



**EC/UN Partnership on  
Gender Equality for  
Development and Peace**



# **Aid Effectiveness and the Implementation of SCR 1325 in Nepal**

Gina Torry, Bandana Rana and Chandra Bhadra

**FINANCING INCLUSIVE PEACE AND SECURITY  
FOR WOMEN IN NEPAL**



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Financing Inclusive Peace and Security for Women in Nepal:  
From the Comprehensive Peace Agreement to the Nepal Peace Trust Fund

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## Acronyms

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AAA	Accra Agenda for Action
AISC	Army Integration Special Committee
BBC	Beyond Beijing Committee
CA	Constituent Assembly
CAPs	Conflict Affected Persons
CHMP	Cantonment Health Management Programme
CIA	Central Intelligence Agency
CPA	Comprehensive Peace Agreement
CPN-M	Communist Party of Nepal - Maoist
DAOs	District Administration Offices
DDR	Disarmament, Demobilization and Reintegration
GBS	General Budget Support
GoN	Government of Nepal
IDPs	Internally Displaced Persons
JFA	Joint Financing Arrangement
MDTF	Multi-Donor Trust Fund
MoF	Ministry of Finance
MoPR	Ministry for Peace and Reconstruction
NOG	Negotiations Observers Group
NPTF	Nepal Peace Trust Fund
OECD-DAC	Organization of Economic Cooperation and Development's Development Assistance Committee
PD	Paris Declaration on Aid Effectiveness
PSWG	Peace Support Working Group
SCR	Security Council Resolution
SGBV	Sexual and Gender Based Violence
SSR	Security Sector Reform
SWAps	Sector Wide Approaches
UK	United Kingdom
UNDP	United Nations Development Programme
UNMIN	United Nations Mission in Nepal
UNPFN	United Nations Peace Fund for Nepal
WAPPDCA	Women's Alliance for Peace, Power, Democracy and the Constituent Assembly
WSPG	Women Security Pressure Group

## Executive Summary

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Actualizing the promises and potential of Security Council resolutions 1325, 1820, 1888 and 1889 requires intentional action at the national level by a range of stakeholders. SCR 1889, adopted by the Security Council in October 2009, calls on Member States, in partnership with key actors, to “*specify in detail women and girls’ needs and priorities and design concrete strategies.*”<sup>1</sup> **Effective implementation of these resolutions requires the development of truly gender-responsive aid in conflict and post-conflict settings.**

A 2008 study by UNIFEM<sup>2</sup> found that efforts of the Government of Nepal (GoN) and donors to integrate gender priorities in peacebuilding and post-conflict reconstruction processes were limited, and that more harmonization and coordination at the outset may have ensured that initiatives integrated women’s specific security and peacebuilding needs more intentionally, and that funding of peacebuilding efforts was more gender responsive.<sup>3</sup> This study builds on these findings by analyzing the extent to which commitments to women’s security and peacebuilding needs are being financed by the Nepal Peace Trust Fund (NPTF), a multi-donor bilateral trust fund, set up in 2007 and run by the GoN to implement the 2006 Comprehensive Peace Agreement (CPA), and subsequent CPA related agreements, which ended a violent ten year civil war.

To date, the total budget of the NPTF (2007-2010) exceeds \$US120 million dollars, with contributions from the government of Nepal (comprising 64%) and seven bilateral donors (comprising 35%): United Kingdom (UK), Norway, Finland, Denmark, Switzerland, Germany and the European Commission (EC). Bilateral donors have also provided funding to address women’s security and peacebuilding needs via the United Nations Peace Fund for Nepal<sup>4</sup> (UNPFN) (set up to compliment the NPTF) and through direct bilateral support to international and non-governmental organizations. The study, however, looks specifically at the NPTF in its role as a central mechanism for technical and financial support to the peace process and in light of national ownership and state obligations to women’s specific security and peacebuilding needs: including obligations to implement Security Council resolutions 1325, 1820, 1888 and 1889. Overall, the study found that, since its establishment in 2007, few NPTF projects have addressed or budgeted for women’s needs. Where NPTF projects have contained provisions for the inclusion of women’s needs or gender considerations, there has not been regular tracking of funds provided to meet these specific goals.<sup>5</sup>

In addition, the integration and budgeting of women’s needs in the NPTF, as well as in other post-conflict financing mechanisms in Nepal, are hindered by the lack of a comprehensive needs assessment and costing of women’s security and peacebuilding needs. Without knowing exactly what women’s needs are, and in what areas, there is no roadmap for concretely improving women’s lives in post-conflict Nepal. This omission makes it difficult to demand greater accountability to financing women’s post-conflict needs from governments and donors.

The study contends that the NPTF, in conjunction with 1325-related coordinating mechanisms and women’s networks in Nepal, has the potential to transform itself into model for gender-responsive aid that could be replicated in other post-conflict situations. However, it recommends that the GoN and the seven bilateral donors to the NPTF, in collaboration with women’s groups and networks and national 1325 support structures, consider taking a number of actions at various stages related to the NPTF management to ensure strengthened national implementation of SCRs 1325, 1820, 1888 and 1889.

The study recommends that a comprehensive needs assessment and costing of women’s security and peacebuilding take place as an immediate step forward in the post-conflict period and provides recommendations for strengthening the inclusion of gender-sensitive provisions in NPTF projects including: Cantonment Management, Rehabilitation of the Internally Displaced Persons and the Management of Electoral Processes. The study also includes recommendations from women’s groups and gender experts in Nepal for advancing the implementation of SCRs 1325, 1820, 1888 and 1889.



## Section I

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### Introduction: Responding to the Impact of Armed Conflict on Women

Conflict and war are not gender-neutral. Because men, women, boys and girls engage in and experience conflict and war in different ways, they require different security, peacebuilding, humanitarian and development responses. The commitment to gender equality in development responses rests on the belief that human development should promote an environment where both women and men can develop their full potential through the strengthening of human capabilities.<sup>6</sup>

Because conflict breaks down economic and social structures, there is an increased burden on women, both during and after conflict, of finding food and shelter. Women in situations of conflict and post-conflict are often the sole source of support for children, parents and extended families; and, they lack access to employment opportunities, land, seeds, tools, credit, capital, training and education. Conflict also increases women's vulnerability to conflict-related sexual violence, rape and heightened levels of domestic violence. The consequences of such violence and deliberate tactics of war often result in serious health care challenges, including the spread of sexually transmitted diseases, particularly HIV/AIDS and unwanted pregnancies.

Addressing the impact of conflict on women, therefore, requires concerted efforts to ensure women and girls' access to health services, justice and reparations, DDR packages, land, resources, income generation and employment. Specific attention to women's needs and priorities in conflict and post-conflict contexts also requires addressing a range of historic and systemic gender gaps, unequal policies and structures of discrimination that have disadvantaged women and distorted overall development.

While armed conflict and crisis situations can radically affect social and cultural relations, they can also provide a window of opportunity for addressing structural inequalities. It is imperative that this window of opportunity be seized early on, and that women and women's needs and concerns are included at the outset of peace negotiations and accords, donor conferences and other post-conflict planning processes, DDR, national dialogue processes, democratic elections, constitutional and judicial reform and security sector reform (SSR).

Yet, in conflict and in post-conflict situations, women and women's needs, priorities and perspectives are **largely absent from peace processes, donor conferences** and in early recovery and peacebuilding. Moreover, it is still a major challenge to obtain adequate financing to respond to individual and community recovery needs in a gender-equal manner.

The **failure to engage** women in peacebuilding and the **failure to respond** to their needs **imposes costs**. There are significant economic costs to societies that maintain and perpetuate gender inequality, including lower levels of economic growth than would otherwise be achievable in a more equal society. In order to avoid reconstructing what has failed, effective, gender-responsive aid in conflict and post-conflict contexts can help to create a new paradigm for security, rule of law, and governance that seeks to ensure gender equality and contributes to cost-effective and sustainable peacebuilding.



## The Aid Effectiveness Agenda & Women's Security and Peacebuilding Commitments

Donors, governments and the international community have made specific commitments to improving the lives of women in situations of conflict and post-conflict, in both the evolving aid effectiveness agenda and in efforts to secure and maintain international peace and security. Yet, significant gaps remain across conflict-affected situations in responding to and financing women's security and peacebuilding needs. The development of truly gender-responsive aid in conflict and post-conflict settings may be one of the strongest tools for actualizing the promises and potential of Security Council resolutions 1325, 1820, 1888 and 1889. Conversely, the effective implementation of these resolutions provides for better, more sustainable peacebuilding.

The Paris Declaration on Aid Effectiveness (2005) (PD)<sup>7</sup> marks a shift in the way that development assistance is delivered, with an increased focus on channeling funds through Sector-Wide Approaches (SWAPs) and national budget support<sup>8</sup> rather than through specific projects negotiated by individual donors with specific ministries. It represents a move away from individual donors selecting and implementing their projects toward genuine country-led development. The PD is built around five main principles: **Ownership** (developing countries have control over their development policies and strategies and commit to coordinating development actions); **Alignment** (donor countries will align their aid support to countries' national development strategies, institutions and procedures); **Harmonization** (donor countries will work together to create more harmonized, transparent and collectively effective interventions); **Managing for Results** (resources and decision-making will be geared toward results), and **Mutual Accountability** (both donors and partners will be mutually accountable for development results).

Gender equality, however, has received little attention in the Paris Declaration. It is only mentioned as a crosscutting issue in paragraph 42 and is not explicitly addressed. In September 2008 development partners came together in Accra, Ghana to review the implementation of the PD. Participants endorsed the Accra Agenda for Action (AAA), which emphasizes the importance of **development outcomes** rather than the more narrow focus of the Paris Declaration on **aid delivery processes**. The AAA builds on the PD by asserting the necessity of gender equality, human rights and social inclusion to the achievement of development results. It recognizes that gender equality is a "cornerstone" for achieving impact and acknowledges the need for policies to address gender equality in a more consistent, systematic and coherent way.<sup>9</sup>

In situations of post-conflict, governments often rely heavily on external aid. In the case of Nepal, for instance, external aid accounts for more than half of the development budget, contributing to 55-60% of the government's total development expenditure. The transformative potential of effective aid is perhaps at no other time more greatly needed than in the aftermath of war, when economic and social structures have been destroyed and, as described earlier, women's post-conflict needs are immense.

In responding to the impact of armed conflict on women, governments and donors have an obligation to apply the aid effectiveness principles of ownership, alignment, harmonization, managing for results and mutual accountability together with the full implementation of Security Council resolutions on women, peace and security.

## Security Council Resolution 1325

SCR 1325, adopted unanimously by the United Nations Security Council in October 2000, is a landmark Security Council resolution that affirmed, for the first time, the importance of bringing gender perspectives to the centre of all United Nations conflict prevention and resolution, peacebuilding, peacekeeping, rehabilitation and reconstruction efforts.<sup>10</sup> SCR 1325 recognizes the impact of conflict on women, their role in preventing and resolving conflict, and calls for their equal participation in security and peace-making efforts.

Within its broad framework, SCR 1325 can be understood in terms of 3 main pillars: Participation, Protection and Prevention: **Participation:** and representation of women in all aspects of peacebuilding and security; **Protection:** of women as a group within all aspects of peacebuilding and security, including protection from conflict-related sexual and gender-based violence; and **Prevention:** ensuring women's participation in early warning, peacebuilding and the prevention of the escalation of conflict. In broad terms, SCR 1325 addresses the areas of participation, protection, mediation, disarmament, demobilization, reintegration, justice and the security sector, and early recovery and peacebuilding.

