Way Forward

Celebrating International Women's Day in Far West Nepal raising awareness on Women, Peace and Security.

Implementing the Women, Peace and Security agenda

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Content

EXECUTIVE SUMMARY

The project "Strengthening Implementation of the Women, Peace and Security Agenda in Nepal: Towards Implementation of National Action Plan on UNSCRs 1325 and 1820", funded by the Government of Finland, aims to strengthen local level implementation of Nepal's National Action Plan (NAP) on United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 through innovative strategies that promote women's participation in peace, security and governance processes. The specific objectives of the project area: (i) to enhance the collective capability of national and local level government and other relevant stakeholders to implement and monitor the NAP on UNSCRs 1325 and 1820; (ii) to economically and socially empower conflict affected women and former combatants in three districts through comprehensive assessment of their needs and their operating environment, and innovative programmes; and (iii) to enhance the leadership and participation of women in key decision-making structures in the project districts.

According to the study by Search for Common Ground during the inception phase in 2012, and conclusionin 2016, UN Women through the SIWPSAN project reduced violence against women and girls and improved their conditions. Compared to women who were not covered by SI-WPSAN, women who were, became more aware of their rights and provisions set up to protect and defend them.

Practices such as dowry, sending women and girls out of the home during their menstrual cycle (chaupadi), polygamy, forced marriages (or tani bihe) were addressed. The number of rape cases went down in Doti and Kailali. In 2012, 56% of respondents reported deterioration in health due to lack of care during pregnancy, post delivery, or due to multiple births. Four years later, this figure fell to 31%.

SIWPSAN localized and promoted the national action plan on UNSCRs 1325 and 1820. In 2012, only 4% knew of the resolution whereas 47% were aware in 2016. 89 decisions were taken by the district coordination committees (DCCs) that were set upand half of these were put into practice. These committees coordinated skill development training, assured scholarships to conflict-affected families, prepared year one and two plans, shared mid-term evaluation, monitored as a team, published reports, and updated the list of conflict affected women. 68% of conflict affected households from 15 Village Development Committees of project districts had participated in skill development and awareness training by 2016.

Women and Children Service Centers (WCSC) and Women and Children Officers of the government in project districts were strengthened. Women at the grassroots level became more aware of their rights, provisions under the law and gender responsive budgets. 65% grassroots women participated in discussions and influenced decisions.

Leadership training, economic development training that 52% participated in over four years and various income generation activities resulted in respondents who made 22,000 rupees more every year. 56% of female respondents had become affiliated to an institution (mothers' groups 21%, women's groups 20%, and forest user groups 11% were most popular). Awareness of legal provisions grew from 25% in 2012 to 75% in 2016. 23% of women affiliated to an organization reported that they had some form of officiating role. 16% of female respondents said they were in key positions such as chairperson, secretary, or treasurer.

More women felt safer over a period of four years, UN Women through SIWPSAN project made tangible contribution to the women, peace and security agenda. This publication details achievements, challenges and opportunities going forward.

A message from the
Ministry of Women, Children and Social Welfare

The Ministry of Women, Children and Social Welfare (MoWCSW) would like to express their acknowledgement and gratitude to UN Women for their contribution which supported the Government of Nepal for the implementation of National Plan of Action (NPA) on UNSCRs 1325 and 1820 in three districts (Doti, Kailali and Bajhang) of the far west region. Strengthening Implementation of the Women, Peace and Security Agenda in Nepal (SIWPSAN) project is a pilot project for localization of NAP on UNSCRs 1325 and 1820 in Nepal.

At the national level, MoWCSW as a key implementing partner worked in close consultation with UN Women for the implementation of the project at the district level which was carried out through the Department of Women and Children (DWC) to facilitate and monitor implementation. At the local level, the project worked with Women and Children Officers (WCOs), District Coordination Committee, Local Peace Committee, Inter-party women alliance, local NGOs and cooperatives to implement the district and VDC-level activities.

MoWCSW developed four guidelines – Monitoring, NGO, Gender Audit and Safe house which the Gender Unit of MoWCSW will proceed for further endorsement.

The ministry is glad to share that the project was successful in enhancing collective capability at both the national and local levels to implement and monitor the NAP on UNSCRs 1325 and 1820. In addition, the project also contributed in developing capacity of conflict-affected women and former women combatants in three districts: Doti, Bajhang and Kailali, making them economically and socially empowered from the three-month entrepreneurship development trainings with skills chosen by the beneficiaries. The project also contributed in enhancing the leadership capability and participation of women in key decision-making structures in the project districts through cooperation with the government counterparts. This report provides detailed results of the SIWPSAN project along with the findings, challenges and recommendations and will help in designing the second phase of the NAP.

We would like to acknowledge our partnership with UN Women and Search for Common Ground in preparing this Consolidated Report and would like to extend our gratefulness to other international organizations, national level agencies and organizations at the local level for their contribution in the implementation of this project.

MoWCSW is looking forward to contributing and is committed to take forward the Women, Peace and Security agenda in Nepal.

Narayan Prasad Kaphle
Joint Secretary
MoWCSW
7 November 2016

A message from the
Ministry of Peace and Reconstruction

The Government of Nepal (GoN) adopted the National Action Plan (NAP) on UNSCRs 1325 and 1820 in February 2011. Nepal became the first country in South Asia to adopt the National Action Plan (NAP). The NAP has been developed through a collaborative multi-stakeholder process with the leadership of the Ministry of Peace and Reconstruction (MOPR) and support of the 1325 action group along with the United Nation and Development Partners' Consortium-Peace Support Working Group (PSWG). Support to the implementation of NAP on UNSCR 1325 and 1820 is also a part of Nepal Peace Trust Fund (NPTF). This fund has been established by the Government and supported by donors who aid in Nepal's peace process and the United Nations Development Assistance Framework (UNDAF).

The Ministry of Peace and Reconstruction (MoPR) was established in April 2007 with the mandate to accomplish all the provisions of the Comprehensive Peace Agreement (CPA) and responsibilities related to reconstruction after conflict, relief and rehabilitation of conflict victims, the Truth and Reconciliation and Disappearance Commissions, management of the cantonment of Maoist combatants, implementation of Women, Peace and Security (WPS) commitments, and operation of Nepal Peace Trust Fund (NPTF).

Strengthening Implementation of Women Peace Security Agenda in Nepal (SIWPSAN) Project has been a successful project to support the Government in the implementation of NAP on UNSCRs 1325 and 1820 in the three districts (Doti, Bajhang and Kailali) of far-west region. The project has played a key role to bring changes in the lives of conflict affected women and girls, former women combatants, victims of violence against women. The project has worked with district level mechanisms like District Coordination Committee (DDC), Local Peace Committee (LPC), Inter-Party Women Alliance and Networks of Conflict Affected Groups.

MOPR has been chairing the Project Steering Committee (PSC) of the SIWPSAN project as well as other women, peace and security projects of UN agencies. The PSC supervised the implementation of WPS projects and provided strategic guidance, policy advice and programmatic direction and linked inter-ministerial agencies for better coordination and co-operation to achieve results. Going forward, MOPR will continue dialogue with government and development partners for such successful programme interventions for large-scale replication and mainstreaming into national programmes and policies.

I am personally very happy to see this consolidated report prepared by Search for Common Ground (SfCG). This will be a good resource for the Government to share with different line agencies and development actors which would support the upcoming programmes on women, peace and security agenda including the second phase of NAP on UNSCRs 1325 and 1820 which will be specific to conflict related sexual violence.

Finally, I would like to thank UN Women and all the partners of the SIWPSAN Project for successfully concluding the programme.

Rishi Rajbhandari
Joint-Secretary
Ministry of Peace and Reconstruction
7 November 2016

A message from the
Embassy of Finland

Nepal has been one of Finland's long term partner countries in development cooperation, with a history of more than three decades of bilateral development cooperation. Finland has contributed three main focus areas over the past three years: i) good governance and rule of law prevailing through reliable state institutions; ii) realization of economic, social and cultural rights within the context of economic empowerment and adequate service delivery; and iii) natural resource management contributing to rural livelihoods and health through inclusive green economy.

The rights of women and girls are an important priority for Finland. A particular concern is women and girls who live with the mental trauma and physical consequences brought about by conflict and violence, often including conflict related sexual violence. In Nepal, many former women combatants were not successfully integrated into the army after the conflict and were also not able to fully integrate back into their communities and families. These socio-cultural barriers and stigma made them double victims in society, as concerns for instance employment and the justice system. Finland believes that enhancing the rights and status of women and girls strengthens society as a whole,

thereby promoting development across all sectors of the economy. Fighting inequality, exclusion and discrimination, and promoting social inclusion also diminishes the risk of tension and conflict. Finland very much welcomed the UN Security Council Resolution 1325 on Women, Peace and Security in 2000 and issued its first own National Action Plan for its implementation in 2008.

As part of the National Action Plan (NAP), Finland expanded its support in Nepal by collaborating in the area of Women, Peace and Security. Finland supported Nepal's National Action Plan for UNSCRs 1325 and 1820 through funding to the Nepal Peace Trust Fund and the UN Women project SIWPSAN, with a special emphasis to localization of the NAP. The goal of the SIWPSAN project was to enhance the leadership capacity and participation of women in peace, security and governance processes at the local level in the far western region. The project thus provided capacity development support to the Government and to the target groups as well as skills and enterprise development support to the conflict affected women and girls from the selected village development committees.

This report presents major progress and accomplishments in achieving the set goal. We are

happy to see that the project has even surpassed some of its targets. Many women have been able to secure leadership positions in the decision-making structures at the local level, and a significant number of conflict affected women and girls are reintegrated well into their families and societies. We hope the lessons learnt and recommendations of the project will help the Government of Nepal to formulate its future action plans, and be of use to other organizations that are actively working and planning to work in the Women Peace and Security agenda.

We would like to congratulate the Ministry of Women, Children and Social Welfare, UN Women and all its partners, specially the Search for Common Ground, for the accomplishments made in this project and for commissioning this study. We are committed to continue our support to the Government of Nepal in its efforts in the area of women, peace and security. Finally, wish all the success for the development and implementation of Nepal's second National Action Plan.

Jorma Suvanto
Ambassador
The Embassy of Finland
Kathmandu
8 November 2016

A message from
UN Women

Following the signing of the Comprehensive Peace Agreement (CPA), the Government of Nepal (GoN) in February 2011 developed and subsequently began implementation of the National Action Plan (NAP) on United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 on Women, Peace and Security (WPS) 2011 - 2016. The mid-year monitoring report of the National Action Plan recognises the development of the NAP in Nepal as a global best practice. It was drafted through a transparent, inclusive and participatory process with close involvement of conflict victims, civil society organizations, UN agencies and development partners. Adoption of the NAP was accompanied by funding for NAP implementation projects, through the Nepal Peace Trust Fund (NPTF) as well as the UN Peace Fund Nepal (UN-PFN) and the UN Peacebuilding Fund.

UN Women Nepal Country Office (NCO) programming on WPS is guided by a series of commitments to women's human rights. These include UNSCR 1325 and seven succeeding UNSCRs - 1820, 1888, 1889, 1960, 2106, 2122 and 2242. Other key reference instruments are the Convention on the Elimination of All Forms of Discrimination against Women, particularly its recent General Recommendation 30 that calls for national action and reporting on women in conflict prevention, conflict and post-conflict situations, with reference to Sustainable Development Goals (SDGs) 5 and 16; Beijing Declaration and Platform for Action; Universal Periodic Reviews on Nepal; the 2015 UN Secretary General's Report on Conflict-Related Sexual Violence; the 2015 Global Study on the Implementation of UNSCR 1325; and the Secretary General's Seven Point Action Plan on Peacebuilding.

The UN Women project "Strengthening Implementation of the Women, Peace and Security Agenda in Nepal Towards Implementation of the National Action Plan on United Nations Security Council Resolutions 1325 and 1820" was generously funded by the Government of Finland. The project has strengthened local-level implementation of the NAP on UNSCRs 1325 (2000) and 1820 (2008) through innovative strategies that promoted women's participation in peace, security and governance and developed collective capacities of the Ministry of Women, Children and Social Welfare (MWCSW) and Coordination Committees at the national and local levels to implement and monitor the National Action Plan (NAP) on UNSCRs 1325 and 1820.

The independent assessment report by Search for Common Ground (SFCG), shows that beneficiaries have been empowered socially and economically as a result of project interventions, that district-level stakeholders have been capacitated in localizing the NAP and monitoring its implementation, and that there has been an increase in the number of women leaders in decision-making positions at the local level. Likewise, awareness of legal rights and provisions for women and girls, including survivors of violence, has increased significantly since 2012. In addition, former women combatants from the project districts have been able to reintegrate into society more fully as a result of the Strengthening Implementation of the Women, Peace and Security Agenda in Nepal (SIWPSAN) project interventions.

Significant progress has been achieved under each of the NAP's five pillars. The media played an important role in the promotion of women's issues and the women, peace and security agenda. Government officials in the project districts enhanced their knowledge through the development of a common agenda on district priorities for gender, and increased mainstreaming of the WPS agenda in local development. Additional progress

includes the avoidance of duplication and the effective utilization of resources for gender, as well as the institutionalization of a sharing and review forum for integrated planning on gender priorities.

This consolidated report reflects the project's success in strengthening the capacity of women to lead and actively participate in decision-making at the local level in the Far West Region. It also highlights the project's use of innovative strategies to promote women's participation in peace, security and governance processes as a means to implementing the National Action Plan on UNSCRs 1325 and 1820. This report includes major findings and recommendations for effective implementation of the Women, Peace and Security agenda and therefore can also be used as a reference for other organizations working in this arena.

We would like to acknowledge our partnership with Search for Common Ground (SFCG) since 2012. SFCG facilitated the development of the baseline survey, including its situation analysis and stakeholder mapping, and has contributed in the M&E capacity building of partner organizations.

