

**Partnership for Equality and Capacity Enhancement (PEACE): Towards Implementation of UNSCRs 1325 and 1820**

**Final PROGRAMME**[[1]](#footnote-1)**Narrative report**

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| Programme Title & Number |  | Country, Locality(s), Thematic Area(s)[[2]](#footnote-2) |
| * Programme Title: Partnership for Equality and Capacity Enhancement: Towards Implementation of UNSCRs 1325 and 1820 * Programme Number *(if applicable)* UNPFN/E-6 * MDTF Office Atlas Number:00074736 | Nepal |

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| Participating Organization(s) |  | Implementing Partners |
| UN Women and OHCHR | * Government, civil society and the media |

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| Programme/Project Cost (US$) | |  | Programme Duration (months) | |
| MDTF Fund Contribution:  *US $* 525,000.00  *by Agency (if applicable)-×* |  |  | Overall Duration: | 33 months  (1 April 2010 to  31 December 2012) |
| Agency Contribution   * *by Agency (if applicable)*   *US $ 70,000* |  |  | Start Date[[3]](#footnote-3): | 1 April 2010 |
| Government Contribution  *(if applicable)* |  |  | End Date or Revised End Date:  *(if applicable)* | 31 December 2012 |
| Other Contribution (donor)  *(if applicable)* |  |  | Operational Closure Date: | 31December 2012 |
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| Programme Assessments/Mid-Term Evaluation |  | Submitted By |
| Evaluation completed - if applicable *please attach*  Yes No Date: \_December , 2012 2011\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_  Mid-Evaluation Report *– if applicable please attach*  Yes No Date: \_\_\_December, 2011\_\_\_\_\_ \_\_\_\_\_\_\_\_\_\_ | * Name: UN Women * Title: Partnership for Equality and Capacity Enhancement (PEACE): Towards Implementation of UNSCRs 1325 and 1820 * Participating Organization (Lead): UN Women (Lead) and OHCHR * Email address: [sama.shrestha@unwomen.org](mailto:sama.shrestha@unwomen.org) |

**Abbreviations**

cedaw Convention on the Elimination of all forms of Discrimination Against Women

CSOs Civil Society Organisations

EPSP Emergency Peace Support Project

GoN Government of Nepal

lpc Local Peace Committee

MoFA Ministry of Foreign Affairs

mopr Ministry of Peace and Reconstruction

MOWCSW Ministry of Women Children and Social Welfare

Nap National Action Plan

NPTF Nepal Peace Trust Fund

NPR Nepali Rupee

NWC National Women's Commission

OHCHR Office of the High Commissioner on Human Rights

PBSO Peace Building Support Office

PCC Project Coordination Committee

PEACE Partnership for Equality and Capacity Enhancement

pswg Peace Support Working Group

UNFPN United Nations Peace Fund in Nepal

UN Women United Nations Entity for Gender Equality and the Empowerment of Women

unscrS United Nations Security Council Resolutions

whr Women for Human Rights

UNDAF United Nations Development Assistance Frameworks

**NARRATIVE REPORT**

# Purpose

The ‘Partnership for Equality and Capacity Enhancement: Towards Implementation of UNSCRs 1325 and 1820 (PEACE) project implementation commenced on April 1, 2010. The main focus of the project was to enhance the capacity of the relevant government officials, civil society organization members and the media on the National Action Plan (NAP) on UNSCRs 1325 and 1820. The duration of the project was extended to a total of 33 months (it was originally planned for 24 months).

The two key national partners (though the then Women Parliamentary Caucus was also one of the partners, the partnership with the Caucus lasts less than a year, please refer to Section IV) involved in the implementation of the project were the National Women’s Commission (NWC) and Shantimalika (a network of NGOs working on Women, Peace and Security issue). As per the PEACE project partnership agreement with Shantimalika, the role of Shantimalika was to enhance the capacity of the High Level Steering Committee (HLSC) on the NAP[[4]](#footnote-4), officials of the relevant government agencies, civil society and media on NAP on UNSCRs 1325 and 1820. Shantimalika was also involved in the implementation of activities at district levels, such as activation of District Coordination Committees (DCC) that are responsible for coordinating the implementation of the NAP at the district level. Similarly, the role of the NWC was to monitor the implementation of the NAP on UNSCRs 1325 and 1820. The partnership with the Women Parliamentary Caucus was to sensitize the parliamentarians and the political leaders on the NAP on UNSCRs 1325 and 1820.

In order to provide strategic guidance, monitor project activities and to create inter-agency coordination, a Project Coordination Committee (PCC) was formed under the Chairpersonship of the Joint Secretary of the Ministry of Peace and Reconstruction (MoPR). United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was the Co-Chair of the PCC. The other PCC members included representatives from the Ministry of Women, Children and Social Welfare (MoWCSW) and the Ministry of Foreign Affairs (MoFA).

MoPR is the lead government agency for the implementation of the NAP.

The goal, outcome and outputs of the projects were as follows:

**Goal:** Contribute to consolidation of peace in Nepal through facilitating the implementation of national commitments to gender equality and women’s human rights.

