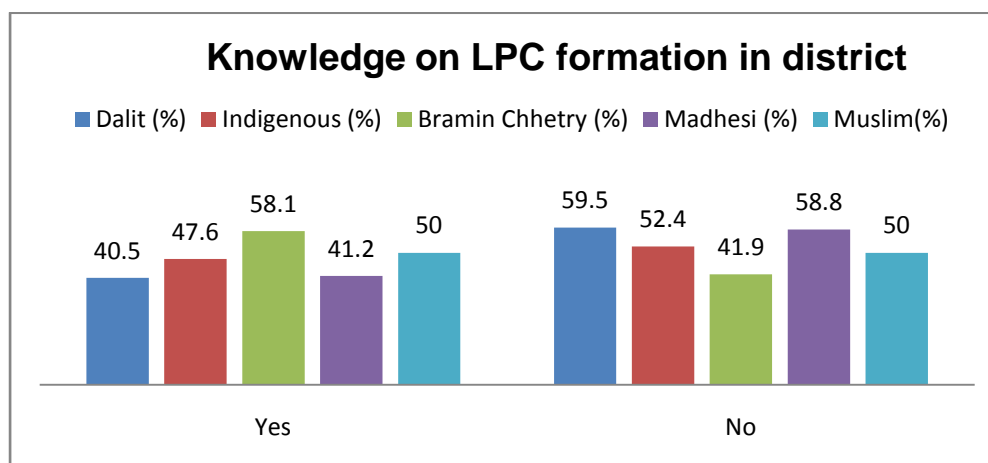
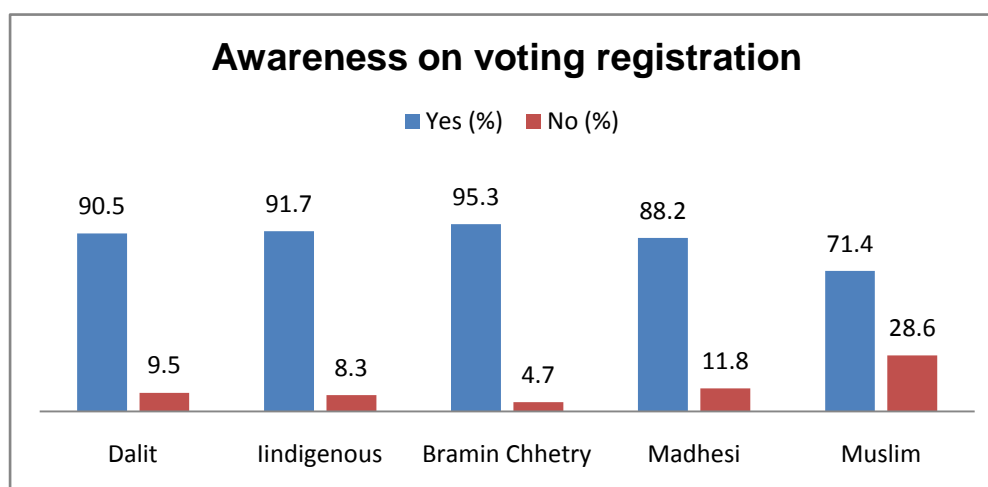


Figure 28: Awareness on Voting Registration (ethnicity-wise)



- Survey also indicates that male respondents are slightly on the higher side on the level of awareness on programmes such as voting registration, LPC formation etc.

Figure 29: Awareness on Voting Registration (gender-wise)

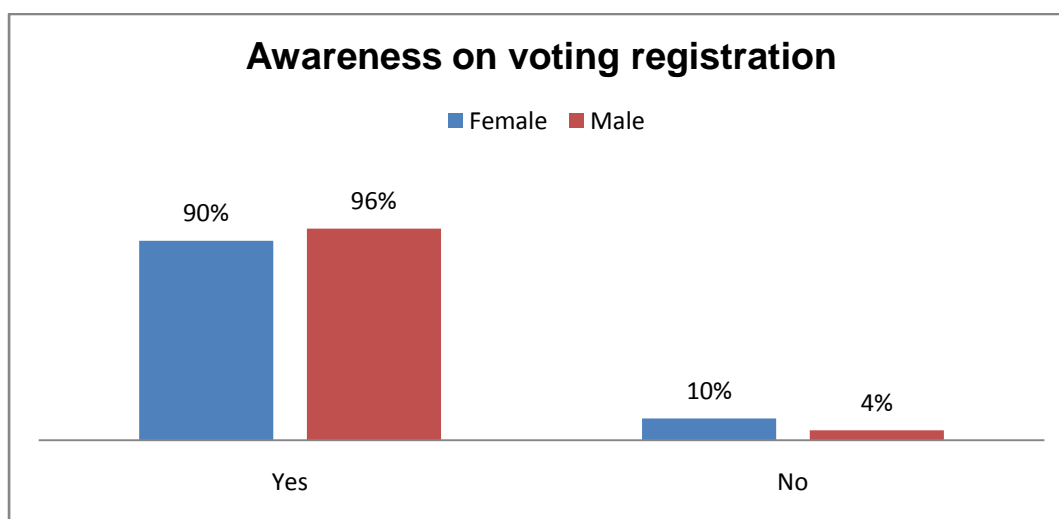
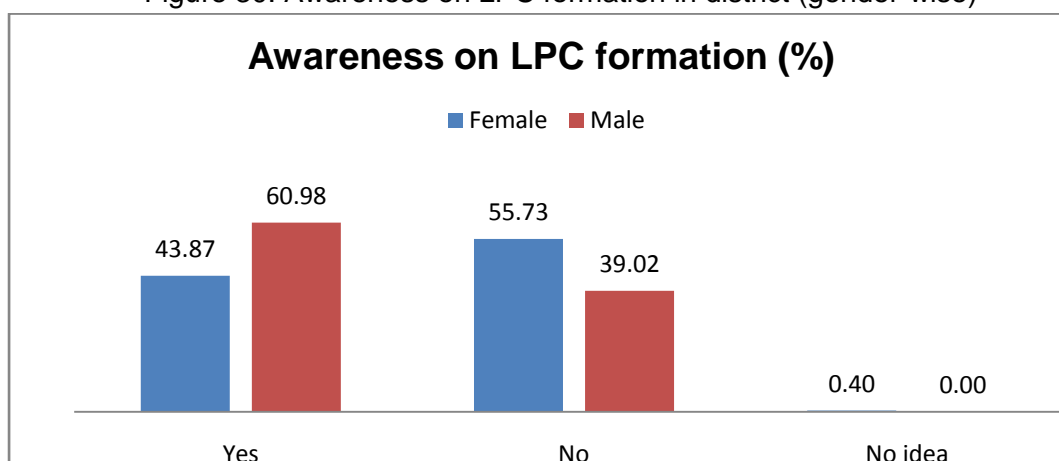


Figure 30: Awareness on LPC formation in district (gender-wise)



4.2.2 Access and Participation

- Access and participation of indigenous community in project activities is good despite apparent low level of awareness. However, participation of ethnic minority groups even within the ethnic community and particularly that of Dalit community in such activities is still low. On the other hand, women participation in project activities and their access to support is limited despite their good level of awareness.
- According to data from LPC, participation of indigenous people, Madeshi and Muslim (in Terai region) is generally good in the committees. However, participation of Dalit community is very poor both in PFC and LPC. Even in LPC where there is at least one representative from Dalit community, their meaningful participation is still uncertain as they just represent community but not any formal organization.

