

# **Gender Equality and Social Inclusion**

**Promoting the Rights of Women and the Excluded for  
Sustained Peace and Inclusive Development**



**Prepared for  
United Nations Resident and Humanitarian Coordinator's Office  
Nepal**

**Anita Kelles-Viitanen and Ava Shrestha**  
GESI Consultants

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Anita Kelles-Viitanen and Ava Shrestha

[kellesa@hotmail.com](mailto:kellesa@hotmail.com); [shrestha.ava@gmail.com](mailto:shrestha.ava@gmail.com)

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## LIST OF ACRONYMS

CA	Constituent Assembly
CAAFAG	Children Associated with Armed Forces and Armed Groups
CBS	Central Bureau of Statistics
CCD	Centre for Constitutional Dialogue
COID	Commission of Inquiry on Conflict –related Disappearances
CPA	Comprehensive Peace Agreement
DACAW	Decentralized Action for Children and Women
DAG	Disadvantaged Group
DDC	District Development Committee
DLGSP	Decentralized Local Governance Support Programme
DPMAS	District Poverty Monitoring Analysis System
ESCR	Economic, Social and Cultural Rights
FUG	Forestry User Group
FAO	Food and Agriculture Organisation
GBV	Gender Based Violence
GDI	Gender Development Index
GEM	Gender Empowerment Measure
GON	Government of Nepal
GRB	Gender Responsive Budget
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Office of Migration
LGCDP	Local Governance Community Development Programme
M&E	Monitoring and Evaluation
MLD	Ministry of Local Development
MOE	Ministry of Education
MOHA	Ministry of Home Affairs
MOHP	Ministry of Health and Population
MOPR	Ministry of Peace and Reconstruction
MRE	Mine Risk Education
MWCSW	Ministry of Women, Children and Social Welfare
NBA	Nepal Bar Association
NHRC	National Human Rights Commission
NPC	National Planning Commission
NRCS	Nepal Red Cross Society
NWC	National Women’s Commission
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
PRRO	Protracted Relief and Recovery Operation
PMAS	Poverty Monitoring Analysis System

TRC	Truth and Reconciliation Committee
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-	
HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN Women	United Nations Women
UNRCHCO	United Nations Resident and Humanitarian Coordinator's Office
UNSCR	United Nations Security Council Resolution
VDC	Village Development Committee
WFP	World Food Programme
WHO	World Health Organisation

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*“Transforming its diversity into a positive asset will be an on-going challenge for Nepal”*

## **Executive Summary**

(i) The United National Development Assistance Framework (UNDAF) evaluation of gender equality and social inclusion (GESI) was commissioned by the UN RCHCO and carried out between mid- January 2011 and February 2011. The evaluation was conducted in parallel to the preparation of the progress report for 2010, and concurrently with an associated but separate evaluation of the UNDAF 2008-2010.

(ii) The UN agencies identified four Priority Areas that provided a framework for coordinated UNCT system activities in Nepal. These include (a) consolidating peace; (b) basic quality services; (c) sustainable livelihoods; and (d) human rights, gender equality and social inclusion (GESI). The primary purpose of the evaluation was to assess the relevance of the UNDAF outcomes in Priority Area D in light of national policies and priorities in the Three Year Interim Plan (TYIP); how the UNDAF has helped UN agencies to contribute more effectively and efficiently to national development efforts and capacity building with respect to gender equality and social inclusion; and to learn from experiences of the first two and half years of the UNDAF implementation, and identify issues and opportunities to inform the extension of the UNDAF and country programmes of individual agencies.

(iii) The political, economic and social environment has guided the priorities of the UNDAF. Following ten years of conflict, the Comprehensive Peace Agreement (CPA) between the Government of Nepal (GON) and the Communist Party of Nepal-Maoists (CPN-M) in November 2006 laid out a roadmap to a lasting peace and the construction of a new governance structure. Equity, inclusion, good governance, impunity, gender equality and a restructuring of the state were key features of the CPA. One of the root causes of the conflict was the exclusion of large numbers of Nepalis from political, economic and social processes, based on ethnicity, caste, gender and region. In light of this, the four Priority Areas of the UNDAF attempts to strike a balance between improving basic services and supporting national institutions and processes for peace.

(iv) The identification of UNDAF Priority Area (Outcome) D ” Respect, promotion and protection of human rights strengthened for all, especially women and the socially excluded for sustained peace and inclusive development,” is found to be relevant. The four CP Outcomes: D1-4 addresses the national priority of social justice and social inclusion, and is consistent with the targets of the Millennium Development Goals (MDGs), TYIP, and the Government’s gender and social inclusion (GESI) strategy.

(v) Outcome D is found to make a substantive and measurable contribution to the achievement of national development objectives and priorities. It reflects intellectual consensus on the centrality of gender in development and social inclusion, and the need to maintain focused attention across all UNDAF priority areas. Having a separate Priority Area on human rights, gender equality and social inclusion has drawn attention to the need to

operate both at the formal (laws and policies) and informal (customs, discriminatory attitudes, practices) levels. By incorporating human rights within Priority Area D, the UN has used its position to give prominence to the role of the rights-based approach in dealing with issues relating to horizontal inequality such as gender, ethnicity and caste.

(vi) Although the operating environment was constrained by several factors including political uncertainty; absence of local bodies; impunity for serious human rights violations and abuse; weak enforcement of law; and increased crisis of confidence between the political parties, the country has come a long way in the struggle for inclusion and gender equality.

(vii) The acceptance of the principle of proportional representation and inclusion is strongly reflected in the Constitutional Assembly (CA) debates and in the TYIP. The UN Country Team (UNCT) works with a consortia of 18 NGOs to host dialogues in 240 constituencies and 3900 VDCs in Nepal, and has generated more than 5000 submissions and opinion papers on areas such as child rights, women's rights and social inclusion. This reflects the magnitude of support provided to facilitate people of all walks of life to influence the constitution making process.

(viii) Progress in the political representation of women and traditionally excluded groups has been achieved. An effective quota system secured 33% women, 34% Madhesis, 33% Janajatis and 8% Dalits in the CA. UNCT support included promotion of women's rights, child rights, human rights, reproductive rights, including those of adolescents as well as support for the creation of an environment for the implementation of the Convention on the Rights of the Child (CRC), Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and various ILO standards dealing with equal remuneration, equality of opportunity and treatment of men and women in employment and maternity protection.

(ix) Legal reforms to promote gender equality and address discrimination include policy provisions related to marital rape, right to reproductive health care, domestic violence, property inheritance, citizenship transfer, and sexual harassment in the public and workplaces. Similarly, ratification of the ILO Convention 169 is a landmark to secure the rights of indigenous peoples. ILO has been active in promoting workers' rights, indigenous peoples' rights and migrant workers' rights. Legislation and policy frameworks are also in place to address human rights violations based on caste (untouchability), disability, and HIV/AIDS.

(x) While human rights awareness has increased at the national level, there is still insufficient understanding of human rights at the local government and community levels. People do not make a sufficient difference between welfare and rights-based approaches. They also do not know how to get their grievances redressed.

(xi) The passage of the law on domestic violence represents a significant achievement in efforts to strengthen women's rights and reduce violence against women. The number of victims seeking legal protection is increasing and women and excluded groups have improved access to informal justice and are voicing their demands. Paralegal committees, community

mediation centres, and women's federations are effectively reaching out to women and traditionally excluded groups including Dalits, Madhesis, Janajatis, and Muslims, with a particular focus on reducing domestic problems and gender based violence (GBV). The UN is also supporting victims of sexual and gender-based violence from the conflict in 14 districts and the reintegration of children formerly associated with armed forces and armed groups.

(xii) However, there is no comprehensive human rights protection legislation, providing effective remedies for human rights violations. To date, it is reported that no person has been prosecuted in civilian courts for serious abuses, including those relating to sexual violence, committed during or after the conflict, despite monitoring and reporting provided by the Office of the High Commissioner for Human Rights (OHCHR), the National Human Rights Commission (NHRC) and other national human rights organizations. There is concern that pending legislation for the Truth and Reconciliation Committee (TRC) and the Commission of Inquiry on Conflict-related Disappearances (COID) has been used as a justification for not prosecuting conflict-related crimes through the regular judicial system, although the CPA sets out a clear commitment to the Universal Declaration of Human Rights, international humanitarian laws and basic principles and values relating to human rights. Respect for the rule of law remains weak.

(xiii) Similarly, despite commitments to end gender discrimination, gender-responsive policies and legislations are yet to be translated into action. Deeply ingrained cultural norms and practices continue to undermine progress in gender equality as women are primarily viewed in their role as wives and mothers. Discussions in the field indicate that gender is often equated with activities for girls and women rather than activities that address the relations between men and women. Many staff understands gender integration to mean a focus on women as a target group, rather than to be a process of carrying out a gender analysis and identifying areas of gender inequalities, whether of men or of women, that can be redressed through appropriate programming.

(xiv) Investments in education and health show progress based on the MDG reports. However, the absence of disaggregated results (based on ethnicity, caste, age), could mask groups that are consistently missing out. Disaggregated data is crucial to understanding patterns of inequality and the degree of inclusion. Sustained attention is, therefore, required to mainstream gender and social inclusion into all programmes. The Approach Paper for the next Three Year Plan makes a strong commitment to inclusion and highlights Nepal's commitments to human rights.

(xv) The UNDAF is found to be a critical instrument for projecting a joint UN response to assist women and vulnerable groups to claim their internationally agreed rights in every development sphere, while also collectively supporting the government to be both proactive and responsive in advancing the realization of these rights. Given that gender, caste and ethnic dimensions will continue to remain important considerations with regard to Nepal's overall development agenda, the UNDAF outcomes in Priority Area D is highly relevant. In the context of Nepal it is an issue of peace and it has to stay high on the UN agenda. Gender



equality, social inclusion and human rights are contentious issues in Nepal. The role of the UNCT as an impartial and honest broker to facilitate dialogue amongst all stakeholders remains critical.

(xvi) To this end, the UNDAF extension should work towards translating GESI policy and legislation into concrete actions that will result in tangible improvements in the daily lives of women and excluded groups. GESI is an area, where innovation should be a standard practice, because GESI challenges old ways of working and deals with difficult questions i.e. (i) how to transform the needs of the people into rights entitlements; and (ii) how to narrow gaps between various social groups while also building citizenship and social cohesion, without creating boundaries that may lead to new segmentations, or even to political secession.

(xvii) The mission notes there exist many promising practices which are not documented, and that a lot may be achieved by the UNCT. There is willingness and room for joint programming. The lack of harmonized financial and operational procedures seems to be a major constraint for effective joint programming.

(xviii) The challenge for the next UNDAF is to develop a programme based on each agency's comparative advantage and field-presence in support of the peace process, while also ensuring that tangible benefits accrue to the most vulnerable.

(xix) The mission recommends the following for the UNDAF extension period 2011-2012:

- Priority Area D to remain a separate pillar for the UNDAF extension period while strengthening the results matrix with disaggregated data and process indicators. The results matrix needs to be strengthened to provide more qualitative data on activities. Numerical indicators alone do not provide sufficient basis for judging, for example, whether livelihoods programmes are economically viable and sustainable.
- UNCT to harmonize approaches in line with government's GESI policy with a focus that combines social inclusion and gender for rights based development. In light of this the role of the GTG to be expanded to a GESI group to provide guidance on social inclusion, gender and human rights, and to advance a common understanding of the intersections between gender equality, social inclusion and human rights. Provision of practical training on the application of HRBA to staff across the UNCT and GTG.
- Establishment of an Innovation Fund with resources pooled by individual UN agencies to finance small pilot projects with potential for large scale replication in collaboration with multilateral development banks. Field staff to also have a flexible innovation fund to be used in the field to respond to immediate challenges that call for experimentation. Best practice examples to be systematically collected and widely shared across sectors.
- UN field staff to be given a more active role in monitoring and implementing harmonized joint programmes.

## 1. Introduction

### 1.1 Purpose and scope of work

1. The purpose of the evaluation was to assess how the United Nations Development Assistance Framework (UNDAF) has helped UN agencies to contribute more effectively to gender equality, human rights and social inclusion in Nepal. The evaluation was expected to assess:

i) the **relevance** of the UNDAF outcomes to children, adolescent girls, women and people from excluded groups (particularly in priority area D), to national policies and priorities in the Three Year Plan;

ii) the **effectiveness, efficiency and sustainability** of the UNDAF outcomes and country programme outcomes (under priority area D);

iii) how the UNDAF has helped UN agencies to contribute more effectively and efficiently to national gender equality and social development efforts as well as building national **capacity**; and

iv) from experiences of the first two and half years of the UNDAF implementation, **identify issues and opportunities** to inform the extension of the UNDAF and country programmes and projects by individual agencies (TOR: Annex 1)

2. Specific objectives include the following:

- assess the role and relevance of the UNDAF;
- assess the quality of the formulation of results;
- assess the effectiveness of the UNDAF as a coordination and partnership framework
- assess the effectiveness of the UNDAF in terms of progress towards gender equality and social inclusion;
- assess the durability of intended programme results for women and traditionally excluded groups;
- determine the likelihood of any long-term effects on women and traditionally excluded groups;
- assess the connectedness and coherence of humanitarian with development assistance, with particular reference to women and traditionally excluded groups; and
- assess to what extent the UNDAF incorporates human-rights based approaches

### 1.2 Methodology

3. To gain a broad understanding of the UNDAF and government priorities, the mission carried out open and focused discussions with UN agencies, local and central government officials, non-governmental organizations, and community men and women (Annex 2). In undertaking the evaluation, the mission read extensively and reviewed a wide range of

materials on UN programmes and activities including project reports (Annex 3); including field visits to the mid and farwestern development regions (Annex 4 & 5). Consultations were held with each UNDAF Priority Area Group under the leadership and coordination of key agencies as shown below:

<b>UNDAF Priority Area</b>	<b>Co-Chair</b>
Consolidate Peace	UNDP and UNICEF
Quality Basic Services	WHO and UNICEF
Sustainable Livelihoods	FAO and ILO
Human Rights, Gender Equality and Social Inclusion	OHCHR and UNFPA

In addition the mission consulted with the UN Gender Theme Group (GTG) and the Social Inclusion Action Group (SIAG) comprising representatives of UNCT and the donor community.