**Outcome:** State entities create enabling institutional environments to promote and protect women's human rights in line with UNSCRs 1325 and 1820, and other human rights instruments especially CEDAW

**Outputs:**

Outputs 1.1: Enhanced capacity of High Level Steering Committee (HLSC) to successfully implement its mandate

Output 1.2: Enhanced understanding and capacity of concerned government authorities on UNSCRs 1325 and 1820 and CEDAW for mainstreaming of women's rights in government programs and policies.

**1.1 Project's Linkage with the Strategic (UN) Planning Framework**

Strengthening the capacities of policy makers, service delivery and media institutions at the national level, the project contributes to Nepal PBF Priority 2.8: Strengthening State Capacity for Sustaining Peace and the strategic outcome 9 of the UN Peace Fund Nepal (UNPFN), which emphasises on participation and protection of women, and the delivery of services to conflict affected women in Nepal’s peace process in line with UNSCRs 1325, 1820 and 1612.. The project is aimed at capacity enhancement of the duty bearers and rights holders, thereby improving downward and horizontal accountability towards the rights of conflict affected women and men. The project seeks to make a significant contribution towards sustainable peace through inclusive development, which is the key priority of the current three year plan of the Government of Nepal (2010-13) as well as UNDAF (2008-2012).

**II Assessment of Programme/Project Results**

**2.1.1 Endorsement of the NAP**

The PEACE project has supported the MoPR in the development of the National Action Plan (NAP) on UNSCRs 1325 and 1820. It supported the Ministry in organizing the consultations in the districts. In these consultations, the government officials, civil society members, conflict victims and networks working on children issues came together and discussed the key issues to be incorporated in the Action Plan. The development of the NAP is considered as an exemplary process in implementing Action Plans in Nepal.

The NAP was endorsed by the Government of Nepal (GoN) on February 1, 2011. UN Women supported the MoPR for the national and international launch of the NAP on February 17 and 22 respectively. For the international launch, the project contributed in covering the airfare of the few government officials. The international launch took place during the Commission on the Status of Women (CSW) in 2011 in New York.

The NAP on UNSCRs 1325 and 1820 is an outcome level result (as indicated in the matrix below) and is a significant development in the context of the post conflict situation in Nepal, and the ongoing political, social and economic transition. Its importance has to be understood in context of the conflict in Nepal (1996-2006) where women were severely affected. Many of them lost their husbands and some had become victims of sexual violence. The conflict ended with the signing of the Comprehensive Peace Agreement (CPA) in November 2006 but there was no mechanism for assisting women who were affected by the conflict.

Implementation of UNSCRs 1325 and 1820 was timely because they sought to address the issue of conflict affected women and girls. The GoN, especially MoPR, developed the NAP on UNSCRs 1325 and 1820 with the support from UN Women and other UN agencies, civil society and donor agencies. Nepal endorsed the NAP on February 1, 2011 and it is now being implemented. Two years after the endorsement of NAP, MoPR was able to achieve some key results such as establishing a gender unit within the ministry, localizing the NAP and making provisions for ensuring that conflict affected women are reached by the interim relief packages for victims.

The NAP focuses on the five pillars that include participation, protection and prevention, promotion, relief and recovery, and resource mobilization and monitoring and evaluation. Each pillar clearly mentions the roles and responsibilities of relevant ministries in its implementation. The NAP is a collaborative effort where 17 relevant Ministries have been brought together for implementation, which is coordinated by the MoPR.

The collaborative effort enabled the relevant ministries to incorporate policies favoring conflict affected women and girls in their own plans. For example, the Gender Unit at the MoPR plays a coordinating role for NAP implementation.

Before the endorsement of the NAP, women, peace and security issues received lower attention in policy making. The Action Plan now serves as a guideline for formulating plan and programs for conflict affected women and girls. The commitment amongst relevant government agencies for the implementation of the NAP has been remarkable.

The MoPR has also prepared a monitoring report on the plan’s implementation. The report covers a one-year period and has highlighted the achievements, gaps and challenges in implementation. The report has recommended greater collaborative efforts between the government and the civil society organizations for more effectiveness. It has also recommended an increase in the participation of women in all government bodies. The PEACE project supported the MoPR for holding consultation workshops for collecting information for the monitoring report.