Figure 31: District-wise ethnic group composition in LPC

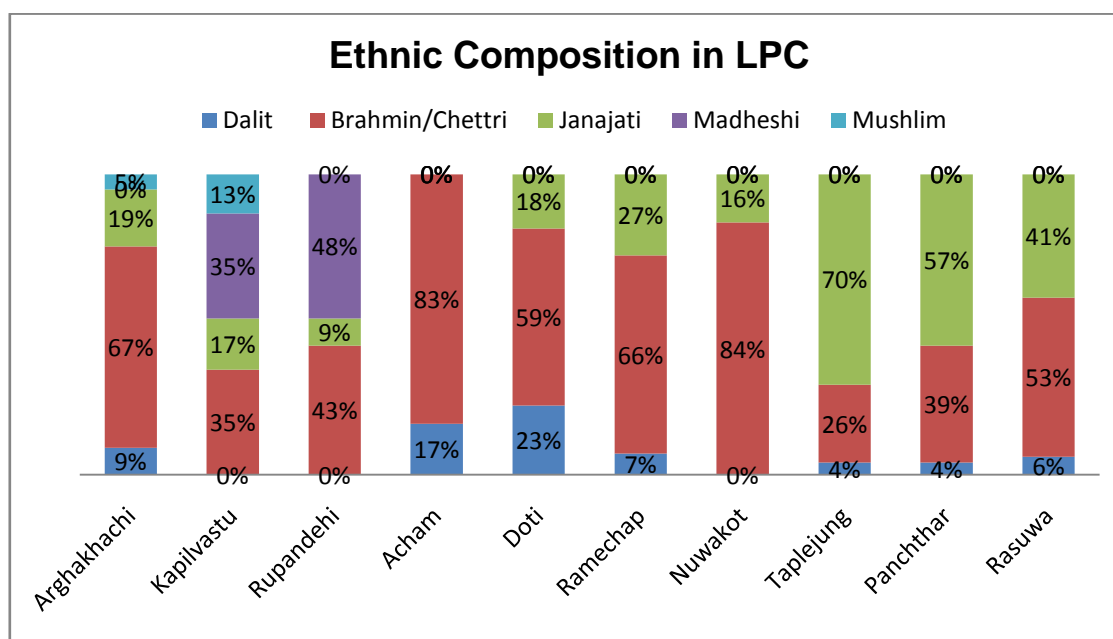
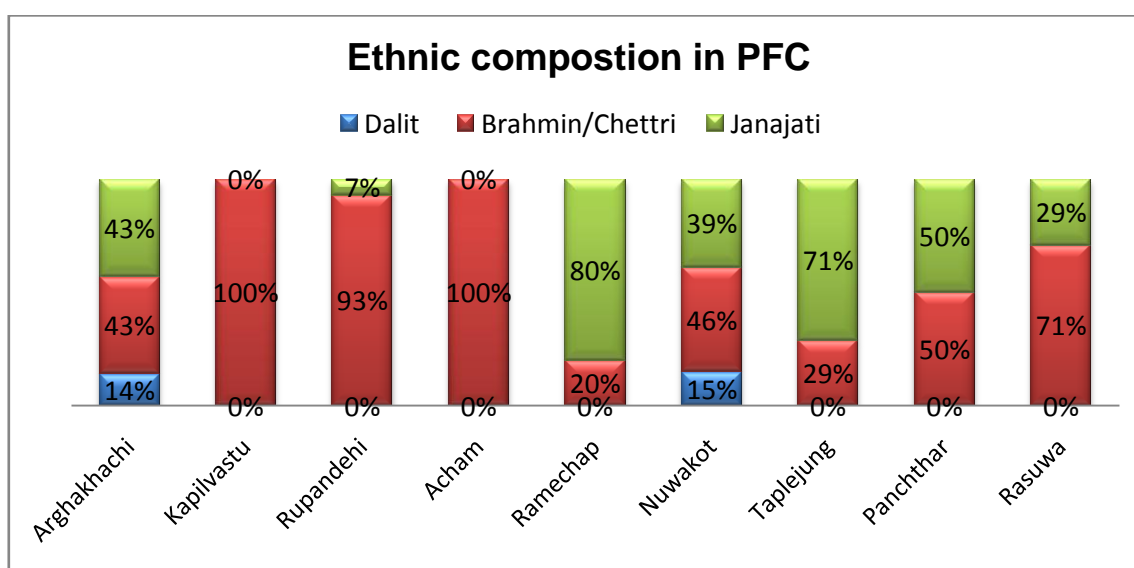
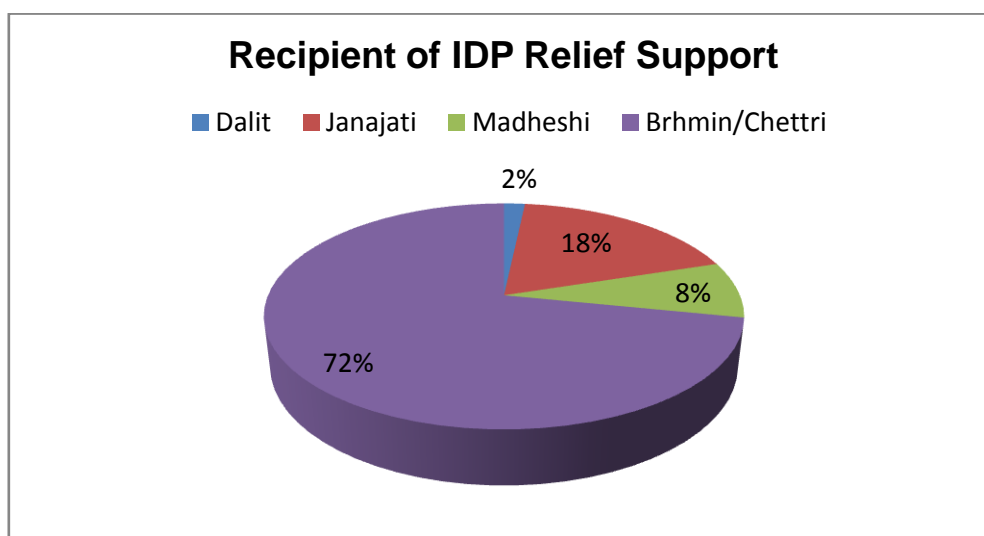


Figure 32: Ethnic composition in PFC



- Overall data of IDP support recipients of 10 districts shows that remarkable percentages of Brahmin/Chettri community have benefitted with the support. However, only few percentage of Dalit have benefitted with it.
- District-wise data indicates significant number of IDP recipient from indigenous groups of Taplejung and Panchthar with both districts having larger population of indigenous people. In Nuwakot, despite having larger IP's population, proportionally lower percentage of IP IDPs has access to relief support. Number of Dalit IDP recipients is still lower in all three districts including Nuwakot which has no Dalit recipients.

Figure 33: Recipient of IDP relief support



- Election Commission seems to be lacking district specific plan and programme to increase participation of left out groups such as Madhesi women without citizenship in Terai region, large numbers of landless people (sukumbasi) in district like Rupandehi.

According to survey data, 24% of respondents from Madhesi community have not registered their name in the voter-list. Interestingly, respondents from Muslim community, majority who were aware of voting registration, have made registration i.e. out of 11 Muslim respondents (both male and female) 10 have registered. However, DEO in Rupandehi and Kapilbastu district expressed that large number of Madhesi and Muslim women are left out from the registration process due to citizenship issues. DEO in charge of Rupandehi says 'Certain communities in Terai (particularly from Muslim communities) have polygamy culture and the male member of the community does not want his wives to receive citizenship as it may cause trouble to them in property case.'

Figure 34: Ethnicity wise name registered in voter list

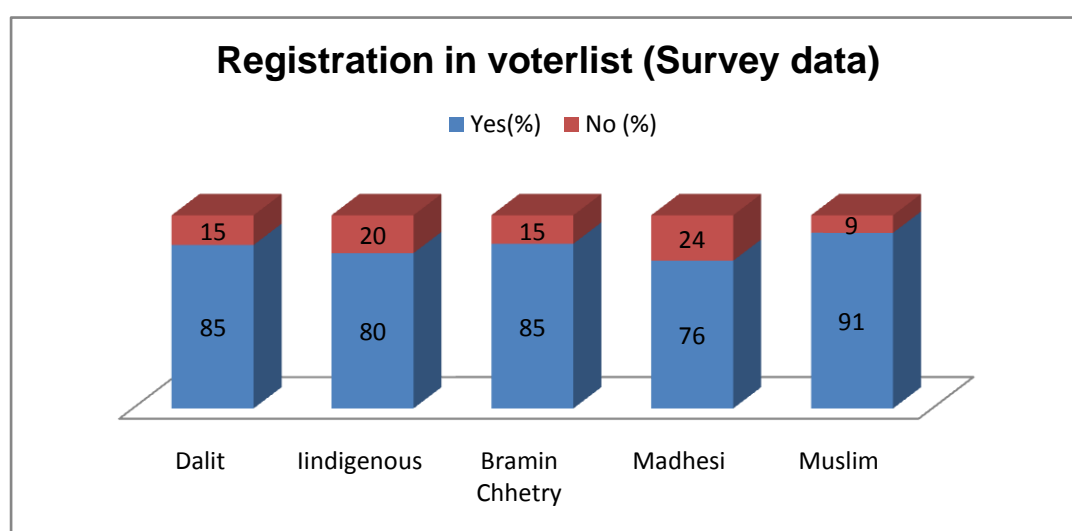
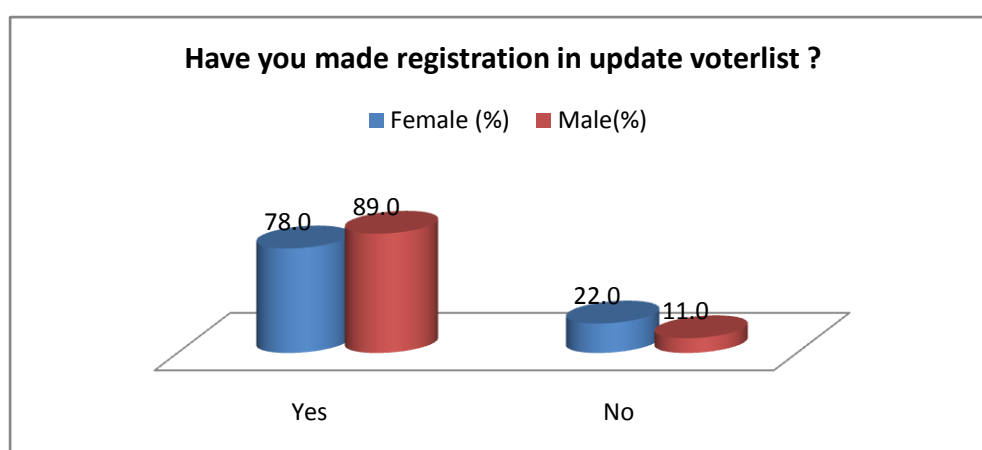
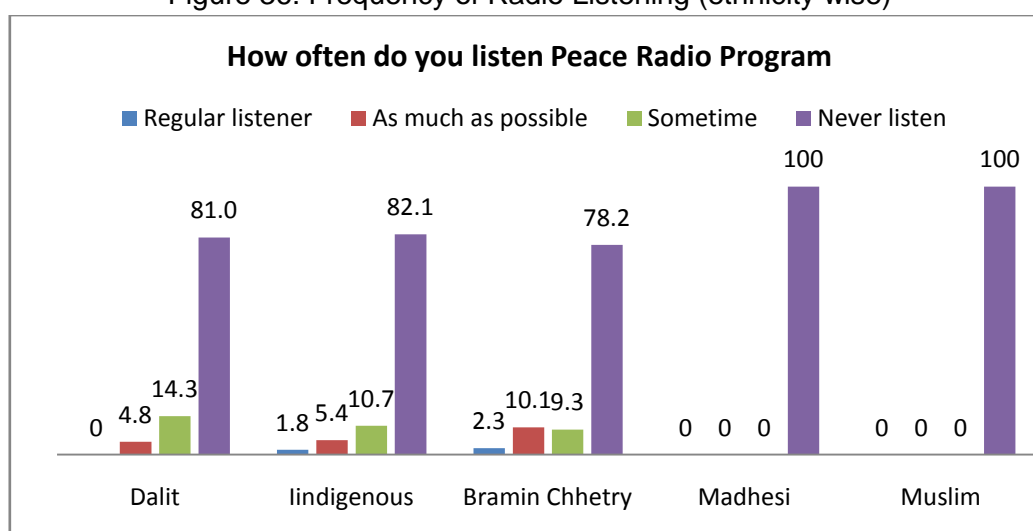