## Security Council Resolutions 1820 & 1888

In today's conflicts, women are increasingly on the front-line. A former United Nations force commander contends that "it is more dangerous today to be a woman than to be a soldier in Eastern Democratic Republic of Congo."<sup>11</sup> Security Council resolution 1820, unanimously adopted in June 2008, stands as an essential complement to the full implementation of SCR 1325. SCR 1820 addresses one specific aspect of the women, peace and security agenda: sexual violence used as a tactic of war. SCR 1820 strengthens SCR 1325 in this area by prohibiting amnesty for sexual and gender based violence (SGBV) and calling on the UN to develop peacekeeping tactics and mediation methods to address SGBV.<sup>12</sup> Security Council resolution 1888, unanimously adopted in September 2009, strengthens the implementation of SCR 1820 by assigning leadership, building judicial response, expertise and reporting mechanisms.<sup>13</sup>

## Security Council Resolution 1889

SCR 1889, unanimously adopted in October 2009, provides an important framework for realizing more effective gender-responsive aid in post-conflict contexts. SCR 1889 specifically recognizes that funding for women's security and peacebuilding needs is vital to effective post-conflict peacebuilding. Building on aspects of SCR 1325, SCR 1889 focuses on financing women's security and peacebuilding needs and ensuring their access to adequate safety and services. It also lays the groundwork for progress in monitoring and reporting on women, peace and security commitments.<sup>14</sup>

While primary responsibility for the implementation of Security Council resolutions rests on the United Nations Security Council and the United Nations system,<sup>15</sup> under Article 25 of the UN Charter, all Member States of the United Nations also agree to accept and carry out the decisions of the Security Council.<sup>16</sup> Governments and donors in conflict and post-conflict contexts (as is the case of Nepal) are, therefore, all under obligation to implement the principles and provisions of SCRs 1325, 1820, 1888 and 1889.

## Section II

### Financing Inclusive Peace and Security for Women in Nepal: From the Comprehensive Peace Agreement to the Nepal Peace Trust Fund

Nepal is a relatively a small country (covering only 147,181 sq km) situated between two geographical, political and economic giants of Asia - China and India. While the official language is Nepali, there are over 100 regional and indigenous languages spoken throughout the country.



Map Source: CIA World Factbook<sup>17</sup>

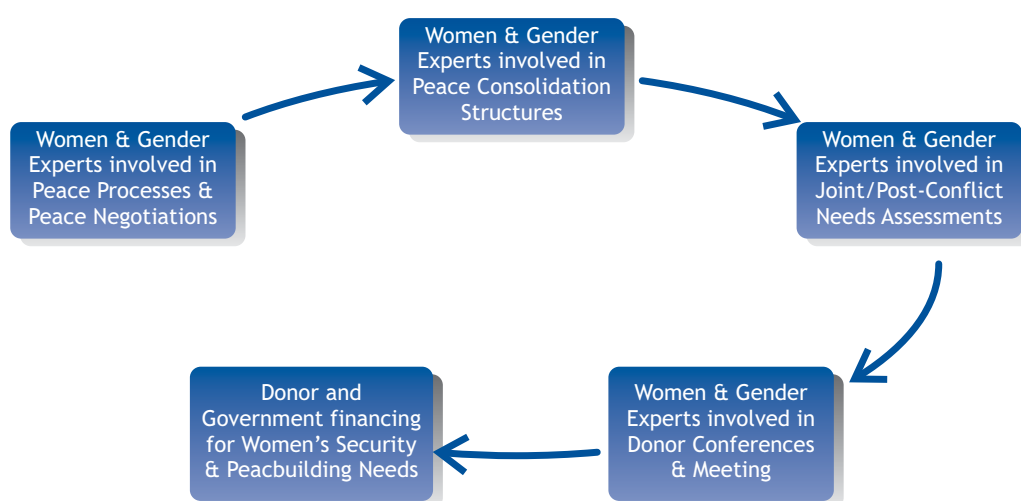
With a per capita income of US\$470 in 2009, Nepal currently ranks among the world's poorest countries.<sup>18</sup> Based on national calorie/GNP criteria an estimated 31% of the population lives below the poverty line. Negative trade balance and dependence on foreign aid mark Nepal's economy. The World Bank estimates that economic growth in fiscal year 2010 is expected to be less than 4%, and predicts lower than anticipated agricultural growth and a further fall in the contribution of manufacturing to growth. However, as the World Bank concludes, this is still an improvement compared to the years of conflict.<sup>19</sup> Nepal's decade-long armed conflict and political turmoil also affected external aid flows throughout the country, resulting in a standstill of many development programmes and activities and an interruption of non-humanitarian aid to the government.

Following the 2006 Comprehensive Peace Agreement (CPA) that ended the armed conflict, international development partners have made concerted efforts to harmonize their aid in support of Nepal's peace process. External aid to Nepal accounts for more than half of the development budget, contributing to 55-60% of the government's total development expenditure.<sup>20</sup> Multilateral and bilateral agencies contribute aid through both government sectors and non-governmental organizations (NGOs). The GoN receives Official Development Assistance (ODA) in several modalities, which includes direct budgetary support, sector specific support, program/project specific support and technical assistance of various kinds.

Bilateral donors have provided funding to address women's security and peacebuilding needs via various interventions and financing mechanisms, including the Nepal Peace Trust Fund (NPTF), the United Nations Peace Fund for Nepal<sup>21</sup> (UNPFN), set up to compliment the NPTF, and funding of multilateral, international and non-governmental organizations. While it is beyond the scope of this study to assess the gender-responsiveness of all ODA to Nepal since the signing of the CPA in 2006, this study looks specifically at the Nepal Peace Trust Fund in its role as a central mechanism for technical and financial support to the peace process and in light of national ownership and state obligations to ensure women's specific security and peacebuilding needs: including obligations to implement Security Council resolutions 1325, 1820, 1888 and 1889.

The NPTF, a government owned and managed multi-donor trust fund, with commitments from both the government and seven bilateral donors totaling over US\$120 million has the potential to provide a solid entry point for addressing and financing a number of women's specific security and peacebuilding needs and their engagement in political and economic decision-making during the recovery process, including in aid management and planning, in line with Security Council resolutions 1325 and 1889.

However, financing for women's post-conflict needs requires a pre-positioning process, as opportunities for influencing key peacebuilding measures are set in motion early on, including policy frameworks and mechanisms for external financial assistance. As this study is intended as a reference and tool for policy makers and gender equality advocates, a gender analysis of the NPTF must also be accompanied by an overview of the impact of the armed conflict on women in Nepal (including women's involvement in the Maoist insurgency); women's participation in (and exclusion from) peace processes and subsequent peacebuilding structures; and the integration and articulation (and absence) of their needs in key policy frameworks, including peacebuilding and recovery financing mechanisms.



## Political and Security Context

Modern Nepal was created from an amalgam of small principalities, unified in 1768 under Prithivi Narayan Shah, who established the Shah dynasty and Hindu Kingdom. Nepal maintained its hereditary monarchy for 240 years until 2008 when the national legislature officially abolished the monarchy and declared the country a republic.

However, the intervening years were punctuated by the influence of British colonial rule from 1816-1947 and subsequent struggles between monarchical rule and the establishment of democracy. Facing significant levels of poverty, development challenges as well as class, caste, ethnic and gender inequality, in 1995, Nepal ranked, as it continues to rank today, as one of the world's least developed countries.<sup>22</sup>

Amidst these challenges, in February 1996 the Communist Party of Nepal-Maoist (CPN-M) presented a “40 Point Demand” to the then Prime Minister Sher Bahadur Deuba. The “40 Point Demand” echoed and capitalized on a vast array of issues which social activists in Nepal had already been working to address. The 40 Point Demand, included, among other demands, a call for an end to special privileges of the monarchy and various forms of discrimination, and for economic, social and cultural rights, including gender equality.<sup>23</sup> Soon after the 40 Point Demand was issued, the Maoist United People’s Front launched an armed insurgency or “People’s War” on 13 February 1996. For over a decade to follow (1996-2006), Nepal experienced a violent civil war between Nepali government forces and Maoist rebels that spread across the country’s 75 districts. Over 13,000 civilians, police and insurgents were killed in the conflict. During the ten-year insurgency, there were a series of cease-fires in 2001, 2003, 2005 and 2006. The conflict finally ended in November 2006 with the signing of the Comprehensive Peace Agreement (CPA).

In 2007, Nepal came on to the agenda of the United Nations Security Council when the United Nations Mission in Nepal (UNMIN), a special political mission, was established in support of the peace process. Its establishment was a response to a letter to the Secretary-General sent on 9 August 2006, in which the then Seven-Party Alliance Government and the CPN-M requested United Nations’ assistance in creating a free and fair atmosphere for the election of the Constituent Assembly and for the entire peace process.<sup>24</sup>

In his first “Report on request of Nepal for United Nations Assistance in Support to its Peace Process” to the United Nations Security Council, the Secretary-General notes that *“The participation of women in the peace process has shown little if any progress”* and recommends *“As part of the effort to ensure the inclusiveness of the process, it is hoped that the interim Government and all concerned will make a renewed attempt to ensure a wider and deeper involvement of Nepalese women in the search for lasting peace.”*<sup>25</sup>

## Impact of Armed Conflict on Women and Girls

The impact of the conflict on women and girls has been manifold, influenced by differences of class, caste, ethnicity and gender discrimination. For civilian women and girls, the protracted conflict resulted in consequences such as increased levels of poverty, including widowhood as a result of spouses having been killed or disappeared, internal displacement, a sharp increase in trafficking, significant levels of conflict-related sexual violence and heightened levels of domestic violence.

Girls and women also played a considerable role in the Maoist insurgency “as propagandists and mobilizers, party cadres and district secretaries and as guerrillas in the front ranks of fighting.”<sup>26</sup> A significant support base for the Maoists rebels were disadvantaged groups, including girls and women, depending on their caste, class, ethnic and geographic location.<sup>27</sup> It is estimated that up to 40% of the Maoist movement was female,<sup>28</sup> the majority of whom were illiterate girls from rural areas who were, on average, between the ages of 14 and 18. Maoist policy required the inclusion of two females in every unit of 9 to 11 members, particularly in the fighting ranks, with Maoist leaders claiming that, in strongholds, every third guerrilla was female.<sup>29</sup>

While ultimately falling short of expectations, Maoist discourse promised emancipatory politics and liberation from an oppressive feudal patriarchal system.<sup>30</sup> In so doing, the Maoist movement was able to garner support among girls and women as a result of pervasive gender inequalities. Borrowing from the burgeoning women’s movement in Nepal, whose central advocacy demands at the time included equal property rights, the Maoist’s 40 Point Demand, number 19, insisted that “Patriarchal exploitation and discrimination against women should be stopped. The daughter should be allowed access to property.”<sup>32</sup>



In particular, the female guerilla played “a central role in the public projection of the Maoist movement”.<sup>33</sup> In a 2004 interview in the Kantipur Daily Newspaper, top female Maoist leader Hsila Yami explains women’s involvement in the movement<sup>34</sup>: *“Women are the most deprived in the existing feudal system despite their role in Nepal’s agro economy. They are denied parental property although they run rural households on their own when their husbands are away earning money. When men return they marry other women and the wives are forced to leave...If the women marry someone else, they become outcasts...the CPN Maoist is reversing this feudal practice through its People’s War. It is leading the new revolution to implement ideas like equal rights for parental property and tillers as landowners. Women are fascinated with this change...the People’s War has brought women out of the vicious cycle of living as reproductive machines...Rural women who were once deprived of their rights are now at the forefront of the People’s War fighting as commanders.”* (Kantipur, 23 February 2004)

## Women’s Engagement in Peace Negotiations

Although women were both involved in and significantly affected by the armed conflict, women leaders from both sides and women’s advocates were almost entirely absent from the peace negotiations. A first round of peace talks took place in 2001, followed by talks in 2003 and, finally, in 2006 when the CPA was signed. In the first, second and third round of peace talks no female members were included in the facilitators’ team. Similarly, there were no women negotiators from either side in peace talks except during the 2003 peace talks where the government appointed one woman, then State Minister of Women, Children and Social Welfare, as member.<sup>35</sup> Her role, however, was limited to rapporteuring and she was excluded from key discussion and decisions. (See Annex 1 for Composition of Negotiation Teams and Facilitators in Nepal’s Peace Process, compiled by Bishnu Raj Upreti)

The Maoist CPN-(M) did not put any women forward as negotiation team members or facilitators in any of the rounds of peace talks. As 2003 head of the CPN-(M) negotiation team reportedly claimed, ‘You do not have to have a woman to represent women’.<sup>36</sup> As Rita Manchanda points out, this intentional oversight was particularly disappointing to many of Nepal’s mainstream women’s advocates, and quotes Aruna Upreti, a women’s health and reproductive rights activist, as lamenting to the CPN-(M) leadership “[You’re] behaving no differently than our mainstream political parties. We never expected our male-dominated government to involve women in the peace process, but we thought you were going to be different.”<sup>37</sup>

The argument is often made that because women have not picked up arms to fight and have not been part of fighting forces, it is impossible to carve out a seat for them at the peace table. However, as is the case in Nepal, even where women have been significantly involved as armed combatants in the Maoist insurgency, this did not secure them a place at the peace table or provide measure enough for the inclusion of their specific needs in the peace consolidation process.

