

PAHUNCH

Strengthening the Poor and Marginalized Communities' Access to Justice and Security in Nepal



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Abbreviations and Acronyms

AP	Activity Participants
CA	Constituent Assembly
CBO	Community Based Organization
CeLRRd	Centre for Legal Research Resource Development
CGA	Common Ground Approach
CMC	Community Mediation Centre
CPA	Comprehensive Peace Agreement
CPN-M	Communist Party of Nepal-Maoist
CPSC	Community Police Service Centre
CSJS	Centre for Security and Justice Studies
CSR	Corporate Social Responsibility
DAC	Development Assistant Committee
DANIDA	Danish International Development Agency
DfID	Department for International Development
DPAC	District Project Advisory Committee
FGD	Focus Group Discussion
GBV	Gender Based Violence
HUCODAN	Human Rights and Community Development Academy Nepal
HWEPC	Human Welfare and Environment Protection Centre
IEC	Information, Education and Communication
JC	Judicial Committee
JICA	Japan International Cooperation Agency
KII	Key Informant Interview
LGUs	Local Government Units
LSCC	Local Security Coordination Committee
M&E	Monitoring and Evaluation
MC	Marginalized Community
MPRF	Madhesi People's Right Forum
MTR	Mid Term Review
NRs	Nepalese Rupees
OHCHR	Office of the United Nations High Commissioner for Human Rights
SFCG	Search for Common Ground
SGBV	Sexual and Gender Based Violence
SSDC	Siddhartha Social Development Center
TLSC	Tole Sudhar Samiti Coordinators
ToT	Training of Trainer
UNDP	United Nations Development Program
UNICEF	United Nations International Children's Emergency Fund
VAW	Violence Against Women
VAWG	Violence Against Women and Girl
VDC	Village Development Committee
VLA	Victim Legal Aid
WCSD	Women and Children Service Directorate
WHRD	Women Human Rights Defenders
WWG	Women Watch Group
YCL	Young Communist League

Executive Summary

The Department for International Development (DfID) awarded funding to Search for Common Ground (SFCG)-led consortium to implement a four-year project (January 2015 to December 2018) titled Pahunch: Strengthening the Poor and Marginalized's Access to Justice and Security in Nepal. The project was implemented in partnership with the Centre for Legal Research Resource Development (CeLRRd), Human Rights and Community Development Academy Nepal (HUCODAN), and Centre for Security and Justice Studies (CSJS). The overall aim of the project was to strengthen the rule of law in Nepal and to improve access to security and justice for the poor and the marginalized communities, especially women. The project was implemented in 12 districts including Sunsari, Siraha, Saptari, Dhanusha, Mahottari, Rautahat, Sarlahi, Rupandehi, Nawalparasi, Kapilvastu, Dang and Kathmandu.

The evaluation was conducted by Lead International Pvt. Ltd. (henceforth LEAD). LEAD mobilized a team leader and an evaluation expert accompanied with two researchers to assist the lead evaluator in the field (seven districts, viz: Pahunch project districts of Dhanusa, Mahottari, Rautahat, Saptari, Sarlahi, Siraha and Sunsari). The further explanation of the survey sampling has been discussed in the separate survey report.

It used a mixed method of data collection, especially desk review, Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), case studies and end line survey to ensure participation of the beneficiaries and capture their perspective, analysis and reflection in the evaluation process.

The evaluation was guided by the Organization for Economic Cooperation and Development - Development Assistance Committee (OECD-DAC) criteria for evaluating conflict prevention and peace building programming namely: Relevance, Effectiveness, Efficiency, Impact and Sustainability) in the REEIS framework.

Major Findings

The project was highly relevant as reported by the interviewed stakeholders. There was a common agreement among all the stakeholders that poor and marginalized people, especially, women had limited access to security and justice given the social milieu in which they lived their lives. Thus, there was a need for appropriate interventions that would help such community increase their access to security and justice. Moreover, what made the intervention even more relevant, which was not even envisaged in the project document, was the fact that the Local Government Operation Act 2017, 47 (b) explicitly states that civil cases at local level are to be handled by the Judicial Committee. Local government are legally mandated to form a Judicial Committee and under its ambit community mediation center is to be established which will resolve civil cases. These mediation centres already exist at local levels and in some places, need to be enlisted under the Judicial Committee.

The intervention has been found to be effective under five outputs which can be categorized under citizen-police relationship, simplifying access to legal aid and responsiveness, use of awareness tools, and institutional capacity building. The respondents

were highly appreciative of a program design that brought together several stakeholders at local level from justice and security sector. Majority of the respondents from all seven districts pointed out to a situation of fear and distrust that was embedded deeply into their psyche towards the police and justice administration. The situation, however has improved and Pahunch has been able to narrow down the gap, improve partnership and foster collaboration among the locals and the security authorities, a realization that both the entities need to be mutually accountable. Likewise, increased number of referral cases by both the Community Mediation Centres (CMCs) and police also points to the effectiveness of the intervention.

It was envisaged that after completion of the project, the poor and marginalized communities, specifically women, would have improved access to security and justice services. The final evaluation suggested that the poor, marginalized and women have positively responded about their increased confidence in local police and judicial system. The Community and police interaction program organized under Pahunch served as a springboard to mend relations; contribute to understanding mutual accountability, resource sharing and vigilance in the community on social ill-practices like child marriages, among others.

The final evaluation team received encouraging responses regarding effective use of existing structures and leadership support. During several interactions with the CMC coordinators, it was pointed that, enlisting of the CMC within the local Judicial Committee has provided an opportunity to work with the state and local bodies in resolving civil cases at the local level itself. Likewise, an example of the efficiency can also be measured in terms of its value for money. For instance, CeLRRd highlighted that, at a minimum, one person spends up to Rs. 40,000 rupees in the court process. Evaluators learned that in Sunsari alone, due to the project, a total of more than 200 disputes have been resolved in a win-win situation. It has been estimated that eight million rupees of poor people has been saved as expenses for the court processes.

Pahunch has worked with existing structures like Women Watch Group (WWG), CMCs and youth clubs. The community mediation program implemented under Pahunch has been referred to as a good model as it has trained and capacitated mediators to successfully resolve disputes. As the Judicial Committee is in its infancy and its representatives lack experience in managerial matters let alone judicial processes, the mediators trained through Pahunch could play a positive role to institutionalize mediation service at the newly created local government structures. Thus, the most promising aspect of its sustainability would have been if it could have had more opportunity to work with the Judicial Committee in strengthening the CMCs under its wing since this judicial process for civil cases has been mandated in the constitution.

Challenges to the Project

- Apart from unforeseen natural calamities like the flooding in Terai and the 2015 earthquake, the project could have unforeseen and thus overlooked certain risks for the project. For instance, it was expected that the Madhes based parties would put up some form of protest after the promulgation of the Constitution for they were against some of the provisions in the Constitution and were demanding reform over

such clauses. As such, the Terai unrest with its protests and blockade in the targeted districts of the project compelled the consortium to suspend all the field activities and restrict the staff mobility to district headquarters for quite a period of time.

- Due to the absence of an integrated plan for all the partners in the consortium, it was often felt that in the beginning different partners were moving forward with different plans. Radio Lumbini, for example was expecting that their engagement would be limited to producing weekly magazine contents while eventually they ended up doing many more things which in fact added to the effectiveness and impact of the program. Nonetheless, it does show lack of sufficient orientation for partners. Planned periodic meetings could also not be regularised throughout the project areas. One of the major challenges that persisted in the internal administrative aspect of the project therefore was intra-organizational conflict among the many stakeholders responsible for executing the different deliverables of the project.
- The districts that were targeted by *Pahunch* project were such that the trust between the police personnel and the public was very fragile. The situation was further exacerbated by the subsequent *Madhes Andolan*. After implementation of the project, significant impacts on changing level of trust between these parties were felt.

Lessons Learnt

- The Pahunch project was signed in the month of January 2015, however, the partners were selected only on September/October of 2016. This is a significant delay in terms of life of the project and the activities needed to be undertaken over the project period. Evaluators learned that focus on completion of project activities under such circumstances have serious bearing on implementation, and especially, exit strategy of the project.
- The Pahunch program had multiple layers of implementation partners. The synergy of these individual organization in the delivery of the project would help generate greater impact. However, intra-organizational conflict could hamper the timeliness and quality of the project in its initial implementation phase.
- A lack of fit between donor and local financial compliance posed a challenge to the project. Understandably, donor institutions have their own compliances and the consortium partners have to comply with the government of Nepal's compliances. Therein already lies a tension.
- Providing a sense of ownership of the project to the local community would help create self-sustaining institutions, which would result in generation of more meaningful impacts in the target districts.
- Before implementing activities, there should be a clear vision on how the output will be utilized and reflected. For example, the community scorecard activity was

implemented at the final phase of the project. Since the project was phasing out, it had four major implications - its effectiveness could not be measured; the received feedbacks could not be incorporated; the implementing partners were not able to follow up on the impact; and ownership could not be transferred to the community and police administration.

Recommendations

- It is recommended that in any similar future intervention, all the partners in the project be ascertained as and when the project is signed in order to avoid any lag in implementation in the absence of local implementing partners.
- While using multiple partners across multiple strata, it is recommended that an integrated plan for all the partners in the consortium should be prepared in any undertaking of similar nature in the future. This would help all partners understand where they fit in the entire intervention picture.
- It is recommended that any future iteration leverage the groundwork laid down by Pahunch. For instance, the scorecard's effectiveness could not be assessed due to an abrupt end to the program. However, if the project is somehow carried on then the scorecard needs to be taken as a baseline for districts that are possible.
- Frequent transfer of government officials including the police is a very common practice. Thus, it is recommended that the second-tier organizations need to be well informed and more effort should be devoted towards relationship building and engagement of these groups in the project. For instance, the police which were one of the key partners in the project should have been roped in at the very beginning of the project. Carrying out the capacity building of the police officials in the first phase of the project itself would have ensured heightened effectiveness of the overall goal of the project.
- A proper framework needs to be established so that the good practices that have sprouted from this project are institutionalized and passed on to the new generations. For this, Search needs to work with its local partners to transfer the knowledge and strengthen the institutional memory.
- With regards to financial compliances, the donors need to realize local partners' limitation and be prepared to be flexible. This has been recommended since the program's relevance lies in the fact that it operates in the deep pockets of the Terai region where such programs are never carried out and even local organizations have not ventured into such areas with international partners.
- Considering the effectiveness and impact that was seen during Pahunch itself, it should be ensured that tools like drama clinic and the visual aid campaign are continued beyond the project duration.

- Media programs (such as the radio program) need to be tied up with the local governments for matters concerned to both sustainability and local ownership.
- Possibilities of extending the radio talk shows as public hearing programs could be explored.
- Donors should look to diversify the stakeholders they work and engage with.
- A mechanism should be built to monitor the post-settlement status and conduct regular follow up with the victims once a dispute is settled through Community Mediation Center (CMC) or is undertaken by a Victim Legal Advisor (VLA)
- Considering the impact that the project was able to generate within the limited time-frame it is recommended that Pahunch be extended by at least two years to enable local stakeholders to oversee and deliver security and justice better. Furthermore, the effectiveness of few of the activities that were carried out in the final few months could not be measured. The outputs that came out as a result of the interventions (i.e. the collaboratively designed concepts) could not be implemented. The program could have been extended to create avenues for the implementation of these programs.

Chapter 1: Introduction

1.1 Country Context

Nepal, in the last two decades, faced unprecedented crisis that not just brought political and economic turmoil but also had severe social repercussion. Despite the reinstatement of democracy in the 1990s, political instability coupled with lack of governance and internal strife have hindered the process of guaranteeing certain fundamental rights-equality before law, equality of status and opportunity, right to life and personal liberty, right to access security and courts to its citizenry. This political volatility over the years has affected vulnerable population, especially women and marginalized groups, which has created a huge gap between the general people and the judicial and security system of the country, making the cognition of rule of law weaker.

The ten years of Maoist insurgency, from 1996-2006, affected the entire country and created fear and a sense of insecurity among the populace. Nepal came under siege from the Maoists-led armed conflict on February, 1996. The country, from east to west, was affected with clashes between the then Royal Nepal Army and the People's Liberation Army (the Maoist army) gripping even the capital, Kathmandu. The impetus behind the war was to fundamentally alter the 'historical relations of oppression' in Nepal. The 'People's War' had a severe impact on the Nepalese community, in entirety; however, women and girls were inevitably the most affected victims of the insurgency due to gender specific violence and inequalities exacerbated by the conflict. Rape, sexual abuse, and torture by both warring sides were widespread (Baidya, 2009). As per the cases recorded in the Transitional Justice Reference Archive, the Security Forces appear to have committed majority of the cases of sexual violence. From over one hundred catalogued cases, 12 list Maoist personnel as alleged perpetrators while amongst the cases reportedly committed by security forces, an almost equal number refer specifically to the Nepal Police, the Royal Nepal Army and the Armed Police Force. Women and girls not only faced gender-based violence, trafficking, HIV/Aids, displacement and other forms of exploitation but also encountered rape as a tactic of war during the conflict period (Shrestha, 2012). Even though these human right violations committed during the conflict period were extensively investigated and reported, documentations related to sexual violence remained under-reported. This was mainly because of the lack of support, protection and redress mechanism that existed during the conflict period, and the fear of repercussion or further victimization if perpetrators were reported (United Nations Office of the High Commissioner of Human Rights, 2012).

The decade-long conflict between the state and the Maoists, which severely affected people's trust in the justice and security system of the country, ended in 2006 with a ceasefire after both parties signed the Comprehensive Peace Agreement (CPA). The commitments and agreements made in the CPA regarding human rights induced hope among the general people that the human rights situation would improve immediately in the nation and expedite justice delivery. However, it took two years for the government to come up with the first interim constitution. The delay wavered the expectations of majority of people. Moreover, the constitution failed to ensure proportional representation to all, which resulted in the first *Madhes Andolan* (2007), with serious consequences in the Terai

Belt of Nepal (OHCHR, 2008). The direct denial of justice by the government deteriorated the situation more, before any gains could be achieved and strengthened.

The first *Madhes Andolan*, started on January 2007 by the Madhesi citizens, aimed at guaranteeing proportional representation system and electoral constituency reform in Nepal (Jha, 2017). It ended on August 2007 with an agreement that the government would accept proportional representation in every state organ, recognize *Madhesi* culture, language, make autonomous states while restructuring the state, eradicate all sorts of discrimination, enact Muslim law, recognize regional languages and award citizenship to all Madhesis (RCHC, 2013). However, the fact that there was a second *Madhes Andolan* signifies that the spirit of the agreements could not be captured via implementation. The second *Madhes Andolan* in 2008 saw much more brutality and violence than the first. At least 24 people lost their lives during the protest, majority of which occurred due to excessive use of force laid by the Nepal Police. Several others from Communist Party of Nepal-Maoist (CPN-M), Madhesi People's Right Forum (MPRF), Young Communist League (YCL) were also killed during the incident. The absence of justice heightened the rage of these people, resulting in the killing of seven alleged member of the armed group by the local Madhesis in the name of "popular justice" (OHCHR, 2007, p. 02).

The violence that emerged pertaining to the issues of representation and discrimination had serious impact on the human right situation of Terai, which led to lawlessness for these rural and marginalized groups. The intervention of armed groups spread a climate of fear and intimidation in these districts, where the citizens, themselves did not seek justice. Moreover, the police and the judicial were either unable or unwilling to control the situation of lawlessness, placing the security of general people at risk. This exacerbated latent level of mistrust, in multiple local areas, and further distanced the police and the communities.

The series of incidents that took place had significantly affected all districts targeted by Pahunch as they were politically volatile and prone to violence most of the time. These events created a sense of insecurity among the vulnerable groups, leading to serious implications for the poor and marginalised communities, especially women:

- Low levels of understanding and trust towards security sector actors
- Lack of public awareness of security and justice reforms and mechanisms
- Public distrust of the justice sector
- Limited access to justice system
- Limited practices of community-police engagement
- Lack of capacity among security and justice actors
- High levels of violence against women (VAW)

While such grave effects on access to security and justice were already felt as a result of the ongoing political and economic crisis in the nation, unprecedented political challenges after 2013 worsened the situation. As the first Constituent Assembly (CA), 2008-2012 failed to meet its objective to deliver a new constitution, the second CA (2013-2015) was assigned with a dual agenda—to relaunch the constitutional process and to act as a transition government. While there was intense political bickering among the major parties in the CA, the Madhes based political parties were continuously agitating for more rights and for greater recognition in the new constitution of the country. A proposal to encompass

province five exclusively of Madhes districts by splitting hilly districts tabled in the parliament had sparked fierce demonstrations for more than two weeks in November 2016. As reported in the Mid-Term Review report of *Pahunch*, this political unrest, repeated violent incidents, manipulation of ethnic differences for political gain followed by subsequent incidences of perceived prejudice created a sense of insecurity among the minority groups. The absence of trust-worthy economic, social and political structure exhibited a downward spiral among the poor and marginalized communities, including women, Dalits and youths. The vulnerable groups have been historically averse in accessing security and justice service owing largely to their own social structure and also given their low standing in the society. Notwithstanding, all the ups and downs, Nepal entered into the federal structure as the second CA delivered the current and the seventh constitution of Nepal on September 20, 2015.

Nepal witnessed a devastating earthquake in April 2015 measuring a magnitude of 7.8 on the Richter Scale and numerous aftershocks. Nearly 9,000 people died and more than 22,000 people suffered injuries. Over the course of the project, the country underwent multiple violent protests by the Madhes-based political parties, corresponding to five month-long Indian economic blockades of petroleum products, cooking gas and other necessary commodities for which Nepal fully depends on India and Indian route. This period also saw a change of political alliances among three political parties followed by subsequent changes in government. Nepal also experienced a humanitarian crisis caused by heavy rainfall and severe flooding in many districts of Terai. The Pahunch project districts of Dhanusa, Mahottari, Rautahat, Saptari, Sarlahi, Siraha and Sunsari suffered a loss of human life, livestock, cultivation and a complete obstruction of transportation. Despite all these political turmoil and natural calamities, the country witnessed a peaceful local government election for the first time since 1999 and the election of the National as well as Provincial Parliament which heralded a gradual implementation of the Constitution of the Federal Democratic Republic of Nepal promulgated in 2015.

The mid-term review of Pahunch further reports that although Nepal emerged as a conflict-ridden country in the second decade of the 21st century, the fundamental challenges that the poor, marginalized women and rural youth faced remained unchanged. The lack of knowledge about police and court processes, negative perception of police and court officials, role of middlemen and their manipulation of cases and exploitation of poor people remain the major factors that prevent rural people, especially women to access security and justice.

1.2 The Project

The Department for International Development (DfID) awarded funding to Search for Common Ground (SFCG)-led consortium to implement a four-year project (January 2015 to December 2018) titled **Pahunch: Strengthening the Poor and Marginalized's Access to Justice and Security in Nepal**. The project was implemented in partnership with the Centre for Legal Research Resource Development (CeLRRd), Human Rights and Community Development Academy Nepal (HUCODAN), and Centre for Security and Justice Studies (CSJS). The overall aim of the project was to strengthen the rule of law in Nepal and to improve access to security and justice for the poor and the marginalized communities, especially women. The project was implemented in 12 target districts including Sunsari,

Siraha, Saptari, Dhanusha, Mahottari, Rautahat, Sarlahi, Rupandehi, Nawalparasi, Kapilvastu, Dang and Kathmandu.

Primary target groups of the project were the poor and marginalized groups including *Madhesi* communities in the Southern VDCs (Eastern, Central and Western Terai), Muslim communities (Sunsari and Kapilvastu) and the *Pahadi* communities in the Northern hills in Nawalparasi district. Likewise, the secondary target groups of the project were the security and justice sector actors, including: Nepal Police, District Bar Associations, judges, lawyers, and public prosecutors. Similarly, the secondary target group also included journalists who participate in media-centric activities and decision makers who participate in national policy dialogues at the central level.

