

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

**Developing Democracy in Nepal Responsive Facility
(DDNRF)**

Annual Report: 2010-11

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Executive Summary

The purpose of the Developing Democracy in Nepal Responsive Facility (DDNRF) project is to support Nepal in developing democratic processes leading to the election of a Constituent Assembly (CA) and the subsequent drafting of a new and effective Constitution that addresses core legal and governance issues. The project was designed to be responsive to the evolving situation on the ground and to be sensitive to the complex post-conflict dynamic and peace building efforts. It is the largest donor-supported civic education project for the CA election and the Constitution-making process in Nepal and has two responsive facilities – DDNRF-Nepal and DDNRF-Canada. It also had a technical assistance (TA) component in the first phase of the project. DDNRF-Nepal disburses funds to Nepali partners under the CCO/Nepal management, while DDNRF-Canada involves Canadian partners under CIDA headquarters management. With the CCO playing the key role in national level coordination, DDNRF coordinates with other projects working on civic education and constitution making process at all levels. Women, socially excluded persons, and members of other marginalized groups are the key beneficiaries.

This annual report focuses mainly on the progress and performance of DDNRF Nepali partners during the no cost extension phase from March 2010 to March 2011. The DDNRF-Nepal project was to end in March 31, 2010. The constitution development was scheduled for completion in May 2010. In response, CIDA approved a no cost extension (C\$ 625,286 remained within the project) to continue to support 11 sub-projects out of 14, until March 31, 2011. Only 10 sub-projects received support as one failed to meet reporting requirements. This report documents DDNRF-Nepal allocations and disbursements, results, gender equality and social inclusion (GESI), partnership and coordination, sustainability, risks and mitigating measures, management processes, lessons learnt, and recommendations.

CIDA allocated C\$ 5 million to DDNRF, of which C\$ 25,000 was for TA. The Nepal program received C\$ 186,498 in Fiscal Year (FY) 2010-11, C\$ 264,202 in FY 2009-10, C\$ 250,000 in FY 2008-09, C\$ 1,085,360 in FY 2007-08 and C\$ 780,000 in FY 2006-07 for DDNRF. The total budget for the extension period was C\$ 625,286, of which the CCO received C\$ 186,498 in the FY 2010-11 and carried forward from FY 2009-10 worth C\$ 180,759, with additional C\$ 57,000 to the CCO for monitoring and coordination. The first installment of the extension phase for FY 2010-11 was released during the FY 2009-10 worth C\$ 266,686 and the second and third installments in FY 2010-11 worth C\$ 123,062.

There exists a continued need for civil society organisations' (CSO) involvement in the constitutional development process by engaging with the CA and central stakeholders to reflect popular demands in the new Constitution and timely drafting. Out of 20 DDNRF-Nepal sub-projects, five completed their activities by FY 2008-09, one sub-project was terminated, and 14 were ongoing. By the end of FY 2009-10 all 14 sub-projects had completed their activities. A total of 10 sub-projects out of the 14 could implement their activities during the no cost extension period in FY 2010-11. The CA could not draft the constitution during one year extension (up to 28 May 2011). Finally it has been extended for another 3 months (up to 31 August 2011). CIDA approved the no cost extension and only 4 DDNRF partners out of 10 have been selected to carry out activities until September 2011. These partners have been selected

on the basis of their adaptation to the changing situation, flexible and strategic approaches, and greater presence of overarching networks and alliances at local level to have an impact on the CA at the centre.

The DDNRF enhanced and informed participation by all sections of Nepali society, particularly women and the socially-excluded, in ongoing democratic processes leading to the CA election and drafting of a new constitution. The project: educated and raised awareness of 308,000 people (184,800 women, 123,200 members of marginalized communities); increased knowledge and built capacities of 2,000 people (800 women, 660 indigenous nationalities and 480 *Dalit* trainers) on constitutional issues, federalism and state restructuring (SR) through training of trainers sessions (63) and workshops (119). It increased capacity of Journalists (109) on Parliamentary Reporting through trainings (5) resulting in publication of feature stories (72) on constitutional issues. Significant increase in coverage of constitutional and democratic issues by local and national media (print and electronic) was seen as a result of trained media professionals (100) by Nepal Press Institute. Local FM radio stations aired programs in the previous (590) and reporting (83) year. The workshops on federalism (2) increased conceptual clarity of community people (26,681 persons) on issues around federalism and trained Facilitators (84) oriented community people on CA related issues, during this reporting period. The issues raised have been recorded and presented to CA members, political party leaders and a partner compiled an informative book on Federalism incorporating people's voices.

One of the main highlights of DDN projects has been its joint activity of partners that has turned the project into a campaign. Together, they have installed a hoarding board in front of the CA Hall to put pressure on CA members for timely and inclusive constitution. They have also organized public hearing, workshops and sit-in programs jointly. The publication of a booklet based on the recommendations of CA Thematic Committees has been the most important and productive initiative. The original plan was to produce a book based on the draft constitution. Since the draft is yet to come, the sub-project partners went ahead and produced a book on the basis of the Thematic Committees recommendations. This booklet has been used widely from community to national levels to inform people on CA committees' recommendations and to bring back the voice of the people, their recommendations, back to the CA members. The booklet has reached extensively (CA members, political parties, CSOs) and interactions conducted with large number of people (30,124).

The DDNRF-Nepal partners also published a booklet, *Recommendations for a New Nepal*, which included issues concerning people of various social backgrounds, particularly women, *Dalits*, indigenous nationalities, *Madhesis*, disabled people, and those living in the disadvantaged Karnali region, and officially presented it to the CA's 10 thematic committees to be incorporated in the new Constitution. A total of 30,600 copies of the booklet were produced and widely distributed to the CA members and the general public.

The benefits of DDNRF-Nepal projects will remain even after the project completion, via the knowledge and understanding generated concerning: the CA election and its processes; the importance of protecting the human rights of all persons in new Constitution; the ability to

identify concerns and collectively fight injustice and inequality; and the skills learned by participants to advocate for equitable representation. The project has had a ripple effect in terms of dissemination of knowledge and understanding of CA election and an inclusive constitution. The project is able to make the local people, various CSOs, VDCs personnel, cooperatives and community groups aware and increased their understanding on the stated issues. The DDNRF-Nepal partners have been able to educate people and also bring the voice from the centre to periphery and vice-versa. The DDNRF-Nepal partners have been analogous to the veins in a human body, one that carries blood (information) from the heart (centre) to each and every cell (periphery). The partners and thereafter the CSOs, VDCs, local groups and cooperatives, who have been capacitated, will be able to continue the activity after the termination of the project.

The DDNRF-Nepal partners proactively applied strategies and tools to promote GESI while implementing projects. Coordination (with CA, government, CSOs, Centre for Constitutional Dialogue/UN) has remained a key strategy of project partners in advocating their agenda.

The DDNRF-Nepal partners faced some challenges (strikes, bandhs, tension among and within political parties, ethnic tension, insecurity and fear) in implementing activities as planned due to weak law and order situation and delays in the CA calendar during the reporting period. The partners are sensitive to the unstable political situation and have therefore adopted flexible and strategic approaches and activities. These include national-level activities to put pressure on the political parties, such as mass campaigns, facilitation to enable party leaders to swiftly come to agreement through round-table discussion with the leaders, sit-in programs, rally, and press releases. The partners have been sensitive to the local realities and adapting accordingly.

During the reporting period, the CCO professionals (Director, GESI Advisor, Project Officer and Finance Officer) did regular monitoring of sub-projects; were updated on the political, security, and development situation in the field; and held interaction sessions with political party leaders, CA members, and other civil society (CS) members on peace and constitutional processes and the role of CS in particular. The timely feedback and inputs they received greatly helped in the effective implementation of the project. The CCO's proactive role in coordinating DDNRF-Nepal activities, through monthly sharing meetings, timely guidance to partners on planning activities strategically and in partnership with DDNRF-Nepal partners, CS networks, and other allies was crucial. The flexibility permitted in the implementation of the project allowed partners to adapt to the changing political and constitution processes in order to produce the expected results.

External audits of all ten DDNRF-Nepal partners found no financial mismanagement of sub-projects. The audit did, however, produce recommendations, such as adherence to the CCO Administration and Financial Manual, settling advances on time, fulfilling the Government of Nepal's requirements – including adhering to the demands of the Social Welfare Council and obtaining a tax exemption certificate. Since the audit was done quite early (July) in the fiscal year, the partners had time to provide their management response to the auditor's recommendations and also implement them, which they did.

The DDNRF-Nepal will continue to support constitutional making process at a modest level in FY 2011-12 by focusing on limited critical issues such as, ongoing peace process, integration of armies; lobbying and pressure for draft constitution; dialogue with the CA, political parties and the government; media mobilization and focused engagement with CA thematic committees for inclusive and democratic constitution.