## Women, the Comprehensive Peace Agreement & Implications for Future Financing

The absence of women’s representation and their effective participation in key discussions and decisions during all three rounds of peace talks (2001-2006) is reflected by weak representation of women and gender experts and inadequate provisions (where provisions are made) for addressing women’s needs in the CPA, and in subsequent mechanisms (including financing mechanisms), structures and policy frameworks set up to consolidate the peace.

The CPA calls for each party to accept that no individual shall be discriminated against on the basis of gender and pledges “progressive restructuring of the state by resolving prevailing problems related to class, ethnicity, regional and gender differences.”<sup>38</sup> While the CPA alludes to the necessity of addressing women’s needs by ending “the existing centralized and unitary state system and restructure

it into an inclusive, democratic progressive system to address various problems including that of women, Dalits, indigenous community, Madhesis, oppressed, ignored and minority communities, backward regions by ending prevailing class, ethnic, linguistic, gender cultural, religious and regional discrimination”,<sup>39</sup> it does not go far enough in articulating provisions that would specifically address women’s security and peacebuilding needs - as civilians or former combatants.

The CPA, for instance, does not adequately address conflict-affected and internally displaced women and girls or contain language that would prevent or deter conflict-related sexual violence. Although the CPAs call on “Both parties to completely agree on the need to specially protect the rights of women and children and the need to stop all forms of sexual exploitation and other forms of misbehavior on women and child labour and other violent act against children”,<sup>40</sup> it does not explicitly call for the cessation of sexual violence against women and girls or, to that extent, make it a provision of the ceasefire.

## CPA-Related Peacebuilding Structures

Following the CPA, a number of structures were established to ensure the consolidation of peace.<sup>41</sup> However, few of the key structures or their mandates specifically provide for ensuring the needs of women in post-conflict Nepal. Additionally, few female members or dedicated gender experts have been included. As this study reveals in its review of the NPTF, the lack of women and gender experts’ representation throughout the peace process has affected the way women’s post-conflict needs have been financed. (See Table 1)

In a January 2007 Report to the Security Council, the Secretary-General specifically highlights this gap and requests that action be taken to rectify it: *“The promise of 33 per cent representation for women in all decision-making structures has not been realized in existing peace process structures such as the Peace Committee and the Interim Constitution Drafting Committee. It is urgent that the Nepalese parties open the door to the role that women can and should play in the process, as reflected in Security Council resolution 1325 (2000).”*<sup>42</sup>

As noted by the UN Secretary-General, in the case of Nepal, from the outset, there was a clear lack of women’s representation and inclusion in key peacebuilding structures. As reflected in Table 1 below, a total of only six women across two committees were officially included in Nepal’s main peace process structures. Linkages can be made between certain peacebuilding structures that included women or gender experts and subsequent strides in addressing and financing women’s security and peacebuilding needs: Notably, the landmark election of 33% representation of women as members of the Constituent Assembly in April 2008. This achievement can be linked to the participation of women and gender experts in the Interim Constitution Draft Committee that called for 33% representation of women in Constituent Assembly. It can also be linked to specific government and donor support to financing mechanisms, such as the NPTF, and support to women’s groups and networks for achieving this goal.

**Table 1: Nepal Peace Process Structures**

Committee/ Structure	Establishment	Purpose	# of Women and/or Gender Experts
Peace Secretariat	June 2003	Established under the office of the Prime Minister to facilitate the peace process and later dissolved to establish the Ministry of Peace and Reconstruction in April 2007.	No women or gender experts were included. <sup>43</sup>
Nepal Transition to Peace Initiative	August 2005	Provides support to the political parties in their participation and contribution to the peace process.	There is no official record of women or gender experts' participation in the Nepal Transition to Peace Initiative. <sup>44</sup>
National Monitoring Committee on Code of Conduct for Ceasefire	June 2006	Implementation of the 12-point understanding and Code of Conduct for Ceasefire.	There is no official record of women or gender experts' participation in the National Monitoring Committee. <sup>45</sup>
Peace Committee	June 2006	Mandate to implement all necessary work in regard to the peace process and restoration of peace, including provision of advice to the Government's Negotiating Team.	There is no official record of women or gender experts' participation in the Peace Committee. <sup>46</sup>
Interim Constitution Draft Committee	June 2006	The Drafting Committee submitted its Draft Interim Constitution to the Negotiating Talk Teams in August 2006.	No women were included initially. After rigorous advocacy from the Nepalese women's movement four women were included, comprising 25% of the Committee: Pushpa Bhusal (Elected to the Constituent Assembly in April 2008), Sushila Karki, and Chhatra Kumari Gurung and Shanta Rai. <sup>47</sup>
Observer Team	July 2006	Approved by the GoN at a meeting of the council of ministers, the Negotiations Observers Group (NOG) is an agreed joint peace structure, consisting of respected and senior Nepali civil society leaders to observe advise and witness all the formal negotiations of peace process.	No women or gender experts were included on the Observer Team.
Central Direction & Coordination Committee on Cantonment Management	November 2006	Comprising 16 members, the Committee has central and local level committees to coordinate the management of cantonments in 28 places.	2 female ministers: Hisila Yami and Pampha Bhusal.





### Box 1: Strength of Women's Groups and Networks in Nepal in advancing implementation of SCR 1325

As a result of the interventions and advocacy of women's groups at various levels and sectors much sensitization, awareness-raising and capacity building is underway by women's organizations in addressing women's specific security and peacebuilding needs in line with SCR 1325.

Following the CPA, in 2006 coalitions of women's organizations working on aspects of women, peace and security issues mobilized, with the aim to promote women's post-conflict priorities and needs in Nepal. Shantimalika (Women Peace Makers' Organization), Women's Alliance for Peace Power Democracy and the Constituent Assembly (WAPPDCA), and Women Security Pressure Group (WSPG) have been an important presence in the peacebuilding process.

## The Nepal Peace Trust Fund

As demonstrated in the preceding analysis, in instances where women and gender experts were included in peacebuilding structures and processes, and financing provided, progress can be noted. However, the lack of engagement of women and gender experts is reflected by slow progress and significant gaps in financing for their post-conflict needs. The performance of the Nepal Peace Trust Fund since its establishment in 2007 provides an example of this.

The GoN established the NPTF in 2007 in order to implement the provisions of the CPA, and subsequent CPA related agreements, and as a mechanism for interested bilateral donors to contribute to the peace process through direct contributions to the Government. To date, the total budget of the NPTF (2007-2010) exceeds US\$120 million dollars, comprised of contributions from the government of Nepal and seven bilateral donors: United Kingdom (UK), Norway, Finland, Denmark, Switzerland, European Commission (EC) and Germany. The GoN contributes the majority of funds to the NPTF at 64%, while the support of the bilateral donors accounts for 35%. The GoN has approved an extension of the NPTF term from January 2010 to January 2013. (See Annex 2 for Funding Scenario of the NPTF).

**Table 2: Total Budget Received by the NPTF as of the Reporting Period January-May 2010**

Donor		Received by NPTF		Remarks
		equiv. US\$	NPR	
Initial	UK	20.476	1,515.239	
	Norway	9.783	723.923	
	Switzerland	2.965	219.396	US\$ 2.775 million is yet to be disbursed
	Finland	4.063	300.635	
	Denmark	3.242	239.927	
New	European Union	-	-	Bilateral agreement signed for € 5 million
	Germany	-	-	Bilateral agreement signed for US\$ 2.828 million
Total (Donors)		40.529	2,999.120	Includes budget of FY 2009/10: NPR 2,380 million
GoN		72.987	5,401.015	
Grand Total		113.515	8,400.135	

Source: Nepal Peace Trust Fund Ninth Four-Monthly Progress Report (mid January -mid May 2010).

\* EU Funds will be released only after signing of the JFA.

\* GoN budget available upon request from the concerned District Treasury Controller Office.

\* In addition UNDP and GTZ have provided technical support to the NPTF.



The NPTF supports the implementation of the CPA through the provision of grants in the areas of: Management of camps and reintegration of former combatants; Rehabilitation of internally displaced people; Election of the constituent assembly (CA) and other entities; Promotion and strengthening of peace and security; the peace process, implementation of the CPA and other related agreements; Mine action; Rehabilitation of conflict-affected individuals and families; and Reconstruction and maintenance of the damaged physical infrastructures in the public sector.<sup>48</sup>

The Ministry of Peace and Reconstruction (MoPR) is the Ministry responsible for the overall operation of the NPTF and the Ministry of Finance (MoF) plays a crucial supporting role in the operation of the Fund through fund management and donor coordination. There are eight areas of work under the aegis of the of the NPTF, organized into six thematic sectoral working groups/clusters, headed by the Joint Secretaries of the MoPR: (i) Cantonment Management, (ii) Conflict Affected Persons (CAPs including IDPs), (iii) Constitution building and election, (iv) Safety and security, (v) Physical infrastructure, and (vi) Peace Structures, Outreach and coordination.<sup>49</sup> The working groups/clusters support the technical evaluation of project proposals and prioritization of activities. Cluster meetings include NPTF donors, government agencies, and designated experts from international organizations.

Approximately 55% of the total NPTF funds have been allocated to cantonment management (including physical infrastructure), while 29% was allocated to the election of the Constituent Assembly, held in 2008 and 2009 (the NPTF was the main contributor), and to constitution-making projects. Projects falling under the category of “Safety and security” (including reconstruction of damaged police units) accounted for 10%. Only 4.9% of the fund’s resources have been allocated to the rehabilitation of Internally Displaced Persons (IDPs).<sup>51</sup> (See Tables 3 & 4) It is estimated that at least half of Nepal’s IDPs are women and girls.<sup>52</sup>

**Table 3: NPTF Approved Budget for Corresponding Projects (until May 2010)**

	Cluster	No. of Projects	NPTF Budget approved	Percentage of total
1	Cantonment management	16	3,577,055,450	47.61
2	Physical Infrastructure	2	551,120,000	7.33
3	Constitution building and election	8	2,171,343,075	28.90
4	CAP including IDPs	1	370,000,000	4.92
5	Safety and security	1	801,378,000	10.67
6	Peace structures, outreach & coordination	3	42,788,496	0.57
<b>Total</b>		<b>31</b>		<b>100.00</b>

Source: Nepal Peace Trust Fund Ninth Four-Monthly Progress Report (mid January -mid May 2010)

\* Mine Actions, Reconstruction of public infrastructure and CAP have not yet received any funds from the NPTF.