**2.1.2 Project approval from Nepal Peace Trust Fund (NPTF)**

UN Women supported the MoPR to implement the NAP by providing technical support to facilitate the development of sectoral plans with the 10 relevant ministries.[[5]](#footnote-5) This process enabled each line ministry to incorporate the NAP activities into their regular programming. 10 Sectoral Plans have been developed and finalised. On the basis of the Sectoral Plan, the MoPR and the relevant five ministries Ministry of Law, Justice and Parliamentary Affairs, Ministry of Women, Children and Social Welfare, Ministry of Industry, Ministry of Local Development and Federal Affairs and Ministry of Home Affairs prepared project documents to raise resources to implement their Sectoral Plans. There were 10 ministers[[6]](#footnote-6), however, in the first lot the six ministries (including the MoPR) were selected for the preparation of the proposals. The proposals were submitted to the Nepal Peace Trust Fund (NPTF) for the implementation of the NAP across the country. UN Women (as the Chair of the Peace Support Working Group (PSWG) - a consortium of bi-lateral and multi-lateral development partners promoting women, peace and security agenda in Nepal), provided technical support to three of these ministries (Ministry of Women, Children and Social Welfare and Ministry of Law, Justice and Parliamentary Affairs) to refine and finalise their proposals to the NPTF. In the end, all six ministry proposals have been approved by the NPTF and relevant ministries are implementing the projects nationwide. The NPTF had created an umbrella fund of NPR 600 million to fund women, peace and security-related issues. The relevant ministries had received NPR 350 million from the NPTF in 2012. This funding support has provided an opportunity to the government to reach all the 75 districts in Nepal. Before the funding, the government was not able to reach in all the districts in Nepal.

The other four ministries (in the second lot) working on the issues in the NAP were preparing proposals for submission to the NPTF, as was the National Women Commission (NWC). The four ministries were the Ministry of Health and Population, Ministry of Education, Ministry of Agriculture and Cooperatives and Ministry of Defense. Among them, the National Women Commission and Ministry of Defense had not developed Sectoral Plans. The NAP document has identified important roles to both these agencies.

The MoPR is the lead agency to implement the NAP in the districts, which, however, is constrained by the fact that the ministry does not have district offices. This was also what made it important for the Ministry to collaborate with the other relevant ministries for reaching all of Nepal’s 75 districts. In fact, NAP on UNSCRs 1325 and 1820 is the first Action Plan, where inter-agency coordination within government was exemplary. The NAP is also considered as one of the first Action Plans (there are many plans such as Plan of Actions on gender based violence, anti-trafficking, among others) where the relevant ministries have come together and jointly applied for funding for carrying out programs in the districts.

As a lead agency, the MoPR has been coordinating implementation of NAP in the districts where other ministries also had major roles. The focal person of the MoPR was also a member in the steering committees for NPTF-funded projects of all six ministries.

A key result achieved by the PEACE project was the support it provided to the MoPR in carrying out the groundwork for peace building in the districts. For example, the activation of DCCs in 28 districts supported the MoPR and other relevant ministries to continue further activities. The work done by the PEACE project in these districts will help relevant ministries implement their programs more conveniently because stakeholders are already aware about the NAP.

Under the NPTF funded project, the MoPR transferred funds (for 2012) to the DCCs for carrying out regular meetings. The ministry, with the support of the District Administrative Officer, also recruited a paid intern (a conflict affected woman) in many districts (their aim was to reach all 75 districts) who are based at the District Administration Office in the project districts. Their main task is to support the Chief District Officer (CDO) in NAP implementation.

Five other ministries have been implementing their projects in close coordination with the MoPR.

**2.1.3 Capacity Strengthening of the Stakeholders on UNSCRs 1325 and 1820 and the NAP**

Though one of the outputs of the project was to enhance the capacity of HLSC, the capacity strengthening activity could not be carried out as expected (please refer to Section IV on Constrains, Challenges and Mitigation Measures Section for details).

After the endorsement of the NAP, there were two consultations on capacity strengthening organized with the HLSC. The MoPR organized the first consultation in 2011 and second one was organized by Shantimalika (in collaboration with MoPR) in 2012. In the first consultation, the HLSC was informed about the NAP on UNSCRs 1325 and 1820 and the roles of members in the implementation of the NAP. In this meeting, the HLSC had endorsed the government’s plan to submit a proposal at NPTF. In the second meeting, civil society organizations (also members of HLSC) made a presentation on the overall efforts made by them in the implementation of the NAP in the districts. Both of these meetings were crucial in capacitating the HLSC on UNSCRs 1325 and 1820 and the NAP. The endorsement of the government plan for seeking the fund from NPTF was one of the achievements of the sensitization workshop, as it helped the HLSC members to understand the importance of women, peace, and security issues in the context of Nepal.

Though the activities related to HLSC could not take place as expected, the PEACE project was successful in sensitizing the local level stakeholders. The project has sensitized 300 stakeholders on UNSCRs 1325 and 1820 and the NAP. These stakeholders included DCC members, government officials, civil society organization and members and the media. These stakeholders were the beneficiaries of the PEACE project as it helped them to participate in the implementation of the NAP in their respective districts. The sensitization programs had supported the district level stakeholders in the implementation of the NAP with having clarity on the issue. Before the intervention of the PEACE project, the district level stakeholders were not clear on the NAP. The sensitization supported the stakeholders to implement the NAP in a coordinated manner. For example there are relevant members of the line agencies in the DCC and the coordinated effort between the line agencies has supported in the effective implementation of the NAP in the project covered districts. The MoPR has been replicating the similar sensitization modality in the new districts.

The project also organized sensitization programs for members of parliament in collaboration with the Women Parliamentary Caucus. Though the partnership with the Parliamentary Caucus did not last for long (please see section IV), the sensitization program with the stakeholders played an important role in introducing to the leaders the issues related to women, peace and security.