1.3 Project Objectives and Desired Results

Pahunch intended to play an instrumental role in increasing the access to security and justice of the marginalized communities, especially women in the project districts. The Actor Based Theory of Change served as a guide for *Pahunch's* project design. This theory identifies the gaps and weaknesses related to security and justice sector, in practice, and posits how these situations could improve as a result of the project. It also accounts for the current state of predetermined variables – capability, opportunity and motivation of the stakeholders - and envisions an improved state of these variables.

The project identified women from the marginalized community as crucial stakeholders who require specific intervention. Likewise, the formal justice (court), informal justice (CMC), media, security personnel, and marginalized community were identified as major actors of the project. *Pahunch* aimed to achieve the following results over the course of the project:

- Increased knowledge to the citizens about existing legal provisions, systems and procedures around security and access to justice;
- Improved trust and mutual accountability between the citizen and the police;
- Improved responsiveness from the police in providing necessary information and services to the public, specifically the poor, marginalized and women;
- Improved access and responsiveness to the poor and marginalized communities from the formal justice system including the court officials and legal aid;
- Increased access to community mediation services for the poor and marginalized communities.

1.4. Scope of the Project

Pahunch was implemented in 12 districts in following geographical clusters:

- Eastern Region: (1) Sunsari, (2) Saptari and (3) Siraha;
- Central Region: (4) Dhanusha, (5) Mahottari, (6) Sarlahi, (7) Rautahat, and (8) Kathmandu;
- Western Region: (9) Nawalparasi, (10) Rupandehi and (11) Kapilvastu;
- Mid-Western Region: (12) Dang.

Chapter 2: Methodology

2.1 Evaluation Methodology

This evaluation was conducted by Lead International Pvt. Ltd. (henceforth LEAD). LEAD mobilized a team leader and an evaluation expert accompanied with two researchers to assist the lead evaluators in the field. Likewise, three local coordinators (two in eastern cluster and one in western cluster) were mobilized who supported the local level coordination. The final evaluation was designed to broadly capture qualitative information on the existing experiences and perceptions of the target groups and key stakeholders regarding the *Pahunch project*. It used different methodologies like desk review, Focus Group Discussion (FGD), Key Informant Interview (KII), case studies, to ensure participation of the beneficiaries in the evaluation process. The final evaluation primarily used qualitative methods; however, some quantitative data from primary source (end line survey) and secondary sources (existing reports, baseline data) were also used to compare the findings.

The evaluation team examined all relevant documents made available by SFCG. Literatures including project proposal, quarterly progress report, baseline survey, district assessment report, and thematic research report prepared by Palladium were reviewed in the process. An in-depth study was conducted which focused on prior 'related' theories – concepts and relationships that depicted the core problem that the project identified, similar issues and learnings from it, theories and researches on approaches and lines of investigation.

Similarly, FGD information in all seven districts were collected from the project's target groups including marginalized communities, Women Watch Group (WWG), Community Mediation Center (CMC) workers, project participants from training, football/drama clinic, self-defense training and community-police dialogues as well as legal clinics. The total number of FGD respondents were 15: Eastern Region (4), Central Region (4), Western Region (5), and Mid-Western Region (2). Out of the total 128 respondents, 56.25% (72) were female and 43.75% (56) were male.

In addition to the FGDs, a total of 47 KIIs (13 female and 34 male) were also conducted. The participants of KIIs were police officials (5), judicial officials (4), security partners (7), judicial partners (3) and radio partners (7), Rural Municipality/Municipality staffs (7), Lead partners (4), supporting partners (5), CMC workers (3) and CMC beneficiaries (2) from the seven districts. Of the total KIIs, 11 were conducted in Sunsari, 8 in Saptari, 5 in Mahottari, 3 in Rautahat, 10 in Rupandehi, 4 in Kapilvastu and 6 in Dang.

In addition to the FGDs and KIIs, case studies were also developed during the field visit. The case studies developed were based on the relevance, effectiveness, impact, and sustainability of the project.

The evaluation was guided by the Organization for Economic Cooperation and Development- Development Assistant Committee (OECD-DAC) Criteria namely Relevance, Effectiveness, Efficiency, Impact and Sustainability) in the REEIS framework. Some findings were also categorized under best practices, future strategy, lessons learnt, challenges, and opportunities. After segregating the qualitative information, it was analyzed and interpreted

accordingly. Similarly, a comparative analysis with baseline survey has also been incorporated in the report.

2.2 Limitations

Notwithstanding the time limit, one of the major challenges encountered during the evaluation was that since the project had already phased out, it was very difficult to manage time with the various partners of the project. Some partners had already started to focus on other projects and thus, had moved out from the targeted districts. The evaluation team could only meet some individuals who were available. However, if the evaluation was conducted prior to the project phase out, the partners would still be working on the ground and the information could have been richer.

A major problem was also created by language barrier between the evaluators and the project beneficiaries, especially Muslim communities and *Madhesi* women from the interiors of the districts. To overcome this limitation, the evaluation team mobilized the local supervisors as translator/interpreter who assisted in the interpreting the information. Though, free flow of the conversation was interrupted, it was assured that the essence of the information was not diluted or loss of the information did not take place.

Chapter 3: Evaluation Findings

3.1 RELEVANCE

Relevance Prior to project Conception

The Maoist insurgency that plagued Nepal for a decade coupled with the aftermath of reported high-handedness by Nepal police during the Madhes Movement strained the fabric of trust and accountability between the locals in districts of Terai. After the restoration of democracy in 1990, the concept of police which was until then limited to stern crime investigation and law enforcement agency was redefined with added responsibilities so as to nurture a friendly, helpful, and trustworthy relationship between both the public and the police. However, the expectations of the common people in maintaining peace and security and accessing justice from the police were not met with satisfaction. This meant local, especially, women from marginalized and Muslim community were hesitant to approach the local law enforcement agencies for justice or to take legal measures when necessary and this inaccessibility was further compounded by the social milieu in which these women lived their lives. The security status of locals in general during the insurgency was not up to par as incidents of torture, atrocities, Gender Based Violence (GBV), and Violence Against Women (VAW) were frequently reported on behalf of both Nepal Army (the then Royal Nepal Army) and the then Maoist Liberation front.

The actions of Nepal police to suppress the Madhes Movement was viewed as a state-sponsored act by many in the districts of Terai and further strained the relationship between the local administration, law enforcement agencies and the justice organs in their community. Also, women and Muslim community in Terai were more deprived than men in accessing justice services due to the social and cultural milieu that existed wherein embedded patriarchal values structure the lives of the people (Chiongson, et. al., 2011). Moreover, the local people did not trust the justice sector due to prevailing high level of corruption and a large portion of the locals were unaware about the services of judicial institutions.

In some of the districts of eastern, central and western Terai, more than three-fourths (76%) of the population were not interacting with or contacting the police (SFCG, 2016). This was found to be more prevalent among deprived communities. A need to do a lot more to do at the local level to establish a healthy, reliable and strong relationship between locals and the police to maintain peace and security was thus felt. Pahunch envisaged improving access to security and justice to the poor and marginalized in order to close the gap created during the insurgency and post Madhes movement. In this regard the project has been highly relevant and the thematic interventions designed, to create mutual accountability, awareness among the target group about the existing legal provisions, systems and procedure while accessing justice.

Contemporary Relevance

Findings from SFCGs rapid district assessment for program design document (SFCG, 2014) has highlighted that the primary target group of the *Pahunch* project is the poor and marginalized population, which includes rural women, Muslim, Tharu, Madhesi and Janajati. The report further highlighted that the target group expressed that they continue to face

hurdles for easier access to the country's security and justice mechanisms. It could be drawn out from the report that these groups held the perception that the police and the judiciary treat those who have access to power (mostly political) and resources better, particularly when reporting a crime or dispute.

A SaferWorld, publication has highlighted that one of the constant problems in addressing violence against women has been a lack of understanding and sensitivity among police officers (Rana 2017). It further highlighted that generally women who try to report any form of sexual assault or domestic violence encounter a police system that is not very competent and sometimes outright abusive. She further argues that since the police system is usually the point of first contact with the criminal justice system, women survivors, in seeking justice for sexual or other assault, encounter obstacles from the very beginning of the process (Rana 2017).

“This project is very relevant because it has created an enabling environment at the local level where community and police are linked.” - Bharat Raj Devkota, Chairperson, Human Welfare and Environment Protection Center, Dang, A Pahunch Implementing Partner

Similarly, district assessment done by Pahunch Project (Budhatokhi 2015) explicitly highlighted that many women from these marginalized communities are unaware of their rights, and being illiterate, lack access to information and justice. There is a profound culture of silence among women and a general sense of acceptance of the violence perpetrated against them; only most severe cases are made public, and even in those scenarios, women prefer to go to peer groups rather than the police or community mediation centers.

According to the Asia Foundation (2013), community level mediation practice, a type of informal justice system, was introduced as a result of the shortcomings of the formal judicial system in Nepal¹. However, the Foundation does not further elaborate whether this was introduced as a result or to support the formal justice center. It further elaborates that the community mediation in Nepal was largely premised on two key contextual factors: the inability of many people to access justice and the poor quality of justice available to others. This was followed by the Village Development Act, Municipality Act and District Development Committee Act in 1991. Furthermore, Local Self-Governance Act was introduced in 1999, which further strengthened local bodies. This particular Act transferred the power and responsibility of resolving disputes to local communities by establishing ‘*Madhyasthata Samiti*’ (Media-arbitration board). To strengthen the role of the local bodies in rendering effective mediation of civil cases at local level, Mediation Act was introduced in 2011. Community mediation centers established during this period are seen as being cost effective, easily accessible and time efficient structure in solving cases of civil disputes.

SFCG conducted a study in 2013 to assess the perception of local people regarding access to security and justice in Dhanusha district. The study revealed that the majority (81%) of the

¹ Community Mediation in Nepal:

<https://asiafoundation.org/resources/pdfs/CommunityMediationinNepal.pdf>

respondents were unaware of the existence of mediation centers. In addition, the remaining respondents (19%), who were aware of the existence of mediation centers, stated that the mediation centers were playing an active role in resolving local conflicts.

In the second five year strategic plan (2009/10-2013/14) of the Supreme Court of Nepal, it has been clearly highlighted that one of the strategic interventions mentioned in the second strategic plan is to 'increase access to justice and increase public trust' determining the reach of stakeholders on judicial information; promoting legal aid and mediation, and '[strengthening] the service' delivered by the courts.



Different government agencies, such as the then Ministry of Local Development, the then Ministry of Peace and Reconstruction, and Ministry of Law, Justice and Parliamentary Affairs; and development partners such as the Asia Foundation (TAF), Department for International Development (DfID), Danish International Development Agency (DANIDA), Japan International Cooperation Agency (JICA) and United Nations Development Program (UNDP); and different civil society organizations are all working in the area of mediation (Bhandari, 2011). With the recently drafted Local Government Operation Act 2017, provision of inclusion of such mediation mechanism within local government's mandate and assimilation of their function has also been envisaged to enhance the delivery of justice at local level. Additionally, the Local Government Operation Act 2017, 47 (b) explicitly states that civil cases at local level are to be handled by the Judicial Committee. The Act also provisions use of registered mediators who can help facilitate mediation of disputes at local level. However, the local bodies formed after the local government elections in 2016-17 are yet to be fully equipped by both capacity and resources in order to help them render their services in an effective manner. Meanwhile, in the present context several non-government agencies i.e. Asia Foundation, CeLRRd, (who is also the consortium partner of *Pahunch*) have been working in mediation sector and building skilled capital by training mediators. This further emphasizes the relevance of the project.

Reported Relevance

Relevance of the project is also reflected through the following contextual factors based on existing documents and field level consultation, that justifies why the project was relevant:

1. Selections of target districts were done based on the Disadvantaged Group (DAG) criteria as conceptualized in the project document and communicated to the partners. The major parameters for selection of such districts were: caste and ethnic composition, complaints lodged with the local police, disputes among marginalized and women, cases filed in the court, victims of gender-based violence (GBV). *(Based on field consultation)*
2. Poor and marginalized people, especially women across the areas covered by Pahunch expressed that there was limited access to security and justice. There was need for appropriate interventions that would help such communities increase their access to justice and security. This program has helped poor and marginalized people in this regard. *(Based on field consultation)*
3. The relevance of the project is also evident in the emergent collaborative practices between the media (especially the FM stations), Nepal Police, CMC and local women watch groups. The project has been successful in aligning different stakeholders towards the goal of strengthening the access to justice and security for the poor and marginalized. This includes creating a platform for police and civil society to work together. *(Based on Mid-term review of the project)*
4. The project's relevance is reflected through the efforts like community-police dialogue, trainings on gender-based violence and other local level issues, youth-police football, awareness generation programs, radio programs about access to security and justice and other tailor-made initiatives to mention a few to overcome the gaps identified in the project document. *(Based on consolidated report)*
5. Project's relevance was also reflected through the design of the overall modality to overcome the existing gaps identified in the project implementation districts. Some of the major gaps that was highlighted in the project proposal:
 - there was gap within the security and justice sector;
 - criminal cases have also been mediated, which fueled impunity and jeopardized the acceptability of mediation;
 - existing services was not effective to ensure people's sense of security and access to justice;
 - low levels of understanding and trust towards security sector actors;
 - lack of public awareness of security and justice reforms and mechanisms;
 - distrust of the justice sector among the general public;
 - limited practices of community-police engagement;
 - lack of capacity among security and justice actors;
 - and high levels of violence against women (VAW). *(Based on Project proposal.)*

6. Relevance of the project was also echoed through involvement of the journalists. Media plays an important role; it is equally important that news are based on facts and information are shared in wider scale so community people are informed about the security and justice related issues, challenges and opportunities. *(Based on field consultation)*

Similarly, the baseline study outlined a buffer between the members of marginalized community (especially women), victims of GBV and disputes pertaining to women and their access to justice in the Terai. The said buffers were identified as the community elites, political leaders and lack of clarity about role of Nepal police as a law enforcement agency, often confusing Nepal police as a judicial organ. The baseline data shows that 58% (of the total 1,959 surveyed) respondents opted to reach out for an elite's help to register a case or settle a dispute. Similarly, 14% of the respondents (mostly men) opted to reach out for a political figure in their community to help expedite their case registration, settle a dispute within the community and seek justice. This highlights the role of community elites and political actors, occupying important access route to justice as an informal justice provider.

"In Terai, it is very prevalent to see that people here usually seek help of the elite in their community rather than approach the police in solving any disputes that arise."- Rabi Rawal, Deputy Superintendent of Police of Kapilvastu District.

In addition to this, women, in general, were hesitant to bring a legal dispute to the formal mechanism as they were less aware about their rights in terms of security and justice. The public knowledge of community regarding justice, legal aid and security as reiterated by the baseline study clearly validates the relevance of all thematic activities targeted towards improving knowledge of the community towards security and justice. Another instance underlined by the baseline study and also the final evaluation findings focuses on the awareness of community, especially marginalized and women about existing judicial and security structure.

"This is a good initiative taken by SFCG and Nepal Police, to aware and sensitize Nepal Police and the community people too."- Indira Acharya, Women Human Rights Defenders (WHRD) Rupandehi.

"A relevant program that made us easy to work with Search and other partners through schooling in different aspects of security and justice." - Uma Kafle, Deputy Mayor, Siddhartha Municipality, Rupandehi

"The relevance of the project is reflected through the design and its modality where community, justice and security partners were brought together in a common platform."- Prakash Ghimire, Project Coordinator, SSDC Kapilvastu

The project was based on the nine specific principles that, when combined, contributed towards the objectives of the project. The nine specific principles were Common Ground Approach (CGA), reciprocal accountability, generating evidence and impacting policy, build upon existing structures and mechanisms, working with demand and supply side, multi-pronged approach, multi-stakeholder approach, multi-stakeholder engagement,

adaptability, and integrating security and justice. This has enabled the consortium partners, lead partners, local partners, and radio partners working at the grass root level to design and implement area specific intervention in line with the thematic outputs designed during the project inception. For instance, in areas like Saptari, IEC materials and radio programs were made in Maithili, a language spoken by majority in the region. Similarly, use of local language and context was taken into consideration while developing contents of the awareness programs relevant to specific regions.

“There was the context of the conflict (plus extended transitional phase) and the ensuing rise of skirmishes between the police and the people on one hand while a disconnect between local communities and the justice machinery on the other hand (for esp. the poor and marginalized thought that courts and justice mechanism were only within reach of the elites). It was thus very relevant that Pahunch went to the grassroots level.” Hema Neupane and Radha Adhikari, CeLRRd, Rupandehi.

3.2 EFFECTIVENESS

The overall effectiveness in implementing project activities as marked by the mid-term review report (SFCG, 2018) suggests that although the project was progressing well, it was relatively slow. Capitalizing on the trend reported during the mid-term review, findings from the final evaluation show that project activities have been implemented to obtain desired results and the overall effectiveness has been satisfactory. The findings under effectiveness has been based on the five outputs, categorized under citizen-police relationship and mutual accountability, simplifying access to legal aid, inform and influence policy, use of awareness tools, and existing structures and capacity building:

Citizen-Police Relationships and Mutual Accountability

The evaluation team received an overwhelming positive response from the participants when asked about the effectiveness of the project. The respondents were highly appreciative of a program design that brought together several stakeholders at local level from justice and security sector together. Majority of the respondents from all seven districts pointed out to a situation of fear and distrust that was embedded deeply into their psyche towards the police. This could be further linked to the findings from district assessment titled *State of Access to Security and Justice in Terai-Madhes* which reports that poor, marginalized and illiterate were asked to present a written complaint further pressuring them to pay the lawyers or professional writers (Lekhandas). The situation has been improved (Budhathoki, 2015). The Sunsari District Superintendent of Nepal Police Rajan Adhikari, mentioned about “*providing a template form with a simplified format to lodge complaints*”. This initiative is already functional.

It was also highlighted in the same assessment that the police were also reluctant to a complete a thorough investigation of cases that was related with influential people. Yet another finding during the field visit, mentioned in the project proposal and as indicated in the assessment was that the target groups view the police as trying to resolve even criminal cases through settlements.

The situation, however has improved and Pahunch has been able to narrow down the gap, improve partnership and create the urgency among the locals and the security officials towards mutual accountability. Some of the major gaps that were addressed by the project exhibiting its effectiveness:

Gaps	Addressed
Criminal cases have also been mediated, which fueled impunity and jeopardized the acceptability of mediation.	The project has contributed in a new trend both with police and the CMCs. The increased number of referred cases showed that the referral mechanism is strengthened among police, VLA lawyer and community mediation center.

<p>Limited practices of community-police engagement</p>	<p>During the project period, a total of 58 community-police dialogues (28 district level and 30 village level) in 11 districts were conducted. A total of 1638 participants (Police: 189 and Community: 1449), participated in the dialogues which raised various security concerns and expectations of both police and these communities in maintaining security. Further, dialogues developed joint action plans and the action plans were implemented jointly through tailor-made Small Grant Activities (SGA). Such interventions were developed to foster interaction and collaboration between the police and community.</p> <p>Similarly, as a vehicle to address social norms under the Pahunch project a total of 44 community police drama clinics were completed. Such clinics engaged community and police in perception changing, trust building and relationship building sessions and also provided spaces for both to share their expectation, challenges and works. The frequent interaction and participation of police and community in group sessions helped them understand each other and change their perception towards each other.</p>
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Such intervention not only established mutual relationship between community and police but also *built collaboration between multiple stakeholders.*

“I was so much amazed when I heard that Pahunch project is conducting program in Saptari with the participation of youth and police where community perceived police as enemy because many people were killed in Saptari during confrontation with the police. But later when I observed project closely, I saw that the project was very successful not only to narrow down the relation gap but also flourished the collaboration among youth and police to combat jointly against the criminal incidents prevailing in the community.” - Shyam Sundar Yadav, Vice chairperson of Federation of National Journalists, Saptari.