Accomplishing these significant achievements would not have been possible without the support and efforts put forth by partner organizations of the SIWPSAN Project - the Ministry of Peace and Reconstruction (MoPR), the Ministry of Women, Children and Social Welfare (MWCSW), the Ministry of Home Affairs (MoHA), the Ministry of Federal Affairs and Local Development (MoFALD), the Department of Women and Children (DWC), the Dalit Help Society (DHS), the Creative Development Society (CDS), Backward Society Education (BASE), Training Centre Nepal, the Local Development Training Academy, the International Organization for Migration (IOM), the United Nations Development Program (UNDP), Saathi, the 1325 Action Group, and Krishna Consultancy.

Finally, UN Women wishes to thank the Government of Finland for its generous support and partnership in the successful implementation of this project.

Ms. Wenny Kusuma
Representative
UN Women Nepal
8 November 2016

A message from
Search for Common Ground

Search for Common Ground (SFCG) is a leading international peacebuilding and conflict transformation non-governmental organization (NGO), working in 36 countries across Africa, Asia, and the Middle East. SFCG strives to transform the way that the world deals with conflicts away from adversarial approaches and towards collaborative solutions. Through various multi-faceted approaches, media initiatives and collaboration with local partners, and both government and civil society, SFCG aims to find a culturally appropriate means to strengthen the capacity of society to deal with conflict in a constructive manner – by understanding differences and acting on commonalities.

SFCG has been working in Nepal since February 2006 and has collaborated with a broad range of stakeholders, including government and non-government organizations, media, education, justice, and security institutions to support peace, good governance and solution-oriented approaches to conflict resolution at the local, regional and national levels. Currently SFCG works in 15 districts with 20 partner NGOs, 13 FM stations and government line agencies from its Kathmandu and two regional offices (Janakpur and Butwal) with 40 staff.

The partnership of SFCG and UN Women has been of a unique nature since 2012. We gained experience and knowledge in areas such as women, peace and security and capacity building through this partnership. SFCG is pleased to contribute to situation analysis, and carrying out stakeholder mapping, baseline/ endline survey of SIWPSAN project. We have been able to contribute in achieving the goal of SIWPSAN project and scale up our experience of working in the women, peace and security agenda.

SFCG DME&A department managed this project and produced different IEC materials to raise awareness about women's issues and provisions introduced by the government of Nepal with commitment to National Action Plan for Women Peace and Security (UNSCR 1325 and 1820). SFCG took a lead carrying out research on four topics to capture the changes that have taken place within target groups of the project – conflict affected women, former women combatants and survivors of violence against women. Three research activities were qualitative and one quantitative. Qualitative research topics were localization of the National Action Plan, representation of women in key decision making positions and underlying causes of Violence against Women. The quantitative survey was 'Status of conflict affected women.' This consolidated report brings readers closer to the findings of the research, challenges and recommendations.

I would like to acknowledge the Director of Programs, Yubakar Raj Rajkarnikar for ensuring the quality of the products and effective supervision and would like to acknowledge the DME&A department for taking a lead in this project. I would like to thank and congratulate the research team – DME&A Manager, Niresh Chapagain; DM&E Associate Coordinator, Rasani Shrestha and Project Coordinator, Prativa Rai – for successfully carrying out the research on four topics and preparing individual research reports in addition to publishing IEC materials. Moreover, I am thankful to Communications Coordinator, Ayush Joshi for his support in preparing and finalizing IEC materials and case studies. Similarly, I would like to extend my gratitude towards the Field Coordinators Balika Chaudhary and Bimala Kadayat, and the partner organizations – Backward Society Education (BASE), Dalit Help Society (DHS) and Creative Development Society (CDS) of UN Women for assisting in managing the trip and meetings with people at the grassroots level and stakeholders. Moreover, I would like to thank Pallav Ranjan, the Chair of Spiny Babbler Knowledge Center for preparing and publishing the consolidated report.

I would like to use this platform to thank the Ministry of Women, Children and Social Welfare, and Ministry of Peace and Reconstruction for their support and participation in making this project a success. In addition, I would also like to express my gratitude to UN Women for this opportunity to contribute in the WPS agenda.

I look forward to continuing our partnership in the future and contributing to the WPS agenda.

Dr. Bhola Prasad Dahal
Country Director – Nepal
3 November 2016

Chapter I: **CONTEXT**
UN Security Council Resolutions 1325 and 1820; National Action Plan;
Far-west Nepal; about SIWPSAN; 2016 survey; this document

1.1 Introduction

1.1.1 United Nations security council resolutions **(UNSCRs) 1325 and 1820**: UNSCR 1325 was designed to increase women's participation in security, peace, and governance in conflict and post-conflict zones around the world. This is a landmark international legal framework that addresses the inordinate impact of war on women, pivotal role and actions women should take in conflict management, conflict resolution, and sustainable peace. Resolution 1820 recognizes sexual violence as a tactic of war and asserts the Security Council's responsibility in improving the UN's prevention and protection response to these atrocities. Subsequently, six resolutions have been adopted by the United Nations Security Council under the women, peace and security agenda. Another important instrument in this fight is the Convention on Elimination of all forms of Discrimination Against Women (CEDAW). CEDAW enriches the interpretation and implementation of UNSCR 1325 by providing operational guidance while UNSCR 1325 broadens the scope of CEDAW by enabling its application to non-actors.[1]

1.1.2 National Action Plan (NAP): The government of Nepal became the first country in South Asia to adopt a national action plan on UNSCRs 1325 and 1820. In February 2011 this was achieved "as a result of an inclusive and transparent process."[2] Developed through a collaborative multi-stakeholder process, the overall objective of the NAP is to contribute to durable peace and a just society. Its five pillars are participation; protection and prevention; promotion of rights; relief and recovery; and resource mobilization, monitoring and evaluation. These pillars include 59 actions that are collaborative with the government, development partners, UN agencies (including UN Women), the civil society, women's networks, and other participating organizations. The Ministry of Peace and Reconstruction is the leading agency for coordination, development, and implementation of the national action plan.[3] The government of Nepal established the Nepal Peace Trust Fund (NPTF) in 2007 as a mechanism for interested donors to contribute to the peace process.

1.1.3 Areas of concentration: The national action plan has five pillars, or areas of concentration. The first pillar, *participation*, aims to ensure equal, proportional and meaningful participation of women at every decision-making level of conflict transformation and peace building. The second pillar, *protection and prevention*, aims to protect the rights of women and girls and works to prevent the violation of these rights during conflict and post-conflict periods. The third pillar, *promotion*, highlights the rights of women and girls while mainstreaming gender perspectives through all phases and stages of the conflict transformation and peace building process. The objective of the fourth pillar, *relief and recovery*, is to address the special needs of women and girls and to ensure their participation in the formulation and implementation of all programs related to relief and recovery. The objective of the final pillar, *resource mobilization and monitoring and evaluation*, is to guarantee the means and resources required to implement NAP, to institutionalize the monitoring and evaluation system, and to maintain collaboration and coordination with concerned stakeholders.

1.1.4 The far-west region of Nepal: The far-west region of Nepal, where this study took place, covers 19,539 sq km. The region has a population of 2,552,517 and is divided into nine districts. Far-west Nepal has a literacy rate of 66% – male 79% and female 55% illustrating how women and girls are at a disadvantage. Agriculture is the main source of livelihood and households headed by women have increased from 14% to 25% over a decade (2001 to 2011). According to the

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Essential definitions have been taken from www.un.org
1   UNIFEM: CEDAW and Security Council Resolution 1325: A Quick Guide.
2   Mapping Progress on Women's Rights in Nepal. UN Women. December 2014.
3   Need Assessment: Nepal National Action Plan on 1325 and 1820. Safer World. March 2012.

national human development report of 2014, the far-west region ranks fourth amongst five development regions in Nepal in the human development index (with a rating of 0.435). The area was severely affected by the decade-long armed conflict that started in 1996 and ended in 2006. 1,558 people were killed in the region, 6,758 displaced, 60 went missing, and 65 were disabled. The Terai conflict has also affected the region. Women and girls were primary victims of both conflicts.

1.1.5 SIWPSAN and its work in the three districts of far-west Nepal: UN Women Nepal implemented "Strengthening Implementation of the Women, Peace and Security Agenda in Nepal (SIWPSAN): Towards Implementation of NAP on UNSCRs 1325 and 1820." The four-year project promoted women's participation in peace, security and governance processes targeting conflict-affected women and girls, former women combatants and other vulnerable groups of women, local women political leaders, and women's groups among others. The project supported by the Government of Finland was implemented in Bajhang, Doti and Kailali districts of far-west Nepal in partnership with the Ministry of Peace and Reconstruction (MoPR), Ministry of Women, Children and Social Welfare (MoWCSW), Ministry of Home Affairs (MoHA), Ministry of Federal Affairs and Local Development (MoFALD), Department of Women and Children (DWC), Dalit Help Society (DHS), Creative Development Society (CDS), Backward Society Education (BASE), Training Centre Ne-

pal, Local Development Training Academy, Search for Common Ground (SFCG), IOM, UNDP, Saathi, 1325 Action Group and Krishna Consultancy.

1.2 About this report

1.2.1 Introduction. A baseline study was conducted by Search for Common Ground (SFCG) for UN Women and SIWPSAN in 2012. The study covered underlying causes of gender inequality, violence against women and girls, and pathways to address these. A similar study was conducted in 2016 to assess updated situations and changes affected by the four-year SIWPSAN and women, peace, and security efforts. Based on the earlier study, research was expanded to better analyze the situation of women and girls, levels of change, impacts on perception, lives, and the conditions of women and girls. Quantitative research, qualitative research, case studies, and information gathering from secondary sources were components of the study. Questions on "how" were addressed through quantitative data while "why" was addressed using qualitative data and triangulation and compared to assure balance. Conflict affected women, female ex-combatants, victims of violence against women and girls and survivors; Inter Party Women Alliance (IPWN) members; district coordination committee (DCC) members; district and village development committee representatives; security and women and child center officers were a part of the study. The study was carried out in six SIWPSAN active village development committees: Masuriya and Lamki in Kailali dis-

trict; Kadamandau and Sanagaun in Doti district; and Rittapatha and Subeda in Bajhang district. Geta village development committee of Kailali, which was not covered by the project, was used as a control group.

1.2.2 Quantitative research. Random sampling formula with 95% confidence level and ±5.0% (0.05) precision level was used. Multi-stage sampling identified number of respondents and represented the total population. A list of all households in each village development committee was obtained, intervals and divisions calculated, and the first household selected through lottery with following interviews taking place in a sequential manner. A total of 1,158 respondent samples were collected. Two thirds of the respondents were female and one third male. A *questionnaire* was structured using semi-closed, yes-no logical, Likert scale, and narrative answer leading questions. One expert research *personnel* was assigned per district to assure structure, integrity, and quality of data. 18 local enumerators – two per village development committee – with inherent knowledge of local geography, culture, sensitivities, and language were assigned. *Training-coaching* took place for three experts and six supervisors in Kathmandu. Rapport building, presentation of questions in an acceptable manner, handling sensitive sex and gender related topics, and ethics of research were covered. The team was field-tested and a two-day orientation organized at the district level with a one-day field test. *Information gathering:* tablets were made available to

Activities Undertaken

Tools	Participants	Kailali	Doti	Bajhang
Key Informant Interview (KII)	CDO, LDO, WCO, LPC Coordinator, Women and Children Service Centre, program coordinator, local leader, VDC secretary, DCC member	6	5	5
	Women and Children Service Centre, DCC member, WCO	4	4	4
	CDO, LDO, WCO, LPC coordinator, Women and Children Service Centre, program coordinator, local leader, VDC secretary, and DCC member	5	5	4
Focus Group Discussion (FGD)	IPWN	1	-	-
	Conflict affected women, former combatants, IPWN, men's groups and mixed gender groups, VAW survivors	7	7	6
	Conflict affected women, former women combatants, men, women, IPWN members, mixed community and survivors of VAW	3	3	1
Participatory tool (CLIP)	Conflict affected women and men's groups	-	-	1
Participatory tool (Level of understanding)	Conflict affected women and men's groups	-	-	1
Participatory tool (Network of trust)	Mixed community members	1	-	-

researchers to upload real-time data through droid survey software. GPS (global positioning system) mapping showed exact locations where data was collected. *Data processing* took place using SPSS (Statistical Package for Social Science) and organized data exported to MS Access. Descriptive analysis was backed up through non-parametric and parametric analysis, for example chi-square, to assure goodness of fit and independency. ANOVA (analysis of variance) was used to determine significant differences between the means of three or more independent groups.[4] *Data analysis:* desegregation took place as per geographic location, gender, respondent types as in conflict-affected women, advocates, women victims of gender based violence, ethnicity, advantaged and disadvantages castes, and age. Information on those

impacted (treatment group) and those that are not (control group) were studied.

1.2.3 Qualitative research. Qualitative research verified or contested quantitative responses used to triangulate data. Network dynamics and CLIP methods created case studies and change studies. *Key information interviews* (KIIs) involved service providers, government representatives, Women and Children's Service Centers, key civil society actors, hospitals and health centers, and individuals and private institutions whose work impacted project clients. Chief district officers, local development officers, security chiefs, women and children officers, leaders of not-for-profit organizations, and heads of political wings were interviewed. *Focus group discussion* (FGD) helped quantitative

triangulation and understanding of project interventions, achievements, causes, consequences, best practices, and solutions. Conflict affected women, ex-combatants, victims of sexual and gender violence, local service providers, including advocacy organization representatives and activists, were a part of the five FGDs conducted in each district. *Participatory social analysis tools* such as network dynamics were used to assess trust. *CLIP analysis:* conflict/collaboration, legitimacy, interest and power study looked at positives and negatives. 42 KIIs, 28 focus group discussions and 4 participatory tool focus events were carried out. 230 persons participated, 72% were female and 28% male 13% were Dalit, 26% Janajati, 18% Tharu, and 43% Brahmin or Chettri.

