



CASE STUDY – NEPAL

UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325

Women's Meaningful Participation in Peacebuilding and Governance

by Lesley Abdela



financed by

Austrian



Development Cooperation

THANKS

This report has been financed through the Austrian Development Agency and CARE International. Many thanks, as without these means it would not have been possible to produce it. Best thanks go to the lead consultant, Lesley Abdela (senior partner of Eyecatcher Associates/Shevolution Consultancy).

In Nepal special thanks go to the Women's Empowerment and Peacebuilding team of CARE Nepal, to Indu Pant Ghimire, Archana Aryal, Pragya Bahsyal and Gupta Bahadur, to the local partner organizations from the districts in Makwanpur, Chitwan and Rupandehi and to many women's organizations who have contributed to this issue, for instance the "Forum for Women Law and Development" (FWLD), "Legal Aid Consultancy Service Center" (LACC), "Safe Motherhood in Nepal" (SSMP) and "Women's Rehabilitation Center" (WOREC Nepal).

We also want to give our sincere thanks to the representatives of the Government of Nepal, of UN and NGOs for their good cooperation. Special thanks go to Reena Burathoki, the interpreter.

In Austria we thank Angelika Gerstacker (Advocacy Advisor), Barbara Kühhas (Gender Advisor), Maria Sigmund (Program support) and Alexandra Rischka (Layout). We also want to give thanks to the whole CARE International Women-Peace-Security Advocacy Network; in particular to Martha Chouchenas Rochas (CI Geneva), Ester Asin (CI Brussels) and Howard Mollett (CARE UK) for their invaluable support and excellent cooperation.

Further information on the work of CARE International in the field of women's empowerment or women-peace-and-security can be retrieved from the Care Expert weblinks:

<http://expert.care.at/de/care-expert/coe-resources/gender.html>

<http://expert.care.at/?id=1129#c7526>

You might further want to explore the CARE Gender wiki, which is regularly updated with news from our gender equality work around the world:

<http://gender.care2share.wikispaces.net/>

If you want further information on this specific report, please direct your inquiries to barbara.kuehhas@care.at, angelika.gerstacker@care.at or to the author lesley.abdela@shevolution.com

We want to draw your special attention to the **CARE report "From Resolution to Reality: Lessons learned from Afghanistan, Nepal and Uganda on women's participation in peacebuilding and post-conflict governance"** (October 2010) for which this report was one of the main sources.

See: <http://www.care-international.org/Thematics/View-category.html>

Vienna/Kathmandu, October 2010

Download of the report available at: <http://expert.care.at/?id=1129#c7526>

Image Credits:

Cover Image: CARE / Susanne Kritzer

CARE / Susanne Kritzer (p. 2, 3, 5, 10, 14, 15, 17, 26)

CARE/Bryan Van der Beek (p. 8, 19)

CARE / Sok-Chea Ung (p. 25)

CARE / Christine Pendl (p. 27)

CARE USA (p. 11, 28, 29, 30, 31)

Contents

Introduction.....	1
Country Context	3
Women and the Conflict	4
Women’s Civil Society	6
SECTION 1 / 1325: NEW NATIONAL PLAN OF ACTION UNDERWAY	7
SECTION 2 / MEANINGFUL PARTICIPATION OF WOMEN	9
MEANINGFUL PARTICIPATION – CARE’S definition.....	9
1325 at community level.....	11
MEANINGFUL PARTICIPATION – Women’s own definitions	12
Obstacles impeding women’s meaningful participation.....	13
Lessons Learned and Opportunities for the Future	17
SECTION 3 / RECOMMENDATIONS.....	20
ANNEXES.....	23
ANNEXE 1. ACRONYMS	23
ANNEXE 2. Activities taken towards implementation of 1325	25
ANNEXE 3. CARE Nepal micro-macro linkages in Women’s Empowerment	32
ANNEXE 4. UNSCR 1325 Participation Indicators 8 to 12 in the context of Nepal	42
ANNEXE 5. Documents Studied	49
ANNEXE 6. Women in Public Life and Security Services Statistics.....	52
ANNEXE 7. People met by the Consultant	52

NEPAL

**Population:**

26.5 million

Major Ethnic and Linguistic Groups:

Brahman, Chetri, Newar, Gurung, Magar, Tamang, Rai, Limbu, Sherpa, Tharu, other -

Religions:

Hindu - 86%
Buddhist - 8%
Muslim - 4%

Population Growth Rate:

2.26%

Maternal Mortality Rate:

540 per 100,000 live births

Percentage of Literate Adult Males:

63%

Percentage of Literate Adult Females:

28%

"If they asked me I would tell them, build a peaceful village, a good village. This is where I would start from." Woman in a village in the Churia Region of Nepal

Executive Summary

CARE Nepal (CN) has been working on 1325 with the poorest and most marginalised women from the grassroots up. When poor, vulnerable and socially excluded (PVSE) women are empowered and given the opportunity, they show themselves ready and able to begin untangling the knots of politics, Gender- and Caste-based prejudice to work out their own solutions. An immense gap exists between the Capital and the people who live in the rest of Nepal, especially the millions outside the Kathmandu Valley. Hierarchies in various forms prevent women's meaningful participation, especially PVSE women. There are parallel universes with the women mostly in one universe, the men in another.

A woman in a poor community in the Churia region said, *"The peace process is for the power groups rather than for the people. This is the wrong focus. If they asked me I would tell them, build a peaceful village, a good village. This is where I would start from."*

CN's Strategic Impact Inquiry (SII) defines the elements of women's empowerment as *Agency*, *Structure* and *Relations*, each interacting with and influencing the other. *Agency* refers to the capacity of the individual to define, analyse, take decisions and act upon them. *Structure* refers to the institutions that establish agreed-upon meanings, forms of domination, and agreed criteria for legitimising the social order. *Relations* refers to connecting with others, building relationships, and participating in joint efforts to renegotiate structures for Gender equality.

As with most peace processes, Nepal's has been mostly male-conducted and top down. Although 1325 came into existence in 2000, the international community appeared powerless to do more than utter siren calls for women's participation in the intermittent peace talks held between the main protagonists – the Government of Nepal (GoN) and the Maoists. It became bitingly clear neither side was making any effort to comply with the Resolution. Despite the fact women organised impressive protest rallies and processions calling for an end to armed conflict, Party leaders and Maoist rebel leaders failed time after time to include women in the peace talks.

A recommendation in this report calls for UN, UN Members, International Organisations and Donors to ensure at least 40% women and at least 40% men (including Civil Society activists) participate at all levels

of peace talks, up to and including the Top-Table formal talks. A further recommendation calls for all Diplomats, Arms Monitors, Political and Election officers et al. to have had Gender training at some point in their often-lengthy careers, especially on implementing international instruments such as 1325 and 1820+. Career appraisals and funding proposal assessments and evaluations should be linked to specific benchmarks/indicators on Gender/1325/1820+.

UN Member States should set up a monitoring and reporting process on implementation of 1325 and successor resolutions, possibly linked to the CEDAW accountability framework within the Optional Protocol. This would make it possible for appropriate individuals and groups to demand participation if their views are not taken into account.

Nepal's women suffered horribly in the conflict but destructive events can also open up fleeting windows of opportunity. Nepali women conducted highly active campaigns for peace and democracy and put great pressure on the conflicting parties to bring about a ceasefire. This involvement created a platform from which women have been able to demand (and in some cases, win) recognition and new rights. A clause calling for affirmative action for women's political representation was incorporated into the new Interim Constitution. Since the 2008 election 33% of the Constituent Assembly (CA) are women, including PVSE women. Universally, women across Nepal consider 33% women in the CA a major breakthrough. One-third is numerically important as a threshold though it does not yet guarantee meaningful participation. Women CA members tend to be viewed dismissively as tokens, in office only through affirmative action rather than personal achievement. In addition, both at National and at local levels, Nepal's main political Parties remain significant obstacles to women's meaningful participation in peace-building and governance. Although there are supporters of women's rights within the Parties and women are active in all the major Parties, female members are rarely appointed to key roles or given opportunity to express opinions at Party meetings. In some smaller, less powerful Parties it is easier for women to achieve leadership roles.

A recommendation to INGOs, Women's NGOs, political Parties and Donors is – 'set women up for success!' Even though women have achieved election to the Constituent Assembly (CA) and other

Committees such as Forest Users, Local Peace Committees (LPCs) and Village Development Committees (VDCs), they still very much need continuing support and encouragement. It is necessary to build on work already begun by setting up support groups and offering training for elected women to enable them to become much-needed agents of change.

Appalling crimes of violence and rape were committed against women by all sides during and after the conflict. As yet there have been no prosecutions. For a successful peace, the GoN must investigate, prosecute and punish perpetrators. In addition Military Officers or political overseers of armed forces must be held legally accountable for conduct of their subordinates (as specified in UN Resolutions). At least 33% of the Commissioners on the Truth and

Reconciliation Commission should be women. The GoN should work with experts among the NGOs to ensure the safety and protection of women Human Rights defenders in rural and urban areas.

If current plans are met, Nepal could become the first country in South Asia with a 1325 National Plan of Action (NPA). (In Nepal the National Action Plan is called the National Plan of Action.) An astonishing variety of activities have been undertaken by an array of women's organisations, UN agencies and INGOs to provide information and to advocate vigorously for implementation of 1325 and 1820. As a result, 1325 has become much better known but mostly in the Capital. A great deal of work is needed to move its valuable life-enhancing provisions out into the consciousness of the millions of people, men as well as women, in Nepal's outlying regions.

Introduction

This study on Nepal was commissioned by CARE Austria (CÖ) as a contribution to CARE's International Report on Women, Peace and Security: Review of 1325 +10 years in Nepal, Uganda and Afghanistan, defining 'meaningful participation by women'. The Country Study was carried out between 13th July and 30th September 2010 by Consultant Lesley Abdela, Senior Partner in UK-based Consultancy Eyecatcher/Shevolution. As well as small-group gatherings in Kathmandu and desk review of relevant documentation, meetings were held with CARE staff and partner organisations and other stakeholders, including war survivors, Donors, INGOs, NGOs, women's network alliances/coalitions, Nepal Government Departments, LPCs, community groups, Media and UN agencies.

ACKNOWLEDGEMENTS

A large number of people and organisations made valuable contributions to this case study: the men and women in the Ministry of Peace & Reconstruction, Royal Norwegian Embassy, UN and INGOs in Kathmandu, and in particular the many women's organisations. CARE Partner facilitators and many individual women at VDC (community) and District levels in Makwanpur, Chitwan, and Rupandehi gave up precious time, some coming from planting season demands to participate in group meetings. Particular thanks are owed to the CPNGO team at Bharatpur for their very helpful orientation presentation on CARE's women empowerment programmes at the start of my field trip. CARE and stakeholders in Nepal were ever-ready to offer information and thoughtful advice and recommendations which have formed a valuable part of the study. CARE staff elsewhere were a vital part of the process: my particular thanks go to those who have worked closely with me, making my arrangements, giving great support, guidance and valuable feedback in editing this study. At CN these included Indu Pant Ghimire, National Programme Manager; Archana Aryal Team, Leader PB Research Project; and Gupta Bahadur K.C. Social Mobilisation Specialist. At CARE Austria (CÖ), Dr. Barbara Kühhas, Gender Advisor, and Angelika Gerstacker, Policy and Advocacy Coordinator. At CARE International London, Howard Mollett, Conflict Policy Advisor. My many thanks too to Consultant Victor Robinson and interpreter Reena Burathoki.

(People met are listed in Annexe 7)

2010 is the tenth anniversary of the unanimous UN Security Council (UNSC) vote on Resolution 1325, the first-ever Security Council resolution to call for the participation of women and Civil Society in conflict-prevention and peace processes, and to address the impact of war on women. 1325 for the first time links women to the Peace and Security agenda. In the same year, 2000, a similar, in some respects stronger, resolution was passed by the European Parliament (EP) in support of 1325, stronger because a recommendation accompanying the EP resolution calls for at least 40% women's representation in all levels of decision-making in peace-building and post conflict.¹

The 10th Anniversary offers an important moment to take stock and examine the successes and challenges in implementing 1325. For women in Nepal and many millions of women in conflict zones across the globe 1325 has become a beacon of hope and, just as important, a tool prospectively of great value.

¹ European Parliament Resolution - Gender Aspects of Conflict Resolution and Peacebuilding A5-0308/2000 'Drawing on various declarations, conventions and resolutions, the European Parliament resolution considers the status of women in the context of armed conflict and makes several recommendations aimed at transforming the situation of women to one based on inclusion and recognition of the rights they hold and the contributions they continually make to peace processes globally.' A Recommendation attached to the Resolution recommends at least 40% women in all levels of decision making.

CARE Nepal (CN) and its local Partners are uniquely positioned to highlight the central role women and women's priorities can play in a grassroots-up contribution to peacebuilding. CARE has been active in Nepal since 1978. CN's integrated approach to peacebuilding and 1325 grows out of relief programming during the long conflict and in assisting the formation of women's groups which over time have evolved into solidarity advocacy groups. CN is currently working in partnership with over 80 local NGOs, 10 different networks and approximately 1,000 community-based organisations (CBOs) in 46 districts, with a major focus on mid- and Far-Western regions through 24 community development programmes and National initiatives. CN maintains formal and informal partnerships at multiple levels: local NGOs, government agencies, communities, Civil Society groups, federations, networks and the private sector.

There has been growing international recognition of women's roles (and needs) in conflict prevention, conflict resolution and peacebuilding. Across the decade the Security Council passed Resolutions 1820, 1888 and 1889 specifically to strengthen 1325 which by itself contains no time-lines and no sanctions for failures of implementation. At the time of writing (late 2010), twenty-two countries have developed and published a National Action Plan (NAP) for implementing 1325 and other States, including Nepal, are in the process of developing a NAP.²

Progress has been made, but despite hundreds of conferences, speeches and declarations, significant barriers remain to the full integration of a Gender perspective in conflict prevention and peacebuilding processes. A recent UNIFEM study showed women on average comprise fewer than 10% of all participants in peace negotiations and in a sample of 21 major peace processes since 1992 only 2.4% of signatories to peace agreements were women.³ In April 2010 UN Secretary-General Ban Ki-Moon published a set of UN indicators for monitoring 1325 progress under four pillars: Participation, Protection, Prevention, and Relief-and-Recovery. These indicators refer principally to High- Level formal peace-making processes. High-level peace processes in Nepal and worldwide have mostly been a domain confined to male leaders. In their parallel universe, women leaders have been highly active in informal peace-building initiatives. 1325 calls on all actors to support local women's peace initiatives.



The disconnects between community-level experiences and priorities in peacebuilding and National/governmental and international processes are a major challenge. In part, this study aims to contribute from practical on-the-ground experience to the discussion on bridging gaps between the parallel universes. CN and partners with support from CÖ and the Austrian Development Agency (ADA) have been running programmes in Churia on women's empowerment by connecting the issues of PVSE women to the policy level. In addition to meetings in Kathmandu the Consultant made field trips to Churia, to the conflict-affected communities in Hetauda in Makwanpur, to Maadi and Bharatpur in Chitwan, and to Bhairahawa in Rupandeh. Churia inhabitants are among the poorest in Nepal, with acute food deficits, landlessness, and literacy rates far below the Nepal average. They depend on agriculture and forests for their livelihoods. A wide range of ethnic groups and Castes live in the area. Gender and Caste-based discrimination and patriarchy prevail. A decade of armed conflict has further severely affected the lives of women and girls. Both the displaced and those remaining in conflict zones experienced sexual and Gender-based violence (GBV).

² 1325 NAPs - Austria (2007), Belgium (2009), Bosnia Herzegovina (2010), Chile (2009), Côte d'Ivoire (2008), Democratic Republic of the Congo (DRC) (2009), Denmark (2005), Finland (2008), Iceland (2008), Liberia (2009), the Netherlands (2007), Norway (2006), the Philippines (2010), Portugal (2009), Sierra Leone (2010), Rwanda (2009), Spain (2008), Sweden (2006), Switzerland (2007), Uganda (2008), and the United Kingdom (2007).

³ UNIFEM, 2009. 'Women's Participation in Peace Negotiations: Connections between Presence and Influence.'

COUNTRY CONTEXT

Situated in the Himalayas between China and India, Nepal is geographically one of the most varied countries in the world, reaching from hill and mountain regions to semi-tropical lowlands. In 1996 an insurgency commenced when the United Communist Party of Nepal- Maoist (CPN-M) began taking control of the countryside in the Western Terai by force. Caste, ethnic and Gender-based discrimination, a rich/poor divide, structural poverty, inequitable distribution of resources and political in-fighting contributed to the roots of the armed conflict which left more than 14,000 people dead and around 200,000 people displaced. Since 2006 Nepal has emerged from both armed conflict and traditional Monarchy to a long-drawn-out peace and democracy-building process. After a protracted series of peace talks, the signing of the Comprehensive Peace Accord (CPA) between the GoN and the CPN-M in November 2006 brought fighting to an end. The CPA laid out a path to lasting peace: an Interim Constitution (IC) followed by an interim government to replace the existing Parliament. There would be elections to a Constituent Assembly (CA), the entity set up to draft a new Constitution and deciding the future of the Monarchy. The armed insurgency ended in December. An IC was drafted at the same time and became law on 15 January 2007. The CPA and IC are the basis of Government until a new Constitution is drafted. After the elections in April 2008, the Maoists emerged as the largest Parliamentary Party. The Monarchy was abolished a month later. The ruling CPN-M government fell in May 2010 and was replaced by a coalition government. Maoist Party supporters staged protests and general strikes, including a blockade of Parliament. Political division and proliferation of armed groups threaten the peace process.

The poverty incidence in rural areas (42%) is higher than urban areas (25.2%). The incidence is most pronounced in the mountain areas, followed by the Terai plains and the hills. Regions such as the rural Mid-west have a poverty incidence far higher than the Valley in which Kathmandu is situated.⁴ The longer the political transition stretches on, the harder life gets. There is insufficient infrastructure mainly due to the weak capacities of public sector institutions. In some areas violence, intimidation and extrajudicial killings continue with impunity. According to Amnesty International 100 armed groups are active in the Terai region, kidnapping people of hill origin and attacking public property.⁵



Young people flee the country in search of better livelihoods. Every day some 1,000 Nepali women and men go abroad to seek their fortune. Migrating women face extra dangers and exploitation including sex-trafficking.

There is, however, a growing and vibrant Media. Wherever there is access to electricity an increasing number of even the poorest have access (often communal viewing) to TV and radio from local community stations, National and international channels. Use of mobile phones is also on the increase.

Social exclusion by Caste and ethnicity and discrimination against women are entrenched and enforced through a multiplicity of traditions and Caste systems. Within the Hindu Caste hierarchies, strict codes of conduct for Gender, including purdah and reproductive rituals, continue to impact on the drive to Gender equity. The Muluki Ain (1854) first formalised the Caste system in law and also reproduced the patriarchal view of women as subordinate to men and economically dependent on them.⁶ A new provision prohibiting discrimination on the basis of Caste and ethnicity was inserted in the new Country Code but it came with ambiguities protecting 'traditional practices'. The State has declared

⁴ <http://www.dfid.gov.uk/countries/asia/nepal.asp>

⁵ Amnesty International 2010 Report www.unhcr.org/refworld/topic,45a5199f2,465575ca2,4c03a810c,0.html

⁶ Dr Lynn Bennett, Unequal Citizens: Gender, Caste and Ethnic Exclusion in Nepal (2006) World Bank. Co-funded by World Bank with DfID <http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/Resources/Bennett.rev.pdf>

support for the UN Draft Principles on eliminating discrimination based on work or descent (addressing Caste inequalities) but discrimination against Dalits and women persists with impunity.⁷

WOMEN AND THE CONFLICT

During the conflict many women and girls were subjected to abduction, displacement, trafficking, torture, rape and other forms of sexual violence. Some were killed. Women were deprived of education and health-care. Their reproductive rights were not protected. Many girls were forced by their families to marry at increasingly younger ages out of fear they would otherwise soon be raped, thus ruining their marriage prospects later. Men joined the fighting, fled or migrated to seek alternative employment to support their families. Thousands of young single women and widows were left with sole responsibility for families. Women combatants, activists, researchers, journalists, became victims of Human Rights' abuses by both State forces and Maoists.