Superintendent of Nepal Police, Sunsari, Rajan Adhikari also recognized that the project created very effective platform to build trust among community and police. Referring to the football clinics, and trainings designed to orient police officials towards victim sensitivity and handling GBV/VAW cases, he pointed out the effectiveness of interventions taken into account. Similarly, Shyam Sundar Yadav, Vice Chair of Federation of National Journalists Saptari highlighted that in the wake of *Madhes* Movement, there was palpable tension and angst, especially among the youths against the local police and law enforcement bodies. He further added that interviewee was making excuses, rescheduling and at times cancelling interviews with local stations when pitted with a law enforcement representative. However, the football clinic has been great success in terms of closing in the differences. Likewise, the

Deputy Superintendent of Nepal Police, Dang, Ravi Rawal shared a similar opinion citing that intervention has served as a bridging tool between the community and police. Likewise, the interaction of the police with marginalized community and participants of 'Antar Sambah' program, a community police dialogue program, the respondents underlined that police has become approachable and that they can now expedite the cases of GBV, domestic abuse, triple *talak* (divorce) with the help of the officials they met during various trainings and interaction programs during Pahunch.

In terms of community and police engagement, the evaluation team found that community police dialogue has facilitated positive discourse between both parties and supported a common ground of networking. This has created a sense of mutual accountability. To foster the community police relationships, in the eastern Terai districts, the last dialogues conducted adapted the format of mutual accountability dialogue. This dialogue was objectively designed to promote mutual accountability, identify gaps in services and develop a joint work plan to improve services. The Pahunch report (SFCG, 2019), informs that a total of 71 mutual accountability dialogues were organized in Local Government Units (LGUs). A total of 2007 (Male: 1001, Female: 1002, Transgender: 4) participated in the dialogues, including 487 police personnel.

In the consolidated report it has been highlighted that the dialogue helped to: identify the service areas that police have to improve in order to be more responsive towards the community and effective service delivery, and sensitize the community towards their role in maintaining peace and security which builds mutual accountability and trust. However, the evaluation found four major implications of this activity - its effectiveness could not be measured; the received feedbacks could not be incorporated; the implementing partners were not able to follow up on the effectiveness; and ownership could not be transferred to the community and police administration.

"We did a number of programs but since the project has phased out, we could not study the impact of many of our engagements. It was as if we implemented the designed activities, but did not really own the feedback that we got from the project. For example, we did the scorecard program. Then we closed the project. We should have either not done the scorecard at all, or continued it until we saw some result. There was a lack of exit strategy in the project. We are certain that that was there on paper, but that was not implemented." - Prakash Ghimire & Kashiram Bhattarai, Siddhartha Social Development Center.

The effectiveness could also be measured based on how findings and recommendations towards security and justice from previous studies and or research have been addressed by the project:

- Previous studies have highlighted that the women participants highlighted the importance of having enough presence of women police to handle the cases related to violence against women (VAW) (Budhatokhi, 2015). The deployment of more women police in the Women and Children Service Centers (WCSC), and among the lower units of the Nepal Police, in their words, would increase their comfort level in

reporting cases. During the final evaluation it was also reflected during visit to Sunsari, where the locals helped women police officials with accommodation and ensured a safe working environment in wake of increasing cases of eve teasing and VAW.

- One of the major findings in Asia Foundation, 2013 where it has been mentioned that Nepal's formal and traditional justice systems do not appear to empower individuals of marginalised groups. HUCODAN consortium partner, organized seven judicial outreach programs in districts of Mid-western region, Western region and Central region to make judges more familiar with the challenges faced by community people during the registration of cases and their prosecution. A total of 1723 people from marginalized communities participated in the event. During the program judges and court officials from the district court reached out to the community in order to address their concerns. This program provided a platform for the community to voice their challenges in seeking legal services directly and to be informed about the legal system and provisions from judges and court officials. This supported in fostering relationship and building trust and empowered individuals of marginalized groups².
- In a publication of SaferWorld (2017), it has highlighted that one of the constant problems in addressing violence against women has been a lack of understanding and sensitivity among police officers. Search and its local partners completed a set of trainings on gender sensitive case investigation and counselling skills in Sunsari (2), Siraha (2), Saptari (1), Mahottari (2), Sarlahi (2), Nawalparasi (2), Rupandehi (1), Dang (1), Kapilvastu (3) Rautahat (2), Dhanusha (2), Kathmandu (1). The training was attended by 697 junior Nepal Police personnel at the level of constables and head constables, out of which 154 (23%) were female police personnel with the skills to deal with survivors of GBV. The training delivered the content to develop conceptual clarity on gender sensitive investigation, sex and gender, the penal code and national legal framework, laws and policies in regards to GBV.

“Before, only big cases used to go to the police. But after the intervention of the project even small cases are being taken to the police. This is a manifestation of the trust that has slowly been growing between the police and the locals (esp. poor and marginalized),” - Indira Acharya, Kadam Nepal

² SFCG 2018. Quarterly Report for the period July-September, 2018. PAHUNCH: Strengthening the Poor and Marginalised's Access to Justice and Security in Nepal

Case Study 1: Gender sensitive case investigation and counselling skills: A boon

Ram Narayan Gupta, District Police Office in Kapilvastu proudly narrated how he was able to bridge the difference between a husband and wife who had been living separately for eight years. He credits this to his newly acquired skill in Gender Sensitive Case Investigation and Counselling Skills, which taught him to delve into the details of any complaints that comes his way. According to him, there was a couple who had been living separately for eight years. There had been complaints registered by the wife in the Women Cell of the police station but the case had yet to be resolved. He husband had a drinking problem and used to beat up his wife. His wife who no longer could tolerate the husband's behavior started to live separately with his daughter and son. The wife work in a noodle factory to make her ends meet. Her husband who suspected his illicit relation with the manager had a fight with the manager and this case had come up in the police station, which eventually led Mr. Gupta to the wife and the husband. Mr. Gupta asked the complainant to delve into how the incident had transpired. It took him three days to get the picture of the case. After understanding the details, Mr. Gupta requested both the husband and wife to live together at least for 15 days and also asked her husband to stop drinking. The initial request to stay together was agreed by both the husband and wife and it has now been three months that the couple have been living together without any bickering.

Simplifying access to legal aid

In terms access to legal aid, the effectiveness of the project is reflected through ensuring reach of marginalized community members, victims of VAW and GBV especially marginalized women of Muslim and Dalit community to dispute resolution via mediation, access to victim legal aid (VLA) service, Similarly, orientation to lawyers on victim's rights and gender sensitivity, and legal camps have been very effective. One of the gaps identified in relation to the access was limited access to justice system. The findings revealed that to increase access to the justice system, Search organized legal camps to increase community access to legal services, especially to the underprivileged, marginalized, and poor people. These camps helped to inform underprivileged groups, especially the poor and the women, about the ways to access the legal services.

- During the project, CeLRRd and HUCODAN mediated 1898 major cases. Out of the total cases: 40% (in 2016); 44% (in 2017); and 62% (in 2018) have been settled. The remaining cases are ongoing at the court and mediation centers for further deliberation.
- CeLRRd and HUCODAN organized a total of 168 legal camps, and 8946 people participated in those camps. During the camps, professional lawyers provided legal counseling to more than 75% of the attendees in the camp that helped to clarify the issues (related to resources and interpersonal problems) and understand the legal process. In addition, community people received information on dowry, child marriage, witchcraft accusation and partition of properties.

"80% of the total 109 cases lodged with the office of legal aid are GBV cases and domestic abuse. With the recent provision by the central government in

December 2017, that made Legal aid to victims of domestic abuse free and similarly the government has also strengthened jurisdiction of police to help them handle such cases better by reprimanding/detain parents on reasonable doubt in case of child marriage.” - Ram Prasad Gautam, Legal Aid officer, Saptari

The evaluation team collected encouraging response from the respondents of both KIIs and FGDs when asked about the pre and post project status of accessibility to the legal services.

Before	After
There was lack of awareness about legal provisions of justice and security.	After the implementation of the project, participation of poor and marginalized people in different activities stated they are much aware about the legal provision and wherewithal to access such services was a common acknowledgement from the FGD participants and key informants. In the endline report, 85% of the respondents stated that the national bodies providing security or justice services, such as the police and the court should resolve criminal cases. Likewise, a KII respondent, Chanchal Jha from Radio Rautahat expressed that through the platform created by Pahunch, people are more aware about the free legal advices that are offered by the judiciary.
Majority of the beneficiaries shared that they believed justice is expensive and it is not for poor people.	After interaction with lawyers, judges, they, now, believe that justice is accessible as well as approachable. It is for all, even the marginalized and poor people. This can be evinced by the 10% increment in the awareness about the legal aid service, as depicted by the endline report.
High practice of involvement of middle man while going to both security and justice sector	There has been a tremendous decrease in involvement of middle man as people are now more aware about the sector and how to reach there. The stark decline of respondents who visit the community elites, from 60% to 50%, to seek justice reflects decreased involvement of such intermediaries.

“These days, even in the courts, if the authorities learn that the case is from a project beneficiaries, then they get careful consideration and judgement is also administered very quickly,” Hema Neupane, CeLRRd, Rupandehi

Community mediation has been practiced in Nepal since for a long time (Local Self-Governance Act was introduced in 1999, transferred the power and responsibility of resolving disputes to local communities by establishing ‘Madhyastha Samiti’). Similarly, the Mediation Act introduced in 2011, ensured higher accessibility and fast and effective delivery of justice to local people. The community mediation centers now receive more

cases that require resolving small disputes and the number of cases filed by women is encouragingly growing by the day. CMC mediators were trained to handle civil cases and have been very efficient in handling cases at local level. The consolidated report (SFCG, 2019) has also highlighted that during the project period CeLRRd and HUCODAN organized number of basic mediation trainings to train and orient community mediators on basic mediation, awareness of legal rights and mediation act (SFCG, 2019). The eight-day basic mediation training followed the curricula, modules, and materials developed by the Mediation Council Nepal. A total of 74 basic mediation training for community mediators was conducted in which 2369 mediators participated in which 55.30% were Male (1310) and 44.70% were Female (1059).

“In my neighborhood a woman was beaten very badly because of issue of water use. When I came across this incident, as a trained mediator, I went into the details of the incident and registered the case in local police station. Soon, the police took action and the culprits were punished according to the law.” Tilak Pariyar, CMC member, Gadawa Rural Municipality, Dang

Likewise, another training for community mediators was orientation on Mediation Act 2011 and regulations. A total of 65 orientations were organized by HUCODAN to help mediators understand the legal provisions of community mediation according to existing Nepalese laws in order for them to coordinate effectively with local stakeholders and register themselves in the roster of their judicial committee.

The approach of CMC was focused on conflict and dispute resolution mechanisms, further contributing towards decreasing police and courts' caseload and promoting more win-win collaborative problem solving at the community level. To build upon existing community mediation centres, it was proposed to establish 44 new CMCs, supported by CeLRRd and HUCODAN. During the project phase, HUCODAN and CeLRRd established a total of 42 new CMC in Siraha (5), Mahottari (5), Dhanusha (4) Sunsari (2) and Sarlahi (1), Saptari (8) and Rautahat (6), Kapilvastu (4), Rupandehi (2), and Sunsari (5). The establishment of the mediation center within the LGUs has created easy access to justice as well as disputes resolution. The local bodies have recognized CMCs as an important mechanism of informal justice delivery, acknowledging the mediation approach as an alternative dispute resolution mechanism. Since 2016, a total of 3017 mediators were oriented out of which 54.03% were Male (1630) and 45.97% were Female (45.97).

“Community people used to go to either police or court to settle the dispute, to settle the case it would take more than a year. As this project strengthened and also established CMC, local people have gained access and are able to resolve their case in a short duration” Bhola Prasad Bishowkarma, CeLRRd, Kapilvastu.

Findings based on the KII and FGD and review of the document (SFCG, 2018 and Budhatokhi, 2015) highlighted that prior to the project implementation, community people approaching community police was viewed as something that undermined the importance of meditation while involvement of CMCs further in the loss of evidence. The consolidated report, 2019 has also stressed that there have been instances, where criminal cases have also been

mediated, which fueled impunity and jeopardized the acceptability of mediation. To address this, HUCODAN and CeLRRd organized 843 events on district level sharing, district consultative committee meetings, workshop with local stakeholders, dialogue between judicial committees, local police and mediators. During the workshop, meeting and sharing a total of 15,027 people participated, out of which 70.51% (10596) were males and 29.49% (4,431) were female. Out of the total events, 22 events were dialogue between judicial committees, local police and mediators that had assisted to develop a clear understanding among the participants about their roles and responsibilities as per the Local Governance Operation Act, 2017.



The increased number of referred cases showed that referral mechanism is strengthened among police, VLA lawyers and community mediation centers. During the project, the mediation centers referred 267 criminal cases brought to their attention to the police. The major criminal cases referred included accident, domestic violence, drugs and smuggling, human trafficking and threat to life, land related disputes, murder, physical abuse/assault, rape/attempt to rape, robbery, suicide, use of arms, and violence against women. Similarly, police and VLA lawyers referred 191 civil cases to CMC, while 116 civil cases came to the mediation centers through LGUs and judicial committees.

“We often seek help from police in cases where parties won’t provide the required assistance” Nabisa Khatun, CMC Member, Harinagar, 04, Sunsari

“I can strongly claim that work of our mediation center is far more efficient and effective while comparing to other municipalities. To add more, mediation is the best means to resolve any dispute. Since the parties of the dispute themselves are engaged in the settlement and since no higher agency gives a decision in favour of or against any party, settlements are amicable and acceptable to all” Uma Kafle, Deputy Mayor, Siddhartha Municipality, Rupandehi.

The community mediators from all districts unanimously claimed that they have found mediation to be the most effective and affordable solution available at local level creating a win-win situation for both the parties. The final evaluation findings and that highlighted in Budhatokhi, 2015 on community based mediation is found to be a "win-win" approach. Based on the evaluation team's interaction with the mediators and Judicial Committee members, it was revealed that:

1. Many of the Judicial Committee members (especially at rural municipality) shared that they do not have the technical knowledge to fulfill their duty as the heads of the Judicial Committees. (*similar finding in MTR*).
2. If the CMC under the Judicial Committee can function effectively, it will lessen the burden of the convener of the Judicial Committee, which would translate into effectively allocate time for other services and attend to other service seekers. (*similar finding in MTR*).
3. In Siddhartha Municipality (Rupendehi), Harinagar Rural Municipality (Siraha), Bhokra Rural Municipality - 4 (Sunsari) CMC has been provided space to conduct mediation. However, the space provided is not enough as the mediation needs to be carried out in a confidential way.
4. In the local government act and mediation act, the remuneration of the CMC coordinators has not been mentioned. Despite this, Siddhartha Municipality, of Rupandehi has allocated NPR. 15,000.00. However, under the income Tax law of Nepal 15% Tax Deductible at Source (TDS) needs to be deducted. Similarly, NPR. 500 is provided to each mediator per case. It would have been more effective if such provisions of basic remuneration for both coordinators and mediators was indicated in the Act. Other rural municipalities are still unclear as to how it can provide remuneration to the coordinator and mediators.
5. The Bhokra Rural Municipality -4, Sunsari and Rajbiraj-2, has allocated NPR. 1,000,000.00 for CMC, however, there is no clear modality as to the allocation and how the amount can be used in an effective and efficient way.
6. Currently, CMCs are working closely with the Judicial Committee (JC) and referral of cases to CMC and the cases handled by the JC are treated based on Article 47 (a) and (b)³ of the Local Government Operation Act, 2017. However, because JC being the new structure, it was also reflected that there is no clear provision, so far, on the structure of the mediation center in each ward.
7. Ownership among the CMC workers has been low ever since the Judicial Committee took charge (in case of Harinagar-4). Previously they had at least one CMC meeting a month, but in past four months no one has taken any initiative to either conduct or attend such meeting. The major reason being they have shown no interest to follow the standard procedure of CMC. The respondents even stated that the JC members lack the capacity to address the disputes like the trained mediators do.

Inform and influence policy

Major activities carried out to generate evidence to inform and influence policy includes dialogue on organizational structure of Nepal Police under the federal structure;

³ Local Government Operation Act, 2017. Available at: <http://www.lawcommission.gov.np/np/archives/44921>

effectiveness of women and children service centers; and research on community police. The studies carried out were found to be very relevant in the present country context. Following is a brief overview of the major findings on how Pahunch supported studies have found their way in the policy discourse.

Pahunch consortium partner CSJS conducted dialogue on '*Organizational structure of Nepal Police under the federal structure*' in mid-western region, eastern and central region with the participation of Ministers of Internal Affairs and Law, five provincial parliamentarians, lawyers, media persons, member of the judicial committee and civil society organizations. *The dialogue also solicited suggestions from the peoples with different background and explored ideas from international practices that has assisted to analyze constitutional framework in relation to federalization of the Nepal Police*

CSJS conducted public sharing of the research report on "*Effectiveness of Women and Children Service Centers*". The findings covered the available services with the Women and Children Service Directorate (WCSD) and way to address criminal activities against women and children and the challenges they face. During the sharing of the findings, there was three major recommendations based on the sharing: uniformity of approaches of Women and Children Service Center (WCSC) are needed across the districts; there is a need to improve the institutional motivation through more trainings on psychosocial counselling improve service delivery to police officers of WCSC; and to share the findings in a wider scale so that it could be translated into plans for further improvement.

CSJS conducted a Research on "*community police*" that has been able to influence a few provisions in the recently formulated Pahari Hamro Tole ma Programme Operation Guidelines, 2074. The research findings were shared with Police Headquarters and other concerned stakeholders and four recommendations were incorporated in the guidebook. The incorporated recommendations are:

- Provision of mobilizing community police at ward level by dividing wards into a number of clocks as required;
- Replacement of the NGO model of Community Police Service Centre (CPSC) with a network of organizations (GOs-CSOs);
- Merger of all the small initiatives (police my friend, P2H2, road safety, Corporate Social Responsibility (CSR), school campaign) of Nepal Police into "Police in Our Village"; and
- Formation of (Local Security Coordination Committee (LSCC) that brings together Tole Sudhar Samiti Coordinators (TLSC), local service center officials, local government representatives, educational institutions, journalists, local NGOs and Community Based Organizations (CBOs,) the private sector, transport entrepreneurs, local civil society elite, and other invited members.

Use of awareness tools

Pahunch brought together stakeholders like Women Watch Group (WWG) and Paralegal Committee. This was a good example of strengthening the existing structure rather creating new ones. Out of the seven districts visited, both WWG and paralegal committee exist in Siraha only. The respondents from WWG highlighted that the project was very effective in

terms of mobilizing the existing structure formed by UNICEF/WCO. Because of *Pahunch*, they were able to impart awareness on violence related to gender and domestic violence, legal provisions related to it, how WWG role in such issues and the referral mechanisms. Participants have been actively engaged in raising awareness through door to door visit, organizing awareness generating programs, involved in monthly meetings for further planning and reflect on the issues.

Similarly, *Pahunch* conducted Training of Trainers (ToT) of social norm awareness to staffs of its implementing partner organization and partners of IPSSJ. Such trained trainers also engaged active groups like: WWG, mother's group, health workers and volunteers, who are in close contact with the community people. The strategic groups are those So, this training has capacitated community women who raise awareness about VAW/GBV in the community and build understanding of women about legal procedure to receive legal measures and perceive domestic violence as a crime and not something as natural.

Up until January of 2018, 1369 women watch group members were oriented on the concept of GBV, gender sensitivity, identification of social norms promoting violence, and the role of multiple stakeholders in reducing violence by changing social norms.