1. SALIENT FEATURES

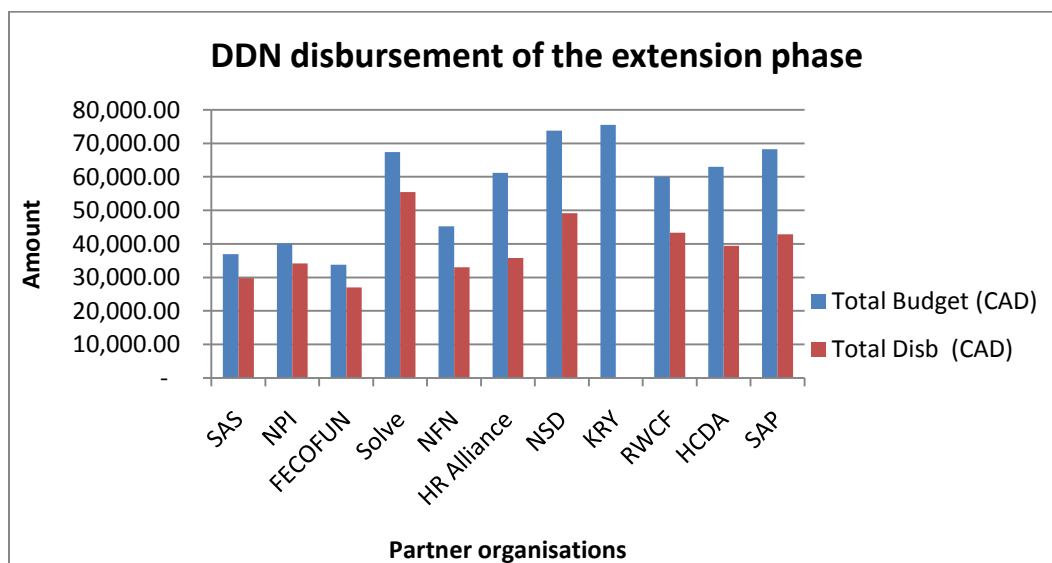
1.1. Budget allocations

The total amount allocated by CIDA to DDNRF is C\$ 5 million, of which TA comprised C\$ 25,000. The Nepal program received C\$ 186,498 in fiscal year (FY) 2010-11, C\$ 264,202 in (FY) 2009-10, C\$ 250,000 in FY 2008-09, C\$ 1,085,360 in FY 2007-08 and C\$ 780,000 in FY 2006-07 for DDNRF-Nepal. The total budget for the extension period was C\$ 625,286, of which the CCO received C\$ 186,498 in the FY 2010-11 and carried forward from FY 2009-10 worth C\$ 180,759, with additional C\$ 57,000 to the CCO for monitoring and coordination. The first installment (C\$ 266,686) of the extension phase for FY 2010-11 was released during the FY 2009-10. The total budget for the extension phase (total C\$ 625,286) allocated for the 10 sub-projects and actual disbursement made in FY 2009-10 and FY 2010-11 is presented in Chart 1.

1.2. Disbursements

Total disbursement for extended phase was C\$ 389,748 of which C\$ 123,062 and C\$ 266,686 were disbursed in FY 2010-11 and FY 2009-10 respectively. Disbursement of C\$ 136 as holdback amount was also made during FY 2009-10 for previous DDNRF-Nepal project. Likewise the disbursement of C\$ 120,796 in FY 2008-09, C\$ 1,053,682 in FY 2007-08 and C\$ 787,714 in FY 2006-07 were made in earlier phase of DDNRF-Nepal. Management cost in FY 2010-11 was C\$ 41,357. Please refer Annex I for the project and disbursement status sheet.

Chart 1: DDN Extension Phase total disbursement



1.3. Geographical Coverage of the Sub-Projects

Out of 20 DDNRF-Nepal sub-projects, five completed their activities by FY 2008-09, one was terminated, and 14 were ongoing. The terms of the 14 ongoing sub-projects were extended, some to June 2009 and some others to September, October, or November 2009. By the end of FY 2009-10, all 14 sub-projects had completed their activities. Ultimately 10 out of the 14 sub-projects received no cost extension for FY 2010-11. Out of 10 sub-projects, 4 have received no-cost extension for six months from 31 March 2011 to 30 September 2011.

In the initial phase, the activities of the sub-projects covered five development regions, 75 districts and 2,182 of 3,913 village development committees (VDCs) till FY 2009-10. Depending upon the type of project and its target groups, the activities of the sub-projects covered anywhere between 3 to all 75 districts. Nepal's diversity, geographic and ethno-linguistic, was addressed by the sub-projects, as were socially marginalized groups, like women, *Dalits*, people with disabilities (PWDs) and ethnic minority groups. The sub-projects were designed to ensure that activities reached as large and diverse populations/social groups and geographic regions as possible. To ensure this, the sub-projects worked closely and in partnership with local bodies in the regions, districts, municipalities, and VDCs, CSOs and local groups and cooperatives, and were strategic in district/area selection.

The activities of the 10 sub-projects concentrated primarily on central level activities in Kathmandu and also on regional level activities in five development regions and some on district level. Of the 10 sub-projects, 7 were centrally based organizations and they focused primarily on central and regional level activities. The remaining 3 sub-projects were locally (one each in Eastern, Central and Mid-Western Development Region) based organizations and focused on district and regional level activities in their respective regions. It is important to note here that during the central level activities, participants from regions were represented; in the regional level activities, participants from centre and districts were represented; likewise, in the district level activities, participants from the centre and regions were represented. Thus, there was interaction between concerned stakeholders of all levels in each activity. The geographical coverage of both centrally and locally based organizations is presented in a map (Annex II).

1.4. No-cost Extension of DDNRF-Nepal (March 2011-September 2011)

In response to one year CA extension, CIDA approved a no cost extension (\$625,286 remained within the project) to continue to support 11 sub-projects out of 14, until March 31, 2011. The extension phase (March 2010 – March 2011) of DDN operated under the following approved project outcomes:

- i) Enhanced and informed participation by all sections of Nepali society, particularly women and the socially-excluded, in ongoing democratic processes leading to the election of a socially inclusive Constituent Assembly (CA) and the drafting of a new constitution;
- ii) Improved media coverage of constitutional and democratic issues related to the upcoming election and drafting of the Constitution.

These outcomes remain valid, however due to the political uncertainties little progress has been made on the development of the new constitution. In most of the time, CA members were focussed on resolving the political impasse, and little work was done on the constitution. In 2009/10 sixteen rounds of election by CA failed to elect the Prime Minister. This made the work of the DDNRN-Nepal partners more difficult and they have not been able to complete the activities. Finally, with the establishment of a new government in February 2011, there is an expectation that renewed efforts will be made by the CA members to move forward on the outstanding issues on the constitution. This offers the partners an opportunity to continue with their activities. It was the original intent of the DDNRF-Nepal that a part of the activities would take place after the announcement of the constitution, as dealing with the initial implementation issues will be as important as the work leading up to the promulgation of the Constitution.

The DDNRF project is operating in an uncertain political environment, and the end date was March 31, 2011. There has been no significant progress on writing the constitution till date. The 10 sub-project partners have transformed their project activities in the form of a campaign (Campaign for the CA) and have been active at district and national level, maintaining direct contact with local stakeholders at district level, and CA members, political leaders and other alliances/networks member at the national level. Sub-project partners as the facilitators/mediators, there has been continued effort to bring the voice of the people from the districts to the center and back to the districts, for an inclusive constitution making and state restructuring process. With two media partners involved in the DDNRF-Nepal project, there have been trainings of journalists and media coverage of DDNRF activities and the constitution making process. With the extension of the deadline of the completion of the constitution to 28 May 2011 initially and then to 28 August 2011, the project partners' campaign is not complete. It is important that the DDNRF project sees through the constitution development process, and the DDNRF-Nepal partners' campaign does not end prematurely.

Considering the strong need for the continuous engagement of CSOs with the CA process, CIDA decided to extend support for DDNRF-Nepal with a no-cost extension given to 4 selected high-performing partners out of 10, to September 2011. Despite the unstable political climate, the selected 4 DDNRF-Nepal sub-project partners, have been able to adapt to the changing situation adopting flexible and strategic approaches. These partners have been able to invite leading political party figures (including the Prime Minister), human rights activists and CA members (including the CA Chair) to their programs and made the voice of the people heard. They also have overarching networks and alliances that will be crucial for their activities.

2. RESULTS FOR DDNRF-NEPAL

Expected Outcome 1:

Enhanced and informed participation by all sections of Nepali society, particularly women and the socially excluded, in ongoing democratic processes leading to the election of a socially inclusive Constituent Assembly and drafting of a new Constitution.

Actual Outcome 1:

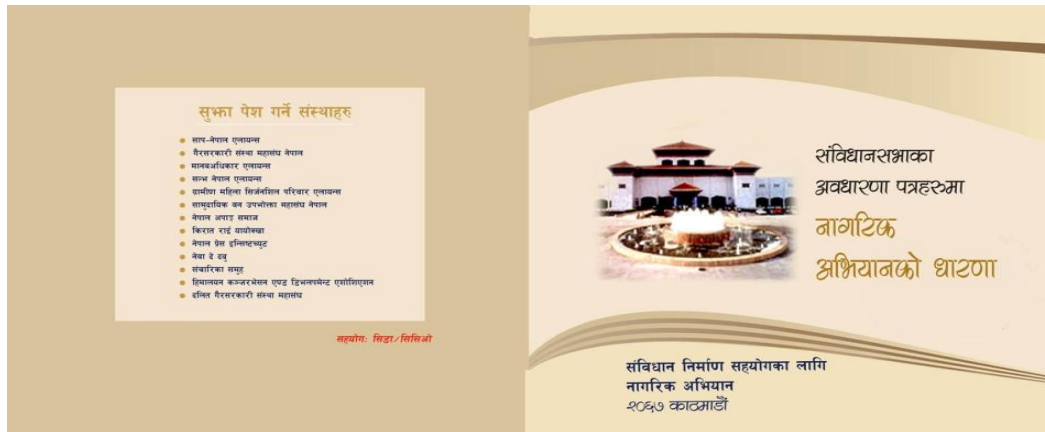
Though this DDN annual report 2010-11 focuses on post-CA election outcomes, particularly on the constitution drafting process, a brief report on pre-election outcomes and immediate post-election outcomes of FY 2009-10 are also covered in this section. This has enabled a better understanding of the post-election outcomes. By FY 2008-09, DDNRF-Nepal partners were able to sensitize 308,000 people – of whom 184,800 were women and 123,200 were from socially excluded¹ communities – on free and fair electoral practices and constitutional issues. This was done primarily through voter education programs. The result was that women and members of excluded groups participated enthusiastically in the election on 10 April 2008. The voter turnout was 80 to 90 percent in some project areas. The DDNRF-Nepal played a significant role not just in raising awareness and increasing participation in the election, but also in ensuring inclusion of women and excluded groups in the CA membership: women make up 33 percent of the CA, members of ethnic/*Janajati* groups 33 percent, *Dalits* 8 percent and *Madhesis* 34 percent. For more details, refer to the 2008-09 annual report.