**Table 4: NPTF Projects Financed during the Review Period (January-May 2010)**

Project No	Project Title	IA	Starting Date	Completion Date	Remarks
A5	Basic Need Fulfillments in the Cantonments	CMCCO	20 Apr 07		Ongoing
A6-3	Cantonment Health Management Programme Phase III	MoHP	16 Jul 09	15 Jul 10	Ongoing
A8	Installation of Toilet-attached Biogas Plants and Solar Systems in Cantonments	AEPC	Feb 09	06 Feb 10	Ongoing
A9	Water Supply System Development in the Cantonments	DWSS	Dec 09	Jul 10	Ongoing
B1	Special Programme for Relief and Rehabilitation of the IDPs	MoPR	Sep 07		Ongoing
C6	Efficient Management of Electoral Process of Multi-year Strategic Plan (Voter Registration Kits)	ECN	25 Nov 09	Dec 12	Ongoing
D1	Reconstruction of Police Units	NP	25 Nov 09	24 Feb 11	Ongoing
E1	Cantonment Management Project	CMCCO	26 Nov 09	15 Jul 10	Ongoing
E2	All Weather Access Roads and Bridges to the Cantonments	DoR	Dec 09	15 Jul 10	Ongoing
F2	Institutional and Organizational Support to NPTF	PFS	01 Dec 09	30 Nov 10	Ongoing
F3	Operational Budget of the PFS	PFS	Dec 09	Nov 10	Ongoing

Source: Nepal Peace Trust Fund: Ninth Four-Monthly Report

## Nepal Peace Trust Fund & Women's Security and Peacebuilding Needs

After a protracted armed conflict, with little provision for women's specific post-conflict needs in the CPA and low representation of women in Nepal's peace process structures, major security and peacebuilding needs of women remain. These include the need to address issues of relief and rehabilitation of internally displacement women and girls (including reintegration of former female combatants); management of cantonments; trafficking; transitional justice; truth and reconciliation; reparation; gender-sensitive security sector reform; and access to health care. The performance of the NPTF reflects this gap.

This study sought to determine how and to what extent NPTF funds have been budgeted to address women's post-conflict needs within its projects. The fund is mandated to address women's post-conflict needs, in accordance with SCR 1325. Article 33 of the "Joint Financing Arrangement on the Nepal Peace Trust Fund between the Government of Nepal and the Donor Group"<sup>53</sup> calls for the establishment of a "Technical Cell" (renamed as "Technical Committee") to support the Fund's Steering Committee in reviewing projects submitted for funding. *"Following its review, the Technical Cell will forward each project submission with its recommendations to the Steering Committee, with a copy to the Donor Advisory Group."* While Article 33 invokes adherence to SCR 1325 by requiring that the Technical Committee *"pay special attention to the inclusion, consultation and needs of women, in accordance with UN Security Council resolution 1325"*, early on, a 2007 review of the fund noted that *"A Technical Committee is located in the MoPR, but it has not been able to address issues related to women and disadvantaged groups in their meetings."*<sup>54</sup>

Subsequently, the NPTF has made slow progress in concretely addressing women's security and peacebuilding needs within its areas of work and projects. Though the NPTF recognizes the importance of implementing SCR 1325, to date, there has been a lack of earmarking, tracking or monitoring of funds

for women's post conflict needs. The lack of a comprehensive needs assessment and costing of women's security and peacebuilding needs in Nepal compound this omission.

Since its establishment in 2007, the majority of NPTF quarterly reports contain few references to women, girls or gender considerations. Three of the reports (the first, fifth and sixth reports) contain no mention to women, girls or gender considerations. Research conducted by UNIFEM found that where NPTF projects contained provisions for the inclusion of women's needs or gender considerations, there has not been, to date, regular tracking of funds provided to meet these specific goals.<sup>55</sup>



### Areas where Progress has been made in addressing Gender in NPTF Projects:

- ✓ **Voter Education:** The Voter Education Programme contained provisions for ensuring that voters, including women, have access to information in electoral processes. However, none of the quarterly reports contain reporting on the amount spent to achieve this goal for women or provide an indication of how such goal was met. (1325-related category "Participation")
- ✓ **Reconstruction of Police Units:** Progress was reported in the "Reconstruction of Police Units" project, taking place across 70 districts in Nepal to "improve gender friendly living conditions of the police." Part of the implementing strategy for the Reconstruction of Police Units Project includes "identification of the police units for reconstruction based on specific criteria, gender friendly structural design and construction of office, barracks, mess buildings, toilets etc." However, there is no reporting of how much was allocated to achieving this particular target. (1325-related category "Security Sector Reform")
- ✓ **Cantonment Infrastructure:**
  - Gender appropriate provision was reported in the "Installation of toilet-attached Biogas Plants and Solar Systems in the Cantonments of Kailali project. However, in these projects there is no reporting of how much was allocated to achieving this particular target. (1325-related category "Infrastructure")
  - An April 2010 monitoring and evaluation visit of projects in six districts found an unavailability of maternity wards in the cantonments for combatants and identified the construction of wards as a critical need. Allocation of funds was prioritized for establishment of maternity units in several cantonments. Six maternity units were approved and four were constructed during the reporting period at a cost of NPR 2,985,000 (US\$39,823). (1325-related categories "Infrastructure" & "Health")  
(See Table 5)
- ✓ **Institutional and Organizational Support to the NPTF:** Progress Reports note the strengthening of the NPTF Secretariat and Technical Committee to include a women's representative. A 2010 Joint Review of the NPTF further recommends that the MoPR's Gender Focal Point should also be represented in the Technical Committee and recommends strengthening the Peace Fund Secretariat programme management office, including by addressing the gender imbalance through the recruitment of more female project officers. (1325-related category "Participation")

Despite the existence of six sectoral cluster groups and a Technical Committee mandated to further the implementation of SCR 1325, women's security and peacebuilding needs have not been systematically integrated into NPTF projects and budget lines, as reflected in Table 5 below. Significant gaps remain in addressing women's security and peacebuilding needs. These gaps could be specifically budgeted for in line items of the Fund's current ongoing projects.

**Table 5: Mention or Reporting of Women or SCR 1325-Related Areas in NPTF Approved Projects 2007-2010**

NPTF Approved Projects (as of January 2010)	Mention or Reporting of Women or SCR 1325-Related Areas (2007-2010)*											Expenditure per Project		
	Participation	Capacity Building	SGBV	SSR	DDR	Female IDPs	Reparations	Access to Justice	Health	Infrastructure	Socio-Economic Recovery	Includes Sex-Disaggregated data	Total Reported Project Cost (USD)***	Reported Project Expenditure on Women’s Specific Needs
Completed Projects**														
A1: Temporary Housing													1.68	None Reported
A2: Basic Infrastructure													2.78	None Reported
A3: Access Roads													5.65	None Reported
A4: Temporary Cantonment Infrastructure													2.19	None Reported
A6: Cantonment Health Management Programme (CHMP)													0.85	None Reported
A6-1: CHMP Phase II													0.95	None Reported
A6-2: CMP - Extended to all Satellite Cantonment Areas													0.36	None Reported
A7: Emergency Health Management Programme													0.06	None Reported
C1: Voter Education	●	●											2.44	None Reported
C2: Election Officials & Employee Training													3.98	None Reported
C1-2: Voter Education Programme for the CA Election	●	●											3.48	None Reported
C2-2: Capacity Development of Election Officials													3.84	None Reported
C3: Deployment of Polling Officials on CA Election Day													19.85	None Reported



NPTF Approved Projects (as of January 2010)	Mention or Reporting of Women or SCR 1325-Related Areas (2007-2010)*										Expenditure per Project			
	Participation	Capacity Building	SGBV	SSR	DDR	Female IDPs	Reparations	Access to Justice	Health	Infrastructure	Socio-Economic Recovery	Includes Sex-Disaggregated data	Total Reported Project Cost (USD)**	Reported Project Expenditure on Women’s Specific Needs
C4: Constituent Assembly By-Election													0.50	None Reported
C5: Public Consultation for Constitution Making Phase 1													3.86	None Reported
F1: Administrative Budget of the Secretariat													0.02	None Reported
Ongoing Projects														
A5: Basic Needs													35.48	None Reported
A6-3: CHMP Phase III													1.13	None Reported
A8: Biogas and Solar Systems in the Cantonments												●	0.33	None Reported
A9: Water Supply System Development in Maoist Cantonment													0.50	None Reported
B1: Special Program for IDPs													5.90	None Reported
C6: Efficient Management of Electoral Process													36.83	None Reported
D1: Reconstruction of Police Units				●						●			13.87	None Reported
E1: Cantonment Management Project									●	●			1.37	NPR 2,985,333 (Approximately \$39,823.00 USD)
E2: All Weather Access Roads and Bridges													6.08	None Reported
F2: Operational Budget of the PFS													0.17	None Reported
F3: Institutional and Organizational Support to the NPTF													0.39	None Reported

Source: Compiled from information reported by the Nepal Peace Trust Fund: Four-Monthly Progress Reports.

\* This table provides an indication of NPTF projects in relation to areas of SCR 1325. Not all projects are applicable to each area.

\*\* Blank Cells indicate no mention or reporting.

\*\*\* Figures in Million.



Throughout all the narrative and financial reports, and reflected in Table 5, apart from the aforementioned areas where gender considerations were reported, there are no other specific mentions or indications of how women's specific security and peacebuilding needs are being addressed or budgeted for within the other NPTF projects. There is also a lack of sex-disaggregated data reported overall, including projects in which women and gender considerations are mentioned.

Given the significant number of former female combatants (many of whom were recruited when they were girls and are now women), it is unclear how the NPTF cantonment management projects are specifically considering and budgeting for their needs in a strategic and coherent way, both within the cantonments and in plans for their discharge. Approximately 1,000 women were among 3,000 former child soldiers discharged from the PLA in February 2010. As one former female child soldier told IRIN "My family does not accept me and society looks at me with hatred...I don't know how I will survive now and where to live."<sup>56</sup>

It is equally unclear how the NPTF plans to specifically address the relief and rehabilitation of internally displaced females, including former female child soldiers and female combatants. In Project E2 "Special Programme for the Relief and Rehabilitation of the Internally Displaced Persons" there is no indication, for instance, of how or whether the Programme's implementing strategies have made provisions for the specific circumstances faced by female IDPs. Two out of the Project's three relief packages (*see Annex 4*) assume and require access to and ownership of property and the ability to return to one's place of origin. In the case of many female IDPs, they do not own or have access to land. Based on 2001 Census figures, only 10% of households responded that women in their families own land. Moreover, many female IDPs are unable to return to their place of origin as a result of the conflict - this includes former female combatants, widows and those displaced due to trafficking or gender-based violence.