"Under government supervision and initiatives, Women paralegals can be activated and brought to work closely with Women Development Centers to build a strong and reliable network of judicial officials". Ram Prasad Gautam, Legal Aid officer, Saptari

Women Watch Group is continuously working on creating change in the community and their initiatives are effective in controlling violence. The work of WWG in Bhokraha Narsingh rural municipality provides a good example of how they contribute to their community. With the increased violence in this municipality, WWG organized a door to door campaign and targeted male members to raise awareness. However, the male members were reluctant to listen. So, the campaign coordinated with the police and community representatives (like the participants of football clinics) for support and reached out to local bodies like ward offices. The campaign became more effective and reached every house in collaboration with stakeholders and like-minded organizations resulting in the control over the problems of alcoholism and violence. *Adopted from Pahunch Consolidated report, 2019*

In addition to such trainings, one of the key activities of the project was social marketing⁴. CeLRRd organized 53 social marketing events in Kapilvastu (19), Sunsari (10), Rupandehi (12), Nawalparasi (11), Dang (1). The event especially focused on making the community aware of the functions of the centers and the advantages of seeking to mediate the disputes locally through mediation. The respondents from these districts during FGD highlighted that under the social marketing they were involved in organizing cultural program, door to door visit, dissemination of stickers and other informative materials.

⁴ These events focus on making the community aware of the functions of the centers and the advantages of seeking to mediate the disputes locally through mediation. The events use different methods, namely door to door visits and disseminate various informative materials encouraging community people to approach the center for the services.

The respondents from all districts highlighted that IEC materials, radio campaigns, production of television, and PSA were used extensively as medium of awareness.

SFCG produced a total of 4,000 stickers, nine hoarding boards, 1500 copies of pamphlets on social messaging on sexual and gender-based violence, wall paintings with clear message on sensitizing citizens about harmful social norms, developing comic books, "call 100" stickers as part of IEC materials during the Pahunch project phase. These IEC materials were produced in consultation with wider stakeholders, including Nepal Police and marginalized community people. These stickers and hoarding boards depicting the messages related to police and public relation were produced in two local languages (Nepali and Awadhi) for Kapilvastu, Rupandehi, and Nawalparasi districts. The stickers contain the key messages to encourage the community/public to seek services from police and report cases related to Violence Against Women and Girl (VAWG) to police.

However, during the interactions, use of IEC materials wasn't directly mentioned by majority of the participants when asked about their introduction to the program. While stickers and pamphlet campaigns were done by Nepal Police during 'Prahari Mero Sathi', (Police, My Friend) the evaluation team couldn't establish a strong link between use of IEC materials with the heightened sense of awareness among the respondents.

One of the effective program under *Pahunch* was radio program. To identify the radio partners in the project implemented districts, SFCG initiated a media assessment as part of the preparation to design the radio program in the eight project districts Saptari, Siraha, Dhanusa, and Mahottari in the eastern cluster and Nawalparasi, Rupandehi Kapilvastu and Dang in the western cluster. After the media assessment, SFCG adapted a multiprogramming approach in producing radio content under Pahunch (one partner in one district).

The effectiveness of radio programs was also observed to be encouraging. During a KII with presenter of Saptakhoshi FM, Sunsari, it was reported that the radio received constant queries from women, especially from rural areas where radio/F.M. are the main source of information of the community. While interacting with the radio partners, they generally reflected on the effective use of medium of radio and use of local language to produce programs relating to women's right, importance of registering women's birth and marriage, GBV and VAW. During the project period: 1228 radio reports, 1233 talk shows, 156 PSA, and 32 testimonials have been produced. Similarly, 1310 news stories and 4010 entertainment-based radio programs about security and justice issues were aired.

"People are now more aware about the free legal advices that are offered by the judiciary. Here, the judiciary used to claim that they were creating awareness by themselves by way of PSAs, tv, radio and newspaper ads, etc. But when the local radio partners looked for evidences, they failed to produce any. Pahunch has been more effective in terms of creating this sort of awareness. The issues to be covered in the radio reports and radio talk shows were identified by engaging with the grassroots community. We collaborated with them to secure topics for these tools and shared the ideas with the centre (SFCG). Once we got a green signal, we proceeded with the production. This ensured that the issues we covered

were contextual and relevant” - Chanchal Jha, Radio Rautahat.

“Radios connected locals with various aspects of Pahunch on a case-by-case basis. For example, if somebody called with a security problem, the radio would connect them to the security aspect of Pahunch and likewise in case of justice” Dipnarayan Dwivedy, Security Partner, Rautahat and Mahottari

“As a radio presenter used modality of one to one interview which negated critical discourse. But after attending the interaction program for radio partners, I started inviting guests to my panel on live shows/recorded shows from various organs of the society and have them debate on a topic related to GBV, Triple Talak (Divorce), Dowry and Child marriage. This has improved my reach and credibility among the local community, especially women/marginalized, who in some instance come to our station pleading to help them with their case, thinking we would help them. In those cases, we direct them to the VLA or CMC. At least we can provide them the platform to reach out.” Roma Rijal, Saptakoshi FM, Radio partner.

In September 2017, Search conducted a listenership survey in all project districts with the aim of investigating how the radio program has empowered the target communities in terms of increasing their access to security and justice. The survey was conducted among 2,200 respondents in all project districts with the aim of investigating how the radio program has empowered the target communities in terms of increasing their access to security and justice. The mid-term survey showed that 30.6% and final survey exhibited an increment by nearly 5% (34.5%) of the public from Terai districts received security and justice related messages through Pahunch radio program delivered in multiprogramming format.

“Use of Radio FM as medium for project outreach has been an excellent tool. It’s evident from the numbers of queries and phone calls we receive and victims visiting our station office to help them resolve their cases on daily basis since the inception of the project in Sunsari.” Roma Rijal, Saptakoshi FM, Radio Partner, Sunsari

Existing structures and Capacity Building

It was evident from the field visit that the project largely built on and complemented existing structures, mechanisms, and programmes as indicated in the project proposal. It was clearly stated that this modality was incorporated so as to ensure that the capacities and mechanisms could still be utilised and sustained, for instance:

- Instead of selecting production houses and produce radio programs regionally, SFCG opted to work with the radio stations locally;
- Support the existing WWG, formerly known as Paralegal Committees and engaged them as community legal aid volunteers;
- Institutionalise and sustain mediation centres;
- Strengthen the local partners and the respective security and judicial actors;
- Continue with the structure of justice sector coordination committees.

In terms of institutional capacity building among the security apparatuses, support and radio partners, the evaluation team found overwhelming response indicating the project design, compliance parameters and deadline-based reporting was well adopted by the incumbent stakeholders:

- The executive director of Sabal, Rajbiraj who reiterated that the financial compliance parameters forwarded by SFCG Nepal was initially a challenge for them, given lack of exposure of financial reporting in such rigorous format but with passage of time and practice, it has now equipped them to take on other compliance requirement of International standards.
- Similar instance of institutional capacity enhancement was cited by the radio partner in Sunsari, where the presenter adapted a modality of panel discussion between key stakeholders rather than opting for a conventional interview format. The presenter credited the motivation of switching modality to TOT for journalist conducted during the project.
- The administrative staffs of justice and security sector, government offices that included representative from Chief District Officer (CDO), district courts, police offices, and Women and Children Service Center were oriented on human and victims' rights to administrative staff. The training focused on accountability of judicial and quasi-judicial bodies towards clients, confidentiality and close hearing and victims-friendly courts/legal procedures. These trainings have helped administrative staffs of justice and security sector government offices to understand aspects of Human Rights and victim rights.
- Similarly, for the partners organization staffs, SFCG continually worked to build the capacity of partner organizations in project implementation, reporting, Monitoring and Evaluation (M&E), financial management, and result documentation.
- Pahunch, via CeLRRd provided trainings to mediators who in turn were listed in the the municipality and rural municipality roster of mediators (it should be noted that earlier we have discussed that not all mediators are listed). This is very important in terms of institutional capacity building because when the local governments understood that it was their role to handle local judiciary, they did not have the necessary capacity. Even though the Local Governance Operation Act 2074 have provided mandate to the Judicial Committee, the JC did not have any mediators. Thus, the project directly contributed to enhancing capacity of the mediators as well as the local government.

3.3 IMPACT

It was envisaged that after completion of the project, the poor and marginalized communities, specifically women, will have improved security and access to justice. The evaluation team found that the poor, marginalized and women have positively responded about their increased confidence in local police and judicial system. During the evaluation team's interaction with the KIIs and FGDs participants, a general reflection about easing relation between community and police was recorded. The Community and police interaction program organized under Pahunch has served as a springboard to mend relations; clear pre-conceived notion of fear from police and contribute to understanding on mutual accountability, resource sharing and vigilance.



An adolescent female participant from the self-defense training reflects *“I was always afraid of police officials in uniform as a kid and that continued till the day I participated in an interaction program with police officials conducted in Inaruwa. That was also my first time travelling out of my village. I got to know about Nepal Police better. We had great experience learning from them, interacting from them. I am very comfortable with approaching and interacting with police ever since.”*

Following are some of the impact recorded during the field visit:

1. The number of cases relating to domestic violence and GBV has significantly gone up during the project duration. In Rupandehi district, close to 33% of cases that are reported to local governments are now women-led.
2. In Rupandehi, 1701 cases which would have otherwise had to go to the courts were resolved through the CMCs in Rupandehi, out of which 995 belonged to Terai middle class and 551 were led by women.
3. In Saptari, a total of 300+ cases of disputes arising from GBV, domestic abuse, and disagreement over land & property were handled by CMCs across 6 village councils under HUCODAN's watch. Moreover, free legal aid service to marginalized has been rendered effectively supported by the fact that numbers of complaints filed by women victims of domestic abuse, statutory rape, poisoning has increased.
4. During the elections, Madhesi, Chaudhari, Muslim and Women communities' application for temporary police (*myaadi prahari*) went up significantly. Though the total number on how many got in was not documented, however, this is a strong indication that people's trust towards the police improved.
5. In terms of fostering police community relationship, the evaluation team found enhanced cooperation as the community trusted police while filing cases, police solving cases. This was also supported by the fact that police officials were in constant touch with project co-ordinations' and provided support when needed.
6. The project has improved the access to legal measures. The head of local law enforcements (Superintendent of Police, Deputy Superintendent of Police, judges, lawyers) prioritize action against the perpetrator involved in GBV, child marriage, Statutory Rape, especially if the case included victims from marginalized and financially poor community.
7. In Saptari, referral cases from rural areas are being registered and the system has organically evolved via word of mouth done by the previous beneficiaries. HUCODAN Saptari have successfully handled 500 cases compared to 200 cases registered with the women and children centers in police offices.

In addition to these encouraging statistics, other impacts observed were vigilant trends towards reporting child marriages have been reported as well. In Rupandehi, a case from a rural municipality, where a girl aged five was about to be married was reported by a local informer. A team from Kadam Nepal was able to reach the location and prevent the incident. A similar incident was reported in Sunsari where recently, a case of child marriage reported to Common Platform for Common Goal (CoCoN) office and was immediately dealt through counselling with the father of the under-aged girl. Similarly, In Saptari, a case where a woman was allegedly poisoned by her husband was taken to the police, after the police denied lodging official complaint; Sabal Nepal and FNJ Saptari in collaboration with HUCODAN Saptari took charge of the situation and finally lodged a complaint.

Similarly, with respect to increased knowledge about existing legal provisions, systems and procedures around security and access to justice among marginalized, poor and women, the evaluation team saw that the interventions during Pahunch has indeed curated sufficient ground for orienting the target group on legal provisions, procedures and access routes.

The evaluation team also found encouraging evidences of improved responsibilities and accountability to support local police in maintaining rule of law within the community. As an illustration to this, an instance was shared by CoCoN representative, where in a rural community, the presence of women police officials was few and far in between owing to security concerns. The community then stepped up and helped the women officials in finding accommodation and creating a safe environment for patrolling. In the same way, referral cases via beneficiaries who have sought help from VLA or CMC are now on the rise. Numbers suggest that such referrals reported mostly by survivors of SGBV and VAW were high in rural municipality of Sunsari and Saptari.

Defying the social norms

During the drama clinics organized by Kadam Nepal, the women from Muslim communities came to the field wearing burkas on day one. They Burkas stayed put all day long. On the second day, they came in on Burkas but took them off the entire day during the programs. On the third (or final) day, they left their burkas at home only. This is the manifestation of the trust and the sense of security that the Pahunch was able to instill in these women towards the program (and participants of the drama clinic).

3.4 EFFICIENCY

Pahunch was implemented via 32 partners in 12 target districts revolving around a four-layer partnership management modality. There were challenges in terms of coordination, local relevance, transfer of ownership and administrative capability of some partners in general, albeit, the efficiency and implementation aspect of the intervention was found to be satisfactory. As cited in the mid-term evaluation report the partners, except those in Rautahat, said the overall leadership and coordination of Search in the last three years has been quite good. However, the periodic fund release takes quite a long time after submission of the report by the district-based partners. Pahunch management states that this is because of the incomplete submission of documents and the time taken for its review and correction.

The final evaluation team received encouraging response regarding effective use of existing structures and leadership support. During several interactions with the CMC coordinators, it was pointed out that, assimilation of the CMC within the local Judicial Committee has provided an opportunity to work with the state and local bodies in overseeing cases. However, CMC workers, particularly in Saptari, Sunsari, Mahottari, Rautahat were skeptical of the Judicial Committee's skill and capacity and also cited that in many cases, bias decision can be rendered owing to the fact that the JC is headed by Ward's Vice chair and is politically colored.



In addition to this, Project Implementation committee, (PIC) meetings have helped the implementation partners in sharing their best practices, challenges and forge a common consensus on problem solving. Further, during the project duration, District Project Advisory Committee Meetings (DPAC) has contributed in improving ownership and capitalizing on good practices via reflection among the local stakeholders, government entities and the partners. The DPAC meetings were conducted with a budget as low as Nrs. 1000 to provide light refreshments to the participants, but, the ownership among the participation entities were very high. Critical decisions regarding project timeline, challenges were taken and troubleshooting i.e. activating judicial committee and defining process of referral/prioritizing guidelines of cases were done via DPAC meetings. In terms of value for money and efficiency, DPAC meetings were very successful as was cited by our interlocutors from from CeLRRd, Saptari and Sabal, Rajbiraj.

Majority of the activities were organized jointly with the Local Government Units (LGUs), Nepal Police and District Courts. For example, all the mediation centers were established in the joint ownership of LGUs. Spaces for the mediation centers have been provided by LGUs in most of the project areas and LGUs have also supported resources in most of the project areas. Security activities were also conducted in close collaboration with the Nepal Police. They not only participated in the events but also took ownership of the process and SP/DSP facilitated in most of the events. Judicial outreach programs were organized jointly in collaboration with the District Courts.

SFCG and its partner also ensure that they invite court officials and police officials in the programs organized by Pahunch project beside the football and drama clinic, where police participation is a prerequisite of the project implementation. A VLA appointed for providing free legal aid in the High court of Rajbirai said *“Women at grassroots level won’t file a case against their kith and kin in the past; this has been a challenge for us. They need to understand that services we provide are completely free of charge, but I am the only VLA here so I can’t go around raising awareness. Other aspect of coordination from the security partners has been excellent.”*

The coordination between police and the CMC was also found to be improving. The MTR data suggests that in Magh Gaon, out of 140 cases registered at the CMC, 30 were referred by the police. Similarly, such referrals were frequent in Tanmuna, Sunsari.

Deriving Value for Money

Respondents from CeLRRd highlighted that at a minimum the person spends up to 40,000 rupees in the court process. Because of the Project, a total of more than 200 disputes has been resolved in a win-win situation. It has been estimated that eight million rupees have been saved as expenses for the court processes, which has provided affordability and availability of justice.

- Sunsari CeLRRd

District Project Advisory Committee Meeting: FNJ Saptari takes a leap

Shyam Sundar Yadav frequently participated in the DPAC meetings being the vice chair of FNJ Saptari. He was also the local coordinator for Radio Partners in the district. With rising cases of SGBV and VAW where the victim would often be from financially weak family, and at times, instances of local law enforcement not acknowledging their cases, Mr. Yadav took the matter to FNJ Saptari's annual meeting. FNJ Saptari charged a nominal amount of NRs. 3000 for conducting press conferences for commercial sector. The annual meeting decided to waive the nominal fee for women victims of SGBV, domestic abuse and elderly/ children who needed help in general.

3.5 SUSTAINABILITY

The project envisioned to endure a significant impact on the security and justice sectors in each of the target districts long beyond the duration of the project. Even though, *Pahunch* was specifically designed to generate learnings as well as identify innovative strategies and ideas that were to be implemented even after the project phase-out, it failed to design a clear exit strategy. The project would have been deemed to be successful even after its conclusion had it been able to connect the partners, their activities under the project and a steady flow of funds/revenue generation for the local partners and for continuation of the project's work. This programmatic sustainability would have guaranteed the project partners to continue the programs and activities even in the absence of the donor support.

'In Sunsari, free legal aid offices were established in the district court while the project was active. This meant that the legal aid offices were compensated nominally for their travel and time. But with the conclusion of the project, maintaining a full-time VLA would be a tough task' – Birendra Basnet, District Coordinator, CeLRRd, Inaruwa, Sunsari

The stakeholders reported that *Pahunch* was unable to reinforce the local structures and mechanisms to continue the project activities and sustain the project outcomes after the implementation phase was over. A number of programs were conducted as part of the project, however, since the project concluded abruptly, the sustainability of those engagements was not carried out. It seemed as though the partners implemented the designed programs and activities, but did not own and implement the feedback obtained from the same. The scorecard program was one such activity that was implemented but was not monitored to withstand the responses that came from it. Although on paper, an exit strategy for *Pahunch* was present; in practice, it wasn't administered efficiently. This statement ascertains no guarantee that the local partners will continue to organize programs that were implemented during *Pahunch*.



A FGD conducted in Harinagar Municipality pointed to the fact that ownership among the CMC workers has been low ever since the Judicial Committee took charge. Prior to the formation of the Judicial Committee, at least one CMC meeting took place in a month. In the four months after its formation, no member has taken any initiative to conduct or attend such meetings. Other political aspirations and commitments of the elected representatives could have been the reason behind such level of disinterest.

Nevertheless, certain partner institutions have taken independent initiatives to resurrect the programmatic interventions of Pahunch. A radio partner, Radio Rautahat, has started a local program called “*Sthaniya Sarkar*” wherein the field staffers go to the communities, identify local issues and talk to the elected local representatives. This way, Radio Rautahat is attempting to institutionalize accountability from these elected representatives. Likewise, the police has committed to incorporate the teaching techniques and lessons from the trainings from the project in their own future trainings and capacity-building programs.

I attended “Antar Sambad” a police-community interaction program as a newly assigned SP of Sunsari. The interaction program helped me enrich my understanding about the socio-economic status, cultural, political and grass-root reality of this district. I also attended the training conducted by CoCon that revolved around providing counseling to GBV victims, victim sensitivity and physiological aspects of handling a GBV case. I have applied these learnings to effectively handle cases ever since. – Superintendent of Police Rajan Adhikari, District Police Office, Inaruwa, Sunsari

Pahunch has laid a foundation for good practices to be continued beyond its life. The establishment of Community Mediation Centers has successfully enabled easy access of security and justice to the poor and marginalized strata of the community. The fact that the public approaches the JC and the CMC for prompt and inexpensive dispute resolution, justifies the effectiveness these institutions have over the formal judicial system. To add more on this, it was also evident during the field visit that during the phase out of the project partners have handed over mediation centers in Saptari, Rupandehi, Kapilvastu with a matching fund of Nrs. 50000 for sustainability. The consolidated report (SFCG, 2019) has also elaborated that 50 mediation centers in Siraha, Saptari, Dhanusha, Sunsari, Rupandehi, Kapilvastu, and Nawalparasi to local bodies for further institutionalization and sustainability. As agreed in the *Pahunch* work plan, the assets and a matching grant of Nrs. 50000 were provided to each CMCs' bank accounts and will be audited as part of the Nepal Government's auditing process.

Similarly, the community mediation program implemented under *Pahunch* has been referred to as a good model as it has trained and capacitated mediators to successfully resolve disputes. As the Judicial Committee is in its infancy and its representatives lack experience in managerial matters let alone judicial processes, the mediators trained through *Pahunch* have played a positive role to institutionalize mediation service at the local level in the new federal structure in some of the Municipalities and Rural Municipalities. In the Western cluster, a total of 804 mediators including 302 female mediators have been listed in the roster of the Judicial Committee.

