

# Development of Costing Framework and Costing of Gender Equality Instruments in Nepal

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**Submitted to:**

*Ministry of Women, Children & Social Welfare  
Singh Durbar, Kathmandu, Nepal*

**With the technical and financial support from:**

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## Acronyms

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AP	Asia Pacific
BPfA	Beijing Platform for Action
CBOs	Community-based Organizations
CDO	Chief District Officer
CEDAW	Convention for the Elimination of Discrimination Against Women
CFUG	Community Forest Users Group
CPA	Comprehensive Peace Accord
CSC	Community Service Centres
CSW	Commission on the Status of Women
CTEVT	Centre for Technical Education and Vocational Training
DEO	District Education Office
DLAC	District Legal Aid Committee
DoE	Department of Education
DWC	Department of Women and Children
DoFE	Department of Foreign Employment
EVAW	Ending Violence Against Women
FEPB	Foreign Employment Promotion Board
FET	Foreign Employment Tribunal
GBV	Gender-Based Violence
GCC	Gulf Cooperation Council
GE	Gender Equality
GESI	Gender Equality and Social Inclusion
GoN	Government of Nepal
GO	Government Organization
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MoF	Ministry of Finance
MFA	Ministry of Foreign Affairs
MoFALD	Ministry of Federal Affairs and Local Development
MoHA	Ministry of Home Affairs
MoHP	Ministry of Health and Population
MoLE	Ministry of Labour and Employment
MoLJPA	Ministry of Law, Justice, Constituent Assembly and Parliamentary Affairs
MoPR	Ministry of Peace and Reconstruction
MoWCSW	Ministry of Women, Children and Social Welfare
NPA	National Plan of Action
NPA/SFE	National Strategic Five Year Action of Plan on Safe Foreign Employment
NDHS	National Demographic Health Survey
NGO	Non-government Organization
NWC	National Women Commission
OCMC	One-Stop Crisis Management Centre
OPMCM	Office of the Prime Minister and Council of Ministers
PNCC	Pravasi Nepali Coordination Committee
SAARC	South Asian Association for Regional Cooperation
SaMi	Safe Migration (Project)
SC	Service Centre
TCV	Total Cost of Violence
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNSCR	United Nations Security Council Resolution

VAW	Violence Against Women
VAW/G	Violence Against Women or Girls
VDC	Village Development Committee
WCO	Women and Children Office
WCSC	Women and Children Service Centre
WCSD	Women and Children Service Directorate
WHO	World Health Organization

## ACKNOWLEDGEMENT

On behalf of Sahavagi, I would like to extend our thanks to the Ministry of Women, Children and Social Welfare (MoCWSW) and UN Women for entrusting the important task of ‘Development of Costing Framework and Costing of Gender Equality Instruments in Nepal’ to us. It was a rigorous exercise and we are grateful to Ms Radhika Aryal, Joint Secretary and her team, for coordinating the Advisory Committee meetings and for their invaluable inputs. We are also thankful to the peer reviewers and members of the Advisory Committee for their constructive feedback, who helped us shape our study to be more effective. We express our appreciation to all the officials from the ministries (MoHP, MoLE, MoHA, MoE, and MoFALD) and government offices (WCSD/WCSCs, DoFE, FEPB, WCO, DWC, DA, DHO) at both the central and district level, for their time and valuable information provided. Similarly, the staff members of the Service Centres, OCMCs and I/NGOs (ABC Nepal, WOREC, SAATHI, Pourakhi, Sakchhyam Mahila Samudayik Samuha, SaMi Project) deserve our thanks for sharing the available information and pointing out the gaps. The study would not have been completed without the testimonies of GBV survivors who, despite enduring pain at the personal level, shared their stories so generously with us.

We are thankful to UN Women for supporting this study, both technically and financially. Special thanks go to Ms. Nigma Tamrakar, GRB Technical Expert, and Mr. Durga Prasad Khatiwada for their unwavering support and constructive feedback. Our thanks go to Mr. Ziad Sheikh, Representative and Ms. Gitanjali Singh, Deputy Representative for their continued support.

We would like to thank all individuals who supported this study, both directly and indirectly. We are hopeful and optimistic that this study has set a precedent in costing of gender equality instruments and will be useful for similar future exercises.

Finally, we would like to thank our foreign advisor, Ms Debbie Budlender, for her special contribution to the report. The study team led by Dr. Meena Acharya, consisting of Mr. Birbhadra Acharya, Mr. Ritu Raj Bhandari, Dr. Vikash Raj Satyal, Ms. Neera Shrestha and Ms. Muna Basnyat, deserves special thanks for their diligence and dedication. Similar thanks go to Ms. Bhabani Sapkota, Ms. Januka Pandey and Mr. Bisheshwar Dhungana for their continuous support throughout the study period.

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# Executive Summary

## *Introduction*

Nepal has enacted many laws and policies to ensure gender equality and women's rights over the years. The country has adopted action plans and programmes, as well as implemented them to fulfil commitments under its own constitutions, CEDAW, BPfA, and UNSCRs 1325 and 1820. A few examples include the National Strategy and Plan of Action on Gender Empowerment and Ending Gender Based Violence (EVAW) and the action plans on UN SCR 1325 and 1820. Nevertheless, the available information reveals that women continue to lag behind men in all aspects of life. They face severe problems of gender-based violence. Thus, one fifth of women between the ages of 15-49 have been found to have faced physical violence in their lives. Twelve percent women in this age group had experienced sexual violence. About 10 percent of married women between the ages of 15-49 years have faced emotional violence.

Among various factors that impede women's progress, institutional weakness due to inefficiency of spending as well as shortage of funding stands out clearly. Achieving gender equality under the SDGs will require large-scale investment in expanding the outreach of the gender equality programmes to all women and strengthening the institutions that deliver services to them. The current exercise, which focused on development of a costing framework and costing of specific instruments on gender equality, aims to break new ground by facilitating closing of the accountability gaps between the commitments and resource allocations for achieving gender equality goals and realization of women's rights.

## *Objectives and the methodology*

This exercise had two specific objectives (1) developing a detailed framework for costing gender equality instruments in general and (2) undertaking costing of implementation of EVAW and gender related aspects of the National Strategic Action Plan for Safe Foreign Employment, 2015 (NPA/SFE) .

For development of the methodology and the framework for costing, a wide range of international literature was reviewed and several rounds of discussions were carried out with the Advisory Committee. In addition, costing of the EVAW and the gender aspects of NPA/SFE involved review of the related policies, acts and wider literature, thorough review of the EVAW and the NPA/SFE, prioritizing the activities for costing and delineating the scope of work, sampling of districts for field visits, development of institution-specific instruments for data collection from the field. Primary data were collected mainly from GBV-related government offices at the centre and in the districts and from a few NGOs. All data and information refer to the fiscal year 2014/15. A total of twenty-six case studies of individual women were documented from seven sample districts

Finally, action plans and implementation experience of several countries in the Asia Pacific Region were reviewed, so as to evaluate sufficiency and insufficiency of the package of services provided for in Nepal programmes.

### *The costing framework*

After an extensive review of the international literature on costing gender equality instruments and in-depth study of the EVAW and NPA/SFE, the team arrived at a number of conclusions, as follows:

1. The purpose and scope of the costing exercise must be determined at the very start. The approach and methodology of a costing exercise will depend, firstly, on the purpose of the costing and, secondly, on the instrument that we are costing. In terms of purpose, clarity is needed if the costing is intended primarily for advocacy purposes, or to arrive at an estimate of the cost of intervention for the government's planning of services and budgeting. The current exercise primarily sought to serve the second purpose.
2. We also need to determine the scope in terms of the types of costs to be covered. In all cases it is likely that there will be two types of costs:
  - a) Costs directly associated with service delivery/implementation, for example material and staff time involved in providing health services to victims, payments to doctors, medicine, etc., which can be attributed to individual cases; and indirect costs such as office space, staff time devoted to management, monitoring, supervision, furniture, etc. which cannot be allocated directly to individual cases. These costs relate to the first layer of the institution. There may be further layers of administrative structure whose costs will have to be added to derive the total cost per unit of the particular service under consideration. A costing can attempt to estimate a "unit cost" for this type of cost i.e. the cost of delivering a service to a single individual or a group of X number of individuals.
  - b) Establishment/set-up activities at higher levels of administration related to the various "processes" that are necessary to get everything in place to address a problem. These costs are especially likely to arise when there is a new policy or intervention. Such activities could include drafting of legislation, drawing up of norms and standards, research/studies, capacity building of staff, construction of infrastructure, etc. Unit costing method cannot be applied to them, as they are one time activities and not attributable particular unit.

The distinction between once-off and recurrent costs is not always clear-cut, but a line must be drawn somewhere.

In addition, all cost items can be grouped under three broad headings; a) material or direct cost, b) human resource cost, and c) overhead cost.

- a) For example in the case of EVAW instruments material or direct cost associated with preventive activities would include costs of designing , printing, broadcasting, or putting hoarding boards, conducting training and orientation programs etc.

Similarly, material cost incurred in protective activities could be transport (purchase of fuel) during rescue, investigation and referrals, medical aid and medicines, lodging, food and clothing, material cost of associated training sessions, income generation grants, referral and reintegration activities; and monitoring of NGOs in respect of prevention activities and cooperatives. Community and district service centres for rescue and rehabilitation also need to be considered as direct costs. Similar costs that are incurred during prosecutions also need to be calculated here.

- b) Human resource cost includes the time of programme and administrative staff, doctors, other medical staff, psychosocial counsellors, etc., addressing the issues of VAW. They are regular paid staff of the respective institutions. Therefore, this cost is arrived at by calculating the time of staff spent (in terms of hours) on related activities multiplied by the hourly salary and benefits the staff get from that institution.
  - c) Overhead cost associated with programme implementation offices, for example rent for the office space (or equivalent amount for the space used), part of the utility charges, part of the salary of the logistics staff proportional to their time devoted to this program office etc. However, if the agency is exclusively established for addressing VAW, then the utilities and rental cost could be included in direct cost.
3. At this stage, a second round of in-depth literature review is needed for an environmental scan and prioritizing the activities to cost. Where an instrument to be costed involves service delivery, a list of existing services will emerge in the process of the policy/legal and environmental scan. Key questions that will probably have to be answered at this stage are:
    - What services/interventions are available and are being provided?
    - Who implements these services?
  4. Once a list of needed interventions is generated, an initial prioritization of activities for costing is important, as resources available with the government or the development partners will be limited. This initial prioritization to decide which activities will be subject to costing could be based on criteria such as (a) the relative expected contribution of the activity to gender equality; (b) the relative expected cost of the activity; and (c) whether the activity is a new one (indicating need for additional resources) or an existing one. Once the costing exercise itself is completed, the exercise itself may indicate a need for further prioritization on the basis of costs involved.
  5. The next step would be choice of approach and methods of costing. In the case of EAW and NPA/SFE in Nepal, unit costing methodology was chosen and adapted to take account of the specific situation of Nepal.
  6. Further necessary steps would be the choice of representative sample sites to be visited and development of instruments to be used.

### ***The process of costing EAW and NPA/SFE in Nepal***

In the case of Nepal the framework for costing EAW and NPA/SFE involved following specific steps:

Step 1: Identification of services required

Step 2: Identification of activities related to present government services under EAW and NPA/SFE

Step 3: Assessment of current level of activities and identification of gaps

Step 4: Estimation of costs.

The services and activities to be costed for EVAW and NPA/SFE work were selected on the basis of the following three criteria. To be included, a service or activity had to meet all three criteria:

- Those services and activities where the costs were incurred by the government. (This could include services where costs are incurred by individuals or households but where government plans to subsidize the costs)
- Those activities which related to direct services to victims (including children) and perpetrators. This, for example, excludes awareness raising and public education except as it relates to availability of services.
- Activities which were recurrent and related to on-going operation, rather than setup costs (including, for example, construction of infrastructure and facilities)

### **Costing of existing services and activities**

The study included a field study in seven sample districts. One of the objectives of the sample study was to verify if the activities were being performed. Most of the activities planned under EVAW were being implemented. However, the team assessed the quality of the programme/activities, and the actual expenditure of the programme budget. Using the allocated budget and field verification, the total cost of the activities was determined. This is a good proxy of total cost as most of the budgeted items were spent. Using the total beneficiaries of the activity, the unit cost for the activity was estimated.

For the estimation of costs related to the identified activities for the policy instruments, ministries and other government agencies needed to be visited. As the actual cost for each activity could not be determined through interviews,<sup>1</sup> the actual budget allocations for that activity in the last fiscal year were identified through the additional visits and used in place of the information that could not be collected during the field visits.

### **Costing of services and activities not currently provided by government**

Generally for services and activities that were currently provided or new, the basic elements for costing were derived from interviews with the concerned staff in the government offices and NGOs. Since no information on unit cost or beneficiaries was available, the data were collected from office records and interviews with the concerned officials on the main (in financial terms) two components of the costs:

- Staff costs – which required identification of the number of staff at different levels (in terms of hierarchy and salary) including the support staff
- Materials and equipment costs – which required identification of the goods needed to deliver the activity or service

### **Step 5: Compilation of a composite model**

The information collected during steps 2, 3 and 4 was compiled together in an Excel spread sheet that listed each of the services and its component activities, and provided estimates for two categories of cost:

- a) Service-wise cost estimate: for each activity identified and listed, an estimate of current cost per unit and required cost per unit was made.
- b) The total cost for government of providing the full set of services to all potential beneficiaries could not be estimated as projections for future number of beneficiaries were not available.

## *Conclusions from environmental scan*

### **The institutional setup**

Nepal has all the laws, regulations and institutional setup necessary for implementing EAW and NPA/SFE and many institutions have been assigned roles in the implementation of these action plans. Nonetheless, in reality only a few of them were found to be involved currently in the implementation of the action plans.

For example, only the MoWCSW, Ministry of Health-OCMCs, Ministry of Home Affairs- WSCs, Appellate and District Courts, and District Legal Aid Committee - Nepal Bar were found to be involved in the implementation of EAW activities in the field. The network of institutions currently involved and kind of services provided by them under EAW are featured in the Table Below.

Similarly, a number of institutions and mechanisms have been established to manage and oversee foreign employment. The Ministry of Labour and Foreign Employment is the apex body that oversees the overall employment situation, manages related training, and regulates labour relations, employment conditions and other labour-related aspects in the country. This includes foreign employment. A number of subsidiary institutions have been set up to regulate and manage foreign employment. These include the Department of Foreign Employment, the Foreign Employment Board, the Foreign Employment Welfare Fund and a Foreign Employment Tribunal. They together manage all the affairs related to foreign employment including rescue, rehabilitation and reintegration of those who return with problems. Finally there are attaches and counsellors stationed in the diplomatic mission of Nepal in countries with more than 5,000 migrant workers.

### **Current status of service delivery and related challenges - EAW**

All activities related to implementation of EAW have been categorized under three main headings for this analysis, e.g., a) Prevention – formulation of laws, policies, guidelines, protocols, etc., awareness raising through mass media, pamphlets, posters, etc., training and interactions; b) Protection – rescue, rehabilitation, reintegration, c) Prosecution – investigation and prosecution. Box 1 features the current status of service delivery by the various institutions.

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*Box 1: Current status of service delivery*

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MoWCSW, Department of women and Children and WCOs

Preventive activities

- Formulation of laws, policies, regulations and protocols, etc.
- Mass awareness raising (posters, pamphlets, radio programmes)
- Training and workshops/interactions
- Formation, capacity building and supervision of the Vigilant groups at the grassroots level

Protective activities

*Through CSCs & DSCs operational in 17 districts*

- Rescue
- Lodging, clothing and food (normal 30 days, maximum 45 days, average stay 7 days)
- Psycho-social counselling
- Livelihood support (skills training and income-generating activities)
- Legal support (as necessary)
- Reintegration

Women & Children Service Centre (Police)

*Operational in 75 districts*

- A total of 1,344 staff (officers + non-officers) positions
- 613 police officials are currently deputed to these posts
- Because of the large number of complaints GBV case handling gets only about six percent of the time of the staff
- Nepal police has developed a guideline for the handling of GBV cases
- Police personnel are trained on case handling at the time of job induction

*WCSCs- preventive activities*

- Public interaction
- Training for its cadre
- Public hearings
- Anti GBV day celebration

*WCSCs-protective activities*

- Rescue and transport to the police post
- Investigation
- Out of the court settlements
- FIR registration
- Referrals

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Ministry of Health –OCMCs

- Preventive activities such as training and orientation, **policy and guidelines, protocol preparation, etc., are carried out by the Ministry from the centre.**
- **The OCMC's protective services include; physical check-up, first aid, medical and pathological investigations, psycho-social counselling, medical treatment, and referral services.**

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District Legal Aid Committee (DLAC)

*Operational in 19 district*

- Altogether, there are 19 OCMCs in the country, including one in Kathmandu, which provide medical treatment to GBV victims free of charge
  - Zone and district hospitals manage the OCMCs.
  - On the recommendation of the VDC, free legal aid is provided to GBV victims whose annual income is less than Rs 40,000
-

The challenges faced by them in the implementation of EAW are described in Boxes 2a and 2b. A major gap in the implementation of EAW seems to be the monitoring aspect which is very weak under all three major headings.

### ***Box 2.1a: Key Challenges***

#### COORDINATION

- Coordination in the implementation of the multi-sector action plans is a major challenge, which was clearly impacting on the implementation of both EAW and NPA/SFE as well.

#### WCSCs

- Inadequate budget allocation
- There is no direct provision of support for GBV programme in Nepal Police budget.
- There is no budget even for transport and temporary lodging or food for the GBV victims.
- At times the staff has to provide food and clothes to victims from their pockets.

#### DLAC

##### *Service Provider's perspective*

- While the victims need immediate support, the case usually takes a long time to prepare.
- There is only one staff member in the committee who is responsible for administrative matters as well as provision of legal aid to victims. It takes long time to prepare the legal documents for cases. It is difficult to prioritize the cases.
- DLAC suffers from inadequacy of financial resources.

##### *Victim's perspective*

- Poorer victims from remote VDCs can rarely approach DLAC due to lack of resources.
- Often the perpetrators are from a powerful elite group, and there is always a chance that the case is manipulated at the local level.
- VDC secretary is not always available.
- The case is generally settled in two to three years, and poor victims often drop the case in the middle due to the financial expenses involved as well as social pressure to let it go.
- People from remote VDCs are not aware of the services against GBV from the WCOs, WCSCs, service centres and DLAC.

The case studies show that most GBV survivors who had received services from these institutions were satisfied with the service providers. It seemed that once the survivors reached the SC all their expenses on health needs and legal fights were taken care of by the SCs. The main complaints seemed to be with the service components provided. For example, several of the women wanted assistance for children's education, which was not a component of the SC package. Complaints were also voiced about the long process involved in the approval of economic assistance for independent enterprise. Basically five institutions were mentioned by the GBV survivors as providing services: OCMCs, WCOs, SCs, WCSC, and court. Unfortunately, the research team had no access to those who were denied services. In almost all cases, family members from the maternal side were the ones who supported the GBV survivors emotionally and assisted them in exploring available services including access to justice.

### ***Box 2b: Key Challenges***

#### Service Centres

- The staff of Service Centres (CSs) are underpaid and demotivated.
- SC staff are not properly trained on handling victims of violence.
- Monitoring is a weak aspect in the whole programme.

#### OCMC services

- Ineffective referral system
- In some OCMCs, there is no separate psycho-social counsellor and no separate rooms for counselling.
- Some of the OCMCs had no psycho-social counsellor.
- There is no structured follow-up system.

Finally, a comparison of Nepal's service packages with those of several other countries in the region listed in Table 2.2 in Chapter 2 shows that they are more or less similar. The issue then narrows down to the efficiency and effectiveness of the delivery of services.



## **Current status of service delivery and challenges in costing NPA/SFE**

- The Department of Foreign Employment in the Ministry of Labour and Employment is the main agency responsible for the implementation of NPA/SFE. As in the case of EVAW, a number of other ministries have been identified as collaborating agencies. However, currently only those institutions created specifically for promoting safe foreign employment are involved in its implementation.
- The activities mentioned in the NPA are not reflected strategically in the work plan of MoLE. The officials interviewed were not aware of the NPA/EVAW.
- The MoLE and FEPB were, however, involved in training when requested by the MoWCSW, deputing labour attachés to foreign embassies, running safe houses in the embassies, providing compensation for death and evacuating victims of fraud and violence, and bringing dead bodies to Nepal. They are also involved in rehabilitation. Costs for all these activities are borne by the FEPB.
- Since it is new and not fully introduced to the concerned stakeholders, it is too early to do a cost analysis of the NPA/SFE based on the actual budget and/or expenditure. However, the objective related to gender was studied and progress is noted in the chapter. .
- No information is available on the number of female labour migrants returning after enduring violence at the destination countries. It is only those who file cases at the Foreign Employment Tribunal (FET) or approach the Foreign Employment Promotion Board (FEPB) for compensation after injury that are recorded, including those who have died abroad.
- Female migrant returnees who have mental health problems can access free services at the OCMCs in those districts where they exist. This link is missing in the NPA/SFE.
- The NPA/SFE provides for financial support to the Service Centres and Rehabilitation Homes established by the government from the third year of its implementation. In reality, many NGO centres are already providing emergency services to needy returnees. Thus, the budget should be allocated from the first year.
- It is not feasible for female labour migrants to come to the capital to file cases. Even though free legal aid is available, the victim may not be able to bear the costs of food and lodging.
- Even though migrant women may have been trafficked, they tend not to see themselves as victims of trafficking. This is mostly due to the social stigma attached to trafficking and the lengthy time the court battles take in trafficking cases. This has resulted in underutilization of the funds for victims of trafficking.
- No expenditure is allocated to establish a separate facility (it could be a room) catering to the needs of women at the diplomatic missions in destination countries even though the NPA/SFE plans to develop a code of conduct to provide shelter to women there.
- A strong nexus between foreign employment and human trafficking exists, but this is not adequately emphasized in the NPA/SFE

### ***Box 3: Key Challenges in costing NPA/SFE***

#### **Safe foreign employment**

- *It is too early to conduct a costing of NPA/SFE as it was endorsed by Cabinet only on 10th August 2015 and most of the actors cited as responsible for the NPA do not have the NPA in hand.*
- *Some of the activities have an indefinite number of beneficiaries, and unit costing method cannot be applied to them. Moreover, the NPA has already estimated and allocated one-off lump sum expenditure required for them.*
- *Since the awareness-raising programmes do not quantify the number of programmes and the mode of transmission (such as radio, newspaper, television, hoarding board etc.), it is not possible to calculate the unit cost of those activities.*
- *In line with the Foreign Employment Act 2007, Labour Attachés and Labour Counsellors are deputed in eight countries. However, there is no record of how many people they serve each year. Thus, it was not possible to calculate the unit cost per GBV victim spent by the nation in the destination countries.*
- *Certain skills training such as on care-giving and foreign languages have been included in the NPA/SFE for female migrants. However, the proposed budget does not provide a target number of beneficiaries. It is therefore difficult to judge whether it is sufficient*

### ***Process of arriving at unit cost - EVAW***

- The activities addressing GBV have been grouped under three main headings in the costing i.e. a) prevention, b) protection, and c) prosecution.
- The cost of activities has been calculated on the basis of the financial outlays of the concerned government and non-government agencies on direct programmes and human resources involved in each programme. The cost for utilities could not be ascertained because of a dearth of information, so is not included in the unit cost.
- Unit costs of services have been arrived at by dividing the total cost of services in the seven survey district by the total number of beneficiaries. However, since the Act, policy making and mass awareness raising activities do not have a defined number of beneficiaries, the unit cost is not calculated for those activities. Nevertheless, unit cost of training is calculated.
- Since the central level organizations are mostly involved in preventive activities, only the total cost incurred by these agencies on preventive activities has been noted in the tables (see annex tables). The training component of the Department of Women and Children has, however, been calculated to arrive at a unit cost of training.