The project enhanced and informed participation of all sections of Nepali society, particularly women and the socially excluded, in ongoing democratic processes and drafting of a new inclusive Constitution by CA. The focus of the post-CA election period was drafting the new Constitution, particularly ensuring the inclusion of issues concerning women and other socially excluded groups. A total of 119 national, regional, district, and VDC level workshops were conducted for 4,800 participants, including 2,000 women, and their concerns were collected in public consultations at the local, district, regional and national levels. Depending on the type of meeting or workshop, participants included local people (represented based on gender and social inclusion), CA members, media personnel, human rights personnel, political party members, representatives of the security sector, partner organizations, and local bodies.

The collected concerns/issues were presented to the 10 Thematic Committees of the CA in the form of a booklet, *Recommendation for a New Nepal*, which included issues concerning people of various social backgrounds (particularly women, *Dalits*, indigenous nationalities, *Madhesis*, disabled people, and people of the Karnali region), to be incorporated in the new constitution. The plan was to bring out the draft constitution and the CA members visit their constituencies for public consultation. Since that could not be, the CA 10 Thematic Committees at least came up with their recommendations. The DDN partners followed the CA calendar, which was regularly modified, in implementing their activities. They analyzed the recommendations, provided their own recommendations and produced a booklet titled *DDN Partners' Position Paper on CA Thematic Committees' Recommendations*. This process started in FY 2009-10 and continued in 2010-11. The partners conducted national, regional and local level interactions distributing the booklet and raising discussions on the recommendations, involving, CA members, political party members, media personnel, and local bodies. These interactions conducted by all 10 sub-project partners and the booklets have reached 30,124 people. The voices of these people have been brought back to the centre for the CA members to incorporate in the new constitution.

¹ Socially excluded in the DDNRF context includes marginalized groups: *Dalits*, *Janajatis*, *Madhesis*, Karnali residents, PWDs and indigenous nationalities.

Likewise, the project increased knowledge and understanding of stakeholders on state restructuring issues, the federalism and linked people's voices to the policy level. DDN sub-project partners jointly organized workshops on Federalism for their own conceptual clarity and six of the sub-project partners picked different themes on the subject to organize workshops for people at various level (VDC, district, regional and national).



DDN Partners' Position Paper on CA Thematic Committees' Recommendations Produced in FY 2010-11

Subsequently, these workshops reached 26,681 people from community to national level, including CA members, political party members, local bodies, local groups, etcetera, raising intense debate on various themes of federalism (e.g. Fiscal Federalism, Participation in Federalism, Security Policy and its Structures in Federalism, Media and Federalism, Local Governance and Accountability in Federalism, Natural Resources and Federalism). These issues raised have been recorded and presented to CA members, political party leaders. One of the sub-projects, namely SOLVE Alliance, has compiled an informative book on Federalism based on its workshops with the people at various level. It has incorporated the voices of the people in the book.



DDN sub-project partners' joint workshop on Federalism for their conceptual clarity

Attention was given to local language and culture in planning and executing activities, most of which were conducted in partnership with the DDNRF-Nepal partners and local organizations, including CSOs, VDCs, users' groups, women's groups, cooperatives and youth clubs. Lobbying, advocacy, and pressure groups were used to ensure inclusion of issues of concern to communities in the draft Constitution. The DDNRF-Nepal partners have been in ongoing consultations with the thematic committee members and political party leaders via workshops, interactions, tribunals, and conferences, providing their input to ensure people's concerns and voices are incorporated in the new Constitution. Though the document is not ready yet, the CA thematic committees' recommendations show that some of the issues have been addressed.

The project developed local human resources through increased local knowledge and capacity. After the CA election, 63 training of trainers (ToT) programs conducted by DDN partners heightened the knowledge and capacity of 2,000 trainers (800 women, 660 members of indigenous nationalities, and 480 *Dalits*) on constitutional issues, the process of drafting the Constitution; civic education for federalism and state restructuring (SR), indigenous rights, and human rights. This helped trainers to better understand and facilitate discussions at a broader level about federalism, issues/concerns related to Constitution-making, and efforts at various levels to influence the process to make the Constitution inclusive. A book, ***Federalism in Nepal***, was published jointly by partners to improve understanding of the issue in a consistent manner, as well as to assist in facilitating discussions at district and local levels. Continuing the discussion on trainings, Human Rights Alliance (HRA), one of the sub-projects has trained 26 trainers on Social, Economic and Cultural Rights, and Himalaya Conservation and Development Association (HCDA) Humla trained 84 facilitators to conduct interactions with community people on CA related issues, during this reporting period.

Expected Outcome 2:

Improved media coverage of constitutional and democratic issues related to the upcoming CA elections and drafting of the Constitution.

Actual Outcome 2:

The project contributed to achieve improved media coverage of constitutional and democratic issues related to the CA and drafting of the Constitution. For the actual outcome for the pre-election and election periods, refer to the 2008-09 annual report. The DDNRF-Nepal partners-the Nepal Press Institute (NPI) and Sancharika Samuha (SAS) played crucial roles, not only in improving media coverage but also ensuring the quality of coverage during the post-election period for Constitution drafting. One of the highlights of the DDNRF-Nepal project is the wide range of themes of the sub-projects, each supporting the others, though the CA and Constitution have been the overarching theme. Media coverage was another theme, and within it different organizations focused on various media and different activities. For example, NPI focused on training journalists on election reporting, peace journalism, and parliamentary

reporting. During this reporting period, NPI trained in a total of 109 journalists on Parliamentary Reporting. Five such trainings were conducted in five different regions of the country. They included journalists from all sectors – TV, print, and radio. Attention was also given to GESI in the selection of participants. These trained journalists have been crucial in reporting the parliamentary affairs. The trained journalists have already been engaging in feature stories (72) writing on constitutional issues and published in various print media.

Similar activities have taken place in the earlier phases of DDNRF project. NPI had trained 100 media professionals, resulting in a significant increase in coverage of constitutional and democratic issues by local and national media, print and electronic. These trainings took place at a national level with resource persons from Canada. These trained media professionals in turn trained the afore-mentioned 109 journalists at regional level to regional journalists during this fiscal year 2010/11. The capacity of journalists to report facts, procedures, and proceedings of the CA election, and thus the quality of their reporting, has improved considerably. While 72 feature stories have come out during the FY 2010/11, about 44 feature stories were produced on different themes of the constitution-making process in the previous fiscal year. Program by many local FM radio stations (590 programs aired in total in the past and 83 during this reporting period) and TV channels (that aired video spots, DDN partners' program coverage and TV interviews) were instrumental in disseminating information about CA processes to the larger population.



Parliamentary Reporting Training (conducted by NPI)

Sancharika Samuha Nepal, one of the partners jointly with Rural Women Creative Forum (RWCF), another DDN partner, produced a Radio Magazine aired every Friday on one of the most popular FM Radio, and organized 8 interactions on various themes of Constitution-making process. Media has always being the crux of the interactions. It has also focused on media monitoring, particularly of print media, to understand the media's coverage of women's issues.

Media Monitoring:

Of the total 239 items related to constitution making process published in various newspapers, most of the incidents reported were related to timely constitution making process followed by other issues which include issues of federalism, forms of governance, land rights, peace process, electoral system, janajati etc.

The study also showed that the coverage of news/reports on constitution making process has been the highest in the month of December 2010. Similarly most of the news reported were just one time news and follow up was done only in negligible cases which ideally should be done by the media as a responsible sector in order to advocate for the issue.

Of the total items published, only 10 were written from women perspectives and just five were written by women.

Sancharika Samuha (SAS) Nepal

The DABALI theatre focused on theatre, particularly street drama, as a tool for raising awareness and educating, as well as for social healing. DABALI was careful to train the artists (both from the organization and local/indigenous artists) and conduct research to collect local issues that would be presented through the drama and also incorporated in the Constitution. Based on the information collected, DABALI theatre coordinated with DDN partners to form a pressure group that lobbied and advocated to have people's concerns included in the new Constitution, particularly those of indigenous nationalities. Altogether, DABALI gave 60 performances in six districts. During the extension phase, DABALI theatre was not one of the partners but joined the SOLVE Alliance. During the reporting period, it produced only one performance at a national level.

There has been a significant increase in coverage of constitutional and democratic issues by local and national media. The capacity of journalists to report facts, procedures, and thus the quality of their reporting, has improved considerably. The use of both print and electronic media in reporting and disseminating news has grown. Many local FM radio stations were instrumental in disseminating election facts and processes to the larger population, which has limited access to print media. Media dialogue programs further strengthened the rapport between various media personalities and journalists with stakeholders, such as rights activists, government officials, NGOs, and the public.

The DDNRF-Nepal partners also jointly displayed their message on a hoarding board in front of the CA Hall to put pressure on the CA members for timely and inclusive constitution. They also organized a joint public hearing on 28 May, 2010 on the theme "Extension of the tenure of Constituent Assembly and Building Consensus on Peace Building Process".



Hoarding board displayed by DDN sub-project partners in front of the CA Hall



Public Hearing jointly organized by DDN sub-project partners

Expected Output 1.1:

Increased access by Nepali people, particularly women and the socially excluded, to information related to the upcoming CA election, including its mandate, procedures, and membership.

Actual Output 1.1:

Since Expected Output 1.1 focuses on the CA election, Actual Output 1.1 was reported in the 2007-08 annual report.

Expected Output 1.2:

Increased awareness and ability of Nepali people, particularly women and the socially excluded, to participate in informed debate related to democracy and constitutional issues.