WINDOW OF OPPORTUNITY – CONFLICTS MAY OPEN UP OPPORTUNITIES FOR WOMEN

Without women's active participation, whether as combatants during the conflict or as Civil Society advocates, the Jana Andolan II Peoples movement in April 2006 which resulted in the end of the Monarchy and the opening of the path to peace and the CA elections would not have happened.⁸

This participation created a platform from which women have been able to demand (and in some cases, win) recognition and new rights. The conflict impacted on the lives and roles of women, men, boys and girls in various ways. In the absence of men, women began to take on leadership roles in villages and across Civil Society in grassroots' peace-building, Human Rights and disarmament movements. Women single-handedly led households and risked their lives negotiating for survival with armed combatants, from Government security forces to Maoists. Women at the community as well as central level did healthcare work and cared for survivors of violence. Women's NGOs provided shelter for conflict-affected women and children. Women came out into the public sphere, confronted the security forces, dealt with the court system to protect their disappeared husbands and sons, and managed homes. Women's household and farm-related work burden increased dramatically with the enforced departure of the men and boys. Women took on tasks formerly taboo for women such as ploughing fields.⁹

In Maoist stronghold areas the Maoists abducted or recruited one young male or female from each family. There appear to be a mix of reasons for women volunteering to join the Maoist Cadres. Some were motivated to join up because of their extremely harsh, feudal living conditions in remote areas of Nepal. Another factor was the Maoists attracted female volunteers by leading campaigns to improve women's lives. The Maoists campaigned for a 'dry law' in rural areas in an effort to reduce the high incidence of alcoholism among men. In parallel justice systems established by the Maoists, men accused of abusing their wives were punished more quickly than they would have been by the ordinary courts. For some women this was the first time they were able to access justice in ways which led to a reduction in violence within families. Women took on multiple roles, as fighters, supporters (medics, porters, communications staff etc) and as dependents (wives, children). The female Maoist leader Hisila Yami 'Parvati' said women were much more effective in mobilising masses because they facilitated the Maoists' access to other members of the family.¹⁰

⁷ Major issues of Dalit Women: Untouchability/Caste discrimination; Victim of inter-Caste marriage ; Economic backwardness; Ignorance; Absolute poverty; Severe condition of reproductive health ; High mortality and fertility rate ; Sexual exploitation ; Lack of employment opportunity ; Compulsion for prostitution ; Illiteracy ; Lowest life expectancy; little representation at political including policy and decision levels; Trafficking.

⁸ 'UNSCR 1325 and 1820: Implementation and Monitoring Status in Nepal' Prepared by Sumitra Manandhar Gurung and Sangeeta Lama. Submitted by Shantimalika, Anamnagar, Nepal. May 1 2010

⁹ Women's Political Participation and Influence in Post-Conflict Burundi and Nepal. Prio Paper 2010

¹⁰ María Vilellas Ariño 2008. P8 and P9 *Nepal: a Gender view of the armed conflict and the peace process.* http://escolapau.uab.cat/img/qcp/nepal_conflict_peace.pdf

The Military on both sides used minors as messengers, sentinels, informers/spies, cooks and in other support functions, including paramilitary activities. The majority of Maoist female combatants were aged between 14 and 18.¹¹

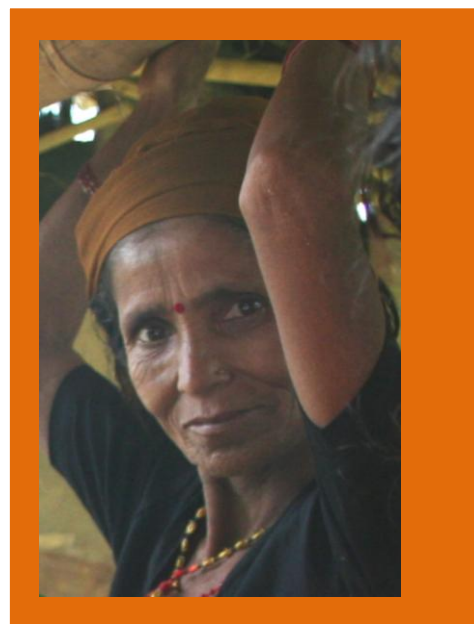
Some authors believe this age-range of female recruitment was due to the Maoists' need to have a network of households available to provide supplies during the conflict, thus women of a particular (rather older) age were not recruited so they could maintain these households. This practice would indicate the persistence of sexist structures in the division of labour among the Maoists. Maoist leaders placed an emphasis on the issue of Gender equality and women's emancipation as central to the Maoist discourse and political agenda along with the class struggle. However the much-avowed women's liberation would only be possible after class liberation, and certainly equality between men and women was not achieved in the Maoist leadership structures.¹²

The Maoist Movement did contribute to a reduction in Caste-based discrimination. During the insurgency they monitored and penalised incidences in villages where they had strong hold. One positive effect of the Maoist insurgency is marginalised groups developed a greater awareness of their rights along with the ability to stand up and demand equality. Girls and women who joined the Maoists wore combat dress, discarded all jewellery, and cropped their hair short. They adopted liberation vocabulary. Many developed new-found confidence. Ordinary village women began to rethink traditional values concerning women. Women and girls who joined the Maoists were systematically subverting traditional Hindu symbols of the subordination of women such as rejecting the tradition of being 'untouchable'.¹³

The strong presence of women in the Maoist ranks and the demands of women activists and women's organisations came together in calling on the Parties to give women more space in Nepali politics. It would not be accurate to attribute promotion of a Gender agenda only to the Maoists. Work done by women's groups since the UN 4th Women's Conference in Beijing in 1995 laid the foundations of social transformation on Gender equality. The skills and confidence women acquired and efforts they made in coming out in the public sphere during times of armed conflict were encouraged and built on by women's organisations.¹⁴

Since 2002 Nepali women's organisations have increasingly used 1325 as a tool to bring legitimacy to their demands and to bring pressure on the GoN and political Parties, including the Maoists, to include women in the peace processes and in drafting the IC. During the People's Movement in April 2006, Nepal saw a new wave of women's political engagement when women from Civil Society took to the streets to demand peace and democracy and put pressure on the conflicting parties to end the conflict. Despite their efforts and despite the fact the peace process in Nepal took place five years after 1325 was passed by the UN Security Council, women were not included in the peace talks between the seven political Parties and the Maoists.

Since 2006 the burgeoning Women's Movement has played a major role in successfully putting pressure on the GoN to amend discriminatory provisions relating to the ownership of property, the right of women to confer citizenship on their children, trafficking, marriage, sexual minorities, domestic violence, marital rape and abortion. This is the first time a government in the region has explicitly recognised women's reproductive rights as Human Rights in a National Constitution.¹⁵ Since the 2008 Elections there is a record 33% representation of women in the CA and the IC includes



¹¹ <http://www.unmin.org.np/?d=Media&p=onlinekit&mode=nepal>

¹² María Villellas Ariño 2008. P9 *Nepal: a Gender view of the armed conflict and the peace process.*
http://escolapau.uab.cat/img/qcp/nepal_conflict_peace.pdf

¹³ <http://siteresources.worldbank.org/INTCPR/214578-1111751313696/20480283/CPRNote15legal.pdf> This note by Lyn Bennett reports on the findings of a DfID-commissioned study to assess social change in conflict areas of Nepal.

¹⁴ María Villellas Ariño 2008. P8 *Nepal: a Gender view of the armed conflict and the peace process.*
http://escolapau.uab.cat/img/qcp/nepal_conflict_peace.pdf

¹⁵ http://www.reproductiverights.org/www_asia_nepal.html

women's rights as a fundamental right, pledges of non-discrimination on the basis of Gender, and other key measures (see Indicator 8, section 3 of this report.)¹⁶

Women are also represented on all thematic committees set up to discuss the draft of a new Constitution, giving them an unprecedented opportunity to influence National decision-making and the development of the new Constitution. However women are under-represented in senior levels in the public sector. (See Annexe 6 of this report for statistics on women in public life and security services)



WOMEN'S CIVIL SOCIETY

There is an active women's Civil Society. Their links, silos, rivalries, sub-groups and hierarchies can seem as complex as the Caste system itself. The majority of women's organisations depend on foreign funds. Many are closely aligned to a political Party. Some work across the entire country; many are based in the Kathmandu Valley. Others are registered at District level. Some target their work on behalf of a particular Caste or ethnic group such as Dalit, Janajati, or Madheshi. Civil Society activities include campaigning for peace and women's political participation, rights of widows and single women, Human Rights awareness- raising, voter education, non-discriminatory legislation and the Constitution, legal assistance, income generation, social counselling, health, addressing VAW and trafficking, peace and women's political participation. As in most other countries there is not one united Women's Movement. Each NGO has distinctive activities and priorities. On certain issues groups of NGOs and networks come together in networks, alliances and coalitions to work for a common cause. (For more detailed examples of women's organisations' activities see Annexe 2) Women's organisations and networks have engaged in capacity-building and leadership training programmes for current and potential female political candidates, and voter-education.

PVSE women's organisations are making themselves more visible to political leaders. In 2009, Women Acting Together for Change (WATCH), an umbrella for local women's groups, organised a procession of over ten thousand rural women in the Kathmandu Valley. They presented 120 demands for the Constitution-drafting process to Members of the CA's committees. The draft Constitution has not as yet been finalised but there are indications some of these recommendations will be incorporated, along with more general provisions for Gender equality. Pressure from Women for Human Rights (WHR), the campaign on behalf of widows, managed to block proposed legislation offering a to-them offensive Government financial support incentive to men who would marry widows (2009).

¹⁶ OECD Social Institutions and Gender Index <http://Genderindex.org/country/nepal>

SECTION 1 / 1325: NEW NATIONAL PLAN OF ACTION UNDERWAY

Nepal looks set to become the first country in South Asia to publish a 1325 NPA if the target publication date in October 2010 is met. (In Nepal the National Action Plan is called the National Plan of Action - NPA)

An astonishing variety of activities have been undertaken by an array of women's Civil Societies, UN agencies and INGOs to provide information and to advocate vigorously for implementation of 1325. In addition to training police, Military and Government staff, with support from Donors, activities have included a talent directory of 3,500 women potential candidates for election; a cartoon comic on 1325; street drama.¹⁷ For more detailed descriptions see Annexe It is impossible to separate out how much progress on 1325 has resulted from action by local women's organisations or from progress made as a result of the interaction between women's Civil Society and the international community.¹⁸

The Peace Support Working Group on 1325 (PSWG1325) began its work in July 2006. It was set up as a UN and Donor coordination and cooperation forum to ensure participation and representation of women and girls in all aspects of Nepal's peace-building process. I/NGOs are invited to present their work on local 1325 initiatives and discuss how UN and Donors can assist and support relevant activities. The PSWG1325 has helped bridge programming and advocacy gaps. UNFPA and the Norwegian Embassy co-chair regular Working Group meetings, with UNFPA providing secretariat services.

For the past 3 years there have been discussions regarding technical support for a proposed Action Plan on 1325, which would support 3 strategies:

- **incorporating 1325 into the planning guidelines of the National Planning Commission**
- **having separate programmes on 1325**
- **reviewing existing programmes from the 1325 perspective including most centrally those of the MoPR**

Towards the end of 2009, the GoN initiated a process for drafting an NPA to translate 1325 and 1820 into reality. The Secretaries of the MoPR, Home Affairs, Defence, and Women, Children and Social Welfare are responsible for implementation. The GoN set up the High-Level Steering Committee to coordinate with Ministries, Government bodies and Donors to give policy guidance to the IC to prepare and implement NPA1325 & 1820.

The Deputy Prime Minister - who is also Minister for Foreign Affairs - chairs the High-Level Committee, which comprises representatives from Nepal Government Ministries: Peace and Reconstruction, Women, Children and Social Welfare, Defence, Prime Minister's Office, Foreign Affairs, and Finance, together with UN agencies, Donors, Civil Society, and women activists.

A Technical Working Group (comprising the IC, PSWG1325, women's rights activists and Civil Society) identified the process for drawing up the framework for an initial draft of NPA1325 & 1820. The initial draft was shared in a 2-day workshop in Kathmandu with around 60 participants. The output from the workshop was a draft framework for the NAP. This draft was then refined at a second half-day workshop.

¹⁷ Donors in Nepal include Canada, Norway, US, Denmark, Finland, Germany, The Netherlands, Switzerland, United Kingdom, Japan, Korea, and the European Union. A number of Donors funded initiatives for women's participation in peace processes. For example the UK Embassy organised a presentation on International Women's Day 2007 for partner NGOs on 1325 and what it means for Nepal's peace process and, more specifically, for their work on peace-building with local communities and also supported a project to help women act as community Mediators and Human Rights monitors with the Institute of Human Rights Communication Nepal (IHRICON).

¹⁸ such as CARE, Oxfam, International Rescue Committee, ASIA Foundation, South Asia Partnership Nepal, Oxfam, IOM, Save the Children, South Asia Gender Alliance, Mercy Corps, Lutheran World Forum etc. Association of International NGOs (AIN) - an informal group of NGOs working in Nepal, plus Academic institutions, viz the Joan B. Kroc Institute for Peace & Justice, University of San Diego, USA.

Nepal NPA1325 framework

The Framework identified the goal, objective, and five Pillars with activities under each Pillar. First they identify the needs, and then indicators, structures and frameworks. As part of the process the committees will develop the indicators and the budget by working with organisations responsible for implementation. The NPA follows the four Pillars in the UN System-wide action plan plus Nepal has added an extra Pillar. The five are:

- **Participation**
- **Protection and Prosecution**
- **Prevention and Promotion**
- **Relief and Recovery**
- **(Nepal's fifth pillar:) Resource management, monitoring and evaluation**

The NPA1325 &1820 will include the programme, budget, and activities and how it works with other partners. The draft takes into account that although 1325 is focused on women it also refers to the need for Gender-mainstreaming throughout all peace and security processes. The NPA emphasises participation of men as well as women is needed to realise Gender equality and the successful implementation of 1325.



Participatory consultation process

The MoPR has conducted regional consultations on the draft NPA. In addition the PSWG1325 is supporting women's networks WAPDCCA and FWLD to conduct consultation meetings with stakeholders in 36 Districts. 60 participants will be invited to each meeting to discuss programmes and activities for inclusion under each Pillar. Five of the consultation meetings will be specifically be devoted to the girl child. WAPPDCA and FWLD are each responsible for organising the participatory meetings in 19 Districts and for issuing the invitations. Invitees will comprise:

- **local NGO people**
- **WHR and war survivors**
- **displaced families**
- **persons with disability**
- **conflict victims association group**
- **Dalits, Muslims, Marginalised women, Madeshi women**
- **political Parties, Judges, police, Journalist Federation.**
- **LPCs**

The GoN is planning to obtain technical input from an international expert to finalise indicators. Once finalised the NPA draft will need endorsement by the GoN (Cabinet).

SECTION 2 / MEANINGFUL PARTICIPATION OF WOMEN

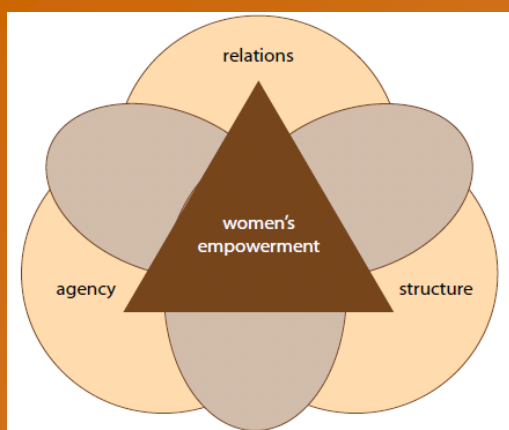
The following CARE programmes in Nepal on Women's Empowerment are most relevant to 1325

- **WYPSP:** Women and Youth Pillar of Sustainable Peace Programme
- **SHAKTI:** Empowering Women in the Churia to Improve their Livelihoods
- **SAKCHAM:** Women Empowerment for Transformation in Churia
- **SAHABHAGITA:** Gender and Peace-building Programme
- National Initiative on Women's Political Engagement for Making a Gender Responsive Constitution

MEANINGFUL PARTICIPATION – CARE'S DEFINITION

When PVSE women are empowered and given the opportunity, the women themselves begin to untangle the knots of politics, Gender and Caste-based prejudice to work out their own solutions.

CN works through local partners to enhance PVSE women's participation in decision-making at all levels –



http://www.careclimatechange.org/files/adaptation/CARE_Gender_Brief_Oct2010.pdf

household, village, community, District and National level. CARE's approach to empowerment is based in part on the thinking of the Latin American pedagogue Paulo Freire in which education allows the oppressed to regain their humanity and overcome their condition. For this to take effect, the oppressed have to play a role in their own liberation.¹⁹ CARE's Strategic Impact Inquiry (SII) defines the elements of women's empowerment as *agency*, *structure* and *relations*, each interacting with and influencing the other. *Agency* refers to the capacity of the individual to define, analyse, take decisions and act upon them. *Structure* refers to the institutions that establish agreed-upon meanings, forms of domination, and agreed criteria for legitimising the social order. *Relations* refers to connecting with others, building relationships, and participating in joint efforts, coalitions and providing mutual support to enact agency and alter structure. The process is applicable at family and community levels and in economic or cultural life as well as around peace-building and higher-level governance.

CARE view women's empowerment through the lens of impoverished women's efforts to achieve full and equal Human Rights. Along the way, women strive to balance practical, daily, individual achievements with strategic, collective, long-term work to challenge biased social rules and institutions.²⁰

Key elements for bringing about women's lasting empowerment in post-conflict situations were identified from the Austrian Development Agency (ADA) Framework programme '*Claiming Rights, Promoting Peace: women's empowerment in conflict-affected countries (Burundi, Uganda and Nepal)*'. CARE women's empowerment projects are designed to enable women to bring about transformation through a process entailing constant involvement of stakeholders at all levels. In the Reflect Centres (also called Popular Education Centres or PECs) women gain confidence through raising their concerns and by taking up leadership roles within their communities as agents of change. When they identify

¹⁹ Background on Paulo Freire paraphrased from 'Paulo Freire: His Life, Works and Thought' by Denis Collins. Adult educator Paulo Freire was born in Brazil in 1921. Over the course of his life he struggled for the liberation of the poorest of the poor.

²⁰ Women's Political Participation and Influence in Post Conflict Burundi and Nepal . Prio Paper 2010

solutions to common problems in health, food production etc it makes them feel sufficiently empowered to apply the same advocacy process to claim their rights.