- The team could not find information either at the centre or at the district level on the expected number of future clients or additional financial resources needed to run the institutions in line with government guidelines or international standards. Historical data for projecting trends to arrive at likely number of future clients are available only for the police. The likely expenditure required for protective activities and prosecution for the next two/three years has been estimated for the whole country on the basis of the unit cost recommended for this on the basis of field findings.
- The major challenges in the calculation of unit cost related to the dearth of data. The government and NGOs have expenditure data in their records. However the data were not available to the study team at the time of visit. Some data could be directly extracted from record files while some were based on interviews. Information on the overall budgetary allocations was made available by the accounts section of the respective offices, but the **details** on direct cost of services proved more difficult to access. The human resource costs (time and cost involvement) of the personnel related to relevant activities were derived from estimates provided by respondents during interviews. This approach was used, in particular, for offices which served a wider range of population needs in addition to GBV-related cases, for example the hospitals.

## Findings on Unit Cost

### EVAW

- In the case of Nepal police, there is no direct programme cost allocated for either prevention or protection activities. However, since the police force has a direct bearing on social protection, the number of cases handled by the police is large at the national level. The complaints lodged with the police on GBV are increasing at a fast rate. WCSCs are involved in protection activities from FIR registration to the prosecution of victims.
- The majority of the GBV programmes are implemented through district government agencies. These offices are involved in both prevention and protection activities. Mass awareness, training and interactions are the main activities of WCOs, WCSCs at the district focus on prevention and rescue, rehabilitation and training.

Unit Cost of Service	
EVAW implementing agencies	Unit cost of service
WCO at the district level	@ Rs 2314
OCMCs at the district level	@ Rs 7195
WCSCs at central level	@ Rs 786
WCSCs at the district level	@ Rs 3098
DLAC at the district level	@ Rs 15033

- Except for training, the financial outlays on prevention programme are small across the districts and the agencies.
- The WCOs have organized GBV vigilance committees at the grassroots for prevention of GBV and protection of victims. These committees are active in more remote part of the districts, which are hard to reach for immediate response in the cases of domestic violence.
- There are community service centres and district service centres supported by the WCOs in 17 districts which provide temporary shelter, lodging and other support to GBV survivors. However, they have not been able to deliver the services envisaged in the service centre standard guidelines of the MoWCSW. Behavioural training for managers and other staff of the DSCs and VCs are limited by available resources as is the number of days during which survivors can stay. These seem to be the main constraints in delivery of quality services to the service seekers in line with the guidelines.
- District and zone hospitals are the other major actors against GBV at the district level. They are mainly involved in medical and psychological treatment of victims. Unit cost of services per OCMC as envisaged by the guidelines is about NRs. 729,000 for protective services while the district hospital's average expenditure for protection was found to be NRs. 971,365.
- Unit cost of each kind of service varies by districts, depending on the number of clients and other factors such as transport facilities, and prices of services and goods that have to be paid. The grant to district service centres varies from around NRs 650,000 to NRs. 1,000,000 in line with the cost of services. For example the per unit beneficiary cost of OCMC services varies from NRs 1,242 in Dang to NRs 5,662 in Makwanpur.
- The District Attorney General's office and the district courts are the main institutions which provide justice to the GBV survivors. After the FIR registration, a series of steps are involved in delivery of justice. The unit cost of investigation and prosecution for the institutions was found to be NRs 44,186 and NRs 15,033 respectively. The cost for the survivors was NRs. 9,839 during the investigation.
- Monitoring is one of the weakest parts of protection against GBV and needs to be strengthened from the central to the grass root levels.
- There is severe inadequacy in respect of training and orientation of staff of the shelter in gender- sensitive behaviour towards victims and conceptual clarification on women's rights.
- Among the **twenty-six** case studies, none show any dissatisfaction with the services of the service centres, OCMCs or the **police (see chapter 6)**. Perhaps this was to be expected as the cases were referred by them.
- Almost all of the survivors mentioned the District Court where they had gone to seek justice. GBV survivors have to bear some expenses while availing the services. The most common cost items paid for were petition preparation (for court cases), transportation to and from court, and food and lodging during the court case. In some cases medication cost was involved and in two cases costs incurred for a dependent child was also named.
- GBV survivors who went to OCMCs did not have to cover any medical expenses either for the services or medicine. Thus, besides some minor expenses borne by the GBV survivors, the above-mentioned five institutions are covering survivors' major expenses.

- The VAW cases usually end with the court verdict and not much attention seems to have been

**Box 4: Key Challenges in costing of VAW instruments**

1. *The most challenging part of costing exercises, as found in studies in other developing countries, was the limitation of data.*
  - (a) *The government and NGOs have the expenditure data in their records, however they are not compiled in a format that meets the needs of a costing exercise. Extracting the relevant data involves much effort on the part of both the research team and the authorities concerned. Staff who has their regular work to do cannot be expected to devote time to an outsider's request. An outsider who is not familiar with the accounting system of the institution cannot easily extract the necessary information.*
  - (b) *It is difficult to obtain permission from the relevant higher authorities to extract and make public unpublished internal data of the agencies.*
  - (c) *Most NGOs are reluctant to open up their files to outsiders or even refuse to provide any information on details of their expenditure. Special confidence building efforts are required.*

paid to reintegration of survivors into the society or the family.

## Recommendations

### EVAW

- Comparing current government expenditure on different activities of WCO with that of NGOs and based on the field findings (Table 5.7), an increment in per participant training expenditure is needed at the Ward/VDC level. For example, according to WCO officials, per participant spending on basic training at the VDC/Ward level is about Rs 1,000, which is not sufficient even for the resource persons' fee and the tea and snacks for the participant. In contrast, the district level per participant training cost has been set at Rs 6,000. Therefore, it is recommended that the spending on Ward/VDC level training be increased to Rs 1,500. Similarly, as there is little spending on mass awareness raising activities, it is recommended that this amount be increased, as shown in the table. Moreover, all the activities under protection need more resources as shown in the table above. For example the DSA of Rs. 300 and transport allowance of Rs 50 for survivors are not adequate for three meals a day. Similar inadequacy is observed in the norm for medical expense allocations to OCMCs. Currently, no cost is allocated for referral, yet referral involves costs of transportation which can be expensive and need to be provided for.
- Inadequacy of funds was reported by OCMCs, WCOs, WCSCs, DLACs and the service centre staff visited by the study team. According to the respondents, the WCOs were providing training and orientation at the VDC and district levels, but these activities alone were not enough to make the population of remote VDCs aware of GBV issues, legal remedies and available services. DLAC works inadequately, but it has only one lawyer assigned to GBV cases. He/she is responsible for administrative as well as legal matters. As a result, preparation of cases is

delayed and there is a long pending list. As discussed in other chapters, WCSCs and OCMCs also need additional funding for more efficient and effective implementation of EAW activities. Similarly, the team repeatedly was told in the field that the awareness-raising activities such as 16 day campaigns need to be organized at the VDC levels. Posters and hoarding boards need to be placed in many more places on roads in rural areas.

- The management information system in the concerned Ministries and district offices needs to be strengthened and computerized so that victim records and related expenses are available when necessary. This may require additional staff time, but will help to maintain victim and perpetrator information in proper order that subsequently helps in future selection of districts for intensive services and planning of EAW new activities.

**Table 1: Suggested additional activities and cost resources required for them**

S.N.	Inadequacies noted in the field that requires additional funding from the government	Fund required
1	Legal office needs an additional administrative staff member of gazette level five	Administrative staff Rs. 17,090 per month
2	OCMCs needs two staff nurse and one psycho-social counsellor	Staff nurse Rs. 19,970 per month Psychosocial counsellor Rs. 22,180 per month
3	The mass awareness activities (radio programmes, posters and pamphlet, newspaper advertisements, etc.) by the WCOs need to be intensified and extended	Per district 135,000 per annum
4	The 16 days campaigns needs to be brought down to the village level instead of limiting it to district headquarters	Per VDC NRs 5000 per annum Per district Rs 10,000 per annum
5	WCSCs need separate funding for awareness (public hearings and anti GBV campaigns at the VDC level) Protection activities (rescue and investigations)	Per VDC: Rs 10,000 per annum Per victim NRs.2000
6	The service centres staff need more intensive training	Per service centre: as per the need at the rate suggested in table 5.7
7	The service centres needs a part-time counsellor	

Source: field survey 2015/2016

- Use of community radios, hoarding boards, posters needs to be intensified since people from most of the remote VDCs are unaware of the service of the government even in the 17 districts. At the same time training of vigilant committee members and orientations for community members needs to be more focused. This will help in prevention of GBV at the grassroots level.
- A toll-free telephone at the WCO office is essential for information dissemination and for rescue. Currently victims are unaware of how to approach the CSCs and DSCs and even if they have the knowledge, they may not have the resources to access the services. Toll-free telephones will help them to access protection service and the justice systems.

- The government needs to allocate budget to WCSCs for preventive and protective activities so that the WCSC personnel can improve the quality of service and also provide prompt rescue and safety to the victims. Temporary shelter homes need to be constructed at the WCSCs to accommodate GBV victims during investigation so that the perpetrators do not have the opportunity to threaten them.
- The GBV fund distribution process needs to be simplified (**only 32.8% is being currently utilized**), as the fund is intended to help victims gain vocational as well as livelihood skills that help them achieve a dignified lifestyle and reintegrate in the society.
- The government should provide some amount for the welfare of the victims' dependents. In some cases education for victims and their children is also necessary.
- The political party leaders need to be oriented on the types of violence and methods of identifying and preventing them as their voice is more listened to in rural society.
- More intensified capacity enhancement training is a must for all concerned stakeholders. The SC management needs to be strengthened by providing organization development training as well. A part-time counsellor is a must in all the SCs.
- There are cases of re-victimization after reintegration of **victims; therefore** victims need to be placed under the observation of community organizations. Regular monitoring of the victim is necessary as it will discourage perpetrators from instigating violence repeatedly.
- The government needs to speed up the establishment of community service centres from the present 102 to 383 as envisaged in the EVAW/NPA within one year of its implementation.
- A monitoring unit is essential in WCOs to monitor the victims' condition and maintain information about GBV.
- Provision of transport and lodging should be made for the survivors where there are no SCs or the DSCs.
- Fast-track court and continuous hearing will help the victims to get justice timeously and with less cost.
- Based on the standard norms developed by the government and the field level findings of the study team, Excel-based software for WCOs and the OCMCs has been developed which will guide and support the organizations in arriving at the budget for different EGBV activities at a given date.
- The limitations on the number of days that a service seeker can stay in the service centres were cited as a major constraint by the service centre staff and key informants. An increase in this limit depending on the severity of the case should be considered, perhaps case by case, by the WCOs on special request.
- Insensitivity of the staff has been reported by the concerned NGOs as the main cause of survivors flooding NGOs with demand while in many places government facilities remain unused. Therefore, service providers at all levels need special training in handling VAW cases with sensitivity and care.
- The government should make more effort to integrate survivors or find alternative ways such as providing long-term rehabilitation facilities to them.

## NPA/SFE

- A briefing of the NPA/SFE for all actors cited as responsible in the NPA is needed.
- A system of expenditure records under the budget heading meant for foreign labour migrants at the diplomatic missions in the destination countries should be developed.
- The released budget and the expenditure should be maintained at Foreign Employment Promotion Board
- A record of beneficiaries served at the diplomatic missions should be maintained
- The budget allocations for NGOs should start from the first year of NPA/SFE implementation. Moreover, the support provided for by FEPB is only Rs. 5,000 per person whereas calculations based on the expenditures of those organizations covered by this current study amount to Rs. 13,000 – Rs. 15,000 per person.
- The provision for free legal aid should go into effect in the first year of operation and should also cover transportation, food and lodging expenses incurred during the court visit, so that more labour migrants can access justice easily.
- In addition to the eighteen districts supported by the SaMi project, offices should be established to provide information and file cases on safe foreign employment in all other districts as well.



## Chapter I: Introduction

Twenty years have passed since the global community gathered in Beijing for the landmark Fourth World Conference on Women where they pledged for gender equality and women's empowerment. Since then, governments in various regions have passed many laws, formulated policies, strategies and action plans, established institutions and executed programmes to promote gender equality and women's empowerment. The world has had an unprecedented economic prosperity since 1995. Some women have progressed, but millions still languish in poverty, lack access to basic resources for survival, continue to bear the primary burden of care work without much social security and support, and face violence in their everyday life. In no country has gender equality been achieved.<sup>2</sup>

One of the barriers to women's progress that has been identified is a shortage of funding for programmes and institutions that advance gender equality. Many times institutions have been established and programmes initiated without adequate resource planning. Resource planning for gender equality policies and programmes and costing of gender equality instruments now deserve priority globally.

In Nepal, a recent review concludes:

"Nepal is committed to ensuring non-discrimination and equality to women and girls under its Constitution and the international human rights framework including CEDAW, the BPfA as well as UNSCR 1325 and 1820. The government has adopted policies, formulated action plans to follow up on these commitments as well as implemented various programmes to empower women and ensure their rights. Yet, this review shows that in the 20 years since the Beijing Declaration and the Platform for Action was signed, the goal of achieving substantive gender equality and the realization of women's rights continues to remain elusive. Progress has been achieved in legal and constitutional reforms, education and health, but social and economic barriers to a woman's advancement remain largely intact".<sup>3</sup>

Among various factors that impede women's progress, institutional weakness due to inefficiency of spending as well as shortage of funding stand out clearly. Achieving gender equality under the Sustainable Development Goals (SDGs) will require large-scale investment in expanding the reach of the gender equality programmes to all women and strengthening the institutions that deliver services to them.

The Government of Nepal (GoN), under the leadership of the Ministry of Women, Children and Social Welfare (MoWCSW), is developing an overarching policy on women's empowerment and gender equality, aiming to make implementation of gender-responsive measures more integrated, coordinated and effective, so as to promote advancement of women. It is important that such policy be costed for effective implementation. Once a policy is developed and all its elements agreed, a full costing exercise can help to ensure that government and its partners are aware of the resources needed to implement it effectively. This will place them in a good position to allocate the necessary resources, and will place other stakeholders in a good position to hold government accountable. However, the costing exercise is not possible until the policy has been developed.

The current team was tasked with developing a detailed framework for costing implementation of National Strategy and Plan of Action on Gender Empowerment and Ending Gender Based Violence (EVAW) and gender-related aspects of the National Strategic Action Plan for Safe Foreign Employment, 2015 (NPA/SFE) as well as with undertaking the actual costing. The costing framework and costing are intended to break new ground by addressing critical gaps in the implementation of gender equality laws, policies and related NAPs including EVAW, and by facilitating closing of the accountability gaps between the commitments and resource allocations for achieving gender equality goals and realization of women's rights.

While it is clear that VAW is a human rights issue first and foremost, VAW costing serves to reinforce this point as well as leverage greater accountability on the part of both state and non-state actors to end such violence. For governments, part of ensuring implementation of VAW laws and policies must be development of detailed budgets allocating adequate funds for services and ensuring that they are spent effectively across sectors. Developing an efficient costing framework is a key management function that supports implementation of legislation and other policy instruments. It will support both departmental and central agency cost information needs and will contribute to accountability, transparency, and strengthened decision-making.

## 1.1 Objectives

The broad objective of the assignment was to develop the costing framework and undertake costing of gender equality instruments. Specifically, the focus of the assignment was to develop:

A. Costing framework for:

- National Gender Equality Policy (currently still being formulated)
- Domestic Violence (Crime and Punishment) Act and its Regulation;
- National Strategy and Plan of Action on Gender Empowerment and Ending Gender Based Violence (EVAW);
- Gender related aspects of National Strategic Action Plan for Safe Foreign Employment, 2015 (NPA/SFE);

B. Costing of:

- Domestic Violence (Crime and Punishment) Act (DVA) and its Regulations;
- National Strategy and Plan of Action on Gender Empowerment and Ending Gender Based Violence (EVAW)
- Gender related aspects of National Strategic Action Plan for Safe Foreign Employment, 2015 (NPA/SFE).

The report has eight chapters including this overall introduction. The literature reviews as chapter II. Chapter III presents the framework for costing gender equality instruments generally in Nepal using the specific example of EVAW. However, at this point it is difficult, if not impossible, to provide a detailed costing framework for the National Gender Equality Policy as it is still being formulated. Nonetheless, similar steps to those described in Chapter III would need to be followed once the policy is finalized.

Chapter four describes the current institutional set-up for implementation of EVAW, the status of its implementation and funding arrangements and mechanisms. Chapter five is devoted to deriving unit costs for selected activities under EVAW for which the proposed methodology could be applied and projecting costs of some other items of expenditure required to address the current gaps in services.

Chapter six reviews the status of implementation of gender aspects of NPA/SFE, deriving the unit cost for some of the on-going current activities. However, since NPA/SFE came into operation only from the middle of the current fiscal year, this analysis is limited. Chapter seven presents analysis of 26 case studies, information on which was collected in this study, as well as summarizing findings from them.

The final chapter summarizes the findings and makes recommendations on what norms should be used for budget allocations to the activities under review and what financial and human resource gaps need to be filled, to make the implementation of next EVAW more effective as the current EVAW is coming to an end. Measures are also recommended for making implementation of gender aspects of NPA/SFE more effective and efficient. Actions and regulations required by DVA and associated regulation (the second bullet in the list of objectives) are covered in the EVAW costing, as the EVAW already exists and the costing is thus possible.

## 1.2 Methodology

The methodology of the current study can be summarized as follows:

1. Review of national literature for the environmental scan of the situation, to clarify the objectives of costing, and allow preliminary identification of the measures, services and interventions needed and institutions involved in the implementation of EVAW and NPA/SFE;
2. Prioritization of the activities for costing EVAW and NPA/SFE and delineating the scope of work;
3. Review of international literature on costing exercises in other countries with specific focus on Asia Pacific Region, so as to formulate an appropriate costing framework for Nepal;
4. Development of a framework for costing gender equality instruments generally, using the specific example of EVAW and NPA/SFE for Nepal as illustrative examples;
5. Preparation of the field work, including choice of sites for data collection and development of data collection tools;
6. Field survey, data collection and processing;
7. Analysis of data and information and calculation of unit costs for identified services and writing of the report. Calculating unit costs involved:
  - Calculation of current unit cost of identified service delivery by government and NGOs;
  - Reviewing the current norms adopted by the government for expenditure on such service delivery, comparison of these with the estimates of required norms from the study, and recommendations to the government on the same;
8. Identification of gaps in the current financial and human resource provisions for a number of identified services and recommendations in respect of these;
9. Estimating the total demand for identified services for the country as a whole using the projected likely demand for such services, based on available information.

## 1.3 Field work

### 1.3.1 Selection of Study Sites

Selection of sites for field work was done on the basis of the following criteria:

- The areas selected should capture the country's diversity;
- The areas should be relevant to the problems the instrument seeks to address;
- The area should have an institutional network of institutions which need to be rolled out nationally in terms of the instrument being costed. These include OSMCs, trafficking control points, and shelters for the victims, etc.

Seven districts (Panchathar, Saptari, Makwanpur, Banglung, Dang, Jumla, and Banke) were selected for costing of EAW and NPA/SFE because these districts represent the diversity of the country and are also centres of government activity related to VAWG and NPA/SFE.

### 1.3.2 Development of data collection tools

Customized survey tools were developed for institutions and organizations. The survey tools focused on GBV-related programmes/activities, the human resource involved and the estimated time spent on these activities. Semi-structured questionnaire were developed and direct costs of the programme/activities along with human resource involvement were collected for three different activity categories – preventive, protective and prosecution. Additionally, monitoring and follow-up of programme implementation activities was covered separately. Data were collected in respect of the previous past fiscal year's (2014/15) annual budget and expenditure and the total number of beneficiary and survivors assisted by the organization/institution. In addition the gaps in services, future needs and training needs for personnel involved in anti-GBV campaigns were collected through interviews.

### 1.3.3 Data collection and processing

Data for the study were collected from both primary and secondary sources.

1. A wide range of documents produced by the central government was collected and analyzed at the centre. The documents included the government budgets, departmental reports, and Auditor General Reports.
2. Primary data were collected from seven pre-defined sample districts<sup>4</sup> and centrally from Kathmandu valley. Separate survey tools were developed to collect data from the field with tools differentiated by type of institution. Primary data were collected mainly from GBV-related government offices. These included: i) at the central level: Ministry of Women, Children & Social Welfare (MoWCSW), Department of Women and Children, Department of Nepal Police, Ministry of Health & Population, Directorate of Women and Children (Police Head Quarters), Office of the Attorney General, Ministry of Labour and Employment, Department of Foreign Employment and Foreign Employment Board; ii) at the district level: Women and Children Offices - service centres, District Police, District Attorney's Office and NGOs working in this area. The Department of Education, Curriculum Development and training Centres, and Ministry of Youth and Sports were also visited in

Kathmandu, but no information was available on this issue, despite their roles in ERAW and NPA/SFE. The institutions expressed no knowledge about these gender equality instruments.

3. At the central level two NGOs (WOREC, and SAATHI) were visited along with Prashuti Griha which works as a central-level service centre. The NGOs visited in Kathmandu have wide regional reach and provide services in several districts. They also have a long working history on GBV. It was assumed that the information provided by these NGOs would assist understanding of the current needed level of services, trainings and the cost involved for these and would help to identify gaps in government services.
4. Information on 26 GBV victims who were registered at the police office, the service centres or district Appellate Courts was also collected, compiled and analysed.

#### Activities undertaken in the field included the following

##### **Survey of service providers**

All service providers at the district level who have responsibilities in respect of GBV were visited. For example, health centres, police office, district court, women rescue shelter, and District Office of Education were visited. The programme officers related with the relevant service were interviewed about the status of the programme and any related problems. Office records were reviewed to verify the total number of beneficiaries and to identify the cost involved for the selected activities using pre-developed structured checklists.

##### **Key Informant Interview**

In this step, all services specified in Nepal's legislation regarding VAW and the related Action Plan ERAW and NPA/SFE were identified. For this step, policy documents and other instruments of the government were reviewed. Services were grouped under three major categories: preventive, protective and prosecution. Table 3.2 in chapter III shows services that are currently being provided by Nepal government and the agencies involved for each of the services.

##### **In-depth Interviews**

In-depth interviews were conducted with victims using a semi-structured questionnaire. Information was collected on 26 VAW survivors.

##### **Data processing**

After the field visits, all the collected data were compiled, cleaned and computerized along with case studies. The data were processed using Excel to arrive at the unit cost of the services. At the primary level, information from every individual organization was tabulated to show the cost incurred by each organization for GBV service delivery. At the second level, the data were compiled in a master spread sheet which averaged (weighted) the cost of services by district. This allowed calculation of the unit cost of services. A prototype of the excel data table (Table 5.3) is recommended for planning of future ERAW activities.

## 1.4 Limitation of the study

The costing data related to EAW are difficult to collect due to unsystematic recording systems. Therefore, some data could be directly extracted from the record files while some were based on interviews. Information on the overall budgetary allocations was made available by the account section of the respective offices, but the details on direct cost of services (e.g. expenses on awareness raising, training, workshop and interactions, radio programmes) proved more difficult. Some of the district offices could furnish these data while others could not. The human resource costs (time and cost involvement) of the personnel related to activities in respect of GBV were derived from estimates provided by respondents during interviews. This approach was used; in particular, for offices which served a wider range of population needs besides the GBV-related cases, for example the hospitals. As budgetary data were in most cases not available at the central and district levels in the expected form of activity-wise lists, lump sum budget amounts were also used. Due to unavailability of annual data of desired quality, data from only one year were used. Moreover, most of the actions planned in EAW have no targets for coverage of services. Nor could the service providers give any idea about the need or number of future users expected. Finally, of the 8 district offices covered, in two cases (Jumla and Saptari) local teams were used as the usual research team members could not visit these offices due to Madhesh Andolan and cold waves in Jumla disrupting transportation.