While review of the NPTF does reveal some attention to gender in the area of Electoral Processes, NPTF reports do not provide an adequate indication of gender-responsive strategies or funds earmarked for ensuring the inclusion and participation of women. Further, NPTF reporting does not specify whether or how projects funds take gender dimensions into account in "non-traditional" areas such as the project on "All Weather Access Roads and Bridges to the Cantonments" or "Water Supply System Development in the Cantonments". For instance, the project on "All Weather Access Roads and Bridges to the Cantonments" could indicate and budget for how its Objective A: *"Integrate the cantonment site throughout the year with the road head/market place by access roads"*, plans to meet the needs of women who use, or could use, the roads.<sup>57</sup>

Donors to the NPTF have regularly noted the weaknesses in addressing women's security and peacebuilding needs and have urged further action be taken to strengthen the Fund's performance in this regard. In November 2009, during a meeting of the government-donor advisory group, a representative from Norway remarked, "The clusters have contributed to assure the quality of projects; however, it would be better if the issues relating to the most vulnerable gender and children sector are also dealt appropriately with priority." Similarly, a representative from Finland urged that, "the issue of gender and children has to be proactively dealt with in such meetings and also to explore venues for funding of these cross cutting issues from different sources, including new partners. The clusters may also come up jointly on developing appropriate strategy."<sup>58</sup> Although donors have identified that more needs to be done and have also formed relevant coordinating mechanisms (*see Box 2*) more concrete donor action within these mechanisms is needed to ensure that the NPTF advances the effective implementation of SCRs 1325, 1820, 1888 and 1889 and improves the lives of women in post-conflict Nepal.





**Box 2:**  
**SCR 1325 Coordinating Mechanisms in Nepal**

Unlike many post-conflict situations, Nepal has several specific mechanisms set in place that could advance better integration of women's peacebuilding and security needs within NPTF projects and ensure implementation of Security Council resolutions on women, peace and security.

**The Interim Plan (2008-2010)**

Following the CPA, a Three Year Interim Plan was formulated, which succeeded PRSP/Tenth Five Year Plan (2003-2008). The Plan explicitly makes gender and development a policy priority with a long-term vision of gender equality and guarantee of women's fundamental rights. As its objective, the Plan, in post-conflict Nepal, aims at social integration of women affected by the conflict and inclusion of women in conflict resolution and peace processes.

**Ministry of Peace and Reconstruction (MoPR), (See Annex 5)**

Established in April 2007, with a mandate to provide leadership in peacebuilding, the MoPR has now become the official torchbearer for the implementation of SCRs 1325 and 1820.

**SCR 1325 High-Level Steering Committee (See Annex 6)**

Formed in 2009 and chaired by the Minister for Foreign Affairs and co-chaired by the MoPR, the High Level Steering Committee was established to implement SCR 1325. The Committee has been mandated to develop and coordinate policies to facilitate gender mainstreaming in the peace building process, including the preparation of a National Action Plan for the implementation of SCR 1325. The Committee is comprised of 18 members, including key sectoral ministries and six representatives from women's organizations. The Committee may invite to the meetings other actors such as the 1325 Peace Support Working Group, UNMIN, and other experts on related topics as needed.

**Donor "1325 Peace Support Working Group" (PSWG) (See Annex 7)**

Under the co-chairmanship of UNFPA and the Royal Norwegian Embassy, the group is a coalition of donor agencies that has conducted several advocacy and awareness initiatives to support the GoN, development partners and civil society to implement the provisions of SCR 1325. In 2009, the PSWG recognized the need for stronger advocacy to donor agencies and funding coordination units to implement the recommendations of SCRs 1325 in proposal screening processes. As a response, the PSWG developed draft guidelines to assist donor agencies and the UN to review the extent to which proposals integrate recommendations of SCR 1325.



## Recommendations for Strengthening Accountability to Financing Women's Security and Peacebuilding Needs

### A Roadmap Required: Mapping and Costing Women's Security and Peacebuilding Needs

To date, there has not been a comprehensive needs assessment or costing of women's security and peacebuilding needs in Nepal. This significant omission weakens accountability to women, their future, the future of their families and extended families, and effective, sustainable peacebuilding. The study recommends that the government of Nepal, with the support of key development partners, consider undertaking a comprehensive needs assessment and costing of women's security and peacebuilding needs as an immediate step forward (bearing in mind the implementation of the SCR 1325 National Action Plan recently adopted), within a 12 month timeframe. The implementation of such a recommendation could provide a 'roadmap' and a tool that could be used by the NPTF, and other peacebuilding financing mechanisms and structures to better address the post-conflict needs of women in Nepal. Without such a roadmap, it is difficult to demand greater accountability to financing women's post-conflict needs from government and donors.

### The Nepal Peace Trust Fund:

Overall, since the NPTF's establishment in 2007, few of its projects have specifically addressed or budgeted for women's needs. Where NPTF projects have contained provisions for the inclusion of women's needs or gender considerations, there has not been, to date, regular tracking of funds provided to meet these specific goals.<sup>58</sup>

However, the NPTF, in conjunction with SCR 1325-related coordinating mechanisms and women's networks in Nepal, has the potential to transform itself into model for gender-responsive aid that could be replicated in other post-conflict situations.

The study recommends that the GoN and the seven bilateral donors to the NPTF, in collaboration with women's groups and networks and national SCR 1325 support structures, consider taking a number of actions at various stages related to the NPTF management in order to ensure strengthened national level implementation of SCRs 1325, 1820, 1888 and 1889:

#### Project Selection Process:

- Ensure that financing decisions in current NPTF projects are based on a comprehensive needs assessment and costing of women's security and peacebuilding needs;
- Integrate and utilize the SCR 1325 Peace Support Working Group Guidelines for the Implementation of SCRs 1325, 1820, 1888 & 1889 in proposal selection processes;
- Expand the NPTF to include new projects that specifically address women's security and peacebuilding needs.

#### Reporting and Accountability to Gender Related Outcomes:

- Require projects financed under the NPTF to report on how the project considered or addressed gender, as part of the reporting requirement of the Four-Monthly reports;
- Require projects financed under the NPTF to include sex-disaggregated data on beneficiaries of service-delivery related initiatives, as part of the performance indicators used in the Four-Monthly reports.

**Strengthening Capacity on Gender in the Overall Management of the Fund:**

- Increase the number of gender experts and staff with gender expertise in the Peace Fund Secretariat, with the goal of gender mainstreaming of all NPTF projects;
- Peace Fund Secretariat considers requesting technical assistance and support from the SCR 1325 Peace Support Working Group (PSWG) and 1325 High Level Steering Committee in integrating women's security and peacebuilding needs into its planning and projects, including in budgeting, monitoring and evaluation of funds.

**Participation of Women's Groups:**

- Support consultation and participation of women's groups and networks as partners in the implementation and monitoring of gender-related aspects of the NPTF projects and well as contributing towards the mapping and costing of women's security and peacebuilding needs.

**Harmonization and Donor Accountability:**

- Increase harmonization of NPTF and UNFPN projects in regard to addressing women's security and peacebuilding needs. As the UNFPN was set up to 'compliment the NPTF', it would be important to develop a comprehensive strategy for ensuring that that each Fund is meeting agreed targets in relation to women's security and peacebuilding needs.

**Within the NPTF Current Projects:**

- Identify the number and needs of female IDPs, including former female ex-combatants. Earmark, budget and allocate specific funds for the Relief and Rehabilitation of female IDPs, including support for reintegration of female ex-combatants. Earmark, budget and allocate specific funds. Require monitoring, evaluation and reporting of results achieved;
- Identify ways to strengthen women's inclusion and participation in Electoral Processes, including voter education and engendering the election policy and strategy. Earmark, budget and allocate specific funds. Require monitoring, evaluation and reporting of results achieved;
- Identify gender-specific needs in all Cantonment related projects, including areas often considered 'non traditional' such as the All Weather Access Roads Project. Earmark, budget and allocate specific funds. Require monitoring, evaluation and reporting of results achieved



### Box 3:

#### Women's Groups and Gender Advocates in Nepal have called for:

##### ✓ Designation of Expert Posts for Implementation of SCRs 1325 and 1820

Frequent change of political leadership at national and sectoral levels often leads to discontinuity in policy commitment. Women's groups and gender advocates have identified that while government officials may be trained while they are in agencies that are directly or indirectly associated with the implementation of SCR 1325, transfer to other agencies or changes in positions (where training/capacity on SCRs 1325/1820 cannot be utilized) can hamper continuity of commitment and tempo of implementation, while successors need to be trained. Women's groups have advocated for the establishment of a specialized "Women, Peace and Security Unit" in Ministry of Peace and Reconstruction with adequate staff, physical infrastructure and funding, that could be tasked to support the Ministry's policy, planning, implementation, coordination (with donors, civil society, women's groups, government agencies and affected women), monitoring and evaluation and reporting. Advocates have suggested that experts and technical experts could also be hired outside of government structures, which may provide better continuity in supporting the mainstreaming of women's security and peacebuilding priorities.

##### ✓ Formation of a Women's National Consultative Group

While many women from advocacy groups are now represented in the Constituent Assembly (CA) some women's civil society members have expressed reluctance to rely solely on CA women members to take up women's issue in the CA, (as representatives are often bound by party whip or party interest which, at times, supersedes women's interest in an absolute sense), and press for the continued value and importance of women outside of party politics to organize in coalitions with specific focus on women and peacebuilding issues. Women's groups and gender advocates in Nepal have recommended a national-level "**women's consultative group**" be formed to ensure diverse representation of women and women's security and peacebuilding needs, which could liaise with the SCR 1325 High Level Steering Committee.

##### ✓ Data Gathering - Inclusion of Indicators in the 2011 Census

At present, national level data/information on women's security and peacebuilding is lacking. Gender advocates suggest that data could be generated in regard to SCRs 1325 and 1820 in the forthcoming Census 2011 by using proxy indicators and by including questions and indicators in the Census schedules.



## Annex-1

### Composition of the negotiation team and facilitators in Nepal's peace process

Source: Upreti, Bishnu Raj. *Women's Role in Nepal's Peace Process. Working Paper. (2008)*

1. Peace Talk team 2001:	2. Peace Talk team 2003
<b>1A. The Government Side:</b> Mr. Chiranjivi Wagley Convenor Mr. Mahesh Acharya Member Mr. Chakra P. Bastola Member Mr. Vijay K. Gachhadar Member Mr. Narahari Acharya  <b>1B. The CPN (Maoist) Side:</b> Mr. Krishna Bahadur Mahara Convener Mr. Top Bahadur Rayamajhi Member Mr. Agni Prasad Sapkota Member	<b>2A. The Government Side:</b> Mr. Badri Prasad Mandal Convenor Mr. Ramesh Nath Pandey Member Mr. Kamal Prasad Choulagai Member Mr. Narayan Singh Pun Member Dr. Upendra Devkota Member Ms. Anuradha Koirala Member  (Once the government was changed on 4 June 2003, new PM Surya Bahadur Thapa appointed new negotiators ) Dr. Prakash Chandra Lohani ,Convener Mr. Kamal Thapa ,Member <b>2B. CPN (M) side:</b> Dr. Baburam Bhattarai Convenor Mr. Ram Bahadur Thapa (Badal) Member Mr. Krishna Bahadur Mahara Member Mr. Dev Gurung Member Mr. Matrika Yadav Member  Once the government was changed on 4 June 2003 and new PM changed negotiators the Maoist also refined it as: Dr. Baburam Bhattarai Convenor Mr. Krishna Bahadur Mahara Member
Facilitators 2001:	Facilitators 2003:
Mr. Padmaratna Tuladhar Mr. Damannath Dhungana	Mr. Damannath Dhungana Mr. Padmaratna Tuladhar Mr. Shailendra Kumar Upadhyaya Mr. Karnadhwaj Adhikary
3. The 2006 Negotiators	
<b>3A. The Maoist team (10 May 2006)</b> Mr. Krishna Bahadur Mahara Convenor Mr. Dinanath Sharma Member Mr. Dev Gurung Member	<b>The Government (19 May 2006):</b> Mr. Krishna Prasad Sitaula Convener Mr. Pradip Gyawali Member Mr. Ramesh Lekhak Member
	<b>Observers:</b> Mr. Padmaratna Tuladhar Mr. Damannath Dhungana Mr. Laxman Prasad Aryal Mr. Devendra Raj Pandey Mr. Marhura Prasad Shrestha

## Annex-2

Source: "Four Monthly Progress Report-Report No. 8. Nepal Peace Trust Fund. Mid September - mid January 2010."