Likewise, owing to the facilitation of dialogues through *Pahunch* between police, judicial officials, legal aid service providers and other stakeholders, grieving parties are reaching out to the representatives of the partner institutions for recommendation. In Sunsari, the Police department has tasked one of the CoCoN representative to build a framework for their next campaign named '*Sajhedari*'. This joint curriculum development has strengthened the effects of capacity building of this project and helped sustain the gains of the project.

The entire model of *Pahunch* was participatory and was built around honing the skills and the knowledge gained by the present stakeholders. The involvement of the community at various stages gave them ownership to continue and reform, if need be, various aspects of the project. One such instance is the initiation undertaken by the participants in Rupandehi to come up with ideas for further collaboration. After one of the partner institutions, Kadam Nepal, organized trainings, football and drama clinics, the participants from the same came up with more such innovative ideas and built concepts around drug abuse, child marriage, public hearing programs.

"FNJ has facilitated frequent dialogues between the implementation partners, the target beneficiaries as well as the law enforcement bodies. The recent board meeting has decided to waive the nominal fee charged for conducting press meet/conferences for victimized women, children and special cases. This was done as we were committed to establish the good practices of this project." Syam Sundar Yadav, Vice-Chairman, FNJ Saptari

Correspondingly, in Sunsari, the police department has ensured local ownership through the establishment of a toll-free line to report cases related to domestic abuse and GBV. A standard format, for registering such atrocities, named '*Thado Muchulka*' has been developed and provided free of cost to women and victims of GBV. '*Praharo Mero Sathi*' is yet another program that indicates that ownership has been transferred among the local law enforcement agencies.

Chapter 4: Challenges

Over the course of project implementation, *Pahunch* confronted several challenges, majority of which could be attributed to strategic changes on the initial plans, political instability and natural calamities. The project also had internal challenges, which hindered the smooth delivery of intended results. Some key stakeholders mentioned that there were constraints which was beyond the control of the consortium, however some could be easily mitigated with proper coordination and planning.

1. Pahunch experienced severe delays in its implementation, particularly because of disturbances created through the 2015 earthquake. As mentioned in the Mid-Term Review Report of the project, the earthquake and its subsequent aftershocks delayed the implementation process by at least three months. Natural calamities could not have been foreseen, however, the project failed to take into account clear risks for the project. For instance, it was a known fact the Madhes based parties were against some of the provisions in the Constitution and unless reformed, there were ample signs that protest would follow after its promulgation. As such, the Terai unrest with its protests and blockade in the targeted districts of the project compelled the consortium to suspend all the field activities and restrict the staff mobility to district headquarters for quite a period of time.
2. The Terai flood of 2017 also created a major hindrance in the smooth operation of the project. While it took several months for the targeted districts to come back to normalcy, it widened the gap between the police and the public. The consistent impediments in the country's environment highly restrained the efficient delivery of the project objectives by limiting the ability of consortium partners to execute the planned activities. Support with one quote *"We also had problem when the flood created havoc in our district. Our beneficiaries had to fend off the troubles brought about by the flood and without their life coming back to normalcy, activities could not be carried out. The flood was a challenge to carrying out project activities in time."*-Punam Thakur, SFCG District Coordinator, Rautahat
3. The consortium responsible for implementation of Pahunch consisted of justice partners, security partners, radio partners, name sabai partners. One of the major challenge that persisted in the internal administrative aspect of the project was intra-organizational conflict among the many stakeholders responsible for executing the different deliverables of the project. Many a times, there used to be clash of ego between the field level NGOs and lead partners. The Mid-Term Evaluation of the project, have also indicated that the conflict between various partners had serious implications during project implementation. While, quarterly regional level reflection and periodic review and reflection meeting were organized by Search in some districts, similar practice could not be replicated in all the areas.

"Due to the absence of an integrated plan for all the partners in the consortium, it was often felt that different partners were moving forward with different plans. Moreover, all the concerned stakeholders met only once during the project inception phase and no periodic meetings were set up after that. This resulted in

communication vacuum between them, due to which their actions did not seem to be harmonized. The police, CDO, justice partner and security partner in Rautahat did not go to the field in a coordinated manner.” - ECDC, Rautahat

“During the initial phase of Pahunch, Kadam who worked closely with the police recommended the victims to go to the police, while CeLLRd who worked with the lawyers and mediators recommended the victims to go to the CMCs. This caused This caused confusion among the project partners as well as the beneficiaries. It took more than a year after the inception of the project to resolve this conflict. This not only depicted lack of clarity between what all partners and the local governments were supposed to handle, but also made the implementing partners inefficient in the field.” Damodar Ghimire, Kadam Nepal

“There was a visible gap in sharing experiences among the partners from successful campaigns run during the project’s course. This posed challenges in terms of implementing learnings from one area/district.” Manjita Upadhyay, VC, CoCoN

4. The districts that were targeted by *Pahunch* project were such that, the trust between the police personnel and the public was very fragile. The situation was further exacerbated by the subsequent *Madhes Andolan*. After implementation of the project, significant impacts on changing level of trust between these parties were felt. However, the trust rebuilt through constant perseverance and time could easily be shattered with even small negative incidents, which implicated the police.

“The programs executed through Pahunch were able to bridge the gaps that existed between police officials and the public. However, when different popular media would publish news regarding engagement of police officials in suspicious activities, the progress made by the project in regard to building trust would again be undermined.”-Punam Thakur, SFCG, District Coordinator, Rautahat.

Moreover, while convincing the public about the effectiveness and credibility of the police department was challenging in itself, the frequent transfer of police officials heightened the problem. It would require the security partner to consistently put effort and time in briefing and building rapport with the new assigned officials. Moreover, the intellectual investment in the trained police personnel of the targeted districts could not even be capitalized.

5. Significant challenges were felt by the security partners when the poor and marginalized communities, especially women, were not confident enough to exercise the security and justice services. Also mentioned in the Mid-Term Evaluation Report, making people understand about the implications of accessing security and justice system in their lives was still very problematic. This resulted in majority of victims not filing cases or taking back the charged cases against their family members even after being reported in the first instance.
6. The new local government structures, especially the formation of a judicial committee within local government mechanism, has created a few challenges in the

smooth implementation of the project. The CMC workers expressed desolation while stating that they got an opportunity to work in the field for only one year, and when its real results had just been visible, it was handed over to the local government. In such critical juncture when federal structuring was being done and local bodies had other priorities and line of jurisdiction, the closure of the project was likely to bring huge implication in sustainability of its impact. The negative consequence of this lack of exit strategy can already be seen in the reduced involvement of CMC workers and VLAs in the community. The respondents attributed this to the coordination difficulty by these groups with local level government.



“Ownership among the CMC workers has been low ever since the Judicial Council took charge. Previously we had at least one CMC meeting in a month, but in the past 4 months no one has taken any initiative to either conduct or attend such meeting. Reason being the Legal counsel being a part of Village council has an unclear line of bureaucracy and they have shown no interest to follow the standard procedure of CMC. They lack the capacity to address the disputes like we, trained workers do.”
FGD Participants, CMC workers, Harinagar-4

Chapter 5. Lesson Learnt

i. Need for all the partners to be roped in before the implementation of the project.

The Pahunch project was signed in the month of January 2015, however, the partners were selected only on September/October of 2016. This is a significant delay in terms of life of the project and the activities needed to be undertaken over the project period. The focus on completion of project activities also had consequences for exit strategy of the project. Instead of focusing its efforts on effective exit from the project, the project personnel, nonetheless, had to focus on finishing the designated number of activities. This had an implication in terms of exit strategy and the partners also felt that the project ended abruptly.

ii. Assuring proper coordination among all the partners from the inception is of utmost importance to ensure efficiency.

The Pahunch program had multiple layers of implementation partners. The synergy of these individual organization in the delivery of the project would help generate greater impact. However, intra-organizational conflict hampered the timeliness and quality of the project in its initial implementation phase. As per the respondents, it took more than a year after the inception to resolve the conflict. This was mostly attributed to the fact that there was lack of clarity amongst the partners about the roles and responsibilities of each key stakeholders responsible for carrying out different project deliverables. This resulted in each partner, delivering its roles and responsibilities very effectively, but they couldn't compliment the activities of other organizations to achieve greater impact in the grassroots level.

Thus, an integrated plan for all the partners in the consortium should have been generated and communicated to all such that, they would understand each other's role in the project, making it easier for them to coordinate and work in the field in a harmonized manner.

iii. Providing a sense of ownership of the project to the local community would help create self-sustaining institutions, which would result in generation of more meaningful impacts in the target districts.

Upon retrospect, the project was mostly donor-driven, since one of the reason could be attributed to its implementation of exit strategy. for it could not implement. The good practices and results derived by the project thus could not continue in a sustainable manner. The respondents perceived the project to be mostly result oriented than impact oriented. The project if was modeled in a way which would provide the local community a sense of ownership, it would have created a more sustainable impact. Moreover, the implementation would be flexible and adaptive to the local context and need.

iv. The second tier of the organization needs to be well informed and involved in the project and there should be a well-documented institutional memory.

Frequent transfer of government officials including the police is a very common practice. The transfer of focal person from these institutions creates a challenging situation for implementation of the project activities as consistently generating rapport with new

officials consumes more time and effort which could have been utilized elsewhere. Thus, the second tier organizations as such need to be well informed and more effort should be devoted towards relationship building and engagement of these groups in the project. For instance, the police which were one of the key partners in the project should have been roped in at the very beginning of the project. Instead, the capacity building of the police officials were not carried out in the first phase of the project itself. This would have ensured heightened effectiveness of the overall goal of the project.

A stricter policy to document the previous proceedings is of utmost importance. Since there was no culture of leaving an institutional memory in the office, the partners had to start all over again when new office bearer came to the post. Moreover, no documentation regarding previous activities was generated which made it difficult to replicate it or generate evidences of success, conflicts or contention from it for future improvements.

v. While carrying out the media assessment it is necessary to scoop out its capacity in terms of available human resource, commitment to quality and nature of the program being broadcasted.

Underperformance and delays in meeting target by few radio partners was a huge challenge for the project. The mid-term evaluation report also consisted of cases where these partners were not performing as per the requirement of the project and thus serious actions like termination were undertaken. Scrutinized selection of the radio partners prior to project implementation could elude confrontations with such obstacles.

vi. Before implementing activities, there should be a clear vision on how the output will be utilized and reflected.

The community scorecard activity was implemented at the final phase of the project. Since the project was phasing out, it had four major implications - its effectiveness could not be measured; the received feedbacks could not be incorporated; the implementing partners were not able to follow up on the impact; and ownership could not be transferred to the community and police administration. Thus, before implementing such activities, a clear plan must be made such that the project can derive the desired benefits and make efforts to enhance it.

vii. Networks built during Pahunch needs to be leveraged by new partners.

One of the major activities of the Pahunch project was to build relationship with various informal grassroots organization and formal institutions like the police to achieve the objective of the intervention. Hence, it is imperative that the other project with similar objective leverage the connection and relationships fostered by the Pahunch project.

viii. Flexibility over Financial Compliance

A lack of fit between donor and local financial compliance posed a challenge to the project. Understandably, donor institutions have their own compliances and the consortium partners have to comply with the government of Nepal's compliances. Therein already lies a tension. The problem is compounded as soon as we introduce local partners to the equation. Local partners, first of all, have very poor to no understanding of donor's compliances. Even with government compliance, there is a major problem of generating valid PAN and VAT bills at local events. This means that partners either have to completely

ignore compliances, or take in additional logistical burdens or try to use loopholes. In any case, it affects the implementation and is taxing for local partners. Evaluators sensed that a certain degree of financial flexibility must be ensured to make interventions effective and meaningful. Furthermore, mismatch between local and international financial compliance needs to be thrashed out before the inception of the project.)

Chapter 6: What Works

The activities undertaken by *Pahunch* in order to strengthen the Poor and Marginalized's Access to Security and Justice in Nepal has been able to achieve tremendous results in some districts. Few of the activities carried out were exceptionally good and series of best practices and what actually works in the grassroots level can be deduced from them.

When taking activities to local levels, the project should go beyond the administrative boundaries and try to engage communities from peripheral regions, which also largely face similar issues. The intervention will thus yield higher impact and generate greater value for money.

CeLRRd in coordination with CoCoN while conducting counselling and victim sensitivity trainings for police officials in its target districts, reiterated that similar workshops were being conducted in its peripheral location. These independent initiatives by the project partners helped to extend the impact beyond administrative boundaries. Such programmatic interventions is likely to benefit a wider range of poor and marginalized communities. Moreover, it is important to comprehend the fact that these benefits have been achieved with optimum utilization of monetary resources, as the consortium partners did not receive funds for replicating the program in areas other than those targeted.

Leveraging existing institutions instead of re-inventing the wheel will enhance project efficiency.

The partner organizations of *Pahunch* were experienced in their respective fields and had performed similar activities in the past. By leveraging the potent skills of its partners, the efficiency of the project delivery significantly improved. Harnessing the expertise that had worked in similar engagements for many years, helped save a lot of time, effort and resources.

The ward gathering which brought together political party representatives, mother groups and local NGOs together and facilitated discourse between them also leveraged the existing institutions to generate greater reach of the project.

Building connections between project trained mediators and LGUs will help sustain the project by institutionalizing the mediation service.

The community mediation program initiated by *Pahunch* has been very efficient in resolving disputes. However, in order to endure this practice beyond *Pahunch*, a strong relation between the mediators trained through the project and LGU need to be built. This will help institutionalize mediation service at the local level in the new federal structure, ensuring project sustainability. In many districts targeted by the project, former *Pahunch* mediators have been elected in the local judicial council and thus are playing very positive roles in strengthening the practice.

Campaigns that cover local stories using dramatic rendition of known faces in the community can be helpful in future to stimulate public interest.

Radio FM was a very effective medium for project outreach. This was due to the fact that the local community could empathize more on the local context and could easily grasp the delivered messages. Moreover, dispute resolution through CMC workers was very

successful as the community felt more comfortable with people they knew and would trust and respect their decisions. This justifies the effectiveness of the project outcome delivered through local community themselves.

Ownership of the program by the partners is imperative for efficient and sustainable delivery of the project.

Ownership of the project by the partners will empower them to generate innovative strategy to deliver the project activities. This was evident from the case where SSDC initiated new measures to help women access legal measures against gender based violence by pasting posters consisting of contact information of local police of the area in all public spaces. The still effective legal aid service center in district courts for providing fast tract counselling to victims of GBV is also a great practice which has been sustained due to a sense of ownership of *Pahunch* project by the locals.

Chapter 7: Recommendations

- It is recommended that in any similar future intervention, all the partners in the project be ascertained as and when the project is signed in order to avoid any lag in implementation in the absence of local implementing partners.
- While using multiple partners across multiple strata, it is recommended that an integrated plan for all the partners in the consortium should be prepared in any undertaking of similar nature in the future. This would help all partners understand where they fit in the entire intervention picture.
- It is recommended that any future iteration leverage the groundwork laid down by Pahunch. For instance, the scorecard's effectiveness could not be assessed due to an abrupt end to the program. However, if the project is somehow carried on then the scorecard needs to be taken as a baseline for districts that are possible.
- Frequent transfer of government officials including the police is a very common practice. Thus, it is recommended that the second-tier organizations needed to be well informed and more effort should be devoted towards relationship building and engagement of these groups in the project. For instance, the police which were one of the key partners in the project should have been roped in at the very beginning of the project. Carrying out the capacity building of the police officials in the first phase of the project itself would have ensured heightened effectiveness of the overall goal of the project.
- A proper framework needs to be established so that the good practices that have sprouted from this project are institutionalized and passed on to the new generations. For this, Search needs to work with its local partners to transfer the knowledge and strengthen the institutional memory.
- With regards to financial compliances, the donors need to realize local partners' limitation and be prepared to be flexible. This has been recommended since the program's relevance lies in the fact that it operates in the deep pockets of the Terai region where such programs are never carried out and even local organizations have not ventured into such areas with international partners.
- Considering the effectiveness and impact that was seen during Pahunch itself, it should be ensured that tools like drama clinic and the visual aid campaign are continued beyond the project duration.
- Media programs (such as the radio program) need to be tied up with the local governments for matters concerned to both sustainability and local ownership.
- Possibilities of extending the radio talk shows as public hearing programs could be explored.

- Donors should look to diversify the stakeholders they work and engage with. When the entire donor community looks to work with the same group in order to capitalize in their existing expertise, sometimes, the demand overshoots the supply, or at least, it compromises the quality of partnership.
-
- A mechanism should be built to monitor the post-settlement status and conduct regular follow up with the victims once a dispute is settled through Community Mediation Center (CMC) or is undertaken by a Victim Legal Advisor (VLA)
- Considering the impact that the project was able to generate within the limited time-frame it is recommended Pahunch be extended by at least two years to enable local stakeholders to oversee and deliver security and justice better. Furthermore, the effectiveness of few of the activities that were carried out in the final few months could not be measured. The outputs that came out as a result of the interventions (i.e. the collaboratively designed concepts) could not be implemented. The program could have been extended to create avenues for the implementation of these programs.
- Establishment of free help desk in front of district courts and establishing a 24-hour police check post at main conduits can help mitigate issues of eves teasing and reduce confusion while seeking legal aid. Also using local actors in drama clinic can be a great way to extend the outreach of future interventions.
- Under government supervision and initiatives, Women Paralegals can be activated and brought to work closely with Women development centers to build a strong and reliable network of judicial officials.
- The framework of this project can be easily replicated into action plans by the local administrative bodies. However, this requires capacity building for the officials of these local bodies. In order to do so, the project partners should emphasize in capacitating the officials.
- The ownership of the Safe houses must be transferred from a standpoint of ensuring security of victims and sustaining a support mechanism that links justice with security. In absence of such mechanisms, women and victims of GBV would face a high risk of threat from their aggressors. Also, once a dispute is settled through CMC or is undertaken by a VLA, it is important to monitor the post-settlement status and conduct regular follow up with the victims.
- While the respondents stated that word-of-mouth, street engagements, football clinics were the prime source to ensure the effectiveness of Pahunch, the IEC materials were not mobilized as per the intended standards.