## Chapter II: Review of International Literature on Costing of Gender Equality Instruments

Costing of Gender Equality Instruments is a relatively new area of work. Nonetheless UNW and other aid agencies have published some guidelines and handbooks on costing of violence against women (VAW). The global fund UNITE has also promoted country-level studies on costing VAW in Latin America and the Asia Pacific region. This chapter presents a brief summary of some of the studies that are relevant to the current exercise. In addition, action plans of several countries on combating VAW were reviewed so as to have a comparative perspective on the package of services to VAW survivors that Nepal has provided for under ERAW. Findings are summarized in table 2.2

Studies<sup>5</sup> have taken different approaches to costing of VAW. These include unit costing which calculates the unit cost of a particular service or items used to address needs; and impact costing, which calculates the full socio-economic impact in monetary terms. One could also classify some approaches to gender-responsive budgeting as costing in cases where the gender analysis of government allocations to address aspects of VAW includes estimation of actual financial needs.

A handbook<sup>6</sup> published jointly by AusAID, UN Women and Unite (2013) defines costing as a process of coming to a proposed or estimated financial cost of undertaking an intervention or delivering goods and services. The main objective of costing is to enable governments to quantify the necessary human and other resources needed for interventions and allocate the necessary budget for the same. It is also a political exercise as the results can assist in lobbying government to fulfil its international commitments.<sup>7</sup>

VAW costing can be defined as “the financial valuation of the added monetary and non-monetary resources and efforts that have to be invested for the implementation of a law or a policy to end VAW; or the consequent costs to an economy of not implementing the law or the policy.”<sup>8</sup> The exercise can also strengthen the coordination between the State and non-State actors in delivering services to the VAW survivors.

The handbook notes that a major challenge in costing exercises in developing countries is the lack of comprehensive data on VAW. In cases where data are available, they are generally of poor quality and difficult to access.<sup>9</sup> The challenge continues in respect of service-level data as often they are not recorded properly or systematically, partially due to inadequate record-keeping practices by the service providers and institutions.<sup>10</sup> Detailed data are especially necessary when unit costing is adopted as the approach for costing VAW. However, often governments lack the tools required to keep track of the various types of costs involved in delivery of services to combat VAW or in rescue, rehabilitation and reintegration of VAW survivors.<sup>11</sup>

In Vietnam, where VAW is pervasive as in many other places, an impact costing exercise was undertaken. The exercise<sup>12</sup> entailed estimating two types of costs for the IPV (Intimate Partner Violence) survivor at the household level. The first category of cost estimated was ‘out of the pocket cost’ that survivors incurred. It included expenditure incurred by the survivor on healthcare, police fees, arrests,

shelter, filing cases, court proceedings, and seeking help from others. The second category of cost was 'indirect cost'. This included days lost in the paid work, days lost in reproductive work and school fees lost in respect of children if they could not go to school. The exercise showed that IPV survivors had to spend almost 28.2% of their average monthly income on recovering their health. Similarly, the lost earnings due to missing paid work were 21.0% of average monthly income. The opportunity cost of domestic violence for the women, taking the weighted average unit cost of out-of-pocket expenditures and lost earnings from paid work came to 34% of their average monthly income. However, this research could not establish the costs incurred by the government in providing services to the victims. This was mainly due to lack of systematic record-keeping by the service providers and the absence of data on referrals for various types of support such as legal aid, vocational training, and psychosocial support.

An Indonesian study<sup>13</sup>, in contrast, attempted to cost the multidisciplinary package of response services for women and girls subjected to violence. The study, which covered only victims of domestic violence, identified two types of services: (1) direct services involving budget expenditures directly related to the implementation of programmes and activities directed at women in domestic violence cases, including expenditure to pay honoraria/wages of labour and to buy goods and services as well as capital expenditures, and (2) supporting services, which were necessary to support the programme activities and involved additional financial costs. This second category of costs were not directly related to the implementation of a particular activity, but were necessary for quality service delivery. These aspects included capacity building of staff, networking and referral systems. The findings showed that budget allocations were not adequate to meet the programme objectives. The quality of the delivered services also did not meet the standard quality. The victims tended to seek support from NGOs more than from government institutions but the NGOs were also not fully effective due to shortage of external funding. Staff turnover also posed constraints to continuous delivery of services.

The Indonesian report notes that, though GBV victims were entitled to minimum standard of care and protection, there were no national standards developed for the same as yet. The government had developed minimum standard of care and standard operating procedures for victims/survivors of trafficking, but these were also not fully implemented. The GBV guiding principles as laid out in the UNW (UNFPA) guidelines<sup>14</sup> are a survivor-centred approach, safety, confidentiality, respect, non-discrimination, a rights-based approach, a community-based approach, humanitarian principles and the 'do no harm' approach to offering minimum standard of care to GBV victims.

The United Nations joint global programme<sup>15</sup> on essential services for women and girls subject to violence identified the essential services to be provided by the health, social services, police and justice sectors as well as the necessary mechanism for coordination. The guiding principles offered are: a rights-based approach, advancing gender equality and women's empowerment, culturally and age-appropriate and sensitive, victim/survivor-centred approach, and safety and perpetrator accountability. Furthermore, common characteristics of quality essential services are cited as: availability, accessibility, adaptability, and appropriateness, safety, informed consent and confidentiality, effective communication, with effective mechanisms for data collection and coordination.

A study<sup>16</sup> by the World Bank on violence against women and girls in South Asia explores various types of violence to which women and girls are subjected in the SAARC countries. It examines the prevalence of



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various types of violence in the region and analyses the factors associated with them. The purpose of the study was also to identify the gaps in interventions addressing violence against girls and women and propose for effective measures to ensure all their rights through elimination of violence. Two major forms of violence prevalent in those countries are identified in the form of female child mortality and child marriage. The prevalence of IPV is also very high for married adolescents. The study states that in light of the dearth of authentic data, it was not possible to explore other forms of violence in depth. It notes that although the progress in addressing violence is quite impressive, more robust research and involvement of men and boys in addressing violence is needed. It points out the existing realities in the SAARC countries where women and girls are still not treated as citizens on par with men and boys. It recommends awareness raising with a gender focus to eliminate child mortality and child marriage. It also points out the importance of integrated actions and cross-fertilization of learning between different actors. The study emphasizes that it is important to strengthen law enforcement mechanisms and increase institutional accountability.

Costing exercise can be useful for influencing budget allocations for effective implementation of gender equality instruments. In Albania, a costing exercise focused on two clauses of the law on violence (Laws on Measures against Violence in Family Relations), which related to the protection orders and the coordinated community response to domestic violence cases. Unit costs were calculated for both. The study also identified gaps in services such as legal aid, which was not available to the survivors. Similarly weak coordination for referral mechanism among the actors was identified as a major gap. Subsequently allocations to those activities were increased. Besides the increase in the budget the costing exercise also made government officials aware of budgetary needs for the implementation of laws and policies. Further, awareness regarding domestic violence was raised and the need for capacity building in case-handling was realized.

The costing exercises of the National Equal Opportunities Plan (or PIO) in Bolivia entailed calculation of the estimated costs of implementing the PIO and budgets required for its implementation. A tool, 'Matrix of Priorities and Coherences', and framework for costing were developed. The overall costing exercise led to the identification of responsible agencies, minimum services and interventions required and their costs.

Building on the extensive experience of UN Women on gender responsive planning and budgeting, a handbook<sup>17</sup> has been developed which describes a step-by-step method to conduct the costing of gender equality. First it explores the rationale for costing gender equality and introduces the main approaches and methods. Second, it outlines the step-by-step process for undertaking a costing exercise and draws on country examples to demonstrate the approaches and methods. As a third step, case studies of different countries on costing of various gender equality instruments are presented in a table, which is reproduced below with some adaptation.

*Table 2.1: Details on selected costing studies in the APEC region*

<b>Country / Institution/ Authors</b>	<b>Study</b>	<b>Description</b>	<b>Methodology</b>	<b>Findings/Notes</b>	<b>Data problems encountered</b>
Cambodia. UN Women Regional Office for Asia and the Pacific, Australian Aid	Costing of multi-disciplinary package of response services	Costing of multidisciplinary service package to girls and women subjected to VAW	GRB Approach	Very limited budget allocated for VAW services. Lack of coordination between the government, donors and NGOs	Limited data on VAW prevalence, service levels, and absence of information and transparency in budgetary information.
Cook Islands UNDP Pacific Centre	Costing additional costs involved in fully implementing the Draft Family Law Bill (2011)	The costing was a prerequisite for bill's parliamentary submission.	Impact costing	Produced two budgeting options (differing in speed of implementation) for costs required per relevant ministries over three fiscal years	Significant gaps in data on VAW prevalence, absence of police, justice and health service records Anecdotal data on services used as baseline
India. Centre for Budget and Governance Accountability	Budgeting for 2005 Protection of Women from Domestic Violence Act	Budgetary information for four years was availed by filing applications through Right to Information Act at state level	Combined unit costing and GRB approach	Lack budget for implementation of the Act revealed by budgetary trends over three years. This provided a basis for women's rights group to engage in advocacy with the state governments	Right to Information legislation was necessary to obtain information. The process was time-consuming.
Indonesia. UN Women Regional Office for Asia and the Pacific, Australian Aid	Costing of multi-disciplinary package of response services	Costing of multidisciplinary package to address VAW of the government	GRB Approach	Decentralized budget complicated identification of funding streams, but overall low investment. VAW not included in the mainstreaming efforts. NGO role important in provision of services but lack of coordination among key actors.	It was difficult to trace the direct funds for VAW as budgets for supporting and direct VAW services were combined under a single budget heading.

Marshall Islands. UNDP Pacific Centre	Costing Domestic Violence Prevention and Protection Act	Estimation of the cost of implementation of the Domestic Violence and Protection Act which was already enacted but for which budget was not yet allocated	Impact costing	Produced cost estimates for relevant ministries over three fiscal years	Same as for Cook Islands as the studies were done together.
Vietnam. UN Women, Vietnam	Estimating the socioeconomic costs of domestic violence against women in Vietnam	The study used national VAW prevalence data and responses from the survivors/victims to survey questionnaires to assess the costs of domestic violence for the state.	Impact costing	Total direct and indirect costs due to VAW represented 1.4% of Vietnam's GDP in 2010.	Lack of systematic record-keeping by service providers disallowed estimation of the full cost of not addressing VAW.

Similarly, the service packages of different APEC countries for addressing GBV were reviewed, to get a sense as to how the Nepali EAW package compares with them. The findings are summarised in Table 2.2.

*Table 2.2: Service Packages in various AP countries*

S.N.	Countries	Services
1.	<b>Cambodia*</b>	<p>The overall priority strategic objective of the National Action Plan to prevent VAW 2014-2018 is to reduce violence against women all women and girls including those at increased risk through increased prevention interventions, improved response, increased access to quality services, and multi-sectoral coordination and cooperation. Five areas are identified as priority areas of focus:</p> <ul style="list-style-type: none"> <li>• Primary prevention</li> <li>• Legal protection and multi-sectoral services</li> <li>• Formulation and implementation of laws and policies</li> <li>• Capacity building</li> <li>• Review, monitoring and evaluation</li> </ul> <p>Services such as one stop service centers are available, but not consistently so throughout the country and services are not accessible for all women, Most programmes have focused on responding to violence against women and more strategic intervention is essential for preventing it.</p>
2.	<b>Indonesia#</b>	<p>There are standard minimum services for e-VAW and e-VAC. The existing service providers include</p> <ul style="list-style-type: none"> <li>• Centre for Integrated Services for Women and Children’s Empowerment in all provinces</li> <li>• National Commission on Combating Violence against Women (Komnas Perempuan) and network forum of service providers for victim of VAW coordinated by Komnas Perempuan, the Development of National Action Plan P3APK (Perlindunganan Pemberdayaan Perempuan dan Anak dalam Penanganan Konflik/Protection and Empowerment of Women and Children in Conflict Situation).</li> </ul>
3.	<b>Lao PDR#</b>	<ul style="list-style-type: none"> <li>• Temporary shelters for victims of violence and human trafficking have been established by the Ministry of Labor and Social Welfare.</li> <li>• Counseling offices in 11 provinces and 57 districts to provide services to victims of VAW around the country.</li> </ul> <p>The hotline services number 1362 operates on a 24-hour basis in Vientiane, the capital.</p>
4.	<b>Malaysia#</b>	<ul style="list-style-type: none"> <li>• One Stop Crisis Centre to enable survivors of violence to access comprehensive treatment and services at one centralized location.</li> </ul> <p>Safe House Programme for victims of domestic violence. The Welfare Department has 42 safe houses all over Malaysia to give temporary shelter to these women.</p>
5.	<b>Myanmar#</b>	<ul style="list-style-type: none"> <li>• Women Friendly Centers which provide services on VAW, counseling and referral system are located in the hotspot areas of States and Regions.</li> <li>• Complaint Letters Committees on VAW which use referral mechanism are established under Myanmar’s National Committee on Women’s Affairs which is a national institution; Myanmar Women’s Affairs Federation; Women and Children Sub-committee; and Myanmar National Human Rights Commission.</li> </ul>

6.	Philippines#	<ul style="list-style-type: none"> <li>• <b>Passage of the Magna Carta of Women (MCW) or RA 9710 of 2009:</b> The national adoption of the UN CEDAW provides for incremental increase in the recruitment and training of women in the police force, forensics and medico-legal, legal and social work services used by women who are victims of gender-related offenses.</li> <li>• The Magna Carta of Women mandates the creation of <i>Barangay</i> (village) VAW Desks to addresses VAW cases at the village level. As of May 2015, 79.5% of 42,028 <i>barangays</i> (villages) have established VAW Desks.</li> <li>• Women Friendly Spaces are being established in evacuation centers during crisis situations brought about by natural calamities and human-induced hazards. Services provided include safe and confidential multi-sectoral services (medical, psychosocial, security, legal) for gender-based violence survivors through referral mechanism in line with a survivor-centered approach.</li> </ul>
7.	Singapore#	<ul style="list-style-type: none"> <li>• Since 2013, the government has provided dedicated funding for three Family Violence Specialist Centers (FVSCs) which provide one-stop services for family violence, including intervention for victims, perpetrators and their families. The intervention meets the protection, therapeutic and rehabilitative needs of clients and their families.</li> <li>• The FVSCs also provide specialized services such as applications for a Personal Protection Order through video-conferencing and multi-disciplinary team consultations, e.g. Adult Protection Team.</li> </ul>
8.	Thailand#	<ul style="list-style-type: none"> <li>• <b>One-Stop Crisis Center (OSCC)</b> is a multi-disciplinary unit that provides comprehensive services for survivors of violence. In 2013, the One Stop Crisis Centre (OSCC) concept was expanded to be a social assistance center providing assistance with multi-sectoral assistance for children, women, elderly, and persons with disabilities who urgently need social care and services. The OSCC integrates all relevant agency services to address the social problems. Currently, 21,794 OSCCs are available to provide protection and assistance nationwide.</li> </ul>
9.	Bangladesh+	<ul style="list-style-type: none"> <li>• <b>One-Stop Crisis Centers (OCCs):</b> These centers provide health care, police assistance, DNA test, social services, legal assistance, psychosocial counseling and shelter services. At present OCCs are functioning in eight medical colleges in Dhaka, Rajshahi, Chittagong, Khulna, Sylhet, Barisal, Rangpur divisional headquarters and in Faridpur district headquarters.</li> <li>• <b>One-Stop Crisis Cell:</b> These cells provide information to women and child survivors of violence regarding various services (health care, police assistance, legal advice, psycho-social counseling, rehabilitation, reintegration etc.) and refer them to the relevant organizations. There are currently 60 cells –40 cells in District Sadar Hospitals and 20 in Upazila Health Complexes.</li> <li>• <b>National Forensic DNA Profiling Laboratory:</b> This is the first Forensic DNA Laboratory in Bangladesh established in Dhaka Medical College Campus. The lab supports a speedy and fair trial for incidents of violence against women and children.</li> <li>• <b>Divisional DNA Screening Laboratories:</b> In order to make the DNA screening services available across the country, seven laboratories have been established in medical colleges in Rajshahi, Sylhet, Chittagong, Khulna, Barisal, Rangpur, and Faridpur.</li> <li>• <b>National Trauma Counseling Centre:</b> For strengthening psycho-social counseling for women and child victims of violence, a National Trauma Counseling Centre has been established in the Department of Women’s Affairs,</li> </ul>

		<p>Dhaka. National Helpline Centre for Violence Against Women and Children: This helpline center has been established in the Department of Women Affairs, Dhaka, to help women and children access services and support in times of crisis. The helpline number can be accessed both mobile and other phones.</p>
	<p>Sources: * Royal Government of Cambodia, National Action Plan to Prevent Violence Against Women 2014-2018, Ministry of women's Affairs, Cambodia # ASEAN Regional Plan of Action on the Elimination of Violence against Women (ASEAN RPA on EVAW), 2015 + Costing and Budgeting for Implementation of the Domestic Violence Act in Bangladesh, Draft Report, November 2013</p>	

## Chapter III: The Costing Framework

This framework chapter draws on previous costing exercises, including those documented in the literature review above and other references, but adapts the learning from previous exercises to the particular task at hand. This chapter discusses generic issues which need to be considered in costing gender equality instruments generally and EAW and NPA/SFE of Nepal in particular. The latter instruments serve as concrete examples illustrating the general issues.

### 3.1 Determining the purpose and scope of the costing exercise

It is evident from the literature review that, where and how to start a costing exercise will depend, firstly, on the purpose of costing and, secondly, on the instrument that we are costing. We may be costing the instruments for advocacy purposes to illustrate the importance of costing to the government authorities and development partners (for example the cases of Vietnam and India presented in chapter II). Alternatively, we may be doing the costing to arrive at an estimate of the cost of intervention for the government's planning of services and budgeting. The current exercise primarily seeks to serve the second purpose. The case studies were included to gather evidence of the victims' perspectives on the quality of services provided to them.

The second issue is what instrument we are costing. We may be costing more general instruments such as gender equality policy and laws which cover several aspects of the issue. Alternatively, we may be costing a more specific action plan which addresses a particular issue such as violence or even a specific component of the action plan such as providing shelter to survivors or judicial services.

We also need to determine the scope in terms of the types of costs to be covered. In all cases it is likely that there will be two types of costs:

- a) Costs directly associated with service delivery/implementation, for example material and staff time involved in providing health services to the victim, payments to doctors, medicine, etc., which can be attributed to individual cases; and indirect costs such as office space, staff time devoted to management, monitoring, supervision, furniture, etc. which cannot be allocated directly to individual cases. These costs relate to the first layer of the institution. There may be further layers of administrative structure whose costs will have to be added to derive the total cost per unit of the particular service under consideration. In Nepal's case, for example, there will be indirect cost at the health posts, the lowest level of service delivery, the district office which supervises all the health posts, and the central level, which is responsible for supporting, supervising and monitoring the service delivery offices in the field. Both the direct and the indirect layers are recurrent costs that government will need to budget for on an on-going basis. A costing can attempt to estimate a "unit cost" for this type of cost i.e. the cost of delivering a service to a single individual or a group of X number of individuals.
- b) Establishment/set-up activities at higher levels of administration relate to the various "processes" that are necessary to get everything in place to address a problem. These costs are especially likely to arise when there is a new policy or intervention. Such activities could include drafting of legislation, drawing up of norms and standards, research/studies, capacity building of staff,

construction of infrastructure, etc. In this case of introduction of a new law for example, costs involved could be staff time required for drafting of laws, expenses involved for organization of consultation and meetings (and associated transport, accommodation, refreshments), publications, etc. and the associated costs. These are largely once-off costs that government can budget for or solicit funds for from donor partners. The concept of “unit cost” does not fit easily with this type of cost because the full cost is not directly affected by the number of cases to be dealt with.

The distinction between once-off and recurrent costs is not always clear-cut. For example, an action plan might include an item described as “Formulate and implement...” In this case there are two problems. Firstly, the item includes both a once-off action (“formulate”) and the likelihood of on-going actions that will require recurrent allocations and expenditure. However, the second problem in costing this item is that until the law, code, or other element has been “formulated”, one cannot know what activities it entails. For such items, our costing framework will include the costs only of the formulation step.

In the list below, taken from EAW/Nepal the National Plan of Action (2010), the first three items<sup>18</sup> are clearly “establishment/setup” type activities. The costs for these can be estimated by identifying what steps have been taken in the past in reviewing, formulating, developing and advocating for other instruments, and identifying the associated costs. The fourth and fifth items include both establishment/setup costs and implementation costs. As noted above, the implementation costs cannot be calculated until the plan of action and code of conduct (in these particular instances) have been developed.

**The relevant list of items is as follows:**

1. Review existing policy and legal provisions, promote the enactment and drafting, where required, of specific policies and legislation on gender-based violence according to international standards, ensuring the protection of survivors/victims
2. Formulate required legislation to declare all acts of gender based violence as a punishable crime with stiff punishment for perpetrators and compensation to the victims from perpetrators
3. Develop Regulation and Implementation Manual under the Domestic Violence (Crime and Punishment) Act, 2000/(2066 BS) and advocate for its approval and revise the Rape Law
4. Develop and Implement a National Plan of Action for UNSCR 1325 and 1820
5. Develop and implement code of conduct against GBV in the work place and promote for inclusion of these in the company by laws

**Other considerations**

In addition to deciding on the purpose and scope of the costing have been established, the costing team must consider the following aspects:

1. Review of literature for assessment of the situation to be addressed and preliminary identification of the measures, services and interventions needed and institutions involved in the implementation of services
2. Prioritizing the activities to cost
3. Choice of methodology for costing
4. Field work – sampling and data collection.

The following pages discuss each of these aspects in more detail.



## 3.2 Review of literature for assessment of the situation

A literature review is necessary at the start of the process. The review can be seen as a form of environmental scan. The relevant literature will include both the policy document itself and other documents that describe the current extent, nature and distribution of the problem (for example, violence against women) that is to be addressed. The issues to be explored in the broader literature are determined by the policy document, the problems that it seeks to address, and the services, interventions and other measures that it provides for

For example, with **combating VAW**, the government of Nepal has adopted a multi-sectorial action plan, the EAW, which aims at improving the related service delivery in several sectors (health, judiciary, education, security and others) and involves multiple institutions which are discussed in detail in chapter IV of this report.

A broader gender equality policy is likely to contain other objectives beyond combating VAWG. While the gender equality policy is not yet in place, at this point we can already point to some of the questions that might arise in respect of costing such elements, as follows:

**Promoting women's economic empowerment**, raises questions such as how many women are to be assisted directly through credit, special grants etc.; how much it costs to assist a woman to what standard; and estimating direct resources and indirect costs of improving the economic environment for women. This will also involve costing sectoral interventions to improve gender mainstreaming in all sectors.

**Ensuring women's voice and agency** will involve reforming laws and regulations and implementing them. Reforming and passing laws and its implementation may involve little additional cost to the government. But women's representative needs capacity building and that will require resources from the government and the donors. How much will be needed for each individual's/group's capacity building and how many of them are to be targeted for capacity building are issues that have to be decided before arriving at its cost.