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4   Laerd, statistical-guides. One-way-anova-statistical-guide.php. Lund Research Ltd. 2013.

1.3 Status of women in Nepal

1.3.1 Introduction. Nepal is a patriarchal society. Men dominate decision-making at the household, village, district, regional, and national levels. Census 2011 shows only 19% female land-owners. During ten years of civil war, 1996 to 2006, women were a part of the armed conflict in large numbers: they were involved as victims, militia, party cadres, and supporters. More than 17,000 people lost their lives while more than 300,000 people were displaced. Women's participation in political movements appears to be increasing, their role in crucial areas of decision-making needs improvement, especially while establishing peace and transition. Nepalese women, rural women in particular, lag far behind men in such participation. Daughters are discriminated against and do not receive equal opportunity in terms of education, healthcare, economy, and politics. Despite the efforts of the government, non-governmental organizations, and other actors, there is a long way to go.[5]

1.3.2 Women and the constituent assembly: Globally, Nepal has the fourteenth highest representation of women in the legislature. 191 women (33.2% of the total) were elected to the constituent assembly and six women became members of the cabinet. These was due to mandatory seats reserved for women by the interim constitution of Nepal, 2007.[6] While writing the new constitution, women were represented in each of the eleven thematic committees. Peace Research Institute, Oslo, however, argues that there is limited space for women in Nepalese politics. Both male and female constituent assembly members say decisions continue to be made by a handful of senior and high-caste male leaders and women's opportunities within the political parties are determined on the basis of their loyalty and kinship to leaders rather than their capability or performance.[7]

1.3.3 Women and the constitution of Nepal: The constitution of Nepal, 2072, ensures women's right to participate proportionately throughout all national apparatus. The president and vice-president are to be of different gender and community (article 70). The cabinet shall uphold the principle of inclusion (article 76-9). Proportional election candidacy of women, Dalit, indigenous and ethnic groups (article 84-2) is required. The president shall nominate three members to the national assembly of whom at least one shall be a woman (article 86-2 ख). Either chair or the vice-chair of the national assembly shall be female (article 91-2). One-third of members elected to provincial assemblies shall be women (article 176 -9). Either speaker or the vice-speaker of provincial assemblies shall be female (article 182-2).

1.3.4 Political status of women in Nepal: Women have the right to vote and stand for elections. In 1991, the government ratified CEDAW. As per a survey report *Women's Political Participation, Empowerment and Inclusion in Nepal,* only 6% women (12 out of 205) were elected members of parliament through the general elections of 2000. In 2006, when the comprehensive peace accord was signed, 33% female candidacy was ensured for constituent assembly elections. When the interim parliament was formed on 15 January 2007, 57 of 330 representatives were female. 30% of the constituent assembly was female in 2013[8]. At the district level, however, only 3% women play leadership roles with most leadership involvement at the student organization level. At the central level, political representation of women is 29%.[9] Therefore, while clear improvements have taken place at the national level, local level participation needs significant change.

1.3.5 Women's participation in local government: Nepal has made gradual progress in women's participation in the local government through the local self-governance act 1999. 20% women's representation at the ward and village development committee level is ensured.[10] Their involvement was to be in village development planning, monitoring and resource mobilization. However, war and political transition has meant that local government has not been functional for 14 years. Civil servants administered local bodies with negligible women's participation until the local governance

5   Mahat, Ishara; Women Development in Nepal; The Myth of Empowerment, Nepal; 2003.
6   Inter-Parliamentary Union; Women in Parliament in 2008 The Year in Perspective, Nepal; 2009.
7   Falch, Åshild; Peace Research Institute Oslo; Women's Political Participation and Influence in Post-Conflict Burundi and Nepal; 2010.
8   The Woodrow Wilson International Center for Scholars; Women Leading Public Service and Political Participation in South Asia; 2014.
9   Renaissance Society Nepal, Women's Political Participation, Empowerment and Inclusions in Nepal; Nepal; 2009.
10   www.adb.org; Nepal Chorus, women's voices makes a difference influencing local government spending

and community development program created an inclusive structure in 2010. Ward citizen forums and community awareness centers have a minimum of 33% women participating. The program has helped fill the gap women's involvement in local processes in the absence of elected local bodies.[11]

1.3.6 Women, economics, and agriculture: According to gender development index (GDI), socio-economic conditions for Nepalese women are worse than for other South Asian women.[12] Women's number in professional occupations is one-fifth that of men. 40% women are economically active but many are unpaid family workers involved in subsistence agriculture.[13] Equal property rights for women have not materialized and lack of access to productive assets such as land and working capital holds them back. Lack of training, education, and technology; poor working conditions; trade unions' neglect of women's problems; risk to personal security and sexual harassment; limited mobility and market access; and low incomes need to be tackled. *Nepal Rural Credit Review Study* by Nepal Rastra Bank revealed 35% female-headed households borrowed money from other high interest sources with only 15% borrowing from legalized institutional sources.

1.3.7 Women in education and environment. VDC grant guidelines of community forestry development program and Ministry of Health and Population institution management guidelines require 33% women members in all committees. The community for-

estry program guidelines require a woman to be the chairperson or secretary. While men have 55% literacy rate, for women the rate is 30%[14] with 40% male and 18% female Nepalese population having some secondary education. Recent figures show gender parity in school enrolment has been achieved but girls in remote or low income quintile tend to drop out of school. Only 45% of grade 10 students from public/community schools passed the school leaving certificate examination. Awareness and education can improve the situation of women and girls.

1.3.8 Women in development and civil society. Following the fourth world conference on women held in Beijing in September 1995, the government established the Ministry of Women and Social Welfare to champion women's issues. The ministry works to strengthen advocacy, coordination, and support for women. Its three objectives are: mainstreaming gender, eliminating gender inequality, and empowering women.[15] The Social Welfare Council coordinates international and national development cooperation and gender is stressed during the formulation,

implementation, and evaluation of proposed projects and programs. Gender equality and equity are important components. Women have leadership roles in development and the civil society movements in Nepal.

1.3.9 Women in health and sports. The civil code act stipulates legal age of marriage as 20, 18 in case of parental consent. Early marriage, underage pregnancy and delivery impact the health of women and girls and have been perceived as a cause of violence against women and girls. Hygiene and sanitation practices have improved with awareness related to toilets and availability of basic medication and family planning options. Nepalese women have intense and heavy workloads. They have not been able to take part in sports and fitness activities adequately. In 2011, four girls climbed Annapurna IV (7,525 m) while Gaurika Singh from Nepal was the youngest participant at the Rio Olympics. Most schools offer sports once a week or none at all. *Sunatalia* was a film based on a true story of football-playing girls from Mugu, among the poorest districts of Nepal, who went on to win a national tour-

Participation of Women
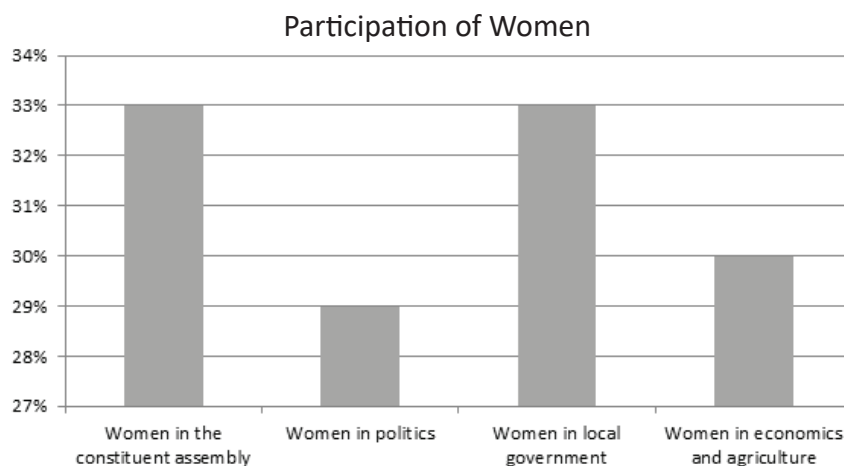
11   ADB Nepal: A Chorus of Women's Voices Makes a Difference – Influencing Local Government Spending; 2015
12   GDI is prepared by using gender equal distribution of indices of life expectancy, educational attainment, and income.
13   Asian Development Bank, Country Briefing Paper: Women in Nepal.
14   NESAC Nepal South Asia Centre, Nepal Human Development Report; 1998.
15   Nepal Ministry of Women and Social Welfare, Ninth Five –Year Plan Approach Paper, 1998.

Chapter II:
VIOLENCE AGAINST WOMEN AND GIRLS
in Bajhang, Doti, and Kailali: districts of far-west Nepal

nament.

2.1 Introduction

UN Women implemented Strengthening Implementation of the Women, Peace and Security Agenda in Nepal (SIWPSAN) as a four-year project in Bajhang, Doti, and Kailali districts of far-west Nepal. Women and girls across the world face physical, sexual, and psychological violence, but such violence in the far-west region of Nepal has been compounded by a decade long civil war (1996 to 2006) and the recent Terai conflict. 2,348 cases of violence against women were recorded in 2013, in 2014 the number increased to 3,534 cases. SIWPSAN and UN Women worked to reduce violence against women and girls and improve their conditions through national action plans (NAPs) formulated under United Nations Security Council Resolutions (UNSCRs) 1325 and 1820. Compared to women who were not covered by SIWPSAN, women who were became more aware of their rights and provisions set up to protect and defend them. Practices such as dowry, sending women and girls out of the home during their menstrual cycle (*chaupadi*), polygamy, forced marriages (or *tani bihe)* are in the wane but still prevalent. Number of rape cases has gone down in Doti and Kailali with more women and girls prone to speak out against such crimes.

During years of conflict, sexual violence against women and girls was widespread. They suffered at the hands of government security forces as well as Maoist rebels. More than 1,000 women reported rape and abductions; 137 women went missing; and 917 were killed. 46% of women and girls aged 15-24 reported that they had experienced sexual violence. Save the Children Norway reported that 19% of female sex workers were pushed into the trade as a direct result of the conflict. The baseline survey that was conducted by Search for Common Ground in 2012 in far-west Nepal showed that violence against women was widely prevalent in all three districts, conflict affected families had not received support to which they were entitled, awareness of special provisions and rights of women and girls was very low, and awareness of UNSCRs 1325 and 1820 and NAP was non-existent.

The comprehensive peace accord signed by the seven party alliance and United Communist Party of Nepal-Maoist in 2005 prohibited gender-based violence and specified rights of women and children. The gender equality act was passed in 2006 and 56 discriminatory provisions of various previous acts were repealed or amended. The human trafficking act was enacted in 2007 and the national safe motherhood plan (2002-2017) recognizes violence against women as an important issue confronting women's health. Nepal health-sector implementation plan (2010-2015) included gender based violence care as an integral component of health care and established protocols for the management of such violence. The constitution of Nepal ensures women and girls the right to protection against physical, psychological, and sexual violence and declares such acts punishable by law. It incorporates a separate article recognizing fundamental rights of women.

2.2 Types of violence
against women and girls in Bajhang, Doti, and Kailali

Women of the three districts where SIWPSAN was implemented suffer various types of violence. While physical abuse, psychological abuse, and trafficking are prevalent around the world, some types of violence are specific to the region such as traditional socio-cultural practices and *tani bihe* or marriages that do not give women partners or their families a choice.
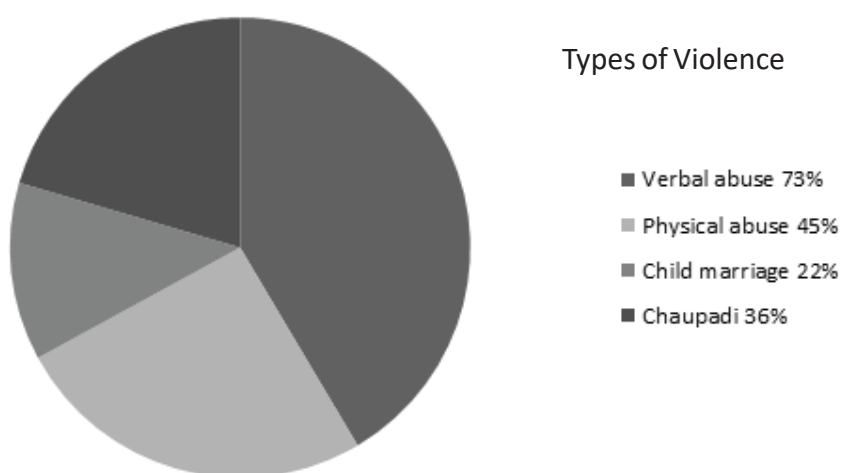
2.2.1 Physical violence: Women talked about marital rape, rape by members of the family while husbands were abroad working, and rape by outsiders when they went to collect grass and fodder in the forest. Physical violence is prevalent to the level that some of the women did not question it: a Rana Tharu woman from Geta village said, "Husbands have the right to beat wives if she is at fault." A Pahade hill woman contested this statement, "It is not right for a husband or anyone to beat a woman." In 2012, 72% of the participants of Kailali, 26% of Doti, and 61% of Bajhang indicated they had suffered physical violence. After women, peace and security activities were implemented, 2016 figures show physical violence is perceived to be down and women are more willing to discuss their situation. 52% in Kailali, 39% in Doti, and 44% in Bajhang believed they suffered physical violence.

2.2.2 Psychological violence: Misbehavior and use of obscene language targeted towards women was believed to be 62% of the abuse in 2012 and 73% in 2016[16]. "These kinds of violence, though commonplace, is not at the forefront of our conversations as women take verbal abuse as normal and do not even consider it a form of violence," a woman from Bajhang said. According to the National Coalition Against Domestic Violence of USA, "Psychological abuse involves trauma to the victim caused by verbal abuse, acts, threats of acts, or coercive tactics. Perpetrators use psychological abuse to control, terrorize, and denigrate their victims. It frequently occurs prior to or concurrently with physical or sexual abuse."