The capacity enhancement of the stakeholders has played a crucial role in the implementation of the NAP both at central and district levels. As six ministries were preparing to implement the NPTF funded projects in the districts, the capacity enhancement activities conducted under the PEACE project has helped in laying a foundation for actions in 28 districts. This can assist the implementation of the NPTF funded projects. This will also further support UN Women to implement new projects on the implementation of the NAP on UNSCRs 1325 and 1820 including Finnish funded project Strengthening Implementation of the women, peace and security agenda in Nepal (SIWPSAN) and new UN PBF funded projects Gender Responsive Recovery for Sustainable Peace (GRRSP), Building Peace in Nepal: Ensuring a Participatory and Secure Transition (EPST) and Rule of Law Human Rights Program (RoLHRP) in the districts.

During the capacity enhancement trainings, the pre- and post-training assessments were conducted. The checklist was prepared by Shantimalika for the assessment process. The pre-training assessments found that many stakeholders were not aware of UNSCRs 1325 and 1820 and not have knowledge of the NAP. However, after the training, they had a much clearer understanding of the resolutions and the NAP. They had greater clarity about their roles in connection with NAP implementation in their respective sectors.

**2.1.4 Activation of DCCs**

The PEACE project played a role of a facilitator in activating District Coordination Committees (DCCs) in 28 districts across all the five national development regions were activated in close coordination and collaboration between Shantimalika and MoPR. The DCCs were sensitized on the overall concept and the content of the NAP during the project period. They were also orientated on their role in the implementation of the NAP their respective districts. The DCC is the key committee to coordinate the implementation of the NAP at the district levels. Without activating the DCCs, implementation of the NAP cannot be materialized. The activation and sensitization of DCC has supported DCC members for implementation of the NAP in the districts. Before the PEACE project intervention, the DCC were not aware of the issue of UNSCRs 1325 and 1820 and their roles for the implementation of the Action Plan in their respective districts. In this regard, PEACE project played a major role to sensitize the DCC for achieving the result of NAP implementation. This will also further support the DCC members for developing gender responsive plan and policies in their line agencies.

These districts included Ilam, Dhankutta, Jhapa, Sunsari, Saptari (Eastern Development Region), Dolakha, Rasuwa, Nuwakot, Makwanpur, Kathmandu, Bhaktapur, Lalitpur, Kavre, Parsa, (Central Development Region), Rupandehi, Kapilvastu, Parbat Myagdi, Baglung, Kaski, Syanja, Gulmi, Lamjung, Tanahu (Western Development Region), Surkhet, Banke Bardiya (Mid-West Development Region) and Kanchanpur (Far-West Development Region). These districts were selected in consultation between the MoPR and Shantimalika where it was made sure that all the five development regions were covered under the project. While selecting the districts it was also ensured that the geographical balance such as mountain, hill and terai was maintained and the intensity of the conflict (during the insurgency) in the selected districts were also analyzed .

The DCC is chaired by the Chief District Officer and Co-Chaired by the Local Development Officer (LDO). The Women Development Officer (WDO) is the Member Secretary of the DCC.

The project was the first and only project to support the MoPR in activating the DCCs in the districts. This process was also later replicated by other CSOs working of WPS issues in Nepal. The civil society organizations working on WPS issues have been advised by the MoPR to replicate the PEACE Project modality of activating the DCC. The PEACE project has built a strong foundation in 28 districts which will support the MoPR to carry out the further work on the implementation of the NAP in the districts where the project was implemented.

The DCC is the local level structure for NAP implementation. The HLSC at the central level makes policy level decisions for its implementation. Therefore, activation of the DCC is a mechanism to bring to discussions local level issues at the HLSC for planning and taking policy decisions for local level implementation of the NAP.

**2.1.5 Development of Training Manuals**

One manual and one training reference book for instructors were developed. The manual was prepared for DCCs in order to sensitize them and to support them to coordinate the implementation of the NAP in the districts. The manual provided guidance to the DCC members for coordinating the regular meetings of DCC and carrying out relevant activities for the implementation of the NAP in the districts. It also provided information on the important role of the DCC for the implementation of the NAP at the local levels. The DCC members, in the project implemented districts, acknowledged the project support in developing the manual which was helpful for them in terms of guiding them for the implementation of the NAP. It also supported them to bring clarity on the issue of UNSCRs 1325 and 1820 and the NAP. The DCC members have been using the manual in their meetings and also coordinating with the other relevant agencies for NAP implementation.

The manual for DCCs has been published in joint collaboration of the MoPR, Shantimalika and UN Women. The manual contains information on UNSCRs 1325 and 1820 and the NAP. Thousand copies each of both the manual and reference book were published. The MoPR and Shantimalika distributed the manuals and reference books to the DCC members during the activation of the DCCs.

Similarly, the reference book contained information on the UNSCRs 1325 and 1820 and the NAP. This reference book was especially designed for the instructors who conduct trainings on the NAP at central and district levels. The reference book was aimed at assisting the instructors (from government or civil society) who conduct trainings on UNSCRs 1325 and 1820 in the districts. The reference book provided detailed information on the importance of the NAP. It also spelled out the role of civil society, including political parties, for implementing the NAP in the districts.