Figure 35: Gender-wise name registered in voter list



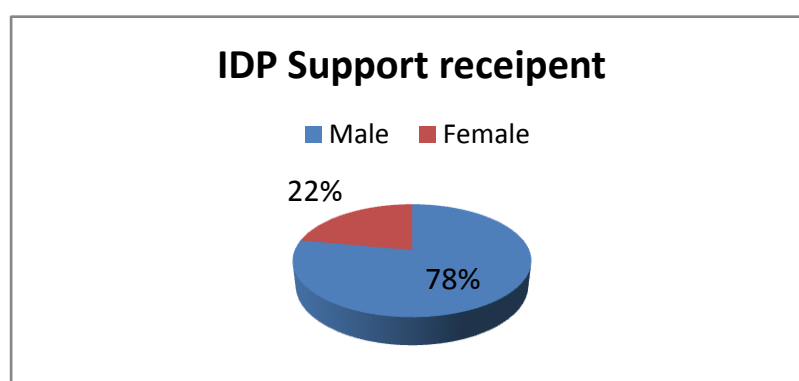
- The survey data of radio listeners shows that higher percentage of respondents from Madheshi and Muslim community do not listen to Radio Nepal including Peace Radio Programme as compared to non- Madheshi community.

Figure 36: Frequency of Radio Listening (ethnicity wise)



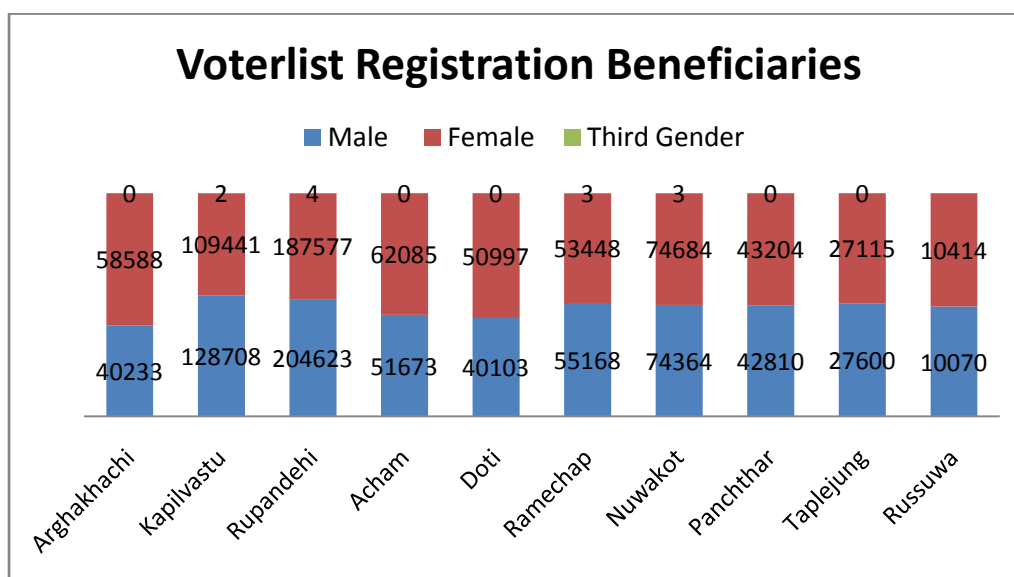
- There is low participation of female in LPC and PFC projects compared to male counterparts of the districts. However, representation of women is even worse in other committees existing in the district.

Figure 37: IDP support recipients



- IDP support recipient data shows poor access to the support in all districts by women. Slightly higher percentage of women in voting registration indicates their good access to the registration service. However, percentage of women in voting registration in Terai is very low than expected.

Figure 38: Voter list registration beneficiaries (district and gender wise)



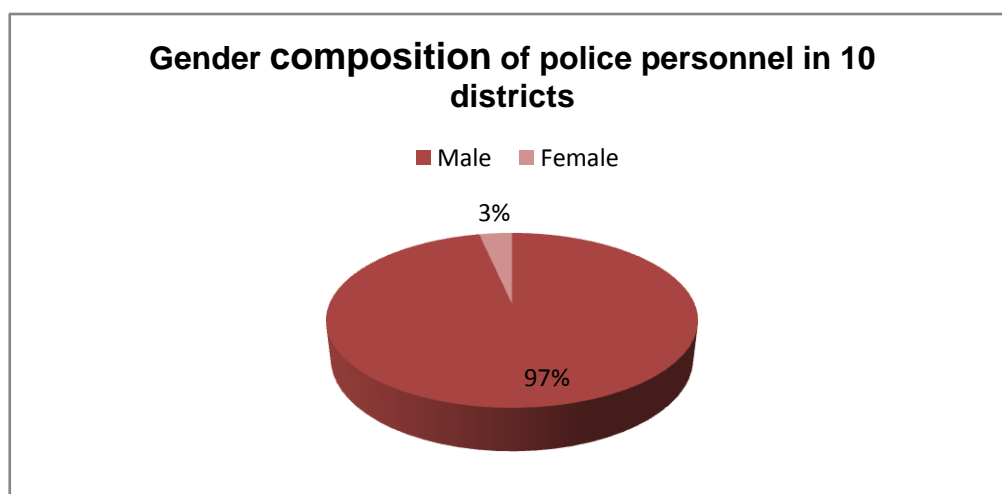
- Women are one of the vulnerable groups of conflict and are badly affected by it. Many women have committed suicides; some have mental disorders from stress of shouldering the economic burden along with social responsibilities. Many of them are still struggling for economic and social recovery. In this context, numbers of income generating trainings carried out by LPC has been inadequate. Some income generating projects implemented by MoI under NAP 1325 and 1825 are likely to be attractive but lack of equipment, seed money to initiate enterprise and market link have reduced the effectiveness.

4.2.3 Issues and challenges

- There is, in general, low participation of women and marginalized groups in the projects
- There are still a notable number of CAP women who are conflict affected but are not legally considered as CAP by MoPR. As a result, these women are not able to access relief support from MoPR and to participate in income generating trainings organized by DCSI (e.g. in Rasuwa district).
- Due to absence of childcare centre in training centre of MoI project, many CAW were compelled to make additional payment for its management.
- Participation of women appeared to be low NFDIN project activities including in PBNC. Similarly, the participation of marginalized community within the IPs have not ensured in project documents. However, practically, it was not issue at the field level as there was practice of inclusiveness.
- The deployment of female police is too low compared to the needs expressed by the communities. The areas where violence against women occurs the most e.g. Panchthar

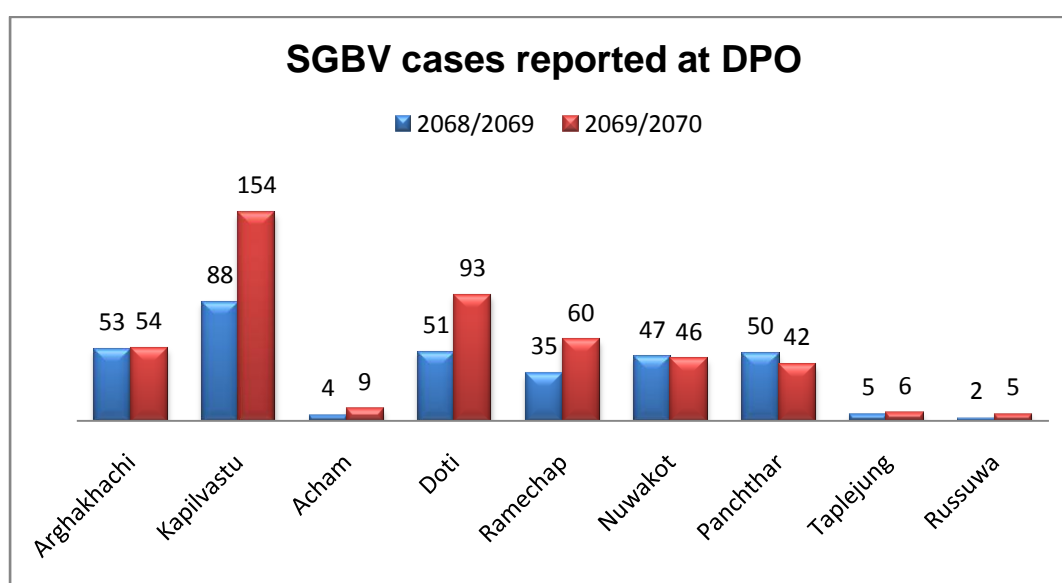
and Nuwakot, community (both male and female) repeatedly emphasized on the need of female police to deal with gender sensitive cases.

Figure 39: Gender composition of police personnel



- Safe house supported by WCO has helped to deal SGBV effectively. However, only two of our 10 sample districts had safe house and rest of the districts are facing issues due to lack of it.

Figure 40: SGBV cases reported to DPO



4.3. Conflict Sensitivity and Peace Effectiveness

4.3.1 CPA and NPTF Projects

One of the key objectives of NPTF is to support the realization of the CPA vision of peace-building in the country after cessation of hostilities of the conflict period. To achieve the goals, NPTF designs its projects in a manner that reflects the aspirations of the CPA.