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Annexures

Annex I: Key Informant Interview Participants

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
1	22-Jan-19	Radha Adhikari	Cellard, Rupandehi	District Coordinator, Pahunch	Butwal-10								
2	22-Jan-19	Hema Neupane	Cellard, Rupandehi	Victim Legal Advisor, Pahunch									
3	22-Jan-19	Damodar Ghimire	Kadam Nepal	Executive Director	Butwal-8								
4	22-Jan-19	Kamala Gahatraj	Kadam Nepal	Project Coordinator									
5	22-Jan-19	Indra Acharya	Kadam Nepal	Chairman	Butwal-8								
6	23-Jan-19	Krishna KC	Radio Lumbini		Tilotama-5								
7	23-Jan-19	Dhiraj Paudel	Radio Lumbini		Tilotama-11								
8	23-Jan-19	Uma Kafle	Siddharthanagar Municipality	Deputy Chief									
9	23-Jan-19	Kashiram Bhattarai	Siddhartha Social	M&E Officer									

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
			Development Centre										
10	23-Jan-19	Prakash Ghimire	Siddhartha Social Development Centre	Project Coordinator									
11	24-Jan-19	Bhola Prasad BK		Lawer	Kapilastu - 3								
12	24-Jan-19	Ravi Rawal	District Police Office, Kapilvastu	DSP									
13	24-Jan-19	Ram Narayan Gupta	District Police Office, Kapilvastu	Prahari Jawaan									
14	24-Jan-19	Bharat Khanal	District Court, Kapilvastu		Kapilvastu								
15	25-Jan-19	Tirtha Santoshi	HWEPC	Former Director	Dang								
16	25-Jan-19	Sriman Neupane	HWEPC	ED, Focal Person	Dang								
17	25-Jan-19	Bharat Raj Devkota	HWEPC	Director	Dang								
18	25-Jan-	Devi	Radio	Radio	Ghorahi								

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
	19	Bhandari	Suryodaya	Presenter	Dang								
19	29-Jan-19	Manjita Upadhyay	COCON, Sunsari	Vice Chair	Inaruwa, Sunsari								
20	29-Jan-19	Sachin Shrestha	COCON, Sunsari	District Coordinator	Inaruwa, Sunsari								
21	29-Jan-19	Roma Rizal	Saptakoshi F.M.	Radio Presenter	Itahari, Sunsari								
22	29-Jan-19	Hemanta Neupane	COCON, Sunsari	Program Coordinator	Inaruwa, Sunsari								
23	29-Jan-19	Birendra Basnet	Cellerd, Sunsari		Dharan-15								
24	29-Jan-19	Rim Jhim K. Bhagat	Village Council , Harinagar	Vice Chair	Sunsari 04								
25	29-Jan-19	Rajan Adhikari	District Police Office, Sunsari	Supritendent of Nepal Police	Inaruwa, Sunsari								
26	30-Jan-19	Binu Basnet	District Police Office, Sunsari	Women and Children centre,A.S.I	Inaruwa, Sunsari								
27	30-Jan-19	Goma Dahal Khatri	CMC , Bhodaha, Narsingh 01	Coordinator	Sunsari 01								
28	Jan 30, 2019	Budh Narayan	CMC, Bhodaha, Narsingh 01	Direct benificariy of	Sunsari 01								

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
		Mandal		CMC									
29	Jan 30, 2019	Rama Devi Mandal	CMC, Bhodaha, Narsingh 01	Direct beneficiary of CMC	Sunsari 01								
30	Jan 30, 2019	Ram Kumar Yadav	HUCODAN	Program Manager	Rajbiraj, Saptari								
31	Jan 30, 2019	Shyam Sundar Yadav	FNJ	Vice Chair cum Focal Person for media outreach for PAHUNCH	Rajbiraj, Saptari								
32	Jan 30, 2019	Roshan Mandal	Sabal Nepal	Program Coordinator	Rajbiraj, Saptari								
33	Jan 30, 2019	Deepak Jha	Sabal Nepal	Executive Director	Rajbiraj, Saptari								
34	Jan 30, 2019	Dharmendra Paswan	ECDC	Chairperson	Gaur-5, Rautahat								
35	Jan 30, 2019	Somlal paswan	ECDC		Rajdevi -2, Rautahat								
36	Jan 30, 2019	Geeta Devi Sah	Yamunamai Rural Municipality	Deputy Chief	Yamunamai, Rautahat								

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
37	Jan 30, 2019	Chanchal K. Umar Jha	Rautahat FM	Radio Presenter/ Program Coordinator	Durgabhadra wati RM, Rautahat								
38	Jan 31, 2019	Umakanta Thakur	Radio Rudraksha	Radio Presenter	Jaleshwor 2, Mahottari								
39	Jan 31, 2019	Dip Narayan Dwivedy			Jaleshwor 2, Mahottari								
40	Jan 31, 2019	Deepak Kr. Yadav	Mahadeva Rural Municipality	Vice Chair	Bathnaha 04, Saptari								
41	Jan 31, 2019	Jugeshwor Shah	Mahadeva Rural Municipality	Chairperson	Bathnaha 04, Saptari								
42	Jan 31, 2019	Ram Prasad Gautam	Legal Aid Office	Legal Aid Officer/Lawyer	Rajbiraj, Saptari								
43	Jan 31, 2019	Dharmendra K. Yadav	Rajbiraj High court	Lawyer	Rajbiraj, Saptari								
44	Jan 30, 2019	Poonam Thakur	Pahunch										
45	Jan 31,	Bikau yadav	Aurahi Rural		Mahottari								

S.N	Date	Name	Organisation	Designation	Address	Police officials	Judicial officials	Security partner [1]	Judicial partner [2]	Radio partner [3]	R/Municipality staffs	Lead Partner	Supporting partner
						Set D	Set E	Set F	Set G	Set H	Set I		
	2019		Municipality										

Annex II: Focused Group Discussion Participants

S.No	Name	Address	Organization	Gender
1	Dwarika Kumar Harijan	Gaudhawa - 6, Rupandehi	Marginalized Community	Male
2	Puja B.K	Gaudhawa - 6, Rupandehi	Marginalized Community	Female
3	Amar Singh Yadav	Gaudhawa - 6, Rupandehi	Marginalized Community	Male
4	Saraswati B.K	Gaudhawa - 7, Rupandehi	Marginalized Community	Female
5	Munni Darji	Gaudhawa - 7, Rupandehi	Marginalized Community	Female
6	Ranjan Chaudhary	Gaudhawa - 7, Rupandehi	Marginalized Community	Female
7	Terasi Tharu	Gaudhawa - 7, Rupandehi	Marginalized Community	Female
8	Sangita Harijan	Gaudhawa - 6, Rupandehi	Mahila Wada Sadasya Ward 6	Female
9	Bhismaraj Pangi	Sihharthanagar - 8, Rupandehi	Community Mediation Centre	Male
10	Shyam Sundar Khanal	Sihharthanagar - 9, Rupandehi	Community Mediation Centre	Male
11	Kala Gurung	Sihharthanagar - 1, Rupandehi	Women Watch Group	Female
12	Sima Mallaha	Sihharthanagar - 6, Rupandehi	Women Watch Group	Female
13	Rupmaya Pun	Sihharthanagar - 3,	Women Watch Group	Female

S.No	Name	Address	Organization	Gender
		Rupandehi		
14	Gita Panthi	Sihharthanagar - 12, Rupandehi	Women Watch Group	Female
15	Laxmi Poudel	Sihharthanagar - 10, Rupandehi	Women Watch Group	Female
16	Sima Poudel	Sihharthanagar - 3, Rupandehi	Women Watch Group	Female
17	Kamala Thapa	Sihharthanagar - 6, Rupandehi	Women Watch Group	Female
18	Sharadha Panta	Sihharthanagar - 12, Rupandehi	Women Watch Group	Female
19	Kabita K.C	Gaidahawa - 7, Rupandehi	Drama Clinic	Female
20	Sirmala Tharu	Gaidahawa - 7, Rupandehi	Drama Clinic	Female
21	Sapana Dusad	Gaidahawa - 6, Rupandehi	Drama Clinic	Female
22	Gita Dusad	Gaidahawa - 6, Rupandehi	Drama Clinic	Female
23	Sharmila Lodh	Gaidahawa - 8, Rupandehi	Drama Clinic	Female
24	Krishna Mohankauhar	Gaidahawa - 6, Rupandehi	Drama Clinic	Male
25	Manoj Yadav	Gaidahawa - 6, Rupandehi	Drama Clinic	Male

S.No	Name	Address	Organization	Gender
26	Sarita Kumari Harijan	Gaidahawa - 6, Rupandehi	Drama Clinic	Female
27	Mohammad Khal	Gaidahawa - 6, Rupandehi	Drama Clinic	Male
28	Kiran Kumari Sharma	Gaidahawa - 6, Rupandehi	Women Pressure Group	Female
29	Mahendra Sahami	Yamunamai - 1, Rautahat	Community Mediation Centre	Male
30	Bhagya Narayan Sah	Yamunamai - 2, Rautahat	Community Mediation Centre	Male
31	Dharmendra Ashawan	Yamunamai - 2, Rautahat	Community Mediation Centre	Male
32	Binita Raswan	Yamunamai - 2, Rautahat	Women Pressure Group	Female
33	Sarita Ram	Yamunamai - 2, Rautahat	Women Pressure Group	Female
34	Manjogi Thakur	Yamunamai - 2, Rautahat	Women Pressure Group	Female
35	Sanjana	Yamunamai - 4, Rautahat	Nagarik Samaj	Female
36	Baby Ashikari	Yamunamai - 1, Rautahat	Nagarik Samaj	Female
37	Subhagya Ram	Yamunamai - 5, Rautahat	Community Mediation Centre	Male
38	Dulari Devi Yadav	Yamunamai - 2, Rautahat	Women Presser Group	Female
39	Asmat Khatun	Yamunamai - 3, Rautahat	Women Presser Group	Female
40	Rajmati Devi Yadav	Yamunamai - 2, Rautahat	Women Presser Group	Female
41	Kishori Devi Sah	Yamunamai - 2, Rautahat	Nagarik Samaj	Female

S.No	Name	Address	Organization	Gender
42	Manoj Kumar Ram	Yamunamai - 2, Rautahat	Community Mediation Centre	Male
43	Mukesh Baitha	Yamunamai - 2, Rautahat	Community Mediation Centre	Male
44	Bhola Sharma	Yamunamai - 2, Rautahat	Community Mediation Centre	Male
45	Sangita Kumari Mahato	Aurahi - 2, Mahottari	Community Mediation Centre	Female
46	Dharmendra Kumar Yadav	Aurahi - 8, Mahottari	Community Mediation Centre	Male
47	Satya Naran Yadav	Aurahi - 8, Mahottari	Community Mediation Centre	Male
48	Sujit Kumar Yadav	Aurahi - 1, Mahottari	Community Mediation Centre	Male
49	Dipendra Kumar Yadav	Aurahi 2, Mahottari	Community Mediation Centre	Male
50	Tulsa Subedi	Aurahi 2, Mahottari	Community Mediation Centre	Female
51	Sushila Yadav	Aurahi 2, Mahottari	Women Watch Group	Female
52	Bikau Yadav	Aurahi 2, Mahottari	Municipality	Male
53	Jitni Mandal	Ekdara - 3, Mahottari	Marginalized Community	Female
54	Susila Khatun	Ekdara - 3, Mahottari	Marginalized Community	Female
55	Hajera Khatun	Ekdara - 3, Mahottari	Marginalized Community	Female
56	Rahana Khatun	Ekdara - 3, Mahottari	Marginalized Community	Female
57	Gulab Devi Mahara	Ekdara - 3, Mahottari	Marginalized Community	Female

S.No	Name	Address	Organization	Gender
58	Shakuntala Mahara	Ekdara - 3, Mahottari	Marginalized Community	Female
59	Niki Ojha	Ekdara - 3, Mahottari	Marginalized Community	Female
60	Mina Dev Sadha	Ekdara - 3, Mahottari	Marginalized Community	Female
61	Panu Devi Sodha	Ekdara - 3, Mahottari	Marginalized Community	Female
62	Khalima Khatun	Ekdara - 3, Mahottari	Marginalized Community	Female
63	Khaitun Khatun	Ekdara - 3, Mahottari	Marginalized Community	Female
64	Ram Sunai Mandal	Ekdara - 3, Mahottari	Marginalized Community	Female
65	Nirma Mehta	Harinagar - 4, Sunsari	Drama Clinic	Female
66	Srijana Mehta	Harinagar - 4, Sunsari	Aatmarakshya	Female
67	Chandrabari Ram	Harinagar - 4, Sunsari	Sambaad	Female
68	Gujiya Devi Shah	Harinagar - 4, Sunsari	Sambaad	Female
69	Sunita Mehata	Harinagar - 4, Sunsari	Sambaad	Female
70	Shyam Dev Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Male
71	Alauddin Ansari	Harinagar - 4, Sunsari	Community Mediation Centre	Male
72	Umesh Marik	Harinagar - 4, Sunsari	Community Mediation Centre	Male
73	Dayanand Pandit	Harinagar - 4, Sunsari	Community Mediation Centre	Male

S.No	Name	Address	Organization	Gender
74	Sukal Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Male
75	Sushila Bhagat	Harinagar - 4, Sunsari	Community Mediation Centre	Female
76	Ebrahim Ansari	Harinagar - 4, Sunsari	Community Mediation Centre	Male
77	Madhulila Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Female
78	Hasim Khatun	Harinagar - 4, Sunsari	Community Mediation Centre	Male
79	Juganu Uraw	Harinagar - 4, Sunsari	Community Mediation Centre	Female
80	Shrikrishna Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Male
81	Amarlal Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Male
82	Binod Mehta	Harinagar - 4, Sunsari	Community Mediation Centre	Male
83	Khusbu Singh	Rajbiraj - 2, Saptari	Training Participant	Female
84	Ranjan Chaudhary	Surung - 3, Saptari	Training Participant	Female
85	Mausam Kumari Jha	Rajbiraj - 3, Saptari	Training Participant	Female
86	Ramkrishna Rajak	Rajbiraj - 5, Saptari	Training Participant	Male
87	Khelanand Das	Rajbiraj - 7, Saptari	Training Participant	Male
88	Rakesh Kumar Thakur	Rajbiraj - 2, Saptari	Training Participant	Male
89	Ramesh Kumar Sah	Rajbiraj - 3, Saptari	Training Participant	Male

S.No	Name	Address	Organization	Gender
90	Dauk Sing	Rajbiraj - 3, Saptari	Training Participant	Male
91	Min Chettri	Rajbiraj - 3, Saptari	Training Participant	Male
92	Akriti Ram	Mahadeva - 4, Saptari	Ward Member	Female
93	Krishna Narayan Tiwari	Mahadeva - 4, Saptari	Samyojak	Male
94	Rina Kumari Yadav	Mahadeva - 4, Saptari	Ward Member	Female
95	Sakila Banu	Mahadeva - 4, Saptari	Ward Member	Female
96	Ashok Kumar Yadav	Mahadeva - 4, Saptari		Male
97	Kalmi Devi Ram	Mahadeva - 4, Saptari	Community Mediation Centre	Female
98	Baidhnath Ram	Mahadeva - 4, Saptari	Community Mediation Centre	Male
99	Nisaj Kumar Shukla	Mahadeva - 4, Saptari	Community Mediation Centre	Male
100	Chudamani Poudel	Gaduwa - 7, Dang		Male
101	Sita Panthi	Gaduwa - 6, Dang		Female
102	Roma Aryal	Gaduwa - 6, Dang		Female
103	Madha Neupane	Gaduwa - 6, Dang		Female
104	Tilak Pariyar	Gaduwa - 6, Dang		Male
105	Sarita Khatun	Gaduwa - 6, Dang		Male

S.No	Name	Address	Organization	Gender
106	Patwari Yadav	Gaduwa - 6, Dang	Training Participant	Male
107	Parwati Aryal	Gaduwa - 6, Dang	Training Participant	Female
108	Nasim Ahmad	Gaduwa - 6, Dang	Training Participant	Male
109	Shiv Kumal	Gaduwa - 6, Dang	Training Participant	Male
110	Suji Yadav	Gaduwa - 6, Dang	Training Participant	Female
111	Mina Bhattarai	Rapti - 8, Dang	Training Participant	Female
112	Mariyam Khatun	Gaduwa - 6, Dang	Training Participant	Female
113	Fulmati Gupta	Maharajgunj - 1, Kapilvastu	Women Watch Group	Female
114	Indramati Teli	Maharajgunj - 1, Kapilvastu	Women Watch Group	Female
115	Sunta Kumari Kehar	Maharajgunj - 1, Kapilvastu	Community Mediation Centre	Female
116	Amit Dev Tripathi	Maharajgunj - 8, Kapilvastu	Community Mediation Centre	Male
117	Krishna Kumar Yadav	Maharajgunj - 6, Kapilvastu	Community Mediation Centre	Male
118	Amaravati Harijan	Maharajgunj - 8, Kapilvastu	Women Watch Group	Female
119	Padma Kumari Gupta	Maharajgunj - 1, Kapilvastu	Women Watch Group	Female
120	Nandini Mishra	Maharajgunj - 1, Kapilvastu	Women Watch Group	Female
121	Abida Khatun	Maharajgunj - 8, Kapilvastu	Marginalized Community	Female

S.No	Name	Address	Organization	Gender
122	Dinanath Chaudhary	Maharajgunj - 8, Kapilvastu	Marginalized Community	Male
123	Ram Samare Kori	Maharajgunj - 8, Kapilvastu	Marginalized Community	Male
124	Chandra Murawdi	Maharajgunj - 1, Kapilvastu	Marginalized Community	Male
125	Kuddush Mo	Maharajgunj - 1, Kapilvastu	Marginalized Community	Male
126	Rema Devi Kurmi	Maharajgunj - 7, Kapilvastu	Marginalized Community	Female
127	Tulsi Ram Pachi	Maharajgunj - 5, Kapilvastu	Marginalized Community	Male

Annex III: Field Notes

DAC Criteria [1]	Key Questions [2]	
<p>Relevance:</p>	<p>1.1 How relevant is the project, and its interventions in achieving the project objectives/outcomes in the target districts?</p>	<ul style="list-style-type: none"> - There was the context of the conflict (plus extended transitional phase) and the ensuing rise of abuses on one hand while a disconnect between local communities and the justice machinery on the other hand (for esp. the poor and marginalized thought that courts and justice mechanism were only within reach of the elites). It was thus very relevant that <i>Pahunch</i> went to the grassroots level: <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - Among the many programs we ran, one is a radio program where we bring in service providers (the six types of partners – justice, security, municipality, etc.) and service seekers (mostly women) together every week for a 30-minute talk show which focuses on the types of services available and the hows of accessing those services. Considering the fact that many people still do not know about most of state’s programs, and that such an intervention (like ours) did not exist in such scale (14 PSAs, weekly news, weekly talk program, weekly report in dual language) before, it was very relevant: <i>Krishna KC & Dhiraj Paudel</i> - The issues to be covered in the radio reports and radio talk shows were identified by engaging with the grassroots community. We collaborated with them to secure topics for these tools and shared the ideas with the centre (SFCG). Once we got a green signal, we proceeded with the production. This ensured that the issues we covered were contextual and relevant: <i>Chanchal Jha, Radio Rautahat</i> - Selections of target districts were done based on the Disadvantaged Group (DAG) criteria as conceptualized in the project document and communicated down the line to the partners. The major parameters for selection of such districts were: caste and ethnic composition, Complaints lodged with the local police, Disputes among marginalized and women, Cases filed in the court, victims of Gender Based Violence (GBV): <i>Birendra Basnet, District Co-ordinator CelleRD Inaruwa</i> - Selection of particular target areas within the district was also done in reference to the DAG mapping criteria of the respective Rural municipalities (former VDCs) which prioritized marginalized groups in general: <i>Manjeeta Upadhyay, Vice Chair, CoCoN</i> - As highlighted in the PAHUNCH project proposal: The security and justice sector in Nepal has witnessed significant changes since the conflict ended in 2006. Although a number of key reforms have taken place in both sectors serious, however challenges remain, threatening the overall stability of Nepal. The findings based on FGD and KII, strongly suggest that the project and its activity was highly relevant.

DAC Criteria [1]	Key Questions [2]	
		<ul style="list-style-type: none"> - The project was based on the nine specific principles that that combined will contribute towards the objectives of the project. 9 specifics: Common Ground Approach (CGA), reciprocal accountability, generating evidence and impacting policy, build upon existing structures and mechanisms, working with demand and supply side, multi-pronged approach, multi-stakeholder approach, multi-stakeholder engagement, adaptability, and integrating security and justice. - From all the districts (Rupandehi, Kapilvastu and Dang) visited, respondents highlighted that people had low understandings about the security and justice sector, they even didn't trust these two actors, similarly, dis-trust was between the two actors as well, there was distrust among the general public towards the two actors, limited practices of community-police engagement in the project implemented districts. Similarly, People from the selected districts and more specific the marginalized community people have low understanding of the security and justice actors. Local people were afraid of the police, financially incapable to go to or limited access to the justice sector, have had a deep rooted rational that only financially strong and powerful people have access to these sectors. - Based on the local context and existing practices of community peoples' access to security and justice, project implemented various interventions to meet the project objectives.
	<p>1.2 To what extent does the project meet the needs and expectation of the target groups in the target districts?</p>	<ul style="list-style-type: none"> - In the core Muslim communities in inner Terai, women still do not report cases of GBV. In fact, in Rupandehi, none were reported before Pahunch. Many still keep this violence to themselves: <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - One of the pressing problems of the selected districts for project implementation was women from poor and marginalized communities (Madhesi, Muslim, Dalit) facing domestic violence. Majority of the poor and marginalized women did not know about the violence that they were facing on a daily basis and were not able to access justice because they do not have the legal documents that can make accessing justice easier.