## **2. Role and Relevance of UNDAF Outcomes**

4. The UNDAF’s four Priority Areas: (i) consolidating peace; (ii) quality basic services; (iii) sustainable livelihoods; and (iv) human rights, gender equality and social inclusion is found to be consistent with the priorities and cycle of the Government of Nepal’s (GON) Three Year Interim Plan (TYIP) for FY2008-2010, which emphasized social integration and inclusive development as the basis for economic and social transformation of the country. TYIP’s primary objective was to reduce poverty, improve services in the social sector, create employment, restructure and rehabilitate infrastructure damaged during the conflict, and establish peace while envisaging quick delivery of tangible benefits to the rural poor through increases in targeted programmes for vulnerable groups and women.

5. The mission recognizes that the identification of the Priority Areas was guided by the political, economic and social environment of the country. The Comprehensive Peace Agreement (CPA) between the Government of Nepal (GON) and the Communist Party of Nepal-Maoists (CPN-M) in November 2006 laid out a roadmap to a lasting peace and the construction of a new governance structure. One of the root causes of the 10-year conflict was the exclusion of large numbers of Nepalis from development benefits, and from political, economic and social processes based on ethnicity, caste, gender, and region. In light of this, the four Priority Areas attempt to strike a balance between improving basic services for underserved populations and enhancing national capacity for fostering the peace process. The Priority Areas are found to be relevant.

6. While Nepal’s performance showed progress in combating poverty and in improving the standard of living even in a conflict environment, the economic and social outcomes in the rural areas and particularly in remote areas needed substantial improvement. Pro-poor and inclusive development was constrained by a legacy of ethnic, gender and caste based exclusion, and extreme centralization in Kathmandu, which hampered transparency and accountability.

7. The Common Country Assessment (CCA) states “gender inequality continues to be a major hindrance to Nepal’s development.” Yet it identified gender *only* as a cross cutting priority addressing it in relation to human development goals. Progress towards gender equality and the empowerment of women was measured only in terms of improvements in

primary and secondary education, and reduction in maternal mortality rates. Closing the gender gap in indicators of health and education is important. However, this, not only requires better service delivery, but also needs improvements in expanding women's access to economic opportunities, and transforming the value women give themselves, and are given by their community.

8. The CCA fails to do an in-depth analysis, in spite of making a reference to patriarchy. The role of kinship rules and community norms in shaping relationships in the household and the behaviour of its members, leading to different constraints on men's and women's opportunities, responses and autonomy is not analyzed. Gender-based discrimination affects all women regardless of their economic status, ethnicity or caste.

9. Traditional social power structures and the lack of access to political power remain key factors for continued discrimination of women and traditionally excluded groups. In the absence of policy reforms addressing the structural barriers that limit access to productive assets and markets, women, Janajatis, Dalits, and other marginalized groups and castes have not been able to capitalize on the benefits of development interventions, as evidenced by their lower human development indicators compared to other groups. The restoration of democracy in 1990 saw little change in the participation of women, Janajatis and Dalits in elected government, civil service and the judiciary.

10. The identification of UNDAF Outcome D " Respect, promotion and protection of human rights strengthened for all, especially women and the socially excluded for sustained peace and inclusive development" as a separate pillar is appropriate. It resulted from the active involvement of the UN Gender Theme Group (GTG) which culminated in inter agency consensus on the centrality of gender and social inclusion (GESI) to achieving national objectives. Outcome D is found to make a substantive and measurable contribution to achieving UNDAF goals. Had GESI been left as simply a cross cutting priority it would not have gotten the same focus and prominence it deserves in a post conflict situation.

11. The four CP Outcomes: D1-4 address the national priority of social justice and social inclusion. They are found to be consistent with the targets of the Millennium Development Goals (MDGs), and well aligned with GON's GESI policy of the Local Governance and Community Development Programme (LGCDP).

12. The use of human rights within the GESI framework highlights understanding of the inter-linkages and synergy between the three dimensions. Empowerment and gender equality is more than simply facilitating an increase in women's and excluded groups' participation, or improving their access to service delivery. It highlights the need to operate at both the formal (laws and policies) and informal (customs, discriminatory attitudes, practices) levels; and the need to apply GESI across all Priority Areas. By incorporating human rights within Outcome D the UNCT has used its position to give prominence to the role of the rights based approach where it has a comparative advantage.

13. Social exclusion occurs, when groups are excluded from their rights or entitlements as citizens, including rights to attain a certain standard of living and to participate in society as equals. Social inclusion takes place when it is guaranteed in the Constitution and continues with institutionalizing human rights with human rights bodies, policies, legislations and processes.

14. UNCT work has, therefore, been highly relevant in a situation, where Nepal is struggling to establish a multi-cultural, multi-social, multi-linguistic, multi-religious and multi-ethnic federal state. Engagement with national institutions for mainstreaming international standards and principles into draft legislations, policy and building institutional capacity is appropriate and highly relevant.

15. A key function of the UN is to assist Government in translating human rights treaties into national terms. Given that gender, caste and ethnic dimensions will continue to remain important considerations with regard to Nepal's overall development agenda, it is imperative that the UNCT maintains a historical perspective and continue supporting Priority area D as a separate UNDAF pillar.

16. CP outcomes D1-4 are relevant, and sufficiently broad to allow individual UN agencies to accommodate their on-going programmes and mandates, while agreeing on a commonality of purpose and a role for the UNCT. The UNDAF reflects a joint UN response to assist women and vulnerable groups to claim their internationally agreed rights in every development sphere, while also supporting the government to be both proactive and responsive in advancing the realization of these rights.

17. The role of the UN in implementing the rights-based approach is its most interesting and innovative approach. Although the UN is not considered as a major player in terms of total financial resources, compared to the multilateral development banks (MDBs) its influence is greater than the volume of aid flows suggests. Government is positive about the role of the UN compared to other donors in the area of neutrality and in taking up sensitive issues.

18. The UNDAF is found to be a critical instrument for coordinating UNCT activities as it provides the impetus to improve UNCT cooperation, a greater appreciation of each others' mandates, and identification of potential areas for joint action and collaboration. It is fair to say that the UNDAF has encouraged collaboration for enhanced impact even though each agency is, "doing their own thing, but doing it a bit differently". UN agencies are willing to work together on common issues. The lack of harmonized financial and operational procedures seems to be a major constraint for effective joint programming.

### **3. Effectiveness of UNDAF Outcome D**

19. The UNDAF was prepared at a time when there was political uncertainty in the country. Its implementation took place in an equally complex context. The operating environment was constrained by several factors including the absence of local bodies; impunity for serious human rights violations and abuse; weak enforcement of law; and increased crisis of confidence between the warring political parties with the legislative obstructed for five months. The leadership's preoccupation with the political agenda resulted in the postponement of the new national development plan leading to a decision to extend the current UNDAF for another two years.

20. In terms of the effectiveness of the UNDAF in promoting GESI goals, considerable efforts have been made, with significant pay-off in terms of better strategic positioning with the UNCT fully exerting comparative advantage in programming. UNICEF, UNDP, OHCHR, UN Women, and UNFPA have taken the lead in supporting GON to develop policy and legislation in light of international legal standards and best practices; and improving understanding of gender equality and social issues, indigenous issues, economic and cultural rights, transitional

justice and the independence of the judiciary.

21. The Gender Gap Review (World Economic Forum, 2009), which measures economic participation and opportunity; educational attainment, political empowerment; and health and survival, ranks Nepal at 110 of 134 countries compared to 125 in 2007. Based on this data, the mission observes that the country has made its most significant stride in the area of political empowerment. An effective quota system in the Constituent Assembly (CA) elections brought a significant improvement in the representation of women and traditionally excluded groups in the new CA: 33% women, 34% Madhesis, 33% Janajatis and 8% Dalits. Women chairing task force committees also doubled during the same period; and it has been agreed that women will comprise 33% in local peace committees. To expand the pool of women in state machineries the strategy on 33% women's representation in all state mechanism has also been prepared.

22. The gender empowerment measure (GEM) which measures female empowerment in earned incomes, economy, and political decision making records a substantial leap from 0.391 in 2004 to 0.496 in 2009 (HDR, 2009). The share of female and Dalit teachers increased by 6.4% and 1% respectively, to reach 39.6% for female teachers and 4.2% for Dalit teachers. Gains for Dalits are still nominal evidencing the need for more concerted efforts.

23. Women's human rights have been promoted to ensure their fair share in the new Constitution. Altogether 492 participants, mostly CA members and senior government officials have been oriented on women's human rights, CEDAW, regulation for domestic violence (crime and punishment) and other gender equality issues in the context of constitution making. UN Women has also campaigned for migrant women's rights, and has also promoted women-friendly courts. Numerous orientations to the above client groups have been provided on gender responsive budgeting (GRB), Foreign Employment Regulation and UNSCRs 1325 and 1820. However, despite impressive gains, women's representation in the general membership and decision making position in political parties remains extremely low, which is the biggest challenge for sustaining 33% women's representation in the national and local government in the forthcoming elections, once a new Constitution is endorsed.

24. Legal reforms to promote gender equality include policy provisions related to marital rape, domestic violence, property inheritance, citizenship transfer, and sexual harassment in the public and workplaces. Women's right to reproductive health is constitutionally guaranteed in the Interim Constitution. Other important legislations include, engendering the CA Election Act 2007; promoting gender sensitive Truth and Reconciliation Bill (TRC) 2007; and developing a national plan of action (NPA) on UNSCRs 1325 and 1820.

25. Advocacy and national capacity building efforts targeted to CA members have contributed to the formation of a women's caucus, and a child rights forum in the CA to promote the rights of these groups. Indigenous, Madhesi and Dalit networks have also been supported to strengthen their participation in the constitution drafting process. The Interim Constitution has been reviewed from a human rights perspective and assistance provided to the National Human Rights Commission (NHRC) for establishing a strong and independent national human rights commission. The bill is, however, still pending.

26. To increase women's opportunities to safe migration for employment, the protection of women migrant workers have been ensured through policies related to safe migration.

Interventions at different levels by ILO, UN Women and IOM are reported to be successful to increase awareness among potential migrant workers, recruitment agencies and government authorities to make the migration process safer. Safe houses have also been established abroad for migrant women workers. ILO has been active in promoting workers' rights, indigenous peoples' rights and migrant workers' rights. It has also campaigned against child labour and bonded labour.

27. At the district level, capacity has been enhanced to ensure that women and adolescents, particularly in conflict affected districts, are more able to demand their rights. With support from UN Women, three women's political watch groups have been functional, in Kathmandu, Kaski and Kailali districts since 2008. These groups have been advocating for women's political, social and economic rights and opportunities for participation. They have demanded accountability of government bodies, political parties and service providers for gender responsive service delivery and gender equality in governance and peace processes. Similarly, in 44 districts UNFPA has provided support to the Ministry of Women, Children and Social Welfare (MWCSW) to set up Access to Justice funds with women's federations (women's cooperative groups) providing immediate relief to gender based violence (GBV) survivors.

28. A number of collaborative activities have been undertaken. A joint UN framework has been developed to respond to GBV and facilitate inter-agency collaboration for enhanced impact. Funding has been secured for a joint programme by UNICEF, UNFPA and UN Women to pilot a multi-sectoral district level response to GBV with the objective of increasing the use of GBV prevention and protection services by women, men, and children at the community level.

29. The passage of the law on domestic violence represents a significant achievement in efforts to strengthen women's rights. The number of victims seeking legal protection is reported to be increasing, and this was substantiated during the mission's field visit to Dadeldhura and Nepalgunj. Paralegal committees and community mediation centers are found to increase women and traditionally excluded groups' access to justice. In the absence of an efficient formal justice system these informal mechanisms are found to be effective given that 73 out of 103 cases brought to 4 community mediation centers were resolved; and 20% of 400 cases settled in court were referred by mediation centers in 9 districts. Support to paralegal committees including provision of training to 900 paralegals with UNDP and UNICEF assistance is found to be effective. For instance, 80% cases have been resolved by these committees (out of 1863 cases received, 1487 were resolved).

30. Support provided by OHCHR to establish inclusive civil society networks such as Caste-based Discrimination Elimination Network to fight caste-based discrimination in the farwestern region, is of particular significance. Advocacy and capacity building has resulted in the issuance of ground-breaking verdicts by the district court in two discrimination cases in Baitadi. Media has started to give coverage to development activities e.g. the work of paralegal committees and is reported to be a good watch dog on people's rights (Dadeldhura).

***Paralegal resolve a 4-year dispute***

*In Banke, a four year quarrel between a husband and wife, which had been registered in the Police office and in the VDC, but without any result, was successfully resolved by the Paralegal Committee. At the end of discussion, the husband and wife, along with witnesses, signed a paper summarising their new understanding.*

Source: Nepal Findings from the Field. UNDP 2010

31. Helpful as the paralegal committees are, they would need to be better linked to formal legal institutions. Formal legal aid is rarely available at the VDC/DDC level. Where found, legal processes cost money, take a long time with verdicts rarely being enforced. Free legal aid available to the less wealthy is clearly required. The mission found during its field visits that making women aware of their rights without giving similar exposure to men can increase gender based violence. The mission, therefore, recommends including men in these committees, and sensitizing them as gender violence is a gender relations issue.