**Strengthening institutions to ensure accountability** will involve another series of activities that was discussed under establishment cost. It will also involve capacity building of the institutions in terms of both human and financial resources, and capacity building of the staff members to understand properly the issues involved.

Where an instrument to be costed involves service delivery, a list of existing services will emerge in the process of the policy/legal and environmental scan. Key questions that will probably have to be answered at this stage are:

- What services/interventions are available and are being provided?
- Who implements these services? (Likely institutions in the case of EAW and NPA/SFE area are listed in table 3.2 below and described in more detail in chapter IV).

A preliminary idea about the improvements needed in the existing approaches to service delivery and the gaps that exist will also emerge. The preliminary ideas will be refined after the field survey and after

consultation with service providers and other stakeholders. Other issues that may emerge from the environmental scan are the appropriateness of the institutional allocations of responsibilities to the service providers, and issues of coordination and complementarity.

### **3.3 Prioritizing the activities to cost**

Once a list of needed interventions is generated, an initial prioritization is important, as resources available with the government or the development partners will be limited as will the resources available for the costing exercise itself. This initial prioritization, which determines which activities will be subject to costing, could be based on criteria such as (a) the relative expected contribution of the activity to gender equality; (b) the relative expected cost of the activity (activities likely to involve minimal expenditure need not be costed as they will have minimal impact on necessary resources); and (c) whether the activity is a new one (indicating need for additional resources) or an existing one. In some cases the exercise could involve costing of alternative approaches to delivering a particular service, for example providing the service in a decentralized way, or centralized with referral from decentralized agencies. The study team will need to motivate their choices in terms of the criteria listed above as to which activities are included in the costing.

Once the costing exercise itself is completed, the exercise itself may indicate a need for further prioritization on the basis of costs involved. This process inevitably involves some negotiation and assessment of trade-offs among alternatives. At that later point some objective criteria must be set for prioritization. These may include:

5. Government capacity to implement the activities in terms of both human resources and administrative abilities
6. Efficiency and effectiveness of a particular activity to generate results in relation to the objectives set and target group aimed at, and
7. Limits on available resources

Consultation with a wider group of stakeholders including NGOs, concerned government agencies including finance and Women's Ministries as well as INGOs and targeted groups of women and concerned service delivery agencies will be needed to set priorities. A priority setting workshop might be the best forum to arrive at a list of agreed upon prioritized actions.

### **3.4 Choice of approaches and methods of costing**

The focus of the costing exercise is on finding the likely cost of full implementation of government plans and programmes on gender equality and women's empowerment, comparison of the full cost with actual budgeted allocations or expenditures, and assessing the gaps.

For on-going activities, finding the cost per unit of service delivery or per person for an average service receiver, for example a victim of domestic violence, is required. The utility of having unit costs can be easily understood. For example, if the unit cost of current delivery of a service is calculated, and we also know the number of current beneficiaries as well as the number of people who need the service but are not currently benefiting, we can calculate the gap between the current budget (which funds current beneficiaries) and the full budget (which would fund all those in need of the service).

A unit cost is the cost incurred by the government or another supplier to produce, provide or deliver one unit of a particular product. Although the cost could refer to any supplier, our focus is primarily on government as a supplier and/or funder of services (including cases where development partners assist government with its funding obligations). We are interested in the costs of non-government suppliers only in cases where government will pay for or subsidize the costs of these suppliers because they are assisting government to meet its legislative and political commitments to gender equality.

The costs to be included in calculating unit costs should include fixed costs (i.e. plant and equipment) and all variable costs (i.e. labour and materials) involved in production of the service. In some cases unit costs may need to be calculated both for the current quality of services as well as for an improved or augmented package. In the case of the former, the costs of individual goods/services can be based on current rates of spending and/or government price lists as well as rates of usage. The cost of the augmented package would need to include allowance for costs of the augmented aspects.

Unit costs for current levels of service are obtained by dividing the current spending or budget allocations on that service by the population the service currently covers. While this may seem simple conceptually, it is often not simple in practice. Firstly, the government budgetary expenditures are not classified by the specific services they provide. For example, the budget might show an amount for employing police officers, but one would not know – without knowing the time spent by police officers on domestic violence cases – how much of the budget amount was relevant for VAW. Secondly, the budget allocations are not disaggregated by gender. For example, of all cases of accident victims treated in a hospital, some could be VAW victims, but even if budget information is available on how much money went to servicing accident patients, the amount spent on women would not be available, even less the amount spent on women victims of VAW. In such cases, the costing will ideally need to adjust the cost according to the estimated percentage of accident victims who are VAW victims. ( Box 3.1 below gives the formula to be used in this calculation if the necessary data are available.)

Where the amounts allocated for a policy cannot be simply extracted from the budget, costs of implementing a certain service may be worked out by interviewing different service providers about the time spent on specific tasks that make up the service. One then can calculate the average amount of time spent on diverse tasks and multiply this figure by official salary information (and sometimes administrative and overhead costs) to estimate the cost of processing a single case of say domestic violence, ensuring legally mandated share of inheritance of paternal property to a daughter, or training a woman representative who has been assigned a treasurer's responsibility in a local government institution.

Interviews with the service providers (including government) and those responsible for planned once-off activities such as formulating laws, additions to physical facilities, or opening new outlets or offices can be used for collecting both budget and non-budget information.

### **Box 3.1: Composite Model: Formula for the calculation of composite cost of violence**

#### **Calculation of total cost of violence (TCV)**

For each major service sector TCV can be calculated using the format table that shows unit cost and number (#) of beneficiaries. This format can be aggregated using the formula:

$$TVC = \sum_i^I (p_i^V - p_i^{NV}) V_i C_i$$

where,  $i$  = Types of services,  $p_i^V$  = percent of violence victims using service  $i$ ,  $p_i^{NV}$  = percent of the population not affected by violence who use service  $i$ ,  $V_i$  = total number of violence victims eligible to use service  $i$ ,  $C_i$  = per-unit cost of corresponding service.

Note: in the formula of TCV,  $p^V$ ,  $p^{NV}$  and  $V$  is estimated in the field from the records of the relevant institution. Per unit cost 'C' is calculated from Table A3, Col 6.

List of services:

- a) Preventive services: act and policies, awareness raising, curriculum development, network development, training and orientation, capacity development, community surveillance and study and research;
- b) Protection services - health care: physical treatment, medico-legal examination, psycho-social counseling, and mental health treatment; security: from police to enable women to be free from fear of perpetrators; temporary shelter: lodging, food and clothing; rehabilitation: family reunion, community reintegration, long term rehabilitation for rape and other severe cases, education, skill training and livelihood support;
- c) Prosecution services: legal support for all types of cases.

## **3.5 What to cost**

Another issue that needs to be considered in the costing exercise is to identify details of items of expenditure to be costed. Cost items may be grouped into three broad categories, namely a) material or direct financial cost, b) human resources, and c) overheads, which are incurred during planning and implementation of the programmes (Please refer table 3.3 for the costing framework). A separate exercise is necessary for calculating the capital cost. The following paragraphs illustrate what needed to be costed in the case of EAW.

- a) In the case of VAW instruments material or direct cost associated with preventive activities are design cost (paid to consultants); costs of printing posters and pamphlets; making hoarding boards, jingles, TV programmes; food, lodging and snacks during training, workshops and orientations; tea and snacks during campaigns; transportation and tiffin cost associated with planning, meetings, etc. Similarly, material costs incurred in implementing the protective activities could include purchase of fuel during rescue, investigation and referrals; medical assistance including medicine, pathology and other examinations; lodging, food and clothing, material cost associated with skills training; resource persons' fees; tea and snack during training; education of dependent children; income generation grants; referral and reintegration

activities; and monitoring (development of monitoring formats, computer hardware and software, field visits, etc.). Grants to NGOs for prevention activities and cooperatives (community and district service centres) for rescue and rehabilitation also need to be considered as direct cost. Similar costs that are incurred during prosecutions also need to be calculated here.

- b) Human resource costs include the time of programme and administrative staff, doctors, other medical staff, psychosocial counsellors, etc. addressing the issues of VAW. These are generally regular paid staff of the relevant institutions. Therefore, this cost is arrived at by calculating the time of staff spent (on hourly basis) on related activities multiplied by the hourly salary and benefits the staff get from that institution.
- c) Overhead costs associated with the programme implementation include offices, for example rent for the office space (or equivalent amount for the space used), part of the utility charges, part of the salary of the logistic staff proportional to the time devoted to this programme office, etc. However, if the agency is exclusively established for addressing VAW, then the utilities and rental cost could be included in direct cost.

An Excel-based spread sheet is necessary for the estimation of the cost of services. In the current exercise on EAW, the format shown in annex 5 was used. A separate Excel-based spread sheet has been prepared as an additional deliverable to the Ministry of Women, Children and Social Welfare in this specific assignment.

### **3.6 Field work, sampling and data collection**

The issues that need to be decided at this stage are choice of the research sites and sampling of population to be covered. Given Nepal's ethnic mosaic<sup>19</sup> and geographical diversity, for authentic national representation usually it is recommended that at least 15 sites be covered by the sampling framework, one in each eco/development region of the country.<sup>20</sup> However, often resource constraints do not allow taking this option for smaller studies. In such cases the minimum choice is at least six sites. The site selection and sampling of population will also depend on the issue under research. For example in the case of domestic violence in Nepal, the intensity of the problem is more acute in the Tarai areas, while in the case of trafficking, victims more commonly originate from the hills and mountains. But the routes of illegal trafficking pass through Tarai areas, and more service centres are established in Tarai. In the case of the EAW costing, a further factor that was taken into account in the selection of sites is existence of government service centres, such as OCMCs. This is because our study aims to cost services that government is providing and will have to provide or strengthen.

Data collection on current and future expenditure is required for improvement of existing services or addition of new services. These data have two components, as discussed above. The first component relates to the current level of services obtained from government records or interviews with personnel at the service delivery institutions; the second component relates to improvement of services and new types of required services, data for which has to come from interview with various stakeholders. In addition, the expected number of future service users will need to be projected from past trends, the current number of service users and estimates of stakeholders such as service providers in both

government and non-government institutions and police, as well as from sources such as population projections and surveys (where they exist) showing incidence and prevalence of problems.

Methods used for data collection could be interviews with the relevant authorities and the target population, key informants, focus group discussion, examination of records of service providers etc. Questionnaires and check lists for interviews with different groups will have to be developed. (For EAW and NPA/SFE in Nepal see Chapter 1 in this volume). One can also use analysis of existing datasets. For example, when estimating the number of potential users of shelters for women victims of domestic violence, this could be calculated from the number of women in the 15-49 age groups, the percentage who are likely to face violence in a given year, and the percentage among them who are likely to seek a particular service. These later two kinds of information may be available from demographic or other surveys. (See chapter V in this volume).

### **3.7 Steps in costing using examples from EAW and NPA/SFE**

Table 3.1 describes the costing exercise as a set of five steps. For each of the steps it lists the activities, the methods to be used, the information to be collected, existing sources of data, and the proposed method of collecting new data. The paragraphs below describe each step in more detail.

#### **Step 1: Identification of services required**

The costing exercise should start with a review of related national acts, regulations, policies, and national action plans, for identification of services that are required to be implemented by the instrument under consideration. For example in the current case services provided by different government agencies were identified and reviewed in the context of the EAW and NPA/SFE.

#### **Step 2: Identification of activities related to present government services**

Under each of the identified services, related activities need to be identified for costing. For example a thorough review of the EAW<sup>21</sup> and the NPA/SFE<sup>22</sup> 2015 generated two matrices of activities (discussed in more detail in chapters IV and VI), under the broad service categories developed in Step 1. A sample of the same is shown in Table 3.2 below.

#### **Step 3: Assess current level of activities and identification of gaps**

In the next step the current level of activities must be assessed and gaps identified. In some cases the activity may not be currently undertaken at all. In other cases, the activity may be undertaken, but not adequately in line with the policy. For example, in the case of EAW, almost all planned activities are currently undertaken and services delivered, but there are deficiencies in the quality of services delivered. In contrast, many of the activities planned under NPA/SFE are yet to start.

**Table 3.1: The Costing Framework**

<b>Steps</b>	<b>Activities</b>	<b>Methods</b>	<b>Information collected</b>	<b>Existing sources of data</b>	<b>New data needed and methods of collection</b>
Step 1	In-depth study of the gender equality instrument that is being costed. This framework is developed for costing the Domestic Violence (Crime and Punishment) Act, its Regulations and the associated Plan of Action EAW and NPA on Safe Migration.	Review of existing documents  Interaction with relevant stakeholders	Objectives and targeted beneficiaries, and services to be delivered to address the problems at hand	Acts and policies already enacted, and action plans	
Step 2	Identification of services	Derived from the reviewed documents	Identification of activities required to deliver those services	Action plan	
Step 3	Assessment of current level of activities and identification of gaps	Data collection in the field  Interviews with stakeholders  Case studies	Current material, financial and human resource costs	Ministries and other government offices, NGOs, OCMCs, Rehabilitation Centres, Police Station, District Courts, Victims	KII, FGD, Observations, Interactions
Step 4 Costing Exercise (Combined budgetary and unit costing method)					
Step 4a	Estimation of current budget by activities	Study of budget by activities	Current budget and expenditure data  Utilize the calculation format (Table A2) to calculate the unit cost for	Current government budgets and expenditure records by activity at the centre and districts, as far as possible	Analysis of government budgets as per format developed for the instrument to be costed, EAW and NPA/SFE in

			different activities Estimation of budget for effective implementation of policy, law or action plan		this case (see table 3.3)
Step 4b	Deriving costs for new institution and/or activities required	<p>Reviewing plan for new institutions envisaged</p> <p>Discussion with the authorities</p> <p>Discussion with victims</p> <p>Discussions with NGOs at the centre and districts</p> <p>Estimation of costs for additional required activities</p>	Based on data collected in Step 3	From the field	Can be calculated only after the assessment in the field through KII, FGD, observations, interactions
Step 5	Estimation of total cost of gender equality instruments at the national level	Using the formula given in Box 3.1	From Table 2.3	Derived from Table 2.3	Information from Table 2.3



**Table 3.2: Type of services and responsible agencies for VAW and Safe migration for Employment <sup>23</sup>**

Type of services	Responsible agencies/Organizations to be visited at the central and the selected districts
Preventive Services Awareness raising/education, curriculum development, network development, training and orientation, capacity development, community surveillance and study and research	Government ministries, departments, training institutions.
Protection Services 2.1 Health care physical treatment medico-legal examination psycho-social counselling mental health treatment  2.2 Security Case handing Temporary Rehabilitation Centres lodging, food and clothing and other cost  2.3 Rehabilitation Family reunion Community reintegration Long term rehabilitation for rape and other severe cases Education Skill training	Government health facilities, hospitals district/area level women and children service centres (WCSC) of Nepal Police, government hospitals government health facilities,  WCSC of Nepal Police, shelter homes women police cells government shelter homes NGO shelters OCMCs  government shelters, NGO shelters  DoE, DEOs of the respective districts CTEVT, NGOs, other government organization if any
Prosecution Services (Legal support for all types of cases) Consultation  FIR Legal cases	Women action groups (previous paralegal committees) Local police station and WCSC Lawyers Bar Association District court Appellate court Supreme court
Sources: EVAW, NPA/SFE See Annexes 3.1 and 3.2 and in-house prior experience	

#### **Step 4: Estimation of costs**

Generally, costing estimation of services involves two types of services: currently existing services and services not currently being delivered by the government but which are important. Per unit cost of activities and total cost will have to be arrived at for both these types. But in the case of EVAW, no new activity was found necessary. Only improvement in the quality of currently existing services and activities undertaken was felt to be necessary. In the case of NPA/SFE, in contrast, only a few services were delivered.

The services and activities to be costed within this framework are selected on the basis of the following three criteria. To be included, a service or activity has to meet all three criteria:

- Those services and activities where the costs are incurred by the government. (This could include services where costs are incurred by individuals or households but where government plans to subsidize the costs)
- Those activities which relate to direct services to victims (including children) and perpetrators. This, for example, excludes awareness raising and public education except as it relates to availability of services.
- Activities which are recurrent and related to on-going operation, rather than setup costs (including, for example, construction of infrastructure and facilities)

#### **Step4a. Costing of existing services and activities**

The study made a field study in seven sample districts. One of the objectives of the sample study was to verify if the activities were being performed. Most of the activities planned under EVAW were being implemented. However, the team assessed the quality status of the programme/activities, and the actual expenditure of the programme budget. Using the allocated budget and field verification, total cost of the activities were determined. This is a good proxy of total cost as most of the budgeted items were spent. Using the total beneficiaries of the activity, per unit cost for the activity was estimated. For this the matrix table (Table 3.3) was used.

For the estimation of costs related to the identified activities for the example instruments, ministries and other government agencies needed to be visited. As the actual cost for each activity could not be determined through interviews,<sup>24</sup> the actual budget allocations for that activity in the last fiscal year were identified through the additional visits and used in place of the information that could not be collected during the field visits.

#### **Step 4b: Costing of services and activities not currently provided by government**

Generally for services and activities that are not currently provided, the basic elements for a costing need to be derived differently. The basic elements that are needed in each case are:

- The unit or total cost of delivering the activity
- If only the unit cost is available, the number of potential beneficiaries

In some cases, a very similar service or activity may be provided for another purpose, and the budget element (unit or total cost) of that service or activity can be used as a proxy.

If this is not the case, the main (in financial terms) components of the costs will need to be identified. These will usually consist of:

- Staff costs – which will require identification of the number of staff at different levels (in terms of hierarchy and salary) needed, including any support staff needed
- Materials and equipment costs – which will require identification of the goods needed to deliver the activity or service

These should be explored through interviews with key informants as well as, where available, information from other countries where these activities and services are provided.

The number of potential beneficiaries will need to be derived from other available estimates and justified assumptions. For example, if the number of beneficiaries affected by violence is available, one can then make assumptions about the proportion that would need a particular service or activity. All such assumptions must be discussed with the relevant government agency and other experts and fully documented to allow for sensitivity analysis as to the change in cost if the assumptions change.

As already noted, in the current exercise on EVAW no need for new activity was seen while the NPA/SFE has just started and there was no firm basis for estimates of costs.

#### **Step 5: Compilation of a composite model**

The information collected during steps 2, 3 and 4 can be brought together in an Excel spread sheet that lists each of the services and its component activities, and provides estimates for two categories of cost:

- c) Service-wise cost estimate: for each activities listed in Table 2.3, col 1, an estimate of cost per unit and total cost for specified number of beneficiaries can be made.
- d) The total cost for government in providing the full set of services to all potential beneficiaries estimated using the formula shown in Box 3.1. This is called the composite cost estimate.

The composite cost estimate model allows for calculation of overall total cost of all the services and. In the case of EVAW and the NPA/SFE, the unit costing could not be used fully because most activities planned under them were of a support type that does not allow for identification of costs per victim. For the few services such as OCMCs, shelters, training, rescue and prosecution, current and required future unit costs that need to be adopted by the government for improved level service delivery have been calculated and recommended.

**Table 3.3: Unit Cost Calculation Sample Table**

Common activities associated with Gender equality instruments (for EVAW&NPA/SFE)	Responsible likely institution involved	Resource cost 3			Total cost of services	Beneficiary coverage	Actual current cost per beneficiary	Necessary future activities	Unit costs for future activities	Total resources required for future activities
		Human resource cost	Office O'hd*	Direct cost associated with programme activity						
1	2	3.1	3.2	3.3	4= (3.1+3.2+3.3)	5	6= (4/5)	7	8	9=(8x5)
				Direct spending and material costs	Grant					
<b>Awareness raising<sup>25</sup></b> (that will include for example: public campaign, training & workshop, street drama curriculum revision)	MoWCSW, and others									
	MoE									
	Others .....									
<b>Rehabilitation centre and subsistence</b>	MOHP									
	MoWCSW									
	MoLDFA									
	.....									
<b>Legal services/counselling</b>	MOHA									
	Police									
	MoLJPA									
	.....									
<b>Training</b>	MoWCSW, NWC.									
	MoLDFA,									
	.....									
	.....									
And so on .										

### 3.8 Challenges in the costing exercise

As evident from the literature review in chapter II, study teams in all countries have identified data collection as perhaps the most difficult challenge in costing exercises. The situation was no different in Nepal. Lack of data classified by relevant activities was a major challenge. Another challenge was the fact that a large part of the budget was allocated to grants, awareness raising etc., with no definite estimates of expected beneficiaries. Even the costs of printing separate batches of awareness-raising materials such as pamphlets, making radio programmes, and airing them etc., were not available. Recordkeeping was very poor in almost all the districts visited, with no expenditure data by activity available at the centre.

The government and NGOs have the expenditure data in their records, however they are not compiled in a format that meets the needs of a costing exercise. Extracting the relevant data involves much effort on the part of both the research team and the authorities concerned. Staff who has their regular work to do cannot be expected to devote time to an outsider's request. An outsider who is not familiar with the accounting system of the institution cannot easily extract the necessary information.

## Chapter IV: Environmental Scan

### 4.1 Legal framework

Violence against Women (VAW) is pervasive in all classes and sectors of society world over and Nepal is not an exception to this. VAW that occurs in the domestic sphere and is perpetrated by intimate partners, including spouses, is a particular problem, with between 13% and 61% of women worldwide reporting physical domestic violence in their lifetime.<sup>26</sup> Like in all other societies, VAW prevails in Nepal in all forms. It is encouraged by the mind set and patriarchal values embedded in the social fabric as well as by the lack of education and economic means of women. According to the 2011 National Demographic and Health Survey (NDHS) of Nepal, women are most at risk of physical and sexual violence at home, and every fifth woman between 14 and 49 years has faced violence at least once in her lifetime. Twelve percent of women in this age group report ever experiencing sexual violence. Reporting of VAW cases has increased in the recent decade but remedies available from state mechanisms remain slow and/or ineffective.<sup>27</sup>

Incidents of violence are comparatively more common in Tarai (28%) than in the hill region and women who are just literate are 12 percentage points less likely to face such violence than the illiterate. The higher the educational level, the lower the risk of violence. Various studies have shown that due to negotiated settlements, threats, lack of victim/witness protection, and the like, fewer VAW cases are reported than actually happen. Nevertheless, according to data published by WCSA there were 912 rapes, 414 attempted rapes, 185 cases of trafficking, and 6835 domestic violence cases in fiscal year 2014/15. It is also important to note the difficulty that prevails in tracking other forms of violence such as psychological and emotional violence to which women and girls are subjected. The NDHS (2011) shows that 10% of married women between the ages of 15 and 49 years faced emotional violence (humiliation, threats to hurt and insults ) often or sometimes from their husbands. Moreover, cases of traditional harmful practices such as *deuki*, *jhuma*, *chaupadi*, *boksi* (witchcraft), and *daijopratha* (dowry paid to the bride) and Tilak (payment to the bridegroom's family) in Tarai communities remain hidden unless publicized by the media.

Nepal is a party to international instruments such as CEDAW and BPfA. As such, it has over the years enacted laws and formulated policies to ensure gender equality and end violence against women and girls<sup>28</sup>. Particularly after ratifying BPfA, the commitment to working on domestic violence, trafficking of girls and women, child rights and single women's rights gathered momentum from all quarters, including government and NGOs.<sup>29</sup> Nepal was one of the first countries in South Asia to adopt a National Plan of Action (NPA) on UNSCRs 1325 and 1820 in the year 2011. The Government of Nepal adopted two national plans of action in the year 2012 alone, the first one being the Five Year National Strategy and Action Plan for Gender Empowerment and Ending Gender Based Violence (EVAW) 2012/13 – 2016/17. The second was the National Plan of Action against Human Trafficking, especially of Women and Girls. This plan was intended to give effect to the Human Trafficking and Transportation Control Act (2007) and Human Trafficking and Control Regulations (2008).