Actual Output 1.2:

The DDN project has increased awareness and ability of people, particularly women and socially excluded to participate in democratic and constitutional issues. As has been already stated in Actual Outcome 1, there is decent representation of women and other socially excluded groups in the CA. The Assembly's election was not an end in itself but the means to the creation of the actual Constitution. Therefore, there was a need for DDN partners after the election to work closely with CA members and political parties to ensure that they act responsibly and are accountable towards the Nepali people as they draft the Constitution, particularly women, *Dalits*, ethnic groups/ *Janajatis*, *Madhesis*, people of remote areas like Karnali and Solukhumbu, and PWDs.

Various interactions were organized at national, regional and local level to aware people on the CA 10 Thematic Committee's recommendations and also various workshops organized at all levels on different themes of federalism to aware people and raise discussion on the issues. All such interactions and workshops involved CA members, political party members, local bodies, local groups and at national level, political party leaders. Such representation made the discussion not just vibrant, but also productive.



Two-day workshop to review 10 Thematic Committee's Recommendations from Terai/Madhes Perspective (organized by SAP Nepal)

The DDNRF-Nepal partners continued raising people's awareness via media on federalism, inclusive state restructuring, and the constitutional process. Activities included: workshops/interactions with various stakeholders, including political party leaders, lawyers, CA members, journalists, indigenous and marginalized communities, and CSOs, at district, regional and national levels; facilitation of debate among local people, members of the CA and political parties through public hearing programs, workshops and interactions. Thus the activities carried out have been GESI sensitive. For more details on the range of activities carried out by DDN projects from the initial stage, refer to DDN Annual Report 2009-10.

CA members were assigned to draft a new Constitution in consultation with the general public. For the purpose, 10 thematic committees², three procedural committees, and a Constitutional Committee were formed. Thematic committee chairs and members were selected to ensure proportional representation of the political parties as per their number in the CA. Upon approval in the CA, the committees' papers were handed over to the Constitutional Committee, which will prepare the first draft of the new Constitution by integrating the recommendations of the CA in the thematic concept papers submitted by the thematic committees. The thematic papers will then be compiled and the first draft of the Constitution tabled and discussed in the plenary session of the CA. Its recommendations will be provided to the Constitutional Committee for any changes that are required on the draft. The draft will then be made public for a second round of public consultation through public hearings, seminars, and interaction programs.

The draft versions of the thematic papers were reviewed by the DDNRF-Nepal partners and also by CSOs to ensure inclusion of provisions as per popular demand. Considering that the first round of public consultation by the CA was very weak, the role of CSOs is crucial to seeing that the required level of public consultation is included in finalizing the Constitution as an inclusive and participatory document. Analysis of the concept papers reveals that they must be further strengthened to adequately reflect people's concerns. As such the DDN partners, with inputs from the CCO, reviewed completed draft concept papers and presented their position paper with their recommendations in a form of a booklet. They have presented their analysis from the perspectives of gender, social inclusion, *Madhesis*, PWDs and those from the Karnali region, further strengthening the new Constitution drafting. The partners submitted these suggestions to the chairs of the different thematic committees individually as well as jointly through the CA. The booklet has been used extensively by all sub-project partners to conduct workshop and interactions with people from all walks of life, raise discussion and present their voice to the CA members for modification of their recommendations.

Despite many positive provisions in the thematic concept papers, there still exist numerous gaps and inconsistencies as identified by the DDNRF-Nepal partners. The major ones as summarized are: the absence of a time-bound action plan on the implementation of fundamental rights; incomplete provisions for the implementation of economic, social, and cultural (ESC) rights, because of qualifications in the draft text, (for example, provisions are

² The 10 thematic committees are: Fundamental Rights and Directive Principles, State Restructuring and Devolution of State Power, Forms of Governance of State, Distribution of Natural Resources and Constitutional Committee, Rights of Minorities, Legislative Bodies, Judiciary, Constitutional Bodies, Bases for Cultural and Social Solidarity, National Interest.

subject to being “provided for by law”); weaknesses in the justifiability and enforceability of ESC rights as compared to civil and political rights; unclear responsibility of the State in adopting special measures and introducing remedies, including compensation; definitions and other language is vague and does not refer to international human rights treaties on gender, minorities, marginalized persons, and youths.



Recommendation handover to the Structure of Constitutional Bodies Committee
Source: SAP Nepal Progress Report 2007-09

During the reporting period, SAP Nepal, along with DDN partners, handed over recommendations on the Delineation of Constitutional Bodies to the Structure of Constitutional Bodies Committee, at Singhadarbar, Kathmandu (24 Feb 2009). The Chairperson appreciated the valuable recommendations, adding that they would help CA members frame the new constitutional bodies and their modalities.

Benefits were not limited only to direct participants of the programs, but trickled down to those who could not participate via informal sharing of information. HCDA observed people sharing and discussing Constitution-related issues at public places like hospitals, *chautari* (outdoor meeting places) tea shops and even at the household level.

The DDNRF-Nepal can legitimately take credit for the representation in the CA of women and other socially excluded groups, such as people with disabilities (PWDs), people from remote regions like Karnali, and *Dalits*.



Ms. Indra Maya Gurung CA Member, UCPN Maoist

After the election, as already stated, the DDNRF-Nepal partners continued their activities to inform and educate CA members and political parties, and ensure that they executed their responsibilities. The partners also organized several interaction programs with the CA members and political party leaders/members, from local to national levels, to continually hold them responsible and accountable towards the people and their issues.

Women of all Political Parties Come together at the Same Place

Rural Women Creative Forum (RWCF) has been organizing interaction programs involving the participation of women, dalits and marginalized communities, on constitution making in its four working districts through a program titled "Women Friendly Constitution Making and Equal Participation of Women is the Need of Today". There was active participation of women from various parties and CSOs. Amrita Nepal representing the UCPN (Maoist) Party pointed out that all women must be above the party in representing women. It is only then a women-friendly constitution will be drafted. Women's issues should be above party interest. During the time of conflict, we had to fight for the party. The time was different then. Now, we have the opportunity to focus and highlight the women's issue. Women from all political parties must come together for the common cause.

Likewise, Durga Nepal representing Nepal Communist Party (UML) highlighted that there are certain issues that the party members must do as prescribed by the party. However, when it is women's issue being discussed, all women must think above the party and the NCP (UML) is ready for it. Similar words echoed from members of other parties too, and the result of which was that they formed a women rights group to put pressure to CA members.

Expected Output 1.3

Nepali people, particularly women and the socially excluded, have greater understanding of and participation in the development of fair electoral practices.

Actual Output 1.3:

Since Expected Output 1.3 focuses on the pre-election period, Actual Output 1.3 was reported in the 2007-08 annual report.

Expected Output 2.1:

Increased ability to communicate unbiased election messages effectively, and to facilitate informed public debate.

Actual Output 2.1:

Since Expected Output 2.1 focuses on the pre-election period, Actual Output 2.1 was reported in the 2007-08 annual report.

Expected Output 2.2:

Increased media coverage on issues of concern to all sections of Nepali society, particularly women, the socially excluded, and people living in rural and remote areas.

Actual Output 2.2:

The project increased media coverage on issues of concerns in constitution making process to all section of Nepali society. Two of the DDNRF-Nepal partners are media organizations. They used media extensively. Particularly, NPI trained the journalists (109) on parliamentary reporting prior to bringing out their feature stories (72) on various print media. All together 5 such trainings were conducted in 5 different regions of the country. However, the journalists were not just from print media, but also TV and Radio. The SAS, with its years of experience in media, produced weekly radio magazine focusing on various themes of constitution, its making process, political climate and its effect on the constitution making process, state restructuring, women, socially excluded groups and media in constitution. They also monitored the media to find out the number of articles/news focused on constitutional issues and if any written from women's perspective or written by women reporter/ writer.

Besides the two media partners, the remaining eight partners too used media in all activities they carried out. Their sit-in programs, rally, public hearing program were aired on TV. Various TV and FM Radio programs invited the DDN partner members for interviews. Journalists from TV, Radio and print media participated in the partners' interactions and workshops reported the events. Documentary prepared by partners were aired on TV, e.g. NGO Federation Nepal

(NFN) and FECOFUN. The SAS produced Video Spot aired on TV; HCDA Humla and Nepal Society of the Disabled (NSD) produced radio jingle to aware the public and put pressure on the CA members and political party leaders.

Likewise, SOLVE Alliance and RWCF produced programs on local FM Radio on weekly basis on various themes related to constitution and state restructuring. Where appropriate, the local FM aired programs in local languages. DABALI Theatre produced a street drama at a national level and also wall posters. DDN partners jointly displayed a hoarding board in front of the CA Hall with NSD's initiative and produced quarterly DDN bulletin with SAP Nepal's initiative and distributed extensively. All DDN partners, except two, have their organizational websites and DDN activities regularly updated.



DDN partners' joint Sit-in Program in front of CA Hall aired on TV and FM Radio

2.1 Actual or potential deviation from original plans and schedule

The DDNRF-Nepal partners had to deviate from the original plan and revise their work plan as the draft constitution due on May 28, 2010 had its deadline extended. Their original plan was to analyze the draft constitution once it came out, have extensive discussion on the draft with all concerned stakeholders at local, district, regional and national levels, and provide feedback and recommendations to the CA members for modification to the draft. Since the draft constitution did not come and still has not, the DDNRF-Nepal partners had to step back and work on the 10 Thematic Committee's Recommendations instead. This created an environment of uncertainty, therefore, reduced zeal in the DDN sub-project partners.

The DDNRF-Nepal project activities for the FY 2010-11 were divided into two phase i.e. pre-constitution phase and post-constitution phase. Since the constitution did not come, the activities for the entire year had to be the former type, i.e. pre-constitution.