Table 1: Funding Scenario of the Peace Fund (as of 15 Jan 2010)

Source	Commitment		Received by NPTF			Released to IAs			Balance with NPTF			Remarks
	Equiv US\$	NPR	Equiv US\$	NPR	Date	Project	NPR	Date	Surplus with PFS (Rcvd.-Released) (NPR)	Surplus returned (NPR)	Total (NPR)	
UK		203,730,000.00		203,730,000.00	2-Apr-07	A4	138,252,666.00	27/07/07				Surplus fund was returned by ECN and DUDBC on 05/07/09
		112,458,960.00		112,458,960.00	2-Apr-07	A3	177,936,294.00	27/07/07				
		649,950,000.00		649,950,000.00	13-Mar-08	C3	649,950,000.00	23/03/08				
Total UK	13,055,931.89	966,138,960.00	13,055,931.89	966,138,960.00			966,138,960.00		-	86,258,898.19	86,258,898.19	Surplus fund was returned by ECN and DUDBC on 05/07/09
NOR		144,815,487.97		144,815,487.97	12-Jul-07	A3	123,982,794.93	27/07/07				
		239,066,860.53		239,066,860.53	11-Feb-08	A1	12,406,500.00	14/8/2007				
		340,040,871.93		340,040,871.93	31-Dec-08	C3	247,493,053.57	23/03/08				
						A8	17,393,957.00	9/4/2009				
						C5	205,790,939.00	9/4/2009				
Total NOR	9,782,746.22	723,923,220.43	9,782,746.22	723,923,220.43		F1	234,297.00	11/4/2009	116,621,678.93	31,273,519.73	147,895,198.66	Surplus returned from ECN on 05/07/09
FIN		89,103,316.75		89,103,316.75	17-Aug-07	C3	89,103,316.75	23/03/08				
		156,926,166.60		156,926,166.60	19-Dec-08	A8	8,028,279.00	9/4/2009				
		54,605,335.00		54,605,335.00	13-Dec-09	C5	94,985,061.00	9/4/2009				
						F1	74,454.00	11/4/2009				
Total FIN	4,062,632.68	300,634,818.35	4,062,632.68	300,634,818.35			192,191,112.75		108,443,705.60	11,091,658.41	119,535,364.01	Surplus received from ECN on 05/07/09
DEN		121,061,946.60		121,061,946.60	12-Apr-07	C1	81,710,644.00	22/07/07				
						C1-2	39,351,302.00	NA				
		118,864,468.77		118,864,468.77	17-Aug-07	C2	5,068,586.77	2/9/2007				
						C2-2	113,795,882.00	NA				
Total DEN	3,242,248.86	239,926,415.37	3,242,248.86	239,926,415.37			239,926,414.77		0.60	29,862,157.25	29,862,157.85	
SWZ		53,915,911.07		53,915,911.07	3-May-07	A3	53,915,911.07	27/07/07				
		28,600,451.55		28,600,451.55	14-Mar-08							
Total SWZ	1,115,085.98	82,516,362.62	1,115,085.98	82,516,362.62			53,915,911.07		28,600,451.55	-	28,600,451.55	
EC	8,380,000.00	620,120,000.00					-		-		-	
GER	2,828,000.00	209,272,000.00					-		-		-	
TOTAL DAG	42,466,645.63	3,142,531,776.77	31,258,645.63	2,313,139,776.77			2,059,473,940.09		253,665,836.68	158,486,233.58	412,152,070.26	
GoN				57,384,720.00	20/04/07	A5	57,384,720.00	19/04/07				
				93,593,500.00	26/04/07	A1	93,593,500.00	19/04/07				
				175,257,956.00	26/04/07	A2	175,257,956.00	19/04/06				



N.B.: AoE: Authority of Expenditure; DUDBC: Department of Urban Development and Building Construction; DTCCO: District Treasury Controller Office; ECN: Election Commission Nepal; IA: Implementing Agency; PFS: Peace Fund Secretariat

Source	Commitment		Received by NPTE			Released to IAs			Balance with NPTE			Remarks
	Equiv US\$	NPR	Equiv US\$	NPR	Date	Project	NPR	Date	Surplus with PFS (Recd.-Released) (NPR)	Surplus returned (NPR)	Total (NPR)	
GoN				57,364,720.00	21/06/07	A5	57,364,720.00	16/05/07				
				59,235,840.00	28/06/07	A5	59,235,840.00	22/06/07				
				1,000,000,000.00	16/06/07			-				
	19,490,064.00	1,442,856,736.00		1,442,856,736.00			442,856,736.00		1,000,000,000.00	5,093,500.00	1,005,093,500.00	During FY 2063/64
				250,000,000.00	5/2/2008	A5	61,855,840.00	31/07/07				
				250,000,000.00	17/03/08	A1	2,593,500.00	14/8/2007				
				36,072,960.00	2/6/2008	A5	63,559,720.00	6/9/2007				
				23,214,000.00	24/06/08	B1	250,000,000.00	6/9/2007				
				62,760,750.00	29/06/08	A5	4,590,000.00	16/09/07				
				120,000,000.00	14/07/08	A5	55,533,600.00	23/09/07				
						A5	244,107,000.00	11/10/2007				
						A5	48,821,400.00	28/10/07				
						A5	2,520,000.00	14/11/07				
						A6	23,214,000.00	19/11/07				
						A5	47,194,020.00	22/11/07				
						A5	40,572,000.00	28/12/07				
						A5	112,650,000.00	18/01/08				
						A7	3,500,000.00	24/01/08				
						A5	36,066,760.00	28/01/08				
						A5	169,101,000.00	7/2/2008				
						A5	34,185,700.00	22/02/08				
						C3	59,365,287.68	23/03/08				
						C1-2	115,280,822.00	N/A				
						C2-2	50,541,180.00	N/A				
						C4	38,907,000.00	N/A				
						A5	33,820,200.00	19/03/08				
						A5	34,947,540.00	18/04/08				
						A5	36,072,960.00	2/6/2008				
						A6	23,214,000.00	24/06/08				
						A5	34,945,680.00	29/06/08				
	10,027,671.76	742,047,710.00		742,047,710.00			1,627,141,209.68		(855,093,499.68)	56,233,473.68	(828,860,026.00)	During FY 2064/65
				255,152,290.00	17/07/08	A5	36,071,040.00	30/07/08				1) NPR 355,132,350 was received by NPTE in cash and remaining amount was released by DTCC to
						B1	120,000,000.00	3/8/2008				





## Annex-3

### Status of disbursement of fund and expenses of the approved projects (as of 15 January 2010)

Source: "Four Monthly Progress Report-Report No. 8. Nepal Peace Trust Fund. Mid September - mid January 2010."

Projects	Total Project Cost		NPTF Approved		Disbursed to IA (NPR)	NPTF Expense (NPR)	Remarks
	NPR	US\$	NPR	US\$			
Completed Projects							
A1: Temporary Housing	106.00	1.68	106.00	1.68	106.00	106.00	
A2: Basic Infrastructure	353.78	5.62	175.26	2.78	175.26	174.27	Total of 5 sub projects
A3: Access Roads	502.64	7.98	355.84	5.65	355.84	309.51	
A4: Temporary Cantonment Infra.	138.26	2.19	138.26	2.19	138.26	144.44	
A6: Cantonment Health Management Programme (CHMP)	53.35	0.85	53.35	0.85	46.43	48.22	
A6-1: CHMP Phase II	59.56	0.95	59.56	0.95	59.56	59.56	
A6-2: CHMP- Extended to all Satellite Cantonment Areas	28.25	0.36	28.25	0.36	28.25	28.25	
A7: Emergency Health Management Programme	3.50	0.06	3.50	0.06	3.50	3.50	
C1: Voter Education	160.53	2.55	153.42	2.44	121.06	81.11	Balance used for Project C1.
C2: Election Officials and Employees Training	250.99	3.98	250.99	3.98	118.86	5.07	Balance used for Project C2.
C1-2: Voter Education Programme for the CA Election	219.21	3.48	219.21	3.48	39.95	167.65	
C2-2: Capacity Development of Election Officials	241.87	3.84	241.87	3.84	113.80	128.22	
C3: Deployment of Polling Officials on CA Election Day	1,250.64	19.85	1,250.64	19.85	1,250.64	884.13	Balance used for Project C4
C4: Constituent Assembly By-Election - 2009	38.91	0.50	38.91	0.5	38.91	28.57	
C5: Public Consultation for Constitution Making Phase I	300.78	3.86	300.78	3.76	300.78	116.11	
F1: Administrative Budget of the Secretariat	1.88	0.02	1.88	0.02	1.24	1.10	
Sub Total (Completed)	3,710.15	57.76	3,377.72	52.39	2,898.34	2,285.71	
Ongoing projects							
A5: Basic Needs	2,234.96	35.48	2,234.96	35.48	2,234.96	2,221.10	
A6-3: CHMP Phase-III	83.79	1.13	83.79	1.05	83.79	38.33	
A8: Biogas and Solar Systems in the Cantonments	25.42	0.33	25.42	0.33	25.42	20.19	
A9: Water Supply System Development in Maoist Cantonment	36.66	0.50	36.66	0.46	36.66	-	
B1: Special Program for IDPs	371.60	5.90	371.60	5.90	370.00	203.75	
C6: Efficient Management of Electoral Process	2,725.45	36.83	380.00	5.00	-	-	
D1: Reconstruction of Police Units	1,026.60	13.87	801.38	10.01	801.38	0.69	
E1: Cantonment Management Project	101.12	1.37	101.12	1.26	101.12	-	
E2: All Weather Access Roads and Bridges	450.00	6.08	450.00	5.63	450.00	7.20	
F2: Operational Budget of the PFS	12.35	0.17	12.35	0.15	2.85		
F3: Institutional and Organizational Support to the NPTF	29.20	0.39	29.20	0.37	4.07		
Sub Total (Ongoing)	7,097.15	102.04	4,526.48	65.63	4,110.25	2,491.26	
Grand Total	10,807.30	159.80	7,904.20	118.02	7,008.59	4,776.97	



## Annex-4

### NPTF Project B1: Special Programme for the Relief and Rehabilitation of the Internally Displaced Persons

Source: "Four Monthly Progress Report-Report No. 8. Nepal Peace Trust Fund. Mid September - mid January 2010."

#### 1. General Information

<b>Project Number and Title:</b>	<b>B1: Special Programme for Relief and Rehabilitation of the Internally Displaced Persons</b>
<b>Project Coverage Area:</b>	73 districts of the country (except Mustang & Manang)
<b>Executing Agency:</b>	Ministry of Peace and Reconstruction (MoPR)
<b>Implementing Unit:</b>	District Administration Offices (DAOs) of the concerned districts
<b>Project Manager:</b>	Mr. Shankar Prasad Pathak, Joint Secretary, MoPR
<b>Starting Date:</b>	
Approved/Actual:	September 2007/ September 2007
<b>Completion Date:</b>	
Approved/Actual:	July 2008/
<b>Beneficiaries:</b>	Internally Displaced Persons
<b>Status:</b>	Ongoing

#### 2. Purpose, Objectives, and Implementing Strategy

##### Objectives

To provide relief and rehabilitation support to an expected number of 50,000 persons who were displaced during the decade long conflict.

##### Implementing strategy

- a) The project is coordinated by the MoPR and implemented through the DAOs in 73 districts.
- b) A Committee headed by the Chief District Officer in the districts identifies potential IDPs at the local level, which is authenticated by the centre. The identified IDP is eligible to receive three types of relief packages
  1. Package A (Transportation and incidental expenses), which is offered at the place of displacement,
  2. Package B (Subsistence, education, house repair or reconstruction allowance), which is provided by the respective DAO upon return to their places of origin, and
  3. Package C (interest free loan to the IDPs) for agriculture inputs and equipments.