Figure 43 provides an analysis from external monitoring perspectives on how the CPA key elements (column 1) as summarized by the EM team are broadly met by the related NPTF projects (column 2). Any commentary on the level of impact has been made in column 3.

4.3.2 Peace Effectiveness

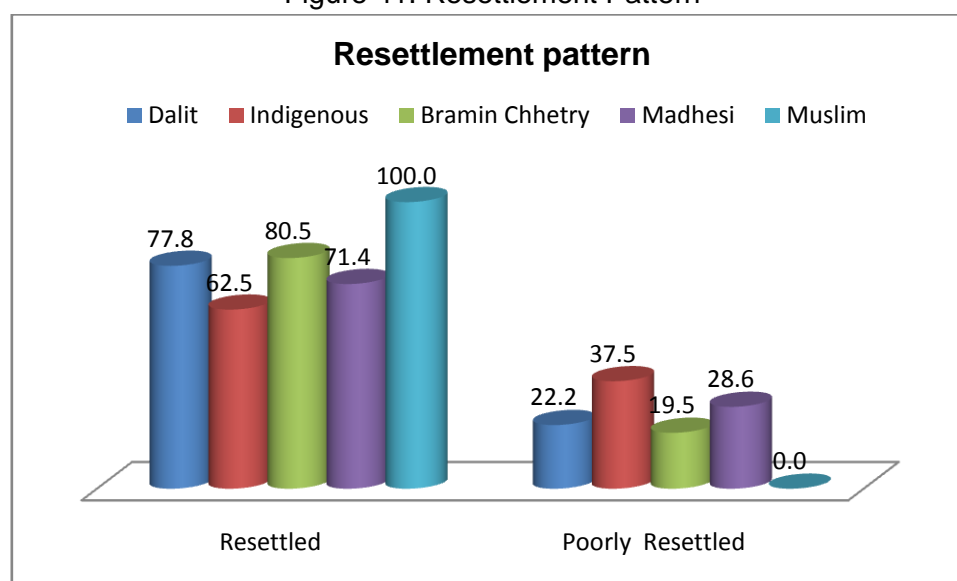
4.3.2.1 Cluster I

- Cantonment management project and support to SCSIRMC have resulted in peaceful exit of combatants from the cantonments. The ex-combatants met by EM who chose VRS were peacefully integrated into the society. However, few cases where such ex-combatants are having problem in the social integration have been recorded in most of the districts.
- Lack of proper transitional course or rehabilitation package for ex-combatants opting VRS scheme resulted in hurdles for their smooth economic reintegration.

4.3.2.2 Cluster II

- Our survey shows that some IDPs still feel they have not resettled. From ethnicity perspectives, majority of IDPs have resettled including 100% of IDPs from Muslim community. However, slightly higher percentages of IDPs from Indigenous community feel they have not resettled as compared to IDPs from non indigenous communities.

Figure 41: Resettlement Pattern



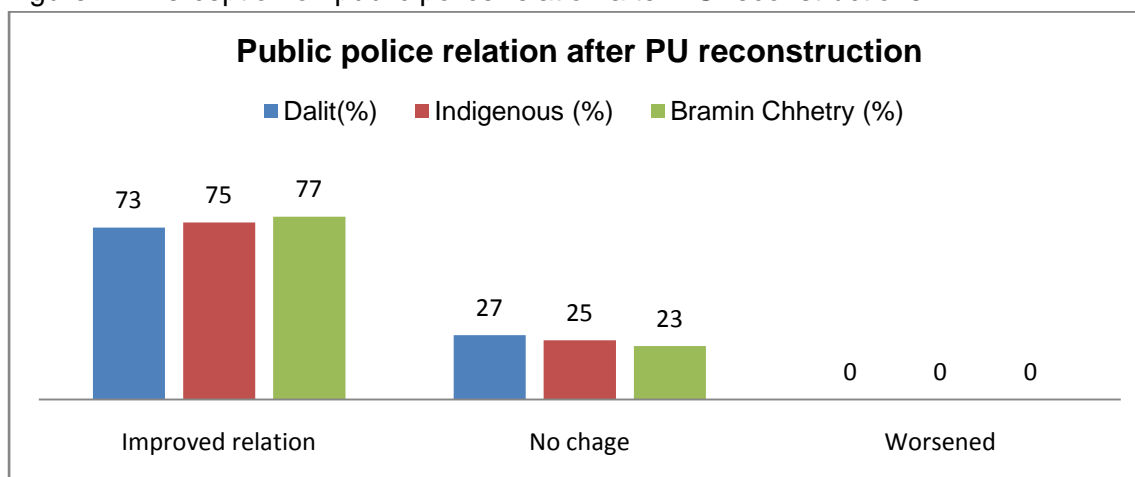
- Despite the efficient service of NDF, it is less relevant in the present context as large numbers of potential service recipients are unwilling to receive the offered services. Thus, without revision of the programme, it will be less effective in peacebuilding.

4.3.2.3 Cluster III

- Reconstruction of destroyed PU infrastructure projects has resulted in increased in security perception among the community and has played positive role in socio-economic activities.

- PU reconstruction has also helped in strengthening police public relationship. As per the survey in visited districts, PU reconstruction majority (77%) of Brahmin/Chettri community perceives that the relationship has been improved which implies that the project has largely benefited them as compared to Dalit who feels there has been no change (23%) in the relationship with the police. Nevertheless, none of the respondents perceived the relation has worsened.

Figure 42: Perception on public police relation after PU reconstructions



- Despite the projects on PU reconstruction, Mine Action and NAP, some groups (such as ex combatants opting for VRS) still were noted to have a degree of security threat which the projects are insufficient to address.
- A CAP (IDP and property seized) put his issue in an interaction programme organized by LPC in this way, "I was already displaced and my valuable assets were seized by Congress and UML's cadres. I have been attacked and assaulted even after end of the conflict. I still do not feel fully secure and I could be attacked and get killed any time."
- Some ex combatants and VMLRs also expressed of having social reintegration problem due to security threat.
- Peace effectiveness of NAP project carried out by MoWCSW, MoHA/ Nepal Police, Mol is visible as they seem to be more responsive and sensitive towards women's issue.
- LPC is established as a key peace structure in the district. LPCs from all sample districts have organized or coordinated peace related activities and some of them are actively involved in local disputes settlement. The degree of effectiveness of LPC activities rated by 500 respondents (total) from these four districts is given in the table 2 below.

Table 3: Peace effectiveness of LPC activities

S.No.		Highly Effective	Effective	Ineffective
1	Facilitation on relief support distribution	78	162	21
2	Income generating trainings	66	127	6
3	Mine risk awareness programme	11	18	9
4	Interaction and peace rally	18	59	21
5	Radio programme in peace building	19	70	8
6	Reconciliation and Mediation	17	57	10

- Similarly NFDIN and Radio Nepal project were also found to be contributing in peace-building to some extent. For example, in Taplejung and Ramechhap as a result of NFDIN project the attitude of ethnic community has changed and culture of peace has been cultivated. However, due to low intensity of NFDIN project and fewer numbers of radio listeners, peace effectiveness of the project is limited.
- NFDIN project activities in some districts had been carried out in a scattered way viz. different IPOs were awarded to carry out different activities. For some activities the IPOs even had limited level of coordination with each other which had reduced the peace effectiveness.
- Similarly, ECN project can be also considered for their peace effectiveness as it has built the confidence of people towards free and fair election by introducing voting registration card and electronic voting machine.