#### **4. Promotion of National Ownership**

32. The UNDAF was formulated following close consultations with government, national stakeholders, including relevant line ministries and civil society organizations. All UNCT members participated in the UNDAF review exercise, thereby reflecting a spirit of collaboration and partnership. The consultations were intended to help UN country teams prioritize their cooperation with national counterparts in areas of comparative advantage, taking into account the activities of the wider donor community. The priority areas were defined and agreed at a prioritization exercise and they represent agreement of the Government and the UN system to collectively work towards the four identified Priority Areas that respond to the findings in the CCA, and are found to be aligned to national priorities.

33. The participation of staff from UN agencies was both intensive and extensive. The process contributed to aligning agency programmes to the overall development agenda as evidenced by a review of a sample country programme documents (CPDs). While the CPDs are found to be influenced by the CCA and the UNDAF, other national plans, demographic health surveys, and individual agency situation assessment were also found to be equally relevant in designing each UN's CPD, as the CCA did not always provide the necessary information required for agency-specific programming.

34. The UNDAF is seen as a country owned process and has contributed to reinforcing the collective identity of the UN, including specialized agencies like UN HABITAT, WFP, and UN Women, among others. UN country teams have good relations with government line ministries, including at the top level, which has facilitated the task of securing national ownership of the final version of the UNDAF.

35. Discussions with the National Planning Commission (NPC) indicate that there is full ownership of the priorities identified in the UNDAF. The majority of the government officials interviewed were aware of the UNDAF although they were not too familiar with the consultative process leading to the development and adoption of the UNDAF. A few who were new to key line ministries, reported not being aware of the document although they acknowledged knowing projects supported by the UN. Government is pleased at the coming together of UN agencies, stating, "it would much rather deal with one UN representative, rather than an endless stream of agency representatives". This should result in both greater effectiveness and efficiency, with lower transaction costs for the Government.

36. The Resident Coordinator has made efforts to bring all UN entities, working in the country under the UNDAF umbrella and included them in key UNCT meetings to strategize and to "Deliver as One".



## 5. Quality of UNDAF Results

37. The results matrix identifies the key UN agencies responsible for each CP outcome. However, the division of labour between the UNCT members is blurred diffusing accountability and responsibility.

38. The availability and use of disaggregated data by sex, ethnicity and caste is a basic pre-requisite for assessing the quality of results. The UNDAF uses both sex-disaggregated and neutral language, and it is not immediately clear whether this is due to a lack of information. At times the UNDAF notes a lack of baseline data for the identified indicators. As a result of this it is difficult to assess changes in the expected outcome.

39. The mission observed that the indicators for Priority Area D are valid and disaggregated at the UNDAF outcome level. However, at the CP outcome level, there is room for improvement. The main problem is the lack of disaggregation. For instance, the indicator for CP outcome D.2 reads, “*ratio of human rights cases resolved out of total number of cases submitted to NHRC*”. The mission proposes that the ratio of human rights cases resolved be disaggregated by age, sex, ethnicity and caste to support assessment of outcomes and outputs. Similarly, the indicator for CP outcome D4 reads, “*number of court cases of HR violations filed by Dalits, Madhesis, Janjatis, Muslims and women*”. It may be reformulated to read, “*proportion of court cases of HR violations won in favour of Dalits, Madhesis, Janjatis, Muslims and women*” Without disaggregated results on cross cutting issues it is difficult to assess outcomes.

40. Of the 10 CP outcomes in Priority Areas A-C specific mention to “women, girls, adolescents” is found in CP outcome A3; “adolescents” in Outcome B1; “gender” in CP outcome C3. Similarly, of the 28 outputs reference to “women” is found in CP outputs A3.1; A3.2; A3.3; C3.2; and “youth” in C1.1. The GESI outcomes are not always socially disaggregated in agency progress reports. Since most outcomes specifically mention reaching socially excluded and marginalised groups, the indicators should also be disaggregated accordingly. Hence, appropriate indicators are needed to measure changes in order to objectively assess whether UN interventions are producing expected results. For example, in the latest FAO annual report a reference is made to gender, youth, rural labourers, HIV/AIDS positives, vulnerable farming families and rural communities affected by internal conflict, flood and drought in Nepal. However, there is no reference to Dalits or Janajatis or other vulnerable social groups. In Dadeldhura, the mission was informed that socially disaggregated data is available, but there is no obligation to report to Kathmandu. Therefore, the mission recommends reports to be socially disaggregated to determine impacts on different groups.

41. It is reported that of the cross cutting issues DACAW has achieved most in terms of advancing gender equality. At the outcome level results have been observed in terms of changed behaviour and attitudes in local communities and policy makers. Altogether 98% of DACAW facilitators are women, and increasingly from disadvantaged groups. The DACAW evaluation report recommends that it shift its focus from women’s empowerment to a gender equality perspective (Halvorsen et al: UNICEF 2009)

42. The mission observed that gender sensitivity is strongest in the education sector. For instance, the goal for education is guided by the MDGs and the focus is on achieving gender parity in primary education. In light of this, a comprehensive approach to reducing gender

gaps was taken to balance enrolment, prevent early dropout of girls, ensure a better balance in post-primary education, and use a curriculum which does not replicate stereotyped gender roles, while fostering a sensitive educational environment (child friendly schools, child friendly teachers, use of female teachers, school meals and girls incentive programs). Education programmes based on gender analysis, e.g. WFP's girls' incentive programme in the terai shows promise. The results demonstrate significant reduction in gender gaps in primary education. In the health sector the focus is on expanding access to reproductive health, maternal and child health, new-born care and HIV/AIDS prevention and treatment. The indicators do not allow assessment of health seeking behaviours of men and women. The focus is more on women.

43. The UNDAF results matrix need to be strengthened to provide more qualitative data on activities. Numerical indicators alone do not provide sufficient basis for judging, for example, whether livelihoods programmes are economically viable and sustainable.

## **6. Role and Responsibility of the Gender Thematic Group**

44. The GTG which draws its membership from UN agencies has proactively taken on the challenge of integrating gender concerns into the work of the UN system and in resolving contentious territorial issues. The GTG recognizes that to fulfil its core mandate on gender equality, they must go beyond stating it as needing attention. Fortunately, there is a significant body of accumulated knowledge and staff expertise on gender to put this into practice, although gender capacity is unevenly distributed across the UNCT.

45. The GTG has played a pivotal role in taking the stand that GESI needs to be both a separate UNDAF pillar and a cross cutting issue. In line with the UNDAF Priority area D the GTG should now take on issues relating to both gender and social inclusion within the human rights framework, and play a proactive role for a coordinated UNCT action on GESI.

46. At this juncture it is appropriate to make a distinction between the UNDAF Outcome D thematic group and the GTG. The former is a temporary mechanism formed for the duration of the UNDAF and is concerned only with the UNDAF. The GTG on the other hand, is a technical group, whose members participate in a select number of working groups, and who take a lead role in ensuring that gender is not "lost". The functions of the two groups are entirely different. For instance, a few members of the GTG have taken part in the UNDG sponsored Action Learning Programme with the objective of strengthening UN interagency work at the country level to address gender equality. Engagement in action-learning has catalyzed the work of the GTG and helped in moving ahead with the work plan, taking up joint advocacy and leveraging resources. GTG members taking part in the action-learning process report that the experience contributed to building solidarity and enabled them to go beyond organizational mandates. Joint implementation of activities under the Joint Action Framework on violence against women is also envisaged to increase visibility of issues and stronger partnerships with national counterparts.

47. The GTG has facilitated dialogue amongst government counterparts and provided technical support by organizing sensitization programmes on CEDAW. It has played an important role in marshalling UNCT efforts to improve the national statistical base and capacity in support of gender equality and social inclusion. By engendering the Census 2010, the GTG has positioned itself strategically in garnering government support for a better information base upon which to base public policy formulation.

48. In addition, efforts have also been made to create platforms where government representatives and women's NGOs and donors can come together to share experiences and explore partnerships to advance gender equality and social inclusion. It has also promoted partnership between civil society organizations, the government and the UN. Examples include UN Women's collaboration with MWCSW in partnership with the Federation of Nepalese Journalists, *Sancharika Samuha* and Nepal Press Institute.

49. The GTG work plan for 2009-2011 is designed to take advantage of learning opportunities for promoting gender equality, and advancing a common understanding of the intersections between gender equality, social inclusion and human rights. A concept paper on intersectionality has been prepared by GTG which it intends to apply to the CCA for the next UNDAF. More attention should however, be given to human rights. In particular, when working with other donor agencies, the GTG ought to keep in mind that human rights is an area where the UN as a group has comparative advantage vis-a-vis the MDBs. Staff in these agencies have yet to recognize the importance of the human rights based approach (HRBA) to development.

50. At the government level GESI mainstreaming is with two Ministries: MLD and MOWCSW and this seem to be creating some tension. The mission was informed that work between the ministries is not always smooth. The GTG's long relationship with the government should be used help to reduce tension and promote collaboration and complementary work between the gender and social inclusion agendas. Any remaining lingering tension within the UN between gender, social inclusion and human rights must be buried once and for all.

## **7. Promoting Collaboration and Joint Work**

51. The UNDAF declaration of commitment was signed by FAO, ILO, OHCHR, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UN OCHA, WFP and WHO together with the United Nations Resident and Humanitarian Coordinator. In the Declaration the UN agencies committed to work closely with the government, civil society and donors.

52. Collaborative work in various sectors and around various topics is noted by the mission. The establishment of the Center for Constitutional Dialogue (CCD) providing full-service and space for democratic dialogue for all Nepali individuals and communities, who wish to participate in the constitution making process is significant. Partnership with a consortium of 18 NGOs to host dialogues in 240 constituencies and 3900 VDCs in Nepal has enabled extensive participation of the people at large. The process generated more than 5000 submissions and opinion papers on areas such as child rights, indigenous peoples rights, and women's rights. Many of the concerns expressed in these papers have been incorporated.

53. Another good example of UN agency cooperation is the exemplary GESI-sensitive joint Local Governance and Community Development Programme (LGCDP), jointly supported by UNDP, UNCDF, UNICEF, UNFPA, UN Women and UNV with impressive field-level progress in spite of the complexity of its work. An important output of the joint initiative was the development of GESI strategy and guidelines. Other joint initiatives include *Eliminating Gender-based Violence, Maternal and Neonatal Health and Reproductive Health, Bonded Labour; Donor Transparency Initiative partnership; and Partnership for Equality and Capacity Enhancement (PEACE)* for implementation of UNSCRs 1325 and 1820.

54. Partnership with NGOs has resulted in greater advocacy for the protection of women's rights as human rights. NGOs have made visible the violence against women, called attention to the needs of the girl child (Dadeldhura), and promoted a comprehensive, holistic, and rights-based approach to health services for people living with AIDS (Nepalgunj).

55. Similarly, a broad campaign initiated by civil society and UN organizations contributed to a swift ratification of the International Convention on the Rights of Persons with Disabilities; and a Youth Advisory Panel launched by the UNCT with representatives from the independent youth organisations to advice on the issues of youth at-risk

## 8. Benefiting of Innovations

56. GESI is an area, where innovation should be a standard practice, because GESI challenges old ways of working and deals with difficult questions, for example (i) how to transform the needs of the people into rights entitlements; and (ii) how to narrow gaps between various social groups while also building citizenship and social cohesion, without creating boundaries that may lead to new segmentations or even to political secession. The mission observes that the UNCT is not good in reporting its good practices, let alone innovations. Therefore, mission believes that there are many more innovative practices than those that the mission has recorded, including the ones below:

### ***Fostering a Culture of Working Together Peacefully***

*In one VDC in Mahottari district, there are three settlements. The residents of one settlement are Hindu, and the other Muslim. There was a high level of social conflict between the Hindu and Muslim groups and they did not come together even to discuss or work on common development initiatives. They would not even sit together during the QIPSI needs identification and prioritization processes. However, two common projects benefiting both religious groups - school support and irrigation canal construction – were identified and prioritized. The alarming conflict situation became even more apparent during the formation of the User Committees for the common projects: the Hindus refused to gather in the Muslim village and vice versa. Forming the Users' Committee was thus a great challenge, as it was proving very difficult to bring the groups together. Finally, the LDF team decided to discuss with the groups separately. People from the two social groups gathered in two different places and the social mobilizers worked as mediators to exchange the messages. At last, two Committees were formed with the participation of both Hindu and Muslims representatives. After formation of the User Committees, the situation changed drastically and they started to work together on the concerned projects. They became so united that they were able to complete those projects in much less than the estimated time.*

Source: Nepal Findings from the Field. UNDP 2010

### **Solar solutions**

*In Madhuwan VDC in Sunsari, villagers used to lose their crops, houses and sometimes even their lives to wild animals such as elephants and buffalo which would come from the nearby forest areas during the night. CSUWN assisted villagers to install a seven-kilometre electric solar fence.*

*According to Rabin Majhi, he has 2 bighas of land where he was producing only 10 mann (400 kg) of paddy, often losing his crops to wild animals. After the installation of the solar fence his production of paddy has reached up to 80 mann (3200 kg) which in turn has increased his income and his family's living standards. In addition, the boundary area of the village and reserve which were kept fallow due to their extreme vulnerability to the animals are now cultivated with maize and wheat crops.*

*The solar fence has additional advantages. (Observation: here comes the unintended innovation!) The Koshi Tappu area is famous for bird watching, as there are 461 indigenous species in the reserve. This attracts many tourists. In the past, it was difficult for tourists to see the birds in the Madhwan area, as with the open boundary, the villagers moved freely in the reserve area, disturbing the environment and the birds in particular. After the installation of solar fence, a time table has been established; restricting movement of the villagers in the reserve area between 2 pm and 8 pm, and the number of birds has increased. More tourists have visited the area this year as compared to the previous year." (Observation: missed opportunity for innovation in developing tourist related services?)*

Source: Nepal Findings from the Field. UNDP 2010  
Comments in red by the evaluation mission

57. There has also been innovative thinking on “intersectionality” and developing a “touchstone” approach. The issues raised are valid, its operationalization is, however, open for question, keeping in mind the MLD/GESI policy and guidelines which the UNCT has supported. There already exist a plethora of donor-supported GESI policies and strategies. The important thing now is to assist government to operationalize its GESI policy/strategies.