**2.1.6 Translation of the NAP booklet into six local languages**

The NAP Nepali booklet is the summary of the NAP document and serves as a quick reference. The NAP Nepali booklet has been translated into six different local languages (Newari, Magar, Tamang, Maithili, Bhojpuri and Tharu) in order to facilitate greater ownership of the NAP. The MoPR and Shantimalika have widely disseminated the translated documents at the local levels where these languages are spoken. There was a positive response from the community where these languages are spoken. Translation of the NAP booklet into local languages has been envisaged by the NAP document.

There were 1000 copies of the booklet printed in each language. About 500 copies of booklets of each language have been distributed to the relevant stakeholders.

The selection of the languages was made based on languages spoken by different population groups based on data from the Center for Bureau of Statistics (CBS).

Shantimalika and MoPR have disseminated the translated booklet while activating the DCCs in the districts. According to Shantimalika, DCC members and CSOs have appreciated the effort of UN Women in translating the document which has been found to be very useful at the local level. According to them, this was the first attempt ever where the government has come up with the translation of the Action Plan into the six local languages. Although the PEACE project ended in December 2012, the MoPR has carried out a plan for the further dissemination of the remaining booklets in the relevant districts where these languages are spoken.

**2.1.7 Capacity strengthening of NWC**

The NWC (the other implementing partner of the project) has the mandate to monitor the implementation of the NAP on UNSCRs 1325 and 1820. Under the PEACE project, the monitoring system was set up at NWC to monitor the implementation status of the NAP and other women’s rights instruments such as CEDAW. A simple excel format was set up at the Commission in order to insert the monitoring information. Monitoring information was collected from the 45 districts by NWC using its partner networks. The monitoring results were shared with government officials, civil society organizations members and the media. The feedback received from the government, civil society and the media were further utilized to strengthen the system. Based on the information received from the monitoring system, NWC played an advocacy role by submitting the Letter of Attention to the Prime Minister’s Office urging the government to take action to end the violence against women. The Commission has also been pressurizing the government for the implementation on the women’s friendly plan and policies.

Similarly, a monitoring unit has been established at the NWC in order to institutionalize the monitoring system and to make it more organized and sustainable at the Commission.

Before setting up this system, the monitoring system was not organized at the Commission. The monitoring used to be done manually. The records were not well organized. However, the current system has helped NWC to come up with an organized monitoring mechanism within the Commission.

**2.1.8 Development of Gender Responsive Operational Guidelines on the economic empowerment of conflict affected women**

The gender responsive operational guidelines on the economic empowerment of conflict affected women were developed by the project and shared with the MoPR to assist its in the implementation of its programs.

The guidelines contributed to the implementation of the Relief and Recovery pillar of the NAP, which focuses on the economic empowerment of conflict affected women. This pillar aims to ensure the direct and meaningful participation of conflict-affected women in the formulation and implementation of relief, recovery and rehabilitation programs, and to address the specific needs of women and girls. The pillar includes economic empowerment indicator which emphasizes on employment, self employment, skills development and income generating programs, and there is a provision for providing seed money or interest-free loans to conflict-affected women and girls, which helps in their empowerment by helping them start their own enterprises. The guideline therefore has highlighted on the skill oriented/income generation trainings and programs to the conflict affected women and girls. The guideline emphasizes the responsibility of the MoPR to collaborate with the Ministry of Women, Children and Social Welfare, Ministry of Industry, and the Ministry of Agriculture and Cooperatives. All these institutions were consulted while developing the guidelines.

Similarly, the collaboration and coordination with other initiatives for interim-relief to conflict victims at the MoPR, such as Emergency Peace Support Project (EPSP) [[7]](#footnote-7)was also carried out while developing the operational guidelines.

The MoPR felt the need of gender responsive operational guideline during the amendment of the PEACE project as the Ministry has been implementing few programs under the economic empowerment of women. There was no gender responsive guideline developed for it before.

Though the guideline was prepared almost at the end of the project, The MoPR has considered the guideline as an important document in terms of guiding the Ministry for the implementing the program for the economic empowerment of women and girls. The MoPR is in the process of endorsing the guideline from the decision making level at the Ministry.

Overall, the PEACE project has been successful in achieving the planned results. Though, there were challenges in conducting the activities in Output 1, those in Output 2 were carried out successfully. Output 2 has strong linkages with Output 1. For example, Output 1 focuses on strengthening capacity of the HLSC. Concurrently, Output 2 highlights the capacity enhancement of concerned government authorities on UNSCRs 1325 and 1820 and CEDAW for mainstreaming of women's rights in government programs and policies. The ultimate goal of both the outputs are to achieve the outcome – capacitate the state entities to create enabling institutional environments to promote and protect women's human rights in line with UNSCRs 1325 and 1820, and other human rights instruments especially CEDAW, which the project has been successful in achieving.

The project has been successful in sensitizing local level stakeholders and establishing strong coordination and linkages between government agencies at the central and the district levels. This was also a key recommendation of the mid-term assessment of the project. Formation and activation of DCCs and coordination with the MoPR and other relevant ministries in the center were continuously carried out during the project period, and this helped towards attaining the planned results.