2.2.3 Traditional practices: With a couple of thousand years of history, Nepal is a nation of tradition and heritage some of which is detrimental to the well-being of women and girls. Dowry demands in the form of cash, jewelry, vehicle, land, furniture, and more – even after marriage – can result in severe consequences, including sending the bride out of the home, killing her, burning her alive, poisoning her, acid attacks, and victimizing her. 11% of women identified dowry as a causes of violence against women. In 2012, 44% felt child marriage caused violence against women and girls. Beliefs related to witches and other forms of superstition also lead to violence against women and girls.

2.2.4 *Tani Bihe* and polygamy: The culture of taking, or kidnapping, girls or women (whether married or not) and forcing them into marriage without their consent was part of Bajhang district's culture. "Ten to twelve year old girls have become victims of such 'marriage' practices." called *tani bihe*, this form of marriage is still said to be followed in isolated communities. Tharu women of Kailali say polygamy is common in their community. 70% of participants at a focus group discussion agreed polygamy can be interpreted as a sign of better status, greater access to labor, dowry, and expanded family networks. In far-west Nepal, almost 66% adolescent girls from poor families married before 18, while 9% of all girls are married before the age of 14 years.

Types of Violence

- Verbal abuse 73%
- Physical abuse 45%
- Child marriage 22%
- Chaupadi 36%

16   All figures quoted from 2012 or 2016, unless specified, are sourced from SFCG surveys.

2.3 Causes of violence

against women and girls in Bajhang, Doti, and Kailali

SFCG surveys show that a majority of respondents (52%) believe lack of education and awareness as the main reason for violence against women and girls. 45% said superstitious beliefs were the cause for violence and 39% felt the patriarchal system was to blame. New technologies and social media, poverty, unfavorable traditional practices, alcohol and drugs were also major causes cited.

2.3.1 Lack of education and awareness:

46% identified lack of education as the main cause of violence against women and girls. The Dalit community is well behind in terms of education and such violence occurs more frequently within this community. "Education empowers women and helps them fight violence. It makes the male population responsive," commented a woman from Lamki. "I have come to participate in this discussion but I worry that I will be scolded by

my mother-in-law for spending a long time outside the house," said a Masuriya woman. In her late sixties, another said, "Daughter-in-laws spend more time outside the home participating in these types of events. This hampers education of children, household and farm work, and impacts income and nutrition." Aware women are treated the same as before by the family and the society it was claimed.

2.3.2 Limited access to resources.

Most resources in Nepal are controlled by men. "Within the household, men decide how and where to spend the income or what to do with the property," was the general agreement in Bajhang. 5% said women in decision making positions could reduce gender based violence in 2012, in 2016, the figure rose to 12%. "Women cannot defend themselves because they do not have the resources and they do not make the decisions. If she retali-

ates, she can be turned out of the house and there is more reason to commit violence against her. If she has access to resources, she can fight back against any form of violence," a woman in Sanagaun, Doti, said. In Masuriya, a victim of violence explained, "I see women with property respected by the family and by the society."

2.3.3 New technologies and the social media.

The perception is that social media is increasing sex related crimes against women and girls. A participant in Lamki said, "People make friends and establish relationships outside of marriage." Access to pornography, including abusive material is easy. Activities that are violent are propagated online as normal and acceptable. "In the case of a man taking on a second wife, the first wife goes through psychological, economic, and even physical violence. In the case of a woman leaving, children also become victims." The BBC cit-

Causes of violence against women in different districts
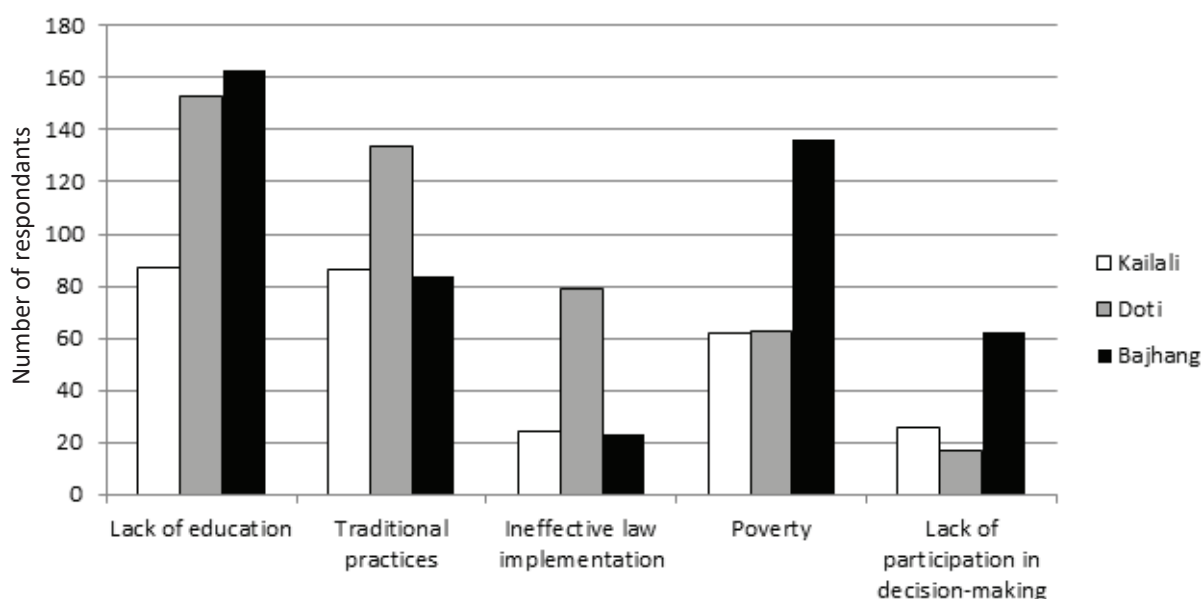
"We are taught to tolerate pain and remain silent from chilhood."

ed "Take Back the Tech!" campaign: abusive SMS messages to tracking movement through geo-location; intimate partner violence – threats of disclosure of intimate communication or "revenge porn" – technology has been used to lure women into situations that result in rape or other forms of violence.

2.3.4 Lack of influence. Families are patriarchal and even established women in the household are not necessarily aware or tolerant of women's rights that challenge authority. Young women, in particular new brides of the family, are expected to take on much of household, farm, and other responsibilities. Violence against women takes place from generation to generation. A former rebel said, "The culture of discrimination or carrying out violence against women is established." A local leader from Sanagaun agreed, "Women do not achieve their potential." Only 3% of women in Kailali felt that they had taken on a decision-making role in 2012 and this number rose to 7% in 2016.

2.3.5 Unfavorable social practices. "Women are limited within the household, their movement is restricted as is their income generation ability," was one comment. Another was that "We are taught to tolerate pain and remain silent from childhood. We are taught to consider our husband a god and are taught to be submissive and obedient generation after generation." A local leader added, "Not fighting back or fighting back ineffectively motivates the perpetrator to continue and even increase acts of violence." *Chaupadi*, child marriage, and *tani bihe* marriages continue. 45% in 2012 and 35% in 2016 saw traditional practices as a cause for violence against women and girls.

2.3.6 Alcohol and drugs related abuse. Alcohol is linked to aggression by men against women and children. Portrayal in movies of men resorting to alcohol during times of difficulty and dissatisfaction compound the problem. "Men come home drunk and start fighting over small issues like salt in the food and beat their wives," said a woman from Rithapatha. In Geta, participants believed that violence against women and girls is more common among Rana Tharu indigenous group and they face higher levels and frequency of violence. Drug usage is developing as a problem in communities across Nepal. Research finds 25% to 50% of those who perpetrate domestic abuse have been drinking at the time of assault, although in some studies the figure is as high as 73%.[17]

2.3.7 Weak implementation of laws. Nepal has criminalized violence against women and girls but "because legal processes are lengthy, hard to understand, and perceived as ineffective, victims are reluctant to seek justice," a police officer from women's cell in Masuriya said. A woman from Bajhang commented, "A child who was married into my community was physically assaulted on a regular basis until she died. The mother-in-law was imprisoned for two years. Is this justice?" Another added, "A father raped his daughter. After ten years in prison he will come back to the same house to live with the mother and child. This is unsafe." Weak and ineffective laws were identified as the main reason for violence against women and girls by 27% of respondents from Doti.

2.3.8 Poverty. In 2016, 30% of respondents believed poverty was a cause of violence against women and girls. Poor economic conditions mean the community as a whole has difficulty becoming educated and aware. "Conditions result in child marriages. Girls are married early because that way the family has to pay less dowry," explained a police personnel working for the women's cell. Being married into a well-to-do family creates more pressure. The woman and her family accept violence to maintain the marriage. Loss of social standing and upkeep of children are considerations. A former People's Liberation Army combatant said in Masuriya, "A rich family in a neighboring village had their daughter-in-law do all the heavy household work. She also faced regular violence. She could neither react nor tolerate the situation, she committed suicide."

17   Foster, Jon. "Alcohol, domestic abuse, and sexual assault." Institute of Alcohol Studies. 2014. UK.

2.4 Perpetrators of violence
against women and girls in Bajhang, Doti, and Kailali

Women and girls can often be unsafe in their own homes and neighborhoods. Those charged with protecting them, such as husbands and their family, women in the household, her parents, the community and the state can fail to protect them, victimize them and have been found to put them in criminal hands. Regional and international demands for sex slaves; globalization, social media, easy access to sexual and abusive material; conflicts and war create an unsafe existence for women and girls.

2.4.1 Men. Because most resources are controlled by men, women do not feel they have the ability or the opportunity to reject violence, raise their voices, or demand their rights. Violence perpetrated by men has decreased while awareness of legal provisions have gone up from from 23% in 2012 to 74% in 2015. According to a former combatant in Masuriya, "Nowadays, if a woman goes through violence perpetrated by men, they tend to report the case to the police." But a lot more needs to be done, a man at the same discussion said, "There would be no violence if women remained silent." Another man from Rithapatha was even more graphic, he added without any qualms, "If a woman raises her voice, we will raise our hands."

2.4.2 Women. Those who have power of authority, seniority, or property over other women perpetrate violence against women and girls. A mother-in-law said her daughter-in-law, "Does not respect me the way I used to respect my mother-in-law. She is rude and hurtful to me. My life has become very difficult as I do not have any other options. I am old and dependent on my family." A former combatant felt, "Violence perpetrated by women on women has been out of focus. I do not believe the status of violence against women by women has improved." Such violence takes various forms such as *chaupadi*, which force women (during menstruation and childbirth) to live in a shed, isolating them from safety, sanitation, and support – 36% of women believed the *chaupadi* system is a form of violence against women and girls. Events that change family structures were highlighted, "When women choose to marry already married men, the first wife faces serious issues as do her children."

2.4.3 Family members can be perpetrators of violence as they extract money or property in the form of dowry, exploit women, cause psychological violence, become bystanders and mute witnesses of atrocities, or directly inflict physical harm. Families have been known to deprive women and girls and their offspring of nutrition, education, access, and independence. Parents can force women and girls to be married or prevent them from gaining education and skills. Movement and financial barriers are put in place and are hard to overcome. Over 60 million girls worldwide are married before the age of 18 every year, most of them with parental consent or due to their pressure. In South Asia this figure was more than 31.3 million and in the sub-Saharan Africa it was more than 14.1 million.[18] In India, more than 5,000 brides die annually because their dowries are considered insufficient....[19]

2.4.4 Neighbors play a role by spreading rumors and criticizing women and not preventing psychological as well as physical violence in their neighborhoods. They may target criticism and abuse towards women and girls. Revenge, property, disputes, or just disturbing other households can be reasons. "They exaggerate, misinterpret and create conflict within the family. I am here talking to men at this focus group discussion, they will tell my husband and in-laws that I want to spend time with men," said a woman in Masuriya.

2.4.5 Criminal elements, including organized crime rackets, are involved in trafficking, prostitution, slavery and entertainment businesses that abuse women and girls. More than 640,000 women and girls are trafficked across international borders every year, and there are more women and girls that are trafficked within national borders. More than 7,000 Nepali girls, as young as 9 years old, are sold every year into India's red-light districts: altogether 200,000 in the last decade.[20] Better awareness and education can help improve the situation. However, the involvement of families, friends, neighbors and others close to

18   www.endvawnow.org
19   Mayell, Hillary. "Thousands of women killed for family honor." National Geographic. USA. 2002.
20   Timalsena, Krishna Ram Dr. "Cross border human trafficking in Nepal." National Law College news. www.nalcnepal.com. Nepal. 2012.

women and girls in criminal activities makes them vulnerable as these are the people that they trust the most.

2.4.6 Cultural, religious, and other practices. For thousands of years, women have been seen as inferiors and communities, cultures and religions have fostered this belief and encouraged the exploitation of women and girls. Men migrate for work while women take care of the home, children, parents, in-laws and generate indirect income. In 2012, 52% of respondents said women were limited to household work and this caused dependency and violence. By 2016 the figure came down to 36% indicating women's role had diversified. Women took on work including heavy lifting or jobs that can be hazardous. While such jobs do not require education, they have an impact on women's physical and mental health.

2.4.7 Conflict and war. Nepal faced ten years of Maoist war from 1996 to 2006. Women who were suspected of being Maoists or those who supported Maoists faced violence even as rebels perpetrated serious crimes against women and girls. The Terai movement compounded the problem with racial and ethnic divides causing discrimination, abuse, and victimization of women based on their hill or Terai origins. While the comprehensive peace accord made room for better protection of women and girls, such agreements are reached post war and during the peace building process while

most of the atrocities take place during the time of conflict. 29% of respondents had participated in training related to UNSCRs by 2016 and professed greater understanding of women, peace and security through training provided by UN Women and other WPS related bodies.