### **9. Flexibility of Approach**

58. The mission observed that some government livelihoods programmes for women follow out-dated supply-based income-generation activities (IGA) without prior market analysis. Sewing and knitting training is still provided to women on grounds that these are women's demands although, the experience since the 1980s shows that such IGAs do not really provide incomes to women. The UNDP report, *Findings from the Field* (2010) questions, whether “people are really happy with one or two goats or chickens?” The report notes that this has resulted in a growing perception that UNDP is only carrying out “small activities”. Providing marginal incomes to women and more capital-intensive activities to men is a form of social exclusion too!

59. New approaches are noted in many areas including in small enterprise programmes such as MEDEP supported by UNDP, which links small-entrepreneurs from excluded groups

to markets, avoiding supply based planning. Yet these programmes – successful as they are in their business approaches – are still found to be struggling to reach the ultra-poor. Innovative methods to provide income to the poorest of the poor are still required.

60. The UN system has some inbuilt constraints that prevent flexibility. There have been delays in fund release that have also delayed project activities (e.g. in otherwise excellent QUIPSI), creating additional tension for District Development Committee (DDC) staff, who reported being helpless to resolve the situation. This may result from the different development budgeting cycles and reporting periods between the UN and the Government.

## **10. Sustainability**

### **10.1 Integration into Government Processes**

61. An important indicator of sustainability is how well government adopts UN supported initiatives into its regular programmes. The LGCDP has contributed to strengthening government structures for GESI, and developed GESI policy and strategy with the objective of providing guidance for ensuring that gender and social inclusion concerns are integrated in all aspects of service delivery. The MLD has gender and social inclusion strongly on its agenda. Following approval of the GESI strategy by Government in 2009 a GESI section in MLD has been established.

62. In an attempt to address gender and social inclusion concerns, GESI Units have also been formed in the ministries of health and population, agriculture and cooperatives, education, and within the NHRC. Line ministries are also reported to have gender focal persons (GFPs). Important as these are, care however, is needed to ensure that sufficiently senior people are put in place to influence decision making processes.

63. The positive implementation experience of LGCDP which initially covered 200 VDCs in 20 conflict affected districts in the terai, mid and farwestern hills resulted in government replicating LGCDP good practices and approaches nationally to cover all 75 DDCs, 3915 Village Development Committees (VDCs) and 58 Municipalities. LGCDP's over-arching goal is to contribute towards poverty reduction through inclusive, responsive and accountable local governance and participatory community-led development, forming the basis for a national programme framework. It seeks to ensure increased involvement of women, Dalits, Adivasis, Janajatis, Muslims, Madhesis, and other marginalized groups in the local governance process.

64. The Government also incorporated good practices and approaches of UNICEF/DACAW and UNDP Decentralised Local Governance Support Programme into the LGCDP. Some of the approaches were replicated and mainstreamed nationally. For example, the national expansion of paralegal committees, child-friendly local governance, and the use of DAG mapping was adopted as a basis for allocating VDC block grants. As a result, the guidelines for VDC block grants were revised by MLD to allow a VDC to use up to 25% of its capital grant for programmes directly benefiting children, women and socially excluded groups, and 2,479 VDCs (disadvantaged ranking of 3 and 4) received 'top-up' block grants.

65. Nepal is among the leading nations in South Asia with respect to the application of GRB and gender auditing systems. The GRB approach has been supported by UN Women since 2005 and UN Women is a member of the GRB committee. Advocacy and government capacity building resulted in government introducing the GRB in FY2007/08. Specific

actions taken by government include the establishment of a GRB Committee under the Ministry of Finance (MOF), and NPC and the development and application of revised guidelines and software for reporting on the gender sensitivity of the budget (using criteria such as (i) directly benefiting women, (ii) indirectly beneficial to women, and (iii) neutral) for use by all line ministries and departments. Gender responsive budgets increased from 14% in FY2008/09 to 17% in FY2009/10, while allocations to gender neutral budgets decreased from 51% to 46%. The annual budgets for MWCSW and the National Women's Commission (NWC) were increased by 47% and 55% respectively, compared to the previous fiscal year.

## 10.2 Policy Commitments

66. Policies for a “peaceful, inclusive, just, and prosperous New Nepal” are in place. The Interim Constitution of Nepal (2007) includes provisions for gender equality, social inclusion and human rights. It sets forth the right to equality and on ending caste-based discrimination and exploitation (e.g. forced labour). It also authorizes the State to implement measures for the “protection, empowerment and advancement of women, Dalits, indigenous nationalities and Madhesis” (Article 13).

67. Translating policy commitments into action has not been easy in view of the fact that the political situation has remained fluid, and unstable. However, line ministries have moved forward to capitalizing on policy gains with the assistance of development partners. For instance, MLD's GESI strategy/policy and block-level guidelines are being operationalized. Training on GESI guidelines is being conducted at district level, and the mission was informed of this training, when it was in Nepalganj. In Dadeldhura, the mission observed that local development officers were aware of the GESI guidelines, and the new distribution of block grants to women, and excluded groups.

68. Similarly, sector line ministries with the assistance of the UNCT have developed GESI policies for their respective sectors. They include the ministries of health, forest, and education, among others. In addition, support to build the capacity of the Ministry of Education (MoE) and the Ministry of Health and Population (MoHP) has resulted in better collection of data on different social groups, and contributed to developing evidence-based policy, based on an understanding of the social and cultural barriers to health. Increased budget allocation for primary health care clinics in 25 poorest districts has contributed to expanding access of basic health care services to the poorest. In the education sector, GESI related reforms have led to dramatic increase in access to school by girls and children from the excluded groups.

69. The national policies for agriculture (2004), irrigation (2003) and forestry (2000) also aim to benefit the poor, women and disadvantaged groups with proportional representation in farmers' consultative committees and in water user associations. Still, institutional GESI gaps in other sector ministries such as those working with infrastructure development (including the ministries of physical planning and works, energy, labour, irrigation and water resources) remain.

70. Policy commitments are there in principle, however, resources and technical capacity is a serious constraint. A few donors have aligned their strategies with MLD's GESI policy and provided assistance. These include the Finnida-funded water and sanitation programme, ADB's overview paper of GESI, and JICA's support to strengthen inclusion of gender and social inclusion in its projects in Syangja and Morang.

71. Development partners in Nepal have formed a Social Inclusion Action Group (SIAG) to share knowledge and experience and to influence policy development at the national level. Given the plethora of policies and strategies supported by different development partners, there

is a need to streamline work on social inclusion to harmonize targeting and outcome monitoring. This group is not limited to the work of the UNDAF.

### 10.3 Coverage of Intended Groups

72. On the whole, women and vulnerable social groups have been reached, with some exceptions. Elderly people are not yet adequately covered in the UN programmes. They are at best seen as a target group only for social protection. Such a focus is partially correct. The UNDP Nepal Findings from the Field notes that “in targeting women, it is important to monitor whether or not certain categories of women are being excluded, for example, on the basis of age or marital status” and that “generally women from 20 and 50 years old are participating in VEED groups, whereas unmarried girls are excluded as they tend to move to other villages after marriage” (UNDP 2010). Age discrimination is a silent and invisible problem, and the elderly people have been noted to be amongst the most neglected groups. Nepal is slowly moving from a young population to an ageing population. Nepal also has a National Plan of Action for Senior Citizens, and the Ageing Act, both of which endorse full and active inclusion of senior citizens. Yet, there is no mandated representation of the elderly people in any formal institutions at both the local and national levels.

73. Moreover, poor countries cannot afford to keep people above 50 idle. This is also a human rights issue. Elderly people have full human rights. They need to be included in their societies, not just as recipients of welfare, but as active and equal members with full social, cultural and economic rights, in line with the Madrid International Plan of Action on Ageing. There is also a new additional requirement prescribed by CEDAW for countries to report on the status of elderly women. Age is also a gender issue because of the stigma on widow remarriage. As most women outlive their husbands, they would need to be economically active.

74. Another group requiring a better understanding is the indigenous peoples. They are not just any vulnerable group, but a group whose cultural differences and lifestyles have often been perceived as “backward” as a result of which they are discriminated.

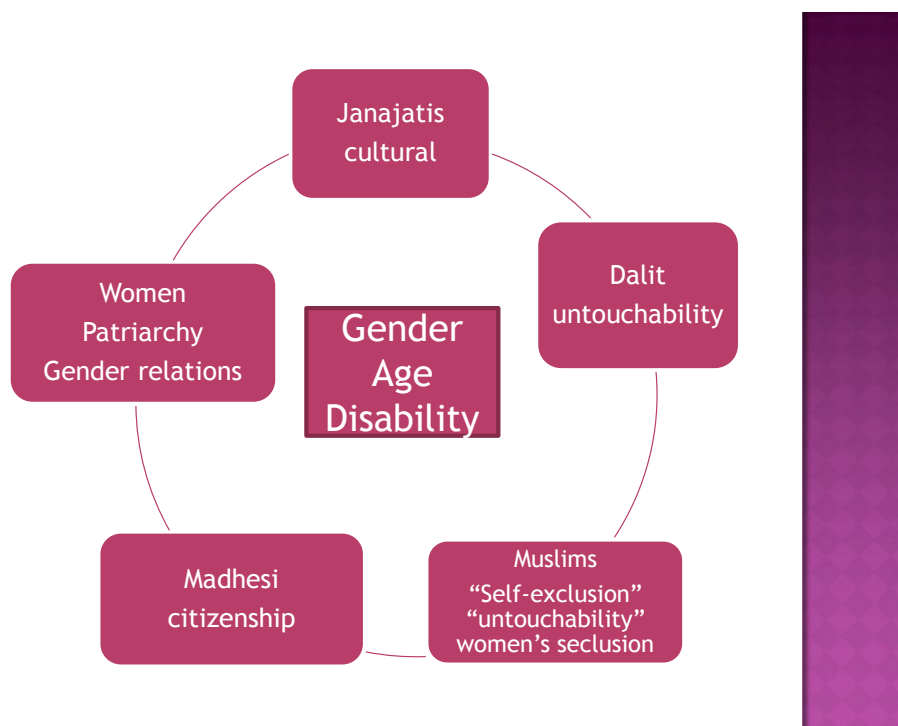
All indigenous peoples lost ownership and control over their ancestral lands by 1960s due to predatory land policies of the state such as Birta (the rulers gave ownership of land to individual Bahuns) and Jagir (land given in lieu of salary) and abolition of Kipat (communal/collective land ownership) land tenure system (Bhattachan 2010)

75. The mission was informed in Dadeldhura of a government intervention where individual plots were given to Rautes (*Adivasis*) without clearly understanding their collective and nomadic lifestyle. They took the land, but quickly sold it below market value to the Brahmins who saw an opportunity. The Rautes moved elsewhere. Development interventions



for indigenous peoples need to be geared towards their collective lifestyle, while also enhancing their traditional livelihoods.

76. Important as targeting of women and excluded groups is, it must be done with great care for, “without engaging the whole “system”, there will be little change in power structures or the “rules of the game.” Without such an engagement, there is the risk of returning to violence. If outside the project area, political elites continue to make all the decisions about development in their own interests, inequality will continue. If projects work only with specific “target groups”, there is a risk of creating new tensions between “beneficiaries” and non-beneficiaries”. Caste discrimination, a fundamental human rights issue, cannot be tackled by working with Dalits alone” (UNDP 2010). The mission concurs. Similarly, it is important not to lump groups simply as “disadvantaged”. It is first necessary to understand in what particular ways groups are marginalized and excluded, as proposed by the mission in the following figure below:



77. Social inclusion needs to be accompanied with efforts geared towards promoting greater social cohesiveness. Culture should also be seen as a positive force in building sustainability of interventions and ownership by the people. It is important to identify and build upon positive cultural attributes of cooperation for collective benefit. Good cultural and indigenous practices abound in Nepal. Examples from the forestry sector include traditional forestry practices such as *manapathi* system, rotational system and collective watching system.

78. The mission was drawn attention to cases where benefits go to the wrong hands (elite capture of benefits by members of excluded groups), or people participating in particular projects only to access “benefits”. For example, it was reported that children are taken out of schools, when they are no longer eligible for food subsidies, or parents have children deliberately repeat grade 5 to be eligible for subsidies.

79. Nonetheless, there is evidence that the use of “incentives” is found to change the behaviour of families toward their girl children. In addition, the effect of such programmes on outcomes is likely to be larger for those excluded disadvantaged groups that had the lowest probability of enrolment at baseline. Hence, for sustained impact, the above issues may be better addressed through more supportive monitoring by field staff, as “incentives” may well be efficient tools to reduce inequality of opportunities between girls and boys.

#### **10.4 Institutionalising Bottom-up Participation**

80. A good example of a successful project with systematic bottom-up participation is LGCDP. Its social mobilization strategy envisages to ensuring that socially excluded and economically marginalized groups are aware of the resources, and the need for them to participate in the planning and management of basic services. Capacity building is an on-going process and requires sustained implementation support to reach the most vulnerable and disadvantaged groups in distant areas. The mission observed that reaching poor Muslim women will require an extra effort.