The Consultant found the women brim with praise for their Reflect Centre. Meena in Maadi said: *"We go weekly to the Reflect Centre. Before that we didn't know about training opportunities. Earlier we couldn't even say our names in public, now we have the confidence to go to the local Village Development committee (the lowest tier of government) to ask for things."*

Gani said, *"After coming to the Reflect Centre we know what is wrong and what are our rights. Now if someone is getting abused at home we all go and support them to stop it."*

In one village visited by the consultant, the women were so enthused about the concept of a Reflect Centre they have constructed their own village equivalent in the form of a thatched roof and wooden benches. They could not afford to buy wood and no one would give them any so each woman donated a piece of wood for the construction.

Other issues, such as access to health care, are also addressed at the Reflect Centres. Prolapsed uterus is a medical condition of epidemic proportions in Nepal. Many women who suffered from the condition have received medical treatment since learning at their local Reflect Centre about entitlement to health-care. The Consultant met three of the women who had received treatment for a prolapse as a result of finding out about their entitlement from the Facilitator at their Reflect Centre. Batoulie said: *"We didn't know we had the right to access to health-care. A medical advisor about uterus prolapse came to the Reflect Centre. I was given medicine. Through the community I got the operation. Now I am able to tackle other things."*

After meetings at Reflect Centres, PVSE women have gone on to campaign for equal pay, local government budgets for women's activities, fertilisers for rice plants, membership of the Forest Users Committee, etc.

The Consultant's field-trip coincided with the crop planting season. In one community, officials had been withholding vitally-needed fertiliser. The women from the Reflect Centre acted in unison. One woman said, *"We found out the Government officials were supposed to distribute fertiliser to poor farmers at a subsidised price –but they were keeping it to themselves. It was the Peace Committee who gave us the training on how to go about getting our rights – we all came together and cooperated. We all needed fertilisers for rice and we went as a united group to the District Cooperative Officer. He provided the fertiliser – we knew we should have been entitled to it, but we weren't getting it. This was a week ago. The fertiliser cost us even less because of the bulk buy."*

Another said, "Before this we couldn't write. Now we can sign our names and we know which service provider to approach. We had not been able to identify and address our problems, but we now know to do it and that we can't do it alone."



Sharing and escaping isolation by engaging in solidarity groups such as the Reflect Centres helps restore psycho-social well-being. In a next step women are more easily able to build leadership skills and speak out for themselves in networks for implementing 1325.

Mudishan said: *"We used to be timid and limited to our household, but now we have courage to speak up. We have learned to respect each other and maintain relationships – more confident, aware and polished."*

In CARE programmes women find strength from solidarity with others. This leads on to learning about their rights and where to direct their advocacy. PVSE women have gone on to take up influential decision-making roles in Natural Resources Management (NRM) groups and in communities.

Harimaya at Kalika women's Centre in Chitwan District told the Consultant: *"When I joined a women's group I learned about women's rights and came to know women have equal rights with men. I went to a meeting to discuss participating in a Ward committee and when they said 'Women cannot participate', I responded, 'We women also have equal rights. If I stand for election I shall be an even better candidate than you'." They said, "You'll have to fight for it and get sufficient votes." I said, "I shall stand for election and I'll do it."*

"Unfortunately," she added, "They did a cheat election."

However, she continued her struggle and is now Chairperson of the local Forestry Group Committee of nine people. Before this, she said all she had done was household chores. She said the women have mapped the trees and herbs: *"Now whenever anyone wants anything they have to ask the women. I consult the 24 women at the Reflect Centre Group for their opinions."*

Harimaya and other women go and monitor how many trees are cut down. She says, *"Whenever decisions go to the higher level, we make sure women have to give their approval."*

Engaging men

A lesson learned is it can be useful to have men as allies, valuable because power is largely in the hands of men. CARE programmes are not about the exclusion of men, they are about the inclusion of women – women's talents, perspectives, energy, cultures, priorities and views. Men are beginning to be strategically included in some of the women's empowerment activities. A woman at the Kalika Community Women Development Centre, Maadi, Chitwan said, *"Earlier the activities were more oriented to empowering women and did not include males. Then we realised it's better to work side by side, women and men. So they conducted training of males and females together and training for couples. We want more of this training. We need more men's participation."*

The challenge when including men is to ensure they do not quickly take over and dominate the process.



1325 AT COMMUNITY LEVEL

1325 is not widely known in rural communities, either among men or women, but women in three Centres visited by the Consultant had learned about the Resolution. One woman said, *"After Sakcham programme came, I heard about 1325. We began to realise it (1325) was useful in our personal lives."*

A large poster with the key points from 1325 in Nepali was even pinned up on the wall at Kalika Community Women Development Centre.

At the Namuna Peace Centre, Rupandehi, the Consultant met eight women from a tiny, impoverished community on the Indian border. Personal priorities of women in the group included the need for lavatories in their village, as well as income and citizenship. All said they watch TV regularly, but not at home. They mostly watch movies, but also see the news sometimes. One or two regularly listen to radio. The women across a wide range, including a mother and her grown-up daughter, were half-way through the 20 sessions of a Women and Youth Pillar of Sustainable Peace Programme (WYPSP) training course. All eight women had heard of 1325 through the training. One woman said, *"1325 is about conflict-affected women, about their rights. The Nepal Government has agreed to it. It's about people who have been affected by conflict working on participation of women in all aspects of building a peaceful society."*

In WYPSP there are over 90 peace groups in Rupandehi District where members are trained in Mediation and 51 peace pressure groups trained to carry forward advocacy initiatives. Linking into the Media is part of the WYPSP process for meaningful participation. Young people have been trained as citizen journalists. Kathmandu-based women's network Shantimalika link into the process by organising radio broadcasts at National level to give a public platform to the voices and priorities of PVSE women. There is also a counsellor at the Centre to support the healing process. Bhina has been a

Peace Ambassador for 2½ years. Peace Ambassadors are trained in social mobilisation. She took a few informal training courses on HIV/AIDS, farming and conflict-affected women before responding to an advertisement for the post of Peace Ambassador. After she was accepted she received further training.

Bhina says, *“Now I am training others. I feel privileged to work in this role in this community because there are some areas in which they are really backward and when I went and worked with them they became aware of their rights. Some women didn’t even have citizenship. After starting this programme some of the women have been able to get citizenship.”*

Prior to the CA elections, CN worked closely with grassroots’ and District-based women (mostly PVSE) to increase their capacity as voters and candidates. After the elections CN and CARE UK started the *‘National Initiative on Women’s political Engagement for Making Gender Responsive Constitution’*. Principal objectives include the increased participation of PVSE women in democratic processes and advocacy, either directly with CA Members or through the National Forum for Women Rights Concern (NFWRC) network, and the development of a broadened political culture inclusive of women. CN has also been supporting the Inter-Party Women Alliance (IPWA) to promote women’s equality agenda in the political system and in the new Constitution.

MEANINGFUL PARTICIPATION – WOMEN’S OWN DEFINITIONS

When asked specifically, women defined meaningful participation in a variety of ways. Many said they want to be included on equal or greater terms with men in peace-building. In the Hetauda Reflect Centre a woman said, “We have to insist that in discussions in every sector – economy, politics, everything - there should be 51% women rather than 33%.”

Women in the three areas visited by the Consultant feel the Peace Process is very top-down from Kathmandu. Some felt the peace process is not likely to bring many, if any, benefits for them. One woman summed up the mood when she said, *“The peace process is for the power groups rather than for the people. This is the wrong focus.”*

Another, Fatima, said, *“Meaningful participation is being able to read and write. Most of the women in our community are illiterate. We would like the awareness programme to empower us through literacy.”*

Another group said meaningful participation would be having wider opportunities to participate. *“We want to learn how to use computers and to speak English. That would open possibilities for us to really participate.”*

Sushila at the LPC said, *“There should be quality not just quantity – meaningful empowerment means you have to be able to influence the decision-making.”*

A woman in the Shakti programme said,
“When we are involved in committees and organisations, if our decision is respected and implemented, then it becomes meaningful.”

Positive Lessons Identified

The examples of success that follow in this section could also be applied at District and National Level for meaningful participation in politics and governance. The lessons identified are:

- Important role played by the Reflect Centres as places where women can meet, learn about their rights and gain access to information. This gives women confidence and the information to claim their rights
- The women had clear messages about what they wanted – their messages need only to be listened to widely and at all levels
- Access to information - the women had gained greatly by being given information on where to go and which offices/people had the power to deliver what they wanted/needed
- The women persisted and did not take ‘no’ for an answer
- The women quickly learned the power of being united in a support group

OBSTACLES IMPEDING WOMEN'S MEANINGFUL PARTICIPATION

From the Consultant's meetings with women in the CA, members of a Forest Users Committee, and an LPC, it became clear obstacles exist at every level preventing women from meaningful participation. These obstacles/challenges break down broadly into three categories: cultural stereotypes, attitudes and traditions; a lack of capacity and skills; institutional barriers. In addressing these categories, interventions should include strengthening the capacity and skills of women once elected to committees and Parliament, develop the capacity of male and female office-holders to include a Gender perspective in all aspects of their role, and help train/educate legislatures, committees and political Parties to metamorphose into Gender-sensitive institutions.

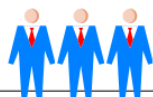
Hierarchies and Ranks – parallel universes

In a context defined by deeply-entrenched and mutually-reinforcing feudal, Caste and patriarchal institutions, hierarchies remain one of the main barriers preventing women from meaningful participation in decision-making. Women leaders promoting peace initiatives are mostly in the informal sector – in Civil Society, Community-based Organisations (CBOs), NGOs, advocacy organisations and women's wings of Parties. As things stand, it is mainly men who have access to formal political and economic power, Party leaders, high-ranking military officers on both sides, government ministers, diplomats, senior Police officers, and they mainly have contact with counterparts of the same rank. This acts as a considerable impediment to women NGO and community leaders – even those from similar Castes - but lack of access is an especially serious barrier to women from marginalised groups. Hierarchies and the prevailing 'power of incumbency' where (mostly-) male office-holders stay in post for years or decades act as a barrier in large international entities such as the UN as well. This was highlighted by 23 Nepali women activists when they circulated a petition on International Women's Day 2007 demanding the appointment of a woman to the vacant post of Deputy UN SRSG.

Women's absence from setting the formal agenda is partly due to the *Shevolution Parallel Universe Syndrome* (diagram below).

Parallel universes – one universe is mostly male, the other universe is mostly female.
The challenge? How to bridge the divide

Power positions mostly male



Politicians (international and local)	<i>mostly male</i>
Military Leaders	<i>mostly male</i>
Senior Diplomats, Heads of UN Missions	<i>mostly male led</i>
Leaders of combatant groups	<i>mostly male</i>
Senior Government Officials	<i>mostly male-</i>
Community Leaders and Religious Leaders	<i>mostly male</i>
Media bosses and Editors	<i>mostly male</i>
Private sector enterprise – legitimate and illegitimate (criminal/mafia)	<i>mostly male led</i>
Police	<i>mostly male</i>
Paramilitary leaders	<i>mostly male</i>

Parallel Universe - mostly female



- Women's Organisations
- Refugees and Internally Displaced People
- Widows, new heads of households
- Potential peace promoters in the community
- Editors of women's media (eg. magazines, radio and TV programmes)

Donor Funding and Linkage processes

The existing system for channelling funding and resources may be constraining women's participation and leadership in rural areas. A significant gap in access to financial benefits and benefits in kind (training, attendance at conferences etc) exists between urban and rural women leaders and activists, perhaps inadvertently opened up by UN agencies and other international Donors and partners who tend to make the strongest linkages with a pool of local partners based in the Capital. In some instances, instead of increasing cooperation and partnerships between Kathmandu-based organisations and their rural counterparts, it is fuelling resentment. Women activists in the Districts and VDC levels told the Consultant they seldom have direct access to international Donors and few women's organisations based out of Kathmandu receive funds direct from Donors. They either depend on Kathmandu-based women's organisations for resources or they work voluntarily. Women leaders and activists who contribute a great deal to their society at District and VDC levels expressed their feeling they are not sufficiently recognised and directly funded by Donors and international organisations or even by the Nepali mainstream women's movement organisations.



Donors may overlook Gender as a Cross-cutting issue

Donors such as Canada and the Nordics and the US have been proactive in making sure projects or programmes they fund mainstreams Gender equality. Some Donors have supported specific projects targeted for women but have overlooked Gender as a cross-cutting issue when it comes to larger-funded programmes in other sectors. They forget to include Nepali women as equal partners in the planning, decision-making and implementation and have sometimes been blind (i.e. 'Gender-neutral' rather than Gender-sensitive) to the differing impacts their programmes and projects may have on women and girls compared to men and boys. This has also applied to data-gathering for situation reports and the Nepal Peace Trust Fund.

Powerlessness to enforce 1325

Peace Talks: although 1325 came into existence in 2000, the international community appeared powerless to do more than utter siren calls for women's participation in the intermittent peace talks held between the GoN and the Maoists starting as far back as 2001 and 2003 when it became bitingly clear neither side was making any effort to comply with the Resolution. Despite the fact women organised impressive protest rallies and processions calling for an end to armed conflict, Party Leaders and Maoist rebel leaders failed time after time to include women in the formal peace talks.

Malla Kamala Pant, a lawmaker among the handful of women with positions of influence in the Interim Government, said, *"The inclusion of women took place only when the drafting of a new Constitution was almost finished."* She added, *"It's sad that despite the fact that millions of women took part in the anti-king uprisings, their role has been undermined."*

One woman complained, *"Using Peace processes as a chance to gain personal power is the wrong emphasis. The Peace should be for the people."*

Women (and some men) told the Consultant both in Kathmandu and at VDC level they believe male leaders on all sides have always used the peace processes and transitional Governments simply to jostle for personal power. In this, they believe men would find women's presence at senior levels a serious complication.

Obstacles faced by women CA Members

Obstacles to women's full participation in the political processes do not end on their election to office. Women entering the CA face a kaleidoscope of challenges in a political environment often inhospitable and male-dominated. Women CA members and activists do consider 33% women in the CA a major breakthrough and a very encouraging first step. One-third is numerically important as a threshold, but does not yet constitute meaningful participation. Women CA members tend to be viewed dismissively as tokens, in office only through affirmative action not personal achievement. Stresses are in any case high on the first waves of women in the CA and can be extra high for women from poor/marginalised backgrounds.

Further heavy pressure on CA women working in an alien male-dominated public environment lies in meeting other women's heightened expectations. For example the only woman District Chief of Police in Nepal, Gita Upreti, said, *"There are more women in the CA than in any other previous governmental group. My question is if these women are really representing us, or are they there just to be a showpiece? They must step forward and really make a difference on the issue of women. We didn't vote for women to have seats in the CA just so we could promote their careers. We voted for them so they would help us."*²¹

Other challenges include contemptuous views of the abilities of lower-Caste women; difficulties juggling competing interests of family and Party with CA responsibilities, and corruption. In July 2010, Sharda Nepali, a Dalit CA member from the Communist Party of Nepal (Marxist Leninist), attempted to kill herself by swallowing phenol. The mother of six children blamed pressures from family and Party, alleging her Party took two-thirds of her salary of 60,000 Nepali rupees. She said her husband did not believe the Party was withholding most of her money. He made false allegations against her that she was pocketing the salary and allowances.

Political Parties – a glass ceiling

Both at National and at local levels, Nepal's main political Parties remain significant obstacles to women's meaningful participation in peace-building and governance. Although there are supporters of women's rights within the Parties and women are active in all the major Parties, female members are rarely appointed to key roles or given opportunity to express opinions at Party meetings. In some smaller parties it is easier for women to achieve leadership roles. Women are gaining more prominence in committees inside the major Parties but the most critical decisions are made largely by a handful of senior male office-holders. Additionally, the Parties want to control what is said by their representatives and Party women tend not to express themselves strongly without obtaining permission from the Party leadership.



Women's Movements or Women's Movement?

Rivalries among women's organisations (some of which spring from the feeling they are in mutual competition for limited funding) and tensions between women in political Parties and women's organisations have weakened the women's agenda since the 2008 elections. Leaders in women's organisations express frustration that women in political Parties stick to their Party line and prioritise Party issues to the neglect of women's issues while in turn female politicians criticise women's organisations for being too ready to fit their agenda to the wishes of the Donors solely to attract international funding.

²¹ Mickel Dunham interview with DS Police Chief Gita Upreti **October 14 2008**

www.mikeldunham.blogspot.com/mikeldunham/2008/10/update-on-nepali-womens-issues-interview-with-ds-police-chief-gitatanahun.html

Local Peace Committees

The male political ethos cascades out to LPCs. Limited education and literacy along with a lack of political experience and knowledge of the political system hinder the confidence and ability of many women to participate effectively in the political process. It is a chicken and egg situation. If women are not given opportunities to express their opinions they do not get the opportunity to learn to articulate their views. Hence they are seldom seen as competent and are not sent by the Parties to represent them in committees and at meetings.

A woman on the Rupandehi LPC said, *“One of the principal blockages which prevents women’s meaningful participation in decision-making on the LPC is the political Parties. Initially the local representatives from the political Parties were going to be all women but then the Parties felt their representatives should have some clout so they nominated only the men.”*

In general the view is that so far many LPCs have not yet functioned properly due to lack of Party consensus and slow processing of funds from MoPR.

Gender, Caste, Social and Cultural Tradition

A complicated Caste system and a complex intermingling of traditions, festivals, faiths and doctrines permeate all strata of Nepali society. The central element is the belief in the inherited superiority of some Castes and the inferiority of others. Within each Caste and ethnic group women are entrenched at the lowest end socially, politically and economically. A person born into a particular Caste cannot change to another. The dominant order remains largely confined to male Brahmins, Thakuris and Chhetris from the traditionally influential Parbatiya or Hill Hindu group, and the urban-based and generally well-educated Newars. Nepalese society has functioned under this rigid Caste system for many generations. Overcoming social exclusion has moved up the public agenda as a pillar of the Poverty Reduction Strategy Paper (PRSP). Officially concepts of Caste no longer exist but reality on the ground is quite different. Women, Dalits and the ‘tribal’ indigenous ethnic groups, the Adivasi Janajatis or ‘indigenous Nationalities’ are confined to the margins of society. Dalit women suffer from triple discrimination - oppressed by the so-called high Caste people (which equally affects both male and female Dalits), oppressed by the strictures of the Hindu patriarchal system and oppressed by Dalit males. Caste can define a person’s profession through generations. For example, the profession for female Badis is prostitution, passed down from generation to generation.

Widows are especially disadvantaged. Cruel cultural stigma and traditions ostracise widows and remain a serious obstacle to their meaningful participation. Nobody has calculated how many conflict widows there are – certainly many thousands. During the insurgency thousands of women lost their husbands at a young age and live under profound emotional shock and economic difficulties. They have become prime targets for sexual exploitation and abuse meted out by all sides. Many are illiterate, many live in remote villages. There are frequent examples of widows driven out of their homes when a husband dies, leaving them vulnerable to prostitution and sex traffickers.²²

Impunity and Lack of Implementation

A report titled Nepal: Peace and Justice (Asia Report N°184) published by the International Crisis Group on 14 January 2010 stated, ‘failure to address the systematic crimes committed during Nepal’s ten-year civil war is threatening the peace process’. Systematic crimes include brutality, rape and abduction of many thousands of Nepali women. The report highlighted there has not been a single prosecution for abuses in civilian courts and furthermore ‘political Parties have shown no interest in dealing with past crimes’. Laws find their way on to the Statute books but for a variety of reasons remain un-implemented, not least on issues of particular concern to women. Impunity acts as a barrier to scare women Human Rights defenders from speaking out. In spite of promises made by the government to protect them, women Human Rights activists are at risk of attack and

22 Lily Thapa, Director WHR

*abduction with impunity for the perpetrators. The police and doctors often refuse to file a complaint or to investigate attacks properly. Two women's rights activists in Nepal have been murdered, with no significant attempt made to investigate or prosecute anyone. There is similar reluctance to address even high-profile cases of brutality to girls and women in the civil war.*²³

Paralegal Committees: these are community-based mediation mechanisms to protect women, children, and socially-excluded groups from violence, abuse, exploitation and discrimination. Most of the cases they deal with are domestic violence, sexual harassment, rape, trafficking, early marriage, witchcraft, polygamy and property disputes. UK DfID supported UNICEF to expand its Paralegal Committee (PLC) programme. The support will enable UNICEF to expand PLCs from the current 23 Districts to all 75 in the country, reaching out to 8.5 million people residing in 1,300 VDCs.