A number of other instruments illustrate Government of Nepal's commitment to addressing VAW. These are highlighted below.

The **Comprehensive Peace Accord**: A provision (Article 5.6) to prevent GBV was included in the CPA between the then government and the CPN (Maoists), at the time the country emerged from the 10-year armed insurgency period.

The **Interim Constitution**: Article 20 of the Interim Constitution of Nepal (2007) states: “No woman shall be discriminated against in any way on the basis of gender. Every woman shall have the right to reproductive health and other reproductive rights. No physical, mental or other form of violence shall be inflicted on any woman, and such act shall be punishable by law. Sons and daughters shall have equal rights to ancestral property.”<sup>30</sup> Similar provisions on non-discrimination in the new 2015 Constitution have, however, been amended to replace the words “reproductive rights” with “safe motherhood”, which is a setback. On the positive side, the provision on VAW has been expanded to prohibit violence in the name of culture and religion.

The **Gender Equality Act** passed in 2006 repealed and amended 56 discriminatory provisions of various acts and also added some provisions to ensure women’s rights. This act defines sexual violence as a punishable crime and specifies years for imprisonment based on the age of the survivor.<sup>31</sup>

The **Domestic Violence (Offense and Punishment Act), BS 2066 (2009)**: This Act seeks to ensure secure and dignified life, prevent and control violence occurring within the family. It makes violence punishable and provides for protection of the victims. The act defines violence broadly, including its different forms such as physical, mental, sexual or economic. A person subjected or likely to be subjected to domestic violence can lodge a written or oral complaint with a Police Office, the National Women's Commission, a Local Self-Governance Body, to the Village Development Committee. In instances where the victim is physically or mentally tortured, he/she will be immediately sent to the nearest hospital or health post for check-up and a medical report will be prepared. Within thirty days of lodging a complaint, reconciliation will be conducted between the parties with the assistance of a psychologist, sociologist and/or a social activist and one family member (trusted by the victim), maintaining confidentiality of the case. Depending on the need for protection of the victim, if it is not conducive to live in the same dwelling as the perpetrator, the act has a provision for separate residence. The perpetrator is legally obliged to bear the medical expenses of the victim but if the former is not able to pay then the government-funded service centres must bear the cost. In line with the provisions in the act, the government has established service centres in seventeen districts. The service centres are required to offer services such as legal aid, psychosocial services and economic aid to the victims, according to their needs. A service fund provides for the operation of such service centres.

The **Domestic Violence (Offense and Punishment Rules) BS 2067 (2010)**, that came into effect after the promulgation of the act stipulates standards to be met for the establishment of service centres. These include: infrastructure with basic minimum facilities; minimum health services and security; psycho-consultation service, psychosocial services and legal aid as required by the victims; and the capacity to provide financial support to the victim. There is also provision for a Women Protection Officer (WPO) in each Women and Children Office (WCO) at the district level to coordinate domestic violence matters. Until the appointment of the WPO, Women Development Officers (WDOs) are obliged to take on such responsibilities. Five years since the rules came into effect, no WPOs have been positioned in any of the WCOs.

**The Ending Gender-based Violence and Women Empowerment National Strategy and Work Plan 2012/13 – 2016/17 (EVAW):** As a national response to widespread GBV, the GoN declared 2010 as the Year to end GBV with special focus on the prevention and protection aspects. The Office of the Prime Minister and Council of Ministers (OPMCM) formulated a national action plan (NPA) to raise awareness and deliver justice to victims/survivors. As a continuation of this effort, EVAW was adopted. This NPA came into effect in fiscal year 2012/13.

Since then much has been achieved in terms of policies, institutional mechanism, and awareness raising efforts. Most importantly One-Stop Crisis Centres (OCMCs) have been established in seventeen districts of Nepal (see below).

## 4.2 Institutional setup for implementation of EVAW

The EVAW National Strategy and Plan of Action 2010 and the subsequent national strategy for action against GBV have defined the roles of different government agencies for prevention, protection and prosecution. This section outlines the roles of some of the important Ministries and committees which are directly concerned with EVAW.

### Office of the Prime Minister and Council of Ministers

In 2010 the Gender Empowerment Unit was established under the Human Rights Promotion Section in the Office of the Prime Minister and Council of Ministers (OPMCM). A toll free telephone line was set up to provide easy access to the unit. In addition, an 18-member committee was formed under the chairpersonship of the Chief Secretary with representation from various ministries for policy directives, advice and monitoring of EVAW implementation.

EVAW assigns specific roles to the Ministry of Women, Children and Social Welfare, Ministry of Education, Ministry of Law, Justice and Parliamentary Affairs, Ministry of Federal Affairs and Local Development, Ministry of Labour and Employment, Ministry of Youth and Sports, Ministry of Communication, Ministry of Industry and Ministry of Finance. However, except for the leading agencies such as MoWCSW, Ministry of Health, and the Police, none of the planning and budgeting units of other institution showed knowledge about EVAW or their roles as featured in this Action Plan during interviews.

### Ministry of Women, Children and Social Welfare (MoWCSW)

MoWCSW started allocating budget funds for implementation of EVAW in 2010. Committees for ending violence against women have been established in all 75 districts and rescue funds provided. There are committees against human trafficking at the VDC<sup>1</sup>, district and central level. There is a Gender Empowerment Coordination Committee at the district level for action against GBV, and Community Service Centre and GBV vigilance groups at the VDC and ward levels respectively. In addition, various programmes have been launched to end Chaupadi and Boksi traditions, and to address training and other needs of adolescent girls.

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<sup>1</sup> For administrative and local-self-governance, Nepal is divided in 75 districts, 3,276 Village Development Committees (VDCs) and 133 municipalities, with each VDC and municipality further divided in number of Wards.



### Ministry of Peace and Reconstruction (MoPR)

A 20-member Directive Committee under the chairpersonship of the Secretary of Ministry of Foreign Affairs and an Implementation Committee coordinated by the Joint Secretary of the MoPR have been created to oversee the peace process. The district committees oversee the enforcement of the UN Security Council's Resolution 1325 and 1820 in order to end GBV and provide justice to victims.

### Women and Children Service Centre (WCSC)

Fourteen zones, 75 districts and 135 Illaka<sup>2</sup> level WCSCs have been setup in the five development regions under the Women and Children Service Directorate of Nepal Police. This is expected to afford victims easy access to the police to lodge complaints against GBV at the local level. Nepal Police has developed an operational guideline for control of GBV, which provides for GBV control coordination committees and executive committees at the district and VDC levels.

### Ending Gender Based Violence and Gender Empowerment District Coordination Committee

EVAW Committees have been formed to facilitate, coordinate, implement, collaborate and monitor the programmes against GBV at the district level. This committee are chaired by the Chief District Officers.

### National Human Rights Commission

The National Human Rights Commission accepts complaints against GBV and facilitates legal services for the victims by coordinating with the concerned agencies. The commission also makes recommendations to the Government of Nepal on matters related to the legal services and programmes against GBV.

### National Women's Commission

This Commission is mandated to protect women's rights, advocate and campaign and provide advice for the empowerment of women and make recommendations for improvements in the laws and legal system which affect women. It also receives complaints about GBV and women's concerns, and recommends measures to the concerned agencies for action, after preparing on-site report of the complaints.

### District Administration Office

The District Administration Office is assigned the role of keeping peace in the district. This encompasses its role of providing security to victims of GBV and settling cases of violence. The CDO chairs the EVAW District Coordination Committee which coordinates the actions of the various agencies in the district as well as dealing with GBV-related matters in the district.

### Ministry of Health

The Ministry of Health has been assigned the very important role of provision of protective services. This includes psychological and medical treatment of victims and referral. It operates one-stop crisis

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<sup>2</sup>Illaka is another demarcation comprising a group of VDCs coming between the VDCs and the district, which is used to establish service centers by the sectorial ministries for service delivery to the grassroots.

management centres (OCMCs) at the central, regional, zone<sup>3</sup> and district hospitals, and the role of which is described in the next section of this report.

#### EVAWF (Elimination of Violence against Women Fund)

There is an EVAWF established after the promulgation of EVAWF Rules in 2010. According to the Rules, sources of this fund include the government budget, international donors, individuals and other sources. The fund can be used for immediate rescue, medical aid, legal aid, psycho-social support/counseling, seed money for micro-enterprise, rehabilitation/reintegration and for other purposes as authorized by its Management Committee. This Committee is chaired by the Secretary of MoWCSW, whose members include the Joint Secretaries of OPMCM, MoF, MoHA, MoWCSW, and DIG of WCSD and a representative of an NGO involved in the implementation of EVAWF activities. The tenure of the NGO member is three years. Meetings are held as directed by the Chairperson. At the district level there are Rahat Samitis (Relief Committees) which are chaired by the CDO. Other members of the committee include WDO, District Police Chief, District Attorney and a representative from an NGO.

This apex Committee at the Central level approves budget for the districts and also monitors the use of funds by the Rahat Samiti at the district-level. The district relief committees make funds available to VAW survivors for relief and economic support and monitor the use of funds granted. The EVAWF Rules have a list of criteria for granting the resources to VAW survivors. Priority is given to adolescents and children who are addicted to drugs or are on the street due to VAW. The VAW survivor or concerned person needs to submit an application for support explaining the case and the need. The committee assesses the case and based on the criteria makes a decision on the request. It is a revolving fund and the Rahat Samiti has to submit a progress report every six months to the Central Management Committee.

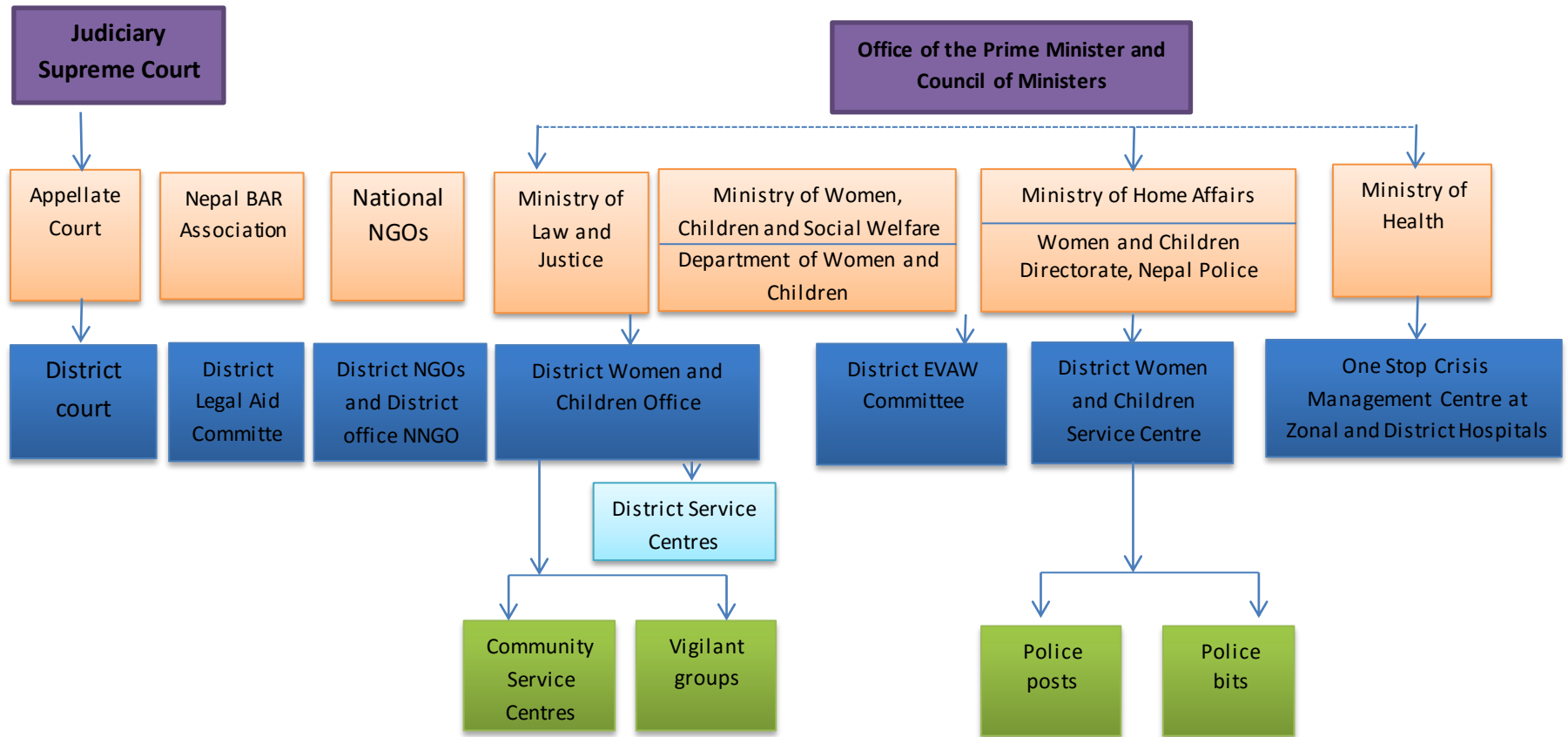
#### Rehabilitation Fund for Trafficking Survivors

There is also a special rehabilitation fund for the rescue, repatriation and rehabilitation/reintegration of female trafficking survivors established under the HTC Act 2007 and managed by the MoWCSW, from which the rehabilitation centers are funded. Similarly the DCCHTs, established under the aegis of NCCHT in seventy-five districts, have funds for trafficking survivors. However, it is often reported in the field that even though the foreign labor migrants may have been trafficked, they tend not to see themselves as trafficking survivors. This is mostly due to social stigma attached to trafficking survivors and the prolonged time the court battles take in trafficking cases.

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<sup>3</sup> Prior to September 2015 administratively Nepal was divided in 5 development regions and 14 Zones, which was used by some service delivery ministries for coordination and service delivery of different level. The Health Ministry used the zonal and district demarcations for establishing a hierarchy of hospitals of various quality and scale.

*Flow Chart 4.1: Map of EVAW service providers at the central, district and grassroots levels*



### **4.3 Current status of EAW implementation**

Although many agencies have been assigned specific roles under EAW, only MoWCSW, Ministry of Home Affairs- Nepal Police, Ministry of Health (hospitals and OCMCs), and Attorney General's Office were engaged in EAW-related activities, whether in preventive, protective or prosecution roles. The officials of many organizations were not aware of EAW while others did not have any major programme addressing GBV.

EAW is currently in the last year of its implementation. Tables 4.1 and 4.2 summarize the progress of EAW activities under two ministries, MoWCSW and Health. The subsequent analysis reviews the status of service delivery in more details. There have been achievements in many sectors during the four years of implementation. However, due to lack of targets and associated budgets for the proposed activities, some of the activities have not been completed. Budget has been allocated for activities of MoWCSW but there are no targets as yet.

#### **4.3.1 Women and Children Office**

The major activities of Women and Children Offices (WCOs) relate to prevention of GBV through training and orientation. Rehabilitation, reintegration and all medical and legal supports are facilitated through community service centres, district service centres and OCMCs. The service centres are managed by local cooperatives and OCMCs by government hospitals. WCOs provide grants to the cooperatives and training to service centre staff on GBV case handling, negotiation skills, and basic accounting. In addition, 16 days of activism and interaction programmes are used for awareness-raising against GBV by WCOs in each VDC. WCOs also organize skills training for selected victims of GBV and conduct mass awareness programmes through radio, posters and pamphlets. Various funds are set up in the WCO, e.g., GBV fund, skills development fund, reintegration fund, for the benefit of victims.

*Table 4.1 Implementation status of the Strategy and Action plan of MoWCSW*

Objectives	Activities	Implementation status and the gaps
1 Formulate, review and revise policies, laws and institutional framework to control gender based violence	Review existing policy and legal provisions for ensuring protection of GBV victims, formulate and implement specific policy and laws as per international standard, if required	Drafted national GBV integrated guidelines.
	1.1 Review the Action Plan of the United Nation Convention on the Elimination of All forms of Discrimination against Women (CEDAW)	On-going
	1.2 Review the Action plan of gender equality and women's empowerment (BPFA)	On-going
	1.3 Formulate legal provisions for gender equality	Completed
	a. Draft an Act and directive for controlling sexual misbehaviour in workplace	Completed
	b. Draft an act for controlling different social forms of GBV	On going
2. Strengthen voice of GBV-affected people to demand justice	2.1 Disseminate information about Domestic Violence (Crime and Punishment) Act, 2009 and all other laws related to controlling all forms of violence against women and girls using different networks, including paralegal committees and community-based groups	Regular annual programme on orientation and interaction is occurring through paralegal committees and vigilance groups,
	2.2 Inform public about mechanisms for complaints and for referral.	Regular awareness-raising campaigns through posters, pamphlets, orientations, interactions, public hearings, radio, TV, rallies capacity enhancement trainings at the centre.
3. Build capacity of service providers to implement laws in a gender sensitive manner	Develop tools and build the capacities of law enforcement officials, including the judiciary and the police, to implement laws, adopt, practise and make decisions to protect women from violence and ensure redress and reparations.	The Nepal Police has developed a guideline for implementation of EVAW. A session on EVAW has been integrated in the job induction training of the police cadre.
	3.1 Conduct training on Act and provisions related to woman for District Woman Development Officers	Regular training for District Women Development Officers in which EVAW is included.
4. Set up effective complaint management, response and monitoring mechanism on complaints on gender based violence.	4.1 Formulate/Update Gender-based Violence Information Management System	The district offices do not have monitoring officers. Therefore, the management information system and monitoring is weak in all the district offices visited by the team.

<p>5.Strengthen/ establish where necessary and operate community-based service centres in all districts to protect and to provide security to the victims of GBV</p>	<p>5.1 Establishment/strengthening and execution of community-based service centres in required places for rescue and protection of the GBV victims</p> <ul style="list-style-type: none"> <li>• Three-day community counselling workshop in each election area</li> <li>• Programme contribution to village level women institution/committee</li> <li>• Establishment of service centres for the victims of domestic violence</li> <li>• Establishment of district service centres including secure short-term shelter in each election area in coordination with women's organizations and financial contribution for their operation : 15 districts (Per district in Mountain : Rs.4 lakh /in Hill Rs.6 lakh /in Terai Rs.8 Lakh) Panchthar, Sunsari, Solukhumbu, Saptari, Sarlahi, Makwanpur, Nawalparasi, Tanahun, Kavre, Baglung, Jumla, Dang, Bardiya, Doti and Kanchanpur) (Total Rs. 100 million)</li> <li>• Establishment of at least one community service centre including secure short-term shelter in each election area in coordination with women's organizations and financial contribution for their operation</li> </ul>	<p>104 Community Service Centres and 17 District Service Centres in all the 17 districts established. However, the CSCs and DSCs are not operating to their full potential due to poor management and little supervision from the WCOs.</p>
	<p>5.2 Financial contribution to district working committees formed against human trafficking in all 75 districts</p>	<p>Establishment and operation and strengthening of</p> <ul style="list-style-type: none"> <li>• Community Service Centres</li> <li>• District Service Centres</li> </ul>
	<p>5.3 Establishment of rehabilitation fund for the victims, survivors of human trafficking (Also operation of the established centres in Kathmandu, Sindhupalchok, Kailali, Jhapa, Parsa, Rupandehi, Banke and Chitwan )</p>	<p>Rehabilitation fund has been established but only 32 percent of the fund has been utilized in the 17 districts</p>
<p>6. Mobilize and institutionalize recurrent resources for addressing GBV at district and sub-district levels</p>	<p>Establish a national and district level Gender Violence Elimination Fund to fill service and resource gaps and ensure coherence and coordination between civil society, development partners, government and private service providers.</p>	<p>Rehabilitation fund for victims/ survivors of human trafficking established but underutilized.</p>
	<p>6.1 Violence Elimination Fund</p>	<p>Violence Elimination Fund established</p>
	<p>6.2 Establishment of gender-based violence alleviation fund in district level</p>	<p>Violence Elimination Fund established</p>
<p>7. Awareness campaigns from community to national levels on gender equality and zero tolerance to violence</p>	<p>Develop and implement awareness campaigns on GBV, harmful traditional practices, human rights, gender equality, women's empowerment and consequences and costs of GBV for individuals, families, communities and the state in all sectors using appropriate information, education and communication and behaviour change communication materials targeting different sexes, linguistic groups, castes, communities and geographical regions</p>	<p>Different events are organized at the grassroots and district level for awareness against GBV. Similarly, 16 days campaigns and Women's Day (8 March) celebrations are regularly organized at the district levels.</p>
	<p>Preparation and distribution of poster, pamphlet, stickers for enhancing awareness in central and district level</p>	<p>On-going</p>

8. Work with men and boys to prevent violence against women and girls	Actively engage men and boys as partners and agents for change with tailored interventions and messages on gender equality and zero tolerance for violence against women and girls	Awareness raising campaigns Posters, pamphlets, orientations, interactions, public hearings on-going
	8.1 Collaborate with radio for dissemination of information	The district offices have meagre funds for awareness raising therefore collaboration with radio is difficult at the district level.
9. Strengthen collective ability of women and girls to resist violence	Strengthen collective ability of women and girls to resist violence 10-day life skills training at village level (Programme contribution to village-level women's institutions/committees) Establishment of Adolescent Information and Counselling centres in women's institutions. Development support to disadvantaged adolescent girls through women's institutions. Development of professional adolescent groups Identification of vocational opportunities and preparation of action plans for local level. Skills development training, 7 days at district level and material support (Per person Rs.3000/Development costing 2-2.5 district Rs.3,500/Development costing 3 District Rs.5,000)	Training and orientations are at the heart of ERAW, and they are organized regularly. However, the visits revealed that skills training for victims remain insufficient.

*Table 4.2 Implementation Status of Strategy and Action Plan of Ministry of Health*

Strategy	Activities provided for in the EVAW/NPA	Implementation status and the gap
<b>Objective 1. Improve awareness about gender-based violence</b>		
1. Coordinate advocacy and awareness raising at the community level to control GBV	1.1 Identification of GBV areas and execution of awareness programmes against GBV through preparation and distribution of leaflets, brochures etc., broadcasting from community FM radio, posters etc.	The activities are on-going on a limited scale. District hospitals are not in a position to broadcast from community FM radio and through posters due to budget limitations.
	1.2 Prepare information booklet about legal provisions against GBV, legal process, and available services and make these available to related institutions and centres	Completed (developed booklets regarding legal provisions and process) at the central level. The protocols are in place and circulated down to the district level.
<b>Objective 2. Institutional strengthening for addressing GBV effectively</b>		
2. Arrange for the treatment and counselling of GBV victims at government hospitals	2.1 Establishment of OCMC to conduct physical and psychological examination and coordinate with other agencies. Formulate a working guideline, allocate consultants/health workers, provide training, follow-up/monitor the service quality in all government hospitals.	OCMC guideline prepared and operationalized, centres established in 21 districts. However, due to lack of training and associated budget for capacity building, the district hospitals do not have trained staff and appropriate equipment for the treatment of victims.
	2.2 Provide OCMC-related training and orientation to health workers. Include OCMC information in the National Health Training Centre (NHTC) curriculum.	OCMC information integrated into NHTC curriculum. Forensic training provided to medical officers, psychosocial counselling training provided to OCMC focal persons and staff nurses and ANMs in limited number. The trained staff have been transferred from the visited hospitals and new and untrained staff are in positions.
	2.3 Make special arrangements of trained human resources and treatment facilities in private, medical and community hospitals. Manage the contact person in private hospitals.	Only in Dhulikhel Community Hospital
	2.4 Preparation of protocol for health institutions and health workers to provide medical treatment and psycho-social counselling to GBV victims	Completed and operationalized in all the hospitals in the 17 districts. However there is a shortage of psychosocial counsellors in some of the district hospitals visited by the team.
<b>Objective 3. Strengthen coordination to address GBV collectively</b>		
3. Address GBV coordination between government, NGO and private health institutions	3.1 Conduct programmes at central, region and district levels among government, development partners, and private sectors	On-going



	3.2 Mobilization and strengthening of existing networks to stop VAW and to address security, health care, legal aid, and financial necessities of those affected	On-going
Objective 4 Capacity development of human resources to provide effective services		
4. Training/ orientation and human resource capacity development	4.1 Make health service providers efficient in OCMC basic service training, screening, and psycho-social counselling	Only a few district hospitals have trained staff to treat VAW victims
	4.2 Include information about VAW in the service entry/in-service training curriculum of health workers	Included in induction training curricula.
	4.3 Provide training to Medical Officers on medico-legal and forensic investigation for rape victims	On-going. No laboratory exists for forensic investigation.
Objective 5 Activate different gender and social inclusion groups to fight against GBV		
5. Activate ministry, department, region, and district-level GE and social inclusion-related committees/groups against GBV	5.1 Regular monitoring of GE and social inclusion-related committees/groups and evaluate their progress.	Monitoring is done only from the Ministry level with donor support. There is no separate budget allocated for EAW activity monitoring.
	5.2 Coordinate and collaborate with all related agencies of the region and district for programme and activism against GBV.	On-going

#### 4.3.2 Service Centres

The curative services for victims of GBV are provided through local and district-level Service Centres (SCs) which include temporary shelters with food and lodging. These SCs are managed by the women cooperatives. There are 17 District Service Centres (DSCs) under Department of Women and Children and 102 Community Service Centres (CSCs) at the community level in the 17 districts.