81. The use of civil society organizations to mobilize communities for advocacy and increased participation has increased awareness of the need to demand better public services. The introduction of tools such as public, social and gender audits show promise of facilitating access to basic services by marginalized communities. The support provided by UNVs to local bodies in the remote districts is also found to improve planning, and allocation of government block grants benefitting excluded groups.

82. While bottom-up approaches have contributed to strengthening community energy and capacity, political interference in selecting VDCs is reported to be not uncommon (Quick Impact Peace Support Initiatives: Lessons Learned Report), preventing women, Dalits and other disadvantaged groups from getting easy access to decision-making.

#### **10.5 Long-term Effects on Women and Traditionally Excluded Groups**

83. Policies as explained earlier have been put in place to support state building and inclusion. Informal and participatory decision-making institutions involving men and women as well as representatives from the vulnerable and excluded populations have also been established. This however, is only the beginning of a long, complex and arduous process. The road ahead is not without serious pitfalls, in view of the fact that the political situation will remain fluid and unstable until successful CA elections are held and all political parties accept the results.

84. The mission is not able to judge the impact of UNCT programmes and projects on the empowerment of women and disadvantaged groups. These processes take time. Nonetheless, there is reason to believe that progress has been uneven with a few vocal community representatives (male/female) dominating community fora (also observed by the mission). Commitment to more meaningful participation of women and excluded groups is there in principle. However, it is not uncommon to find that good intentions are adhered to only to meet the quota requirements mandated by law. Therefore, there is a need to complement quantitative analysis with qualitative studies from time to time. More attention needs to be paid to gender relations as well.

85. Similarly, regarding positive effects at the field, it is difficult to assess whether these can be attributed to UNDAF alone. Disadvantaged groups e.g. Dalits, women and ultra-poor have been targeted since the promulgation of the local self governance act, although targeting was not done with similar comprehensive tools and approaches. Many other agencies are also active in the districts. Nonetheless, the mission has noted many positive changes in the field as summarized in the next section.

#### 10.5.1 Positive Effects Based on Field Observations

86. Although anecdotal, the impressions of mission provide some indication of the kinds of changes occurring. The observations are based primarily on field visits to Dadeldhura and Nepalgunj.

- Community women perceive themselves as having rights and entitlements, and are starting to voice demands, although they are not sufficiently aware that rights also come with responsibilities. For instance, in Dadeldhura, group discussions revealed there is increased use of mobile phones in accessing market information; contacting health services, demanding services from women development officers, and in knowing about the venue and time of meetings called by VDCs.
- The provision of forestry land to Dalit women for their usage on lease for 40 years through a leasehold forestry project supported by FAO/IFAD (Dadeldhura) has improved their livelihoods. When questioned, one woman said, *“we now no longer have to steal fodder and fuelwood from others. We can get it from our own land. We also have more free time.”*
- Women are aware of the transmission routes of HIV/AIDS. It was communicated that women more than men are willing to take HIV tests, although both husband and wife are counselled (Nepalgunj). The HIV/AIDS clinic visited by the mission was well-organised and functioned effectively. HIV+ was reported to decreasing. The health center which previously registered 17 new HIV+ cases per month had dropped to 3 new HIV+ cases/month. The mission observed increased mobility of Madhesi women who had come to the clinic to get condoms, an indicator that women were taking charge of their lives.
- Discriminatory practices are reducing. For instance, some form of “untouchability” is disappearing, e.g. interacting and eating with Dalits in meetings. Similarly, *chaupadi* though still practiced across all castes and ethnic groups in the farwestern region is reported to be decreasing.
- Gender-based violence is decreasing, where both partners are included in gender sensitization programmes, but increasing where only women are targeted.
- *Kamlahari* is reducing, but more attention is required to adequately rehabilitate them. Child labour was reported to be decreasing, although the mission saw quite a few boys working as domestic help, and as tea boys in stalls.

### 10.5.2 Negative Effects Based on Field Observations

- Some donor dependency has been created. People expect development agencies to do everything for them. For example, NGOs reported to the mission of cases where savings and credit organizations include earlier defaulters, encouraging members to access new funds without paying old debts, and without addressing accountability or long-term financial sustainability. There is the perception that “loans need not be repaid as it would eventually be written off.” This risk needs to be carefully monitored.
- “Group terror” i.e. each agency forms its own user group/committee based on its priority, resulting in a multitude of user groups (UGs) with overlapping membership. A few active people are found to simultaneously attend several groups. When capacity building trainings are provided to UGs by NGOs, individuals with overlapping membership are reported to hop from one group to another to pocket meeting/training allowances, without completing the entire training session. This was a problem particularly when trainings were held at the district level. Too many meetings also create time-burden both for the staff and the UG members. To avoid this, it was suggested that trainings be conducted at village level as this would also ensure a higher level of participation of women and excluded groups.
- Elite capture, even when targeting “disadvantaged” groups. Usually the more literate, better off, vocal and advanced sections of these groups, whether male or female have benefited from targeted interventions. Some programmes are already aware of this problem and are addressing it.
- People wish to identify with groups that have been “targeted” for benefits. The mission was told of an extreme case where a person wished to become HIV/positive just to be eligible for the benefits. Similarly, even poor Brahmins with similar last names as the Dalit castes register themselves as Dalits to access benefits.
- Targeting a particular caste has created animosity and hostility between groups, and may well signal a quiet brewing of another conflict. In addition it legitimizes caste and strengthens identities based on caste. Without engaging the whole system changes in old power structures are unlikely.
- Muslim women in the terai are segregated with limited movement in public space compared to the hill Muslims. Even though women have major health problems (uterus prolapse and other reproductive health related issues) they were not found to access the health center which was close by. It was communicated that in the absence of female doctors, women would “rather die” than seek help from a male doctor.
- There is a phenomenon of self-exclusion by the terai Muslims. Muslims reported to withdraw their girl children after their first menstruation and quickly married them. Children attend Madrasas till age 12 and then find it difficult to join public schools, while some do not wish to attend public schools at all. These are some of the reasons why the Muslims are found at the bottom of the HDI rankings. Some change was however, noted by the mission. Male facilitators may now visit

women in their homes in the presence of male members. Another phenomenon consists of “cow eaters” and “pig eaters” were reportedly are mutually unacceptable to enter each others’ homes, although strict adherence to it was more of a rural than an urban occurrence.

## 11. Challenges and Constraints

87. The mission concurs with the challenges identified by the UNCT. They include the need for a coherent strategy to empower socially excluded and economically marginalized groups to access and utilize services at the local level; poor motivation among service providers; highly politicized school management committees; unreliability of data for monitoring, for example school enrolment figures; volatile political and security situation in the terai; corruption, lack of public information, lack of transparency and accountability in the functioning of government bodies, local and national; poor inclusion/participation of marginalized communities in mechanisms for managing basic services at the local level; and increasing disparities in terms of access to services between the “haves” and “have-nots”. Although declining dropout rates have indicated some improvement in quality of services, overall progress in quality is reported to be disappointing. Inequalities in provisions persist, with schools serving the poorest and most marginalized communities but having the weakest staffing, resources, and support.

88. In addition, the mission notes the following challenges:

- Legislations for upholding gender equality and social inclusion are in place, but the institutional mechanisms and the capacity for effective implementation is lagging. While a vibrant civil society plays an important role in increasing awareness of gender equality issues and social inclusion, continued action by government, development partners and civil society is still required.
- Despite the progress made by quotas in boosting women’s, Janajatis’, Madhesis’ and Dalits’ roles in the public sphere, social norms and prejudices still impede their meaningful political participation. Women across all social groups also lack skills and knowledge to serve in leadership capacities.
- One major constraint in increasing women’s political participation is the discrimination women face within their parties. While support of a party is necessary for women to enter legislative bodies, the political landscape is virtually “off limits” to new faces as evidenced by the low number of women in the central committee of the political parties despite legislation requiring 33% women.
- Frequent changes within the government represent a constraint in its leadership and may alter efficiency and the quality of national ownership for the UNDAF.
- While women and men are more aware of their rights, they must be made aware of their duties as well.
- Making local governments more sensitive to the “needs” and “voice” of children, women, Dalits, and other traditionally marginalized groups is very challenging. How will the implementation of programmes be affected when most of the key institutions at

the local level (VDCs) are not fully operational or have weak infrastructure for implementation and reporting?

- The lack of a political agreement to the overall structure of the country (extent of federalism) and thus lack of local elections also seriously affect the implementation.
- While the number of victims seeking protection against GBV is increasing, the problem is still largely understood as a private rather than a public issue. Legislative change is the first step in a long process. Women face social, economic and procedural barriers to accessing the justice system. Resources are inadequate for implementing the new legislation.
- Many staff members understand gender integration to mean a focus on women as a target group, rather than to be a process of carrying out a gender analysis and identifying areas of gender inequalities, whether of men or of women, that can be redressed through appropriate programming

## **12. Coherence and Connectedness of Humanitarian with Development Assistance**

89. In addition to tackling peace- related development tasks the UNCT also had to address unforeseen disasters and emergencies. These created additional vulnerabilities for disadvantaged populations. The risk and vulnerability associated with natural disasters such as floods, droughts, landslides combined with the legacies from the conflict, including crime and unrest, food shortages, decline in agricultural production, soaring food prices, resettlement of Bhutanese refugees and internally displaced peoples (IDPs) put the UNCT on high alert to respond to the unfolding humanitarian crisis, and expand their services on an emergency basis. Protection of human rights remained a primary concern as entrenched impunity for past and present abuses continued.

90. In response to these challenges, the UNCT galvanized efforts and identified the need for a consolidated and coordinated humanitarian response. Through the Humanitarian Transition Appeal and UN Peace Fund for Nepal (UNPFN) it supported government-led response for people affected by natural disasters and the food insecure in the form of direct assistance, advocacy and preparedness. However, many of these were quick emergency interventions and included provision of food and employment opportunities, treatment for malnutrition, distribution of emergency health kits, assistance to children associated with armed forces and armed groups (CAAFAG); provision of training in emergency mine risk education (MRE), distribution of hazard signs, and strengthening of district chapters of the Nepal Red Cross Society (NRCS) with basic first aid supplies and equipment, among others. Examples of coordinated humanitarian action in support of the peace process include support to conflict related child rights violations by UNICEF and OHCHR; rehabilitation of verified minors and late recruits by UNDP, UNICEF, UNFPA and ILO; support to female victims of sexual violence by UNFPA and UNICEF; and the provision of employment opportunities for conflict affected youth by ILO and FAO.

91. The humanitarian transition appeal has improved short-term food security, strengthened law enforcement and criminal justice systems, provided legal and physical protection to refugees and asylum as well reintegrated children affected by armed conflict. The Office of the High Commissioner for Human Rights (OHCHR) monitored the human rights provisions of

the CPA and helped to operationalize the protection cluster.

92. Humanitarian activities have a clear link to GESI work, as women, children and the poor are especially vulnerable with poor capability to withstand shocks and risks. A needs assessment following the 2008 floods identified Dalits; ex-Kamaiyas; women, in particular pregnant women, lactating mothers and female-heads of households; elderly people without family support; disabled people; children; and Madhesis as needing emergency assistance.

93. While emergency relief has been provided, a longer recovery plan may better address the continuing development needs of the affected populations.

### **12.1 Adequacy of Protection of Vulnerable Groups**

94. Vulnerable groups require several types of protection from discrimination, violence, and from sudden shocks. These need to be addressed through legal and social protection and by building their coping capabilities. Yet, not a single perpetrator of human rights violations or abuses, committed during the conflict, has been convicted. This undermines the trust of Nepalis in the State to enforce the rule of law. Members of marginalized groups continue to face obstacles in accessing justice, “largely as a result of discrimination” (UNHCHR 2010). The main challenge is the obstacle faced by victims and their families, when they attempt to register a formal complaint with the police. Complainants are often encouraged, and in many cases coerced, to reach a settlement outside the formal justice system, even in cases of serious crime. The police often play a primary role in these informal settlements, which tend to favour wealthier individuals in positions of influence. Even when victims succeed in filing a formal complaint, in many cases they are forced to withdraw the complaint by community leaders or political parties in the name of maintaining community harmony.” Violence against women are reported to be increasing, with a surge in cases of dowry deaths and abuse of women accused of practicing witchcraft. In many communities, legislative weakness and inadequate policing continue to make prosecutions for domestic and sexual violence extremely difficult.

95. Efforts of WFP and ILO have provided relief to marginalized and vulnerable groups, including women, children, ethnic minorities and indigenous people, through the creation of over 20 million workdays and labour intensive public works. The food security situation of the above vulnerable groups is reported to have increased by 3 to 4 months on average and benefited over 160,000 households. WFP’s Protracted Relief and Recovery Operation (PRRO) has alone assisted over 1.2 million people annually. The mid-term evaluation of PRRO reported that over 54% programme households felt that food assistance had helped them cope with higher prices.

96 Provisions to protect women migrant workers have been ensured in the Migration Policy, National Migration Strategy on Safe migration and National Action Plan on safe migration through UN Women assistance. To address forced and irregular migration and to redress rampant cases of human smuggling and human trafficking among Nepali women, UN Women has initiated an innovative reintegration programme among returnee women migrant workers and migrant families to generate alternative livelihood opportunities in Nepal by facilitating the use of remittances. UN Women has supported engendering of the draft migration policy and has included components on alternative employment opportunities for migrants to assist in their reintegration. UN Women is also facilitating the Ministry of Labour and Transport Management to develop their Three Year Strategy and the Action Plan along with a Strategy paper that identifies safe international labour markets for Nepali Women with

enhanced protection mechanisms. IOM is also aiming at getting 15,000 to 18000 refugees resettled in the third country of resettlement.