CARE, UNICEF, UNFPA, UNIFEM, in collaboration with international aid agencies and many Human Rights and women's rights organisations have lobbied for stronger measures to prevent and address Gender-based Violence (GBV) and the high rate of sex trafficking. This includes the need to get the Rule of Law and justice system to function without fear or favour from political Parties protecting perpetrators. Laws ostensibly offering protection to women against VAW and SGBV have been passed, often at the request/instance of the international community and through pressure from determined women and women's organisations. However, despite the passage of these laws, political Parties control most aspects of life in Nepal, particularly the peace processes, careers, and the legal system. At meetings in Kathmandu and at District Level, the Consultant was told political Parties routinely interfere with the judicial system over cases against their members. Examples include where women alleging rape face refusal by the police to file the first report because the focus shifts quickly from the crime itself to ways to protect the Party member, the alleged perpetrator. The Consultant was given the clear impression these cases are far from infrequent.

LESSONS LEARNED AND OPPORTUNITIES FOR THE FUTURE

1325 at top levels cannot rely solely on advocacy.

A lesson learned is that implementation of 1325 will not succeed at the top levels of peace processes if left simply to suasion and advocacy. Although individuals champion 1325, when it comes to the Peace talks and Cease-fire agreements and appointments of an interim Government no person or body has the power to ensure/enforce implementation of 1325. This failing calls for UN agencies and Donors to press for a prescriptive formula for future peace talks.

Winds of change in Political Parties

"Class, Caste, Gender in that order." More women than men voted in the April 2008 election so eventually 'market forces' may trigger reforms on Gender inclusiveness. Women's peace network Shantimalika and NGO Didi Bahimi work with women and men politicians at the central level and on District committees. Saloni Singh, National Coordinator of Shantimalika, says: *"In the elections young women defeated the male establishment because the Parties failed to address the issues of importance to women. Even Maoist women have become rebels within their own Party because they began to realise, like other Parties, it was hierarchical and patriarchal. The women used to boast about how they had been the first to throw a bomb or something*



²³ Nepal: Government Fails to Protect Women Human Rights Activists from Violent Attacks "When the Maoist Government came to power it made commitments to protect women's rights but these now seem like false promises," said Madhu Malhotra, Amnesty International's Asia-Pacific Deputy Director. "Now that they are in government, all the revolutionary rhetoric has not resulted in real improvements in women's lives." www.defendingwomen-defendingrights.org/government_fails.php

like that and now they are aware of how they were exploited. Maoists say: Class, Caste, Gender in that order. The conflict has been good for women in the sense that the political Parties are increasingly all needing to compete to show who is more progressive.”

33% Women in the Constituent Assembly - a great opportunity

Since the 2008 election Nepal ranks 17th in global representation of women in legislatures. This gives women an unprecedented opportunity to influence National decision-making and the development of a new Constitution for the country. Women entering Parliament in these numbers will need to be set up for success by strengthening their capacity and skills. The capacity of Parliamentarians as a whole needs strengthening to include a Gender perspective in all aspects of their role. Legislatures need the type of assistance the Inter-Parliamentary Union (IPU) offers in order to metamorphose into Gender-sensitive institutions. The National Democratic Institute (NDI) is another organisation with great expertise in a holistic approach. In addition it is worth considering setting up a Reflect Centre in the CA building for women CA Members.

Increase women in senior public sector posts

It should also be a priority to set ambitious targets for the number of qualified women holding high-ranking positions in the State administration. For example, one of the most sensitive security-related administrative posts at the District level is the Chief District Officer (CDO). Right now (late 2010) there are no women in this post. Many more women too are needed at higher ranks in the police. (See Annexe 6 for statistics on women in the public sector)

Close communication gaps between KTM and Districts

New technology can rapidly open up opportunities to improve two-way communication and better flows of information and knowledge between Kathmandu and the outlying, often poorest, communities. Currently important information and awareness percolates very poorly to Districts, let alone villages, and to very few people.

Awareness of 1325 and its sister resolutions

Awareness about 1325 and the subsequent Security Council resolutions affecting women is very low among marginalised women, especially Madheshi and Janjatis, and among others who do not speak Nepali. Apart from English - still the lingua franca of the quite educated - translations are available only in Nepali, spoken by around half the population. Large numbers of people, especially women, speak their own language but reading materials are very limited because there has been no systematic education in other native tongues, though recently in some Districts this is being addressed.

Women Leaders in KTM and PVSE Women: Sisters under the Skin

An opportunity presents itself for women to lead the way in breaking down discrimination barriers. Women have realised the many advantages of coming together from different sectors, not least in advocating for mutual rights. Women's networks have brought together Brahmin and the large ethnic minority Chetri women to work with women from marginalised communities. Women leaders and activists involved in the women's alliances are more sensitive towards marginalised women's issues. Leaders of women's organisations based in KTM have been successful trail-blazers on women's rights. A next stage would be training in 'inclusive advocacy' where women across Caste and ethnic background become genuinely equal partners rather than as can unwittingly happen - and often with the best intentions - leaders and gate-keepers based in a capital feeling their role is to 'do good for the poor'. Rather than just presenting rural women with what they are thought to need, rural women via the Consultant asked for increased discussion on equal terms between town and country in planning and participation.

One woman spoke for the others in saying, ***“Now we have learned about our rights we don't want to be referred to as “poor, vulnerable and marginalised women”. We are women like other women.”***

One revealing and very positive quantitative indicator of success of CARE women's empowerment programmes is the fact some women told the Consultant very firmly they do not like being labeled '*poor and marginalised*'. One woman spoke for the others in saying, "*Now we have learned about our rights we don't want to be referred to as "poor, vulnerable and marginalised women". We are women like other women.*"

Sharing 1325 Lessons Learned from other countries

In an otherwise very useful series of 1325 training manuals commissioned by a major UN agency in Nepal there appeared to be no case studies at all from other countries. Although numbers of UN staff and Civil Society leaders attend international conferences and the presence of a wide-ranging international community, there have been few instances of dissemination of case examples and 'lessons learned' on implementing 1325 drawn from other conflict countries. Given the deadly conflicts which have taken place in other South and SE Asian contexts such as Aceh/Indonesia, and Sri Lanka, and elsewhere in the world in Africa and South America, this is as yet an untapped but important resource. A South-South Learning and exchange conference on 1325 & 1820+ should be offered by Donors and multilateral agencies.

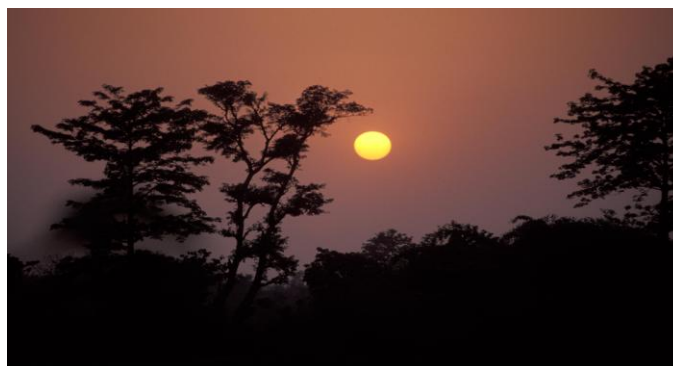
Donors make a difference

Greater suasion must be applied to Donors to use their considerable power to insist on inclusion and implementation of women's rights in all sponsored programmes. When Donors insist on Gender and women's rights being part of proposals and implementation it does get positive results. It was a CIDA query in 2007 about lack of Gender in UN Peace Fund for Nepal (UNPFN) projects which resulted in UNMIN and UN agencies setting up Gender-proofing mechanisms as part of the vetting procedure for the Fund. Shantimalika highlight another example in a report on 1325, '*Brahmin and Chhetri women leaders have begun to include women from excluded groups so they can gain support from the Donors and international community if they work within these new networks.*'²⁴

(One question which could benefit from a separate review is the way international Donor priorities, drawn up in their own metropolitan region, can sometimes unwittingly *hamper* rather than enhance local women's meaningful political participation).

Opportunities to expand rather than restrict women's horizons and possibilities

Organisations working to empower PVSE women must look for ways to break out of the trap which limits women's aspirations when finance and training is provided only for traditional, limited-horizon livelihood and life options. A woman in Namuna Peace Centre at Rupandehi said, "*We women are capable of anything. We know that women can even be pilots. We just need the opportunity to train for anything. But only sewing and hairdressing are on offer.*"



²⁴ 'UNSCR 1325 and 1820: Implementation and Monitoring Status in Nepal' Prepared by Sumitra Manandhar Gurung and Sangeeta Lama. Submitted by Shantimalika, Anamnagar, Nepal. May 1 2010

SECTION 3 / RECOMMENDATIONS

To UN, EU, IOs and Donors

1. UN, UN Members, International Organisations and Donors should ensure at least 40% women and 40% men (including Civil Society) participate at all levels of peace talks, including top-table formal talks, conflict-prevention and peace-process agreements.

2. Design and implement inclusive processes to facilitate and fund women's/Civil Society and grassroots' participation in the planning and implementation of peace negotiations from the inception rather than late bolt-ons. *Such* participatory processes should be included in the mandate of Special Envoys.

3. Consult with PVSE women to develop a set of indicators on their terms. Indicators are presently used for top-level participation; there is a need to develop indicators to recognise grassroots' level and especially women's participation.

4. Ensure at some point in their careers all Diplomats, Arms Monitors, Political and Election officers et al have mandatory Gender training, including International instruments such as 1325 and 1820+ in practical ways, and how to address and prevent SGBV. Link staff career appraisals to demonstrable commitment to Gender issues and appropriate SC resolutions.

5. Link funding proposal assessments and evaluations to specific bench-marks/indicators on Gender/1325/1820+.

6. *UN Member States should put forward many more qualified women's names to the Secretary-General for top international posts, with a minimum target of at least 40% women SRSGs by 2015. Introduce transparent criteria for UN appointment and recruitment processes. Seek out and include candidates from NGO/Civil Society backgrounds.*

7. Gender Advisors need to be given more seniority and more clout. They should have proper budgets and staff.

8. Implement 1325 and 1820+ in processes for gathering and analysing data for situation reports.

9. Set up a monitoring/reporting process on implementation of 1325 and successor Resolutions, possibly linked to the CEDAW accountability framework within the Optional Protocol.

10. *PSWG1325 is a process worth replicating in other countries.*

11. To GoN and Donors: work with experts to develop and implement a similar Gender-proofing mechanism for the NPTF to that used by the UNPFN.

12. Continue to disseminate information widely on 1325, 1820+ and translate them into languages spoken by Madeshis and Janjatis. Produce simple audio tapes and videos (uploaded to youtube) to send out free to radio and TV stations.

13. Set CA women up for success. Once women have been elected or appointed to office, help them develop confidence and determination to participate in bringing about transformation on the CA and other Committees such as Forest Users, LPCs, VDCs etc. Empower CA women by strengthening their computer

literacy, provide them with PCs, ensure they know how to use them confidently so they can access comparative data.

-
14. Ensure locations and times for meetings with Nepali people are accessible to women and men. Ask women as well as men: *“When and where are convenient times to meet?”* Where necessary provide safe transport and child-care support. Follow EU Guidelines for security and safety of Human Rights Defenders. www.consilium.europa.eu/uedocs/cmsUpload/GuidelinesDefenders.pdf
-
15. Improve two-way communication between Kathmandu and District and VDC level community centres and groups. In addition to TV and radio, mobile phones, Internet, distance conferencing and TV and radio are potential cost-effective tools where there is electricity.
-
16. Set aside funds for sufficient South-South learning and exchange meetings for practitioners to work on 1325 best-practices.
-

To The Government of Nepal and Donors

1. Outreach: allocate adequate resources and staff for implementation of the 1325NPA at District and VDC levels.
2. Integrate Gender equality and support for women’s rights into all aspects of planning for peacemaking and peacebuilding – this must include the planning stages rather than as a late and perhaps enforced add-on.
3. Provide practical training for Government officials and police and Military at all levels on 1325 and 1820+.
4. Set targets for at least 33% qualified women in senior public posts in each Department within a time-frame. Train and promote more women to meet these targets.
5. *Take measures to ensure women have safe access to justice, truth and reparations for crimes of violence committed during and after the conflict.* Military Officers or Political overseers of armed forces to be held legally accountable for conduct of their subordinates. Investigate, prosecute and punish perpetrators (as specified in UN Resolutions).
6. Provide financial support for witnesses and witness protection programmes for women survivors of violence, and ensure law enforcement personnel and other Government agents are made fully aware rape of women in their custody is an act of torture.
7. Prosecute and punish police officers who do not file complaints of crimes, regardless of the Party affiliation of the alleged perpetrator.
8. Ensure at least 33% of TRC Commissioners should be women.
9. A minimum 33% quota should be extended to VDCs.
10. Work with experts in NGOs to ensure safety and protection of women Human Rights defenders in rural and in urban areas.
11. Implement the IDP Directives drafted in 2007 by the MfPR. Officials/Police/Military/INGOs and local NGOs need training to progress Gender and GBV issues in relation to IDPs.
12. Provide pensions for widows of all ages. An estimated 15,000 women widowed during the conflict are young women with children.

To political Parties

1. Examine ways to create a more enabling environment for women to engage in politics. Adopt Gender-balance and Gender-sensitive rules and policies, e.g. Gender-Balance 40/40 quotas, transparent candidate selection criteria and Party-list placement to promote women's voices.

2. Ensure locations and times for meetings are accessible to women and men. Ask Party women as well as men: *'When and where are convenient times to meet?'*

3. Adopt Gender-friendly internal decision-making structures and *listen* to women's voices.

To Donors

1. Engage in dialogue with NGOs to explore ways of rethinking funding processes to suit NGOs and grassroots' activists rather than Departments for International Development.

2. *Institute mechanisms whereby women activists at grassroots' level gain direct access to Donors. Offer training in how to apply for funding. Insist on women's involvement in donor conferences.*

ANNEXES

ANNEXE 1. ACRONYMS

ADA	Austrian Development Agency
AGORA	Portal for Parliamentary Development
AIN	Association of International NGOs
BCPR	UNDP Bureau of Crisis Prevention and Recovery
CA	Constituent Assembly
CDO	Chief District Officer
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CN	CARE Nepal
CÖ	CARE Austria
CPA	Comprehensive Peace Accord (or Agreement)
CPN-M	Unified Communist Party of Nepal – Maoists (or CPN(M))
CPN-M (PLA)	People's Liberation Army, Nepal, is the armed wing of the Communist Party of Nepal (Maoist) (CPN(M)).
DANIDA	Danish International Development Agency
DDR	Disarmament, Demobilisation and Reintegration
DDCs	District Development Councils (also see VDCs)
DfID	UK Department for International Development
DPA	(UN) Department of Political Affairs
DPIC	Displaced Persons Identification Committee
DPKO	UN Department of Peace-Keeping Operations
EP	European Parliament
EU	European Union
FCO	(UK) Foreign & Commonwealth Office
FGM	Female Genital Mutilation
FWLD	Forum for Women, Law and Development
GENCAP	IASC Gender Capacity Stand-by Project
GBV	Gender-based Violence (see also VAW)
GNWP	Global Network of Women Peacebuilders
GON	Government of Nepal
GRBC	Gender Responsive Budget Committee
GSEA	Gender and Social Exclusion Assessment
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IA	International Agency
IANSA	International action network on Small Arms
IASC	(UN) Inter-Agency coordination of humanitarian assistance
IAWRT	International Association of Women in Radio and Television
IC	Interim Constitution (ICN: Interim Constitution for Nepal).
IC	Implementing Committee.
ICAN	International Civil Society Action Network
ICDC	Interim Constitution Drafting Committee
IDEA	International Institute for Democracy and Electoral Assistance
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally Displaced Persons
IHRICON	Institute for Human Rights Communication Nepal
I/NGO(INGO)	International Non-Governmental Organisation
IPWA	Inter-Party Women Alliance
IOM	International Organisation for Migration
IPU	Inter-Parliamentary Union
IPWA	Inter Party Women Alliance
IRC	International Rescue Committee
JICA	Japan International Cooperation Agency

KIOS	Finnish NGO Foundation for Human Rights
KTM	Often abbreviation for Kathmandu
LPCs	(as in District LPC) Local Peace Committees
LSGA	Local Self Governance Act
MDGs	Millennium Development Goals
MoPR	Ministry of Peace and Reconstruction
MOD	Ministry of Defence
MORHU	UNFPA's Mobile Reproductive Health Unit
MoWCSW	Ministry of Women, Children and Social Welfare
NAP	National Action Plan (as in 1325NAP or, in Nepal, NPA 1325 – National Plan of Action)
NFOWRC	National Forum for Women Rights Concern
NGO	Non-Governmental Organisation
NHRC	National Human Rights Commission
NPC	National Planning Commission
NPTF	Nepal Peace Trust Fund
NRM	Natural Resources Management
OHCHR	(UN) Office of the High Commissioner for Human Rights
OSCE	Organisation for Security & Cooperation in Europe
PECs	Popular Education Centres (also called Reflect Centres)
PRSP	Poverty Reduction Strategy Paper
PSWG 1325	(UN) Peace Support Working Group 1325
PVSE	Poor, vulnerable, and socially excluded
SAKCHAM	Women's Empowerment for Transformation in Churia Areas
SAPA	South Asia Peace Alliance
SC	(UN) Security Council
SGBV	Sexual and Gender-based Violence
SII	Strategic Impact Inquiry
SRSG	(UN) Special Representative of the Secretary-General
TAM	UN Technical Assessment Mission
TOR	Terms of Reference
TOT	Training of Trainers
TRC	Truth and Reconciliation Commission
TWGGI 1325	Technical Working Group on Global Indicators for SCR 1325
UCP	Underlying Causes of Poverty
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNDP BCPR	UNDP Bureau of Crisis Prevention and Recovery
UNDPA	United Nations Department of Political Affairs
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNMIN	United Nations Mission In Nepal
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOHCHR	Office of the High Commissioner for Human Rights (OHCHR)
UNPFN	UN Peace Fund for Nepal
UN PROCAP	Inter-Agency Protection Standby Capacity Project
UNSCR	United Nations Security Council Resolution
UNSRSG	UN Special Representative of the Secretary-General
USAID	US Agency for International Development
USG	(UN) Under-Secretary General
VAW	Violence Against Women (see also GBV)
VDCs	Village Development Councils
WAPPDCA	Women's Alliance for Peace, Power, Democracy and the Constituent Assembly
WATCH	Women Acting Together for Change
WCEPJP	Women's Charter for Equality and Just Peace
WHR	Women for Human Rights
WIGG	Women in Good Governance
WOREC	Women's Rehabilitation Centre
WYPSP	Women and Youth Pillar of Sustainable Peace Programme

ANNEXE 2. Activities taken towards implementation of 1325

The following are a selection from the myriad of activities taken to promote 1325 in Nepal.