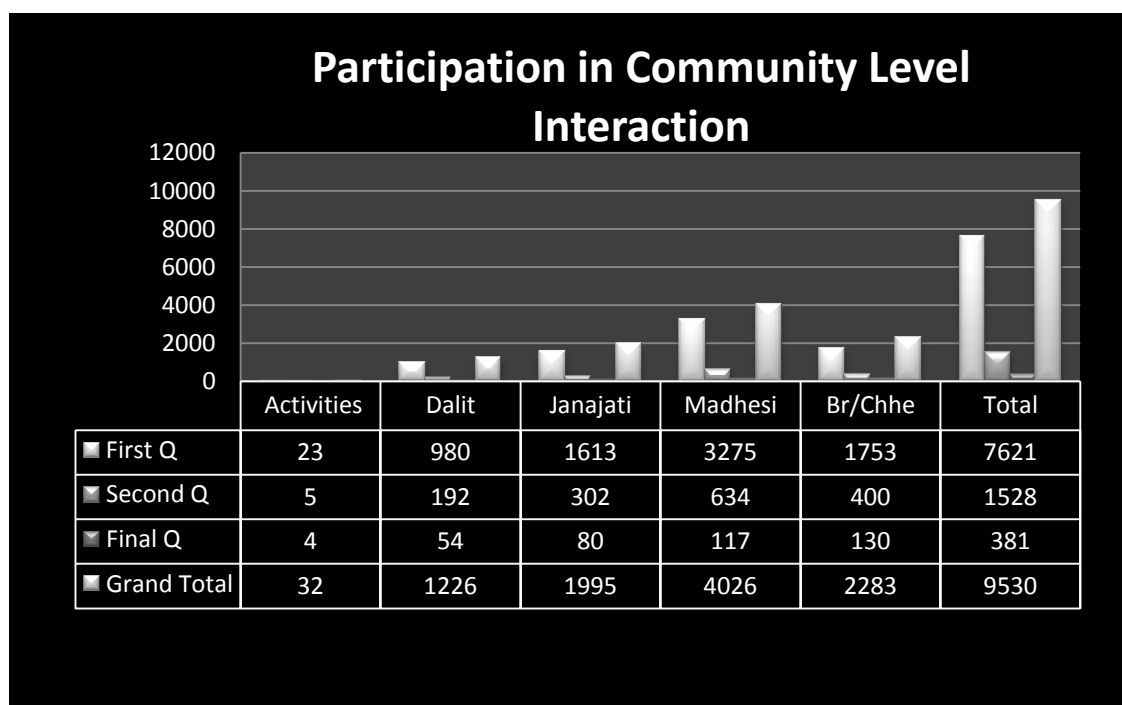
2.2 Support to DDNRF-Canada:

The CCO continued its support to the DDNRF-Canada partners by encouraging the DDNRF-Nepal sub-project partners to participate in the former's program, providing feedbacks to their manuals, reports and case-studies. The DDNRF-Canada and the DDNRF-Nepal team agreed to meet at least once a month, which happened for a few months. This platform allowed regular sharing among partners of learning, experiences, and good practices, which they could use for improving their deliverables. Similarly, DDNRF-Nepal partners benefited from a talk program with two eminent Canadian constitutional experts Bob Rae and John Sims.

3. GENDER EQUALITY AND SOCIAL INCLUSION (GESI)

The DDN partners have consciously applied various strategies, methods, and tools to promote GESI at the sub-project level. The partners were trained on GESI and results-based management (RBM), and were provided with assistance to develop a GESI checklist and a GESI-responsive Logical Framework Analysis (LFA). During this reporting period, the partners were given refresher training on RBM and GESI was also included. The GESI checklist was helpful in formulating the partners' own sub-project strategies and developing GESI results statements to ensure GESI integration in project implementation and monitoring, and also to ensure participation of women and excluded groups in the sub-project activities. Training to integrate GESI into LFA and results led to the collection of disaggregated data, and improved skills in facilitating training/discussion programs on constitutional and inclusion issues, resulting also in partners having greater credibility.

The partners worked with each other and also in close coordination with a wide range of CSOs, users' groups, women's groups, cooperatives and youth clubs, which allowed them to identify the target groups and increase the participation of women and other socially excluded groups in their programs, as well as to raise their issues both locally and nationally. Representational and participatory approaches were followed in selecting participants for the programs, and a conducive environment was ensured so that women and members of excluded groups would feel comfortable expressing themselves. Adoption of mandatory provisions for the inclusion of women and excluded groups also encouraged their participation in the DDNRF activities. Further, quotas and reservations as methods of participation helped to bring out the voices of women and the excluded, and increased their confidence levels in influencing political party leaders, which also played a role in raising their credibility as members of their organizations, and communities.

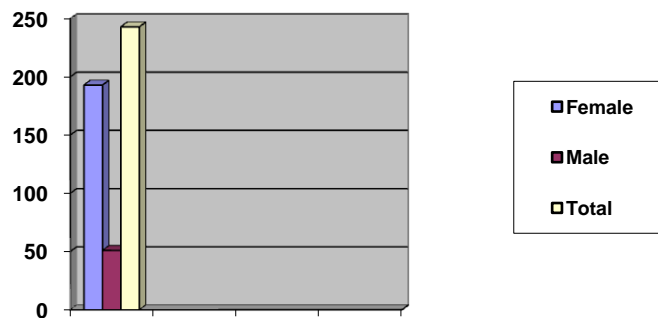


Caste/ Ethnic group-wise participation in FECOFUN's community/ local level interaction programs

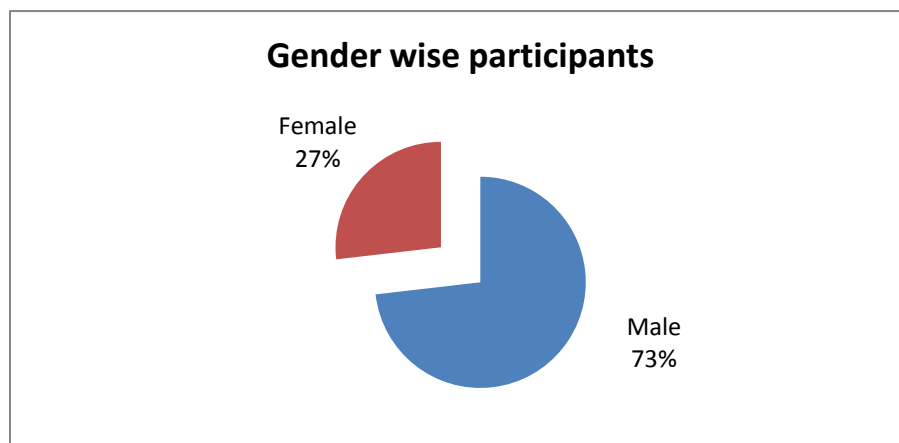
The media – e.g. radio, street drama, IEC materials, TV, and newspapers – were used to raise awareness, showed sensitivity to gender inequality and exclusionary practices in the community, and tried to address them in their communication planning and implementation. The use of local languages was also promoted and implemented.

The DDNRF-Nepal sub-project partners proactively applied strategies and tools to promote GESI while implementing projects. Civic education on issues of women and excluded peoples enabled partners to advocate more strongly and effectively with political parties and CA members. There has been increased participation of women from excluded and marginalized groups in DDN-related activities, including orientation programs, interaction workshops, ToTs, national/regional/community level coordination committees or concerned groups, public hearings and discussion programs, networks, and rallies. Women's participation has reached about 60 percent at the national level and 80 to 90 percent at the community level, with about 90 percent from excluded communities. At the local and community levels, the formation of *illaka* (constituency) level coordination committees, village level concerned or coordination groups, district level alliances, and networks with different stakeholders show a higher level of representation and participation (90%) from *Dalits*, and members of ethnic and minority groups.

A change is also evident in the participation of women and the excluded, and in the type of issues raised in discussion programs. In fact, DDN activities have laid the foundation for change in making people aware of rights issues and in providing space and sparking discussions on key issues of rights and inclusion in guiding national frameworks and legal processes. This has greatly contributed to the visibility and credibility of organizations representing women and excluded groups. Many participants felt that being involved in DDNRF-Nepal activities and discussion sessions was itself empowering, and had an impact at the community and even at the household level. Some of those participants are using the same approach to educate, build capacity, and advocate on ESC and reproductive rights issues in their constituencies.



Gender-wise participation in Rural Women Creative Forum (RWCF) organized local level interaction



Gender-wise participation in SAP Nepal's national level workshop

The partners have continued efforts to integrate GESI at the organizational level – in hiring staff and selecting members of boards/steering committees. This has allowed women and excluded groups to influence decision-making and to take leadership roles, which has given them visibility and credibility in both their organizations and communities.

The project has contributed greatly in building the capacities of women and socially excluded persons to become involved in the CA electoral and Constitution-writing processes. It contributed to the high voter turnout and encouraged women and members of marginalized groups to run as candidates. The partners reported that women from marginalized groups were candidates in the proportional representation race. Civic education on issues of women and excluded people enabled individuals to understand the rights and responsibilities of citizens and advocate with political parties for inclusion of their issues in the new Constitution. It also increased the capacity of partners and community people to understand their rights and responsibilities and articulate legislations, programs, and policies supporting such rights.

The capacity of DDN partners to analyze constitutional provisions from the GESI perspective has considerably increased. With inputs from the CCO, the DDNRF-Nepal partners reviewed the completed draft concept papers of the Constitution, and suggested ways to further strengthen them from the GESI perspective, particularly concerned to women, *Madhesi*, *Dalits*, PWDs and those living in the Karnali region. The partners' skills and capacities to strategically advocate and lobby at the CA have improved. The partners submitted the suggestions using various means: such as handing over individually in person to the chairs/members of constitutional committees, joint submission with other networks, alliances; through workshops and interaction sessions.

4. PARTNERSHIP AND COORDINATION

Coordination has remained one of the key strategies of the DDNRF-Nepal partners in advocating their agendas. Partners developed and strengthened coordination amongst each other, with the CCO, and with CSOs, VDCs, various groups at the local level (e.g. users' groups, women's groups, cooperatives, youth clubs), and with federations, networks and alliances at the national level. Though they were involved in individual activities of their own, they have carried out their individual activities through joint planning and sharing, coordinating with each other and also planning joint activities. This resulted in a collective voice, increased visibility, a stronger advocacy role for partners and more effective advocacy of issues and in pressuring political leaders and CA members at the local and national levels.