97. OHCHR has been particularly active in analysing discrimination and economic, social and cultural rights, Not only have the issues been identified, but legislation and policy frameworks have been put in place to address some of the identified concerns, including legislation to redress untouchability of Dalits; signing of the UN Convention on the Rights of Persons with Disabilities as well as the UN Convention on the Rights of Indigenous Peoples. The HIV/AIDS national policy has also been revised. However, concerted efforts are needed to translate good intentions into practice. As indicated in paragraph 73 the rights of the elderly people also require attention. Similarly, the rights of indigenous peoples need to be realized against international commitments and also in line with the views of the Nepal Federation of Indigenous Nationalities (NEFIN).

## **12.2 Incorporation of HRBA in the UNDAF**

98. Central to the human rights framework is the need to mainstream human rights in the programming activities of all four Priority Areas. The mission notes that UNCT has strengthened national level capacity and increased grass roots capability to demand justice and inclusion. Work on human rights is however, two-fold: (i) agencies are to promote human rights standards and agreements as well as their practice; and (ii) apply them in their own development work. The mission observes that there is room for improving the application of the HRBA also in its own work.

99. The UNDAF makes reference to the UN Statement of Common Understanding on HRBA to Development Cooperation and Programming (Common Understanding). The elements of Common Understanding are used here to assess the degree of mainstreaming a HRBA in the UNDAF.

100. The mission observes that the UNDAF framework has not incorporated all of the above elements. Narrowing the capacity gap between right holders and duty bearers has not been given due attention. Whilst staff have been trained on UN Common Understanding, Universal Declaration of Human Rights and other key Human Rights conventions experience demonstrates that people do not automatically acquire all the necessary skills in a short workshop, without hands-on capacity building on "how to" operationalize the HRBA (see Table below).



	<b>Elements of Common Understanding</b>	<b>Qualitative assessment</b>
1.	Assessment and analysis to identify the human rights claims of rights-holders and the corresponding human rights obligations of duty-bearers as well as the immediate, underlying, and structural causes of the non-realization of rights.	More focus on the HR claims of rights holders: recognition of needs as valid claims
2.	Programmes assess the capacity of rights-holders to claim their rights, and of duty-bearers to fulfil their obligations. They then develop strategies to build these capacities	Capacity gaps are identified but the focus is more on meeting needs
3.	Programmes monitor and evaluate both outcomes and processes guided by human rights standards and principles.	Monitors outputs and outcomes; but is silent on monitoring processes
4.	Programming is informed by the recommendations of international human rights bodies and mechanisms.	Yes
5.	People are recognized as key actors in their own development, rather than passive recipients of commodities and services.	There is recognition of this; but have difficulty in applying HRBA concepts
6.	Participation is both a means and a goal.	Yes
7.	Strategies are empowering, not disempowering.	Yes
8.	Both outcomes and processes are monitored and evaluated.	Outcomes are monitored; but not the processes
9.	Analysis includes all stakeholders.	Activities targeted to Dalits exclude other poor groups in the same settlement.
10.	Programmes focus on marginalized, disadvantaged, and excluded groups.	Yes, however, may have inadvertently benefited the more 'advanced' sections of these groups
11.	The development process is locally owned	Somewhat
12.	Programmes aim to reduce disparity.	Yes
13.	Both top-down and bottom-up approaches are used in synergy.	Yes
14.	Situation analysis is used to identify immediate, underlying, and basic causes of development problems	Focuses on immediate cause of problems
15.	Measurable goals and targets are important in programming	Yes
16.	Strategic partnerships are developed and sustained	Yes

101. As per 2007 UNDAF guidelines, HRBA also involves the use of a conceptual framework to understand the causes of non-fulfilment of human rights. The UNCT could apply UNDP's "*forces at work*" analysis, which aims to achieve consensus on the causes of the problems; the obligation analysis which establishes the responsibility of the duty-bearers; and the capacity analysis which identifies why duty-bearers do not seem to be able to perform their duties properly; and why claim-holders are not able to claim their rights. By identifying the causes, obligations and capacities, the relationship between them becomes the crucial determinant for programming.

102. Apart from its normative value the HRBA leads to better and more sustainable outcomes by analysing and addressing inequalities, discriminatory practices and unjust power relations, which are often at the heart of development problems. Simply counting whether this or that group is included is not enough. Whose rights have been violated, who is discriminated and why, needs to be understood. At the same time, rights holders have an obligation to respect the rights of others and to take responsibility for their own life and actions. HRBA involves moving away from the “charity and needs based approach” to addressing the rights of groups as depicted below:

<b>Charity Approach</b>	<b>Needs-based Approach</b>	<b>Rights-based Approach</b>
Focus on input not outcome	Focus on input and outcome	Focus on process and outcome
Emphasizes increasing charity	Emphasizes meeting needs	Emphasizes realizing rights
Recognizes moral responsibility of rich towards poor	Recognizes needs as valid claims	Recognizes individual and group rights toward legal and moral duty-bearers
Individuals are seen as victims	Individuals are objects of development interventions	Individuals and groups are empowered to claim their rights
Individuals deserve Assistance	Individuals deserve assistance	Individuals are entitled to assistance
Focuses on manifestation of problems	Focuses on immediate causes of problems	Focuses on structural causes and their manifestations

Source: Kirkeman Bosen & Martin 2007

### **12.3 Capacity Gaps between Duty Bearers and Rights Holders**

103. In the area of human rights, UNDAF has supported: (i) policy development and improvement of laws, so that they comply with international human rights standards; (ii) built the capacity of “duty bearers”; and (iii) assisted rights holders through community empowerment to hold government, judiciary and law enforcement officials accountable to respond to past and on-going human rights abuses.

104. However comprehensive human rights protection legislation for providing effective remedies for human rights violations is lacking. The transitional justice mechanisms have also been moving slowly. The bills for establishments of Truth and Reconciliation Commission (TRC) and Commission of Enforced Disappearances (CED) have been drafted, and are awaiting legislation. Questions remain regarding the appointment of commissioners and insufficiency of witness protection mechanisms. Another gap identified relates to the non-implementation of more than 75% of the recommendations of human rights violations made by the NHRC.

105. The local government officials also have a duty to protect the rights of vulnerable people. Gaps remain as the local bodies are not fully in place. Government is weak and people lack knowledge to advance their rights, although the situation is somewhat improving.

106. The mission observes that in all sectoral activities it is necessary to analyze the gap between the duty bearers and right holders as demonstrated in the example below. The usefulness of the HRBA as described graphically in the matrix is its ability to identify capacity gaps, and to inform decision making vis-a-vis where capacity building will produce the greatest results and impact.

**Example of an unfulfilled right: Rural girls are not attending school**

<b>Rights Holders / Duty Bearers</b>	<b>Children</b>	<b>Parents</b>	<b>Teachers</b>	<b>District Education Office</b>	<b>Ministry of Education</b>
Parents	Allow girls to go to school		Allow time for homework	Assist in the construction of classroom	
Teachers	Provide child friendly education	Establish parent-teacher association		Participate in training workshop	Follow established curricula
District Education Office	Stop all recruitment of child labourers	Provide fund/ material for classroom construction. Provide free text books on time			Use funds transparently
Ministry of Education	Legislate free and compulsory primary education	Provide supplementary feeding programs	Recruit female teachers	Allocate adequate funds	

107. Substantial capacity building has taken place at the national level. At the local level the most important outcome has been the establishment of a nation-wide participatory demand-structure, consisting of user groups, committees and federations.

108. Trainings in capacity building such as on gender-based violence and human rights have resulted in government adopting a national plan on UN Security Council Resolution 1325 & 1820, making Nepal the first country in South Asia and the second in Asia. The budgets of the NHRC and Dalit Commission have also been increased. Assistance to NHRC by UNDP has helped it to expand its activities to 8 new regional offices. As a result of NHRC expanded activities and submission of 35 recommendations the Government introduced a policy recognizing accusation and punishment of “witches” as a severe criminal offense, thereby protecting human rights of women.

109. At the village level, women’s access to justice has increased in conflict-prone districts through the provision of support to paralegal committees, legal aid desks and mediation centers. In 2010, altogether 1200 cases were handled by the paralegal committees. In mediation centres 725 cases were resolved. In addition, 500 gender-based violence cases were addressed through legal-aid desks, indicating increased access to justice.

110. Building the capacity of duty bearers also entails enhancing government management information systems to gather disaggregated data by age, sex, ethnicity, caste and economic status for evidence-based policy, planning, monitoring, and resource allocation. UNICEF has partnered with NPC and MLD, to pilot a Decentralized Management Information System (DMIS) in two districts with the aim of developing local government capacity to monitor the district situation and assess implementation of decentralized planning and activities undertaken by district authorities. The DMIS is based on existing management information systems of sector ministries, and is expected to improve feedback mechanisms between district and national levels, strengthen reliability of data, and ensure its proper use for planning and policy purposes. GTG strategic support to CBS to disaggregate Census 2010 data by ethnicity, caste, age and sex will improve targeting of the most disadvantaged groups.

111. The mission observes that attempts have been made to narrow the gaps in capacity between rights holders and duty bearers, and this needs to be continued in the UNDAF extension period, and beyond.

## **13. Conclusions and Recommendations**

### **13.1 Conclusions**

- The mission concludes that the identification of Priority Area D as a separate pillar is justified. The formulation of outcome D is relevant and appropriate and is found to make a substantial contribution to achieving UNDAF goals. The indicators, however, need to be disaggregated by sex, ethnicity and caste, as appropriate to each outcome, without which it will be difficult to assess whether benefits have actually accrued to previously excluded groups.
- Overall, the mission finds GESI to be a pioneering approach that is clearly required in a complex post-conflict environment. Development-as-usual will not do. Were GESI been left simply as a cross cutting priority it would not have received the same focus and prominence it deserves in a post conflict situation.
- UNDAF partners have supported participatory and inclusive constitutional processes to further peace. International standards on human rights have been ratified or signed, legislations have been reviewed, and many discriminatory provisions amended, and GESI policy framework is in place to guide the process. The capacity of institutions as well as of people has been enhanced. In spite of the uncertain political situation and the absence of local government bodies the mission observes that substantial progress has been made. The challenge now is to continue the inclusive process with the consent of formal political institutions once in place, and move ahead with implementation.
- Many understand gender integration to mean a focus on women as a target group, rather than to be a process of carrying out a gender analysis and identifying areas of gender inequalities, whether of men or of women, that can be redressed through appropriate programming. The mission did not always observe gender and social impact analysis to be an integral part in the design of project interventions.
- While the transition from post-conflict to peace is on-going the mission noted another transition related to the development paradigm. There has been a move from the

welfare to the needs-based approach. Although this shift in paradigm is not yet fully complete, at least in the minds of the people, another shift is taking place: from the needs-based to right-based development. This transition too is not yet fully understood and requires more attention.

- The mission identified new challenges coming from the GESI implementation, such as hardening of boundaries between groups, and a heavy focus on rights as entitlements without commensurate attention to obligations and responsibilities, which may brew potential tensions.
- The importance of enforcement mechanisms to the success of legislation in reducing inequalities and in promoting more inclusive development is of paramount importance. However, the mission fears that without enforcement, legislation relating to gender equality and social inclusion may remain only a statement of good intentions.

### 13.2 Recommendations

112. The mission makes the following recommendations for the UNDAF extension period 2011-2012:

- Priority Area D to remain a separate pillar for the UNDAF extension period while strengthening the results matrix with disaggregated data and process indicators. Commitment to meaningful participation of women and excluded groups is there in principle. However, good intentions may be adhered only to fulfil quota requirements mandated by law. There is therefore, a need to complement quantitative analysis with qualitative analysis as well. Also, numerical indicators alone do not provide sufficient basis for judging, for example, whether livelihoods programmes are economically viable and sustainable.
- UNCT to harmonize approaches in line with government's GESI policy with a focus that combines social inclusion and gender for rights based development. In light of this the role of GTG to be expanded to a GESI group to provide guidance on social inclusion, gender and human rights and to advance a common understanding of the intersections between gender equality, social inclusion and human rights. To realize this, practical training on the application of HRBA for staff across the UNCT and GTG members is recommended.
- Establishment of an Innovation Fund with resources pooled by individual UN agencies to finance small pilots with potential for large scale replication with support for example from the MDBs. Field staff should also have a flexible innovation fund to be used in the field to respond to immediate challenges that call for experimentation. Best practice examples should be systematically collected and widely shared across sectors.
- UN field staff should be given a more active role in monitoring and implementing harmonized joint programmes.