Women in peace processes

Shantimalika (a CARE partner) is an alliance of 18 women's organisations working for peace. Shanti Malika (later 'Shantimalika') first heard about 1325 through NGO International Alert.²⁵ In 2003, after a consultation with some 150 women rights groups in Kathmandu, Shantimalika was set up as a women's network committed to women's leadership for peace in Nepal. They felt women activists in peace-building had as yet been unable to influence the peace agenda and were being ignored or undermined as agents for peace by all sectors. Shantimalika pressed the government, the political Parties and the Maoists to include women in the peace negotiations. However, during the peace talks there were no women present or participating either from the Maoist side or from the Government side.²⁶

Women in politics

Since October 2006 Jagaran Nepal have been working on a capacity-building programme for women political leaders under the Women's Civil and Political Rights Promotion Programme. The programme aimed to increase women in political Party committees and promote women's civil and political rights. As a result of the influential role of the women leaders participating in the capacity-building programme at central level and District level, the number of women in Party committees of the selected Districts for the programme increased from 152 to 264. Jagaran Nepal say continuous interventions brought about tangible changes such as central level leaders, Parliamentarians, and District-level leaders of different political Parties feeling some solidarity on women's issues irrespective of political disparity.²⁷



Women's participation in Governance

Women's Alliance for Peace, Power, Democracy and the Constituent Assembly (WAPPDCA) was set up as a women's alliance to promote/implement 1325. WAPPDCA started after the People's Movement II and was established in December 2006 to form an inclusive alliance of issue-based women's organisations to play an influential role in structuring and shaping a new Nepal. Its aim is to ensure women from all sectors are mainstreamed in the State machinery at all levels so that they can contribute to good governance, politics and the peace processes.²⁸

Talent Directory of 3000 potential women candidates

Once a quota has been agreed a familiar excuse globally is 'we don't know any suitably qualified women' to be Parliamentary candidates or to hold other public posts. To pre-empt this excuse, in September 2007 WAPPDCA with support from the Norwegian Embassy and UNFPA published a talent list book called 'Who is Who' of influential and capable women in Nepal. The book gave names of some 3000 women from across Caste and across the political spectrum qualified to take up positions of responsibility related to the peace and electoral process, including as

²⁵ International Alert is an independent peace-building organisation working in over 20 countries and territories around the world.

International Alert's dual approach involves working directly with people affected by violent conflict as well as at Government, EU and UN levels to shape both policy and practice in building sustainable peace.

²⁶ Organisations working on women and peace in Nepal -http://www.raonline.ch/pages/story/np/cw_womli01a.html

²⁷ Women's Social, Economic and Cultural Rights Promotion Program. Women's Civil and Political Rights Promotion Program. Peace & Reconciliation Program. Pro- Women Policy & Governance Program. Solidarity/Network Building among Human/ Women Rights Organisations and Activists. Institutional Development Program.

²⁸ <http://www.wappdca.org>

candidates for the CA. The aim was to make sure there could be no excuse from political Parties, Government, organisations or movements representing traditionally marginalised communities for suggesting they could not find any qualified women.

Monitoring Violence Against Women

The Institute for Human Rights Communication Nepal-Media for Human Rights and Democracy (IHRICON) was one of the first NGOs to introduce 1325 to the people and organisations in Nepal with the support of INGO International Alert.²⁹ More recently IHRICON has worked on monitoring VAW in association with the National Women's Commission on 'The Women's Rights Monitoring Network' which comprises 27 organisations. In 2009 the National Women's Commission organised a 5-day training event on women's rights, 1325 and 1820. In June 2009 IHRICON organised an interaction programme in Kathmandu on the Impact of Small Arms on the Peace Process and Domestic Violence. It also participated in the Global Week of Action against Gun Violence with CA Members, Government Officials, Representatives of the security sectors (Nepal Army and Nepal Police), Human Rights Activists and experts.³⁰

Protection of women Human Rights Defenders

Founded in 1991, WOREC has been at the forefront of campaigning for the protection of the rights of women Human Rights defenders as agents of change and peace-builders. WOREC also focuses on prevention of trafficking, promotion of women and children's rights, and community development work. Finnish NGO Foundation for Human Rights KIOS has provided financial support for WOREC to promote and advocate for the rights of women Human Rights defenders at National and grassroots level, and to increase the possibilities for women to participate in decision-making in their communities.

Members of the network have been trained on the inclusion of women in peace-building and on international guidelines and National means for protecting Human Rights defenders. WOREC has trained Public authorities and political Party representatives on the rights of Human Rights defenders and used Radio air-time to inform the general public about the campaign and the threats faced by these defenders. WOREC developed a support system for such defenders in sudden crises. Women Human Rights defenders have gained publicity and received recognition from the authorities, international actors and other Civil Society entities. Several women Human Rights defenders were elected to the CA. This gives them a direct possibility to advocate for better inclusion of women's rights in State structures and legislation. In addition to increasing the defenders' capacity, the current WOREC project aims to increase cooperation with public authorities; increase the publicity of the work of women Human Rights defenders and to increase the defenders' families' support for their work.



Rights of Widows and Single Women

The conflict in Nepal has produced thousands of young widows. Many are illiterate, many live in remote villages. 40 of the women in the CA are widowed. Thousands of women lost their husbands at a young age due to the insurgency and still live under profound emotional shock and economic difficulties. Many have been displaced and have no choice

²⁹ International Alert is an independent peace-building organisation working in over 20 countries and territories around the world.

International Alert's dual approach involves working directly with people affected by violent conflict as well as at Government, EU and UN levels to shape both policy and practice in building sustainable peace.

³⁰ IHRICON has been working as a networking organisation of International action network on Small Arms (IANSA) since 2001 and is a member of the The South Asia Peace Alliance (SAPA) and the Global Network of Women Peacebuilders (GNWP) International Civil society Action Network (ICAN).

but to work as sex workers, in bars, and as maids and helpers for very low pay. Women for Human Rights (WHR) passed a National declaration to use the phrase 'Single Women' instead of widows. The change in terminology was because the word 'widow' in Nepali society evokes disdain, causing humiliation and agony. WHR have been running training on 1325 and 1820. They organised over 45,000 single women from both sides in the conflict into 410 groups in 54 Districts. WHR equip single women with knowledge and tools on Human Rights including 1325 and provide training assistance for earning a livelihood. WHR works to strengthen widows' rights culturally, economically and politically.

WHR collected over 50,000 signatures in their campaign against a Nepal Government proposal in the government's annual budget in July 2009 for a lump sum of 50,000 Nepali rupees to be given as an inducement to men to marry widows. Women's groups say instead of offering such monetary incentives, the Government should provide widows with pensions. The Government proposal is "*offensive and blinkered*", says WHR Founder Lily Thapa. "*The offer turns widows into commodities that can be bought and it paves the way for their further exploitation.*" Dr Thapa continued, "*This proposed law breaches CEDAW, by implication imposing on widows a form of forced remarriage. This bill would endanger their lives. It would encourage impoverished families and impoverished men in particular to coerce young widows into forced matrimony, and would have increased widows' vulnerability to violence including sexual abuse.*"³¹

Cartoon comic book on UNSCR 1325

NGO SAATHI in partnership with UNFPA developed a cartoon booklet for a semi-literate audience presenting the key points about 1325, mainly the need for women's participation and protection in the peace process.

Established in 1992, SAATHI has been lobbying the GoN for the development of a National Action Plan on 1325 and 1820. *They have* been active in a number of initiatives related to 1325. The objective is to work towards eliminating violence and injustice against women and children and to provide support to survivors/victims by working at all levels of society on empowerment of women and children. During and after the conflict, the NGO conducted nationwide orientation programmes on 1325 with various stakeholders, including Government bodies, Human Rights organisations, women's organisations, Parliamentarians and the Media. With support from International Rescue Committee and UNFPA, they conducted an extensive survey in Dang and Surkhet on the levels and forms of Sexual- and Gender-based violence as it relates to conflict. The purpose of the study was to support evidence-based programming.



International Institute for Democracy and Electoral Assistance (IDEA) Consultation on women and a Draft Constitution

The Women and Constitution Building Initiative in Nepal was started by IDEA in June 2008 in the wake of the newly-formed CA. International IDEA identified a need for greater understanding of how a Constitution affects women's lives and how women can contribute to the process of making a new Constitution.

Aim:

1. Develop knowledge resources to support a Gender-inclusive process and a Gender-sensitive Constitution
2. Establish a connection with international experts (cross-party and across all age groups)
3. Facilitate dialogue between key stakeholders working on Constitution-building with a Gender perspective

³¹ A study on the status of widows in Nepal conducted by Nepalese NGO Women for Human Rights, http://www.opendemocracy.net/blog/nepals_widows by Lily Thapa

- Produced a Gender Folder: Toolkit for CA Members as a key knowledge tool for IDEA's Women and Constitution-Building Initiative work in Nepal – Constitution-building with a Gender perspective
- Circulated discussion papers throughout the Constitution-making process to highlight significant issues related to the Constitution from a Gender perspective. Discussion paper topics were identified by a National group of experts and focused on the following topics: agenda setting; rules of procedure; electoral quotas and participation. IDEA established groups of National experts representing CA Members, political Parties, lawyers, Civil Society and academics. This initiative is supported by the Royal Norwegian Embassy and the Government of Finland³²

Initiatives with Media

Media plays an important role in generating mass awareness of 1325.

Media Information Kit on UNSCR 1325

NGO SAATHI to develop an easy-to-use tool-kit on 1325 for the Media, in English and Nepali. The tool-kit was introduced to the Media through workshops.³³

Training on personal security skills for women journalists in the Terai

Women journalists working in the Terai region of Nepal are victims of threats and violence. UNESCO's Kathmandu Office, with the support of the UN Peace Fund for Nepal (UNPBFN), trains women Media professionals in personal security skills. A training course was conducted 18 to 20 March 2010, titled '*Conflict-Sensitive Journalism, Gender-Sensitive Journalism and Gender-based Violence*'. The training course was conducted by Tanka Raj Aryal from Article 19, and Nirmala Sharma from Sancharika Samua, an association of women journalists. Women Media professionals with diverse cultural backgrounds from the Districts of Dhanusha, Saptari, Siraha, Mahottari, Rautahat, Bara, Parsha, Jhapa and Sarlahi attended the course. Issues covered by the training included protection, basic journalism skills, Human Rights fundamentals, conflict- and Gender-sensitive reporting and Gender-based violence. Most of the 25 participants had been victims of threat or harassment because of stories they have written or interviews they conducted. The attacks ranged from intimidation to physical violence, and a very high number of threats stayed unreported. According to women journalists, there is growing pressure from their families to get out of the profession because of such dangers.



Media inter-action on Gender-sensitive reporting.

SAATHI in collaboration with International Association of Women in Radio and Television (IAWRT) held an interaction programme in Kathmandu on Gender Sensitivity in Media Reporting in July 2010. There were twenty five participants from twelve television channels. The Media industry is booming in Nepal with the establishment of more than a dozen Media houses, particularly TV channels within a short span of time, and there has been increase in competition and commercialisation. This has led to a trend to sensationalise incidents/events, resulting in negative

³² Public Consultation on a draft constitution with particular reference to women in Nepal – Jill Cottrell and Cecilia Bylesjô International IDEA WWW.IDEA.int

³³ http://www.unfpanepal.org/pdf/Media%20kit_final_English.pdf

impacts when it comes to covering women's issues, especially incidents of GBV. Indeed women's issues are now increasingly getting coverage in Media compared to the past but due to lack of knowledge and sensitivity it has had adverse effects on survivors. They are being further victimised. In this context, the programme mainly aimed to assess the situation of Gender Sensitivity in Media reporting and to develop Gender-sensitive guidelines. The main objective is to make Media more accountable towards prioritising and providing space for issues of particular importance to women and to promote Gender-sensitive reporting in the current context of political news grabbing the headlines.

CARE Nepal Media Monitoring on 1325

CN has been supporting Sancharika Samuha to conduct Media monitoring of 24 National print Media. Space given by the print Media to women's issues related to Constitution-making is analysed and findings with recommendations shared with Media houses, CA members and Civil Society organisations, to make Media more responsive and accountable towards women's rights issues, to 'enGender' the new Constitution. It has helped to create a platform for women CA members and Media to express concerns and challenges and find ways for mutual benefits.³⁴

Further activities taken by the UN towards implementation of 1325

UN agencies funded/supported many of the Civil Society activities on 1325 (see previous section). In addition a number of UN agencies have undertaken activities to promote and fulfil 1325, including the following:



Early on in the peace process UN entities were urging all sides to include women.

In 2005 UNIFEM held a meeting with women from 57 Districts (Nepal has 75 Districts). The women produced a 10-point declaration to feed into the peace process. The grassroots women went with UNIFEM to meet all the political Parties to call for the inclusion of women in the peace processes.³⁵

UNFPA has been the lead UN Agency on 1325 in Nepal. UNFPA supported inter-Agency efforts to draw attention to the need for quotas/provisions for women and other socially excluded groups in the draft Elections Bill. UNFPA Nepal Representative Junko Sazaki was invited to be a member of the UN Technical Assessment Mission in preparation for

the arrival of UN Mission in Nepal (UNMIN). Partly as a result of UNFPA's participation, Gender was mainstreamed into the final report of the UN mission for the preparation of the arrival of UNMIN.

The UN Peace Support Working Group 1325 (PSWG1325)

In response to requests by Donors, the UN Resident Coordinator established four peace support working groups on:

- 1325 on women and peace and security, chaired by UNFPA and Norway
- transitional justice, chaired by OHCHR
- reintegration and related issues, chaired by UNICEF
- Constitutional and electoral issues, chaired by UNDP

The PSWG1325 was set up as a UN and Donor coordination and cooperation forum to ensure participation and representation of women and girls in all aspects of Nepal's peace-building process. The Group meets regularly and I/NGOs are invited to present their work to allow for discussion on local initiatives and how UN and Donors can assist. UNFPA and the Norwegian Embassy co-chair PSWG1325 and UNFPA provides secretariat services. Membership of

³⁴ Source Pragya Bhashal National Initiative Manager (NIM) CARE International in Nepal

³⁵ <http://www.irinnews.org/report.aspx?reportid=34718>

PSWG1325 is confined to UN entities and Donors. PSWG1325 has enabled joint efforts to bridge programming and advocacy gaps in an efficient manner as a result of pooled resources.

PSWG1325 activities have included:

Joint advocacy letters to policy makers to raise awareness on issues including integration of former combatants and the need to integrate women's concerns in cantonment planning and implementation and the need for mechanisms to ensure women's election into the CA.

- Mapping of gaps programming and implementation of UNSCR 1325 recommendations, particularly for addressing protection needs
- One-page reference documents of key points on 1325 as relevant to Nepal
- PSWG is also providing support for the drafting and participatory process of the Nepal 1325NAP
- Gender-Proofing UN Peace Trust fund project proposals. Donors worked together to produce guidelines for Gender-proofing proposals for projects accessing UN Peace Trust funds. The guidelines give steps on the incorporation of 1325 in the stages of programme planning, implementation, policy development, budget-monitoring and evaluation. A Gender Expert sits on the proposal selection team and proposals which do not follow the Gender guidelines can be delayed until they comply. Proposals selected will be weighted in favour of incorporation of 1325

The Inter Agency Standing Committee (IASC) appointed a GenCap Senior Gender Advisor to the UN Agencies on a 6-month contract in Nepal (seconded and sponsored by the Norwegian Refugee Agency). Part of the GenCap role was implementation of 1325. UNFPA appointed a Gender Advisor with responsibility for 1325 in UNFPA work. UNMIN also appointed a Senior Gender Advisor for the run-up to the election.

Training related to 1325

All OHCHR training to NGOs and to the Nepal Police includes one session on women's Human Rights, with specific focus on 1325.³⁶

The 1325 Facilitator's Manual and Participant's Handbook, prepared by FWLD, was used to conduct two tiers of training on 1325 in UNFPA's programme Districts. The first training was a TOT for UNFPA's Training and Social Inclusion Officers and local trainers at the regional level. These trainers conducted further trainings to mixed groups at the grassroots level.

UNIFEM and UNFPA organised workshops, training, and other awareness-raising activities to familiarise their local working partners and stakeholders in 1325 and its applicability in the transition phase. UNFPA, OCHA, UNIFEM, WFP and UNMIN Gender Unit and women's NGOs have provided Gender training and sensitisation to police, Military and Government Focal Points in Government Departments, plus to Nepali staff who are fieldworkers or stakeholders with IOs. In the case of Government actors, participants at the training were usually middle-ranking staff with little power to influence upwards. As an initial step to strengthen response mechanisms available for women who suffer from GBV, a training on the clinical protocols for GBV was conducted by a National consultant. The training was targeted for UNFPA's Mobile Reproductive Health Unit (MORHU) health service providers. GenCap Senior Gender Advisor (in partnership with UNFPA, OCHA, and World Food Programme) was engaged in rolling out IASC Guidelines on GBV



³⁶ the Inter-Agency Questionnaire on the system-wide action plan to Implement Security Council Resolution 1325 (2000) on women, peace and security. The Security Council, in its presidential statement S/PRST/2005/52, endorsed the system-wide action plan and requested the Secretary-General to update, monitor and review its implementation and integration and report to the Security Council in October 2006.

Interventions in Humanitarian settings on Prevention and Response to Sexual Violence in Emergencies.³⁷

UNFPA provided, on request, trainings on women and social inclusion, and sexual exploitation and abuse, to the arms monitors arriving in Nepal as part of the UNMIN mission staff.³⁸

UNIFEM translated 1325 into Nepali and made it available through local partners. 39

Street Drama on 1325

The street drama '*Naya Adhyaya*' (New Chapter) by Sarwanam was created in cooperation with UNFPA, UNMIN, UNIFEM and WHR. Street theatre is very popular among rural and semi-rural communities in Nepal and this medium was selected as an effective way to deliver the key messages of 1325, which requires parties in a conflict to respect women's rights and support their participation in peace negotiations as well as post-conflict reconstruction.

Launched to mobilise local communities around issues of concern to women, the street drama sparked debate wherever it was performed.

The project aimed to increase women's participation in the peace process in remote areas of Nepal. Workshops focused on discussing key messages, presented in the street drama, and on women's role in the ongoing CA process. The accompanying workshops were led by WHR. By raising awareness of the importance of women's involvement in the peace process, the play encouraged women's participation at all levels of decision-making. The drama draws on two distinct themes: the struggles that must be overcome by Bina, the ostracised widow, the play's central character. And secondly, the unprecedented participation of women in Nepal's 10 April 2008 CA election.



Starting in the Far West, the drama was initially performed in 14 Districts in 2007. It was so successful Sarwanam performed the play in 17 Districts through April and May 2008 supported by the Danish International Development Agency (DANIDA). *Naya Adhyaya* reached an estimated audience of 8,800 people.

A book based on the street drama has been produced in both Nepali and English. The Nepali version is aimed at reaching leaders of Nepal responsible for drafting the new Constitution, as well as the many women's advocacy groups. The English version is intended to inspire members of the international community to continue to support women and their contribution to Nepal.⁴⁰

Joan B. Kroc Institute for Peace & Justice Nepal Project is based at the University of San Diego, California. The IPJ staff have worked with Nepalis since the Institute's inauguration in 2001. The IPJ provides skills and training on 1325 to leaders, women and youth, working with District and village-level CBOs to conduct conflict-resolution and peace-building training in rural and historically isolated areas.