4.3.3 Conflict Sensitivity

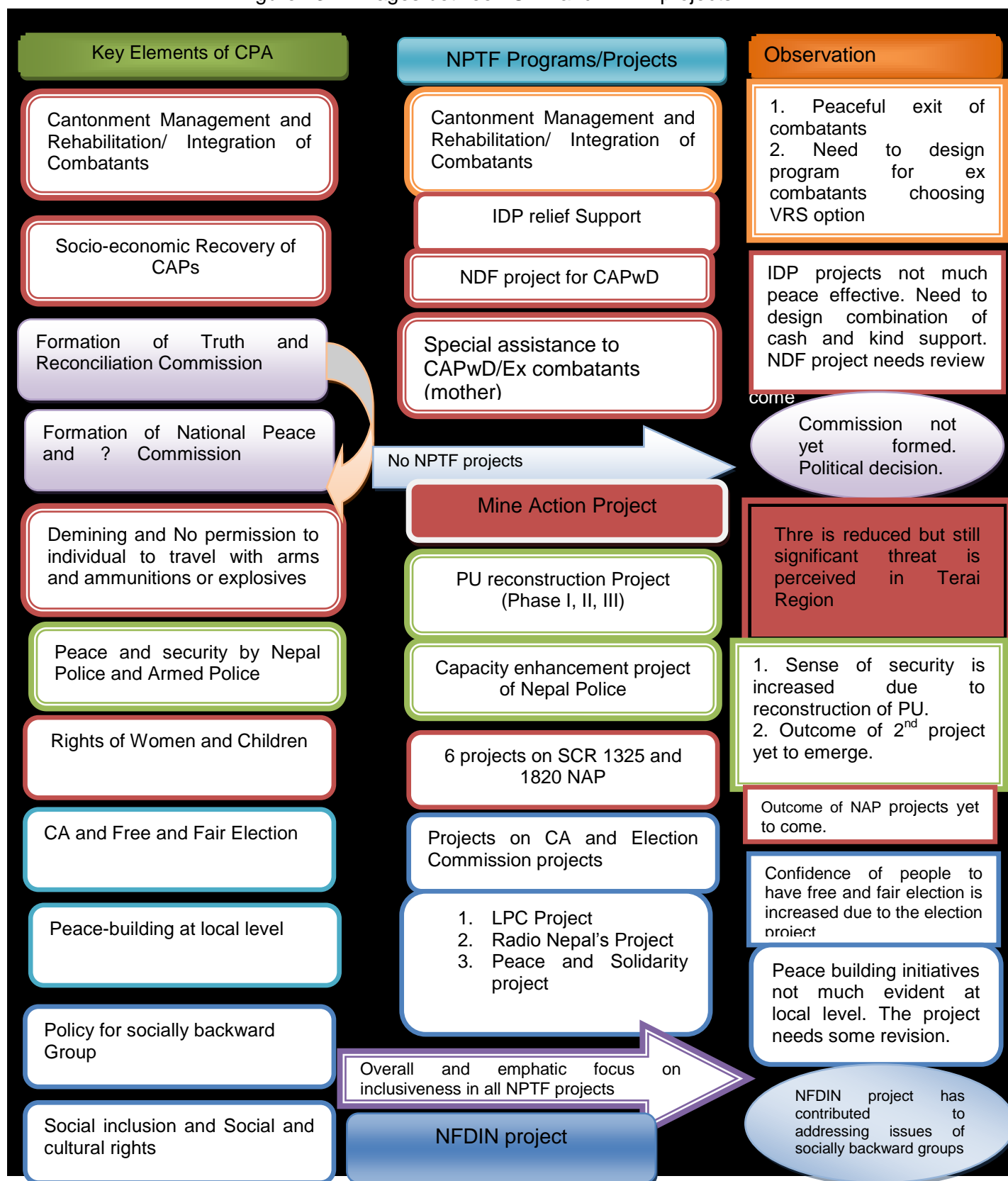
4.3.3.1 Programme level

- NPTF has given priority to reconstruction, rehabilitation, relief and recovery programmes which are essential programmes of conflict transformation. However, its projects designed to address root causes of conflict are still limited, which is fundamental for long term peacebuilding.
- Similarly, NPTF has also given inadequate focus on reconciliation, another important component of conflict transformation.
- In the post conflict situation, the trend of conflict in Nepal has shifted from political to identity-based conflict. NPTF lacks programmes to address such conflicts (Madhesi movement to ethnic movement)
- Conflict affected communities have consistently communicated that cash support should come with high profile initiatives (such as Peace and Truth Commission) to heal the mental scar of the conflict such as trauma, feelings of hatred or antagonism and grievances. Such scars of conflict are often found triggering another form of conflict which spoils peace.
- NPTF does not have enough projects with scope and effectiveness to address issues of social exclusion and discrimination, which are root causes of the conflict. The projects that it has to support this area, such as NFDIN project, has been effective in advocating rights of IPs and building peace at local level, but its scope does not cover larger scale peace-building activities to address root causes of conflict at national level.
- Conflict sensitivity requires related institutions (such as DPO, DAO, LPC etc) to be able to demonstrate positive attitude and behaviour towards those impacted by conflict seeking support from the state. NPTF projects seriously require orientation and capacity building programmes on conflict sensitivity to integrate such attitude in the key actors of these institutions.
- Lack of sustainable income source and psycho-socio health problem are the general issues of CAP from all districts. Even in some districts CAPs were found having security threats from antagonistic parties. However, NPTF has supported very limited number of CAP projects which could contribute in improving economic and psycho-social aspect of CAP.

4.3.3.2 Project Implementation level

- Under the projects of Cluster II, IDPs relief support was designed and implemented through DAO. Despite the appropriateness of the project, it appears to be less conflict sensitive. Many CAPs have complained about the transparency on recipient name-list verification process, less responsive service providers and cumbersome process.
- Most of the projects under cluster III are conflict sensitive at the implementation level. PU reconstruction projects were found to be conflict sensitive in the sampled districts. Consultation with the community during the inception phase, amicably settlement of dispute regarding use of local resources, procurement system such as free bidding, priority to local contractor, due payment to locals by contractors and use of local labors etc. are the examples of conflict sensitive approaches of PU projects. Never the less, many I Phase PU projects and very few II Phase PU projects of remote location appeared of having such problem at the implementation level.
- From the sustainability prospective, current PU projects have been constructed in such a way that it could accommodate police personnel up to one higher grade. Gender friendly lock up rooms, toilet bathrooms and disable friendly entrance are also new initiative within the security sector. However, still PU building lacks separate juvenile delinquent room, evidence identification room with CCTV and first aid room which might be must in near future in district police office.
- NAP projects launched by MoWCSW and MoHA/ Nepal Police are noted to be more conflict sensitive than the NAP projects launched by other ministries. Similarly, Mol project on NAP in many districts has not only helped CAWs & Gs to become economically active but has also helped to heal emotional wounds in many IG training programmes. However, it has few issues on selection of participants, provision of equipments and raw material for training and duration of the training. Relevancy of the training is also questionable as the training appears to be traditional and has been implemented without carrying out needs assessment at the project location.
- Despite having high relevancy of the legal sensitization training in the district, the project of MoLJCAPA seems to be less conflict sensitive as it failed to include primary target group (CAP and persons directly associated with armed conflict) and appropriate location.
- Cluster IV projects have visibly contributed in minimizing negative impacts of conflict and maximizing peace building. The project appears to have fewer issues on conflict sensitivity.
- LPC strengthening project supported by NPTF has helped to improve the performance of LPC as they have internalized their TOR. For instance, all LPCs from four districts are involved in dispute settlement and reconciliation programme. However, in some places of Panchthar due to lack of clear idea on implementing reconciliation programme, the relation between the conflicting parties are deteriorating.
- ECN project and NFDIN project implemented in four districts through DEO and NEFIN are noted to be highly conflict sensitive. Inclusion of minorities is highly taken into account and issues are dealt amicably. Both of the institutions were found very responsive and having positive attitude.
- Quality of the radio programme depends on knowledge of reporter on peace related issue and sensitivity on conflict and also the information they have collected locally. Some radio reporter met at field said they have never received training on conflict sensitivity and were supported with limited tools (equipment such as recorder) to collect news at local level.

Figure 43: Linkages between CPA and NPTF projects



CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Recommendations to NPTF

5.1.1 Conclusions

- Inadequate trainings on skill development and entrepreneurship have hindered swift economic reintegration of ex-combatants.
- While the projects such as PU reconstruction and Mine Action supported by NPTF contributing to enhanced security, some groups particularly VMLR, some ex-combatants and CAP still pose some security threats.
- LPCs are proactively involved in reconciling relationship between conflicting parties. However, they still lack comprehensive knowledge and skills which they seem to be in need.
- Despite initiatives taken by few institutions to increase participation of women in decision making, there is lack of programmes in this area.
- NAP projects implemented by MOLJ, MOI, MoPR etc. were found having some implementing problems. These include: For MOLJCAPA: Selection of participants and VDC did not cover most conflict affected ones, and the duration was too short. For MOI (for Rasuwa District): Participants selection sometimes included CAP women relatives than CAP themselves, training course were mostly traditional (i.e. sewing and stitching etc) and no tools provided to start an enterprise. For MoPR: absence of DCC sensitization on ToR and intern orientation, coordination and communication both at central and local levels weak etc
- Some peace-building projects such as Radio Nepal's project and LPCs project (in some areas) have been found to be less effective in promoting peace in local level.
- Conflict sensitivity analysis also shows insufficient capacities among implementing agencies on conflict sensitivity has resulted in lesser effectiveness of the project in achieving desired impacts on peacebuilding.

5.1.2 Recommendations

- NPTF should support in launching second generation programmes such as vocational and life skill and entrepreneurship trainings to ex-combatants and person associated with armed conflict without further delay.
- NPTF should support to proposals which could contribute to reconciling relation between antagonistic parties, possibly through peace campaign at a larger scale.
- NPTF should continue supporting MoPR in strengthening capacity of LPC with particular focus on the following:
 - Comprehensive reconciliation skill.
 - Strengthen communication system and improve information sharing through regular correspondence to LPCs on new projects and updates.
 - Organize region-wise frequent meetings for experience sharing of LPCs from various districts.

- NPTF has to encourage implementing partners (NDF, MOLJCAPA, Radio Nepal, MOI) to review their project implementation approaches and improve effectiveness in order to make them more peace effective.
- NPTF is suggested to approve more projects for socially excluded and marginalized groups. This could be projects that allow participation of diverse group of people including youth and marginal groups with focus on involving them in dispute settlement and reconciliation rather than just confining to promotional activities.
- In order to increase peace effectiveness, NPTF has to encourage the implementing agencies to incorporate reconciliation programme or peace related orientation session during the training course of the project.
- NPTF should encourage NFDIN to develop proposals in peace-building projects rather than advocacy.
- NPTF is suggested to continue support for integrated citizenship distribution camp as it contributes in conflict transformation by addressing root causes of conflict to some extent.

5.2 Recommendations to MoPR

5.2.1 Conclusions

- Female ex-combatants are more vulnerable to poor social and economic reintegration.
- Lack of sustainable income source and psycho-socio health problem are the general issues of CAP from all districts. Some CAPs were also found having security threats from antagonistic parties.
- Some CAPwD feel that they are unfairly treated due to wrong categorization of disability and its resulting impact on the rate of benefit they receive.
- Weak coordination at central level is reducing efficiency of the NAP projects being implemented by six ministries.
- Despite the great relevancy, role of DCC is less proactive in capturing the essence of NAP at district level.
- Despite the potentials, LPCs of all districts appear less active over time. Decreasing credibility of LPC among CAPs, lack of provision of allowances for meetings, high turnover ratio of LPC secretary, limited authority in financial management and lack of reward and punishment system within LPCs are cited as common reasons for their passiveness.