# III. Evaluation and lessons learned

**Evaluation**

An independent Mid-Term Self Assessment of the project was carried out in October-November 2011 and a Final Project Evaluation was conducted in November-December, 2012[. A Project Monitoring Framework (PMF) was developed for the project, this was used as the base document for the final project evaluation.

The Mid-Term Self Assessment recommendations supported the revision of a few project activities. This was the basis for the no cost extension request to donor. These recommendations included sensitizing the local level stakeholders on the UNSCRs 1325 and 1820 and the NAP, and establishing strong coordination and linkages between government agencies at the central and the district levels.

The Mid-term Assessment highlighted on the transparent procedures and guidelines of UN Women for the partner selection resulted in the selection of capable organizations for the implementation of project activities. For example, the transparent process and guidelines followed by UN Women Nepal Office resulted in the selection of Shantimalika NGO, which has the credibility of implementing women and peace related activities efficiently.

The Assessment flagged out on operational complexity that resulted in implementation delays. The lengthy process of UN Women for fulfilling its internal formalities to provide approval to its field office has resulted in project implementation delay.

The Mid-term Evaluation highlighted on the role of the MoPR is key to mobilize the members of HLSC in fulfilling their mandate of planning, implementing, monitoring and reporting the status of NAP on UNSCRs 1325 & 1820. In this connection, the implementation of project activities targeted to enhance the capacity of HLSC requires a close coordination with MoPR.

Similarly, timely assistance of project management team to implementing partners in planning/implementing project activities, coordinating with project stakeholders and managing overall project activities is key to project success. It was that the project management team was providing necessary supports to its partners effectively. As a result, the partners felt confident to accomplish the project assignments entrusted to them.

The final evaluation report of the project has highlighted on the relevance of the project. The evaluation has stated that it would be too early to expect far reaching impact based on the outcomes in these two and half years of project implementation period. However, the immediate results produced from the project interventions are praise-worthy and will definitely contribute to the effective NAP implementation which in turn will contribute to restoration of peace in the country. The initial impacts obtained in these two and half years are the results of UN Women Nepal’s engagement in the areas for quite some time in the past, and the combined efforts of all organizations involved in project implementation which must be acknowledged as it is difficult to attribute the impact to any single organization since there are many in the field doing similar initiatives.

As per the evaluation, the first and foremost impact of the project was its significant contribution to the formulation and adoption of the NAP. The project, since its inception, was engaged in supporting the government in the NAP formulation process through a number of activities, such as assisting the MoPR in organizing and facilitating district level consultation meetings, providing logistical support to its secretariat to carry out its mandate smoothly; supporting the MoPR to initiate preparatory activities; and finally facilitating the launching of the NAP in February 2011. Although there were a number of institutions involved in contributing to the adoption of the NAP, it can safely be concluded that the project’s contribution to the adoption of the NAP was significant.

The final evaluation also emphasized that the project activities that were planned and implemented during this period targeting capacity building of the concerned government authorities hold special significance. Through the implementation of its key activities, the project helped duty-bearers to improve their understanding on the overall issues of women and more importantly the importance of NAP and their roles/duties in its implementation. As a result, the government line ministries were able to come up with their Sectoral Plans incorporating NAP activities. So far, ten ministries have prepared such plans, which incorporate NAP activities. Further, based on their Sectoral Plans, some ministries have already designed NAP related projects, which are approved by the NPTF and are under implementation, while other ministries are in the process of designing and implementing projects that are targeted to contribute to the NAP implementation.

Similarly, at the field level, the role of DCC is important in facilitating the NAP implementation. Hence, the project’s support to the MoPR in activating DCCs was another key contribution. Likewise, the project’s support resulted in improved M&E mechanism of the NWC. With project’s support, the NWC developed monitoring system including data collection formats, data collecting methods and data entry and processing techniques.

As a result of the project interventions, the civil society organizations were encouraged to play active role in facilitating the implementation of the NAP.

The evaluation report has recommended on the need of the capacity development of the implementing partners. The report has emphasized on different capacity building trainings to the implementing partners.

**Lesson learnt:**

Coordinating with the HLSC was a challenging task for the project team. It was difficult task to bring together the high profile dignitaries and involve them in the project activities. This is something that needs to be considered during risk analyses because the high visibility that comes with dignitaries could also be problematic at the operational level. This is a lesson that could inform future projects.

Similarly, the project officially started in April 2010. However, the implementation of key activities began only after the selection of and signing of contracts with project implementing partners in August 2011. As a result, the project faced difficulties in completing the activities within the original timeframe and had to be extended for 9 months. The lengthy operational procedures of UN Women was one reason for the slow start.

The capacity of the implementing partners, especially on the result based management and report writing, was another key issue. Though, the partners were making efforts in preparing reports, their knowledge on the result based management was limited. As a result the project team had to intensively support the partners on reporting. Moreover, both the mid-term assessment and the final evaluation reports have highlighted the need of capacity building of the partners.