One woman complained, "Using Peace processes as a chance to gain personal power is the wrong emphasis. The Peace should be for the people."

37 Information provided by the 2007 UN GenCap Senior Gender Advisor, Lesley Abdela (Summer 2008)

38 <http://nepal.unfpa.org/en/unscr1325/>

39 UNSCR 1325 and 1820: Implementation and Monitoring Status in Nepal' Prepared by Sumitra Manandhar Gurung and Sangeeta Lama. Submitted by Shantimalika, Anamnagar, Nepal. May 1 2010

40 This publication is available online on UNMIN's website: <http://www.unmin.org.np>

ANNEXE 3. CARE Nepal micro-macro linkages in Women's Empowerment

CN's Contribution in the area of Women Empowerment through Women's Solidarity Groups, Forums and Networks for Social Action.

Sakcham

Step 1: the Sakcham transformation process begins with introductory seminars to establish a common understanding and ownership of the project and implementation process. Participants at the first seminar are CARE, partner organisation representatives from impact groups and Sakcham staff. The purpose of the seminar is to identify and prioritise project activities and for all parties to agree on the way to move forward.

At this seminar CARE and partner organisation staff are trained in how the Underlying Causes of Poverty analysis tool (UCP) can identify a target impact group – PVSE women.

In Step 2 the partner organisation arranges a District-level seminar for advisory committee members and other stakeholders. The purpose is to inform stakeholders about the project and to add further input for improving the project.

In Step 3 the proposed project outline is shared at VDC level - District Advisory Committee members, issue-related individuals, marginalised women members, VDC secretary, representatives from local organisations, social workers and others. At this event the partner organisation presents the goals, objectives, activities and budget of the Sakcham project. The purpose is to establish a common understanding as well as to identify the criteria for the impact area (poverty pockets) by using the UCP participatory analysis tool. Each group of 25 to 30 women who fit the criteria forms a PEC/Reflect Centre.

Local Resource Persons are selected and trained as social change agents. They are recognised in their communities as catalysts for transformation who can transfer skills and knowledge about key issues to their communities and members of the PECs. Men and women LRPs mobilised by Sakcham include community facilitators, advocacy campaigners, disaster reduction focal persons, street drama performers, community-based psychosocial care workers and women in politics focal persons.

PEC management committees are set up and discussions begin around issues relevant to Dalit, poor and marginalised people, their rights and legal provisions. Activities are introduced for practical implementation of the outcomes from the group discussions. Achievements and lessons learned are regularly monitored and documented.

Seeing women work out solutions systematically in an organised fashion encourages the men and other community members to support them. The theory is that as the potential size of the vote-bank snowballs the political Parties put pressure on Government agencies to deliver services and at decision-making levels to reform policies.

Shakti

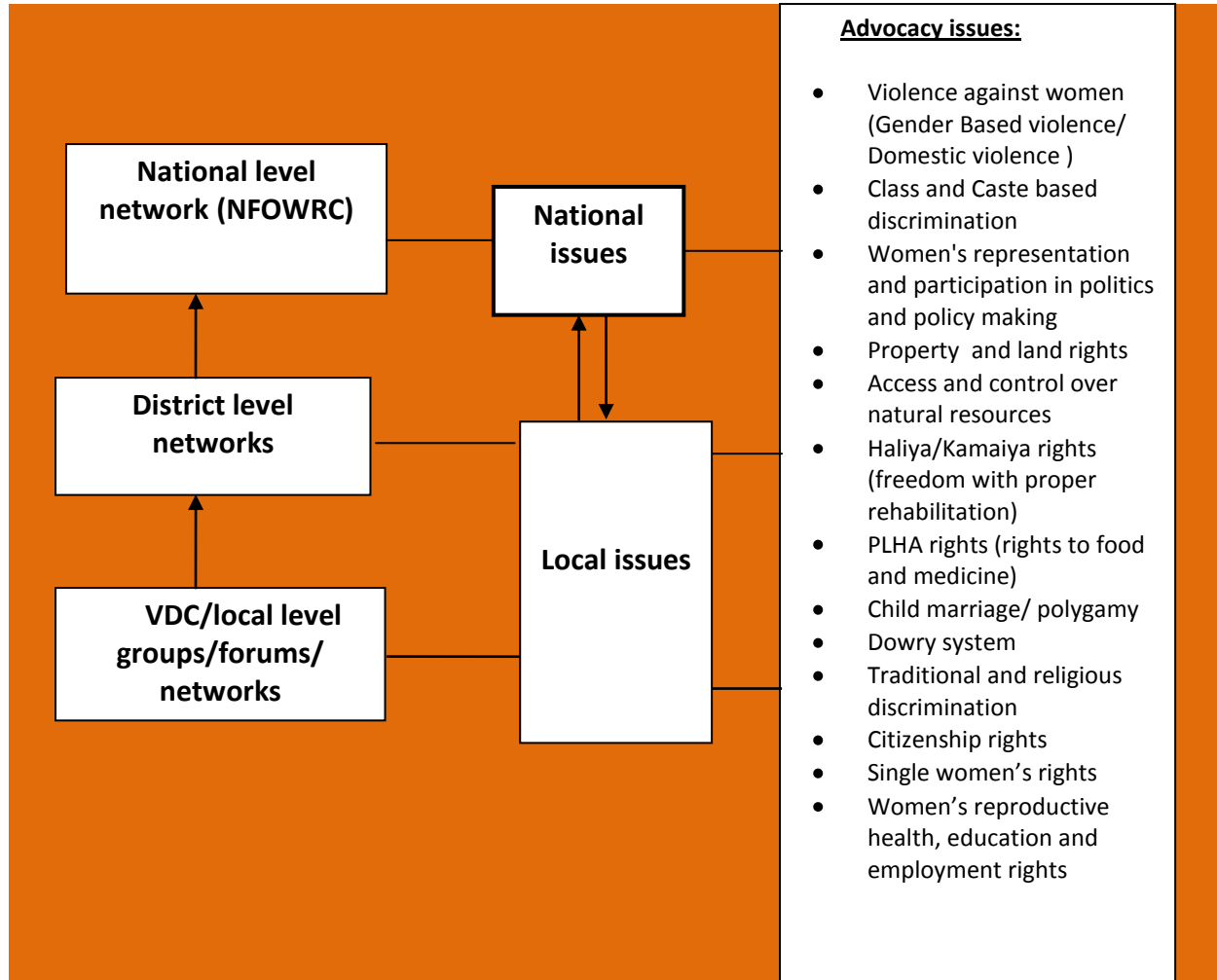
The Shakti project is implemented through a National network called Himalayan Grassroots Women's Association for Natural Resource Management in Nepal (HIMWANTI) and three district level NGOs - Forum for Social Development (INDRENI), Nepal Rural Self-Reliance Campaign (NRUSEC) and Nari Ship Shrijana Kendra (NSSK). The project aim is to contribute to the improved livelihood of the PVSE women in Churia as well as building capacity of partner NGOs to promote sustainable socio-economic change for these women. In addition to PVSE women, the project reaches their families and CBOs, natural resource management groups, mothers' groups, Government line agencies and women's networks at local and National levels.

CARE Micro-Macro linkages

Date	Activity
2000-2003	CARE Nepal's 'POWER' project (<i>with support from CARE Canada</i>) was implemented in Acham, Bajhang and Bajura Districts of Far Western Development Region with an objective to politically empower 1500 women elected and nominated in VDC and DDC elections. In order to generate political awareness, enhance their capacity and encourage them to understand and exercise their rights, the project started forming solidarity groups at VDC level and named them Women's Right Forum. Through these groups project supported social & political movements to enhance PVSE women's representation and participation in decision makings. These groups brought together women from grassroots making its way up to district level to create wider influence on women's concern and issues.
2003- 2006	POWER Project 2 nd phase: With success of the POWER - I, two additional Districts: Doti and Kanchanpur were included to replicate project's best practices by initiating similar strategy of forming solidarity groups and networks to strengthen women's movement. This innovative approach captured a learning that women who were discriminated and marginalised in isolation could become a strength in unity and solidarity. As these groups had slowly started challenging patriarchal embedded social and political structures and power imbalance in the society.
2002- 2006	Similarly, in 2002 SAMARPAN Project (USAID funded) was initiated to further contribute to women's empowerment. Like POWER it also formed networks at VDC and District levels to influence policy-making and carry out advocacy on women's rights and governance. The project was implemented in 12 new Districts of Central, Western, Mid-Western & Far-Western development regions. Groups and networks formed through this project were named 'Women's Advocacy Forum.'
2006	During the implementation of the POWER-II, grassroots women started discussing and realising they needed to work in collaboration with women's groups and networks formed in other parts of the region to understand their issues and start collective advocacy. After a series of interactions, 11 District level networks from Far- and Mid-Western development regions became part of this loose regional network formed with support of CN. Now, the purpose of the regional network has been served by National level women's network called National Forum for Women Rights Concern (NFWRC).
2007-2010	<p>In 2007, CN's project SAHABHAGITA started (funded by CIDA/CARE Canada) which took the responsibility of working with the existing networks of Mid- and Far-Western Development Regions on Gender and peace-building. Likewise, other projects of CN such as WYPSP, CSP/ASHA, SAGUN, JIWAN, SAKCHAM, PRP etc started replicating similar concept and formed issue-based solidarity groups/REFLECT centres to consolidate voices of CN's impact population. To create an enabling environment for PVSE women to exercise their rights, the concept of partnership and alliance-building with duty bearers, likeminded organisations, federations and alliances was encouraged and brought into practice.</p> <p>However, despite these networks' continuous effort in working towards women's empowerment, they were not very effective in influencing policies in favour of PVSE women. The process of forming laws and policies is centralised in the Capital and women did not have access to their leaders and policy makers, nor a tool to do National level advocacy on policy formulation process. This concern was repeatedly raised by network members, but appropriate action could not be taken due to inadequate opportunity and mechanisms.</p>
July 2008	In July 2008, Jagaran Nepal in partnership with CN organised a 2-day workshop to identify women's issues that required policy advocacy at the National level. There were representatives from 35 Districts (25 Districts of CARE and 10 Districts of Jagaran) working on women's rights issues. During discussions a need for a National level platform for grassroots women to come

	<p>together to do advocacy was raised by participants. The network members suggested the idea of forming a National level network to address grassroots' women's concerns and issues in their own leadership. CN and Jagaran supported this idea and agreed to play a supportive role; thus, the concept of forming NFOWRC was unofficially introduced.</p>
January 2009	<p>A two-day workshop was organised in January 2009 when NFOWRC was officially formed. There were representatives from 35 Districts and some major decisions were taken:</p> <ul style="list-style-type: none"> ➤ Finalisation of 35 working Districts ➤ Strategic planning for 3 years was drafted ➤ NFOWRC Core Committee (Secretariat) was formed. Goma Acharya from Women Advocacy Forum, Kailai District, was nominated as a Coordinator to lead the Secretariat ➤ finalisation of 10 key areas to focus by NFOWRC ➤ Decision to form National-level secretariat in Kathmandu, in JAGARAN Nepal's office, was also decided ➤ Constitution-making was seen as a great opportunity to address discrimination reflected in previous Constitutions by getting the voices of grassroots' women reflected in the new Constitution
February 2009	<p>NFOWRC along with 26 other Civil Society organisations, federations and alliances handed over inputs to include in the new Constitution from women's perspective to the Chairpersons of each of the 10 Thematic Committees and a Constitutional Committee of CA.</p> <p>In addition, NFOWRC collected and submitted inputs from NFOWRC Districts of Mid- and Far-Western Development Regions to Parliamentary committee on Domestic Violence Bill. Some of the points raised by NFOWRC, such as establishment of protection centres and funding for victims of domestic violence where they will be ensured security, rehabilitation and treatment; establishment of easy-complaint mechanism at local level through government agencies such as VDC, local police, local judiciary etc. are incorporated in the final Domestic Violence Bill.</p>
March 2009 August 2010	<p>CA initiative with support from CARE UK rolled out in March 2009 with the objective of increasing participation of PVSE women in democratic processes and advocacy, either directly with CA members or through NFOWRC and also to broaden political culture in Nepal to be inclusive of women. Since then CN formally partnered with NFOWRC and Jagaran Nepal to implement the Initiative. Since the start of this Initiative, and with support from CN, CÖ and others, projects implemented at local level have facilitated the process of capturing and amplifying the voices of these women from grassroots level to National level through NFOWRC. NFOWRC has been increasing its visibility at National level by building synergy and collaboration with likeminded organisations and engaging in interactions with CA members. CN and Jagaran Nepal have been supporting NFOWRC as resource organisations in providing support in implementing its activities and strengthening its technical and institutional capacity.</p>

NFOWRC Structure



Prepared by: Pragma Bashayl, National Initiative Manager, CA Initiative, Govinda Rimal,
Team Leader, SAHABHAGITA project

***WE Programme, SAKCHAM-II Programme Initiative
and ADA WE Programme Work Plan with their relationships.***

S	WE Programme indicators, SAKCHAM-II and ADA WE Programme Work Plan	Values and Sources of Indicators			Data collection method	Data collection tool	Sources of Data collection
1	Ratios of girls to boys in primary, secondary and tertiary education (WE Programme Impact Indicator # 1)	National Average:			Quantitative		Secondary (Census 2001)
			Primary	Secondary			
		Girls	43.45%	39.28%			
		Boys	56.55%	60.72%			
		<u>Three district Average:</u>					
		Girls	43.88%	42.19%			
		Boys	56.14%	57.81%			
		<u>Makawanpur:</u>					
		Girls	45.25%	43.39%			
		Boys	54.75%	56.61%			
		<u>Chitwan:</u>					
		Girls	47.95%	47.80%			
		Boys	52.05%	52.20%			
		<u>Kapilwastu:</u>					
		Girls	37.31%	31.48%			
Boys	62.69%	68.52%					
(Source: Census 201)							
2	Share of women in wage employment in the non-agricultural sector. (WE Programme Impact Indicator # 2) % of women reporting	National Average:17%			Quantitative		Secondary (Census 2001)
		Three Districts contribution: 7.30%					
		Three Districts Average: 18%					
		Makawanpur: 15%. Chitwan: 19% and					

	<p>increased in their income. (SAKCHAM Outcome Indicator # 3.2)</p> <p>% of women with capacity to cope with economic shocks</p> <p>(ADA WE Programme Work-Plan Indicator #1.2)</p>	<p>Kapilwastu: 20%</p> <p>Contribution of individual District in the total share of women;</p> <p>Makawanpur: 30.92, Chitwan: 44.68 and Kapilwastu: 24.40 (Source: Census 2001)</p>																											
3	<p>% men and women reporting reduction in Gender-based violence at household and community. (WE Programme Impact Indicator # 3)</p> <p>% of women reporting that Gender-based violence at household and community level has been reduced</p> <p>(SAKCHAM-II Impact Indicator # 6)</p> <p>% of women reported being subjected to Gender-based violence</p> <p>(SAKCHAM-II Impact Indicator # 5)</p>	<p>Early marriage status of girls:</p> <table><tr><th></th><th>10-14Yr</th><th>15-19Yrs</th><th>Average</th></tr><tr><td>National Avg</td><td>5.86%</td><td>91.67%</td><td>97.56%</td></tr><tr><td>3 Districts Avg</td><td>10.90%</td><td>88.71%</td><td>99.62%</td></tr><tr><td>Makawanpur:</td><td>02.16%</td><td>91.96%</td><td>94.12%</td></tr><tr><td>Chitwan:</td><td>04.05%</td><td>98.93%</td><td>100%</td></tr><tr><td>Kapilwastu:</td><td>17.97%</td><td>82.09%</td><td>100%</td></tr></table> <p>(Source: Census 2001)</p> <p>08% of child marriage</p> <p>08% dowry related violence.</p> <p>14% domestic violence</p> <p>02% sexual harassment</p> <p>0.18% girls trafficking</p> <p>01% forced abortion.</p> <p>02% female feticide</p> <p>17% of people still preferred son.</p>		10-14Yr	15-19Yrs	Average	National Avg	5.86%	91.67%	97.56%	3 Districts Avg	10.90%	88.71%	99.62%	Makawanpur:	02.16%	91.96%	94.12%	Chitwan:	04.05%	98.93%	100%	Kapilwastu:	17.97%	82.09%	100%	Quantitative and Qualitative	HH survey and group interaction and interview	Secondary (Census 2001, and SAKCHAM-I End Line Survey 2010)
	10-14Yr	15-19Yrs	Average																										
National Avg	5.86%	91.67%	97.56%																										
3 Districts Avg	10.90%	88.71%	99.62%																										
Makawanpur:	02.16%	91.96%	94.12%																										
Chitwan:	04.05%	98.93%	100%																										
Kapilwastu:	17.97%	82.09%	100%																										

		(Source: SAKCHAM-I End Line Survey 2010)			
4	<p>Change in women's self-efficacy (WE Programme Impact Indicator #4)</p> <p>% of women assessed/reporting improved self-esteem (SAKCHAM-II Impact Indicator # 7)</p> <p>% of women reporting increased self-esteem (ADA WE Programme Work Plan Indicator # 2.1)</p> <p>% of women reporting increased sense of social connectedness (ADA WE Programme Work-Plan Indicator #2.2)</p>	<p>90% of women are confident in speaking in public and presenting their case.</p> <p>66% of women perceived they are equally capable to men in making decisions regarding family matters.</p> <p>50% of women reported they jointly make decisions with their husband.</p> <p>70% of women are members of local community groups (saving credit groups, mothers' groups and CFUGs)</p> <p>66% of women reported they are using their rights.</p> <p>50% of women believed that women's role should be that of facilitator in the social inclusion process and they should play a role as motivator and as advocator.</p> <p>43% of women are taking decisions on purchase of household goods.</p> <p>90% of women perceived that their families value and endorse their opinions/suggestions.</p> <p>44% of women decide themselves when and whom to marry.</p> <p>(Source: SAKCHAM-I End Line Survey 2010)</p>	Qualitative	Focus group discussion, Case study	<p>Secondary</p> <p>(SAKCHAM-I End Line Survey 2010)</p>
5	<p>Maternal mortality ratio (WE Programme Impact Indicator #5)</p>		Quantitative	HHs and Institutional Survey	<p>Secondary (DHS 2006)</p>
6	<p>% men and women reporting meaningful participation of women in the public sphere (domain: _____) (WE Programme Outcome Indicator #1)</p> <p>% of women who report</p>		Qualitative and Quantitative	HHs survey and group interaction and interview	<p>Secondary</p> <p>(.....)</p>

	<p>meaningful participation in decision-making at local and National level.</p> <p>(SAKCHAM-II Outcome Indicator # 1.3)</p>				
7	<p>% couples making informed joint decisions regarding sexual and reproductive health (WE Programme Outcome Indicator # 2)</p> <p>% of women reporting meaningful participation in decision making at household and community levels (SAKCHAM-II Outcome Indicator # 2.1)</p> <p>% of women who report meaningful participation in decision-making bodies at community level (ADA WE Programme work Plan Indicator # 3.1)</p> <p>% of women and men having changed attitudes towards women in position of decision making and leadership</p> <p>(SAKCHAM-II Impact Indicator # 1)</p> <p>% of men reporting change in attitude regarding Gender roles and norms</p> <p>(SAKCHAM-II Outcome Indicator # 2.2)</p>	<p>43% of women are taking decisions on purchase of household goods.</p> <p>90% of women perceived that their families value and endorse their opinions/suggestions.</p> <p>44% of women decide themselves when and whom to marry.</p> <p>88% of women decide on number of children to have with mutual understanding</p> <p>(Source: SAKCHAM-I End Line Survey 2010)</p>	Qualitative and Quantitative	HHs survey and couple interaction and interview	Secondary (SAKCHAM-I End Line Survey 2010)
8	<p>% GBV survivors improved their psychosocial wellbeing. (WE Programme Outcome Indicator #3)</p> <p>% of survivors of Gender-based violence who utilise available GBV services</p> <p>(SAKCHAM-II Impact</p>		Qualitative and Quantitative	GBV survivors interview	Primary (.....)