Among the DDNRF partners, regional and national coordination mechanisms³ were maintained even after the election, which sustained the synergy and support already generated and made it possible to continue sharing experiences, resources, and lessons learnt. The HR Alliance and NFN took the lead in coordinating at the national level and other DDNRF-Nepal partners supported as and when needed at the district and below levels. Smaller issue-based groups and task teams were also formed on key thematic areas, for example, rights of women, indigenous groups, PWDs, other excluded populations – such as Tharu, *Madhesi*, and people of geographically remote areas and on human rights in general. These thematic bodies identified

³ Alliances set up at the start of the project for coordination and networking were highly functional throughout the project period. The alliances formed were: KRY for the Eastern Region, Human Rights Alliance for the Central Region, NDD for the Western, NDN for the Mid-Western, CECI/ FECOFUN for the Far-Western and the NGO Federation for national-level coordination.

and carried out joint initiatives on the basis of their strengths and constituencies. Activities included workshops, discussion sessions, public hearings, face-to-face interactions with political leaders and CA members, and press releases. Likewise, the CCO participated in donors' coordination monthly meetings organized by Centre for Constitutional Dialogue (CCD) and the information shared with DDN partners.

5. SUSTAINABILITY

Because one of the expected outcomes of the DDNRF-Nepal project was 'enhanced and informed participation by all sections of Nepali society...', the activities carried out to realize the outcome were primarily awareness/civic education, workshops/trainings and interactions. These activities not only informed the people, particularly women and socially excluded groups, but also enhanced their capacities to discuss, debate, lobby, and advocate on their issues and rights. "Local human resources developed can be transformed into social capital for social change and local empowerment" (HCDA report 2007-09). Despite the end of the project, the DDN partners believe that the information they have disseminated and the enhanced capacities of participants in their activities will continue to play a role in people's lives, and that the project has created an environment in which people can continue their activities in post-project period. The information disseminated and capacities built during the course of the project are:

- Knowledge and understanding of the CA election and its processes.
- Understanding of the importance of the Constitution and the need for a new one.
- Capacity building of women, *Dalits*, ethnic minorities, and PWDs, from the rights perspective.
- Ability to identify issues/concerns and raise voices collectively against injustice and inequality.
- The capacity to lobby/ advocate for equitable participation and representation.
- Ability to reiterative planning and adopt depending on the changing political climate.

Project activities were far reaching and not limited to NGOs, CBOs, CA and political party members, but included journalists and local people (particularly women, PWDs, people of remote areas like the Karnali region, *Dalits*, *Madhesis*, and members of other socially excluded groups). Individuals who were trained and informed launched campaigns in all 75 districts to reach out to people at the community level. SOLVE Nepal points out that the resource centers that were established with support from the project will continue to function even after the project completion. The handbook they have developed on federalism, based on their consultative interactions, will be used and further debated even after the completion of the project. Because activities could not reach out to every corner of the country, different media were also used to increase the reach of project activities, more indirectly. Those who participated in project activities worked as conduits, sharing the information with others who could not participate. Program participants were able to question CA members in their constituencies about various issues and concerns. These communities have been able to act as watchdogs for the inclusion of their rights and issues in the new Constitution, and will continue to do so till it is completed.

The partners have transformed the 'project' into a 'campaign', the Campaign for the Constituent Assembly (CCA), a network of the DDN partners. The CCA has been actively engaged at the national level in direct contact with the CA, its members, and political leaders. Though some DDN partners have completed their projects, they continue to remain under the broader CCA umbrella and join with other DDN partners to conduct activities and to lobby and advocate. This clearly shows DDN partners' ownership of the program, which has built strong relationships among all partners, including Canadian ones, for a common cause.

There are many examples where the DDNRF-Nepal partners have shared resources with other CSOs. For instance, NPI have circulated the list of trained journalists so that DDN partners and other CSOs are aware of it and involve them in their constitution related programs/activities. SOLVE-Nepal and alliance members distributed their training manual to other social and political organizations so they could execute the CA training in different districts. The manual was appreciated and there was high demand for it, including from the UNDP for its library. The manual was also widely distributed among NGOs at district and national levels. Similarly, SOLVE-Nepal and its alliance also distributed their publication on federalism in various districts and at different events, enriching the local knowledge.

All DDNRF-Nepal partners participated in an exhibition program organized by CCD/UNDP and another organized by World Bank in coordination with CECI, where they were able to showcase their publications and distribute free copies to the general public, development partners, and NGOs. This also allowed DDNRF-Nepal partners to further network and build public relations with donors and development partners. As a result some of DDNRF-Nepal partners (KRY, NDD, HURDEC, HCDA) received funding from the SCBPN program to conduct similar types of activities and programs in the districts. Similarly, very recently two DDNRF-Nepal partners (RWCF, SOLVE and 2 of the alliance members) have been selected as Local Service Providers to carry out Social Mobilization activities for the Local Governance and Community Development Program (LGCDP), a multi-donor (including Canada) government program in their respective districts.

The alliances/networks formed to implement the project are crucial for reaching communities, especially women and the socially excluded. These alliances and networks were an effective vehicle for influencing key stakeholders and institutions for the sound implementation of project activities. The HRA alone has 1,250 organizations in its umbrella throughout the nation at district, region and national level. These organizations have been continuously involved in HRA activities and will continue to do so after the termination of the project.

At the grassroots level, communities now are knowledgeable and capable of discussing CA-related matters. Those who received civic education are now more able to express their views during discussions and in the upcoming second round of public consultations. The same communities are well equipped to act as watchdogs, ensuring that their rights and issues have been included in the Constitution. All of the information imparted and capacity built during the project will remain within the communities, and people will be able to make use of it.

6. RISK AND MITIGATION MEASURES

During the reporting period, the DDNRF-Nepal partners faced some challenges in implementing activities as planned due to delays in the CA calendar. One major hurdle was the inability of the CA members to draft the constitution on time, resulting in the extension of the deadline, which prevented the partners to implement their pre-planned activities. It is not just the constitution not coming on time, but also the confusion and tension among political parties, their inability to come to a common understanding, which hindered smooth planning and implementation of DDN project activities. The partners had to re-strategize and plan new and different activities because of the new context. Strikes, *bandhs* (total shutdowns), intimidation, and fear delayed project delivery and the effective participation of people; ethnic tensions were encountered in the eastern part of the country, increasing insecurity and fear among people concerning their participation in CA processes; and differences in opinions and interests of political parties has aggravated confusion among the general public on different models of state restructuring and federalism.

One of the major risks for the DDNRF-Nepal partners was the possibility of being biased towards one or another political agenda. As such, the partners developed a Code of Conduct to mitigate this risk and to develop a non-partisan approach in their work. "Staff members and focal point organizations are requested to maintain neutrality and impartiality in their work, and basic operating guidelines have been shared with the partners," said the Code. This Code of Conduct was revised and signed by all sub-project partners during this reporting period.

Frequent strikes, intimidation, and the resulting fear affected project activities and effective participation of the people. The constantly changing CA schedule and the possibility that the draft would not come out by the stipulated deadline was another risk. To mitigate these risks, activities were planned according to CA schedule, strike schedules; sometimes they were postponed and sometimes they were executed under a new title, after consultation with CCO. The activities had to be conflict-sensitive and seek to strengthen the peace process while at the same time promote democratic development. The partners continually built trust and rapport with communities, which enabled them to carry out their activities.

Many structural, institutional, and social barriers still inhibit the full and meaningful participation of women and other socially excluded groups in democratic governance processes. The DDNRF-Nepal partners tried mitigating this risk by stressing GESI in their activities.

Major political parties have drafted their own constitutions, which reflect different models of state restructuring and federalism. This has produced different opinions between the parties whose members are involved in the CA's work of drafting the new Constitution. Thus, if a new Constitution is to be more than a dream, there is a need for the parties to develop a common political ground. The DDNRF-Nepal partners worked constantly with members of political parties and the CA members, organized consultative interactions, to build that common political ground.

A worsening political situation could lead to the breakdown of the peace process and/ or increased political instability could change national priorities and jeopardize the continuation of

the DDNRF-Nepal project, and increase personal risks for aid workers. All activities must be conflict-sensitive and seek to strengthen the peace process while promoting democratic development.

The first extension of the CA for a year, and now for another three months, has given rise to tension between the various political parties and the general public. The rise of ethno-political parties, interest based groups and issue of ethnic based federalism have added complications to the ongoing political discourse. Conflicts between different ethnic groups and issue of “partisan” may increase in future. The constitutional process has not moved further as it should have been in coming to agreement on various contentious issues. The risk is largely outside the project’s ability to mitigate at this stage. However, the partners continue to exercise their joint effort in pressurizing and jointly advocating for the timely release of the draft constitution by taking the ‘project’ further through the ‘campaign’ approach and being strategic as per country’s political dynamics.

7. KEY MANAGEMENT PROCESSES

7.1. Monitoring and reporting

Throughout the reporting period, the DDN Project Officer, Finance Officer, CCO Director and Program Coordinator regularly and continuously monitored the sub-project activities. The CCO also regularly and continuously monitored and updated the political, security, and development situation. The CCO Project Officer and Finance Officer provided feedback and suggestions to the partners on their activities as well as on program and financial management, and had regular telephone and face-to-face interactions. Monthly sharing meetings were organized at the CCO for partners. The Project Officer with Finance Officer visited Udayapur in Eastern Nepal to monitor NPI’s parliamentary reporting; the Project Officer to Pokhara, Central Nepal to monitor FECOFUN’s interaction on state-restructuring and CA Thematic Committee’s recommendations; the Project Officer with Program Coordinator to Sindhupalchowk and Dolakha in Central Nepal to meet with RWCF Alliance members, and monitor their interaction program on CA Thematic Committee’s Recommendations; the CCO Director, Program Coordinator and Finance Officer to Makwanpur and Rautahat districts in Central Nepal to meet with SOLVE Alliance members; the Project Officer to Dhankuta in Eastern Nepal to monitor SOLVE Alliance’s interaction on federalism. The monitoring trip to Karnali Region was postponed once due to bad weather and the second time due to the postponement of the program. The partners were provided with feedback after the fieldtrip. The Project Officer participated and monitored several national level workshops/interactions, meetings organized individually or jointly by the DDNRF-Nepal partners at Kathmandu.