2.4.8 State level issues. 134 countries, including Nepal, say that women, by law, must be treated fairly, and have laws that protect them. However, they are not effective while living up to these commitments: during periods of conflict, state mechanisms may be involved in perpetrating violence against women and girls. Women and girls continue to suffer emotionally, physically, and socially in the aftermath of war. Women in Bajhang, Doti, and Kailali suffer because laws and regulations that protect them are not implemented adequately. 15% of respondents felt laws were weak. 30% of respondents said they have been a part

of leadership development training.

2.4.9 Regional and global trends. Sex trafficking and slavery, cross continental marriages, a rise in inappropriate and damaging material online, and other regional and global trends impact women and girls in the districts of Bajhang, Doti, and Kailali. Often isolated and independent, indigenous communities are not equipped to deal with organized, economically enticing, and new situations they have not encountered previously. Social media led crime has increased globally. Containment of trafficking of women and girls for sex slavery, use as child brides, domestic violence and other violence costs the US government over $1.7 trillion a year according to figures released by the Global Peace Index in 2014. Such costs were 10% of the gross domestic product in 2004 according to the World Health Organization.
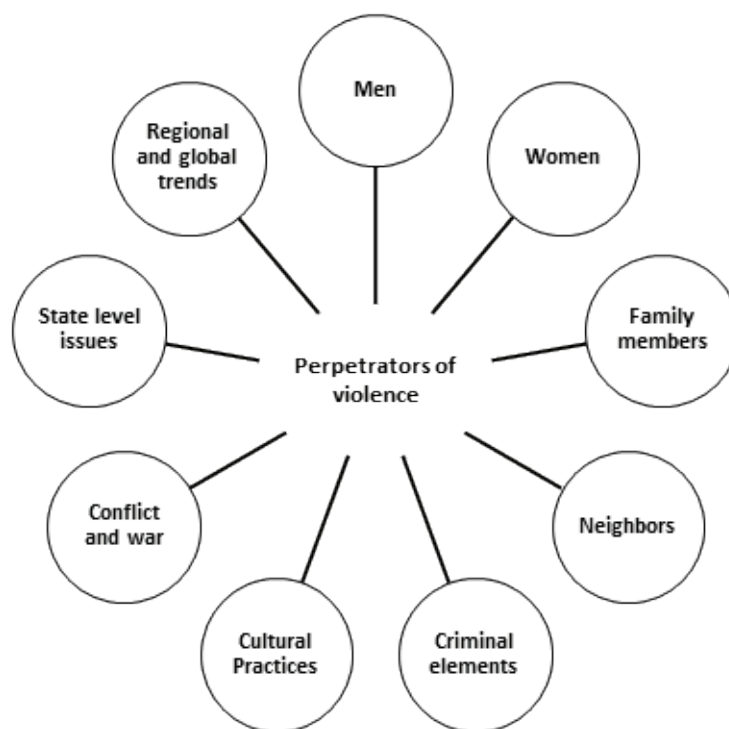
2.5 Impacts of violence
against women and girls in Bajhang, Doti, and Kailali

Women and girls suffer physically, psychologically, socially, educationally, and economically due to violence perpetrated against them. Some have lost their faces to acid attacks, some have been burned alive, some have been admitted to mental institutions, some live as slaves within families and some women have lost their lives.

2.5.1 Physical: Beatings, torture, and other forms of abuse and violence has resulted in disability and other health complications. A woman from Bajhang shared, "I feel like jumping into the Seti river when I am beaten by my husband." 72% of respondents in Kailali acknowledged physical abuse in their locality in 2012 – the figure fell to 20% in 2016. Physical health is also impacted by social practices. "Shelters women have to live in as per the *chaupadi* tradition are unclean and not constructed well," said women from Bajhang. "Women have died from snake bites. We have been raped and sexually abused as we stay in such shelters on our own." Practices

such as underage marriage have caused deaths, miscarriages, unsafe abortions, premature births, and other reproductive health problems. Sex selective abortion is reported to be common in some communities. 75% of respondents expressed lack of knowledge of legal protection in 2012. This figure fell to 26% in 2016.

2.5.2 Psychological: Constant monitoring, unfair accusations, isolation from friends and family, prevention of economic or educational activities, expression of anger in frightening ways, economic control, humiliation in front of others, threats to self or loved ones, threat to harm themselves, controls over choices, and neglect are some forms of psychological abuse. 17% of women respondents in Kailali said they were not involved in organizations because they were not allowed to do so by their families. 41% said this was because they had too much household work. Some forms of psychological abuse are taken as normal in societies even though the victim

may face severe consequences of this abuse. 73% reported use of obscene language had decreased over the past four years.

2.5.3 Social and educational: Women of all three districts did not want to reveal family issues in the community as they feared discrimination. "The victim does not want to be around people whose idle-talk is their personal suffering," a woman said in Bajhang. Both families of victims and perpetrators try to work towards reconciliation even when criminal activities are involved. Girls end up missing school and college. 30% of women from Doti did not know about legal support while another 30% said they could only access support with the help of others. 52% participated in some form of training over four years, 16% felt women did not have the same qualifications as men, while 57% felt women were inactive or not given opportunities.

2.5.4 Economic: Violence against women closes the door for economic empowerment. Women can contribute less income when they go through violence or discrimination because of physical suffering as well as negative psychological impacts. Lack of access, inability to participate in skill-development opportunities, lack of financial support aimed towards increasing her financial viability and independence keep women behind and have far-reaching consequences for her offspring as well. There was a 28% growth in participation in

Perceived impacts of violence against women in Kailali
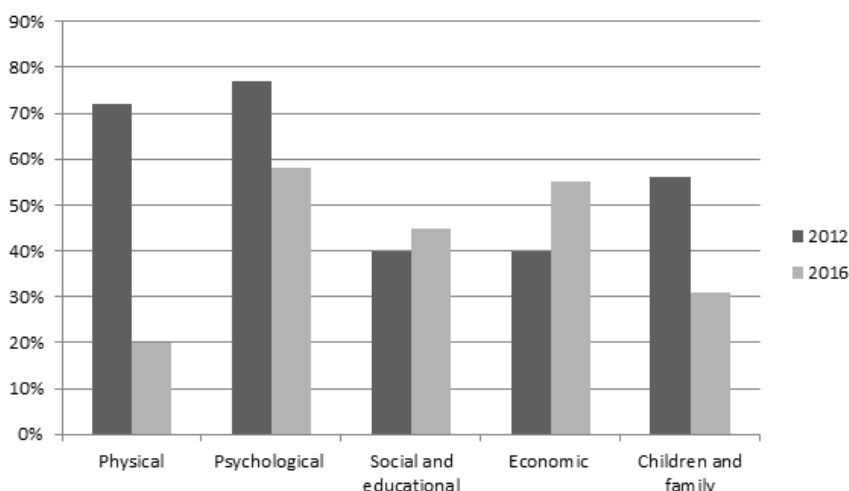
training among conflict afflicted households. 13% participated in leadership and 20% in economic training (with 7% becoming involved in income generation activities as a result).

2.5.5 Children and family: Children in the family suffer grave consequences when women and girls face violence. Lack of medical care and nutrition means mothers who are unhealthy or sources of infection resulting in unhealthy children. 56% of respondents reported deterioration in health due to lack of care during pregnancy, post delivery, or due to multiple births in 2012. After four years of intervention, this figure fell to 31%. Family health, education, and safety were affected. Children who have been a part of violence in the family internalize violence and replicate similar behavior later on in life as perpetrators or victims. Entire households and their young as well as old are impacted.

2.6 Potential solutions to violence
against women and girls in Bajhang, Doti, and Kailali

Suggestions from the grassroots, from decision makers, and from observers reveal awareness and education that sensitize the population as most important. Social empowerment, economic empowerment, an enabling and supportive environment, security, and legal support have been pointed out as essential to reducing and eradicating violence against women and girls.

2.6.1 Awareness and education have been identified as primary activities for all age groups. 43% of respondents felt women were denied education and awareness due to their gender in 2012. This figure fell to 30% in 2016 with 84% reporting that this form of discrimination was decreasing. Awareness that impacts attitudes and behaviors as well as knowledge was deemed necessary. Causes of violence against women and girls and the associated actors and perpetrators need to be studied. Victims/potential victims need to be involved and prioritized based on greatest need for knowledge. Communities that have started to work towards controlling violence need to be strengthened; success sto-

ries shared and replicated and training, workshops, seminars stepped up. Men need to be engaged as in Sanogaun. "There needs to be an environment of understanding between husband and wife and other family members. An environment of trust has to be built." Girls need to be enrolled in schools and informal technical education introduced.

2.6.2 Economic empowerment. Along with education and awareness, women need financial ability to stand on their own feet and help their families and communities. 40% said they made enough or struggled to have a meal a day in 2012, 31% said they made enough for two meals while 24% had enough for clothes and education with only 5% reporting that they were able to save money. Participation in income generation training increased from 9% to 19% between 2012 and 2016. Respondents said they make 22,000 rupees more every year after training. Entrepreneurial skills, income generating abilities and education, greater movement to earn, capacity to find markets for their produce, and sustainable enterprises can help

them change their lives. As long as they feel that they cannot step out of their homes because they do not have money to go anywhere, situations wherein they cannot sustain themselves, it will be hard to stand up to and fight against violence.

2.6.3 Social empowerment. Women need a stronger presence and a society that will support them as they seek justice and fundamental rights. Cross-sectoral engagement is required and men need to be involved in designing, planning and implementing activities that tackle violence against women and girls. Women's networks and groups have worked effectively to decrease violence against women and girls in the districts. 56% of female respondents said they were affiliated to such an institution (mothers' groups 21%, women's groups 20%, and forest user groups 11% were most popular). Women from Masuriya have shown that when women work in a united manner it is possible to decrease violence against women and girls. Police personnel from Women and Children Service Center in Bajhang

Suggested solutions to issues proposed by grassroots women
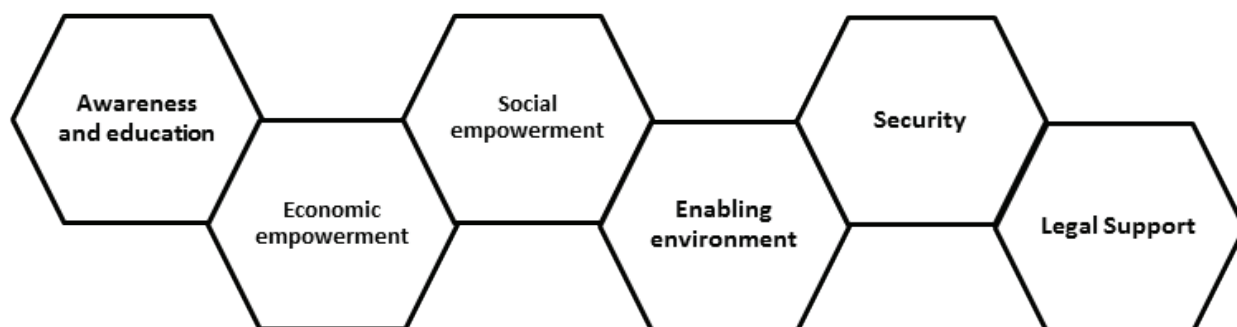
said that women's networks and groups have reported violence against women and girls in distant and remote places. "These networks are wide and trusted by women," they said.

2.6.4 Enabling environment. Women are taking on wider roles. 52% reported healthy participation in public events in 2012, this figure has grown to 65% in 2016. 23% of women affiliated to an organization reported that they had some form of officiating role while 68% said they were members. In order to increase access of victims to services, counseling, legal provisions, and justice, stakeholders need to create an enabling environment. Schools, government services, enterprises, entertainment media and other aspects of the society need to be friendly towards women and girls and support them as they seek to live in a violence free world. Programs need to be initiated so service seekers are aware of government organizations and service providers. Women and girls need support as they seek to recover from an already traumatic experience. Agencies such as the Women and Children Service

Center work to improve the environment, therefore, they need to be strengthened.

2.6.5 Legal support. Awareness of legal provisions has grown from 25% in 2012 to 75% in 2016. 29% were confident that they could access legal support on their own, 17% did not know the processes involved, and 29% felt they could only access help through others. Government organizations and service providers should be held accountable for the implementation of laws. Participants of all three districts agreed that implementation of laws and policies is poor. Those convicted of crimes against women and children do not return to the community corrected, they said, and punishment is not proportionate to crimes committed. Safe houses are needed to provide shelter to victims. Respondents are more satisfied with Women and Children Service Centers: "There have been only one or two repetition of violence in cases handled by the center. They help victims prepare documentation, write applications, collect effective evidence, and fight against perpetrators of violence. Those in safe houses need

services like health care and facilities for children."

2.6.6 Security. Five out of 100 women felt unsafe when outside of their homes. Police presence is needed in hard to reach areas. Working in close coordination with women's groups and networks, the police can work with the community and improve relationships. Those unsafe in their own homes and communities expressed concern regarding safety and status of victims when they have to continue living with perpetrators (after returning from protection or when perpetrator is released from custody). 50% found authorities responsive and helpful; 24% of those who went to authorities believed authorities to be unhelpful or unwilling; 26% felt they took too much time to respond to their calls for help. Immediate support is required in order to ensure victim's security in such cases. Participants at a focus group discussion in Bajhang illustrated their point: a girl raped by her father and her mother will have to live with the father once he is released from prison. The community needs assurance as regards their security.

Chapter III: **LOCALIZATION**
of the national action plan on UNSCRs 1325 and 1820

3.1 Introduction

Nepal was the first country in South Asia to adopt a national action plan on UNSCRs 1325 and 1820 through "... an inclusive and transparent process,"[21] using a multi-stakeholder approach and collaboration. NAP aims to contribute to durable peace and a just society. Ministry of Peace and Reconstruction is the leading agency for coordination, development, and implementation of the national action plan.[22] SIWPSAN worked to help localize and promote the national action plan on UNSCRs 1325 and 1820. District coordination committees (DCCs) were setup and collaborated with other government agencies, civil society organizations and related institutions and individuals to mainstream the women, peace and security agenda into local level annual plans.