	Indicator # 4)			
9	<p>% of SGBV cases reported, investigated, prosecuted and penalised (WE Programme Outcome Indicator # 4)</p> <p>Laws and policies related to GBV are enforced</p> <p>(SAKCHAM-II Impact Indicator # 3)</p> <p>% of women's belief in fair treatment from institutions</p> <p>(SAKCHAM-II Outcome Indicator # 2.3)</p> <p>Women's perception of social inclusion in the community</p> <p>(ADA WE Programme Work-Plan Indicator #1.3)</p>	<p>2% cases related to Gender discrimination, female feticide, child marriage and forced abortion have been reported to the concerned authorities.</p> <p>1% cases related to dowry associated violence has been related, 13% drug abuse, 15% family violence, 26% sexual harassment, 34% girls trafficking,</p> <p>46% rape cases, 50% sexual abuse of minor have been reported.</p> <p>(Source: SAKCHAM-I End Line Survey 2010)</p>	Quantitative	<p>Institutional Survey (District Police Office, District Office of Attorney)</p> <p>Secondary (.....)</p>
10	<p>% men and women reported that women control productive assets (WE Programme Outcome Indicator # 5)</p> <p>% of women with control over assets and income at household level (SAKCHAM-II Indicator # 3.1)</p> <p>% of women reporting increased access to public resources (water, fodder, public land, pond, fund etc)</p> <p>(SAKCHAM-II Outcome Indicator # 3.3)</p> <p>% of women with control over assets in household (ADA WE Programme Work-Plan</p>	<p>National Average: 10.84%</p> <p>Three Districts Average: 13.25%</p> <p>Makawanpur: 11.68, Chitwan: 17.16% and Kapilwastu: 9.82</p> <p><i>(Source: Census 2001)</i></p> <p>Three Districts (Makawanpur, Chitwan, Mahottari and Sarlahi)</p> <p>9% of women have owned land.</p> <p><i>(Source: SAKCHAM-I End Line Survey, 2010)</i></p>	Qualitative and Quantitative	<p>HHs survey with observation of land certificate</p> <p>Secondary (Census 2001 and SAKCHAM End Line Survey 2010)</p>

	Indicator #1.1)				
11	% women attending 4 ANC visits at a health facility (WE Programme Outcome Indicator # 6)		Quantitative	HHS	Secondary (RTI HHS 2009)
12	Proportion of births attended by skilled health personnel either at home or at a health facility. (WE Programme Outcome Indicator # 7)		Quantitative	Institutional Survey	Secondary (RTI HHS 2009)
13	<p>Mainstreamed Gender and social inclusion into new Constitution</p> <p>(SAKCHAM-II Impact Indicator # 2)</p> <p>Inclusion of women's civic, social and political rights in the new Constitution, legislation and laws</p> <p>(SAKCHAM-II Outcome Indicator # 1.1)</p> <p>Local and National policies and plans incorporating Gender concerns</p> <p>(SAKCHAM-II Outcome Indicator # 1.2)</p> <p># Changes of governmental discriminatory policies reached through successful advocacy for legal change in the field of UNSCR1325 and 1820</p> <p>(ADA WE Programme work-plan Indicator # 3.2)</p>		Qualitative	Review of Documents	Secondary (New Constitution, Legislation and Laws, Plans)

ANNEXE 4. UNSCR 1325 Participation Indicators 8 to 12 in the context of Nepal

The UN Secretary-General's report (S/2010/173) recommends a global set of 26 indicators on the implementation of 1325. The indicators are organised into four key pillars: Prevention, Participation, Protection, and Relief-and-Recovery, described as 'signposts of change along the path to development to help us understand where we are, and how far we are from the goal.' The following is an assessment of progress and achievements to date in Nepal measured by the proposed UN Indicators.⁴¹

INDICATOR 8. Number and percentage of peace agreements with specific provisions to improve the security and status of women and girls

Although passed by unanimous UN Security Council vote in 2000, 1325 had no impact on Nepal's peace and cease-fire talks during the period 2001-2006 leading up to the CPA. There are no specific references to 1325 in the CPA although it contains references to an obligation to be bound by international Human Rights norms, references which can be used to make compliance with 1325 mandatory. Women's rights were raised in only one point (7.6). Both sides fully agreed to provide special protection for the rights of women and children, to prohibit immediately all types of VAW against women and children, as well as sexual exploitation and harassment.

Women's Rights in the Interim Constitution

The Interim Constitution includes:

- women's rights as a fundamental right, and pledges non-discrimination on the basis of Gender (ICN, 2007, article 20:1)
- making violence against women a punishable crime (ICN, 2007, article 20:2)
- granting women equal rights to ancestral property (ICN, 2007, article 20:4)
- giving women reproductive health rights (ICN, 2007, article 20:2). This is the first time any Government in the region has explicitly recognised women's reproductive rights as Human Rights in a National Constitution
- making provision in the Election Act for minimum 33% representation of women candidates for the CA Election (Constituent Assembly Member Election Act, 2007)
- mandatory provision in the Local Self Governance Act of at least 20% representation of women in VDC, DDC & Municipalities
- a reservation of minimum 33% for women under the Civil Service Act, Police, Teacher, Army & Public Enterprises Service Act and Regulation for inclusive recruitment

⁴¹ To develop the Indicators, the United Nations established the Technical Working Group on Global Indicators for SCR 1325 (TWGGI 1325), constituted by the United Nations Task Force on Women Peace and Security, coordinated by Office of the Special Advisor on Gender Issues and Advancement of Women. The indicators were produced by 14 UN entities under the leadership of the Office of the Special Advisor on Gender Issues. UNIFEM was assigned the technical lead role, and the indicators were developed in close consultation with Member States and women's civil society groups from around the world that support women's engagement in conflict resolution and peacebuilding.

Security and demilitarisation

NB. For politically-sensitive reasons the terminology 'DDR' and 'ex-combatants' are not acceptable in Nepal. The phrase used in the Nepal context is '*integration of Combatants*'

The December 2006 Agreement on Monitoring of Arms and Armies makes no mention of special needs for women combatants and women associated with Armed Forces. Around 40% (the exact percentages are not known) of the armed wing of the CPN-M (PLA) were female. The original official UNMIN count of former combatants amounted to 15,756 men (approx 80%) and 3846 women (approx 20%). These qualified combatants were confined to 7 main and 21 satellite military cantonments under UNMIN protection. Living conditions in the Cantonments were tough. In addition to the deprivation suffered by their male colleagues, women had reproductive health concerns, infections and lack of basic sanitation, so many women left the cantonments before Phase 1 of UNMIN registration was conducted.⁴² 4,000 disqualified combatants (particularly late recruits and minors) failed to meet UNMIN's criteria and were discharged.

OHCHR and UNICEF have taken active roles in the withdrawing of children from the CPN-M. UNICEF and the OHCHR co-chair the Nepal Task Force on the Monitoring and Reporting Mechanism on Children and Armed Conflict (UNSCR1612).⁴³

A number of IAs have conducted Gender Reviews but as yet there does not appear to be a Gender-sensitive process in place to cater for the needs of women in the re-integration process. A recent study by INGO Saferworld says 80% of combatants believe women former combatants would face more difficulties in returning to society than men. The same survey gives Gender analysis and recommendations for a Gender-sensitive process for the integration of the Maoist PLA.⁴⁴

(In 2006, the Consultant published a report on Aceh for the IOM titled '*Disarmament Disbursement and Reintegration - Gender Perspectives*' including case example from Afghanistan, available gratis from lesley.abdela@shevolution.com)

In Nepal, the process of identifying child soldiers and disqualifying them from military service ended in 2007. Almost 3,000 former child soldiers were discharged from the Maoist fighting forces after the UN verified they were minors. About one-third of the disqualified soldiers were female.

UNICEF and OHCHR-Nepal have been leading monitoring activities. UNICEF operates in some 40 districts, providing community-based reintegration support to some 7,500 formerly associated girls and boys.

IDP Returns.

IDP Directives which included important Gender considerations were drafted in 2007 by the MfPR with technical support from ProCap and GenCap specialists. These IDP directives still await Government approval.

42 Neglect over the issue of female combatants in the arms management process UN OCHA – IRIN (25 Dec 2006) www.reliefweb.int/rw/RWB.NSF/db900SID/KHII-6WU5HY?OpenDocument

43 www.unmin.org.np/?d=activities&p=arms

44 Saferworld Research on the Needs, Concerns and Priorities of Men and Women Qualified/Eligible Combatants and Communities for Rehabilitation and Integration 2010

Economic restructuring.

Gender Responsive Budget Committee (GRBC) objectives include investing funds in reducing poverty among women and on women-friendly technology, and earmarking a substantial budget to address the issues of re-integration and rehabilitation of displaced girls and women caused by the insurgency.⁴⁵

Trust Funds.

UN Peace Fund for Nepal (UNPFN) mobilises resources to the UN system in support of quick-impact activities relevant to the peace process. Any proposal made to the Fund must show it is Gender-proofed. Donors worked together to produce guidelines for Gender-proofing proposals for projects accessing the Fund. The guidelines give steps on incorporating Gender in programme planning, implementation, policy development, budgeting monitoring and evaluation. A Gender expert sits on the proposal selection team. Proposals selected are weighted in favour of those complying with the Gender guidelines. Any which do not follow these guidelines can be held in abeyance until they comply.

The Nepal Peace Trust Fund (NPTF) is a Government-owned programme established in February 2007 to implement the provisions of the CPA. It is a mechanism for interested Donors to contribute to the peace process through direct contributions to the GoN. The NPTF health service package benefited female combatants and contributed to voter education and female election candidates but the GoN and Donors, Experts and Civil Society, have not shown interest in supporting women through this fund. Donors have not so far specified any Gender-inclusive conditionality.⁴⁶

Truth and Reconciliation Bill

The Truth and Reconciliation Bill was put forward by the MoPR in July 2007 and the Bill was passed by the Cabinet Feb 1 2010. Neither the language nor the provisions in the draft Bill acknowledge the special needs of women victims of conflict. The inclusion of ‘*at least one woman*’ among the candidate Commissioners falls short of guaranteeing Gender balance in the Commission’s composition (TRC, Chapter 2:3). In the recommendations for reparations there is no provision of psychosocial support for female victims of the conflict, especially those who suffered through sexual violence (TRC, Chapter 26). There is also very little attention given to the protection of victims and witnesses.⁴⁷ Attempts by the GoN to introduce impunity for rape have so far been stalled by women’s advocacy in the context of 1325.

INDICATOR 9. Increased representation and participation of women in UN Peace Operation Missions and other international missions related to peace and security

During the crucial period of the formal peace talks, the three most senior UN posts in Nepal were held by men – the UN Resident and Humanitarian Coordinator, the UNMIN UNSRSG, and the Representative of the United Nations High Commissioner for Human Rights. However the then UN Secretary-General’s Special Representative (UNSRSG) to Nepal (Ian Martin) pushed for women’s participation and implementation of 1325. In 2008 Karin Landgren became Deputy UNSRSG to Nepal. Following the renewal of UNMIN’s mandate in 2009, Landgren replaced Martin as the head of the UN Mission.

Arms Monitors: there is no UN Peace-keeping force in Nepal. In 2008 there were 56 UNMIN Arms Monitors from 19 countries at the seven Maoist army cantonment sites where weapons are stored as well as at the Nepal Army’s Chhauni barracks. Sources suggested about 25% (13 of 56) Arms Monitors were women.⁴⁸

45 The 2005/6 Government Budget Statement formally announced the initiation of Gender-Responsive Budgeting by the Ministry of Finance and set up the Gender Responsive Budget Committee (GRBC).

46 Donors include Canada, Norway, US, Denmark, Finland, Germany, The Netherlands, Switzerland, UK, Japan, Korea, and the EU. A number of Donors funded initiatives for women’s participation in peace processes. For example the UK Embassy organised a presentation on International Women’s Day 2007 for partner NG

47 SAMANTA, Changing Roles of Nepali Women due to Ongoing Conflict (2005)

48 Global Monitoring Check-list on UNSCR 1325. Published by GAPS. compiled by Charlotte Onslow. Section on Nepal compiled by Lesley Abdela. Gender Action for Peace and Security www.gaps-uk.org/.../Global%20Monitoring%20Checklist%20full%20resource.pdf

INDICATOR 10. Level of Gender Expertise in UN Decision-making

UNFPA has been the lead among the Humanitarian Agencies on 1325. UNFPA Nepal Country Representative Junko Sazaki was a member of the UN Technical Assessment Mission (TAM) in preparation for the arrival of UNMIN. Partly as a result of UNFPA's participation, Gender was mainstreamed into the final report of the TAM. At the time of the peace talks UNFPA supported inter-agency efforts to draw attention to the need for the draft Elections Bill to include quotas/provisions for women and other socially excluded groups.

At various stages UNFPA and OHCHR led on GBV issues. UNICEF leads on addressing the needs of children and this includes girls under 18 associated with Armed Forces. No UN Agency appears to have specific responsibility for the needs of women over 18 associated with Armed Forces. UNIFEM in partnership with local NGOs has produced information manuals on 1325 and conducted 1325 Media advocacy, and awareness and training workshops.

A GenCap Senior Gender Advisor was seconded for 6 months to UN Humanitarian Agencies 2006/2007. Part of her remit was 1325. She worked closely with the Gender Advisor to UNFPA. UNMIN had a Senior Gender Advisor with a time-bound Mission to support women's political participation in the run-up to the CA Elections and promote Gender equality. Her team comprised 13 members with a field presence in all 5 regions of Nepal. The UNMIN team also covered implementation of 1325. Neither Senior Gender Advisor had much contact with each other and there was virtually no coordination due to the strictly-adhered-to division of responsibilities between UNMIN and the UN Humanitarian Agencies.

A UNDP Gender Advisor was seconded to Nepal Police August 2010 to engage in Police officer capacity-building on Gender issues, focusing mainly on GBV. The technical and financial support for this programme will be provided by the UNDP BCPR.

UN Development Assistance Framework 2008-2011 (UNDAF) is designed to provide a collective, coherent and integrated UN system-wide response to Nepal's priorities and needs. There are four UNDAF priority outcomes: (a) consolidating peace; (b) quality basic services; (c) sustainable livelihoods; and (d) Human Rights, Gender Equality and Social Inclusion, to address the root causes of conflict and poverty. The UNDAF is being extended beyond 2010. The three pillars of the Nepal Development Strategy are: (a) consolidating the peacebuilding process; (b) creating a development roadmap from transition to transformation; and (c) implementing economic reforms.

The UN Country Team has established theme groups and task forces to coordinate and manage the implementation of the UNDAF and country programmes. UNFPA currently chairs Gender, HIV/AIDS and 1325 groups. The theme groups and task forces report to the UN Country Team. Their mandate includes reviewing joint activities, reviewing monitoring and evaluation activities, and ensuring information-sharing. <http://nepal.unfpa.org/en/partners/unagencies.php>

Workforce diversity in International Agencies in Nepal across identity groups (April 2008):

Diversity at professional levels

Less than one percent (0.28%) of the Nepali staff are in Senior Management level positions (25% women and 75% men). Of the total female staff, there are no women from Madhesi Dalit, Muslim, and 'Other' communities at Senior or Middle Level Management and other Support Staff levels.

Gender differentials: women comprise 29.3% of the surveyed workforce, men 70.7%. Women of Madhes/Tarai origin comprise only 1.6% of the total staff. The overall representation of women at Senior Management level stands at 25%.

For each identity group, men are far more likely than women to be occupying positions within the international agency workforce. The biggest disparities exists for women from Madhesi Dalit, Muslim and 'Other' communities, who occupy positions in international agencies in the lowest relative percentages.

88.2% of the Nepali staff come from three identity groups - Hill Brahman/Chhetri, Newar, and Hill Janajati - whose population percentages are 30.9, 5.5 and 21.9% respectively. Newar communities are the most overrepresented, accounting for 28.3% of the Nepalis employed in the 30 Nepal-based international agencies surveyed.

People from Hill-origin communities currently occupy 92.2 % of the positions within the participating agencies (as compared to their 66.2% of the National population). Staff from Madhes/Tarai-origin communities currently occupy 7.8% of the positions in the participating agencies (as compared to their 32.8 % of the National population).

(Source: Social Inclusion Action Group (SIAG) Kathmandu www.Swiss-cooperation.admin.ch/nepal/)

INDICATOR 11. Level of women in formal and informal peace negotiations and peace-building processes

In efforts to end the conflict and prior to signing the CPA, a total of 15 committees and High-Level Talk teams conducted the formal peace processes between 2003 and 2006. The teams comprised a total of 99 people including the facilitators. As can be seen from the following chart a total of just 7 women (7%) were involved, on only 3 of the 15 committees. Government and other political Party leaders and Maoist rebel leaders failed to include women in the formal peace talks whether as Mediators, participants, observers or signatories.⁴⁹ Because of this, initiatives from Civil Society, including women's organisations, were developed to contribute to the peace process in parallel with the formal negotiations.

Non-Representation of Women in High Level Committees and Talk Teams formed by Government and Maoists⁵⁰

Date	Event	Men	Women	Facilitators Men/women
25 July 2001	The GoN and the Maoists announced Cease-fire. The GoN and the Maoists choose peace negotiators	8	0	2 men
21 Nov 2002	Maoists unilaterally broke the cease-fire			NA
3 Dec 2002	Maoists announced formation of 'central dialogue team'. Peace Negotiators	5	0	NA
29 Jan 2003	Announcement of cease-fire by both the GoN and the Maoists. Peace Negotiators of the GoN side	5	1	4 men
4 Jun 2003	Surya Bahadur Thapa was appointed Prime Minister. Reformation of Talk Team and Facilitator	4	0	2 men
22 Nov 2005	The Seven-Party Alliance (SPA) and Maoists reached a 12-Point Understanding for Peoples movement and restoration of democracy, in New Delhi, India		0	NA
24 2006	Reinstatement of the House of Representatives following the successful 19-day peaceful and non-violent movement	NA	NA	NA
26 April 2006	Three-month unilateral Ceasefire declared by the Maoists	NA	NA	NA
10 May 2006	Maoists announced formation of 'Negotiation Talk Team'. Peace Negotiator of the Maoist side	3	0	4 men
19 May 2006	The GoN announced 'Negotiation Talk Team'	3	0	NA
15 Jun 2006	GoN and Maoists agreed to form the 5-member Peace Negotiation Observers Groups to observe the peace negotiation process	5	0	
16 Jun 2006	The 6-Member Interim Constitution Draft Committee formed	6	0	NA
15 Jun 2006	The second talk between GoN and the Maoists formed the 30-member National Monitoring Committee on Code of Conduct for Ceasefire to monitor the implementation of the 12-points understanding and the Code of Conduct	28	2	NA

49 SAMANTA, Changing Roles of Nepali Women due to Ongoing Conflict (2005)

50 Chart from Report on UNSCR 1325 and 1820: Implementation and Monitoring in Nepal, prepared by Sumitra Manandhar Gurung and Sangeeta Lama. Submitted by Shantimalika, Anamnagar, May1, 2010

	for Ceasefire			
15 Jul 2006	After protests from various marginalised groups including women against their exclusion from the Interim Constitution Draft Committee the Committee was reformed and 4 women were included	11	4	NA
21 Nov 2006	Prime Minister Girija Prasad Koirala and Chairman Prachanda of CPN (Maoist) signed CPA	2	0	NA
	Total	80	7	12

Constitution Drafting Committee

After strong lobbying and protests from women activists the Interim Constitution Drafting Committee, initially made up of six men and no women, was subsequently expanded to include women. A clause calling for affirmative action for women's political representation was incorporated into the new IC, and adopted in January 2007.⁵¹

The resolution passed by the House of Representatives in May 2006 to have 33 % women at all levels of State mechanisms was a major achievement for the Nepal women's movement. As a result the 2008 election was a major breakthrough. This led to women demanding the GoN include 33% women on the IC Drafting Committee.