An external audit of all ten DDN sub-project partners was conducted. The audit team reviewed their account books, finance and project progress reports, and interacted with staff and other stakeholders. No financial mis-management was found. The audit did, however, produce recommendations, such as adherence to the CCO Administration and Financial Manual, settling

advances on time, fulfilling the Government of Nepal's requirements – including adhering to the rules of the Social Welfare Council and obtaining a tax exemption certificate. Since the audit was done quite early (July) in the fiscal year, the partners had ample time to provide their management response to the auditor's recommendations and also implement them, which they did.

The CCO's annual audit (FY 2010-11) was also done for the DDN project after completion of FY 2010-11. The auditor also reviewed all the DDN sub project files managed by the CCO and visited office of some of selected DDN sub projects namely HR Alliance, Sanchrika Samuha and SOLVE alliance. In a particular case, auditor noted that SAP Nepal and NPI has not obtained the approval from SWC for the project. The auditor pointed out an issue of office bearers taking additional fees in addition to the salary (Sancharika Samuha). However, the partners have provided the management comments on the auditors' finding with their commitment to adhere to the CCO guidelines strictly in future.

8. FINANCIAL MANAGEMENT AND REPORTING

In FY 2010-11, DDNRF-Nepal disbursed C\$ 123,062. The Project and Finance Officers reviewed the progress reports and account books along with bills/ vouchers submitted by partners on a quarterly basis. On-site observations of the progress of projects and the financial management practices of some DDNRF-Nepal partners were also made by the Project and Finance Officers. The Project and Finance Officer insisted on Reporting Requirements during interaction meetings held in the CCO, and the partners were asked to comply with the CCO Administration/ Financial Manual.

9. LESSONS LEARNED

This section presents a summary of lessons learnt as reported by different DDN partners.

a) Participation and inclusiveness

- Broad participation of women and excluded people in civic education programs enabled them to advocate more strongly and effectively with political parties/ CA members for inclusion of issues of concern to them.
- Training on GESI and RBM given at the start of project implementation encouraged partners to collect disaggregated data and seek GESI results and changes throughout the duration of the project.

“Unity on women's issues has been promoted with the participation of representatives of interparty women's network in our program” (RWCF).

“As GESI was given attention in the projects, it helped maintain gender balance and the inclusion of members from socially excluded groups, which otherwise would not have been possible” (SOLVE Nepal).

“Using local languages and working with local organizations increased both qualitative and quantitative participation” (NGO Federation Nepal).

“Joint efforts between Madhesi and non-Madhesi organizations are more effective for the success of advocacy campaigns to address Madhesi issues” (SAP Nepal).

“Raising and advocating issues related to PWDs helped make changes in the attitudes of political leaders and CA members towards PWDs” (NSD).

“Participation, inclusion, and Do No Harm are key strategies to implement the project effectively” (HCDA).

b) Monitoring and management

The close monitoring and facilitation roles played by the CCO helped in iterative management of the project, particularly in a very fluid political environment. The CCO’s flexibility in approach and activities allowed partners to adopt suitable and appropriate methods and activities while remaining neutral and non-partisan.

c) Transparency and impartiality

The transparency and impartiality maintained by the project at all levels (selection of districts/ VDCs, participants for trainings/ criteria used and the resources available) made it possible for people from all sides to be aware of the project’s purpose and the financial resources available for the unhindered implementation of the project.

d) Risks and mitigating measures

Risks and mitigating measures (security risks) need to be regularly revisited, and necessary measures identified and shared among partners.

e) Increased capacity and credibility

The DDN support has strengthened the knowledge base of Nepali partners in the areas of democratic governance, particularly constitutional processes (CA election, Constitution-making), state restructuring and federalism. This has given them credibility as experts in their working areas.

The project built the capacity of the partner organizations at the district and local levels through increased and extended networks and improved relationships with other community groups, NGOs, government, and political party leaders. The partners gained skills to mobilize people for issue-based advocacy and lobbying, to facilitate rights-based debates and discussions, and to link community issues to national politics through advocacy activities. This has strengthened their existence and credibility as agents of change.

“The project experienced collaboration and forbearance. The receptivity toward the project from the local to the national level is affirming” (NGO Federation Nepal).

f) Media mobilization

Media mobilization throughout the CA process has proved to be an effective mechanism for accessing information, awareness raising, applying public pressure on leaders to be accountable and transparent. Capacity building and mobilization of media has allowed journalists to report unbiased messages and work proactively in seeking issues to report on.

The involvement of the media has improved understanding of the role and importance of media and its continued support in the implementation and monitoring of the project. This understanding allowed partners to consider education, communication, and media strategies for efficient coverage, mass awareness/ education and consolidation of issues at various levels. It also led partners to maintain alliances with the media as a key stakeholder, at the national, regional, and district levels.

“Effectiveness of our program was increased with involvement of media or organizing it in collaboration with media partner” (RWCF).

g) Role of civil society

Civil society can continue to play a facilitating role in engaging political party leaders with the general public. At the national level it can continue to pressurize political party leaders and CA members to abide by their commitments and adhere to the extended time period for the work of the CA. CSOs must continue to educate and raise the awareness of people, facilitate public dialogues and public hearing programs, and advocate for inclusion of popular concerns/ issues in the Constitution. CSOs have a strong role to play by making the future second round of public consultations more meaningful than the first and by making CA members more accountable to their constituents.

“Civil society should act as watchdogs and continue to pressurize political parties towards reforms and changes” (Human Rights Alliance).

“The interaction of CA members in the field during the campaign to collect public opinion and suggestions was extremely helpful. It was like two-way traffic for CA members and HCDA/ the general public in terms of learning and first-hand interaction” (HCDA).

“Gathering different political parties’ members in one place is challenging, which taught the lesson that a culture of solidarity within political parties is one need of the New Nepal” (SOLVE Nepal).

h) Networking and collaboration

The formation of a loose network by DDN partners at the national level proved to be very instrumental in transforming project activities into a larger civil society campaign. The CCA's aims were to launch issue-wise advocacy and lobbying programs on issues related to women, Dalits, indigenous people, Madhesi, and residents of the Karnali region.

Further, the CCA's alliance with other national level bodies provided recognition and legitimacy to the project, and increased the visibility of the advocacy campaign, leveraging the pressure on concerned authorities, political party leaders, decision makers and the government. This also contributed to the sustainability of DDN initiatives beyond the project period.

“Programs conducted jointly with DDN partners, i.e. in collaboration with DDN partners were more cost-effective and efficient. This also enhanced the capacity of those partners not being able to perform to the par when left alone” (RWCF).

“Networking and collaboration helped in bridging the gaps, avoiding duplication, and adding synergy to the campaign” (NGO Federation Nepal).

“Formation of a Constituent Assembly concern group is well appreciated by everyone, including the Maoist party and the district administrative body. It has become a forum for civil society to participate and show their innovativeness. Even after the completion of the project, the project has created an opportunity to work together on future development endeavors” (SOLVE Nepal).

“Sharing of knowledge and experience among the different partners is crucial to achieving the targeted goals and objectives, as one can learn a lot from experiences and challenges” (HCDA).

10. RECOMMENDATIONS AND PRIORITIES FOR 2011-12

With the failure of the CA to promulgate the new Constitution on time (by 28 May 2010), the deadline to complete these sub-projects (10 out of 14) was extended to March 2011. Four out of the ten sub-projects have further been extended for another six months (up to September 2011). In the meantime, the CA was yet again unable to draft the constitution by the extended deadline (28 May 2011) and the term has been again extended for another three months (31 August 2011). In the present circumstance, with the number of outstanding issues requiring consensus among the political parties, a proactive measure by CSOs to facilitate discussions among party leaders on key contentious issues and create pressure for them to come to agreement at the earliest can be highly relevant and useful.

The DDNRF project did the ground work to raise awareness and increase the capacities of the general people, as well as political parties and CA members on constitutional issues. It continues to put pressure on the parties and CA members to draft the Constitution on schedule. As the parties continue to delay coming to a consensus, the DDNRF-Nepal project activities – particularly joint interactions with political parties and CA members; facilitation to enable party leaders to swiftly come to agreement through round-table discussion with the leaders; lobbying, advocacy and pressure tactics like mass campaigns, sit-in programs, rally, press releases; the use of different media to transmit the voices of the people to the parties and CA members – must be continued. Likewise, the issues of concluding the peace process and bringing out the draft constitution are identified as the two most important issues that needs to be addressed during June-August 2011 CA extension period. Realizing the uncertainty, slow functioning of CA towards constitution writing and post conflict transitional period need, CIDA provided DDNRF-

Nepal extension for one more year (until March 2012) and has extended the activities of the 4 active sub-projects from March 2011 to September 2011.

Support is also needed to build the capacities of the DDNRF-Nepal partners to strategically plan and engage with CA members to ensure that popular demands are captured in the new Constitution, and to provide technical expertise on the implementation of the Constitution through development of appropriate legislation, regulations, and policies. The partners also need support so they can facilitate discussions among political parties to ensure the parties act in the interest of peace building, developing democracy, and, in response to people's voices, for the benefit of the nation and its people.