DAC Criteria [1]	Key Questions [2]	
	<p>1.3 What was the perception of the target groups towards the project design and specific interventions?</p>	<p>Few of the contextual factors that justify the relevance of the project in the selected districts are:</p> <ol style="list-style-type: none"> 1. The project's relevance is reflected through the efforts like community-police dialogue, trainings on gender-based violence and other local level issues, youth-police football, awareness generation programs, radio programs about access to security and justice and other tailor-made interventions to mention a few. 2. Poor and marginalized people, especially women have limited access to security and justice. There was need for appropriate interventions that will help such community increase their access, similarly, the security and justice sector become more accessible. 3. Relevance of the project was also echoed through involvement of the journalists. Media plays an important role, it is equally important that news are based on facts and information are shared in wider scale so community people are informed about the security and justice related issues, challenges and opportunities. 'This project is very relevant because it has created an enabling environment at the local level where community and police are linked': <i>Bharat Raj Devkota, Chairperson of (HWEPC) Manab Kalyan Tatha Batabaran Samrakshyan Kendra, Dang. 1.3</i>
	<p>1.4 How do you assess the project design considering the new policies and guidelines? Does it require any adjustment/revision for implementing or replicating in other places?</p>	<ul style="list-style-type: none"> - The program modality had to be modified down the line in order to make thematic interventions and campaigns relevant in this area. Sabal changed the formats of dialogue and interaction programs and included rallies, public awareness campaigns and used posters and pamphlets in addition to radio/FM for outreach.
<p>Effectiveness</p>	<p>2.1 To what extent was the project able to meet its set objectives/outcomes?</p>	
	<p>2.2 To what extent has the project contributed to improving the gaps outlined in the project proposal?</p>	<ul style="list-style-type: none"> - The project is very much relevant. The project has contributed lot to narrow down the relation gap and trust deficit among community and police in Sunsari and Saptari district. FNJ vice chairperson Shyamsundar Yadav mentioned, "I was so much amazed when I heard that PAHUNCH project is conducting program in Saptari with the participation of youth and police where community perceived police as enemy because many people were killed in Saptari during confrontation with the police. But later when I observed project closely, I saw that the project was very successful not only to narrow down the relation gap but also flourished the collaboration among youth and police to combat jointly against the criminal incidents prevailing in the

DAC Criteria [1]	Key Questions [2]	
		<p>community."</p> <ul style="list-style-type: none"> - Sunsari SP Rajan Adhikari also recognized that the project created very effective platform to build trust among community and police. DSP Ravi Rawal (Dang) opined that the intervention has served as a bridging tool between the community and police. - 'Mediation is the best means to resolve any dispute. Since the parties of the dispute themselves are engaged in the settlement and since no higher agency gives a decision in favour of or against any party, settlements are amicable and acceptable to all': <i>Uma Kafle</i> - Before, only big cases used to go to the police. But after the intervention (for example: football clinics), even small cases are being taken to the police. This is a manifestation of the trust that has slowly been growing between the police and the locals (esp. poor and marginalized): <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - After about 50 episodes, women started calling the radio and seeking justice on certain cases of GBV and DV that they were facing in the community: <i>Chanchal Jha, Radio Rautahat</i> - The SPs (for example, police, mediators, etc.) needed to spread words about their functions. So there was a win-win in the partnership. Now, local government or the NS needs to do the same and they need us equally: <i>Krishna KC & Dhiraj Paudel</i>
	<p>2.3 (Four) What are the views of the general public towards the motivation of nearest police office if they need to go there for any reason?</p>	<ul style="list-style-type: none"> - As evinced by the collaboratively designed new program concepts (like public hearing, awareness on drug abuse and child marriage, etc.) the scorecard program enhanced the level of trust between the police and local communities: <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - Majority of the people during FGD highlighted that they used to fear the police administration, however, the situation is not like earlier. Because of the dialogue and camps together with police, marginalized people approach the police to register the case related with violence and are getting support from police administration as well.
	<p>2.4 (Two) Is the general public including poor, marginalized and women aware of the services and provisions available for the security and accessing judicial services, and for victims of violence?</p>	<ul style="list-style-type: none"> - 'Among 109 the cases lodged with the office of legal aid, 80% constitutes cases of GBV and domestic abuse. With the recent provision by the central government in Dec,2017, Legal aid to victims of domestic abuse has been made free and has also strengthened jurisdiction of police to help them handle such cases better

DAC Criteria [1]	Key Questions [2]	
		<p>(Reprimanding/detain parents on reasonable doubt in case of child marriage). However, women are still hesitant at the grassroots level to bring cases against their kith and kin. Ram Prasad Gautam, Legal Aid officer, Saptari</p> <ul style="list-style-type: none"> - Before, the mediations were being run by NGOs and VDCs. Since It was not a state-run service, people did not mandatorily access these CMCs. But now, with the new constitutional provision of local governments handling judicial functions as well (via the Nyaayik Samiti), even the courts refer cases of violence to NS first. In that sense, court has come to villages for the poor and marginalized: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - People now comprehend/know the value of mediation. It is a win-win and preserves the social ties as against litigations to resolve disputes: Chanchal Jha, Radio Rautahat
	<p>2.5 (Six) What are the perceptions of the public about their responsibility and accountability to support local police in maintaining rule of law?</p>	<ul style="list-style-type: none"> - Relation between police and community has improved, more so in terms of number of cases logged with the local police by victims of GBV, Muslim and marginalized women: Beenu Bista, Sunsari - During an interaction program with community and end line beneficiaries in Duhabi-12, Sunsari. A participant pointed out low number of female police official which led to a further discussion on ensuring for a safe working environment of female police officers. A conclusion was reached that the local community shall assist the female officials in finding accommodation and ensures a safe environment that allowed the officials to render their services to the community. Following this, the district police office increased the presence of Female official during patrolling and stationed more female police officials at ward conduit points.
	<p>2.6 To what extent has the project contributed to enhancing the institutional capacity of stakeholders to achieve its objectives and outcomes?</p>	<ul style="list-style-type: none"> - Mediation workers are required to go through a 48-hour trainings and the participants are selected based on their marginalized status, level of education and social reach. - Prior to being involved with Pahunch I, as a radio presenter used modality of one to one interview which negated critical discourse. But after attending the interaction program for radio partners, I started inviting guests to my panel on live shows/recorded shows from various organs of the society and have them debate on a topic related to GBV, Triple Talak, Dowry and Child marriage. This has improved my reach and credibility among the local community, especially

DAC Criteria [1]	Key Questions [2]	
		<p>women/marginalized, who in some instance come to our station pleading to help them with their case, thinking we would help them. In those cases, we direct them to the VLA or CMC. At least we can provide them the platform to reach out. Roma Rijal, Saptakoshi FM, Radio partner</p> <ul style="list-style-type: none"> - During the project, 2 trainings with a batch of 30 approx. each were run that trained aspiring journalist from marginalized, Dalit and women on journalistic practices, news editing and story development. 4 Fellows from the trainings were selected and the topics they choose for their fellowship ranged from practical implications for youths from Dalit caste to rent accommodation, challenges of legal counsel set up under the revised federal structure, triple talak. This demonstrates that the fellows took a high-level of ownership of the project as the training helped them hone their content development and writing skills. Syam Sundar Yadav, VC, FNJ Saptari - Pahunch, via CeLLRd gave trainings to mediators who in turn were listed in the NS's list of mediators. This is very important because in the initial days, firstly, the local governments were not very clear about their own roles and responsibility, and secondly, even when they understood that it was their role handle local judiciary, they did not have the necessary capacity. Even though the LGIA mandated NS, the NS did not have any mediators. Thus, the project directly contributed to enhancing capacity of the mediators as well as the local government: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - People are now more aware about the free legal advices that are offered by the judiciary. Here, the judiciary used to claim that they were creating awareness by themselves by way of PSAs, tv, radio and newspaper ads, etc. But when the local radio partners looked for evidences, they failed to produce any. Pahunch has been more effective in terms of creating this sort of awareness: Chanchal Jha, Radio Rautahat - <i>Major Cases Resolved:</i> - A Muslim woman abandoned by her husband (polygamy) and his family. Later her child (Infant) succumbed in absence of child support and proper care. This case was brought to attention of CMC Harinagar and with the help of the CMC worker filled a case in the local court leading to legal action and reparation against the victim's Husband and his family - In terms of institutional capacity building, we have practiced a strict compliance in terms of finance and project deadline. Few other good practices of the project that should be continued are undoubtedly the framework for intervention design, partner

DAC Criteria [1]	Key Questions [2]	
	<p>2.7 To what extent has the project equipped the community-based organizations with relevant knowledge?</p>	<p>co-ordination and accounting for external externalities making the project flexible. Also, conducting Radio campaigns in local language is a practice we would like to replicate in future projects: <i>HUCODAN & Sabal Representative</i></p> <ul style="list-style-type: none"> - Dialogue between the local law enforcement and the community has improved in the light of all women paralegal service being rendered during the active phase of the project. - Women now have a better understanding on accessing free legal aid and are more comfortable in approaching police/law enforcement. This is a result from the engagement “Sambad” program that brought the community and police together on solving the pressing issues of GBV, domestic abuse. We often seek help from police in cases where parties won’t accept our summons. <i>Nabisa Khatun, CMC worker, Harinagar, 04</i>
<p>Impact</p>	<p>3.1 What is the direct impact of the project at Overall Objectives level? (Sub questions) (One) [3] Is the general public including poor, marginalized and women confident to get the services from police and judicial system?</p>	<ul style="list-style-type: none"> - The intervention has contributed to changing child-marriage, untouchability and discrimination (between sons and daughters) practices for better: <i>FGD with marginalized communities in Yamunamai RM</i> - 265 cases filed within one year out of which 35 relate to GBV, Sexual harassment, Domestic abuse - In Rupandehi district, close to 33% of cases that are reported to local governments are now women-led: <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - Of the three local governments (where the project was active) in Rupandehi (Kotaimai, Gaidawa and ...), 1701 cases which would have otherwise had to go to the courts were resolved through the CMCs. As per their local study, this saved an estimated Rs. 2 crore that would have directly or indirectly been spent had they had to go to courts. Of the 1701 cases, 995 belonged to Terai middle class and 551 of those further were women led cases. <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - VLAs existed before the project as well, but were limited only to prisons. Pahunch brought VLAs within the reach of the communities as well: <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - In Kotaimai, 22 cases of GBV were reported. None were ever reported before Pahunch: <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i>

DAC Criteria [1]	Key Questions [2]	
		<ul style="list-style-type: none"> - A local success: Once, one of the listeners from Dom community notified us of a potential child marriage (of a girl aged below five) and requested us to do something about it. I, went to the family's house and tried to reason them out of the decision. Later, I even notified security personnel of a potential mishap (the marriage). We were eventually able to revert the marriage. We also continued to follow up on the family and know that the family has still not married the girl away: Chanchal Jha, Radio Rautahat - Highly rewarding for all three partners involved in Sunsari. The project has improved the access to legal measures. The head of local law enforcements (SP, SSP) prioritize action against the perpetrator involved in GBV, child marriage, Statutory Rape. - Recently, a case of child marriage reported to CoCoN office and was immediately dealt with by arbitration with the father of the under-aged girl. - merge it with the Dome example - A Dalit woman was accused of witchcraft and beaten black and blue but the perpetrator was not punished in support of few of the locals. Later with the help of the local law enforcement, the accused was brought to court and handed over a 6 months sentence. This is indeed an example of how access to justice has increased. Rim Jhim Bhagat, Vice Chair, Harinagar Village Council - 'I was always afraid of police officials in uniform as a kid and that continued till the day I participated in an interaction program with police officials conducted in Inaruwa. That was also my first time travelling out of my village. I got to know about Nepal Police better. We had a great experience learning from them, interacting from them. I am very comfortable with approaching and interacting with police from then.': Chandrabati Ram, Participant "Sambad", Harinagar-4, Sunsari - We have received 450 cases, among which 350+ have been successfully settled. The cases mostly comprise of GBV, Land Dispute and being a major Muslim community of the district frequent cases of Muslim women being abandoned by their husbands due to prevalent polygamy. We have had major successes in all three types of cases: Dr. Allaudin Ansari, Co-ordinator, CMC, Harinagar-4, Sunsari - I was once heading for the local market when a constable tried eves teasing me. I didn't confront him at the time. Having attended the self-defense training during which I also had an opportunity to interact with police officials, I faced a similar situation while returning to my home. A constable was singing inappropriate song which I thought was directed to me, this time I confronted him to which he denied

DAC Criteria [1]	Key Questions [2]	
		<p>any wrong doing. I took the matter to the SP of the station and he took prompt action against the constable: Mausam Kumari Jha, Training participant, Rajbiraj -5</p> <ul style="list-style-type: none"> - I witnessed a group of rowdy youth eves- teasing a young girl, who participated in few of our interaction programs. The young girl confronted the group which unsettled them and they left immediately. Later I helped the local police identify them, only to find them waiting outside my house. I wasn't concerned for my safety as I can approach the police, being a member of CSC and having worked closely with them: Ram Krishna Rajak, Training Participant, CSC Representative, Rajbiraj 5 - In total 300+ cases of disputes arising from GBV, domestic abuse, and disagreement over land & property were handled by CMCs across 6 village councils under HUCODAN's watch. Moreover, free legal aid service to marginalized has been rendered effectively supported by the fact that numbers of complaints filled by women victims of domestic abuse, statutory rape, Poisoning has increased: Ram Kumar Yadav, VC, HUCODAN, Saptari. - We have seen an up rise in reciprocal accountability. Referral cases from rural areas are being registered and the system has organically evolved via word of mouth done by our previous beneficiaries. We have successfully handled 500 cases compared to 200 cases registered with the women and children centers in police offices" Ram Kumar Yadav, VC, HUCODAN, Saptari.
	<p>(Five) To what extent the citizen are satisfied with the services being provided by the police office and the behavior of police personnel?</p>	
	<p>(Eleven) How satisfied the victims who received the free legal aid service in terms of access, availability, and effectiveness?</p>	

DAC Criteria [1]	Key Questions [2]	
	<p>3.2 What are the planned and unplanned impacts (positive/negative) of the project?</p>	<ul style="list-style-type: none"> - During the drama clinics that we organized, the women from Muslim communities came to the filed wearing burkas on day one. They Burkas stayed put all day long. On the second day, they came in on Burkas but took them off the entire day during the programs. On the third (or final) day, they left their burkas at home only. This is the manifestation of the trust and the sense of security that the Pahunch was able to instill in these women towards the program (and participants of the drama clinic): Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal - During the elections, Madhesi, Chaudhari, Muslim and Women communities' application to 'Myaadi Prahari' went up significantly. We don't know how many actually got in, but this is a strong signal that people's trust towards the police improved. - These kinds of programs actually set up a basic institutional structure to deliver a service which can later be leveraged by other similar interventions as well. These kinds of impacts generally go unrecognized. But if we really look at it, this project laid down the foundation for the Prahari- Nagarik Saajhedari program: Kashi Ram Bhattarai & Prakash Ghimire
	<p>3.3 What is the level of policy support provided and the degree of interaction between project and policy level?</p>	<ul style="list-style-type: none"> - With the hand-over of the CMCs to the local governments, there was no need for the local governments to set up new structures. There was no need to train their own mediators and there was no need to design new tools to take justice to the poor in the villages: Hema Neupane, VLA, CeLLRd & Radha Adhikari, DC, Pahunch - The police are now building new networks at ward level and are engaging locals (men and women) in these networks. For example, the Butwal chapter has 11 members with 8 women and 3 men: Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal
<p>Efficiency</p>	<p>4.1 Were the project activities implemented as planned?</p>	

DAC Criteria [1]	Key Questions [2]	
	<p>4.2 To what extent was the project able to mobilize the existing structures, managerial/leadership support and coordination mechanisms efficiently in supporting the delivery of the project?</p>	<ul style="list-style-type: none"> - Currently CMC are working closely with the Judicial Committee (JC) and referral of cases to CMC and the ones handled by the JC are treated based on Article 48 (a) and (b). This makes the jurisdiction of JC clear. However, because JC being the new structure under the government provision it was also reflected during the FGD that there is no clear provision on the structure of the mediation center in each ward and remuneration of the coordinator and other mediators. - 'There were instances where female police officials were subjected to eves-teasing by local rowdy youths. This was made a topic of discussion between representatives of Community service centers, Sabal reps and Police officials. The issue was later resolved via vigilant action by the representatives of the community service centers.': Ram Krishna Rajak, Training Participant, CSC Rep. Rajbiraj 5 - - The strength of the project was mobilization of the existing structures rather than creating a new one. For instance, the Pahunch project worked with the radio partners, women watch groups (WWG) and capacitated them through trainings. Similarly, the implementing partner organization representatives were trained on Monitoring and Evaluation (M&E), financial management that assisted in delivery of the project as indicated in the log frame. - The field information revealed that coordination mechanism was efficient in terms of conducting thematic program, sharing and streamlining logistics requirements. Similarly, implementing partners conducted Project Implementation Committee (PIC) meeting and discussed the plans in details before conducting activities under the plan. - Our finding was that before going to any state agencies, locals took cases to political leaders first. It was only when even the political leaders could not resolve disputes that they were taken to the police or court (if at all). Under Pahunch, the consortium organized Ward Gathering (वडाभेलाइ) which brought together political party representatives, mother groups and local NGOs together and facilitated discourse between them. This was an example of the project leveraging existing institutions and power relations: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - VLAs existed before the project was well, but were limited only to prisons. Pahunch brought VLAs within the reach of the communities as well: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - Radio interventions all used existing structures. Plus, hearing PSAs made the locals seek services from their own security partners for the SPs participated in the PSAs in

DAC Criteria [1]	Key Questions [2]	
		<p>their locality: Krishna KC & Dhiraj Paudel - 4.2</p> <ul style="list-style-type: none"> - Radios connected locals with various aspects of Pahunch on a case-by-case basis. For example, if somebody called with a security problem, the radio would connect them to the security aspect of Pahunch and likewise in case of justice: Dipnarayan Dwivedy, Security Partner, Rautahat and Mahottari - Majority of the activities were organized jointly with the Local Government Units (LGUs), Nepal Police and district court. For examples all the mediation centers were established in the joint ownership of LGUs. Spaces for the mediation centers have been provided by LGUs in most of the project areas and LGUs have also supported resources in most of the project areas. Security activities were conducted in close collaboration with the Nepal police. They not only participated in the events but also took ownership of the process and SP/DSP played facilitation role in most of the events. Judicial outreach programs were organized jointly in collaboration with the district courts. - I invited religious leaders from Hindu and Muslim community on my station to discuss the religious and theological aspect of dowry, take of religious scriptures on role of women in both religions. When the topic of Triple talak, the Muslim Cleric recognized the societal and psychological impact it has had on women from Muslim, especially those living under dire financial distress. He clearly pointed out that the Quran not only forbids triple talak but also considers it a sin (Haram). The Muslim cleric also pointed out that people have misconstrued the actual teaching of their holy book leading to the malpractice of triple talak. Roma Rijal, Saptakoshi FM, Radio Partner, Sunsari
	<p>4.3 How and to what extent does the project present Value for Money?</p>	<ul style="list-style-type: none"> - Applying principle of subsidiarity by way of assigning ward level cases to respective wards themselves will greatly save time and resources for us at the municipal government to take care of other many things as well that require our attention: Gita Devi Shah, Deputy Chief, Yamunamai Rural Municipality - ‘CMCs within the NS has meant that elected representatives have been freed up to do other important things’: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - The local partners often worked on cost sharing basis and the stakeholders from the community demonstrated high ownership by providing for venue at no cost. DPAC meeting had a cap of a thousand rupees and were attended by up to 30 representatives from various partners. Given the number of cases registered and solved by the CMCs and assisted by the VLA. The project has clearly derived a high