As mentioned above, local and district level SCs are managed by cooperatives that are supported by the WCOs. These service centres provide temporary shelter for victims. They can lodge the victims for up to 30 days extendable to 45 days with the endorsement of the EGBV District Coordination Committee, which is chaired by the Chief District Officer. The GBV cases in the villages are generally handled by the community service centres. When the cases cannot be resolved in the VDCs, they are forwarded to district service centres. There are some locations from where it takes a whole day to reach the DSC, which invariably discourages the victim from visiting. The mandated role of the service centre is to resolve the minor cases of GBV and provide temporary shelter to the victims. If the victim is physically

abused but the injury is not serious, the DSC itself tries to resolve the case by arranging negotiations between the victim and the perpetrator. In cases where the injury is of a serious nature, the victim is referred to the OCMC and the district legal support committee.

The service centres are ideally operated in line with the Service Centre Operational Guideline 2066/67 published by the Department of Women and Children. However, the fixed budget allocated by WCOs in the district for the operation of the CSCs is Rs 60,000 annually. Allocations to DSCs vary by ecological regions. The amount is Rs 600,000 in the Mountains region, 700,000 in the Hills and 800,000 in the Tarai areas. The victims must be provided with food, clothing and daily allowances. According to the staff of the District Service Centres, if the provisions of the SC guideline are strictly followed, the amount budgeted is grossly inadequate. The staff of the SC is lowly paid, inadequately trained and unmotivated. The logistics and the management of the SCs are generally poor (team observation). One of the required activities of DSC is follow-up and monitoring. According to the officials of the WCO, follow up is done only through occasional phone calls and sometimes through casual interactions in the marketplace.

#### **4.3.3 GBV vigilance committee**

At the grassroots level, the old paralegal committees have been converted to vigilance groups under the Women Empowerment Programme of the WCOs. These groups are actively involved in awareness raising and settlement of minor disputes at the VDC level. Community protection training is provided to these vigilance groups. It is a seven-day package and conducted 3 to 4 times a year. It usually has 30 participants.

#### **4.3.4 Women and Children Service Centres/ Police**

As noted above, Nepal Police is another major actor in action against GBV, and provides services to GBV victims through WCSCs. At the central level there is a WCSC Directorate headed by a Deputy Inspector General of Police. Although the positions in the WCSC provide for a total of 1344 staff (officers and non-officers), altogether 613 police officials are currently deputed to these posts. However the number of general complaints is huge both at the local and district police posts, and the officials spend much time in handling these complaints. According to the WCSC officials, only about six percent of the time is devoted to GBV cases.

Women generally are hesitant to engage with the police and the legal system because the majority of the police are men and the legal process is long and costly. Until a few years back the police had little understanding of gender-based violence and weak capacity to deal with the issue sensitively. According to one report<sup>32</sup>, across all of Nepal, only one in four women who have ever experienced any form of physical or sexual violence has sought help from any source. Table 3.1 below reveals that out of the 182 respondents in this survey who explicitly stated that they had been victims of GBV, about 53.8 percent had approached the WCSC/Cell/DPO/Ilaka/Post for justice.

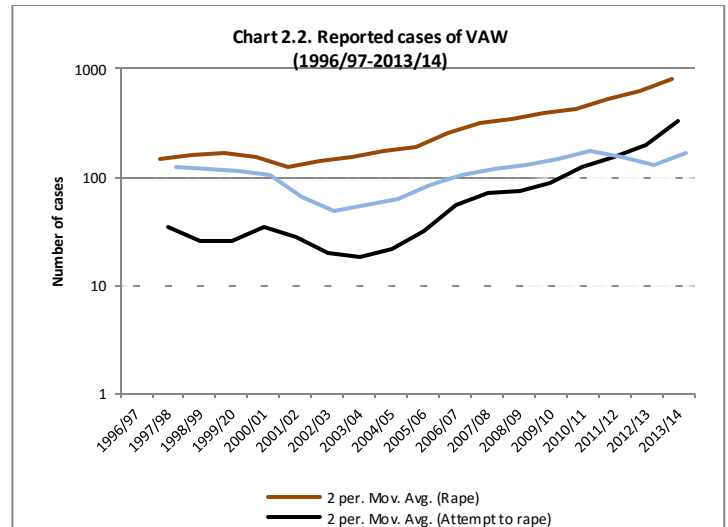
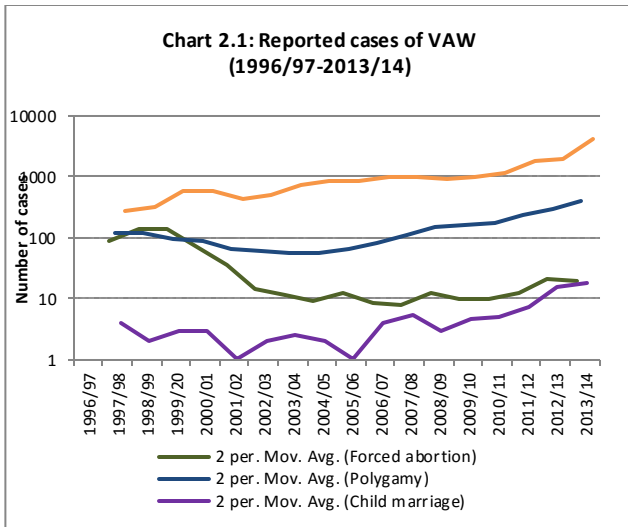
**Table 4.3 Reasons for going to WCSC/Cell/DPO/Ilaka/Post, 2013/14**

<b>Reasons</b>	<b>Number</b>	<b>Percent</b>
For justice	98	53.
Domestic violence	49	26.9
Deprived needs	13	7.1
Rape	7	3.9
For protection	5	2.8
Others	4	2.2
Caste based discrimination	3	1.7
Polygamy	3	1.7
<b>Total</b>	<b>182</b>	<b>100</b>

*Source: March 2015 Baseline Study for Women and Children Service Centres, Nepal Final Report, ADB*

According to the Senior Superintendent of Police (SSP) of the police, reporting of GBV cases has more than doubled since 2013 mainly because of the massive awareness-raising activities of the police, WCO and NGOs after 2013, and increased trust of the victims in the police. On the contrary, the police officials in-charge of WCSC in districts feel that awareness about GBV and the function of the WCSC has not reached the remote VDCs of the districts as yet. Those coming to the WCSC are mostly from the VDCs close to the district headquarters. According to the baseline report referred to above, in response to the question about satisfaction with the police services, 72.1 percent of the respondents chose “satisfied”.

Charts 1 and 2 below reveal the trends in the number of complaints lodged against GBV in the police over a period of 19 years. A total of 8849 cases were registered officially as GBV with the WCSCs in 2013/14. As is evident from the charts below, the number of cases registered as GBV has risen steadily over the last two decades. Moreover, according to the police personnel women-related direct complaints lodged with the police posts all over Nepal in 2013/14 numbered about 127,306 and almost 50 percent were estimated to be GBV-related cases.



Generally, inspectors and lower-ranking officials are involved in the GBV case handling in WCSCs. These officials are provided with GBV classes in the job induction training (all the police personnel are provided GBV orientation classes in their job induction training). In addition, the Nepal Police have developed a training manual for GBV case handling for the personnel directly related to WCSCs. Along with the manual, a guideline has been developed which defines GBV cases and procedures for handling the cases. However, the need for psychosocial training was expressed by the officials stationed at the WCSCs. One of the major constraints with WCSCs is lack of space for counselling to GBV victims.

Although the government has allocated some budget for the police force for EGBV, the police personnel are ignorant about this fund. As such there is no direct provision of support for the GBV programme in the Nepal Police budget, not even for interactions and anti-GBV day celebration. According to district police personnel, there is no budget even for transport and temporary lodging or food for GBV victims. Therefore, the police have to either approach the service centres or ask the victims to find somewhere to lodge during the investigation. At times they have to provide food and clothes to the victims from their pockets. This not only hampers the case investigation, but also gives the perpetrators an opportunity to threaten the victims.

#### 4.3.5 One Stop Crisis Management Centre



The one stop crisis management centres (OCMC), operating under the Ministry of Health, are envisioned as centres which provide six services to GBV victims (healthcare, security, temporary shelter, legal support, rehabilitation and community surveillance) in one place. This concept has materialized in practice to some extent as the OCMCs work in coordination with other agencies/ bodies to provide the services besides healthcare, which is its specialty. Before the establishment of OCMCs in the hospitals, the GBV victims received only medical treatment but now the victims are directed to different

institutions for their security and access to justice. The Medical Superintendent of the hospital is represented in the EAW District Coordination Committee and thus attends the stipulated three meetings a year and more as needed. There is an OCMC Management Committee, in which different government officials in the district are represented. Thus, OCMCs are successful in bringing different responsible officials together to address the issue of GBV. The budget differs slightly from one district to another, depending on the population size. The study team found that the OCMCs in the districts are more aware than the OCMC in the capital of the allocated budget and monitor the spending as well. In contrast, the OCMC in the capital is under-spending the budget and not fully aware of where and how it can be spent.

The OCMCs have some budget for preventive work such as sharing information on GBV and awareness raising on GBV through FM stations, posters, pamphlets etc. However, the staff members of the OCMCs feel that the message has not reached the far-flung VDCs of the districts as yet. People visiting the OCMCs are generally from the nearby VDCs. In most of the districts visited, the OCMCs are headed by dynamic Staff Nurses who have six-month psychosocial training in addition to their medical degree. However, not all the OCMCs have a separate psychosocial counselling room as provided for in the guideline. Since the staff in-charge of the OCMCs is a hospital employee (not paid from the OCMC budget) she also has other hospital duties and hence cannot fully focus on GBV cases. Generally, the GBV victims requiring security and shelter are referred to the Service Centres in the district but the Service Centres can keep the victims only up to forty-five days. In Baglung, one patient who arrived pregnant ended up staying for eighteen months along with her new-born.

In the absence of structured follow-up mechanism, the OCMCs cannot do the follow-up of the victims who have received services. Thus, it is difficult to know whether victims have been re-victimized later. In some instances, the OCMC staff members are unhappy with the distribution of the GBV fund by the concerned WCO, and believe that proper support is not extended by the WCO.

In conclusion, this extensive review of the services provisioned under EAW in Nepal together with the findings on the packages of different countries in the region presented in the Table 2.2 in chapter II show that, the packages across the region are pretty similar. Multi sector programs and service delivery through one stop crisis management centre is common feature of almost all country-programme addressing VAW, reviewed. Although VAW service package have been defined in different ways in different countries, they are basically providing the same type of services under preventive, protective, and prosecution categories. The Nepali package is quite up to the standard, but of course gaps in implementation are significant.

## Chapter V: Costing Implementation of EVAW

EVAW is about to complete its fourth year. Major laws and regulations planned under EVAW have already been passed and international commitments reviewed. District Service Centres have been established in 17 districts along with 102 Community Service Centres. The OCMCs are already functioning in 19 districts. District-level funds for rescue, rehabilitation and reintegration activities have also been established in the 17 districts with District Service Centres. WCSCs have been established in all 75 districts. The fact that these interventions are already in place allows for unit costing of related services.

Nevertheless, analysis of the EVAW revealed that there was a range of activities for which it was not appropriate or possible to derive unit costs. For example, the preventive activities at the Ministry level, such as policy making, protocol and guideline preparation activities, incur only regular human resource costs and do not involve other direct costs. The concept of unit cost also does not fit these activities well, unless the unit is defined as the document (e.g. policy) or something similar. If the activities have to be outsourced, the EVAW has already provided for a fixed fee for consulting services, and there is therefore no need for unit costing. Similarly, many items relate to direct grants to various institutions without any mention of the kind of services and number of clients to be served. No unit cost could be derived for those grants and lump sum transfers. Therefore, this costing exercise concentrated on those items for which unit costs could be arrived at. This chapter presents and discusses the summary tables featuring unit cost calculations which were developed by the research team.

### 5.1 The process of data collection

#### 5.1.1 Data collection

The unit cost of the services was derived by analysing the activities of the related organizations and assigning costs to each activity. Initially, the study team tried to analyse the service cost by analysing the budget allocations of each organization for activities provided for in EVAW (Annex 5 Table 5.1 for the list of documents reviewed). However, it was not possible to follow this method, since the budget sheets of these organizations did not specify separately the allocations for EVAW activities. When budget analysis proved not possible, the team tried to get the audited reports of the government agencies for analysis. However, after some efforts were made in this respect, it was recognised that this would not be possible in the limited time in which the study had to be completed. When these other approaches failed, the study team interviewed the relevant officials of agencies delivering services at the centre and in districts. This chapter analyses costs calculated on the basis of responses of these officials (See Annex 9). Since it was difficult to get the actual expenditure data estimations by officials were used for calculating direct costs as well as the human resource cost of delivery of each service.

Interactions with officials at the Ministry level revealed that the central level organizations are mostly engaged in preventive measures, policy making and monitoring activities while the district level line agencies are the arms through which these organization operate and provide services. This means that all the operational level activities including training and orientation, organization of groups, rescue and

rehabilitations are the responsibilities of the district level agencies. Similarly, prosecution services are provided by district and appellate courts supported by the district police office. The District Legal Aid Committee handles all the complaints about VAW and provides free legal counselling and legal assistance to the victims. However, it was difficult to extract the actual cost of deliver of legal services to the victims at the district level. The central level cost was therefore analysed for this purpose.

### 5.1.2 Unit cost calculation

For the purpose of analysis, the activities have been divided into three categories, a) preventive, b) protective, and c) prosecution. Acts, policies, regulations and protocols are made at the central level; these activities have been placed in the preventive category for the purpose of analysis. Similarly, training, awareness raising, radio programmes, pamphlets, posters and associated meeting costs have been placed in the preventive category. Rescue, medical aid, rehabilitation and reintegration activities have been grouped together under protective activities. All the police procedures and legal aid services have been categorized as prosecution. Additionally, the costs of monitoring activities have been analysed separately as, while necessary for effective service delivery, these fall in the supportive category. Therefore, although monitoring is undertaken both at the central and district levels, its cost have been calculated separately. The central level is mostly responsible for monitoring the activities of the institutions, while district level monitoring relates to both lower level institutions and the rehabilitees and reintegrated victims.

The consolidated data file (Annex 5.2) provides a list of all programmes/activities which are currently ongoing in different districts and central level. The individual worksheets compile the cost information for different services delivered by government agencies. In the consolidated data sheet, the average direct cost of the corresponding programme is calculated by dividing the total cost for the programme by the number of districts/centres where the programme is delivered. The total number of survivors (beneficiaries) is calculated using data from the same districts/centres that provided cost information. To calculate average per capita expenses, the total cost is divided by the corresponding number of survivors.

## 5.2 Analysis of unit costs

### MoWCSW

Table 5.1 reveals that much of the cost at the Ministry and department levels is for policy and programme formulation and for human resources to undertake these tasks. The cost at the Ministry level, for example, includes the cost for drafting of bills on social ills, celebration of anti-GBV day, Radio/TV programmes, two-day Gender Capacity Enhancement Training for 21 Ministry staff members, a drop-in centre, anti-trafficking committee meetings, district-wide capacity enhancement on trafficking issues, a shelter service (included in women's empowerment programmes), gender networking group meetings, and the like. All these activities incurred a total cost of NRs 5.4 million in FY 2013/14.

### DWCSW

Training and awareness raising constitutes one of the main functions of the department and a significant amount is spent on this function. At the department level the cost includes programme costs of activities such as awareness raising which generally takes the form of grants to the district offices. Similarly, budget is allocated for radio programmes and advertisements, posters, pamphlets designs and printing, etc. All these activities are conducted through District Women and Children offices in the 17 districts. The total number of beneficiaries in all these programmes was estimated at 103,970 for a single year. Therefore, the unit cost of service at the department level comes to about Rs 1484 per beneficiary for awareness and training. For training alone (excluding skills-based), the number of estimated beneficiaries was 38,035 for Nepal as a whole, at a total cost of Rs 88 million (Table 5.1).

### WCOs

According to respondents in the WCOs the funds allocated to them in the annual government budget are meagre and not sufficient to provide all victims of GBV with the services they need. For example, the amount allocated to each community centre is Rs. 60,000, which is not sufficient to meet the logistics and management support standards set by the government.

Monitoring is one of the weakest parts of the rehabilitation and reintegration effort. There is hardly any official monitoring after the victims have left the rehabilitation centre. However, while the staff of WCO complained that the amount allocated under the GBV fund was inadequate, analysis revealed that the fund remained under-utilized, with only 32 percent of the fund used by the end of the financial year 2014/15. According to the WCOs, the under-expenditure was caused by the cumbersome procedures for disbursement of fund to survivors. Table 5.1 reveals that the unit cost of protection for survivors is Rs 2314 which coincidentally equals the per unit training and orientation costs of the district. According to the WCO officials, this amount was not sufficient to ensure the standard quantity and quality of services for protection set by the government.



**Table 5.1: Total resource outlay and unit cost of services,**

MoWCSW (FY 2014/15)

(Amount in Rupees)

	Programme Cost	Human resource cost	Total cost	No of Beneficiary	Unit cost
<b>Preventive</b>					
Ministry	53,675,000	2,124,624	55,799,624		
Department	153,472,479	39,241,894	192,707,538		
District (7 districts total)	11,914,413	4,544,097	16,458,510		
<b>Protective</b>					
District	4,883,707	1,008,489	5,892,196	2,564	2,314
<b>Training &amp; orientations</b>					
Department	-	-	88,000,592	38035	2314

Source: Annex 5 Table 5.3a

### Ministry of Health

The Ministry of Health spends a large amount of money at the central level for the preparation of policies, regulations, guidelines and anti-GBV protocols (Table 5.2). Capacity enhancement training accounts for another major portion of spending at the central level. The total number of beneficiaries of these programmes in all OCMCs combined was 4,420 in FY 2014/15. Limited budget was allocated for prevention under OCMCs (at district level) as their functions primarily relate to protection. Since OCMCs are funded within the hospital's overall budget, there is also not much direct cost shown for protection of victims. The human resource cost is also not very high at the district level. However, the Kathmandu Maternity Hospital appears to have a large budget for protection which is not being spent. As a result, the unit cost of protection (investigation, psycho-social counselling, medical treatment, medicine, etc.) is very high at this hospital (NRs 27,604) when based on budget numbers, while the unit cost of protection is just NRs 1,272 at the district level. There is some funding allocated at the centre for monitoring, but no such allocations are made for the OCMCs.

Analysis of table 5.2 reveals that the human resource cost at the districts is higher than what is envisaged at the centre. The centre provides for only two medical staff at the OCMCs while the table below reveals that there is additional time of staff involved in GBV cases. The unit cost of service for protection at the district is higher than what is allocated by the centre.

**Table 5.2 Total resource outlay and unit cost of services**

*Ministry of health –OCMCs (FY 2014/15)*

*(Amount in Rupees)*

Services	Programme cost	Human resource cost	Total cost	Beneficiary	Unit cost
<b>Preventive</b>					
<i>Central</i>	36,045,000	218,833	36,263,833		
<i>Budget allocation for one OCMC</i>	271,000	-	271,000		
<i>Six districts average (OCMCs)</i>	115000	-	115000		
<b>Protective</b>					
<i>Ministry</i>	1,800,000	-	1,800,000	4,420	407
<i>Budget allocation for one OCMC by the centre</i>	351,000	378,000	729,000	157	4643
<i>Six districts average (OCMCs)</i>	379,752	591,613	971,365	135	7195

*Source: Annex 5 Table 5.3b*

### WCSCs

Table 4.3 on cost of services of WCSCs reveals that there is little direct expenditure made on prevention. The only direct cost that is incurred on prevention is the cost of job induction training for new recruits. Certain prevention activities, such as the 16 day anti-GBV day celebration, interactions and workshops with the community are conducted by WCSCs, but there is no separate budget allocation for such activities. Even for protection, which is a major responsibility of the WCSCs, no explicit budget is allocated either at the centre or at the district level. WCSC staff have to spend their own funds during rescue operations on items such as tiffin for the victims. As seen in table 5.3, the unit cost of services is about Rs. 786 at the centre, while it is Rs. 3,098 at the district level. This difference is because the number of victims who registered for WCSC services in the sample districts was very low when compared to the national average.

**Table 5.3 Total resource outlay and unit cost of services**

*Women and children service centres (FY 2014/15)*

*(Amount in Rupees)*

Services	Programme Cost	Human resource Cost	Total Cost	Beneficiary	Unit cost
<b>Preventive</b>					
<i>Central</i>	2,993,270	9,261,284	12,254,554		
<i>District</i> <sup>33</sup>	21000	4,798,650	4,819,650		
<b>Protective</b>					
<i>Centre</i>	-	6,946,410	6,946,410	8,839	786
<i>District</i>	-	4,442,500	4,442,500	1,434	3098

Source: Annex5 Table 5.3c

#### The Judiciary and the Attorney Generals' Office

Two Judicial sector institutions are directly involved in delivery of justice to GBV victims, namely the Public Prosecutor/ Attorney General's Office and the Judiciary.

In Nepal the Judicial sector comprises three tiers of courts – District, Appellate and Supreme. In order to get judicial services, the victims must follow a series of steps, starting with the first information report (FIR) registration to the final verdict from the jury. Once the FIR is registered, the second step is medical tests which include semen test, check-up for injury, blood sample test, etc. The offender is then arrested and the crime investigation starts with the crime scenes visited for evidence collection and documentation. After a *Thadokagaj* and a written statement from the victims, offenders and witnesses are prepared. A prosecution report has to be prepared, after which the case is registered with the public prosecutor by the police. The financial cost in each step of the relevant office and the victim are provided in tables 5.4a and 5.4b (for more detail, see annex table 5.11a and 5.11b).