Maintaining regular coordination and communication with the central and district level (as recommended by the Mid-Term Assessment) stakeholders was one of the strengths of the project. This effort assisted the smooth implementation of project activities in the districts. This is a good practice that can be replicated in future projects.

**IV Constraints, Challenges and Mitigation Measures**

The project was envisaged to start in April, 2010; however, the preparatory phase involving the hiring of project staff and renting of the office premises took longer than anticipated. The project team only joined the Office in November, 2010. In this case, UN Women program staffs played coordinating role with the government before the project team was on board.

Similarly, the partnership building process with NWC and Shantimalika was finalized only in August, 2011 due to internal operational processes at UN Women, which led to the no-cost extension for nine more months. As the project was scheduled to end on March 31, 2012 (as per the initial project document), it did not seem feasible for the implementing partners to complete the assigned activities within the remaining project period in 2012. In this case, the no cost extension (six months) was provided to partners after getting the final approval of no cost extension from the UNPFN. After providing the no cost extension to the partners, the project team also worked closely with the partners in order to ensure that the activities being implemented on time.

The Women Parliamentary Caucus was the third major implementing partner under the project. The partnership with the Women Parliamentary Caucus was to sensitize the then Constituent Assembly Members and the political leaders on the NAP on UNSCRs 1325 and 1820. However, due to their internal issues (such as differences in political ideologies amongst the members), the project activities could not move ahead as expected with the Caucus and UN Women had to terminate its contract with the Caucus on 21 February 2012. It took almost took two months (Mid of December, 2011-February 21, 2012) to complete all the process for contract termination with the Caucus. This action was taken as per the decision of the PCC. The remaining funds for the Caucus related activities were transferred to Shantimalika through an amendment of their contract. These funds were then used to activate the DCCs in the various districts. The decision on redirecting the fund to Shantimalika to activate the DCC was made because it was important that they were activated and made functional in the districts. In fact, this project was the first project ever to activate the DCCs. In this background, the PCC made a decision of using the remaining fund allotted for work with the Caucus for DCC’s activation. It was a crucial and important decision made by the PCC. Through the activation of the DCCs, the project was able to lay the foundation of NAP on UNSCRs 1325 and 1820 in the districts. This made it convenient for the relevant six ministries, including MoPR, to implement the NPTF funded project in 28 districts where the DCCs were activated.

With the NWC, the finalization of the necessary documentation from the Commission took little longer (three months), which delayed the initiation of the activities. Transfer of the current Secretary of NWC further delayed the process (about two months) for some time.

The project had planned to hold the meeting of the HLSC in June, 2011; however, due to the changes in the government and in ministerial portfolios the first meeting could only take place in December, 2011. The meeting with the HLSC was postponed four times despite it being planned in consultation with the MoPR. This delay affected the implementation of the project activities. The ministerial leadership at MoPR, the lead agency for the NAP implementation, changed five times between mid-2011 and mid-2012. The ministers also had many other political priorities such as forming a consensus government, holding election, preparing a constitution, among others. In this background, it was difficult to hold the HLSC meetings as planned.

Despite these issues, the project team played crucial role in coordinating with the MoPR regularly for the HLSC meeting. A series of meetings and coordination were held with MoPR, many were led by the former Head of UN Women. However, this situation was something was least expected while designing the project. The situation was beyond the control of the project.

The continuous *bandhs* (general strikes) occurring during April and May 2012 in the districts in the lead up to the dissolution of the CA on May 27 (when a new Constitution of the country was expected) around the contentious issue of federalism affected the implementation of the project, e.g. the activities planned for the Far West region were delayed by two months.