DAC Criteria [1]	Key Questions [2]	
		<p>value for money: Birendra Basnet, Co-Ordinator, CeLLRd, Sunsari</p> <ul style="list-style-type: none"> - Because of the judicial committee and the community mediation center like earlier the disadvantaged group do not go to the social elite or leader, court. This has at a significant level assisted in saving their money. Respondents from CeLLRd highlighted that at a minimum the person spends up to 40,000 rupees in the court process. Because of the Project, a total of more than 200 disputes has been resolved in a win-win situation. It has been estimated that eight million rupees has been saved that would have been invested in the court process: CeLLRd, Sunsari - With a budget cap of Rs. 400, we were able to conduct an annual partner meeting that decided on critical matters like activating i) Judicial committee and ii) process of referral/prioritizing guidelines of cases. - ‘Given a case is pending in local court for a duration of 2 years and accounting for the cost of legal aid (lawyer) at a nominal fee of 3000, which is a huge understatement, would mean the plaintiff would require 70K+ approx. Even a simple AMIN charges around 5k for each filed visit. But our VLAs provide free legal aid and assigned AMIN with us conduct due diligence of land at 2k. The value of money is evident.’ Ram Kumar Yadav, VC, HUCODAN, Saptari - We had committed to 12 PSAs, did 14, 3 testimonials, did 4, 104 talk programs, did 115 and still continues. The project also chipped in additional budget to fit in these additional outputs, which exhibits that the donors found good value for money in these programs of ours: Krishna KC & Dhiraj Paudel
<p>Sustainability</p>	<p>5.1 What is the project’s exit strategy?</p>	<ul style="list-style-type: none"> - We did a number of programs but since the project has phased out, we could not study the impact of many of our engagements. It was as if we implemented the designed activities, but did not really own the feedback that we got from the project. For example, we did the scorecard program. Then we closed the project. We should have either not done the scorecard at all, or continued it until we saw some result. There was a lack of exit strategy in the project. We’re sure that was there on paper, but was not implemented: Prakash Ghimire & Kashiram Bhattarai, SSDC - A radio partner (Radio Rautahat) has started a local program called “<i>Sthaniya sarkar</i>” wherein they (field staffers) go to the communities, identify local issues and talk to the local representatives (elected) right away. This way, they are attempting to institutionalize accountability from elected representatives. The field staffer are paid Rs. 1000 per story: Chanchal Jha, Radio Rautahat - ‘Free legal aid offices were established in district court of sunsari when the project was active. This meant the legal aid officers were compensated nominally for their

DAC Criteria [1]	Key Questions [2]	
		<p>travel and time, but with completion of Pahunch maintaining a full time VLA would be a tough task'</p>
	<p>5.2 Are there any indications that show the good practices of the project will continue to be practiced beyond the life of the project?</p>	<ul style="list-style-type: none"> - I attended 'Antar Sambad' a police community interaction program as a newly assigned SP of Sunsari. The interaction program helped me enrich my understanding about the socio-economic status, cultural, political and grass-root reality of this district. I also attended the sensitivity training conducted by CoCoN that revolved around counseling to GBV victims, victim sensitivity and physiological aspects of handling a GBV case. I have applying the learnings to handle cases effectively ever since. I strongly believe that PAHUCH has a great framework and course of action and has been successful in bringing the police and community closer. <i>SP Rajan Adhikari, District Police office, Sunsari, Inaruwa</i> - A free legal aid service center is still active in the district court even after completion of the project. The legal aid office provides fast track counselling to victims of GBV. - After we organized various programs (football clinic, drama clinic, trainings, scorecards, etc.) the participants themselves also came up with various ideas for further collaboration. They built concepts around drug abuse, child marriage, public hearing programs, etc. Unfortunately, these feedbacks could not be looped into the program as it has now phased out: <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - Some of the good practices captured during the field visit were: - CeLLeRd in coordination with CoCoN conducted numerous trainings for police officials on counselling and victim sensitivity trainings within the targeted areas. In addition to these, trainings were also conducted in the peripheral location of the target districts i.e. Duhabi, Itahari, Dharan. Among the additional locations, Dharan municipality has requested CoCoN to build a similar training to be delivered to the police officials. - When taking activities to local levels, if we rise above administrative boundaries and try to engage communities from peripheral regions which also largely face similar issues, the intervention can yield higher impact and generate greater value for money - Community people especially poor and marginalized women were able to access security and justice. - Beneficiaries of the project approached the judicial committee and CMC to resolve conflict.

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		<ul style="list-style-type: none"> - Leveraged existing institutions, instead of re-inventing the wheel - Built connections between project-trained mediators and local judiciary - Harnessing expertise that had been built over years of engagement with the project <p>- Mediation service initiated by the project will continue as the ownership of the LGUs towards the community mediation service has increased and mediation has been recognized as the best tool of dispute resolution in the local governance act. As per the provision of the local governance act, 2074 mediation needs to be adopted by the Judicial Committee while exercising their judicial rights. The community mediation programs implemented under PAHUNCH project has been taken as good model and partner organization have been recognized as the resource center. In total 804 mediators, including 302 female mediators, have been listed in the roster of Judicial Committee in the western cluster including Sunsari. LGUs have allocated budget for strengthening the mediation service. In many LGUs, former mediators have been elected as the local level representative and they are also playing very positive role to institutionalize the mediation service.</p> <p>- Major partner including several village councils have been involved in drafting a plan for sexual violence mitigation. Owing to the fact that Pahunch facilitated dialogues between police, judicial officials, Legal aid service providers and other stakeholders in the past, many of them still reach out to CeLLRd and CoCoN representatives for recommendation. This includes involving reps. From Pahunch Partner organization in project committees. Sunsari Police has tasked a CoCoN representative with building a framework for their next campaign named “Sajhedari”</p> <p>- Use of Radio FM as medium for project outreach has been an excellent tool. It’s evident from the numbers of queries and phone calls we receive and victims visiting our station office to help them resolve their cases on daily basis since the inception of the project in Sunsari. Given the fact that individuals from low income/marginalized/women strata rely on Radio as a primary source of their information cum entertainment, we need to improvise our approach while envisaging radio campaigns. Campaigns that cover local stories using dramatic rendition of known faces in the community can be helpful in future to stimulate public interest.</p> <p>- Sunsari requires such program that motivates and aware the general public via defining the access route to legal measures, clarifying the procedure by cutting off the middle men and third party influence: <i>SP Rajan Adhikari, Inaruwa, Sunsari</i></p> <p>- Interventions like ours can be very effective but we should look to tie up with the</p>

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		<p>local governments (esp. now that Pahunch is over. So far, we have built and pitched four proposals. We could also, perhaps, use the same contents elsewhere as well: Krishna KC & Dhiraj Paudel</p> <ul style="list-style-type: none"> - After Pahunch was activated in this region, we were trained as a CMC worker and we do not allow two parties to be accompanied by anyone not related to the dispute. This helped us in neutral decision making and the parties involved were comfortable to share their disagreement freely.
	<p>5.3 What is the level of ownership of local stakeholders on the project intervention and the results?</p>	<ul style="list-style-type: none"> - After we organized various programs (football clinic, drama clinic, trainings, scorecards, etc.) the participants themselves also came up with various ideas for further collaboration. They built concepts around drug abuse, child marriage, public hearing programs, etc. Unfortunately, these feedbacks could not be looped into the program as it has now phased out: Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal - CeLLRD is looking into expanding and activating free legal aid offices in 10 districts among which 7 are already partially activated. Birendra Basnet, DC, CeLLeRd, Sunsari - Ownership among the CMC workers has been low ever since the Judicial Council took charge. Previously we had at least one CMC meeting a month, but in past 4 months no one among has taken any initiative to either counuct or attends such meeting. Reason being the Legal counsel being a part of Village council has an unclear line of bureaucracy and they have shown no interest to follow the standard procedure of CMC. They lack the capacity to address the disputes like we, trained workers do. FGD Participants, CMC workers, Harinagar-4 - We have also established a toll-free line for reporting domestic abuse and GBV based violence. We have developed a standard format for registering Thado Muchulka that is provided free of cost to women/victim of GBV. We realized these needs after 'Antar Sambad' interaction facilitated under Pahunch Program. - SP Rajan Adhikari, Inaruwa, Sunsari - 'Prahari Mero Sathi' indicates that the model of the project is replicable and the ownership has been transferred among the local law enforcement agencies: Sabal Representative

DAC Criteria [1]	Key Questions [2]	
<p>Future Strategy</p>	<p>6.1 Should such intervention continue in the future? If yes, how and why? What is the potential for scaling up of this project?</p>	<ul style="list-style-type: none"> - In terms of sustainability of the projects, the partners involved now need to decide on their action plan. For instance, trainings to aspiring journalist on news editing, responsible journalism can help sustain the impact created by the project. Fellows with potential can be trained to cover feature stories, build spoof content for effective outreach in rural areas: <i>Syam Sundar Yadav, VC, FNJ Saptari</i> - The Judicial committee, at present, lacks clarity. The community has increased their reach to appeal to the justice system but the JC hasn't provided satisfactory responses. The JC needs to be more efficient. For this, Pahuch can work with JC as a stakeholder and build activities similar to the ones that we have for the police department (Drama, football clinic, accountability dialogue) <i>Birendra Basnet, DC, CeLLeRd, Sunsari</i> - We plan to register 33 CMC workers from 7 wards under 3 skill based categories as member of the legal counsel under the assimilated structure. The village Council has an important role to play and I realize my role in making that happen. We plan to facilitate meetings, bearing nominal expenses: <i>Rim Jhim Kumari. Bhagat, Vice Chair, Haringar Village council</i> - We plan to register 33 CMC workers from 7 wards under 3 skill-based categories as member of the legal counsel under the assimilated structure. The village Council has an important role to play and I realize my role in making that happen. We plan to facilitate meetings, bearing nominal expenses: <i>Rim Jhim Kumari. Bhagat, Vice Chair, Haringar Village council</i> - We are currently working with CoCoN to draft an indicator based GBV mitigation plan: <i>SP Rajan Adhikari, Inaruwa, Sunsari</i> - Establishing free help desk in front of district courts and establishing a 24-hour police check post at main conduits can help mitigate issues of eves teasing, confusing while seeking legal aid. Also using local actors in drama clinic can be a great way to extend the outreach of future interventions. - Under government's supervision and initiatives, Women paralegals can be activated and brought to work closely with Women development centers to build a strong and reliable network of judicial officials. Ram Prasad Gautam, Legal Aid officer, Saptari

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<p>What were the major constraints and challenges that the PAHUNCH project faced?</p>		<ul style="list-style-type: none"> - We only got to work in the field for one year. After that, these functions were passed on to the local governments. - A woman (Sunita Yadav, Rajbiraj, 03) was allegedly poisoned by her husband. Though the evidences were circumstantial, we tried lodging complaint against the accused with a hope that the police will consider investigating the matter. But our efforts bore no fruit. Few weeks later, I got to interact with the CDO in a meeting conducted by FNJ and was able to brief him on the situation. Prompt action was taken to bring him into custody for initial questioning. It was hard for us to take this matter to the legal counsel as it requires a recommendation from the ward chair, who in this case would not refer the matter to the legal counsel due to personal bias: Ram Kumar Yadav, VC, HUCODAN, Saptari. - Pahunch could have directed to policy making level however with the project ending on such a critical juncture (Federal Structuring) means the local bodies have other priorities and the lines of jurisdictions are still unclear. This is going hinder project handover process in terms of ownership and continuity: Hemanth Raj Paudel, Program Co-ordinator, CoCoN Sunsari - In terms of technical capacity building, the local bodies are yet to present/draft any work plan. Given their independent stature. This can be a real opportunity in long term however in short term all the CMC officials, VLA trained during the project will be put to a back seat and their involvement will reduce heavily. This is likely to affect the impact of the project: Birendra Basnet, District Co-ordinator, CeLLRd, Inaruwa - The Panchyat system that prevailed arbitration of disputes in this region had a strong hold prior to the project. The previous panchayat arbitration model resorted few individuals with absolute power fostering a ground for irregularities, corruption and biased hearing. However, there have been several instances where a settled dispute is made void under pressure from the old panchs or in worse case the panchs won't let the dispute reach CMC: FGD with CMC workers in Harinagar - Rotation of service among Nepal police is a standard protocol. However, this presents both challenge and opportunity in terms of PAHUNCH project. A police official trained under the project might be transferred to other district but in terms of intellectual investment; he/she will be able to replicate his/her learnings in other districts as well. - In cases of gender based violence and domestic abuse, often the victim would take back the charges filled and would want no actions taken against the her

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		<p>husband's/husband's family: <i>SP Rajan Adhikari, Inaruwa, Sunsari</i></p> <ul style="list-style-type: none"> - Now with NS leading the mediation, the mediators trained by the project directly fed into the new local judiciary: <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - The general public still does not clearly understand what all cases are handled by the NS and there is room to extend engagements with locals: <i>Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch</i> - An integrated plan for all the partners was missing. In the consortium, security partner had 1 plan whereas, the justice partner had another. – Lack of Planning. The plans were based in district but not in field level where other partners were warring. The plans of radio partner, security partner and justice partner were not harmonized. <ul style="list-style-type: none"> – Lack of Coordination – It was also difficult to coordinate with local level government after election. Their representation was compulsion but it was very difficult to manage time with them. Example: The letter from justice partners would go to the police center stating that conflicts could/should be resolved through mediation. (Here he security team should have coordinated with the justice team to let various police centers know about the existence of mediation centers in the area. As a result, police/CDO/Justice/ Security did not go to the field in a coordinated manner. -<i>KII, ECDC, Rautahat</i> - Trust building with the police was a challenge. The police were historically not trusted by the people and the Madhes movement further aggravated this situation. The program worked to build the trust – to bridge the gap between police and public. Ut, negative role of police in different popular media would come then the trust that was built would again be undermined. The clash of ego between partners working on the ground: field level NGO and lead partners. - <i>KII, Punam, Rautahat</i>

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Lessons Learnt, best practices and recommendations		<ul style="list-style-type: none"> - It's important to transfer the ownership of safe Houses from a standpoint of ensuring security of victims and sustaining a support mechanism that links justice with security. In absence of these, women and victims of GBV would face a high risk of threat from their aggressors. Also once a dispute is settled through CMC or is undertaken by a VLA, it's important to monitor the post settlement status and conduct regular follow up with the victims: <i>Dharmendra Yadav, Rajbiraj High Court</i> - How do we ensure that the ownerships of Safe houses at local level? This remains as a challenge and as an opportunity. Also, there was a visible gap in sharing experiences among the partners from successful campaigns run during the project's course. This posed challenges in terms of implementing learnings from one area/districts. <i>Manjita Udaphyay, VC, CoCoN</i> - In the initial days, there was a sort of a conflict among the partners themselves. For example, Kadam (working closely with the police) would recommend victims to go to the police asap while Cellard (working with the lawyers and mediators) would recommend victims to go to the CMCs. It took more than a year after the inception of the project to resolve this conflict only. On top of that, there was a lack of clarity between what all the local governments were supposed to handle. And the police held the notion that once cases come to them, the police itself has to resolve it, otherwise, people would lose trust in police: <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - Upon retrospect, the project was mostly donor-driven. So many good concepts that came about as a result of many of these "donor-driven" programs could not be implemented. The local community would have owned these programs more. It appears that we focused more on results (project outputs) than impact (meaningful and self-sustaining institutions): <i>Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal</i> - We made sticker with the details of the local police and pasted them in diaries and circulated them: <i>Krishna KC & Dhiraj Paudel</i> - The chief mediator should be: a retired (with limited further career aspiration), somebody who understands law, somebody who is recognized as a local intellectual and is well respected by all. Additionally, the LG should be given autonomy regarding its management of chief mediator: <i>Uma Kafle</i> - The framework of this project can be easily replicated into action plans by local administrative bodies. But this would mean (Officials of the local bodies) will need

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		<p>the same level of capacity building. The local bodies can then use the framework coupled with geographic data analysis to target specific types of crimes/disputes. Also, a grading system based on the data derived from such surveys can help the local bodies prioritize cases. One particular engagement profile that has stimulated public interest has been the drama clinic and visual aid campaigns. This should be continued even after project completion using local partners for lasting effect: SP Rajan Adhikari, Inaruwa, Sunsari</p> <ul style="list-style-type: none"> - FNJ saptari has facilitated frequent dialogues between the implementation partners and the target beneficiaries as well as the law enforcement bodies. The recent board meeting has decided to waive the nominal fee charged for conducting press meet/conferences for victimized women, children and special cases. This was done as we were committed to establish the good practices of this project. Syam Sundar Yadav, VC, FNJ Saptari - The project was an early phase out; people (locals, governments, and other state machineries) had just begun to understand federalism and how local governments could play a crucial role in resolving local disputes at grassroots level itself, thereby removing the need to either silently bear the violation of their rights or seek support from an inefficient and expensive court system. This project should have gone at least another two years to institutionalise these new developments. Now is the time to actually expand engagements with locals and local representatives: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - New programs can be designed to create awareness about what types of cases are handled by the NS and what types by the police: Hema Neupane, VLA, Cellard & Radha Adhikari, DC, Pahunch - So far, we only got to implement DFID's plan. The outputs that came out as a result of our interventions (i.e. the collaboratively designed concepts) could not be implemented. The program could have been extended to create avenues for the implementation of these programs too. (Again,) it was an early phase-out: Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal - We need to ensure that good practices are institutionalized and passed on to new generations as well: Damodar Ghimire, Indira Acharya and Kamala Gahatraj, Kadam Nepal - Media programs (like the radio programs) need to be tied up with the local governments now (for both sustainability and local ownership). Furthermore, we should explore if the contents that have already been generated can be used

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		<p>elsewhere as well; that means more efficiency: <i>Krishna KC & Dhiraj Paudel</i></p> <ul style="list-style-type: none"> - Possibilities of extending the radio talk shows as public hearing programs could be explored: <i>Krishna KC & Dhiraj Paudel</i> - Donors should look to diversify the people they work with. When the entire donor community looks to work with the same group in order to capitalize in their existing expertise, sometimes, it demands overshoots the supply, or at least, it compromises the quality of partnership: <i>Chanchal Jha, Radio Rautahat</i> - Similarly, underperformance and not meeting target especially by a few radio partners was a challenge in itself. In case when they were not performing as per the requirement, warning and termination was done. Major lesson learned was that while carrying out the media assessment it is necessary to scoop out its capacity in terms of available human resource, commitment to quality, nature of the program they are broadcasting - In the consolidated report it was indicated that community interactions and reports suggest that Deputy Mayors are considered 'residue of the patriarchal system,' and their role in the society is challenged, and often discarded. Through various interventions like dialogue between JC, Local police and mediators at the local level Pahunch worked closely with Deputy Mayors and other JC members and clarified the roles and mandates of different local level judicial stakeholders. To some extent such engagement has assisted the deputy mayor as well as vice chairperson of the rural municipalities to understand their roles and act accordingly. However, in the few of the districts visited like Siraha, Saptari the JC coordinator (who is the vice-chairperson) are not much capacitated and still there are number of challenges (mobilization of mediators, establishing CMC, resource allocation) that they are facing. - Another lesson learned was based on the community score card work. Because this particular activity was implemented at the final phase, the project was not able to follow up and ownership from the community level and police administration could not be reflected. The major lesson learned was before implementing activities, there should be a clear vision on how the output will be utilized and will be reflected through visible outcomes. - The Pahunch project had multiple layers of implementation partners. This could have delayed the implementation of the program and the quality deliverables. - One of the important lessons learned is that it is very common that there occurs frequent transfer of government officials including the police. Project has a focal

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		<p>person from such offices and their transfer creates a challenging situation for implementation of the project activities. To overcome such challenges, two important aspect needs to be considered during the project design: First, the second tier of the organization needs to be well informed and involved in the project and second, there should be a well-documented institutional memory.</p> <ul style="list-style-type: none"> - During the project implementation period, series of political unrest were observed. This not only affected the implementation of the project but also widened the gap between police and youth as well as community members. One of the major learning due to such cause, the implementation plan needs to be flexible and adaptive to the local context and need.