## Annex-5

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### Ministry of Peace and Reconstruction and its Mandate

According to the Government of Nepal (Allocation of Business) Rules, 2007; published in the Nepal Gazette of May 7, 2007; the functions and duties of the Ministry of Peace and Reconstruction are as follows:

- Formulation, implementation, monitoring and evaluation of immediate and long-term policies, strategies, plans and programs for the establishment of peace, conflict management and reconstruction of physical infrastructures damaged due to conflict;
- Policies, strategies and programs of social and economic development of conflict-affected regions;
- Implementation, monitoring and evaluation of such other agreements, understandings and decisions including Comprehensive Peace Accord;
- Institutional, procedural and technical matters necessary for maintaining sustainable peace;
- Study, analysis and exchange of experiences pertaining to establishment of peace and conflict management;
- Relief and rehabilitation for those who are victimized and displaced due to conflict;
- Study and research on conflict sensitivity approach;
- Matters of performing tasks as depository centre and documentation centre of information, study materials and study reports relating to peace establishment and conflict management and also as a technical resource centre of peace and conflict management;
- Local Peace Committees;
- Transitional management of peace process and conflict;
- Consultation committees on peace and rehabilitation;
- Truth and Reconciliation Commission;
- High-level Monitoring Committee on Peace Process;
- Formulation, implementation and coordination with sectoral bodies of plans of reconstruction and rehabilitation of physical infrastructures damaged as a result of conflict;
- Operation and monitoring of plans and programs to be operated from the Peace Fund;
- Management of cantonments of combatants of rebel-side;
- Focal point of governmental, non-governmental and international institutions/organizations pertaining to peace establishment and conflict management.

## Annex-6

### High-Level Steering Committee to Implement SCRs 1325/1820

On 20 September 2009 the government of Nepal made a decision by the Council of Ministers (Cabinet level decision) to establish a High Level Steering Committee to implement SCRs 1325/1820.<sup>60</sup>

The Committee comprises:

- |     |  |        |
|-----|--|--------|
| 1.  | Honorable Minister for Foreign Affairs                           |        |
| 2.  | Chairperson  |        |
| 3.  | Honorable Minister for Peace and Reconstruction                  |        |
| 4.  | Co-Chairperson   |        |
| 5.  | Honorable Minister for Women, Children & Social Welfare          | Member |
| 6.  | Honorable State Minister for Peace and Reconstruction            | Member |
| 7.  | Secretary, Office of the Prime Minister and Council of Ministers | Member |
| 8.  | Secretary, Ministry of Peace and Reconstruction                  | Member |
| 9.  | Secretary, Ministry of Women, Children & Social Welfare          | Member |
| 10. | Secretary, Ministry of Foreign Affairs                           | Member |
| 11. | Secretary, Home Ministry   | Member |
| 12. | Secretary, Ministry of Defense                                   | Member |
| 13. | Secretary, Ministry of Finance                                   | Member |
| 14. | Representative, Society for Women's Benefit                      | Member |
| 15. | Representative, IHRICON  | Member |
| 16. | Representative, <i>Shantimalika</i>                              | Member |
| 17. | Representative, Beyond Beijing Committee (BBC)                   | Member |
| 18. | Representative, Women's Peace Group, NTTP                        | Member |
| 19. | Representative, Women's Security Pressure Group                  | Member |
| 20. | Joint Secretary, Ministry of Peace and Reconstruction (1325)     | Member |

## Annex-7

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### Guidelines for SCR 1325 Implementation in Proposal Selection Process

**Prepared for UNSCR 1325 Peace Support Working Group by a taskforce comprising of RNE, SDC, CIDA, UNDP, UNFPA, IDEA and UNICEF**

#### Background

In recognition of the important role that the international community can play in ensuring participation and representation of women and girls in all aspects of peace building, including their meaningful participation in Nepal's ongoing peace process as per UN Security Council Resolution 1325 (Women, Peace, Security, 2000), a UN and Donor coordination group called UNSCR 1325 Peace Support Working Group (PSWG) was established in July 2006. Under the co-chairship of UNFPA and Royal Norwegian Embassy, the group has conducted several advocacy and awareness initiatives to support the Government of Nepal, development partners and civil society to implement the recommendations of UN Security Council Resolution 1325.

In 2009, the PSWG recognized the need for a stronger advocacy to donor agencies and funding coordination units to implement the recommendations of SCR 1325 in proposal screening processes. Therefore, a seven-member taskforce, comprised of Royal Norwegian Embassy, UNFPA, UNDP, SDC, International IDEA, UNICEF and CIDA developed draft guidelines to assist donor agencies and the UN to review the extent to which proposals integrate recommendations of UNSCR1325.

#### Objective

The primary objective of the guidelines is to provide a tool to objectively assess the integration of UNSCR 1325 in donor supported activities including pooled funding mechanisms that support the peace process in Nepal.

The second objective is to use the guidelines as an advocacy tool for other development agencies to strengthen the capacity to integrate UNSCR 1325 in programmes and projects on peace and rehabilitation.

All members of the PSWG commit to utilize the guidelines in the work of their individual agencies as well as in any other programming mechanisms agencies may participate in such as UN Peace Fund and Nepal Peace Trust Fund.

## Methodology:

The guidelines will be administered on the basis of a scorecard ranging from 1 - 5 which would be used to assess the project proposal on six different dimensions comprising of planning, programming, policies, budgeting and monitoring and evaluation.

For better utilization of the guidelines, all members of the PSWG and members of different pool funding mechanism such as UN Peace Fund, Nepal Peace Trust Fund would be oriented on the methodology and use of the guidelines.

The following table explains the methodology further:

Dimensions	Definitions	Rating
<p>Dimensions refer to the overarching areas, which need to be assessed.</p> <p>The following dimensions have been proposed for use in this guidelines:</p> <ol style="list-style-type: none"> <li>1. Planning</li> <li>2. Programming</li> <li>3. Policies</li> <li>4. Budgeting</li> <li>5. Monitoring and Evaluation</li> </ol>	<p>These indicators comprise the minimum standards, which will be used to assess the project proposal on the basis of a rating scheme (see next column).</p>	<p>On the basis of the minimum standards as per the previous column, a numerical score is given. A numerical score should be given as below:</p> <p>5 = exceeds minimum standards  4 = meets minimum standards  3 = needs improvement  2 = inadequate  1 = missing  0 = not applicable</p> <p>For example, if all the minimum standards are met, the score would be 4 (meets minimum standard).</p> <p>Include reviewer comment as to why a particular rating was made and the evidence base.</p>

**Minimum standards:**

Dimensions	Definitions	Rating
Planning	<ul style="list-style-type: none"> <li>a. A contextual gender analysis of women's participation, protection in peace process provides a baseline to report on gender issues.</li> <li>b. Comprehensive information on target groups, particularly women and girls, available</li> <li>c. Women and girls are consulted in the planning and implementation of the project</li> <li>d. The objectives includes protection and participation of women and girls</li> <li>e. Specific needs of women and girls arising due to gender differences in different groups (child soldiers, IDPs, refugees, survivors of sexual violence) are considered</li> </ul>	
Programming	<ul style="list-style-type: none"> <li>a. Appropriate gender balance in project staff reflecting the objectives and activities envisaged in the project to ensure participation and protection of women.</li> <li>b. Project activities ensure participation and protection of women and girls</li> <li>c. Opportunities and services (reintegration packages, gender-based violence services) generated by the project are accessible to women and girls</li> <li>d. Programme activities target specific needs of women and girls in different groups identified during planning</li> </ul>	
Policies	<ul style="list-style-type: none"> <li>a. Project staff sensitized on UNSCR 1325 in the context of Nepal</li> <li>b. Capacity building of project staff on gender incorporated in the organizational policy</li> <li>c. Given the sensitive nature of programmes for women's participation and protection such as SGBV, a policy of 'Do No Harm' is applied</li> <li>d. Policy to train staff on "Do No Harm" is in place</li> <li>e. While programme may not provide all services to protect women (eg. health, legal, psychosocial counseling, income generation opportunities), the programme has a policy to refer women and girls as appropriate to existing services.</li> </ul>	
Budgeting	<ul style="list-style-type: none"> <li>a. Project resources are allocated directly to provide opportunities and services for women and girls that enables them to effectively participant and to be protected.</li> </ul>	
M&E	<ul style="list-style-type: none"> <li>a. All data collected are disaggregated by sex.</li> <li>b. The monitoring and evaluation process is inclusive of the needs of women and girls and has participatory design, implementation and dissemination methods.</li> <li>c. M&amp;E framework for project proposal directly attempts to measure if women are participating and what their vulnerabilities are.</li> </ul>	

## Annex-8

### Work plan of SCR 1325 & SCR 1820 PSWG (2009-2010)<sup>61</sup>

OUTPUTS	ACTIVITIES	RESPONSIBLE AGENCIES
1. Increased capacity for stakeholders to ensure participation and representation of women in Nepal's peace process	1. Conduct interaction with different stakeholders including CA and parliamentary committees and facilitate sensitization and strategy sessions	Royal Norwegian Embassy, UNFPA, UNIFEM
	2. Advocate with MoPR and MoLD for increased participation of women in decision making processes (local governance and peace committees)	CIDA, UNIFEM, UNICEF
2. Increased capacity for inclusion of gender perspectives in trainings for peacekeeping forces and national security forces	1. Advocate with Nepal Army, Nepal Police, Armed Police Force for the integration of 1325 and 1820 in the curriculum	UNFPA, Royal Norwegian Embassy, UNIFEM, UNICEF
	2. Advocate with the Ministry of Foreign Affairs for the sensitization of 1325 and 1820 to the peace keeping forces in collaboration with the MoWCSW	UNIFEM, UNFPA and Royal Norwegian Embassy
3. Increased capacity for protection of women and girls in conflict affected areas as well as in and around cantonments	1. Advocate for considering gender issues for the reintegration and rehabilitation process	UNFPA, Royal Norwegian Embassy, UNIFEM, UNICEF
	2. Advocate with the Army Integration Special Committee (AISC) and Army Integration Technical committee for gender equality in the integration/rehabilitation process	UNFPA, DFID, SDC
	3. Sensitization of police force on ensuring adequate protection measures for women and girls in conflict affected areas	UNFPA, UNIFEM, UNICEF
	4. Training on protection mechanisms and strategies for women and girls in conflict affected areas	UNFPA, UNIFEM, UNICEF
4. Increased capacity for UN and Donor agencies to mainstream UNSCR 1325 and 1820 in plans and budgets as well as in programme implementation and monitoring	1. Reorientation about 1325 and 1820 to the PSWG members	SCR 1325 and 1820 PSWG
	2. Develop gender inclusion mechanisms to ensure the principles of SCR 1325 in all selected proposals supported peace trust fund and CA support fund. (Develop checklist; develop monitoring and reporting format; seek expert advice from the PSWG)	CIDA, UNFPA, UNIFEM, Royal Norwegian Embassy, SDC, IDEA, UNDP, UNICEF
	3. Orient proposal screening committees of peace trusts and CA support fund on the utilization of the checklist	CIDA, UNFPA, UNIFEM, Royal Norwegian Embassy, SDC, IDEA, UNDP, UNICEF
	4. Hold regular interaction with UN, Donor groups and various peace trust fund steering committees and networks to consolidate findings of the utilization of the checklist	CIDA, UNFPA, UNIFEM, Royal Norwegian Embassy, SDC, IDEA, UNDP, UNICEF
	5. Develop capacity of PSWG as a resource group on 1325 and 1820 through trainings, orientations, information sharing	SCR 1325 and 1820 PSWG