**Table 5.4a: Cost of service per individual/institution (FY 2013/14)**

*{Rape, physical violence (Kutpit) and Trafficking}*

Task/ Process	Amount in Rupees	
	Individual	Institution
First Information Report (FIR)	613	79
Medical test (semen test, injury check-up, blood sample test)	407	28514
Arrest of offender		19703
Registration	163	79
Investigation	656	601
Crime scene spot visit		176
Evidence collection		2226
Crime scene documentation		1449
<i>Thado Kagaj ( first complaint paper)</i>		1889
Written statement with victim and offender and witness	8000	5667
Preparation of prosecution report		4916
Case Registration in office of public prosecutor		39
<b>TOTAL</b>	<b>9839</b>	<b>44186</b>

Source: Annex 5 Table 5.11a

**Table 5.4b: Cost of service: Prosecution (2013/14)**

*(Rape, physical violence (Kutpit) and Trafficking)(2013/14)*

Task/ Process	Rupees
Advocate to investigation officer	5900
Registration	113
Preparation of charge sheet	
Charge sheet document and redirection	113
Registration of charge sheet in district court	713
Preparation of case	1800
Pleading in district court	1800
Pleading in Court of Appeal	1800
Pleading in Supreme court	2700
<b>TOTAL</b>	<b>15033</b>

Source: Annex Table 5.11b

Tables 5.4a and 5.4b reveal that the cost of services for the delivery of justice is about Rs 44,186 for the district courts, while the victims have to spend around Rs 9,839 from their own pockets in the process of police investigation. When the case is forwarded to the court (Table 5.4.b), the victims do not have to spend any money, while the cost of court service comes to about Rs 15,033 for government. The cost of

filing a case for victims who went to service centres was, however, found to be much lower at the district level, as shown by the case studies (Table 5.5).

**Table 5.5: Cost to the victims for finding justice (2014/15)**

Service	Average cost by district (Rs)
<b>Court proceeding</b>	
Dang	12440
Banglung	4300
Makwanpur	10720
<b>Average ( All district court proceedings)</b>	<b>10,582</b>
<b>Medication expenses</b>	
Dang	4000
Makawanpur	800
<b>Average (medication)</b>	<b>2,400</b>
<b>Average (dependent child processing (see the next chapter for details)</b>	
<b>Dang</b>	<b>125,725</b>

*Source: Field survey January 2016(case studies chapter 7)*

#### NGOs (Non-government-organizations)

Two major NGOs, namely SAATHI and WOREC, both engaged in combating VAW and providing services to victims, were visited at the central level. Interviews were conducted with the decision makers in those institutions. The NGOs are funded by external donor agencies and the overhead costs, including salary levels of the staff, are higher than those of government staff members. Moreover, the NGO staff members are well equipped with the required skills through in-house and external training. Their shelter facilities are seen to be better at dealing the GBV victims when compared to government service centres run by cooperatives. The NGO-run shelters are also able to provide shelter for victims for a longer period of time if required. This allows victims more time for the healing process as well as to prepare themselves before reintegration.

**Table 5.6: Unit cost estimation of EAW services provided by NGOs (2013/14)**

	Direct cost (Rs.)	Beneficiary	Unit cost (Rs.)
A. Training cost			
SATHI - Training on EAW	3,979,805	450	8,844
SATHI - Vocational training	17,350		
B. Protection			
Shelter expenses			
- SATHI	674,747	45	14,994
- WOREC	1,835,000	321	5,716
Reintegration & follow-up			
- SATHI	16,263		
- WOREC	500000	70	7143
Total protection cost			
- SATHI	1,623,904	45	36,087
- WOREC	9,000,000	321	28,037

Source: Office records of the respective offices

SATHI's per participant cost of training is Rs. 8,844, which is comparable to that of the government norms (Tables 5.6, and 5.7). Similarly, on the vocational training also the cost is comparable to that of the government set norms. Per unit cost of protection to the survivors is higher than that of the government; this is because the number of beneficiaries is smaller but the duration of stay is longer in NGOs shelters. In the case of SATHI and WOREC, the protection cost also includes, rescue, transportation, medication, court expenses, etc., which are supplied by different agencies in the case of the government centres, for example, WCSCs, OCMCs, legal aid committee. Analysis of table 5.6 reveals that, similar to government, a very small amount is allocated to monitoring and follow-up by NGOs too.

A network of GBV survivors formed by WOREC in Dang district is exemplary, as it has provided a platform to around seventy survivors to come together and receive peer support and assistance in finding better options for livelihood. The network has now been established as an independent NGO named *Sakchhayam Mahila Samudhayik Samuha*. The GBV survivors are supported by this NGO in their legal fights and reintegration back to community.

Overall, it is noteworthy that the above-mentioned NGOs are more active in facilitating justice to the GBV survivors than the government-supported service centres. At the latter, the focus remains on reconciliation, which may often lead to re-victimization. The challenges for the NGOs, as reported by them, were that they did not have adequate financial resources to expand the coverage of their activities, as they depended on donors for funding, and this funding was usually short term.

### 5.3 Government norms for unit costs of services and NGO expenses

The government of Nepal has developed a standard package of service delivery and recommended unit costs for different components. The unit cost of different activities has been standardized so that there will not be much difference in the quality of service provided by various offices involved in EAW implementation. Table 5.7 compares government actual expenditure (based on the standard norms) at district level and NGO expenses and recommend unit cost for different EAW activities based on study findings. The recommended norms reflect the findings of the study team's investigations including the team's interactions in the field and at the centre.

The norms for government expenditure were extracted from the annual progress report and the Guideline for Women Development Programme published by MoWCSW in 2015. The NGOs furnished their expenditure data from their record files. The study team calculated the actual average expenditure of the seven districts to arrive at the field level expenditure by the government. Although the government has norms for different types of activities, the study team was able to collect field-level expenditure data only for a few activities related to prevention. For example, expenditure on awareness raising and the number of beneficiaries for some activities was not available. However, per person training expenses at the VDC and the district level could be calculated and were found to be similar to the government norms. The actual district-level cost of protection per person seems to be low when compared to the standard norms of the government. This clearly limits the ability of the district service centres to assist the survivors in line with the standard and spirit of EAW. Yet while the DSCs were not able to provide the services in line with the government standard, the EAW funds were under-utilised, although the rate of utilisation varied across districts.

Comparing the current government expenditure on different activities of WCO with that of the NGOs and based on the field findings (Table 5.7), an increment in per participant training expenditure is needed at the Ward/VDC level. For example, according to the WCO officials, per participant spending on basic training at the VDC/Ward level is about Rs 1000, which is not sufficient even for the resource persons' fee and the tea and snacks for the participant. In contrast, the district level per participant training cost has been set at Rs 6000. Therefore, it is recommended that the spending on Ward/VDC level training be increased to Rs 1500. Similarly, as there is little spending on mass awareness raising activities, it is recommended that the amount is increased as noted in the table. Moreover, all the activities under protection need more resources as shown in the table above. For example the DSA of Rs. 300 and transport allowance of Rs 50 to the survivors are not adequate for three meals a day. Similar inadequacy is observed in the norm for medical expense allocations to OCMCs. These need to be increased. Currently, no cost is allocated for referral, which in fact is costly and needs to be provided for.

**Table 5.7 Actual and recommended annual government expenditure and norms for selected services.**

(Amount in Rupees)

ACTIVITIES	Government actual current expenditure		NGO expenses	Recommendations for government expenditure norms (based on district level interactions & document reviews)		
	VDC	District		National	VDC	District
<b>PREVENTION</b>						
Awareness raising (direct material cost)						
- Workshops (per participant)	-	4,860		-	8,500	-
- Regular campaigns (per VDC)	15,000	-		15,000	-	-
- 16 days campaigns	-	25,000		25,000	50,000	-
- Continuous awareness (per participant/VDC)	150	-		200	-	-
- Radio programme (per district)	-	-	723,200	-	100,000	500,000
- Posters and pamphlets, brochures (per district)	-	15,000	54,300	-	25,000	-
- Hoarding boards (per district)	-	-		-	15,000	100,000
- Group orientations (basic training at VDC/Ward level) per participants	967	6,000	-	1,500		-
- Group orientations (basic training at District)* per participants		6,000	8,500	-	8,500	-
Skills training (per participant at VDC - 3 days)	1,372	-	-	1,500		-
Skills training (per participant at VDC - 5 days)	2,122			2,500		
Skills training (per participant at district - 7 days)		6,761			7,000	
Skills training (per participant at district - 5 days)		5,117			5,500	
Leadership training (per participant VDC & district levels)	2,600	5,429	8,500	2,600	8,500	-
Capacity building training (per participant VDC & district level)	2,600	5,429	8,500	4,000	8,500	3,000
District level EAW coordination committee meeting expenses (per district/trimester)	-	30,000		-	30,000	-
Data management (per district)	-	150,000		-	150,000	
Annual review meeting (per district)	-	50,000		-	50,000	
Web site design and maintenance						300,000



*Table 5.7 Actual and recommended annual government expenditure and norms for selected services (continued)*

ACTIVITIES	Government actual current expenditure		NGO expenses	Recommendations for government expenditure norms (based on district level interactions & document reviews)		
	VDC	District		National	VDC	District
<b>PROTECTION Services per recipient</b>						
Rescue						
- Transport		50			200	
- DSA		300			500	
One time clothing		1,500			2,000	
Daily food (Meal 3 times per day)		300			600	
Psycho-social counselling (per visit)		1,000			1,000	
Reunion						
- Transport per person		50			200	
- DSA (meal)		300			500	
Basic treatment		2,000			2,000	
In-patient treatment with one attendance (5 days)		6,500			10,000	
Referral (specialized treatment)		-			20,000	
Livelihood support		15,000			25,000	
Victim's children's education						
- Dayscholar (annual fee)					12,000	
- Boarders (annual fee)					30,000	
SC operation cost		60,000			100,000	
DSC operation cost		800,000			1,000,000	
Legal support		2,500			5,000	
<b>MONITORING</b>						
Central level		108,150			108,150	
District level (one time)		115,120			115,120	
Household-level support to potential and reported cases by vigilance committee (communication and refreshments)					5,000	

Source: Women Development Programme, Operational Guideline 2015 (2072 BS), MoWCSW: Field findings, NGO records

Inadequacy of funds was reported by OCMCs, WCOs, WCSCs, DLACs and the service centre staff visited by the study team. According to the respondents, the WCOs were providing training and orientation at the VDC and district levels, but these activities alone were not enough to make the population of remote VDCs aware of GBV issues, legal remedies and available services. DLAC works inadequately, but it has only one lawyer assigned to GBV cases. He/she has to look after the administrative as well as legal matters. As a result, preparation of cases is delayed and there is a long pending list. As discussed in other chapters, WCSCs and OCMCs also need additional funding for more efficient and effective implementation of EAW activities. Similarly, the team repeatedly was told in the field that the

awareness-raising activities such as 16 day campaigns need to be organized at the VDC levels. Posters and hoarding boards need to be placed in many more places on roads in rural areas. Table 5.8 lists cost items and staff additions that respondents said needed to be provided for at the field level to deliver all the preventive, protective and prosecution services more effectively.

**Table 5.8: Suggested additional activities and cost resources required for them**

S.N.	Inadequacies noted in the field that requires additional funding from the government	Fund required
1	Legal office needs an additional administrative staff member of gazette level five	Administrative staff Rs. 17,090 per month
2	OCMCs needs two staff nurse and one psychosocial counsellor	Staff nurse Rs. 19,970 per moth Psychosocial counsellor Rs. 22,180 per month
3	The mass awareness activities (radio programmes, posters and pamphlet, newspaper advertisements, etc.) by the WCOs need to be intensified and extended	Per district 135,000 per annum
4	The 16 days campaigns needs to be brought down to the village level instead of limiting it to district headquarters	Per VDC NRs 5000 per annum Per district Rs 10,000 per annum
5	WCSCs need separate funding for awareness (public hearings and anti GBV campaigns at the VDC level) Protection activities (rescue and investigations)	Per VDC: Rs 10,000 per annum Per victim NRs.2000
6	The service centres staff need more intensive training	Per service centre: as per the need at the rate suggested in table 5.7
7	The service centres needs a part-time counsellor	

Source: field survey 2015/2016

An attempt was made to estimate the total need at least for those activities for which unit costs were estimated. Unfortunately, this proved impossible. Firstly, it was difficult to get authentic numbers of victims from any source due to lack of proper records. The police had the best records, but even these did not seem to be complete. For example in some districts visited by the team, GBV victims had received services from the WCOs and OCMCs, while the police record did not show any formal complaints. Secondly, use of past trends was not possible because the services under EAW are relatively new. Another alternative considered was using sex and age-disaggregated national population projections, the likely percentage of victims from the 15-49 age group of the female population and their help-seeking behaviour, as reported by the National Demographic and Health Survey of 2010/11. It was thought that these could be used for projecting national demand for the services and that by applying the expenditure norms from this study some figures on necessary expenditure could be projected. This was attempted (see Table 5.9). However, EAW has been implemented in only 17 districts, and without any definite expansion plan to other districts and trend data for those districts, no further estimates could be made.

**Table 5.9: Projected financial needs for projected number of VAW victims and the help seekers among them from various institutions.<sup>34</sup>**

(Amount in NRs)

Year	2014/15	2015/16	2016/17	2017/18
<b>A. projected female 15-49, from CBS (a)</b>	<b>7,769,423</b>	<b>7954259</b>	<b>8129681</b>	<b>8294252</b>
<b>Projected GBV victims size</b>				
B. Percent who experience physical violence (9.3% of A) (b)	722556	739746	756060	771365
C. Population sought help from any source (22.85 of B) (c)	165104	169032	172760	176257
<b>Projected victim size by help-seeking agency</b>				
OCMC/Hospitals (20% annual increase in current OCMC service seeker (base 4155 in 2013/14) (d)	4238	5085	6103	7323
Total budget required as per unit cost of service to the victims registered with OCMCs @ Rs 7195	30,492,410	36,586,575	43,911,085	52,688,985
WCSCs (increase in demand estimated 20% at the basis of past trend of police records).	12702	15243	18291	21949
Total budget required as per unit cost of service to the victims registered with WCSCs @ Rs 786 at central level	9,983,772	11,980,998	14,376,726	17,251,914
Total budget required as per unit cost of service to the victims registered with WCSCs @ Rs 3098 at district level	39,350,796	47,222,814	56,665,518	67,998,002
Lawyer (0.357 times from Police above) (e)	4535	5442	6530	7836
Total budget required as per unit cost of service to the victims registered with DLAC @ Rs 15033 at district level	68,174,655	81,809,586	98,165,490	117,798,588
Social organizations (2.5 % of C) (NGOs) (f)	16377	16738	17077	17392
Others (7.2% of C) (f)	5849	5978	6099	6211

According to national Census data and the demographic survey 2011, (Table 5.9) 9.3 percent of girls aged between 15 and 49 years had experienced physical violence. About 23 percent of these survivors had sought assistance from any source. But only about 6 percent of these had sought help from the police. Another 5 percent had sought medical help from doctors. Projections on the basis of these figures gave a much lower number of help seekers than shown in the recent police records, for which time series are available or the current number of help seekers at OCMCs located in only 17 districts. The demographic survey data seem to be outdated. This is understandable as the survey preceded the establishment of OCMCs and service centers under ERAW. Given this problem with the survey data, the likely numbers of help seekers for police, OCMCs and lawyers have been projected on the basis of the police records and current ratios of number of survivors who approached the police, filed cases and sought help from the OCMCs. The demographic survey data have been used only if no other alternative

was found. Multiplying these figures for service seekers by the unit cost of service calculated from the field reflects that OCMCs require Rs 40 million in 2016/17 to serve the victims. Similarly, police or the WCSCs require Rs 50 million at the district level and the judiciary about Rs. 117 million. No current figures are accessible on the government allocations specifically for these services for the purpose of comparison and to establish the funding gap.

## Chapter VI: Costing of Gender Aspects of the National Plan of Action on Safe Foreign Employment

### 6.1 Background

A large number of Nepalese youth regularly migrate in search of employment and in FY 2013/14 a total of 521,878 labour permits were issued by the Department of Foreign Employment.<sup>35</sup> Most of the short-term migrants head to India. However, the number of migrants who head beyond India has been increasing steadily in the last two decades. In the NLSS III Survey (2011)<sup>36</sup>, 20% of Nepal's population was recorded as absent from their household. Of the absentees, 43% were living abroad. It is estimated that around 1,500 aspirant foreign labour migrants leave Nepal each day.<sup>37</sup> This outflow of the working-age population from the country has both positive and negative impacts on the country.

Of the absentee population, 12.4% percent were women. The number of female migrants to overseas is, however, increasing. According to government records<sup>38</sup> only 161 women migrated overseas for foreign employment between 1985 and 2001. By 2013/14, women comprised 5.6% of the total of 521,878 foreign labour migrants going legally.

Remittances from foreign employment have helped Nepal uphold its fragile economy in the aftermath of the decade-long armed conflict and continuing unstable political situation. According to the World Bank (2013)<sup>39</sup>, Nepal has the highest share in South Asia of personal remittances received expressed as a percentage of GDP, at 28.8%. Remittances contributed to the decline in poverty from 41% in 1996 to 25% in 2011.<sup>40</sup> According to the NLSS, the proportion of households that receive remittances in Nepal was 56% in 2010/11, which is a significant increase from 35% in 1995/96. In 2010/11, households received 58% of all remittances from within the country, 19% from India and 23% from other countries. The relative decline in India's importance means longer periods of absence of the migrants, which has negative implications for family relations, particularly for wives and children, and particularly for the girl child as indicated by the increasing incidence of incest.

Undoubtedly, foreign labour migration has opened up opportunities for labour migrants, both male and female, to improve their lives, to gain exposure to different cultures, and to improve their social and economic status in their communities among others.

On the negative side, since most of the migrants, particularly those going to Gulf countries, are illiterate and unskilled, they are concentrated in menial jobs and have to work hard in a hot climate to which they are unaccustomed. Because many of them, particularly women, go illegally, they are exploited by both the traffickers and the employers. They are vulnerable due to their legal status, inability to acclimatize to different culture, and exploitative work situations. They are subject to abuse, exploitation and risks to health.

The Government of Nepal has promulgated laws and established institutions to manage and regularize the migration process. Even though stringent measures have been imposed by the government to regulate foreign labour migration, particularly to make it safe, protected and accessible, implementation is weak. For many recruiting agencies established under the Company Act, sending migrants for foreign

employment while bypassing the existing laws and rules has become a lucrative business wherein workers are sent without proper documentation, permit and orientation and charged exorbitant fees. In addition, in the case of women the government measures are directed more to restricting women's mobility rather than protecting them, reflecting the patriarchal mind set of the authorities. Particularly after the government banned women under twenty-four years (changed from thirty years previously) to go to certain countries as domestic workers, the recruiters opted for the illegal route via India. Often the aspirant female migrants are stranded and their journey ends in India. Even when taken to the third countries, they are likely to be subjected to abuse and exploitation, both physical and sexual. Both male and female migrants have been victims of exploitation, workplace accidents, trafficking and forced labour.<sup>41</sup>

According to records<sup>42</sup> obtained from Foreign Employment Promotion Board (FEPB), a total of 3,272 migrant deaths were recorded within the period of 2008/09 -2013/14. Of these deaths, 79 were female. As a result of the irregularities and misconduct of the recruiting agencies, 899 individual and 1,406 institutional complaints were received from migrants in 2013/14. However, only 12% of individual complaints and 0.3% institutional complaints were forwarded to the Foreign Employment Tribunal.

## 6.2 Acts, rules and policies that regulate and guide overseas migration

The first Foreign Employment Act, 2042 (1985) was passed in 1998 (2054). The associated Foreign Employment Rules<sup>43</sup> with procedural clarifications on provisions on issuance of license, insurance, labour attaché, inspection etc., came into effect in 1999.

The earlier Act and Rules were replaced in 2007 by the **Foreign Employment Act 2064 (2007)**<sup>44</sup>, with the objectives of making the foreign employment business safe and decent and protecting the rights and interests of the migrant workers as well as of the entrepreneurs engaged in managing the migration process. As in the previous Act, the new Act requires licensing of recruiting agencies (license holders). In general, it does not restrict migration on a personal basis (art. 23), but it prohibits minors (under the age of eighteen) to be sent for foreign employment. Compared to the 1998 Act, this Act is progressive in terms of prohibiting gender discrimination and removing the need for women to have their guardian's permission to go for foreign employment. This Act is geared towards making foreign employment safe by directing the recruiting agencies to follow ethical standards as well as preparing the aspirant foreign labour migrants before departure. One major gap that still exists in this Act is defining the situation where migrants are trafficked on the pretext of foreign labour migration.

To implement the powers given by Article 85 of the Foreign Employment Act 2064 (2007), the **Foreign Employment Rules 2064 (2008)**<sup>45</sup> were framed and amended in 2011. The rules cover selection of institution or worker, license provisions related to prior approval and selection of workers, training, and the constitution of the Foreign Employment Board, fund, tribunal and other miscellaneous activities.

The **Foreign Employment Policy 2012**<sup>46</sup> was passed by parliament on 24 February 2012. This policy was formulated to give direction to foreign employment such that it is safe, accessible and ensures the rights of the migrants. Section 9.4 of the policy aims to ensure the safety and protection of women migrants by making them aware of the choices they can make, minimizing discrimination and violence, providing

skills-oriented training and helping them in the reintegration process after their return so that they can live with dignity. It also mentions that a female labour attaché must be deployed or Woman Welfare Officer established the destination countries with more than one thousand Nepali female migrant workers. The **Foreign Employment Tribunal Rules, 2012**<sup>47</sup> have also been framed in line with Article 85 of the Foreign Employment Act 2064 (2007).

### 6.3 Institutions overseeing foreign employment

A number of institutions and mechanism have been established to manage and oversee foreign employment. They are discussed below.

#### 1. **The Ministry of Labour and Foreign Employment ( MoLE):**

The Ministry of Labour and Foreign Employment is responsible for overall labour administration and management in the country. It is the apex body that oversees the overall employment situation and manages related training, and regulates labour relations, employment conditions and other labour-related aspects in the country. This includes foreign employment, for the management and promotion of which a separate department has been created.

#### 2. **Department of Foreign Employment (DoFE)**

This department was established after the enactment of the Foreign Employment Act 2064 (2007). It regulates recruiting agencies and ensures that the services provided are in line with the legislation and fair. In line with its mandate to promote fair foreign employment, it receives complaints, investigates cases, confirms the legitimacy of jobs advertised, controls fraud, protects the rights of migrants and provides labour approvals to aspiring migrants.

#### 3. **Foreign Employment Promotion Board (FEPB)**

The Board is established in terms of Art.38 of the Foreign Employment Act 2064 (2007). Its main function is to promote foreign employment and ensure the social welfare and protection of the migrants. It also manages the Foreign Employment Migrant's Fund and thus is responsible for rescue, rehabilitation and reintegration; awareness raising; compensation; developing the curriculum for orientation; and facilitating access to medical services for migrants and their families.

#### 4. **Foreign Employment Welfare Fund**

Under Art.32 of Foreign Employment Act 2007, a Foreign Employment Welfare Fund has been established under the aegis of the FEPB to provide for the social security and welfare of migrants who face problems in the destination country, returnees with problems and their families. The fund is created from the RS. 1000 fees which workers' pay, the fees from foreign employment licenses, and grants received from foreigners, among others. The fund is utilized to provide skills training to workers prior to departure, repatriation, compensation for mutilation, employment programmes for returnee migrants, repatriation of dead bodies, etc. This fund is mobilized and operated by the FEPB.