5.2.2 Recommendations

- The project of MoPR designed for rehabilitation of vulnerable groups (wounded CAP/ex-combatants and lactating female combatants) needs to be implemented at local level without further delay.
- It would be more effective if MoPR can launch an in-kind support programme rather than cash support for IDPs.
- MoPR also need to take initiatives in reviewing CAPwD's identity card because the certification is not consistent with the actual level of disability as intended by the policy. There is also need to mainstream this allowance with social protection scheme of the government. Current provision of 50 persons per VDC needs to be reviewed in this context.

- It is important that MoPR strengthens cooperation with all IAs of NAP to reduce duplication of the programme and also to increase efficiency of rest of the ministries implementing NAP projects.
- MoPR should conduct orientation programmes on TOR to all DCCs (including newly appointed interns) which seem to have very limited idea about their roles and responsibilities.
- It will help if MoPR acknowledges LPCs with good performance with appropriate reward.
- In view of the poorer coordination and financial management, it would support LPC if MoPR can appoint an accountant in LPC who could handle the financial matter of LPC. Alternatively, provision of certain incentive and training to staffs of DAO to CAP works will also be useful.
- MoPR is suggested to make provision of meeting allowance to LPC members and release budget on time to carry out activities.
- It is important that NPTF encourages DCC and IAs to adopt coordinated approach at central and district level along with special measures to increase the participation of disadvantaged group and remote area residents.

5.3 Recommendations to Implementing Agencies

5.3.1 NDF

5.3.1.1 Conclusions

- The support to the disabled such as through NDF and BPKIHS has come late and without considering changed priorities in the field. All the CAPs with disability the team met have already received treatment and there is no further expressed need for the major services that NDF project could provide. The package offered by NDF did not coincide with priorities of CAPwD for surgery, medical services, employment opportunity, income generating training etc.

5.3.1.2 Recommendations

NDF project activities need to be reviewed as large numbers of PwD are not in need of its current services. Thus, NDF should either redesign its programme with additional rehabilitation support activities or collaborate with existing projects which could address the medical problem of wounded CAPs.

5.3.2 Police Headquarter

5.3.2.1 Conclusions

- Despite gender friendly reconstructed PU infrastructure, only one of the PU, which had already come into operation, had deployed female police. While the community of PU having non deployment of women police strongly raised voice on it as they believe it would make women easy to approach.
- Few issues in project implementation have been observed such as lack of hoarding board in construction site at Telok Taplejung and location of PU building which lacks public road to go PU from highway in Rasuwa.

- Since only a temporary overseer was present at the site only for a brief period, PFC were unconvinced on the quality of the work of the constructor.
- From the sustainability prospective, current PU projects have been constructed in such a way that it could accommodate police personnel up to one higher grade. Gender friendly lock up rooms, toilet bathrooms and disable friendly entrance are also new initiative within the security sector. However, still PU building lacks separate juvenile delinquent room, evidence identification room with CCTV and first aid room which might be must in near future in district police office.

5.3.2.2 Recommendations

- As higher level of demand for women police is voiced from the community, PHQ need to take some strategy to deploy women police in newly constructed gender friendly PU.
- PHQ should review time frame of project completion taking an account of geographical diversity and remoteness.
- PHQ should ensure that implementing issues such as limited consultation with the community during the inception phase, dispute regarding use of local resources (including water, sand etc), procurement system, labour wages unpaid by contractors and use of local workforce etc. are dealt amicably at local level.
- PHQ is suggested to incorporate separate rooms for keeping juvenile delinquent, first aid room, and evidence identification room with CCTV at least in the district police office level PU projects.
- To address the technical inputs from the contractor team as well as the PHQ that are still very weak and infrequent, the PHQ should ensure more capable technical teams to make visits and take stern actions on lapses of quality.
- As deeper level of consultation with community during the formation of PFC helped to increased public participation and their ownership, PHQ is suggested to increase and continue the depth of consultations in the future.

5.3.3 MoLJCAPA

5.3.3.1 Conclusions

- Legal sensitization carried out by MoLJCAPA under NAP programme was found to have few implementing issues such as on VDC selection, content and duration of course.
- Legal sensitization project of MoLJCAPA appeared to be highly relevant in informing NAP beneficiaries about legal procedure and justice system.

5.3.3.2 Recommendations

- MoLJCAPA is suggested to review its legal sensitization training programme. Following aspects need to be taken into the account;
 - **Duration of the training** should be at least for one entire day. However training duration of 2-3 days would be ideal for such training.
 - **Training curriculum** should also include content on women, conflict and peace and more focus on legal remedies on women's rights issues.
 - **Participants** : Special strategy should be adopted in order to include larger percentage of CAW/Gs (including female ex-combatants and VMLRs)
- MoLJCAPA is suggested to increase frequency and coverage of the legal sensitization training.

- MoLJCAPA needs to build rapport at the district level authorities especially DCC key officials before initiating activities at VDC level.

5.3.4 Mol

5.3.4.1 Conclusions

- Entrepreneurship programme launched by MOI has been highly acknowledged by CAP women and it is expected to contribute for their sustainable livelihood. However, it requires some changes to make it more effective in areas participants selection, nature of training, provision of equipment and raw materials for participants in trainings, seed money to initiate business or entrepreneurship, demand based training instead of training designed at central level, duration and timing of entrepreneurship training, facilitation in market linkage etc.
- Due to absence of childcare centre in training areas, many CAW were compelled to spend their money for this purpose.

5.3.4.2 Recommendations

- MOI should review the information flow mechanism while disseminating the notice to the CAP. LPC (or members of LPC) has good database on CAP, thus MOI can establish cooperation with MOPR (cluster 4) to get adequate support from LPC at district level.
- Mol is suggested to prepare stringent guidelines on participant selection which should encourage participation of CAP (from state party as well as belligerent party) for the conflict sensitivity. Priority should be given to CAP from deceased family, tortured or wounded CAP woman (who also might have suffered from sexual violence during the detention period) and flexibility should be taken to include female ex-combatants and widow of security force personnel.
- MOI is suggested to review the training package by including provision of seed money, adequate raw materials and equipments.
- To make the centre more gender sensitive, it would be effective to establish child care centre along with training centre for CAW.
- As the recreational activities organized by DCSI during the training helped in reconciling relationship of CAP from two conflicting parties, Mol is suggested to make strategy to include such activities in all training programs.

5.3.5 Radio Nepal

5.3.5.1 Conclusions

- Out of the three categories of the radio peace programmes, 'Interactive Public Debate' is the most popular one. This is due to the programme airing the voice of the people.
- Very few numbers of the respondents are regular listeners of the programme and radio programme has been largely unheard in the Terai region. However, there is positive impact of the programme among the listening communities
- Quality of the programme was low due to absence of training to reporters on conflict sensitivity tools to collect news at local level.

5.3.5.2 Recommendations

- In order to make project more effective, Radio Nepal must explore different approaches in next phase. For example, besides the broadcasting the peace radio programme from central level, some programmes should be produced and broadcasted at local level too. Cooperation with NPTF project implementing agencies also needs to be strengthened. Similarly, regular feedback can be collected by forming Radio Listeners clubs etc
- In order to make programme more effective, Radio Nepal should merge its three programmes 'Radio for Peace' report, public debate programme and drama named 'Khane Mukh Lai Junga Le Chekdaina' and include the feedback section as well.
- Radio Nepal should develop some activities regarding capacity building of the project for conflict sensitive reporting and purchase enough equipment for reporting.

5.3.6 NFDIN

5.3.6.1 Conclusions

- Analysis based on conflict sensitive and peace effectiveness approach demonstrates that NFDIN projects are usually conflict sensitive but because of their low intensity and spread, its effectiveness is very limited.
- Participation of women appeared to be low at the decision making level.
- NFDIN project activities in some districts had been carried out in a scattered way .For some activities the IPOs even had limited level of coordination with each other which definitely had reduced the peace effectiveness.
- Despite formation of an inclusive Peace Building Network Committee (PBNC), it is less effective in delivering any notable results/outcomes.

5.3.6.2 Recommendations

- NFDIN is suggested to develop guideline ensuring participation of women and minority group in the project.
- NFDIN should increase intensity/frequency of the programme in order to realize outcome of the project. For example, it is difficult to measure outcome of 1 month long radio programme, one or two dialogue programmes and few events of street drama concentrated in the headquarter.
- NFDIN needs to adopt different approaches to utilize the potential of PBNC in next phase.
- NFDIN should give continuity to integrated implementing approach for its activities and ensure good coordination among the activities launched in the district.

5.3.7 Election Commission

5.3.7.1 Conclusions

- Lack of district specific plan and programme to increase participation of left out groups such as Madhesi women without citizenship in Terai region, large numbers of landless people (sukumbasi) in district like Rupandehi etc.
- People who are frustrated with political scenario and are unwilling to vote have not registered in voting list and do not have idea on importance of national ID card.

5.3.7.2 Recommendations

- EC should encourage DEOs to propose district specific focused group programme to address the issues of left out group and launch the activities accordingly.
- While carrying out voter education programme, EC should encourage DEOs to highlight importance of national ID card so that all groups are encouraged to make registration.
- Strategies for registration of landless households and workers who bear the Nepali citizenship certificates should be explored.

5.3.7 MoHA

5.3.7.1 Conclusions

- DAOs from all project districts agreed that if the programme was planned ahead and mainstreamed with regular programme it could have led more result.
- DAOs camps in Terai region are more costly than estimated due to need to use additional security forces.
- Many DAO staffs admitted that the public audit carried out side by side with the integrated citizenship distribution camp, was very effective in strengthening relationship between beneficiaries and service provider and supportive in making service providers more responsible.