## 14. Recommendations for the Next Cycle of the UNDAF

113. The mission makes the following recommendations for next UNDAF cycle:

- **UNDAF.** All the recommendations for the UNDAF extension period also apply for the next cycle.
- **Client focus.** The mission concurs with the Resident Coordinator's proposal on possible "client focus" i.e. identifying a group first and subsequently identifying the structural or systemic causes of their vulnerability (Notes on the Forthcoming Common Country Assessment Exercise for 2011). The mission has identified the core problems of five groups: Madhesis (lack of citizenship), Dalits (untouchability), Janajatis (perceived backwardness that results in ignoring their cultural strength and rights), Muslims (self-exclusion from state services and women's seclusion) and women (patriarchy leading to unequal opportunities). Interventions on key problems of each excluded group could consist of the following: (i) addressing marginalization of indigenous culture by interventions that are in line with their lifestyles. Special attention needs to be given to the indigenous peoples on the verge of extinction (a social inclusion priority also of GON in TYIP; (ii) addressing self-exclusion and segregation of Muslim women particularly in the terai in culturally sensitive ways, but encouraging them to join state institutions e.g. schools, hospitals, jobs.; (iii) addressing "untouchability" of Dalits by promoting inter-group contacts while addressing their rights; (iv) addressing gender relations while also recognizing the need to address development priorities and the rights of women; and (v) addressing citizenship rights of Madhesis through state interventions. Finally, the marginalization of the elderly and the differently-abled needs to be addressed by incorporating them as full-fledged and active members of the society, not just as recipients of social security, important as it also is. It is important to have wide consultations with a cross section of these groups to be able to address their concerns.
- **Development with Nepali characteristics.** Development in Nepal needs to be built also on the foundation of positive cultural institutions and capital to foster innovative spirit, peaceful relations, social discipline, and collaboration for collective benefit. This is also one of the human rights.
- **Getting together around development.** Successful multicultural societies do not leave intergroup relations to chance. They also create opportunities for various groups to learn from each other and work together to achieve common goals while promoting mutual respect for each other's cultural heritage and traditions. They endeavour to turn the forces of mistrust that try to poison the atmosphere of social relations, into relations of trust. They identify and promote shared values and traditions that bind together the entire society. A focused project, serving a complex inter-sectorally linked problem in a village or town, that provide an opportunity for diverse groups to come together, should be piloted. A similar recommendation has also emerged from the QIPSI programme. A mix of project types was also recommended – larger VDC level projects to bring the wider community together and to strengthen cohesion between social groups, as well as small, settlement level projects meeting more targeted needs of specific groups. The mission concurs with this recommendation.

- **Cohesion instead of fragmentation.** More attention needs to be paid to social cohesion. It has been noted that civil conflicts decrease with increasing inter-group cohesion. The mission recommends to developing a pragmatic social cohesion strategy to guide social inclusion practices. All groups in society ought to feel a sense of belonging. The guiding principle should be social justice for all in line with HRBA. Affirmative action based solely on group identity, say caste, legitimizes the caste system, and may benefit elites within the traditionally excluded groups rather than those most in need, creating hostility and inter-group tension.
- **Landlessness fosters violence.** Landlessness not only has a connection to poverty, but a positive correlation has been found between landlessness and intensity of conflict (Murshed and Gates 2005). Recent research suggests a significant link between women's ownership of a house or land with reduced risk of marital violence. In Nepal only 16.3% of rural women own land or house. The lack of resources makes women dependent on men. CEDAW has proposed that Nepal attend to this. The policy on land which is up for discussions by the CA requires support for implementation upon its approval.
- **Human rights education in schools.** In the concluding observations of the Committee on Economic, Social and Cultural Rights (E/C.12/NPL/CO/2) it is recommended to provide human rights education at all levels of education, reflecting values of participation, non-discrimination and social inclusion. The mission endorses this recommendation while also adding education on citizenship skills.
- **Hearing weak signals.** UNCT should have civil society consultations at least once a year to hear their views, and to identify any warning signals of potential problems that they have identified.
- **Development is innovating.** Innovation, which always comes with experimentation and with the bottom-up approaches, is not getting sufficient attention. The mission recommends to (i) better harvest innovations and report them; and (ii) provide flexible space for innovations.
- **Programming GESI.** UN agencies need to institutionalize GESI analysis into their own programming processes, starting from the CCA and reflected in the country strategy notes and/or strategic frameworks, and reporting on GESI progress and identify new challenges.
- **Training on human rights.** Human rights training needs to become a regular training for new staff. Training should include examples from successful UNDAF experiences on promoting human rights.
- **Elderly people do not retire from life.** Care should be taken in development programmes not to retire elderly people from full participation in society and limit their human rights. Upper age limits should not be introduced in employment and other service programmes. Nor should such age bar prevent people from being members in various user groups/committees. Such restrictions also contradict with human rights principles.

## **Annex1. Terms of Reference**

### **UNDAF Evaluation: Gender Equality and Social Inclusion**

#### **1. Introduction**

The United Nations Development Assistance Framework (UNDAF) for Nepal, originally a three year framework (2008-2010), consolidates the UN System's common strategy to support development needs in Nepal's current transition environment. Drafted in close consultation with the Government of Nepal (GoN), civil society and donor representatives, the UNDAF (2008-2010) responds to national priorities identified in the Government's Three-Year Interim Plan (2007-2010). It is guided by the goals and targets of the Millennium Declaration of 2000. The four priority areas of UNDAF are a) Consolidating Peace; b) Quality Basic Services; c) Sustainable Livelihoods and d) Gender Social Inclusion and Human Rights.

The UNDAF 2008-2010 recognizes that a large proportion of Nepal's population has been and still is excluded from political, economic and social processes. The United Nations (UN) therefore puts great emphasis in all priority areas of its UNDAF on reaching the socially excluded and the economically marginalized, women, children, young people, Dalits, Janajatis, Madhesis and other minorities. Human rights, gender equality and social inclusion have been identified both as constituting one of four priority areas of intervention of the UNDAF, and as cross-cutting issues.

The fourth intended outcome of the UNDAF (Priority Area D) is, "respect, promotion and protection of human rights strengthened for all, especially women and the socially excluded, for sustained peace and inclusive development." To achieve this outcome, legal and policy frameworks are to be strengthened to protect, promote and ensure human rights, gender equality and social inclusion (CP Outcome D.1). Government, other state institutions and civil society capacities are to be developed to better promote, and ensure human rights (CP Outcome D.2). Central and local government institutions capacities will be developed to mainstream gender and social inclusion concerns in policies, plans, programme implementation, budgets and monitoring (CP Outcome D.3). Finally, the capacities of individuals, communities and civil society are to be strengthened to improve their access to justice and to obtain fulfillment of their human rights (CP Outcome D.4).

The UNCT decided to conduct an evaluation of the UNDAF in parallel to preparation of the progress report for 2010. The UNDAF Evaluation is an external, independent exercise and is aimed at generating an independent assessment of successes, challenges and lessons learned so that this can feed into the next UNDAF programming cycle. This UNDAF evaluation will inform the process of the next Common Country Assessment (CCA) and formulation of the next UNDAF in 2011. This will further assist the process of formulating Country Programme Documents (CPDs) on time. One component of the evaluation will focus on the UN's contributions to results in gender equality and social inclusion. This Terms of Reference sets out the process, expected outcomes and scope of work for the international consultant for the GESI Evaluation.



## 2. Evaluation Purpose and Scope

This UNDAF Evaluation – Gender Equality and Social Inclusion will serve three main purposes:

To assess

- a. the relevance of all of the UNDAF outcomes to children, adolescent girls women and people from excluded groups, and in particular the relevance of the UNDAF outcomes in Priority Area D in light of the national policies and priorities in the Three Year Plan;
- b. the effectiveness and efficiency by which UNDAF outcomes and Country Programme outcomes under Priority Area D are being achieved, and their sustainability and contribution to national priorities and goals.
- c. to determine how the UNDAF helped UN agencies to contribute more effectively and efficiently to national development efforts and capacity building with respect to gender equality and social inclusion.
- d. To learn from experiences of the first two and half years of UNDAF implementation, and identify issues and opportunities to inform the extension of the UNDAF and country programmes and projects by individual agencies.

The main users of this Evaluation will be the UNDAF partners, i.e. the UNCT and the Government of Nepal.

## 3. Objectives and Key Questions

**Objective 1:** Assess the *role* and *relevance* of the UNDAF (i) in relation to issues of gender inequality and social exclusion and their underlying causes, and to challenges identified by the CCA undertaken at the beginning of the current programme cycle; and, (ii) in the context of national policies and strategies:

- Do the UNDAF outcomes address key issues of gender inequality and social exclusion, their underlying causes, and challenges identified by the CCA? Have new issues and their causes as well as challenges that have arisen during the UNDAF implementation to date been adequately addressed?
- Has the UNDAF results matrix been sufficiently flexible to address evolving national policies and strategies to promote gender equality and social inclusion?
- Have the UNDAF outcomes been relevant in terms of internationally agreed goals and commitments, norms and standards guiding the work of agencies of the UN system (including the Millennium Declaration MDGs, UN human rights treaties, including such as CRC, CEDAW)
- Are the outcomes and outputs as currently formulated still relevant for the 2011-2012 period? (in line with new GE/SI policies formulated by the GON eg LGCDP GESI policy )

**Objective 2:** Assess *design* and *focus* of the UNDAF, i.e. the quality of the formulation of results at different levels, i.e. the results chain, with particular attention to gender equality and social inclusion:

- What extent is the current UNDAF designed as a results-oriented, coherent and focused framework?
- Is it likely that the planned Country Programmes and projects and programme strategies will lead to the expected UNDAF results?
- Are expected outcomes realistic given the UNDAF timeframe and resources?
- To what extent and in what ways have risks and assumptions been addressed in UNDAF design?
- Is the distribution of roles and responsibilities among the different UNDAF partners well defined, facilitated in the achievement of results and have the arrangements been respected in the course of implementation?
- Do the Country Programmes and the UNDAF respond to the challenges of national capacity development and do they promote ownership of programmes by the national partners?
- To what extent have human rights principles and standards been reflected or promoted in the UNDAF and, as relevant, in the Country Programmes? To what extent and in what ways has a human rights approach been reflected as one possible method for integrating human rights concerns into the UNDAF?
- To what extent and in what ways are the concepts of gender equity and equality and other cross-cutting issues reflected in programming? Were specific goals and targets set? Was there effort to produce sex disaggregated data and indicators to assess progress in gender equity and equality? To what extent and how is special attention given to girls' and women's rights and empowerment?

**Objective 3:** Assess the *effectiveness* of the UNDAF in terms of progress towards agreed UNDAF outcomes and outputs, with specific focus on gender equality and social inclusion:

- What progress has been made towards the realization of UNDAF outcomes in terms of indicators as reflected in the UNDAF M&E Plan?
- To what extent and in what ways was special emphasis placed on strengthening of national capacities, building partnerships, promoting innovations, and the realization of human rights and promoting gender equity and equality?
- Which are the main factors that contributed to the realization or non-realization of the outcomes? How were risks and assumptions addressed during the implementation of programmes and projects?
- To what extent did the indicators measure effectively the progress in UN contribution in advancing gender equality and social inclusion? Should more appropriate indicators be used for the extension of the UNDAF?

**Objective 4:** Assess the *effectiveness* of the UNDAF as a coordination and partnership framework, and in particular the Gender Theme Group:

- To what extent and in what ways has the UNDAF and the Gender Theme Group contributed to achieving better synergies among the programmes of UN agencies to promote gender equality and social inclusion?
- Has the UNDAF and/or the Gender Theme Group enhanced joint programming by agencies and /or resulted in specific joint programmes to promote gender equality & social inclusion? Were the strategies employed by agencies complementary and synergistic?
- Have agency supported programmes been mutually reinforcing in helping to achieve gender equality and social inclusion? Has the effectiveness or programme support by individual agencies been enhanced as a result of joint programming?
- Did UNDAF and/or the Gender Theme Group and/or Theme Group D promote effective partnerships and strategic alliances around the main UNDAF outcome areas under Priority Area D?
- Has the UNDAF and the Gender Theme Group contributed to a clearer understanding of the UN agencies on the importance of and interrelatedness of human rights, gender equality and social inclusion?

**Objective 5:** Assess the *durability* of intended programme results for women and traditionally excluded groups after the end of the UNDAF cycle and the extent to which sustainability of planned achievements has been incorporated into the UNDAF.

- Is there stakeholder commitment and ownership of the proposed programme?
- Does the proposed programme include strategies to ensure sustainability?
- To what extent is the programme integrated with ongoing national processes, systems and programmes?
- What are the opportunities and risks to the sustainability of the proposed programme?

**Objective 6:** Determine the likelihood of any long-term effects on women and traditionally excluded groups.

- Given the current socio-economic and political context in Nepal, intended results of the UNDAF, the short duration of the UNDAF and intended strategies, activities and implementation modalities, what is the likelihood of:
  - Positive long-term effects?
  - Negative long-term effects?
  - What can be done within the time frame of the UNDAF extension to improve the likelihood of positive long-term effects and reduce the likelihood of negative long-term effects?
  - What kind of changes has actually been achieved at the community level within a certain time frame (e.g., changes in beliefs, attitudes and practices)?

**Objective 7:** Assess the connectedness and coherence of humanitarian with development assistance, with particular reference to women and traditionally excluded groups

- **Coverage** - Which groups have been reached by a UNDAF and what is the different impact on those groups?
- **Coordination** - What are the effects of co-ordination / lack of co-ordination on humanitarian action?
- **Coherence** - Is there coherence across policies guiding the different actors in security, developmental, trade, military and humanitarian spheres? Are humanitarian considerations taken explicitly into account by these policies?
- **Protection** - Is the response adequate in terms of protection of different groups?

**Objective 8:** Assess to what extent the UNDAF incorporates human-rights based approaches

- Does the UNDAF identify human rights claims and obligations of rights holders and duty bearers?
- Was the UNDAF informed by the CRC, CEDAW and other human rights instruments?
- Are capacity building strategies based on capacity gaps of rights holders and duty bearers? Did UNDAF Identify gaps in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfill their obligations?
- Is UNDAF based on an analysis of gender and vulnerable/marginalized groups? How did the design and implementation of the UNDAF address these gaps?
- How did the UNDAF monitor results within the rights framework?
- Is data gathered disaggregated by sex, ethnicity, socio economic status? Does the data take into account people with special needs (e.g. adolescent girls, the elderly, indigenous peoples, persons with disabilities, marginalized populations. Are monitoring systems using disaggregated data?
- Were the recommendations of various stakeholders taken into account at all stages.
- What were the constraints challenges that prevented stakeholders from meaningfully participating in the process?
- Have baseline data been collected and its collection central to programme planning?