**INDICATOR BASED PERFORMANCE ASSESSMENT**

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| --- | --- | --- | --- | --- | --- | --- | --- |
| **Results** | **Performance Indicators** | **Indicator Baselines** | **Planned Indicator Targets** | **Achieved Indicator Targets** | **Reasons for Variance**  **(if any)** | **Source of Verification** | **Comments**  **(if any)** |
| Outcome 1: State entities create enabling institutional environments to promote and protect women's human rights in line with UNSCRs 1325 and 1820 and other human rights instruments especially CEDAW | The NAP on UNSCRs 1325 and 1820 developed and endorsed by the government within 2010 | No NAP on UNSCRs 1325 and 1820 | The NAP on UNSCRs 1325 and 1820 developed and endorsed by the government within 2010 | The NAP developed and endorsed by the HLSC |  | NAP on UNSCRs 1325 and 1820 endorsed by HLSC |  |
| Output 1.1: Enhanced capacity of HLSC to successfully implement its mandate | Changed in levels of understanding among HLSC members on implementation of UNSCRs 1325 and 1820 over time supported in endorsement of proposals prepared by relevant ministries and funding secured from NPTF  Training package for district stakeholders focusing on NAP on UNSCRs 1325 and 1820 developed and pilot tested | No consultation was organised on UNSCRs 1325 and 1820 to the HLSC  No training package was developed particularly focusing the DCC at the district levels | The HLSC sensitised on UNSCRs 1325 and 1820 and the NAP by 2012  The training package developed for DCC in 2012 | Two HLSC meetings taken place after the endorsement of the NAP  The training package for DCC finalized, printed and disseminated | The country led by the care taker government with limited decision making authority for seven months  Out of these two HLSC meeting, the first one was organized by the MoPR where the project team supported the Ministry in distributing the invitations etc. The second meeting was organized by Shantimalika (in coordination with MoPR) under the support of the PEACE project  NA | Project quarterly and annual reports  Evaluation report |  |
| Output 1.2: Enhanced understanding and capacity of concerned government authorities on UNSCRs 1325 and 1820 and CEDAW for mainstreaming of women’s rights in government programmes and policies | Changed in level of understanding among government staff on implementation of UNSCRs 1325 and 1820  NWC provides required data in time for preparation of annual report on implementation of UNSCRs 1325 and 1820  Number of DCC activated and mobilized  The operational guideline to support conflict affected women for their economic empowerment developed  The proposals of two sectoral ministries for the implementation of NAP on UNSCRs 1325 and 1820 finalised  NAP booklet translated into six local languages and distributed in districts  Lessons learnt from the study tour to African country contribute for effective implementation of the NAP | No specific programme was designed to orient the government staff on implementation of UNSCRs 1325 and 1820  No monitoring unit was established at NWC to monitor the international and national instruments on women’s rights  No DCC was activated before the project period  No operational guideline on the economic empowerment of conflict affected women was in place at MoPR  No proposal was submitted to the NPTF for the implementation of the NAP nationwide  No translation of NAP booklet into local languages  No study tour was organized for the government officials in the conflict affected country in Africa particularly those which has set up good examples for the implementation of the NAP in own country | The government officials sensitised on implementation of UNSCRs 1325 and 1820 by 2012  The systematic monitoring mechanism established through establishment of the Monitoring Unit at NWC by 2012  28 DCCs activated by 2012  The consultation meetings with the DCC finalized and implemented  The operational guideline of the MoPR on the economic empowerment of conflict affected women developed by 2012  The proposals of at least two relevant ministries for NAP implementation submitted at the NPTF by 2012  The translation of NAP booklet into six local languages finalized by 2012  Study tour to Liberia, Africa taken place in 2012. | About 200 government officials sensitized on implementation of UNSCRs 1325 and 1820  The monitoring system strengthened and monitoring unit established at NWC  28 DCCs activated by 2012  The consultation meetings with the DCC finalized and implemented  The operation guideline of the MoPR developed  The proposal of two Ministries approved by the NPTF  The NAP booklet printed in six language  Learning and sharing of experiences on NAP implementation from Liberia visit taken place |  | Project quarterly and annual reports  Evaluation report |  |

1. The term “programme’ is used for programmes, joint programmes and projects. [↑](#footnote-ref-1)
2. Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF. [↑](#footnote-ref-2)
3. The start date is the date of the first transfer of the funds from the MDTF Office as Administrative Agent. Transfer date is available on the [MDTF Office GATEWAY](http://mdtf.undp.org/) (http://mdtf.undp.org). [↑](#footnote-ref-3)
4. The HLSC was formed for the implementation of NAP on UNSCRs 1325 and 1820. It is Chaired by the Minister of Foreign Affairs (MoFA) and Co-Chaired by the Minister of Peace and Reconstruction. HLSC comprises of 25 members including the government and the civil society organizations members. There are 11 members from the relevant civil society organizations who represent in the HLSC. The key role of the HLSC is to make policy provisions regarding gender mainstreaming in conflict management and peace building processes. The HLSC also maintains inter-agency coordination for women’s empowerment and ensures that the dividend of peace is received by women. Similarly, regular monitoring and supervision of the Action Plan and providing necessary directions to the concerned agencies also fall under the role of the HLSC. HLSC meeting takes place as per the need. So far, there have been only two meetings taken place after the implementation of the NAP. [↑](#footnote-ref-4)
5. Ministry of Peace and Reconstruction (MoPR), Ministry of Home Affairs (MoHA), Ministry of Industry (MoI), Ministry of Agriculture and Cooperatives (MoAC), Ministry of Health and Population (MoHP), Ministry of Education (MoE), Ministry of Women, Children and Social Welfare (MoWCSW), Ministry of Law, Justice and Parliamentary Affairs (MoLJPA), Ministry of Local Development and Federal Affiars (MoLDFA) and Ministry of Labour and Transport Management (MoLTM) [↑](#footnote-ref-5)
6. [↑](#footnote-ref-6)
7. 6EPSP is collaboration between the MoPR and World Bank (through International Development Association Grant). The duration of the project is 2008-2014. The objective of the project is to contribute to the peace process of Nepal by providing interim cash transfers and services to eligible conflict-affected groups and by increasing transparency and accountability in the delivery of these benefits. The EPSP supports Nepal’s post-conflict transition by funding in three core areas: i) rehabilitation support to the conflict-affected families and individuals; ii) cash benefits to the families and widows of those killed as a result of conflict; and iii) capacity building of key institutional structures in support of peace process and project management support. [↑](#footnote-ref-7)