5.3.7.2 Recommendations

- MoHA is suggested to mainstream the integrated mobile camp in its regular programme and budget especially for un-served areas and communities with appropriate timing and advanced information to the target communities.
- It should also allocated adequate budget for equipment, attractive facilities and DSAs to staffs, integrate special health camps with specialized services and make effective communication so that community could plan in advance.
- MoHA is suggested to give autonomy to DAOs to plan and organize mobile camps as per their appropriate time and central line agencies also should instruct their respective field offices to coordinate at local level.
- As public audit appeared to be effective in strengthening relationship between beneficiaries and service provider and in making service providers more responsible, MoHA needs to encourage DAOs to carry out public audit along with camps and follow up feedback provided by the participants.

ANNEX

ANNEX A: TOR

Nepal Peace Trust Fund

Terms of Reference for External Monitoring (February 2013 – April 2014) 2012.10.05

Section 1. Title

External Monitoring of Nepal Peace Trust Fund.

Section 2. Description of the intervention

Following the signing of Comprehensive Peace Accord (CPA) between Unified Communist Party of Nepal – Maoists (UCPN -M) and the then Government of Nepal in November 2006, Nepal Peace Trust Fund (NPTF) was established in February 2007 to implement the provisions of the CPA and its related agreements.

The overall objective of the Peace Fund is to support the successful implementation of the CPA between the GoN and the UCPN-M. The Peace Fund provides a mechanism to mobilize and channel funds and to coordinate resources in its four clusters:

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

Reconstruction is a cross cutting theme for all the four clusters.

In the first three years phase, NPTF disbursed more than US\$100 million for abovementioned clusters. Following the Government of Nepal (GoN) decision, NPTF started its second three year phase in 17 January 2010. With the start of the second phase, a Joint GoN-Donor Review of the Nepal Peace Trust Fund was conducted in February 2010. This review recommended for third party monitoring of its projects and operations, which would 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.

Based on this recommendation, external monitoring of NPTF projects were initiated on April 1, 2011 for the first phase of six months and on November 2011 for the second phase of another six months. The report of joint GoN-DG review conducted in early 2012 concludes “External monitoring exercises conducted in 2011 provide evidence of results in terms of project level outputs that range across management of the Cantonments, access to services for local communities, rehabilitation, livelihoods, community security and participation. The efforts to refine and strengthen the measurement of results are on-going and NPTF has made significant progress in this direction since the last Review.”

Furthermore, the review recommended the following to reinforce the monitoring and evaluation of NPTF:

1. “The on-going work on M&E needs to be reinforced in terms of the finalization of outcome indicators for projects and the overall NPTF mechanism itself, with a focus on peace effectiveness. This should take account of international efforts to develop such indicators and could usefully be engaged in collaboration with UNPFN, DG and specialist international NGOs.
2. The feasibility for NPTF to gather disaggregated data for both gender and ethnic minorities at the project level should be considered where appropriate as a basis for better reporting on needs and impacts.
3. Reporting on projects, with the assistance of the yet to be finalised outcome indicators and recent external monitoring reports, should be encouraged and guided on better capturing qualitative observations in a systematic manner related to conflict-sensitivity, gender and inclusion.
4. In the next phase of joint reviews, M&E exercises, and other visits, remote districts and communities who have not been visited should be given priority.”

This term of reference has addressed most of these recommendations for external monitoring of NPTF, while some recommendations will be addressed through other approaches within NPTF M&E Strategy.

Section 3. Objectives of the External Monitoring

The main objectives of this external monitoring are to:

- ☐ To analyze the extent to which expected outcomes of NPTF projects were achieved, in relation to gender, conflict sensitivity, social inclusion and peace effectiveness.
- ☐ To assess the extent to which NPTF projects have contributed or are contributing to the NPTF goals and objectives, showing clear linkages among the activities and the outcomes.

This, in turn, will provide evidence to support accountability of NPTF to all the stakeholders, including government, civil society, national institutions and donors. In addition to that, generate lessons learned to enhance learning for improvement of the NPTF projects.

Section 4. The scope, focus, and overall time frame

The scope of this monitoring needs to be broad, encompassing assessment of the outcomes, including the following:

- Assess the outcomes of NPTF projects, based on the outcome indicators as outlined in M&E framework (Attachment 1) and assess the key contributions and added value of short term and long term, intended and unintended, positive and negative results
- Identify the indicators for NPTF at the goal level and assess achievement of project impact with a focus on peace effectiveness, by outlining 'relevance' and 'actual impact' of particular activities on the peace process.
- Analyze the qualitative observations related to conflict sensitivity and inclusion in a systematic manner.
- Compile disaggregated data of beneficiaries for both gender and ethnic minorities, where appropriate and assess any changes in gender relations as a result of intervention

targeted on conflict affected women; any changes in gender based violence and assess if women's participation and representation in decision making positions has increased as a result of the intervention. Document the benefits of the program to both women and men.

- Capture good practices and lessons learned from NPTF projects
- Generate a set of strategic recommendations to strengthen the implementation of third phase of NPTF until January 2016, with a reference to what others are doing in the area.

It is anticipated that, as part of the research required to ascertain the NPTF programme-level outcomes and effect, a representative sample of project sites will be selected for study. While a better understanding of the outputs, outcomes and effects of these projects will be useful, it is important to remember that the focus of this monitoring remains targeted at the outcomes of NPTF funded projects, as contribution to overall peace building rather than at the output level.

This monitoring should emphasize on outlining 'relevance' and 'actual impact' of particular activities on the peace process. Thus, this monitoring will seek to assess the relevance, appropriateness, value for money and sustainability of the NPTF projects with a specific analysis of gender mainstreaming, social inclusion and conflict sensitivity in the projects. For this, social audit will be used as one of the main tools along with other tools for assessing outcomes.

Since the expenses and the project budgets are already reviewed in accordance with the GON accounting system, therefore the Consultant is not expected to embark on finance monitoring of projects.

The time frame of the external monitoring is envisaged to be for fifteen months from February 2013 to April 2014. (Please see Section 6. Schedule and Attachment 4 for the anticipated detailed work schedule)

The monitoring will include the following ongoing projects of NPTF currently. Additional projects approved by the NPTF Board will be included, following the submission of second monitoring report.

Cluster 1: Cantonment Management and Integration/Rehabilitation of Combatants

No	Title of Project (in order of approval)	Resp. Ministry / IA	Budget (NRs mn)	Start date mm/yy	End date mm/yy
0120	Establishment of Secretariat of Special Committee	Secretariat/ SCSIRMC	219.12	04/11	07/12
0122	Rehabilitation of ex Maoist Army Combatants	MoPR - Conflict Management Division	4.41	13 April 2012	12 April 2014

Cluster 2: Conflict Affected Persons and Communities

No	Title of Project (in order of approval)	Resp. Ministry / IA	Budget (NRs mn)	Start date mm/yy	End date mm/yy
0202	Rehabilitation Center for conflict affected(BPKIHS)	0BPKIHS/ MoPPW	98	04/11	06/13
0203	Rehabilitation Center for conflict affected(NDF)	NDF	52.22	09/11	07/13
0204	Targeted Assistance for CAPs including Ex-Combatants with special needs.	MOPR	544.60	13 May 2012	30 April 2014

Cluster 3: Security and Transitional Justice

No	Title of Project (in order of approval)	Resp. Ministry / IA	Budget (NRs mn)	Start date mm/yy	End date mm/yy
0301	Reconstruction of Police Units - Phase I	Nepal Police	801.38	11/09	07/12
0302	Support to Mine Action	MoPR	22.06	06/10	06/11
0303	Reconstruction of Police Posts, 2. Phase	Nepal Police	1,111.25	09/11	03/13
0304	'Promoting Ownership for Women's Empowerment and Recovery' - MOPR	MOPR	376.79	8 July 2012	7 July 2015
0305	NAP 1325 and 1820: Partnership on Women Empowerment and Representation	MOWCSW	56.70	07/012	07/014
0306	'Enhancing Access to Justice for Women, Girls and CAPs' – MoLJ, CA and PA	MOLJ, CA and PA	425.90	8 July 2012	7 July 2013
0307	'Enhancing Capacity of Conflict Affected Women and Girls for Employment and Enterprise Development'	MOI	609.56	8 July 2012	7 July 2013
0308	NAP 1325 and 1820: Sensitizing Local Bodies and Key Stakeholders	MoFALD	20.56	5 July 2012	4 July 2013
0309	NAP 1325 and 1820: Prevention, Protection and Recovery Programme	MOHA	146.59	1 July 2012	31 June 2014
0310	Capacity Enhancement of Nepal Police to Contribute to Peace Process Effectively	Nepal Police	234.42	13 May 2012	12 May 2014
0311	Reconstruction of Police Posts, Phase III	Nepal Police	1,075.96	08/12	08/14

Cluster 4: CA and Peace Building Initiatives on National and Local Levels

No	Title of Project (in order of approval)	Resp. Ministry / IA	Budget (NRs mn)	Start date mm/yy	End date mm/yy
0412	Strengthening Local Peace Committees	MoPR	131.56	06/11	01/13
0413	Dialogue on Indigenous Nationalities Rights	NFDIN	24.55	01/11	12/12
0414	Continued Voter Registration Programme Phase II	ECN	397.5	07/11	10/12
0415	Peace Promotion through Radio	Radio Nepal	19.90	01/12	12/12
0416	Peace Campaign for solidarity and unity	MOPR	159.67	1 July 2012	30 June 2013

Section 5. Nature and extent of stakeholder involvement

The Consultant is expected to conduct a participatory monitoring providing for active and meaningful involvement by development partners, beneficiaries, implementing agencies and other relevant parties in identifying the outcomes as well as participating in social audits. Stakeholder participation, with due consideration to gender and social inclusion, is to be an integral component of information collection, the development of findings, reporting, and results dissemination.

The process shall be gender balanced in the representation of stakeholders. To the extent possible, child and youth issues and their participation will be emphasized and incorporated in the process.