District action plans were formed and village level plans integrated priorities. District coordination committees helped skill development, helped distribute scholarship to conflict-affected families, prepared year one and two plans, shared mid-term evaluation findings among civil society members, monitored as a team, published reports, and updated the list of conflict affected women. 68% conflict affected households and 52% of female respondents had participated in skill development and awareness training by 2016. Participation

of women at grassroots and district levels increased. Each of the national action plan's five pillars were strengthened. Safe houses came into action. Women and Children Service Centers (WCSCs) helped victims of violence with the help of the police. The media played an important role in the promotion of the women, peace and security agenda. Women's networks and groups were promoted. 49% more women became aware of legal provisions related to their rights.

Former women combatants said that they were able to re-integrate into the society due SIWPSAN's interventions. A verifiable mechanism was developed for resource mobilization and monitoring. Project districts introduced monitoring tools to observe target groups. Conflict affected women in project VDCs became regular invitees to planning meetings and were aware of government funds allocated to address their needs. Collaboration fostered by the project helped avoid duplication of activities and replication of successes. IPWN ensured women's needs were factored in during the planning process and represented women at the grassroots to assure plans were implemented while lobbying for and mobilizing a gender responsive budget (GRB). The women, peace and security agenda became more sustainable, grassroots women more aware of their rights, provi-

sions under the law, and the gender responsive budget with 75% of respondents stating that they were aware of legal provisions. Bodies such as IPWN coordinate with stakeholders and women's networks and groups to take forward the WPS agenda in a sustainable manner.

3.2 Relevance of the national action plan

In 2012, 43% female respondents said they were not aware of their legal rights. In 2016, 90% said that they were aware. In Dhangadi, the comment was, "The national action plan is relevant. Women's participation has increased and they are raising their voices. District coordination committee members and other stakeholders are held accountable."

3.2.1 NAP involved women in general and marginalized communities in particular. During interviews, representatives of IPWN, partner organizations, the civil society, and political leaders said they witnessed women who were previously absent participate, speak out, plan, and implement activities. "Women of Bajhang did not speak out, they now openly put forward their thoughts on violence against women and girls," a local peace committee coordinator said. The national action plan and UNSCRs 1325 and 1820 have been explained at the district and grass-

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21   Mapping Progress on Women's Rights in Nepal. UN Women. December 2014.
22   Need Assessment: Nepal National Action Plan on 1325 and 1820. Safer World. March 2012.

roots level. They have learned about how district actions plans incorporate and feed the national action plan and how village level planning supports district action plans. 65% women participated in discussions and influenced decisions made at the grassroots level. 4% of conflict affected women were aware of UNSCRs 1325 and 1820 in 2012, 47% said they were aware in 2016.

3.2.2 National action plan was integrated into the district planning process. Monitoring mechanisms and the effectiveness of NAP was discussed at DCC meetings. Beneficiaries played the role of auditors to ensure activities related to women, peace and security were present in village development committee plans. Women not in decision-making positions at the local level and in ward citizen forums became coordinators and members. 16% of female respondents said they were in key positions such as chairperson, secretary, or treasurer in organizations. Of 12 local structures, women were in decision making positions in 4.3 in 2016 (the figure being 1.56 in 2012). 90% of respondents felt violence against women and girls had decreased. "Women's networks and groups were not present. Networks formed within the last two years have shown tangible output," women and children officer of Bajhang said. "Hard-to-reach areas have been targeted. This is where change is needed the most."

3.2.3 DCC forms a bridge. "Quarterly meetings are organized by district coordination committees to bring together government and non-government agencies. They help plan, remove duplication, encourage replication of success stories, create synergy, and take forward joint efforts." District administration office (DAO) works for the relief and recovery of crimes against women victims while local peace committees work to update data and verify the status of conflict affected women. NGOs work with similar objectives. A DCC member from Kailali said, "UN Women took us to Kyrgyzstan where we saw first-hand how the national action plan can be localized. Workshops on UNSCRs 1325 and 1820, sexual violence, sexual harassment, representation of women in the justice sector, policies on sexual violence were organized." 52% of respondents participated in women, peace and security related efforts and 29% participated in UNSCRs 1325 and 1820 related training.

3.2.4 Ministry of Federal Affairs and Local Development provided gender responsive guidelines with significant provisions to support the women, peace and security agenda. The guidelines stipulate that women's networks must be included in the planning process at the village development committee level; integrated planning committee at the municipality level must have at least two women members; article 3

of the guidelines requires gender equality and social inclusion during planning and implementation processes; article 5 states at least two of 10 members of the VDC-level monitoring committee must be women; and the municipality level monitoring committee must have three female members out of 11. The district development committee is preparing a five-year plan for wider local development targeting WPS using bottom-up planning. Data related to the status of women, peace, and security, needs and gaps were identified to make the plan effective.

3.2.5 District specific policies have been implemented. Over the past two years, 11 district coordination committee meetings in Bajhang, 17 in Doti and 13 in Kailali have taken place. A total of 89 decisions made at these district level meetings influenced localized policies. Inclusive participation progressed in joint monitoring committees, a common agenda on district priorities, mainstreaming of the WPS agenda in local development, avoidance of duplication, optimum utilization of resources, sharing and review of challenges and lessons learned. "Based on the national action plan, district action plans were prepared and 82% of decisions implemented at the district level," reported women and children officer Sabina Shrestha of Doti. Planning at the VDC level with participation of the chief district officer, the local development officer, civil society representatives and concerned stakeholders took place.

Have you heard about the national action plan?	2012		2016	
	N	%	N	%
Yes	31	4%	292	34%
No	695	96%	576	66%
Total	7260	100&	868	100%

3.3 Review of the NAP pillars

3.3.1 Participation: SIWPSAN aimed to help ensure equal, proportional, and meaningful participation of women in every decision-making level of the conflict transformation and peace building process. Of 12 local structures in place, crimes against women was represented in less than two in 2012. By 2013 the number went up to four. Representation of those who suffered crimes against women, former women combatants and victims of violence had increased from 52% to 88% by 2015. Participation increased with 74% female respondents saying that they were affiliated to women's groups, mothers' group, ward citizen forums, or forest user group. At this time, women in forward-thinking mixed communities are more engaged in the decision-making process than women in homogenous communities.

3.3.2 Protection and prevention: SIWPSAN helped strengthen safe houses in Bajhang and the Women and Children Service Centers in all three project districts. 23% female respondents were aware of women's security, laws and legal provisions in 2012, in 2016, the figure rose to 70%. In 2012, 19 out of 100 women reported domestic violence, only 5 out of 100 women felt safe in their communities, 15% of domestic violence victims did not share their experience with family members, and 9% of those reported such cases. "Women and Children Service Centers (WCSCs) are trusted and women make use of safe houses," safe house in-charge in Dhangadi said. Coordination between WCSCs and safe houses

enables the better handling of cases with child care provided through coordination with other organizations. Sub-inspector of Dhangadi said, "After computer training, we digitized available data and analyzed it to discover trends related to violence against women and girls."

3.3.3 Promotion: The media promoted the WPS agenda though they were not primary stakeholders of SIWPSAN. In 2012, only 3% women reported having heard about UNSCRs 1325 and 1820 but by 2016, 93% reported awareness of the resolutions and 58% awareness of the five pillars of the national action plan. 47% said they had heard of them on the radio and 47% through events and meetings. Women's groups and networks were effective in promoting the women, peace and security agenda and provided platforms for interaction and discussion. "This effort has been partnership based. IPWN organized classes on UNSCRs 1325 and 1820 at schools and cooperatives, WOREC worked to decrease suicide rates among women and girls, while the local police verified data." A vice-chairperson of a center working to reduce crimes against women in Bajhang said, "I used to consider myself a victim of the war and felt ignored by the government. Now that I am aware of the provisions made available to us, I feel empowered. I can try and influence decisions in our favor."

3.3.4 Relief and recovery: Social and economic empowerment is key to reintegration of conflict affected women and former female

combatants in communities. UNSCRs 1325 and 1820 have led to greater discussion, interaction, acceptance, and collaboration on women's rights. Systematic constraints leading to delays in distribution of relief material hindered recovery. "Conflict affected women proposed identity cards as some still have not received relief material. Out of 1,205 conflict affected women only 311 had received relief packages from the government," Surendra Bhatta, local peace committee coordinator of Doti, said. "The chief district officer, president of Creative Development Society and I had to sit for a meeting to tackle randomized distribution of relief material. We presented a report at a regional summit to expedite recovery."

3.3.5 Resource mobilization and monitoring: Project districts introduced monitoring tools to ensure active participation of women including those affected by conflict and women from disadvantaged or *dalit* communities. Historically, participation of women at the policy level has been negligible. Local peace committee coordinator for Bajhang explains, "Women are involved in monitoring and evaluation of DCC members, the SIWPSAN project, and organizations working on UNSCRs 1325 and 1820." Activities that increased ownership took place. District coordination committees reported every quarter and shared key achievements, gaps and challenges. This led to synergy and improved the localization process of the national action plan. "The chief district officer and the superinten-

dent of police went on field visits and gathered information on conflict affected women; teams, including those at the village development committee level, monitored specific activities and ensured better quality and impact," Dev Bahadur Khadka, VDC Secretary of Sanagaun, said.

3.4 NAP at the local level

3.4.1 Participation and coordination. IPWN members in Dhangadi said, "*Conflict affected women* in all SIWPSAN covered *village development committees* are present at every planning meeting." Sabina Shrestha, women and children officer of Doti reported, "Issues related to conflict affected women listed by all five village development committees are reviewed when making district action plans." *District coordination committee* members review the plan to foster collaboration, avoid duplication and increase leverage. Plans prepared by the VDC are reviewed by a committee chaired by the chief district officer, district development committees inform others when making action plans, share such plans, and review progress. Updates are sent to relevant government line agencies, civil society organizations and district development committee mem-

bers. Author of *Peace, Development and Our Rights*, Surendra Bhatta, is also the local peace committee coordinator of Doti. "My book shares information particularly with the Ministry of Peace and Reconciliation on how coordination between district development committee and local peace committee takes place, how forums work to remove duplication and how they replicate processes. It explains how joint planning, implementation, and monitoring that involve issues related to conflict affected women is taking place."

3.4.2 Improved role of women and children officers. WCOs come into contact with women and girls who need help, contribute to awareness, economic empowerment, and coordinate activities related to district action plans based on the national action plan and UNSCRs 1325 and 1820. They helped assess needs of conflict affected women, formed conflict affected women's groups and provided skill-based training. They helped connect conflict affected women to other organizations and coordinated, documented meetings and forwarded information to appropriate bodies. Sabina Shrestha, acting women and children officer of Doti, said, "Our improved role has allowed us to support organizations like IPWN

which is lobbying for a minimum set aside of 10% of the village development committee budget for women. However, it is important that women and children officers be provided greater impact roles rather than supporting roles."

3.4.3 Incorporation of target group opinions. A Kailali district development committee member said, "Information from the grassroots lead to planning at the district and national levels and changed discussion on key topics because a bottom-up approach was used." Surendra Bhatta, LPC coordinator, Doti, said, "Many women aware of plans at the village development committee want ambitious achievements because they are unaware of budget constraints." Dev Bahadur Khadka, village development committee secretary of Doti, said, "This knowledge gap between ambitions and constraints need to be bridged to increase satisfaction among women. Women list problems and prioritize solutions. We have a budgetary constraint of Rs. 25,000 this year and they do not understand why we cannot build the meeting hall and organize additional skill-based training they asked for." Budget allocation related knowledge was higher among women in SIWPSAN covered districts. They were able to lobby for more funds and presented logical

Review of the NAP pillars	
Pillar 1: Participation	In 2012, active participation, influencing decisions and presenting ideas on the WPS agenda was 52% among women which increased to 88% in 2016.
Pillar 2: Protection and prevention	23% female respondents were aware of women's security, laws and legal provisions in 2012, in 2016 the figure rose to 70%.
Pillar 3: Promotion	In 2012, only 3% women reported having heard about UNSCRs 1325 and 1820 but by 2016, 93% reported awareness of the resolutions and 58% about the five pillars of the NAP.
Pillar 4: Relief and Recovery	Out of 1,205 conflict affected women only 311 had received relief packages from the government.++++++++++++++++++++++++++++++++++++++
Pillar 5: Resource Mobilization, Monitoring and Evaluation	Various monitoring teams, including those at the VDC level, have been formed to monitor specific activities and to ensure quality and impact.

"She was asked if her shop sold guns and bullets."

plans. Women and children officer of Bajhang said, "Although problems of women were identified through bottom up planning, the solutions process was not equally accessible to women."

3.4.4 SIWPSAN exit strategy.

Functionality of district coordination committees, empowerment of women and children officers, strengthening of local and grassroots partners, implementation of ministry of federal affairs and local development district development committees policy guidelines that prioritizes women, peace and security have set the stage for UN Women to handover specific sectors or concentrate on areas that require intervention. Planning has been effective with implementation needing greater attention. Sustainability of district action plans was part of SIWPSAN exit strategy with district coordination committees being active proponents of the WPS agenda. The DCC in Kailali is preparing a five-year plan to address the needs of women and is looking at improvements, "Women come up with similar programs every year. We are presenting innovative program samples so they can target high impact efforts.

3.5 Activities related to localization of NAP

3.5.1 Economics.
"Victims are now capable of saying why they are entitled to government support. Women earn for the family and have more say in the household. Their mobility has improved," Sabina Shrestha, WCO of Doti, reports. "I feel that conflict affected women, survivors of violence, and single women have become role models in the community," Sabitra Acharya, previously a combatant, said. "SIWPSAN provided training with seed grants and IEC material that helped enterprises get off to a good start. Since I am economically empowered now, people treat me differently and my regard in the society has increased. I tell others how important it is to be economically able." Awareness, economic improvement, communication, and coordination, has helped former women combatants become productive members within their communities.