INDICATOR 12. Increased representation and meaningful participation of women in National and local governance, as citizens, elected officials and decision-makers

2008 Elections for the Constituent Assembly

3,500 women stood as candidates.⁵² 197 women were elected out of 601 members (32.8%). Women voters outnumbered men.⁵³

Women from diverse ethnic cultures, traditions, groups and geographical areas were elected, including 45 widows, 6 wives of missing husbands, and 20 Dalit women. Women had previously never comprised more than 6% of Nepal's Parliamentarians. The few women in political positions had been mostly limited to the upper Caste or were close relatives of male politicians, and largely subordinate to male members and leaders.

Women are also represented in each of thematic committees set up to discuss the draft of a new Constitution.

As of writing (late 2010) 5 out of 43 Government Ministers are women but major political decision-making positions are still held by men. Around 9% of members of the political Parties' Central Committees are women.

Women's organisations were also active in getting the GoN to mandate 33% women's representation on LPCs.

Dalit Women in CA:	
CPN- Maoist : 7 (1 FPTP, 6 PR)	
Nepali Congress: 5 PR	
CPN- UML: 4 PR	
MPRF, Nepal : 3 PR	

⁵¹ María Vilellas Ariño 2008. P10 Nepal: a Gender view of the armed conflict and the peace process.

http://escolapau.uab.cat/img/qcp/nepal_conflict_peace.pdf

⁵² UNIFEM, 2009b. 'UNIFEM Annual Report 2008-2009,' p11.

⁵³ Inter-Parliamentary Union, Women in National Parliaments 31 July 2010 www.ipu.org/wmn-e/classif.htm

TMDP: 1 PR
RPP: 1 PR
CPN-ML: 1 PR
Total: 22
Source: Jagaran Nepal (For Women Rights Peace and Governance

ANNEXE 5. Documents Studied

Amnesty International Nepal Report 2010 www.amnesty.org/en/region/nepal

Anderlini, Sanam: *'Report on Women in Cantonments'* Contact sanambna@yahoo.com. See also <http://peacethroughmoderation.org/about-us-mainmenu-115/141.html>

Asia Foundation: *Preliminary Mapping on Gender-based Violence in Nepal*
<http://asiafoundation.org/publications/pdf/753>

CARE Reports: for further information on the following and other CARE reports, contact -
Dr.in Barbara Kühhas, Gender Advisor
CARE Österreich
Tel.: +43 (1) 715 0 715-49
Fax: +43 (1) 715 0 715-12
E-mail: barbara.kuehhas@care.at
Internet: www.care.at

CARE Austria: Social Welfare Council (Bhatta, Binod and team): Final evaluation of Women Empowerment for Transformation (SAKCHAM) Programme in Churia Area, Nepal March 2010.
http://expert.care.at/downloads/careexpert/CARE_Report_LearningConference_Burundi2009.pdf Page 18

CARE Austria: Barbara Kühhas and Agnes Otzelberger: Conference Report – Learning Conference: Women Empowerment: Claiming Rights – Promoting Peace, Nepal, 15th/18th September 2008

CARE Austria: Women's Empowerment – CARE's Vision. Janine Wurzer and Martha Bragin, consultant for CARE Österreich www.care.at/downloads/careexpert/CARE_Oesterreich_PsychosocialGuidelines.pdf

CARE Austria: NGO Framework Programme – April 2010. SAKCHAM: Women's Empowerment for Transformation in the Churia Areas, Nepal. Project manager: CARE Österreich. Austrian Development Agency. NGO Cooperation & Humanitarian Aid Desk. nro.kooperation@ada.gv.at

CARE International: *'Strategic Impact Inquiry On Women's Empowerment'* Report of Year 1
<http://pqdl.care.org/sii/SIILibrary/SII%20Women's%20Empowerment%20Global%20Phase%201%20Synthesis%20Report%20Executive%20Summary%202005.pdf>

CARE International SII on Women's Empowerment: *'Women's Empowerment and Emergencies'*
<http://pqdl.care.org/sii/SIILibrary/SII%20Women%27s%20Empowerment%20Emergencies%20Brief%202009.pdf>

CARE Nepal – Advocating for implementing UNSCR 1325. PPP presented by Indu Pathmire (Gender advisor CARE Nepal), in Learning Conference in Gitega, June 2009.

CARE Nepal: *'Those who are weak are witches: Victimized women seek justice'* Leaflet 2009

CARE Nepal: *'Witchcraft: An Entrenched Form of Violence Against Women in Nepal'* (Short Report; advocacy issues with National Justice System)

CARE Norway. Learning via CARE Norway workshop: *Engaging Men as Allies in Women's Economic Empowerment: Strategies and Recommendations for CARE Country Offices*. Prepared for CARE Norway by Gary Barker and Jennifer Schulte; International Centre for Research on Women. April 9, 2010

CARE Report: *Claiming Rights – Promoting Peace: Women’s empowerment in conflict affected areas* (Burundi, Uganda, Nepal) 2007-2009. Barbara Kühhas and Tonka Eibs

CSO Position Paper: *10 POINTS ON 10 YEARS UNSCR 1325 IN EUROPE*. Europe-wide Implementation of UN Security Council Resolution 1325. This document outlines Civil Society’s views on the current state of implementation of SCR 1325 and related commitments in Europe and includes 10 suggestions for further progress.
www.peacewomen.org/portal_resources_resource.php?id=896

European Parliament Resolution - *Gender Aspects of Conflict Resolution and Peacebuilding* A5-0308/2000
www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P5-TA-2000-0541+0+DOC+XML+V0//EN

European Union: Ensuring Protection - Guidelines on Human Rights Defenders. Includes relevant international instruments www.consilium.europa.eu/uedocs/cmsUpload/GuidelinesDefenders.pdf

GAPS Global Monitoring Checklist on Women, Peace and Security: section on Nepal compiled by Lesley Abdela. Gender Action for Peace and Security www.gaps-uk.org/img_uploaded/Global%20Monitoring%20Checklist%20full%20resource.pdf

Internal Displacement Monitoring Centre. ‘*Nepal: Failed implementation of IDP policy leaves many unassisted*’.
www.internal-displacement.org/8025708F004CE90B/%28httpCountries%29/CC2C3C0FBDAD8F03C125746D002F61D9?OpenDocument

International IDEA: ‘*The Constituent Assembly of Nepal: An Agenda for Women*’ 2 June 2008
www.idea.int/resources/analysis/upload/The-CA-of-Nepal-An-Agenda-for-Women.pdf

International IDEA: Public Consultation on a draft constitution with particular reference to women in Nepal – Jill Cottrell and Cecilia Bylesjö International IDEA WWW.IDEA.int

International Women’s Tribune Centre : Media Kit on UNSCR 1325: Facts about United Nations Security Council Resolution 1325. 1325 Media Kit, 2006. www.iwtc.org

Kroc Institute for Peace & Justice, San Diego University: Dee Aker and Laura Taylor have published a set of very useful reports on Nepal, see for example
https://www.sandiego.edu/peacestudies/documents/ipj/about/newsroom/2008/TYA_ElectingPeace.pdf

Lancet: ‘*Unsafe abortion: the preventable pandemic*’. Volume 368, Issue 9550, Pages 1908-1919 D. Grimes, J. Benson, S. Singh, M. Romero, B. Ganatra, F. Okonofua, I. Shah
<http://linkinghub.elsevier.com/retrieve/pii/S0140673606694816>

Manchanda, Rita: *Women’s Question In Nepal’s Democratic Post Conflict Transition: Towards A Policy Research Agenda* Peace Prints: South Asian Journal of Peacebuilding, Vol. 3, No. 1: Spring 2010 www.wiscomp.org/pp-v3/peaceprints3.htm

Ms Magazine: ‘*War-torn Shangri-La Danger at the roof of the world*’ Sushma Joshi
www.msmagazine.com/summer2006/shangrila.asp

Nepal Government: Gender Responsive Budget: the Nepalese Experience - Institutional mechanisms and policy initiatives for integrating Gender equality in National development agenda and within the context of post conflict reconstruction – Nepal New York, 29 February 2008. Krishna Hari Baskota, Joint Secretary Ministry of Finance.
www.Gendermatters.eu

Organisations working on women and peace in Nepal – including Shantimalika (Women Network for Peace), National Peace campaign, Nagarik Aawaz (meaning ‘The Voice of the Citizen’), Jagaran Nepal, Centre for Victims of Torture, Nepal, etc. www.raonline.ch/pages/story/np/cw_womli01a.html

Organisations/National Networks, including National Women Security (NWS) Watch Group, see www.ihricon.org.np/index1.php?component=content&id=43

PRIO PAPER 05 2010: *Women's Political Participation and Influence in Post-Conflict Burundi and Nepal*. Åshild Falch

PRIO POLICY BRIEF 02 2010: *Affirmative Action: A Kick-Start with Limitations*. Åshild Falch

PRIO POLICY BRIEF 03 2010: *Women's Organisations: A Driving Force Behind Women's Participation and Rights*. Åshild Falch

Samanata: Institute for Social & Gender Equality '*Changing Roles of Nepali Women due to the Ongoing Conflict and its Impact*' 2005 ISBN No. 99946-805-1-X

Thapa, Lily: '*Nepal's Widows*' 8 December 2007. A study on the status of widows in Nepal, conducted by Nepalese NGO Women for Human Rights www.opendemocracy.net/blog/nepals_widows

UN OCHA-IRIN: Neglect over the issue of female combatants in the arms management process UN OCHA – IRIN (25 Dec 2006) www.reliefweb.int/rw/RWB.NSF/db900SID/KHII-6WU5HY?OpenDocument

UN: Practitioner Consultation on the *Secretary-General's Report on Women's Participation in Peacebuilding (UN SCR 1889, OP 19)*

Co-hosted by the UN Peacebuilding Support Office (through the UN Peacebuilding Community of Practice), UNDP, and Geneva Peacebuilding Platform 20-21 May 2010

UN SC Resolutions on Women Peace and Security 1325, 1820, 1888, 1889 Jenneth Macan Markar Global Action to Prevent War www.globalactionpw.org/wp/wp-content/uploads/colloquium-outcome-doc.pdf

UN Millennium Development Goals Report 2005 <http://unstats.un.org/unsd/mi/pdf/MDG%20Book.pdf>

UNIFEM: 'Who Answers to Women?' PROGRESS OF THE WORLD'S WOMEN 2008/2009 www.unifem.org/progress/2008/media/POWW08_Report_Full_Text.pdf

UNMIN: *Implementing commitments to women's equal participation*. Ian Martin, SRSG in Nepal. December 2007 www.unmin.org.np/downloads/articles/2007-12-01-Article.UNMIN.Patra.Dec.oped.ENG.pdf

UNMIN Arms Monitoring: www.unmin.org.np/?d=activities&p=arms

UNSCR 1325 and 1820: Implementation and Monitoring Status in Nepal. Prepared By Sumitra Manandhar Gurung and Sangeeta Lama, submitted by Shantimalika, Anamnagar, Kathmandu, Nepal. May 1 2010

Villellas Ariño, María June 2008 '*Nepal: a Gender view of the armed conflict and the peace process*' http://escolapau.uab.cat/img/qcp/nepal_conflict_peace.pdf

World Bank: Social Development Notes. Conflict Prevention And Reconstruction. <http://siteresources.worldbank.org/INTCPR/214578-1111751313696/20480283/CPRNote15legal.pdf>
Note by Dr Lyn Bennett reports on the findings of a recent DfID-commissioned study to assess social change in conflict areas of Nepal.

World Bank: Lynn Bennett. '*Gender, Caste and Ethnic Exclusion In Nepal: following the policy process from analysis to action*' Arusha Conference, 'New Frontiers of Social Policy' – December 12-15 2005 <http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/Resources/Bennett.rev.pdf>

World Disasters Report 2007 www.ifrc.org/publicat/wdr2007/summaries.asp

ANNEXE 6. Women in Public Life and Security Services - Statistics

	Selected Fields	Female	Male	Total	% of Female	% of Male
	Nepal Army	1070	90930	92000	1.16	98.84
	Police Service	2999	52260	55259	5.4	94.60
	Armed Police Force	623	30630	31262	2.02	97.98
	Civil Service	8766	68560	77326	11.34	88.66
	Chief District Officer	0	75	75	0	100
	Judiciary	124	2613	2737	4.53	95.47
	Judges	5	214	219	2.28	97.72
	Teachers	49570	125899	175469	28.25	71.75
	Constituent Assembly	197	404	601	32.78	67.22

ANNEXE 7. People met by the Consultant

KATHMANDU	
Robert Piper	UNDP Resident Representative Nepal
Durga Nidhi Sharma	Joint Secretary, Ministry of Peace and Reconstruction
Bandana Rana	President of SAATHI
Saloni Singh	National Coordinator Shantimalika. Executive Chair Didi Bahini
Rita Thapa	President of Naagarik Aawaz. Founder of Tewa
Ram Keshari Shrestha	CEO Naagarik Aawaz
Susan Risal	Programme Manager Naagarik Aawaz
Lily Thapa	Women For Human Rights (Founder)
Sharmila Karki	President, Jagaran Nepal
Kala Rai	NFOWRC and Jagran Nepal
Gayatri Shah	CA Member
Kamla Bisht	Social Development and political Advisor. Royal Norwegian Embassy
Sudha Pant	Programme Officer UNFPA
Sangeeta Thapa	UNIFEM Programme Coordinator Nepal
Sama Shrestha	Programme Officer UNIFEM
Prof. Amuda Shrestha	National Women's Commission
Santosh Shah	President, Today's Youth Asia

Mandira Raut	Projects Director Today's Youth Asia TV
Rebecca Crozier	International Alert Nepal Project Coordinator
Charlotte Onslow	Gender Advisor International Alert
Andrew Ellis	Director Asia and the Pacific, International Institute for Democracy and Electoral Assistance (IDEA)
Deepti Khakurel	International IDEA
Sarah Dalrymple	Regional Conflict and Security Advisor Saferworld
Neelam Sharma	Senior Researcher Saferworld
Sabin Shrestha	Executive Director, Forum for Women, Law and Development (FWLD)

FIELD VISITS

Kala Devi Gurung	President, Kalika Community Women Development Centre Maadi, Chitwan (and 28 Members and Partners)
Harimaya Rai	Chairperson Village Ward Committee
Sushila Bhusal	Office Secretary, Local Peace Committee, Rupandehi
Prishpanjali Upadhyaya	Member LPC Rupandehi
Aryanil Gupta	Member LPC Rupandehi
Ishwari Pandit	Nepal Rural Self-Reliance Campaign – Shakti Project
Dinesh Poudyal	District Coordinator WYPSP Project, Namuna Peace Centre, Bhairahawa, Rupandehi
Gryana Poudyal	Chairperson NAMUNA Integrated Development Council (Namuna), and Member of Rupandehi LPC
Vivek Vishwalkema	Chairperson NAMUNA Integrated Development Council (Namuna) and Member of Rupandehi LPC
Debaka	Peace Ambassador (Chiliya VDC)
Bagwati	Chairperson Rural Women's Services Centre (RWSC) Makwanpur District (CARE Partner group)
Pampha Puri	RWSC – Programme Officer Sakcham 11
Jumila Shrestha	Women's Skills Creation Centre (CARE Shakti partner)

CARE NEPAL STAFF

Lex Kassenberg	Country Director
Claudia Chang	Asst. Country Director
Indu Pant Ghimire	National Programme Manager
Archana Aryal	Team Leader PB Research Project – CI
Pragya Bashyal	National Initiative Manager – CI
Sandesh Singh Hamal	Policy Advocacy & Impact Coordinator
Sarita Karki	Team Leader WYPSP Project
Shreya Singh	Communication and PR Officer
Sandesh Singh Hamal	Policy Advocacy Coordinator
Gupta Bahadur K.C	Social Mobilisation Specialist
Govinda Rimal	Programme Manager
Jay. S. Lal	Programme Coordinator
Nirmala Sharma	Programme Coordinator
Eman Sunar	Team Leader Shakti Project, Bharatpur
Rajendra Lamichhane	M&E Learning Manager, Bharatpur
Ram Prasad Sapkota	Operation Manager, Bharatpur
Bebi Shah	Psychosocial Office, Sakcham Project (BCO)
Surmila Shalya	Livelihood Specialist SAEENO Project

***Unnati yuwa shanti samuha (unnati youth peace group),
Siddhartha nagar, rupandehi***

Name	Address	Organisation	Program
Bhima Thapa	Siddhartha Nagar, Rupandehi	Unnati youth peace group	WYPSP
Sunita Thapa	Siddhartha Nagar, Rupandehi	Unnati youth peace group	WYPSP
Gudhhu Thapa	Siddhartha Nagar, Rupandehi	Unnati youth peace group	WYPSP
Surakshya b.k	Siddhartha Nagar, Rupandehi	Unnati youth peace group	WYPSP
Purnima Gurung	Siddhartha Nagar, Rupandehi	Unnati youth peace group	WYPSP
Kalpana Pariyar	Siddhartha Nagar, rupandehi	Unnati youth peace group	WYPSP
Bina Nepali	Siddhartha nagar, rupandehi	Unnati youth peace group	WYPSP
Hari Devi Gurung	Siddhartha nagar, rupandehi	Unnati youth peace group	WYPSP
Deewani Ghimire	Bhairahawa	Namuna integrated development council	WYPSP

CASE STUDY – NEPAL

UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325

Women's Meaningful Participation in Peacebuilding and Governance

UN Resolution 1325 represents a significant step forward in terms of recognising the strategic contribution that women can make to peace and security policy, as well as the increasing use of violence against women as a tactic of war. How can the policy be turned into practice? How can greater accountability be introduced against the commitments to promote women's participation at global and country levels? And what constitutes meaningful participation of women in peacemaking, peacebuilding and post-conflict governance?

This study reflects on the operational experience of CARE International, and the perspectives of our local partners in civil society and the communities we work with in Nepal. Extensive interviews were also conducted with aid agency, United Nations and government representatives to gather perspectives from practitioners engaged in supporting the efforts of women to participate in peace and security policy and practice. Practical lessons learned and policy recommendations are identified. With this report, CARE challenges the international community – UN, state and NGO actors – to regain and capture the potential of SCR1325 to transform both peace and security policy and the lives of women affected by conflict.

CARE International is a non-governmental organisation working in life-saving humanitarian relief, recovery, peacebuilding and longer-term development assistance. Across the globe, we have prioritised working with women and girls, based on our belief that their empowerment is a key strategy towards ending poverty, conflict, human suffering and gender inequality.



**Defending dignity.
Fighting poverty.**

www.careinternational.org