Section 6. Schedule

The selected consultant company will follow the following schedule (Attachment 4):

1. Document review:

PFS shall send the relevant documents to the consultant company, including the newly approved project documents which will be sent to the consultants as background. The consultants will conduct desk review of all the relevant documents on the NPTF projects, and, if requested, provide a short summary underlying the relevant points and/or shortcomings identified in the project implementation.

2. Devise the monitoring tools

Based on the document review, the consultant shall design the tools for the stakeholders groups that would include tailored questions to each group to get in-depth information about the projects, and to assess their response to the project's activities, processes and results. The tools will be based on the existing M & E Framework of NPTF which will be updated regularly based on newly approved projects.

The Consultant shall contact the PFS for discussion related to the project site visit and monitoring needs at least 7 working days prior to carrying out the site visit. The Consultant shall work on an agenda for meetings before the monitoring visit to discuss their plans. Meetings will be scheduled at least two weeks prior to the site visit with the PFS monitoring officer and any relevant local partners. The PFS shall communicate with the Consultant regarding any particular areas of concern, highlighting any specific areas where the Consultant shall focus more or less time and effort during the monitoring site visit and reporting.

3. Site Visit and Meetings:

The Consultant shall conduct the site visit and hold discussions with the implementing agencies at the central level, relevant implementing partners and line agencies at the district level and the beneficiaries of the projects, both men and women. The objective of the site visits will be to assess the outcomes of NPTF support to their institutions as mentioned in Section 3 and 4, with more focus on getting disaggregated outcomes by gender and ethnic inclusion.

14 new districts will be selected which have not been visited before, based on geographical variations, implementation of projects and their remoteness as recommended by the joint review. Near the end of the assignment, An additional 5 districts will be selected that had been visited in the first phase (2011) for comparing the results within the given time. Please refer to Attachment 2 for the sites identified.

4. Monitoring reports:

Following each site visit, the consultant shall share the preliminary observations with PFS, and if required, with implementing agencies for immediate action. As per the schedule, the consultant shall submit monitoring reports, following two site visits, for information to the NPTF Board through the TC Pool Steering Committee. The presentation of results is to be intrinsically linked to the monitoring issues, establishing a flow of logical development derived from the information

collected. In case of difficulties or short-comings identified, the report shall include recommendations which were discussed on-site and suggest appropriate solutions for the implementation of the project. The report should contain specific section highlighting the aspects of potential beneficiaries of major NPTF funded projects/activities, and should also propose ways to communicate results, lessons learnt and progress to them.

The PFS M&E Officer shall aggregate any comments on all the four monitoring reports and provide these to the Consultant within three weeks of receipt of the report. The comments from NPTF Board and TC Pool SC shall be incorporated, as appropriate, by the Consultant in the final report. Should the PFS not be able to respond during this time, the firm shall assume there are no comments and will move to finalize the monitoring report as soon as possible.

The Consultant shall have a maximum of 10 days after receiving the comments to submit a final report to the Peace Fund. The consultant shall submit a final report of the social audit

directly, with a proper authorization by the stakeholders where the social audit has been conducted.

Section 7. Deliverables

- Inception Report, by 7th March 2013
- First Monitoring Report, draft by 15 June 2013 and Final by 21 July 2013
- Second Monitoring Report, draft by 15 September 2013 and Final by 7 November 2013
- Third Monitoring Report, draft by 31 December 2013 and Final by 15 February 2014
- Fourth Monitoring Report draft by 31 March 2014 and Final by 30 April 2014
- Social Audit Report, after completing the social audits of selected projects
- Final Monitoring Report, compiling the findings from all the reports and social audits
- Presentations to all the relevant stakeholders on findings, lessons learnt and recommendations at different levels, as and when requested.

Section 8. Consultant [or team] qualifications

The monitoring will be carried out by a team of three senior consultants and two supporting consultants. The team composition should be reflective of competitive consultants with proper gender balance and social inclusion.

Team Leader (Monitoring Expert) - 1

The Team Leader is expected to be a reliable and effective project manager with strong academic background and extensive experience in conducting monitoring and evaluations of complex programmes. His/ Her qualifications are as follows:

- Preferably PhD, or at least Masters degree in Statistics and Research, Development, Peace Building, Conflict Resolution, Social Sciences or any other relevant subject.
- Minimum of 15 years of professional experience, and at least 5 years in monitoring and evaluation, with specific experiences of conducting Social Audit successfully.
- Fully acquainted with outcome monitoring and results based monitoring
- Experiences with government programmes or donor funded programmes targeting peace building will be an added advantage.
- A proven record in delivering professional results.
- Possesses excellent report writing, communication and presentation skills.
- Fluent in English and Nepali.

Conflict Transformation Expert – 1

The Conflict Transformation Expert should possess following skills and qualifications:

- Masters degree in Peace Building, Conflict Transformation, or a relevant subject.
- Minimum of 12 years of professional experience, with at least 5 years related to conflict transformation.
- Experience of utilizing conflict sensitivity and relevant tools or evaluating peace building programmes
- Experience of working with public institutions and familiarity with government system

will be an added advantage.

- Experiences with donor funded programmes targeting peace building and/or good working knowledge of peace building issues locally
- Fluent in English and Nepali.
- Excellent interpersonal and communication skills.

Gender and Social Inclusion Expert -1

The Gender and Social Inclusion Expert should possess following skills and qualifications:

- Masters degree in Gender, Social Inclusion, Development Studies, Social Sciences or a relevant subject.
- Minimum of 12 years of professional experience, with at least 5 years related to gender and social inclusion.
- Experience of utilizing gender sensitivity and relevant tools.
- Experience of evaluation programmes on gender mainstreaming or targeted gender programming and social inclusion.
- Experiences with government programmes or donor funded programmes targeting peace building will be an added advantage.
- Fluent in English and Nepali.

Supporting Consultants – 2

The Supporting Consultants, with following qualifications, will be hired throughout the consulting period:

- At least Bachelor's degree, preferably Master's degree in relevant subject
- Minimum of 2 years of experience in collecting quantitative and qualitative data at the field level successfully.
- Experience with facilitating social audit or public audit will be added advantage.
- Good report writing skills, both in Nepali and English
- Knowledge of local language will be an added advantage
- One of the supporting consultants should possess computer skills necessary for data analysis, report writing and preparing presentations while another supporting consultant should be well versed in the area of gender and social inclusion.

Attachment 1

A. Districts where external monitoring was carried out in Phase I, Phase 2 and Phase 3 along with proposed sites for external monitoring in new Phase 4

Districts covered under Phase 1, Phase 2 and Phase 3		Proposed new districts
Jhapa* #	Bhojpur	Taplejung # ~
Terhathum	Sankhuwasabha	Panchthar ~
Dhankuta #	Rautahat	Ramechhap # ~
Sunsari	Parsa	Saptari
Khotang #	Dhading	Rasuwa ~
Udaypur # ~	Gorkha	Nuwakot ~
Siraha	Kaski	Arghakhachi *
Sindhuli #	Parbat	Rupandehi *

Kavre ~	Surkhet	Kapilvastu
Sindhupalchok# ~	Jajarkot	Mugu ~
Lamjung*	Kalikot	Humla ~
Tanahu	Baitadi	Doti ~
Nawalparasi# ~ ^	Darchula	Achham *
Palpa#	Bajhang	Kanchanpur ~ #
Gulmi* ~	Bajura	Proposed old districts
Banke*#	Janakpur	Khotang # ~
Dang*#	Dhanusha	Sunsari
Rolpa*# ~	Sindhuli	Dang* # ^
Kailali*#		Rolpa* # ^ ~
Dadeldhura		Kailali* # ^

NOTE: Most of NPTF Projects are being implemented in all the selected districts, except for the following:

- MoI Project on NAP on 1325/1820 that is marked by * to the name of district;
- MoLJCPA project on NAP on 1325/1820 marked by ~ ;
- NEFDIN project for indigenous communities marked by #;
- Cantonment area marked by ^ for assessing impact in the second year.

Please see the NPTF website www.nptf.gov.np for full information on the projects and progresses.

Attachment 3: Proposed Tools to be used

Focus Group Discussions:

FGD will be conducted in different groups comprising 5-10 nos. of participants by using proportional piling method to assess the impacts of the projects. FGDs will be conducted with:

- LPC members to assess the outcomes of newly approved strengthening LPC project and their involvement in Mine Action Project
- Conflict Affected People and former combatants with disability, and young mother combatants to identify the outcomes of the project on rehabilitation centre and the project on targeted assistance, and the linkage between two.
- Combatants who opted for rehabilitation
- District Coordination Committee formed to coordinate activities related to NAP 1325/1820
- Conflict Affected Women and Girls who are receiving support through district line agencies as per NAP on UNSCR 1325/1820
- Peace Building Network Committee formed by NEFDIN

Key Informant Interview

Interviews with key informants will be conducted as per following:

- Special Committee Secretariat to assess the outcome of institutional support to them

- Election Commission Officials and voter educators to assess the outcomes of voter registration project.
- Implementing Partners of NEFDIN and NDF
- Focal persons from district line agencies of relevant Ministries (MoLJ, MoWCSW, MoLD, MoHA, MoD, MoPR) who are implementing NAP on UNSCR 1325/1820

Social Audit

Events for Social Audit will be conducted in up to 24 sites, selected jointly by PFS and consulting firm in the first year. At least 20 social audits will be conducted at the police post reconstruction sites, based on the given criteria.

Survey

50 people will be interviewed in each of the 15 districts, for assessing the general outcome on mass awareness on mine risk and voter registration, consultation in constitution making, awareness on radio programme and National Action Plan on 1325 and 1820, satisfaction to the services provided by implementing agencies of NPTF, and women police's satisfaction to the reconstructed police units. The individuals selected for survey will be gender balanced.