3.5.2 Integration of former combatants.
Rejection of former combatants by communities was a primary problem SIWPSAN faced when in the beginning. Women combatants were perceived as a problem by the community. When a former combatant opened a shop with the help of SIWPSAN, she was asked if she sold guns and bullets. The situation is different now. 53 out of 100 excombatants feel secure within their communities. "District action plans have helped unite women from different political ideologies. During the curfew in Kailali, women from the opposing political parties came

together to organize events and activities that built harmony and encouraged peaceful methods of protest. This has been an amazing transition for us." Nirmala Rijal, president of IPWN, said radio stations picked up on this event and broadcasted news on how people worked together to build peace and security in the far-west.

3.5.2 Gender responsive budget.
GRB was introduced "to ensure Nepal government and donors take into account women's perspective in budgets and taxation..."[23] IPWN members of Kailali were involved in the process of collecting women's needs and listing possible activities and programs that responded to these needs during planning and implementation phases. "Proposals were written to initiate activities such as campaign against *chaupadi*." By 2016, 62% of respondents agreed that the practice of *chaupadi* had decreased. "We learned about district-level budget allocation and available funds. We met the women and children officer to learn how gender responsive budget could be used."

3.5.3 Auditing of the gender responsive budget
has been carried out. Difficulties in incorporating needs of women due to bureaucratic complications, lack of human resource, and the lack of system that works with priorities were overcome and awareness on GRBs increased due to SIWPSAN. Government agencies in the districts learned how to improve performance.

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23   'A study on Gender Responsive Budgeting.' A joint publication of Ministry of Education, UNESCO and UNICEF. 2010.

DDC program officer, Dhangadi, said, "Women and their needs were not focused upon in budget plans of the past. While the present budget is not perfect, more effort has been put in and monitoring by organizations such as IPWN have made women more conscious. Aspirations of women were documented and there is greater ownership."

3.5.4 Gaps in project implementation.
While both project planning and implementation have been effective, district level coordination with government, civil society and community organizations and individuals present challenges. IPWN focus group discussion in Masuriya revealed difficulty while ensuring allocation of gender responsive budgets. "We had to notify the secretary that we would lock down the municipality if our voices were not considered," women in Kailali said. "It is difficult to lobby and make ourselves heard without IPWN's help." Challenges vary according to culture, tradition, geography, remoteness, economic condition, education and exposure. District development committee program officer in Dhangadi said, "Sometimes women are not even aware of their needs or how to best achieve solutions, in these cases how will the gender responsive budget be used in a manner that

benefits them? This is why training and samples of innovative ideas are necessary."

3.5.5 Resource tapping by a few select women.
A mechanism is needed so women with greatest needs gain access to services and resources in all three SIWPSAN districts. A limited group of women, most of whom are well to do, are participating in available programs. "Attention needs to be focused on whether the right women are asking for and benefitting from the gender responsive budget. I see mostly the same few active women lobbying for gender responsive funds," a program officer commented. In Bajhang, women-friendly structures like birthing centers and bathing spaces have been built and benefit all local women. It is important to involve marginalized women beyond those who are already vocal and active.

3.5.6 Sustainability of the WPS agenda.
Women at the district level, village development committee level and grassroots level became aware. Women understood gender responsive budgets, fund sourcing, and where to access funds from. IPWN coordinated with stakeholders at the district level. Women's groups, mother's groups, forest user groups, and others involved women and coordinate with dis-
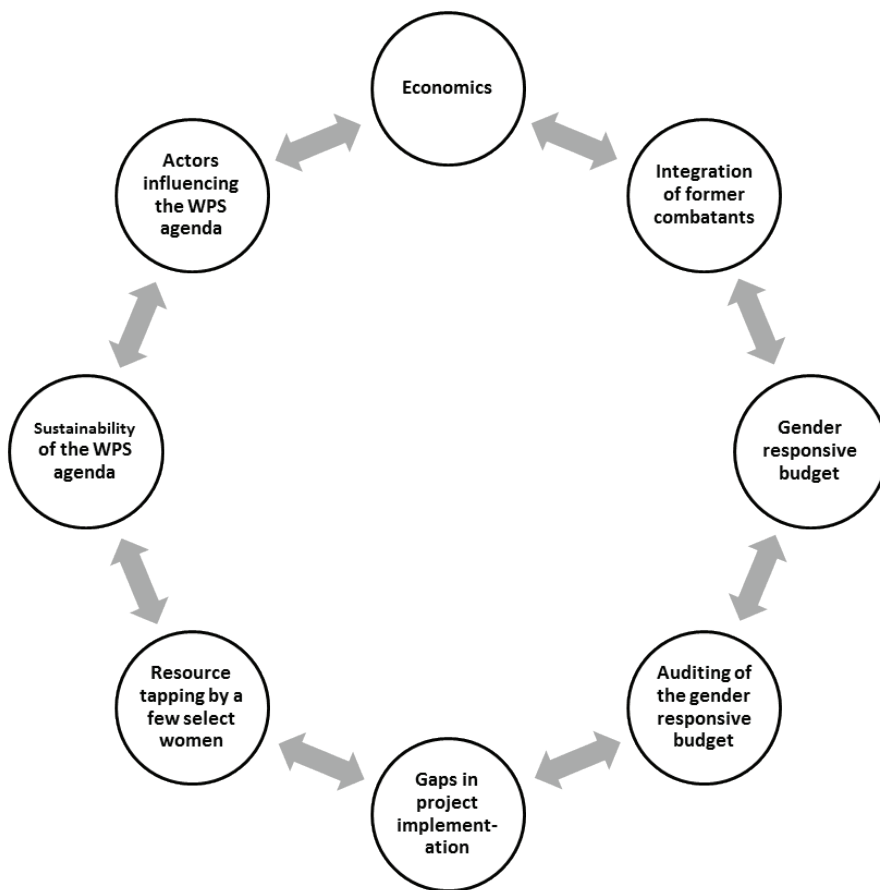
trict level agencies and NGOs. Women actively participated in youth networks, women's groups, mothers' groups, forest users' committee, tole user committee, NGOs, school management committees, local security committee, interparty women's network, and political parties. In 2012, such affiliation was 20%, in 2016, it was 74%. All these activities cover the WPS agenda that helps sustain project goals. 3.4.4 exit strategy also addresses sustainability, please refer.

3.6 Challenges

3.6.1 Integrated planning.
The WPS agenda is incorporated in the guidelines prepared by the ministry of federal affairs and local development for district development committees and covered by the district action plan preparation process. The women and children officer and the district development committee need to integrate their planning as they formulate plans separately.

3.6.2 Realistic expectations
regarding funds allocated to women. Availability of funds and expectations and ambitions of women do not match. This created difficulties for village development committees. Awareness related to gender responsive

When you heard about national action plan, what kind of message did you get?	Male		Female		Total	
	N	%	N	%	N	%
UNSCRs 1325 and 1820 related message	18	95%	211	77%	229	78%
NAP pillar related mesage	5	26%	104	38%	109	37%
Service and facility related to CAW	11	58%	162	59%	173	59%
Rights and provisions related to CAW	7	37%	187	68%	194	66%
Other	0	0%	12	4%	12	4%
Total	19		273		292	100%

Economics

Integration of former combatants

Actors influencing the WPS agenda

Gender responsive budget

Sustainability of the WPS agenda

Auditing of the gender responsive budget

Resource tapping by a few select women

Gaps in project implement-ation

3.6.7 Focus during DCC meetings. The district coordination committee secretary needs to share the agenda of a meeting clearly. Comments received by the secretary should be addressed and included. Meetings need to be brought back in track when discussions diverge.

3.6.8 Prioritizing grassroots levels: Mobilizing members of IPWN as local activists, sharing plans finalized at district level with people at the grassroots, proper need assessment based on traditional occupations and interests, utilizing existing groups and local structures formed by the WCO to implement the programs related to women, peace and security can help reinforce the bottom up approach.

3.6.9 Needs, solutions, and challenges collected at the grassroots are finalized by the National Planning Commission at the national level. Therefore, district coordination committees need to inform respective ministries and their departments about local priorities in order to make bottom up planning successful.

3.6.10 Capacity enhancement. Women are not skilled in project conceptualization, planning, financing, and proposal writing which hinders fund raising, effective structures, implementation, and sustainability of efforts. Grassroots women need training in this sector.

budgets, the amounts available, their purpose, and limitations and the reasons behind them needs explanation.

3.6.3 Confusion regarding the WPS agenda: At the district and grassroots level, stakeholders believe efforts towards women, peace and security will end with the withdrawal of UN Women. A clear message need to be delivered regarding how this effort will be led by the government and other stakeholders when SI-WPSAN ends.

3.6.4 Including marginalized women. Women in marginalized areas are deprived of the benefits of the project because they do not have access, are not mobile, may not have financial resources, or house and farm work deprives them of time. They need

to brought into the project fold in order to assure those who need benefits the most are covered.

3.6.5 Getting **relief packages to all** conflict affected women. Some women access services multiple times while some never gain access. Especially marginalized women and women from remote communities are at a disadvantage. A database of women who have received relief packages can help achieve a fairer distribution of relief material.

3.6.6 Effective handover of responsibility to newly recruited district coordination committee members is required. Orientation on the status of the effort and DCC members' roles and responsibilities and ownership of the WPS agenda would help.

Actors influencing the WPS agenda

Power, interest, legitimacy, and relation to collaboration and conflict were benchmarks used to identify some of the actors influencing women, peace and security.

- *Conflict affected women:* Conflict affected women are perceived as marginalized though they are the primary beneficiaries. They are not seen to be powerful enough to influence the WPS agenda.

- *Chief district officer* is perceived to be a legitimate stakeholder, and an important actor in policy making, by the community. They were not aware that the officer is chair of the WPS agenda.

- *District development committees* are perceived to be authoritative primary planners and implementers. Under the local self-governance act they are perceived to be legitimate stakeholders.

- *Local peace committees,* established upon signing the comprehensive peace agreement, have data, update status of conflict affected women, and distribute relief packages. They are perceived as powerful and legitimate.

- *Community development centers* are perceived as powerful, influential, and legitimate and are believed to have resources to contribute to the WPS agenda and coordinate at the district level.

- *Women and children officers* are perceived as powerful, legitimate, accountable, and accessible. They are seen on field visits, organizing events, and implementing the WPS agenda.

- *Women and children office* is government installed and involved in planning and implementation of the national and district action plans and UNSCRs 1325 and 1820. They are perceived as powerful.

- *Women's networks* take forward discussions and coordinate with district level stakeholders. They have the ability and capacity to lobby effectively. They are considered legitimate.

- *Women's groups and networks* are perceived as powerful with access to the WCO. *District partner organizations* are perceived as accountable and having resources to implement the WPS agenda. Awareness building and community mobilization is believed to be their strongest aspects.

- *Cooperatives* are perceived to be powerful, accountable and have financial resources. They have a ground network and carry out onsite monitoring and are used to regulatory working systems.

- *Women's rights forums* are perceived as vulnerable and in need of strengthening. Their work has been overshadowed through they have networks with donors and effective implementing partners.

Chapter IV:
REPRESENTATION OF WOMEN

4.1 Influences on women as they take up key decision making positions

4.1.1 Mandatory provision set for women to be president, secretary, or treasurer in organizations. While a breakthrough provision, this requirement is being fulfilled to assure compliance by organizations rather than to create opportunity for women. Many such positions are ceremonial and not accompanied by real decision-making roles. Even if a woman may be appointed treasurer, she may not be allowed to contribute to financial decisions though she may take care of the money because she is perceived to be more "trustworthy" than men. Such roles, however, appear to be shifting towards leadership roles. "Women are in key decision-making positions in small-scale enterprises, cooperatives, and other structures at the ward level though men still control the reins," a woman from Kailali said. 48% of surveyed female respondents felt women are qualified to take up leadership roles.

4.1.2 Women from marginalized homogenous communities in decision-making positions. Only rarely do women in remote marginalized communities occupy key decision-making positions, benefit from opportunities or exercise power. Those who do usually tend to come from privileged backgrounds. Generally, women are unaware of their rights, available opportunities and are not economically strong. 18% of female respondents said they were

not allowed to move freely outside of their households. In the Dalit community of Sanagaun, only one woman was aware of an event organized for women's empowerment and her neighbors said, "She attends all events herself. When she does ask us to join her, we cannot take part because we do not have the time or the money." 56% female respondents said they did not participate in meetings as they lacked education. They were reluctant to take part in forums, networks and organizations due to lack of confidence. Heterogeneous communities like Sanagaun where different ethnic communities live together have impressive participation and representation of women in local structures.

4.1.3 Perception of marginalized people in project and non-project districts on women's leadership. Women from Tharu community of non-project area of Geta were not able to share how women could influence decision making. Unlike Tharu women from Geta, women from project village development committees were aware of their rights and were in decision making positions. One such example was Sundari Nepali who is president of Jana Jagaran Sangh, Doti. The project has enabled women from different communities to come together and work towards the common goal of women empowerment. Focus group discus-

sions in Geta and Doti showed contrasting levels of integration amongst community members of different ethnicities. When invited to a meeting, Tharu women of Terai plains and women from the Pahad hills sat separately in Geta while they intermingled in Doti.

4.1.4 Women gravitate towards organizations represented by women leaders. A woman in a key decision making position within an organization helps other women connect with the organization. Increased comfort levels, greater confidence in products and services, better flow of information and improved sense of identity takes place among women in communities when women are in decision-making positions. The ripple effect affects local structures explains a local leader from Doti, "When women became involved in the school management committee, they were able to learn as well as explain why their daughters need to go to school." There was 20% increase in women's activity at meetings in 2016 over 2012.