ANNEX

I. Project and disbursement status

DDN Project 2010/2011

Sub-Project No.	Title	EA	Results till date	Project/disbursement status	Disbursement Status
DDN II-01	<i>Media Initiatives to Support the Development of the New Constitution</i>	Sancharika Samuha (SAS)	<ol style="list-style-type: none"> 1. Improved priority and coverage of news through dialogues facilitated among and between journalists and CA members. 2. Increased awareness of the importance of the timely constitution making process, issues related to it and the development of Constitution among media persons, CA members, political leaders and other related organizations 3. Increased dissemination of information related to CA and project achievements. 4. Increased awareness through program in electronic media. 5. Increased participation of the people in ongoing democratic process and supporting constitution making process. 	<ol style="list-style-type: none"> 1. Contribution Agreement (CA) signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second installment disbursed in November 2010 4. Partial third installment released in March 2011 5. External auditing conducted and management response to report made 	<p>Total Budget CAD 36,955</p> <p>Total Disbursement till 31 March 2011 CAD 29,736</p>
DDN II-02	<i>Media Support for Peace, Democracy and Constitution</i>	Nepal Press Institute (NPI)	<ol style="list-style-type: none"> 1. Trained 109 journalists of 5 out of 14 proposed federal states of the country on Parliamentary Reporting. The training imparted knowledge on issues pertaining to constitution, democracy, 	<ol style="list-style-type: none"> 1. CA signed on March 15, 2010 2. First installment disbursed in March, 2010 	<p>Total Budget CAD 40,121</p> <p>Total Disbursement</p>

	<i>Making Process in Nepal</i>		<p>federalism and electoral process in the journalists reporting on these issues.</p> <p>2. 72 feature stories produced in different regions of the country</p>	<p>3. Second installment disbursed in December 2010.</p> <p>4. Third installment released in March 2011</p> <p>5. Management response made for external audit.</p>	<p>till 31 March 2011</p> <p>CAD 34,179</p>
DDN II-03	<i>Incorporating the Voices of the Voiceless in the New Constitution being drafted through a Bottom-up Approach</i>	FECOFUN	<p>1. Increased awareness among people (15, 000 people from community with at least 40% female and 50% from Dalits, Adibasis/Janajatis, Madhesi, and other marginalized community) about the major provisions of the draft constitution at the local level and seek opportunities to influence the draft constitution.</p> <p>2. Increase capacity of forest users groups, federations, CBOs, alliances, and networks in seeking a common position on national interest issues related to natural resources management and fundamental rights and influences CA members, political party leaders, journalists and other civil society alliances on the issues.</p> <p>3. Conducted six district level orientation workshops and nine district level interactions. Altogether 1,119 people from political parties, FECOFUN, government officials and other</p>	<p>1. CA signed on March 15, 2010</p> <p>2. First installment disbursed in March, 2010</p> <p>3. Disbursement of second installment in January 2011.</p> <p>4. Remaining second and partial third installment released in March 2011</p> <p>5. External auditing conducted and management response to report made.</p>	<p>Total Budget CAD 33,804</p> <p>Total Disbursement till 31 March 2011 CAD 26,948</p>

			local/district level stakeholders orientated on the objectives, strategies, target groups and activities.		
DDN II-04	<i>A People Owned Constitution for a New Nepal</i>	SOLVE Alliance	<ol style="list-style-type: none"> 1. Empowered at least 15000 plus people with the information on constitution building process and CA members' activities in CA, build pressure to write constitution on time. 2. Improved environment to submit issues raised by women, Dalits and ethnic people through the CA members of district in drafted constitution. 3. Strengthened local networks like 13 CA concern groups involving more than 500 CBOs, media dialogue and mobilization in district and regional level to create advocacy and lobby on identified issues of Dalit, Ethnic and women to incorporate in new constitution. 	<ol style="list-style-type: none"> 1. CA signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second installment released in December 2010 4. Remaining second and partial third installment released in March 2011 5. External auditing conducted and management response to report made 	<p>Total Budget CAD 67,426</p> <p>Total Disbursement till 31 March 2011 CAD 55,433</p>
DDN II-05	<i>Addressing the Voices of Marginalised People Through the New Constitution: Campaign from Below</i>	NGO Federation Nepal (NFN)	<ol style="list-style-type: none"> 1. Enhanced the basic skills, knowledge on constitution writing and peace building process. 2. Strengthened grassroots movement linking with the national movement and issues 3. Created awareness on constitution making process and bases of federalism 4. Networking and coordination with the 	<ol style="list-style-type: none"> 1. Contribution Agreement (CA) signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second (partial) installment disbursed in 	<p>Total Budget CAD 45,242</p> <p>Total Disbursement till 31 Mar 2011 CAD 33,028</p>

			CA members, presidents of the related CA thematic committees, political party leaders, civil society members, representatives from marginalized and disadvantaged communities and organizations in the regional as well as national level has supported in creating policy level impact through different types of pressure activities, memorandum handover to the CA and make strong demand for democratic, inclusive and participatory constitution.	February 2011. 4. External auditing conducted and management response to report made.	
DDN II-06	<i>Strengthening Civil Society's Role in Making a Human Rights Friendly Constitution</i>	Human Rights Alliance (HRA)	<ol style="list-style-type: none"> 1. Included basic human rights (HR) standards in CA thematic papers especially focusing the rights and privileges of marginalized and excluded people 2. Continuously raised the voice to CA members for the HR friendly constitution in the CA 3. Enhanced the knowledge of local level HR defenders and actively presented them in the discourse of dealing human rights violation cases. 4. Coordinated HR defenders with local organizations, government agencies and other concerned stakeholders to move ahead jointly for the protection, promotion and respect of HR of all people by organizing different meetings, workshops, seminars 	<ol style="list-style-type: none"> 1. Contribution Agreement (CA) signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second installment disbursed in March 2011 4. External auditing conducted and management response to report has been made 	<p>Total Budget CAD 61,197</p> <p>Total Disbursement till 31 March 2011 CAD 35,809</p>

			<p>including public functions at local level.</p> <ol style="list-style-type: none"> 5. Identified common understanding of security for formulation of security policy and its structure and has been submitted to CA members, political parties, concerned stakeholders and CSOs; 6. Expressed commitment by the Prime Minister Jhalanath Khanal in the parliament on 13 March 2011 to overall review the existing security policy, its operational system and structure for betterment. 7. Acknowledged the genuine condition of marginalized and excluded people by the CA members and have been performing their active role in the CA to endorse the rights and additional privileges for them 		
DDN II-07	<i>The Campaign for Positive Advocacy by the People with Disabilities (PWDs) for Drafting a Meaningful Constitution and Maintaining Long-lasting</i>	Nepal Society of the Disabled (NSD)	<ol style="list-style-type: none"> 1. Increased capacity of PWDs for the lobbying and advocacy of PWDs issues in the constitution 2. Increased awareness in PWDs regarding the construction of disability friendly constitution 3. Increased attention from political parties, CA members, CA thematic committees and other concerned bodies on the inclusion of PWDs issues in the constitution 4. Created an environment for the 	<ol style="list-style-type: none"> 1. Contribution Agreement (CA) signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second installment disbursed in January 2011 4. External auditing conducted and 	<p>Total Budget CAD 73,841</p> <p>Total Disbursement till 31 March 2011 CAD 49,121</p>

	<i>Peace</i>		interaction between political parties, CA members, CSOs to avoid political hindrances towards a meaningful constitution 5. Maintained good relationship between PWDs and their organizations	management response to report has been made	
DDN II-09	<i>Enhancing the Participation of Women, Dalits and Marginalized Communities in the Constitution Making Process in Nepal</i>	Rural Women Creative Forum (RWCF) & Alliance	<ol style="list-style-type: none"> 1. Built pressure from local to national level to extend the deadline of constitution drafting from May 2010 to May 2011 2. Increased understanding of federalism in local people of the four working districts 3. Increased awareness in women of the four districts on the CA thematic committee's recommendations 4. Increased capacity of women to lobby and advocate for women's issue in the new constitution 5. Networking with Inter-Party Women Alliance members, Civil Society representatives, Illaka Alliance for Democracy and District Alliance for Democracy members to pressure the CA members and political party leaders for women friendly constitution 	<ol style="list-style-type: none"> 1. Contribution Agreement (CA) signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second installment released in December 4. External auditing conducted and management response to report has been made 	Total Budget CAD 59,970 Total Disbursement till 31 March 2011 CAD 43,288
DDN II-10	<i>Enhancing Karnali People's Participation in the Constitution</i>	HCDA Humla	<ol style="list-style-type: none"> 1. Karnali people especially women, Dalit, Byansi and Lama and other socially excluded people accessed information related to federal structure, CA thematic committee's 	<ol style="list-style-type: none"> 1. CA signed on March 15, 2010 2. First installment disbursed in March, 2010 	Total Budget CAD 62,963 Total Disbursement

	<i>Making Process</i>		<p>recommendations, issues of Karnali for new constitution.</p> <ol style="list-style-type: none"> 2. Collection and dissemination of IEC materials 3. Right to information for Karnali people has been accepted through media 	<ol style="list-style-type: none"> 3. Second installment released in March 2011. 4. External audit conducted and management response made 	<p>till 31 March 2011 CAD 39,383</p>
DDN II-11	<i>Promoting Peace and Democratisation Process in Terai Madhes</i>	SAP & Alliance	<ol style="list-style-type: none"> 1. Increased understanding on thematic concept notes and linkages with micro-macro level issues among political parties, CA members and CSOs. 2. Developed and shared a synthesized framework of federalism and restructuring of the state 3. Increased understanding on Terai Madhes issues among political parties, CA members and civil society organizations 4. Informed CA members and political parties about feedback from Terai Madhes communities on thematic concept note and draft constitution 	<ol style="list-style-type: none"> 1. CA signed on March 15, 2010 2. First installment disbursed in March, 2010 3. Second (partial) installment released in February and March 2011 4. External audit conducted and management response made 5. Has produced DDN bulletin 	<p>Total Budget CAD 68,252</p> <p>Total Disbursement till 31 March 2011 CAD 42,824</p>

II. DDN Partners' Project Districts

FY 2010/11