OUTPUTS	ACTIVITIES	RESPONSIBLE AGENCIES
5. Increased efficiency and effectiveness for UN agencies and Donors, Civil Society and government partners on implementation of UNSCR 1325/1820	1. Support MoPR in the development of National Plan of Action on 1325 and 1820	UNIFEM, UNFPA
	2. Coordination, housekeeping, management related to the running of 1325 PSWG	Royal Norwegian Embassy, UNFPA
	3. Update the 1325 matrix (who is doing what) and add 1820 activities	UNFPA, Royal Norwegian Embassy



## Endnotes

- 1 Security Council Resolution 1889. New York: United Nations Security Council. October 2009
- 2 Acharya, M. (2008). Mapping Foreign Aid in Nepal from Gender Perspective. EU/UN Partnership on Gender Equality for Development and Peace (A Case Study, Nepal).
- 3 Ibid.
- 4 In March 2007, to complement the NPTF, the United Nations Peace Fund for Nepal (UNPFN) was created to mobilize resources to the UN system in Nepal in support of activities of clear, short-term relevance to the peace process. Key features of the UN Peace Fund for Nepal include: Delivering focused, time-limited support for urgent peace process and early recovery tasks; Complementing the Nepal Peace Trust Fund and other existing mechanisms by focusing only on tasks that cannot be funded or implemented through existing Government mechanisms; Ensuring governance arrangements are the same as the Nepal Peace Trust Fund to promote a harmonised and coherent approach; Providing rapid and flexible responses to requests whilst ensuring a strategic UN approach that is sensitive to the unique needs of Nepal's transitional environment; and Enhancing UN and donor coordination and alignment to ensure more coherent international support to Nepal. The UNPFN is administered by the Multi-Donor Trust Fund Office (MDTF Office) of the United Nations Development Programme (UNDP) in accordance with its financial regulations and rules. <http://mdtf.undp.org/>
- 5 UNIFEM interview Nepal with Mr. Durga Nidhi Sharma, Joint Secretary, Ministry of Peace and Reconstruction (August 2010).
- 6 Basic capabilities for human development refers to the ability to lead a long and healthy life, to be knowledgeable, to have access to resources needed for a decent standard of living and to be able to participate meaningfully in the life of the community. Without these capabilities, choices and opportunities remain restricted and often inaccessible.
- 7 In 2005, donor country members of the Organization of Economic Cooperation and Development's Development Assistance Committee (OECD-DAC), developing countries and multilateral institutions signed the Paris Declaration on Aid Effectiveness. The Paris Declaration established global commitments for donor and recipient countries to support more effective aid in the context of a promised scaling-up of aid.
- 8 Sector Wide Approaches (SWAs): involve donor support to the development of an entire sector in a given country, such as health, education or agriculture, rather than specific project support. General Budget Support (GBS) and Sector Budget Support: Budget support covers financial assistance as a contribution to the overall budget. Within this category, funds may be nominally accounted for against certain sectors, but there is no formal limitation on where funds may actually be spent. Source: UNIFEM (2006), Promoting Gender Equality in New Aid Modalities and Partnerships, New York: March 2006.
- 9 See: Accra Agenda for Action, (2008) [www.undp.org/mdtf/docs/Accra-Agenda-for-Action.pdf](http://www.undp.org/mdtf/docs/Accra-Agenda-for-Action.pdf)
- 10 Security Council resolution 1325. New York: United Nations Security Council, October 2000.
- 11 Former U.N. Peacekeeping Commander Maj. Gen. Patrick Cammaert. See: <http://abcnews.go.com/GMA/rape-war-weapon/story?id=5364523>
- 12 Among its provisions, SCR 1820: Recognizes that efforts to prevent and respond to sexual violence as a tactic of war may be linked to the maintenance of international peace and security - underlining that, as a security issue, it deserves a security response and therefore rightly belongs on the Council's agenda; Affirms the recognition of sexual violence in conflict as a war crime, crime against humanity and constituent act of genocide, and hence a matter that can be referred to the sanctions committee; Strengthens the prohibition on amnesty for such crimes; Calls for stronger and clearer guidelines to United Nations peacekeepers to prevent sexual violence against civilians; Calls for more systematic and regular reporting on the issue; and Asserts the importance of women's participation in all processes related to stopping sexual violence in conflict, including their participation in peace talks.
- 13 Security Council resolution 1888. New York: United Nations Security Council, September 2009.
- 14 Among its provisions SCR 1889: "Calls on Member States and regional organizations to ensure women's engagement in political and economic decision-making at early stages of recovery processes, particularly by promoting women's leadership and capacity to engage in aid management and planning." [Op. Para 1]; "Requests the Secretary-General to ensure that relevant United Nations bodies, in cooperation with Member States and civil society, collect data on, analyze and systematically assess particular needs of women and girls in post-conflict situations, including, inter alia, information on their needs for physical security and participation in decision-making and post-conflict planning, in order to improve system-wide response to those needs." [Op. Para 6]; "Calls on Member States, United Nations bodies, donors and civil society to ensure that women's empowerment is taken into account during post-conflict needs assessments and planning, and factored into subsequent funding disbursements and programme activities, including through developing transparent analysis and tracking of funds allocated for addressing women's needs in the post-conflict phase." [Op. Para 9]; "Calls on Member States in post-conflict situations, in consultation with civil society, including women's organizations, to specify in detail women and girls' needs and priorities and design concrete strategies, in accordance with their legal systems, to address those needs and priorities, which cover inter alia support for greater physical security and better socio-economic conditions, through education, income generating activities, access to basic services, in particular health services, including sexual and reproductive health and reproductive rights and mental health, gender-responsive law enforcement and access to justice, as well as enhancing capacity to engage in public decision-making at all levels." [Op. Para 10]
- 15 The obligation to adhere to and implement SCRs 1325, 1820, 1888 & 1889 rests on the United Nations Security Council, the Secretary General and the UN system, mediators and negotiators in peace processes, militaries, armed groups, rebel groups, peacekeepers and those involved in peacekeeping and peace missions. Further, support provided by the UN and Member States contributes to building the capacity of civil society, particularly women's groups, to participate in strengthening peacebuilding processes.
- 16 United Nations, Charter of the United Nations, 24 October 1945, 1 UNTS XVI.
- 17 Central Intelligence Agency (CIA), The World Factbook: South Asia: Nepal. See: <https://www.cia.gov/library/publications/the-world-factbook/geos/np.html>
- 18 U.S. Department of State. <http://www.state.gov/r/pa/ei/bgn/5283.htm>



- 19 The World Bank. Nepal Country Overview 2010. [www.worldbank.org.np](http://www.worldbank.org.np)
- 20 Acharya, M. (2008). Mapping Foreign Aid in Nepal from Gender Perspective. EU/UN Partnership on Gender Equality for Development and Peace (A Case Study, Nepal).
- 21 In March 2007, to complement the NPTF, the United Nations Peace Fund for Nepal (UNPFN) was created to mobilize resources to the UN system in Nepal in support of activities of clear, short-term relevance to the peace process. Key features of the UN Peace Fund for Nepal include: Delivering focused, time-limited support for urgent peace process and early recovery tasks; Complementing the Nepal Peace Trust Fund and other existing mechanisms by focusing only on tasks that cannot be funded or implemented through existing Government mechanisms; Ensuring governance arrangements are the same as the Nepal Peace Trust Fund to promote a harmonised and coherent approach; Providing rapid and flexible responses to requests whilst ensuring a strategic UN approach that is sensitive to the unique needs of Nepal's transitional environment; and Enhancing UN and donor coordination and alignment to ensure more coherent international support to Nepal. The UNPFN is administered by the Multi-Donor Trust Fund Office (MDTF Office) of the United Nations Development Programme (UNDP) in accordance with its financial regulations and rules. <http://mdtf.undp.org/>
- 22 In 1995 Nepal scored 151 (out of 174) on the HDI. See: <http://hdr.undp.org/en/statistics/>
- 23 Bhattarai, Baburam Dr. "40 Point Demand." 4 February 1996
- 24 See: UNMIN mandate: <http://www.unmin.org.np/>
- 25 Report of the Secretary-General on the request of Nepal for United Nations assistance in support of its peace process. New York: United Nations, January 2007
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- 28 Report of the Secretary-General on the request of Nepal for United Nations assistance in support of its peace process. New York: United Nations, April 2007. Para. 4
- 29 Manchanda, Rita. (2004). Maoist Insurgency in Nepal: Radicalizing Gendered Narratives. Cultural Dynamics. See: <http://cdy.sagepub.com>
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- 34 Ibid.
- 35 Upreti, B. R. (2008). Women's Role in Nepal's Peace Process with Special Reference to Inclusion in Peace Structures. Working Paper.
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- 37 Ibid.
- 38 Preamble, Nepal Government and the Communist Party of Nepal (Maoist). "Comprehensive Peace Accord." Nepal: 22 November 2006.
- 39 Ibid. para. 3.5
- 40 Ibid. para. 7.6.1
- 41 <http://www.peace.gov.np>
- 42 Report of the Secretary-General on the request of Nepal for United Nations assistance in support of its peace process. New York: United Nations, January 2007.
- 43 Interview by UNIFEM Nepal with the GoN (August 2010).
- 44 Ibid.
- 45 Ibid.
- 46 Ibid.
- 47 Interim Constitution Drafting Committee originally comprised of six men; but with strong advocacy from women's movement the Committee was expanded with inclusion of four women. The Committee now comprises 16 members including four women.
- 48 Ministry of Peace and Reconstruction Peace Fund Secretariat. "Four Monthly Progress Report-Report No. 9. Nepal Peace Trust Fund. Mid January - mid May 2010" <http://www.nptf.gov.np/index.php?cid=5>.
- 49 Ministry of Peace and Reconstruction Peace Fund Secretariat. "Four Monthly Progress Report-Report No. 8. Nepal Peace Trust Fund. Mid September - mid January 2010." <http://www.nptf.gov.np/index.php?cid=5>
- 50 Ibid. pp. 7.
- 51 Ibid. pp. 1.
- 52 See: Nepal. [www.internal-displacement.org](http://www.internal-displacement.org)
- 53 See: [www.peace.gov.np](http://www.peace.gov.np)

- 54 Ministry of Peace and Reconstruction Peace Fund Secretariat. "Four Monthly Progress Report-Report No. 7. Nepal Peace Trust Fund. Mid May - mid September 2009. " <http://www.nptf.gov.np/index.php?cid=5>
- 55 Interview by UNIFEM Nepal with Mr. Durga Nidhi Sharma, Joint Secretary, Ministry of Peace and Reconstruction.
- 56 IRIN "Nepal: Reintegration challenges for Maoist female ex-combatants". KAILALI: 14 April 2010 confirmed this finding.
- 57 Ministry of Peace and Reconstruction Peace Fund Secretariat. "Four Monthly Progress Report-Report No. 9. Nepal Peace Trust Fund. Mid January - mid May 2010" pp.37. <http://www.nptf.gov.np/index.php?cid=5>.
- 58 Ministry of Peace and Reconstruction Peace Fund Secretariat. "Four Monthly Progress Report-Report No. 8. Nepal Peace Trust Fund. Mid September - mid January 2010." pp.117. <http://www.nptf.gov.np/index.php?cid=5>
- 59 Interview with UNIFEM Nepal with Mr. Durga Nidhi Sharma, Joint Secretary, Ministry of Peace and Reconstruction confirmed this finding.
- 60 The original document is in Nepali. The version provided has been translated to English. Available from UNIFEM/PON.
- 61 Table 9 is from a hardcopy of the work plan provided to national researchers by the SCR 1325 and 1820 PSWG during a consultation meeting on 20 August 2009.

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