#### **4. Methods and process**

Assessment will be done through open and structured discussions with key stakeholders, and through a comprehensive review of documents, a synthesis and analysis of data from the UNDAF and Theme Group, Annual Reports, regular programme monitoring reports, UNDAF annual reports, available review/evaluation reports, and MDGs reports.

At least the following documents, along with others to be provided by key stakeholders will be reviewed.

UNIFEM's project: "Deepening Democracy, Women's Participation in Politics and Peace"

UNICEF's "Decentralized Action for Children and Women" (DACAW) programme

UNDP Support to Participatory Constitution Building in Nepal

UN Joint Programme to support LGCDP

UNFPA, UNICEF and UNIFEM joint project on Ending Violence Against Women (EVAW).

Related GESI policies of the GON including the GESI Strategy for the Local Governance and Community Development Programme (LGCDP) and GESI strategy of the Ministry of Health and Population.

The discussions will also involve key stakeholders in the field and the RCHCO Field offices will assist the consultants in preparing and facilitating discussions at the field level. The evaluation report will be discussed in the UNDAF steering committee which will then approve the document. The team will work in close cooperation with the overall UNDAF Team. It is expected to work in sync with the overall team. The GESI evaluation will be a separate report but need also to be referred to in the main report.

## **5. Deliverables**

- After 1 week: Draft annotated outline of report
- After 4 weeks: Draft report for consultation with the UNDAF Steering Committee
- After 5 weeks: Final Draft UNDAF Report presented to the UNDAF Steering Committee
- After 6 weeks: Final Evaluation Report

## **6. Evaluation team and required competencies**

This Evaluation will be conducted by two external consultant(s)(one international and one national). Consultants will be entrusted with analysis based on information gathered, organization of partner fora, and working with thematic groups, in particular the Gender Theme Group, the RCHCO and other stakeholders to ensure the impartiality, consistency and coherence of the evaluation.

### **Experience:**

Overseen by the UNCT and the government, day-to-day evaluation management will be ensured either by a designated existing theme group reporting to the UNCT or by a task team specifically created for this purpose. It may be useful to appoint a reference group for the evaluation comprising various national and international stakeholders (including the UNCT). The main task of the reference group will be to guide the evaluation process at the design, implementation and report stages. The reference group will also participate in the UNDAF Evaluation workshop.

### **Time Frame**

To coincide with overall UNDAF evaluation, starting mid January 2011 to February 28<sup>th</sup> 2011.

## Annex 2: List of People Met

### Kathmandu

Robert Piper	Representative	UNRCHCO
Caroline Vandenabeele	Head of RCO	UNRCHCO
Heather Bryant	M&E	UNDP
Sini Tuulia Numminen	Coordination Associate	UN RCHCO
Shenjgie Li	Representative	ILO
Nita Neopani		ILO
Anjali Pradhan		UNICEF
Indira Koirala		UNICEF
Sangeeta Thapa	Programme Coordinator	UN Women
Saru Josi Shrestha		UN Women
Yamun Yadav	Programme Support Manager	UN Women
Kasumi Nishigaya	Senior Gender Advisor	UNDP
Dr. Marylyn Borromeo	Country Coordinator	UNAIDS
Hemang Sharma	National Project Manager	UNDP/SCNHRC
Dr. Roshan Raj Shrestha	CTA, South Asia	UN HABITAT
Sudha Shrestha	Acting CTA	UN HABITAT
Prafulla MS Pradhan	Regional CB Advisor	UN HABITAT
Padma Sunder Joshi	Habitat Programme Manager	UN HABITAT
Ram Prasad Luetal	Disaster Response Unit	OCHA
Pushpa Lal Shakya	Joint Secretary	NPC
Som Lal Subedi	National Programme Director	LGCDP/MLD
Dr. Rudra Suwal	Director	CBS
Gyanendra Bajracharya	UNFPA Focal Person	CBS
Parshuram Upadhyay	Executive Director	NAVIN
Laxman Pandey	SPO	NAVIN
Bijaya Prasad Misra	SC Sec General	NBA
Katia Chirizzi	Coordinator team	OHCHR
Laura Schweizer	Coordination team	OHCHR
Anthony Cordon	Coordinator	OHCHR
Dipak Shrestha	Coordination team	OHCHR

Members of **UNDAF Outcome A-D thematic groups**

Members of **Gender Theme Group**

Members of **Social Inclusion Action Group**

Members of **Monitoring and Evaluation Group**

**UN Field Office: Dadeldhura**

Marlies Bull	Field Coordinator	RCHCO
Prem Singh Nayak	Coordination Analyst	UNFCO
Raja Chowdhary	Coordination Admin Analyst	UNFCO

**UN Agencies and Key Stakeholders: Dadeldhura**

Preetam Pandey	Project Engineer	Mercy Corps
Harish Chandra Singh	Hub Officer	FAO/LGCDP
Bishwa Raj Bhatta	PO	UNICEF
Raju Joshi	Field Officer	UNDP
Man Harka Thapa Magar	Coordinator	UNDP
Nila Kantha Gautam	Health Strengthening Officer	UNFPA
Sanjeeb Dhakal	Security LA	UNDSS
Kiran Pal	Head, Sub Office	WFP

**DDC and Government Line Agencies: Dadeldhura**

Anand K. Pokharel	LDO	DDC
Indra Rawal	WOD	WDO
Laxman Giri	Section Officer	DEO
Krishna dev Joshi	PO	DDC
Bir Bahadur Bhat	DFI	DDC/LGCDP

**Private Sector and NGO: Dadeldhura**

Siddhi Raj Bhatta	Chairperson	NGO Federation
Prakash Saud	Chairperson	District FNCCI

**Media: Dadeldhura**

Suresh Joshi	Chairman	Radio Sudoor Awaj
Ram Dhama	Editor	Himkhand Daily
Lal Bahadur Airi	Station Manager	Radio Sudoor Awaj
Keshav Bohara	Editor	Dadeldhura Post

**VDC: Mastamandu, Dadeldhura**

Karna Bahadur Dhama	Secretary	Mastamandu VDC
Prem Dhama	Office Assistant	Mastamandu VDC
Manu Devi Bista	President	Ward Committee
Dumari Devi	Bhu/president	VDC
Pashupati Dhama	Member	VDC
Kamala Deupa	Member	VDC
Dharma Deupa	Member	VDC
Jayanti Kathayat	Member	Ward Committee
Rewati Bhatt	Field Worker	WCO
Sharada Karki	Field Worker	WCO
Chandra Bista	Vice Chairperson	Paralegal Committee

Kamala Dhungana	Chairperson	Paralegal Committee
Dan B. Thagunna		UML Representative
Nara Bahadur Bista	Former member	Ilaka level Representative
Prem Bista		UML Representative
Dev Bahadur Deuba		RPP Representative

#### **Leasehold Forestry Dalit Women User Group: Dadeldhura**

Munu Deve Sarki	Chairperson	FUG
Shanta Devi Damai	Treasurer	FUG
Sunu Devi Sarki	Secretary	FUG
Harita Devi Sarki	Member	FUG
Naru Devi Damai	Member	FUG
Suna Devi Damai	Vice Chair	FUG
Kamala Devi Damai	Member	FUG
Parbati Devi Damai	Member	FUG
Thayu Devi Sarki	Member	FUG
Ramba Devi Sarki	Member	FUG
Munu Devi Damai	Member	FUG

#### **UN Field Office Nepalgunj**

Zahir Sadeque	Field Coordinator	UNFCO
Amar Shrestha	Coordination Analyst	UNFCO
Irshad Ansari	Coordination Admin Analyst	UNFCO

#### **UN Agencies and Key Stakeholders: Nepalgunj**

Shailendra B. Shahi	Engineer	Save the Children
Moti Prasad Thapa	Head of SO	WFP
Sarah Hilding	Field Officer Coordinator	RCHCO
Sophie Hodgson	HRO/MO	OHCHR
Dalankh B. Dangi	PO	NRSC
Madan Raj Joshi	National Project Coordinator	ILO
Ashok Maharjan	NSO	OHCHR
Samuel Palmer	Regional Office Manager	UNDP/UNIRP
Nama Raj Adhikary	FOC	UNDP
Dr. Ravi Kafle	SMO	WHO-IPD
Ram Prasad Gautam	Child Protection Officer	UNICEF
Radhika Tumbahangphey	PO	UNICEF
Dr. Adhish Dhungana	SMO	WHO-IPD



**Ethnic Groups and Rights Based Organizations: Nepalgunj**

Maimoona Siddiqui	Acting President	Fatima Foundation
Abdul A. Musalman	President	National Muslim Forum
Ravi Tuladhar	Vice President	Banke UNESCO Club
Moti Dev Tharu	Central Vice President	Rastriya Bhumi Adhikar
Ishwar Prasad. B.K	General Secretary	Dalit Organization
Buddha Sunar	President	Dalit Organization

**DDC and Line Ministries: Nepalgunj**

Resham B. Pandey	Acting CDO	DAO, Banke
Kamal Kant Jha	SADO	DADO, Banke
Shila Khadka	WDO Assistant	WDO, Banke
Dhir Jung Shah	Sr. PHO	DPHO, Banke
Bhagwant P. Gupta	AO	WSSP, Banke
Ravi Suresh Yadav	DEO	DEO, Banke
Sharad Kumar Poudyal	Assistant Officer	DDC, Banke
Raj Shrestha	Naib Subba	DDC, Banke

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- 

**Maps:** Banke District: Distribution of Caste and Ethnic Groups; Dadeldhura District: Distribution of Caste and Ethnic Groups

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Nepal – Districts covered by FCO

Nepal – Presence of Village Development Committee (VDC) Secretaries

WFP Operations Map on District : Dadeldhura

### **Tables:**

- Food Security Phase Classification: Reference Indicators
- Transition Support Strategy Nepal – Result Framework 2011 – 2012 Office of the RC

## Annex 4: Field Visit to Dadeldhura

### Day 1- Wednesday, 2 February 2011

Time	Activities	Remark
	Drive to Budar	By FCO Car
	Hotel Check- In	Hotel Pipal Chautari, Budar

### Day 2-Thursday, 3 February 2011

Time	Activities	Remark
07:00- 9:00	Breakfast	Hotel Sun Light
09:00 9:30	Meeting with UNFCO team	UNFCO Office
09:30-11:00	Meeting with Regional UN Team (UNFCO, WFP, UNDP, UNICEF, UNFPA, FAO, UNDSS) and I/NGOs (Mercy Corps)	UN Meeting hall
11:00-12:00	Meeting with CDO and DSP	CDO Office
12:00-12:30	Lunch	Hotel Sun Light
12:30-- 14:30	Meeting with LDO, Act DEO, Act WDO)	DDC Office
14:30-15:30	Meeting with Forest User Group (Dalit Women)	Pokhara (10 minutes drive)
15:30-16:30	Meeting with local media	UNFCO Office

### Day 3- Friday, 4 February 2011

08:00-08:30	Breakfast	Hotel Sun Light
09:00-10:30	Drive to Masthamandu VDC	One and half hours drive
10.30-12.30	Meeting with paralegal committee members Meet VDC Staff, Observe LGCDP supported activities	
12.30-13.00	Lunch at local hotel	
13.00-15.00	Back to Dadeldhura	
15.30-16.30 19.00	Meeting with civil society organizations (FNCCI, NGO Federation) Meeting with the Regional Team to discuss observations	UNFCO Office Hotel Sun Light

### Day 4- Saturday, 5 February 2011

Time	Activities	Remark
07:00- 07:30	Breakfast	Hotel Sun Light
07:30- 12:00	Drive to Dhangadi	By UNFCO Car
	Fly to Kathmandu	



## Annex 5: Field Visit to Nepalgunj

### Nepalgunj 5-8 Feb 2011

**05-Feb-2011 (SATURDAY):** Road Travel from Dadeldhura to Nepalgunj (08.00-16.30)

**06-Feb-2011 (SUNDAY)**

Time	Location	Activities	Remarks
09.30-10.30	UNFCO MWR Office	Meeting with UNFCO MWR Team (MWR Overview and schedule, Security Briefing)	Lead by ZS Support by AS
10.45-12.30	CDO Office*	Meeting with CDO and government officials	DEO, DPHO, DADO, DLSO, DWO, DWSSO
12.30-13.30	Restaurant	LUNCH BREAK	
14.00-15.00	DDC Office*	Meeting with LDO/VDC Sect. and LGCDP representative	LDO/VDC Sect. and LGCDP
15.15-16.30	UNFCO MWR Office*	Meeting with ethnic group and women's right based organization	SAATHI, Maiti Nepal, Dalit-Muslim-Tharu organization and Madheshi leader
	WFP Office	WFP's infrastructure and employment programme with food Aid	Briefing by Moti Thapa for Dil Shrestha

*\*Invitation letter to be sent in Nepali*

**07-Feb-2011 (MONDAY)**

Time	Location	Activities	Remarks
09.00-14.00	Nepalgunj	Field visit to IARP skill training for female ex-combatants	Lead by Samuel Palmer, IARP (for Dil Shrestha)
	Bardiya	Field Visit of HIV/AIDS programme (VCT Centre)	Lead by Nama-Raj, UNDP (for Anita and Ava)
	Banke	Field visit to Kamaiya microenterprise programme of ILO	Lead by Madan Joshi, ILO (for Dil Shrestha)
15.00-17.00	UNDP Meeting Room	Meeting with UN agencies and key stakeholder organizations	UNDP, WFP, ILO, UNICEF, WHO, UNFPA, OHCHR, PLAN, CARE, GTZ, SC, AIG/USAID, INSEC, CWIN