4.1.5 Reasons for increased participation of women in key decision making positions. Greater knowledge of legal, social, and financial provisions at the national, district and grassroots level have helped women achieve key decision making positions. Female respondents who said

Trust within the network

Trust within the network was tested using participatory tools in Masuriya, Kailali with a mix of gender, caste, ethnicity, age, ex-combatants, and conflict affected women. 10 stakeholders in women's empowerment were listed: political parties, women's network, non-government organizations, cooperatives, village development committees, privileged groups, school management committees and youth clubs, women and children offices, and the community forest user groups. Discussion on trust between target groups and stakeholders took place. Trust was quantified from 0-10 with 0 being no trust and 10 being most trusted. Participants were asked the reason behind their rating.

Political parties were trusted by stakeholders as they had advocated for women, peace and security and secured women's participation in key decision making roles. Privileged groups, village development committees, and school management committees can be strategic partners when working with the women, peace and security agenda. All four were trusted and women believe that privileged groups have social assets such as networks and access to social structures and that they could hold key positions in the future. Village development committees worked well with stakeholders increasing their trust. Women trust school management committees as they deliver education to their children.

Women perceived youth clubs as important but they were unable to meet the expectations in the field of women's empowerment. Therefore, they are not usually invited to events related to women's empowerment. The Women and Children Office has not been able to satisfy the high expectations of women and, therefore, they have not been able to gain high levels of trust. The WCO has resources like the gender violence eradication fund but victims have not been able to utilize the fund due to bureaucratic restrictions. Women and children officers, however, have higher ratings and are believed to be accountable and responsible.

Trust of cooperatives and community forestry user group trust is low. Both provide loans to local people but the process is perceived to be confusing and difficult. Community forest user groups and political parties do not trust each other. Usually political leaders are the chairs of community forest user groups however, in Masuriya, the president of the group does not want political interference. Women's networks, village development committees and school management committees do not trust each other. Conflict in power dynamics has led to this situation.

"Women are presidents, vice presidents, secretaries and treasurers in institutions that impact our communities."

they were aware of issues related to women, peace and security and legal provisions increased from 23% to 74% in 2016. Set representation of women in local structures has contributed to assure increased participation by women in decision making positions. This increase has occurred particularly over the past two years as monitoring and better coordination takes place. Representation in women's groups has also increased from 20% in 2012 to 74% in 2015. Participation of women in the 12 local structures has increased from 13% to 36% over this period.

4.1.6 Changing patriarchal norms. Men dominated leadership positions in the past, but women in decision making positions have increased noticeably. Some men in all three project districts said that they were impressed by women's interactions during meetings. Women took on actions that have impact. A mixed gender discussion in Doti took place with excellent interactive participation by both men and women. The interaction was evidence of women breaking out of set social patterns. Men were more accepting of the changed roles of women. When women actively express views and counter statements, they show why they should hold decision making positions. 18% respondents agreed that restriction by family members hindered their participation in groups, networks, or organizations. 22% said they could not participate because of their engagements within the household.

4.1.7 Social, political, and financial impacts of participation. Encouragement from family and community; political affiliation and awareness of rights; eco-

nomic ability to cover cost of participation; and psychological strength that allows women to stand and speak in front of people determined their participation. Lack of mobility due to social and family pressures, lack of awareness and education, and inability to reach and stay in places where events take place discouraged women. SIWPSAN helped women's economic empowerment through skill based training and seed grants that allow them to start enterprises. Women from all three project districts indicated education is needed if they are to seek positions that involve making key decisions. Women from supportive households that shared workloads had greater opportunity to take part in activities and exposures that fostered their decision making abilities.

4.1.8 Support from male members of the family helps women take on decision making roles. From vocal support to sharing household work, other members of the family, especially men, can help women achieve more. Involvement in local structures is time consuming and women need to gain the support of their families so that they, their families, and their communities can gain clear benefits. 71% of male respondents believed women were qualified to fulfill roles and responsibilities demanded by key decision making positions. They were thoughtful as to what such participation meant to women, children, families, households and farm work. While men wanted the participation of women in key decision making positions, they were concerned as well.

4.1.9 Exposure increases women's involvement in key decision making positions. After building soft skills, it is important to let

women observe how they can be applied in real life. IPWN connected women to success stories and people who used skills with effect. Observing role models such as active entrepreneurs, businesses, leaders, coordinators and encouraging women to participate in events and workshops has increased confidence levels and chances that women would take up positions that involve key decision making. An IPWN member in Doti said, "Women have now become presidents, vice presidents, secretaries and treasurers in institutions that impact our communities such as cooperatives and school management committees." 13% of conflict affected women and 15% of former women combatants said that they are affiliated with IPWN.

4.1.10 Women's networks and other local structures make a difference. Established networks in the project districts like mothers' groups, IPWN, women's cooperatives were able to increase leadership capability, coordination skills, and management knowledge through SIWPSAN. A platform for members of the inter-party women's network was created so that political parties could come together, discuss issues and solutions and look beyond ideological differences to benefit women. Opposing parties and thoughts realized common interests, received training on leadership and participation and took actions that strengthened women's ability to take on key decision making roles. 53% of female respondents participated in most discussions at the grassroots level and 35% felt they influenced decisions.

Quantifying understandings

Differences in understanding of causes of violence by gender was tested using a participatory tool in Sanagaun, Doti. Ten factors that can decrease violence against women and girls were tested: changing values and norms; economic empowerment; influence of men; informal education; family support; leadership development; sharing of household work by women and men; self-confidence; exposure visits; and women putting forth their candidacy for key decision making roles. Participants were divided into male and female groups and ranked these factors from 1 to 10: 1 being most important and 10 being least important.

Women ranked exposure visits as least important whereas men ranked it number 7. This may reflect unwillingness among men to let women stay outside their homes overnight or it may reflect women's recognition that they need to learn through practical awareness. Women showed awareness that household and farming related work has resulted in time constraints. Men showed similar awareness. Both men and women ranked family support among top five most important factors that would allow women to take on key decision making positions.

Economic empowerment was ranked as least important by men whereas women ranked it number 8 and most important. This again may indicate men's fear of letting go of financial control over women and their households. 68% of men said they misunderstood women whereas 96% women said they misunderstood men.

Influence of men in helping women achieve key decision making positions was ranked 9 in importance by women and men. Both men and women perceived education as most important. However, this prioritization automatically disqualifies most women from key decision making jobs as most of them are not highly educated.

Ranking factors that can decrease violence against women
(1 most important, 10 not important)

Topics	Men	Women
Change in values and norms	6	6
Economic empowerment	10	8
Influence of men	9	9
Informal education	1	1
Family support	4	2
Leadership development	2	3
Sharing of house work by men and women	3	4
Self confidence	5	5
Field visits	7	10
Women putting forth candidacy for key decision making roles	8	7

4.2 Challenges and Recommendations

There has been significant improvement and many more women are in key decision making positions since the women, peace and security agenda was mainstreamed. More women are actively participating in the grassroots level events and applying to participate in different local structures. Women actively making decisions are outnumbering women put in position to fulfill quotas. Awareness of UNSCRs 1325 and 1820, national and district level plans, gender responsive budgets, women's rights, need for improved economy, better leadership skills have brought changes. Strengthening IPWN, women's networks, district coordination committees and other local structures have opened up the possibility of long term sustainability.

4.2.1 Men's roles as women seek key decision making positions.
Women are encouraged to take on positions such as president and secretary in different social structures by men and families. However, men are reluctant to completely open up the space for women because they do not believe women who were limited to household work can become effective leaders straight away. "Men say we should take on key decision making positions but, at the same time, they do not show full confidence in us. They doubt us and ask if we will be able to fulfill these roles and responsibilities." While men may be outspoken for the need for the representation of women in key decision making positions and their support for it, women are discouraged by their lack of confidence and support.

4.2.2 Men fear of losing their space and control.
Men emphasize education as a crucial aspect for anyone who takes on key decision making position. Very few women become eligible for such positions under this standard. While very few men (3%) said outright that women are not as qualified as men for such roles, 11% men said that a limited number of women are qualified. Women challenged this perception in all project districts saying that if given the chance, they can actively participate in key decision making positions regardless of their educational status because they are motivated and opportunity is what they need the most. Men need to be educated on how women in key positions can make things better for the family, community, and the nation. Men as well as women need to be equally engaged in improving the situation of women and girls and should see each other as allies in progress rather than adversaries.

4.2.3 Focusing interventions:
Women's economic, social, political, and confidence status varies. Well-to-do women have access to resources, connections with leaders and other decision makers, and have more of an opportunity to take up key positions in comparison to disadvantaged women, especially those that are marginalized, such as the Dalit. Specific interventions need to be designed to achieve equality in terms of access and success. More effort at the village development committee and local levels may be required.

4.2.4 Fostering leadership capability:
While provisions have been set and made mandatory, these quotas are being fulfilled in a manner that appear to use women as figureheads in order to meet requirements. Interventions are necessary to study the capacity of women involved and what they are contributing to their positions. Women in positions of leadership need training and empowerment. Dalit and other marginalized women need to be involved.

4.2.6 Economic empowerment:
Financial capability opens up opportunities. It frees women so they can take on productive activities, gain support from the family, makes them mobile and allows them to gain access, helps them acquire training and attend events, and allows them to participate and gain employment. Skills need development and such learning need to be put into productive and profitable use. Facilities such as seed grants have made a difference and economically empowered women have set an example.

4.2.7 Creating an enabling environment:
Local practices may have been in place for a thousand years or more. Changing practices and traditions for the better requires exposure, understanding of best practices, appreciation of local mechanisms and help as women rationalize changing roles and need for participation in key decision making positions. Women need help with household and farm work and freedom from restraining cultural and social practices to build capacity and exposure that helps improve leadership abilities.

CONCLUSION

The SIWPSAN project promoted women's participation in peace, security and governance processes targeting conflict-affected women and girls, former women combatants and other vulnerable groups of women, local women political leaders, and women's groups among others. UNSCRs 1320 and 1825 and the national action plan were introduced, their intents localized at the local grassroots level, and changes achieved.

The effort by UN Women brought together the Ministry of Women, Children and Social Welfare, the Ministry of Peace and Reconstruction, the Government of Finland, Search for Common Ground as well as many local and national partners as stakeholders. People of the far west, especially women and girls, benefitted.

Women learned of National Action Plan and the UN Security Council resolutions that gave birth to it. They learned of their rights, the apparatus and provisions set up to protect them, where to go and who to meet in case they need to do so. Those who worked for their benefit were trained, involved, built capacities, and are better coordinated and in many cases, more effective.

In 2012, when the project began, 52% said women were limited to household work and this caused dependency and violence. 43% felt women were denied education and awareness due to their gender. Participation in income generation training was 9%.

By 2016, there were clear areas of positivity. 84% reported various forms of discrimination decreased. The value of education and awareness was understood at the grassroots level. 74% female respondents said they were aware of issues related to women, peace and security and legal provisions. Representation of women's groups increased from 20% to 74% while 35% felt they had influenced decisions.

Habits and traditions developed over centuries cannot all be changed in four years. New technologies add positives as well as negatives to the society. UN Women through the SIWPSAN project influenced awareness, coordination, monitoring, innovation and impacted women and girls' lives in a tangible manner.. Crimes against women and girls, protection of rights, empowerment, capacity building requires continued international, national, local, and grassroots involvement and is within reach.

Search for
Common Ground

Search for Common Ground (SFCG) is an international peace building organization that strives to transform the way the world deals with conflict, away from adversarial approaches towards collaborative problem solving. SFCG is working in 36 countries across Africa, the Middle East, Asia, and the USA. SFCG works with governments, civil society, state institutions, youth, media organizations and other stakeholders to promote peace, tolerance and collaboration across dividing lines.

Conflict and differences are inevitable. Violence is not.
We work at all levels of society to build sustainable peace.

Our programs in Nepal aim to support development and long-term peace, focusing on five areas: strengthening governance and democratic participation; promoting peace building and reconciliation; enhancing access to justice and security; supporting development and economic growth; and developing leadership and a culture of dialogue.

At present, we work with 20 NGOs, 13 FM stations, government line agencies, and other peace building practitioners. We have 40 dynamic staffs, and 2 regional offices in Janakpur and Butwal.
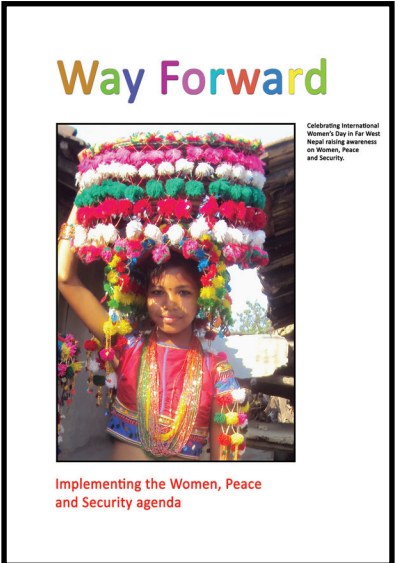
Search works at all levels of society to build sustainable peace through three main avenues: Dialogue, Media, and Community.

Spiny Babbler
Knowledge

Spiny Babbler works with - knowledge, - the arts, and - education, to make positive impact on human lives. Over quarter of a century, its knowledge center has supported international development organizations as they collect data, manage information, and prepare and deliver packages and programs.

The unit was involved in the production of what was, perhaps, the first gender manual for UNDP Nepal in the 1990s, violence against women and girls guidelines for UNICEF ROSA in the early 2000s, and other gender related efforts for development actors using the web, print, audio-visual, and alternative media and on-the-ground action.

Way Forward

Celebrating International
Women's Day in Far West
Nepal raising awareness
on Women, Peace
and Security.

Implementing the Women, Peace
and Security agenda

Way Forward

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Knowledge