## **5. Foreign Employment Tribunal (FET)**

The Tribunal is established in terms of the Foreign Employment Act 2064 (2007) and Rules 2064 (2008). Its three-member committee is chaired by a judge of the Appellate Court. It tries cases related to foreign employment forwarded to it by DoFE. Where the cases have a positive outcome, compensation is awarded from deposits collected from the labour agencies responsible for cheating the victims. Where individual agents are involved, cases are filed against them and they have to pay the compensation. The compensation amount is equivalent to the amount demanded by the survivor plus 50% of this amount as penalty.

## **6. Diplomatic Missions**

The Act makes it mandatory to have labour attachés in destination countries where there are more than five thousand Nepali workers. The attachés' main responsibility is to inform Government of Nepal about the labour situation, resolve disputes between the companies and the migrants, organise rescue and repatriation of troubled migrants as well as the deceased bodies, and ensure the migrants are safe and their rights are protected. Currently, there are attachés in eight countries and three of these countries also have labour counsellors. One current attaché and two counsellors are women. UAE, Qatar, Saudi Arabia and Malaysia, with larger numbers of Nepali workers, have one labour attaché and one labour counsellor each, while South Korea, Kuwait, Oman and Bahrain have just one labour attaché each.

## **6.4 National Plan of Action on Safe Foreign Employment (NPA/SFE) and its gender components**

According to government's report,<sup>48</sup> only 161 women migrated for foreign employment between 1985 and 2001. However, in 2013/14, 46,274 labour permits were issued to women for labour migration. The majority of the women migrating for foreign employment are married with small children and the main reasons for migration are poverty and lack of reliable work opportunities in the country.<sup>49</sup> There is high demand for domestic workers in the Gulf Cooperation Council (GCC) and the age limit imposed by the government (now 24 years) of women going as domestic workers has forced women to leave the country via illegal routes such as India and Bangladesh. Thus, the number of female labour migrants is estimated to be much higher than the official figure of the government. Similarly, due to lack of resources/landholdings, women are compelled to obtain loans at a high interest rate which pushes them to work in the foreign land in violent and exploitative work situations because of which they are likely to get physically and mentally ill; become victims of smuggling and trafficking; and be vulnerable to family disintegration and homelessness.<sup>50</sup>

GBV at home is also one of the factors that push women to foreign employment; 88% of the women interviewed in the survey<sup>51</sup> said that they had experienced GBV prior to foreign employment. Furthermore, GBV is seen to be more pronounced in the workplace in destination countries. In the same study<sup>52</sup>, 95% of the women said they were overworked and 65% said the working conditions were inhumane; a majority said they did not receive enough food, comfortable living space, medical treatment, permission to contact the family, and salary as per the contract; 79% said they were deprived



of leaves. The majority said they were humiliated and subjected to verbal and physical abuse, and 11% said they experienced sexual abuse. Of these, two became pregnant after being raped.

In recognition of the possibility of GBV inflicted on female labour migrants in destination countries, the EVAW included some provisions in this respect. MoLE, DoFE and FEPB are named as having responsibilities to ensure the protection of women going for foreign employment. However, during field work it was observed that the activities named are not reflected strategically in the MoLE work plan. The officials interviewed were not aware of the EVAW.

In acknowledgement of the importance of foreign employment not only at the personal level but also at the national/international level, and in recognition of the need for coordination/collaboration of different entities/stakeholders to promote foreign employment, the National Plan of Action on Safe Foreign Employment (NPA/SFE) was developed after a series of consultation meetings with relevant individuals and institutions. With a total estimated budget of Rs. Rs. 7,562 million, the NPA/SFE will be implemented for a period of five years. It was endorsed by Cabinet in August 2015 (25<sup>th</sup> of Shrawan 2072). Its implementation has just started. Since various bodies of government, the private sector, NGOs and skill training institutes are cited as responsible for various activities of the NPA/SFE, a briefing of the same seems necessary for all of them as a start.

The NPA/SFE is a comprehensive document developed to ensure safe and protected foreign employment for Nepali citizens, both male and female. It focuses on institutional capacity building of the diplomatic missions, ministries, departments and other entities in understanding the crux of foreign labour employment and to enhance their awareness and capacities to address foreign labour migration. The NPA/SFE has five objectives and a number of activities are listed under each of the objectives. The objectives are:

- a) To explore and identify the opportunities in the international labour market
- b) To develop skilled labour, including competitive labour to benefit from foreign employment
- c) To make all the steps of foreign employment simple, reliable, well managed and safe
- d) To address the issues of female migrants in the labour market and ensure their rights
- e) To integrate good governance in the management of foreign employment

Most of the activities of the NPA/SFE focus on both male and female labour migrants. Only Objective 4, which looks specifically at gender aspects, is considered for costing, but this cost is not complete on its own. It is additional to other costs involved in protecting the rights and protection of labour migrants in line with the other four objectives.

Despite several efforts, the breakdown of the budget could not be obtained from the relevant institutions and thus the logic behind the amount allocated for each of the activities could not be ascertained. This hindered the costing exercise.

Operating under the ambit of MoLE, FEPB is the body responsible for promoting foreign employment as well as ensuring the social welfare and protection of migrants. FEPB is also responsible for the rescue and rehabilitation of the migrants.

Currently, FEPB does not provide services related to GBV. It shares information on GBV on its two-day orientation for foreign employment migrants. This is pre-departure orientation and the training material has been prepared by FEPB. For the protection of labour migrants who are subjected to sexual and labour exploitation, MoLE and MFA are running safe houses in Kuwait, Saudi Arabia, Qatar and UAE. Whenever migrants are subjected to fraud, violence and trafficking they can take refuge there. In FY 2013/14, more than 400 women were rescued and provided services at the safe homes and ultimately assisted to return to Nepal.<sup>53</sup> In FY 2013/14, a total of 38 and 293 women migrants were supported to return to Nepal from Kuwait and Saudi Arabia respectively,<sup>54</sup>

**Table 6.1: Budget released to Nepali Diplomatic Missions**  
(FY 2013/14<sup>55</sup>)

S.N.	Country	Item			Total
		Safe House	Rescue	Bring dead bodies	
1.	Saudi Arabia	-	2,500,000	1,472,800	3,972,800
2.	Qatar (Operation of Safe House and salary of two staff)	2,492,260	1,453,140-		3,945,400
3.	Malaysia	-	-	841,738	841,738
4.	South Korea	-	-	12,456,108	12,456,108
5.	Kuwait	1,000,000	500,000	-	1,500,000
<b>Total</b>		<b>3,492,260</b>	<b>4,453,140</b>	<b>14,770,646</b>	<b>22,716,046</b>

Source: FEPB, 2071

The FEPB provides economic support to migrants who die or are injured/sick. However, this is only provided if they have legal status and within their contract period. Insurance, at Rs.1000 per migrant, is compulsory. The insurance paid by the migrants is collected in a revolving fund and the money is used to fund insurance payments and other rescue and rehabilitation related expenses. Under the reintegration programme 35 female returnees were assisted with around Rs. 8,000 – Rs. 10,000 each for their social reintegration. Rehabilitation is provided by Pourkahi and Pravashi Nepali Network Coordination Committee (PNCC). There are no branch offices of FEPB in the districts.

In FY 2070/71, 35 female returnees received seed money at the rate of Rs. 10,000 each. Thus, the total seed money paid out was Rs. 350,000.

In FY 2071/72, 895 women received pre-departure orientation and Rs. 626,500 was spent on this.

In FY 2071/72, 24 female migrants died and the families received compensation at the rate of Rs. 300,000 each. Similarly, seven female migrants were decapitated at their work place.

In FY 2070/71, Rs. 31, 50,000 was paid to 7 female victims who were injured in foreign countries.

A total of 59 women participated in a pilot 30-day residential care-giver training.

## 6.5 Rehabilitation

In line with Strategy 3.8 F of NPA/SFE, Rs. 500,000 was allocated to provide financial support to the existing rehabilitation homes and safe houses under MoWCSW. However, this support will be available only from the third year of implementation of NPA/SFE. Meanwhile, FEPB is providing Rs. 5,000 per

person to the emergency shelter of Pravasi Nepali Coordination Committee (PNCC) and Pourakhi for male and female returnees respectively. According to the PNCC, about Rs. 2000 may be required for transportation of the returnee migrant from the airport to the shelter as some arrive at the airport in Kathmandu at night and thus the allocated amount of Rs 5000 is unrealistic. Since 2012, Pourakhi has received support from the SaMi Project of the Swiss government. It does not receive financial support from the FEPB for the shelter.

SaMi (Safe Migration) project is one of the largest development projects addressing safe migration in Nepal. It is implemented through a partnership between the GoN and Helvetas Swiss Inter cooperation (HSI). The coverage of the project is eighteen districts, nine of which are overseen by GoN and nine by HSI. The project has various components such as capacity building, psycho-social counselling, entrepreneurship development training, rehabilitation, prosecution etc. It has around 30 partner organizations. Since SaMi's budget is included in the government budget, the rehabilitation cost per beneficiary is calculated from data available from Pourakhi as Pourakhi's shelter is supported by SaMi project.

Pourakhi, an organization run by female migrant returnees, has been operating an emergency shelter for female migrant returnees since 2009. Initially, the shelter consisted of only one room at the top of the office building. Currently a separate building is rented for the same purpose. The shelter is operated with financial assistance from SaMi project. Since SaMi project is a bi-lateral project between Swiss government and Nepal government, the Emergency Shelter House is regarded as government shelter house and is the only one available exclusively for returnee female migrants. It has a capacity of 20 beds but can accommodate up to 30 people at one time. The following services are provided at the shelter:

- i. Short-term (emergency) shelter and food
- ii. Communication with family
- iii. Physical check-up and medical treatment
- iv. Safe abortion in line with the law
- v. Psycho-social counselling
- vi. Transportation
- vii. Safe delivery if the woman is already 9 months pregnant
- viii. Referral to another shelter house.

In addition, Pourakhi also provides food, shelter and transportation cost to family members of the returnee who come to receive the returnee female migrant if they are from a poor household.

According to Pourakhi's data, 1,635 women received shelter services from 2009 to 22<sup>nd</sup> February 2016.

**Table 6.2: No. of beneficiaries who have received rehabilitation care at the Shelter of Pourakhi**

Year	No. of Residents
2009-2011	193
2012	272
2013	411
2014	368
2015	365
2016	26
<b>Total</b>	<b>1635</b>

**Table 6.3: SaMi project support to Pourakhi for shelter for returnee women migrant workers**

Fiscal year	Total budget in Rs.	Total expenditure of shelter on	Number of clients	Unit cost per victim
2013/14	5,788,895	5,227,911	387	13,510
2014/15	6,033,620	5,438,714	381	15,836
2015/16	5,375,035			

Source: SaMi project report 2016

The unit cost for the shelter per GBV victim (female foreign migrant returnee) was Rs. 13,510 in 2013/14 and Rs. 15,836 in 2014/15. The total shelter costs include the shelter, food, medical expenses, transportation, maintenance costs and personnel required to run the shelter. Since it is an emergency shelter, women do not stay more than 15 days. The duration of stay differs from woman to woman depending on various factors such as actual need of shelter, willingness to stay, and practicality of staying etc. Disaggregated data in this regard could not be obtained.

## 6.6 Limitations

- It is too early to conduct a costing of NPA/SFE as it was endorsed by the Cabinet only on 10<sup>th</sup> August 2015 and most of the actors cited as responsible for the NPA do not have the NPA in hand.
- Even though there is official data of the number of female labour migrants leaving the country with labour permits, there is no authentic record of how many of them have returned over the years. Similarly, there is no authentic estimate of women migrating through illegal routes without official documents, for example via India and Bangladesh.
- The female labour migrant returnees who have been subjected to GBV in destination countries go to different shelter homes and sometimes return to their families without reporting. Data were available for only one shelter home (Pourakhi). Pourakhi provides emergency shelter exclusively to female labour migrant returnees who are in need.

- The cost of Labour Attachés and Labour Counsellors assigned to diplomatic missions was made available but the number of beneficiaries they served was not available and thus the unit cost could not be calculated.

## 6.7 Gaps identified

This costing exercise attempted to utilize the unit cost method for the NPA/SFE as was done, wherever possible, for the EVAW. From the key informant interviews and the NPA/SFE itself, the study team learnt that most of the NPA/SFE costing was based on previous expenditures and random estimates. The NPA/SFE, even though comprehensive and progressive in nature, is mostly activity-based. Moreover, much of the NPA/SFE does not address EVAW directly and hence cannot be analyzed within the unit costing framework used for EVAW. The NPA/SFE is designed to promote foreign employment by raising awareness about it amongst different stakeholders (including diplomatic missions) and the aspirant migrants themselves, so that it is secure, protected and ensures the rights of the latter. The overall NPA/SFE addresses the well-being of all migrants, both male and female and only the activities listed to achieve Objective 4 are specific to female migrants.

In the context of addressing gender issues, the following challenges were identified:

- Some of the activities are one-off activities such as FEA amendment, conducting feasibility studies, developing curriculum, developing guidelines and code of conduct, labour agreements, assessment of safe destination countries, bi-lateral agreement etc. These activities have an indefinite number of beneficiaries, and unit costing method cannot be applied to them. Moreover, the NPA has already estimated and allocated one-off lump sum expenditure required for them.
- The overseas cases of labour migrants such as rescue, rehabilitation and repatriation in the destination countries is overseen by the MoFA whereas the budget is disbursed by FEPB (Under MoLE). There is no clear-cut record of budget expenditures for aforementioned activities at FEPB and hence it is not possible to understand the amount spent for each of the activities. It needs to be systematized.
- Since the awareness-raising programmes do not quantify the number of programmes and the mode of transmission (such as radio, newspaper, television, hoarding board etc.), it is not possible to calculate the unit cost of those activities.
- Female migrant returnees who have mental health problems can access free services at the OCMCs in those districts where they exist. This link is missing in the NPA/SFE.
- The NPA/SFE provides for financial support to the Service Centres and Rehabilitation Homes established by the government from the third year of its implementation. But, in reality many NGO centres are already providing emergency services to needy returnees. In fact, FEPB is already supporting two organizations in Kathmandu for such emergency shelter. Therefore the budget allocations should start from the first year of NPA/SFE implementation. Moreover, the support provided for by FEPB is only Rs. 5,000 per person whereas calculations based on the expenditures of those organizations in this current study amount to Rs. 13,000–Rs. 15,000 per person.

- According to a MoLE report, very few migrants access justice through the Foreign Employment Tribunal and more so in the case of female migrants. This is partly due to the centralized system of access to justice. It is not feasible for female labour migrants to come to the capital to file cases. Even though free legal aid is available, the victim may not have the capacity to bear the costs of food and lodging. Therefore the provision for free legal aid should go into effect in the first year of operation and should also cover transportation, food and lodging expenses so that more labour migrants can access justice.
- There is a special rehabilitation fund for the rescue, repatriation and rehabilitation/reintegration of female trafficking survivors established under the Human Trafficking and Transportation (Control) Act 2007 and managed by the National Committee for Controlling Human Trafficking (NCCHT). Eight rehabilitation homes for female survivors are supported in eight districts through this fund. Female survivors of trafficking who were taken out of the country as labour migrants may take refuge in these homes and benefit from the services provided there. Similarly the District Committees for Controlling Human Trafficking established under the aegis of NCCHT in seventy-five districts have funds for female trafficking survivors. However, those working in the field report that even though migrant women may have been trafficked, they tend not to see themselves as victims of trafficking. This is mostly due to the social stigma attached to trafficking and the lengthy time the court battles take in trafficking cases.
- Certain skills training such as on care-giving and foreign languages have been included in the NPA/SFE for female migrants. However, the proposed budget does not provide a target number of beneficiaries. It is therefore difficult to judge whether it is sufficient.
- No expenditure is allocated to establish a separate facility (it could be a room) catering to the needs of women at the diplomatic missions in destination countries even though the NPA/SFE plans to develop a code of conduct to provide shelter to women there. A budget allocation is needed for this.
- A strong nexus between foreign employment and human trafficking exists, but this is not adequately emphasized in the NPA/SFE.

## 6.8 Conclusion

In the current age of globalization, mobility of people in search of work to ensure a better future is a common phenomenon globally and Nepal is no exception to this trend. The GoN is committed to promoting safe foreign employment and the recently endorsed NPA/SFE bears testimony to this. Since the NPA/SFE has just started, the costing of activities cannot be adequately done at this stage, because no needs assessment has been undertaken as to what number of victims is expected. However, comments regarding progress on the objective related to gender are included in Annex 3.1. A briefing of NPA/SFE for all actors cited as responsible in the NPA is urgently required. This would allow all actors to understand their roles and responsibilities for effective implementation. Unless such an exercise is conducted, the NPA/SFE's fate might be similar to that of the EVAW discussed in chapter 2, where it was noted that many of the institutions cited as collaborating agencies were not aware of the EVAW, despite its being in its third year.

## Chapter VII Case studies

The field visits included in-depth interviews with GBV survivors. These were conducted to gain a deeper understanding of the forms of GBV, existing support system, available support and services, and the direct costs survivors to bear while seeking different services. The exercise was not intended to involve statistical analysis and calculation of the direct or indirect costs to victims on account of productivity or workdays lost. Instead, the case study information was collected to gain a sense of the extent to which government-supplied services and facilities are adequate. Case studies were also utilized for the triangulation of the facts/ information availed from other sources.

A total of twenty-six cases were documented. Case studies of GBV survivors were collected from six sample districts namely Dang, Baglung, Makwanpur, Panchthar, Julma and Saptari. The case studies give a picture how these women were victimized and the aftermath of victimization.

### 7.1 Summary findings

#### **Forms of GBV**

In almost all cases the survivors were subjected to verbal and physical violence and in some cases sexual violence. Similarly, in the majority of the cases the survivors were neglected after remarriage of their husbands and the first wife and her children deprived of economic support as well. In almost all cases the perpetrators were the husbands, often encouraged by the in-laws. The issues affecting the survivors included not having a marriage certificate, citizenship from their husband's side, and birth certificate of their children. After becoming victimized, most of the survivors were living in their maternal homes.

#### **Existing support system**

In almost all the cases, the family members from the maternal side supported the GBV survivors emotionally and assisted them in exploring available services as well as justice. Basically five institutions were mentioned by the GBV survivors providing services to them. Those who were injured and received medical treatment at the hospital mentioned the OCMCs. Similarly, some who had to take refuge during the difficult times that they were going through mentioned the service centres. Some had gone to report and some were regularly engaged in discussions with their perpetrators (husbands in almost all cases) at the Police Station for possible reconciliation. The Women and Children Development Office (WCO) was mentioned by GBV survivors who received seed money and business support from the GBV Fund for their start-up businesses. Almost all of the survivors mentioned the District Court where they had gone to seek justice. In Dang, an additional support system mentioned was Sakchhyam Mahila Samudayik Samuha, an organization of GBV survivors. This organization is composed of around 65 GBV survivors and has become a platform where the women being subjected to violence can go for emotional and legal support. In addition, they can also be engaged in knitting sweaters etc. as a source of income.

### **Available support and services**

With the establishment of the OCMCs at government hospitals, GBV survivors also receive other services through referral, in addition to medical treatment. Some of the GBV survivors who received medical treatment at the OCMCs were referred to the service centres where they received services such as food, shelter, psychosocial counselling, legal counselling and access to seed money from WCOs. Sometimes the survivors were also referred to the service centre by the police and a few went there by themselves.

### **Costs to the GBV victims of accessing the services as observed from the 'Case Studies'**

The case studies from three districts – Saptari, Jumla and Panchthar – do not show any monetary expense incurred by the victim in accessing government services. In the remaining three districts some cases indicate such costs.

The most common items that victims paid for was preparation of a petition (in court cases), transportation to and from court, and food and lodging cost during the court case. In some cases medication costs were incurred and in two cases costs were incurred for a dependent child.

### **Conclusion**

Since the GBV survivors for the case studies were accessed from the service centres, OCMCs, district court and survivor's network, all had accessed services from at least one of these service points. A major proportion of the costs of the GBV survivors after victimization were seen to be covered by aforementioned service points. Since the study team did not interview GBV survivors who were under the care and protection of NGOs, a comparison between the quality of services delivered by the government supported service points (service centres) and NGOs could not be made. Neither could the team collect data from those who did not get service from aforesaid institutions. However, from the interviews and observations the team could make it can be inferred that the NGO-run facilities were better equipped in terms of infrastructure and human resource to provide quality care to the survivors. In both cases, a follow-up mechanism was missing and hence it is not possible to know whether the reintegrated survivors were re-victimized or not.

## **7.2 Detailed Cases**

### **7.2.1 Dang**

#### **Case 1**

Ashmita (name changed) is a twenty-seven year old single mother from Ghorahi, Dang. She comes from the Tharu community. Previously all her family members, including her parents and brothers, lived together. Now as the brothers have separated from the family, she and her son live with her parents. The family depends on agriculture for their livelihood but their landholding is not large enough to produce enough to last a year.

Around six years ago, while studying in class 11, Ashmita fell in love with a Chaudhary. As this affair was not accepted by the families, the couple eloped and got married five years ago. As she came from a poor



family, her husband's family did not accept her. After staying away from home for eight months, the husband's family called him back and arranged for him to marry another woman. Ashmita was eight months pregnant at the time. Her husband left without telling her anything. She waited for him to come back but when he did not do so for a long time she started to panic and asked for help from her oldest sister-in-law. She then returned to live with her parents.

Her husband's house is nearby her maternal home. Her husband and his family have shown not concern about her and the child. The husband went abroad a few years ago and returned only to leave again. Ashmita does not have citizenship from her husband's side the child, four years old now, does not have a birth certificate. She made contact with Sakchhyam Mahila Samudhayik Samuha, an organization composed of GBV survivors like her, through her oldest sister-in-law. At this organization she received training in knitting and now earns enough money to pay for the tuition of her child. Her mother is supportive as she takes care of the grandchild while Ashmita goes to work. Until last year she was making Rs. 5,000 – 6,000 a month but this year the earning is not as good and she struggles to pay for the education of her child.

Contrary to what he had promised, her husband did not issue a birth certificate for their child. Therefore, Ashmita filed a case for property share in April 2015. Since WOREC coordinated the process she did not have to pay anything at the Police Station. For the legal process she is getting assistance from Sakchhyama Mahila Samudhayik Samuha and a government advocate. She had to go to court only twice. She paid Rs.660 to the Inland Revenue office to get a copy of her husband's property documents. In court, it cost her about Rs. 30 to have her application written. Since filing the case, she has spent around Rs. 1200. As she travelled on her bicycle, there was no transportation cost. She is worried about the court fee as after the last hearing she heard that there is a fee based on the amount of property of her husband.

With the support of Sakchhyam Mahila Samudhayik Samuha, Ashmita is trying to get a birth certificate for the child. She had gone to the Ward Office where they asked her to bring five witnesses but no-one agreed to this, because people usually do not want to be involved in court cases. Then, in the Municipality Office, they asked her to bring her father, as a relative. She has filed an application in court, for which she has been charged Rs.1000 to date. As of now she has no citizenship and no birth certificate for her child.

Ashmita did not need any service from the OCMC. But in July 2015, her child cut his leg for which the OCMC provided support on the first day. After that, she took the child to the hospital for dressings five or six times, where she needed to pay Rs.150 per visit. After that, she did the dressings herself.

In her opinion, GBV means violence based on gender. Domestic violence includes mental and physical violence. She learnt this from Sakchhyam Mahila Samudhayik Samuha. But she does not feel she has enough knowledge of legislation related to GBV.

She suggested that there is a need for free legal service and it will be helpful if the OCMC provides services more than once for a person. At the moment she needs a good job as the income she is making

is not enough. She stresses that the WCO should support a group from the GBV fund in a sustainable way.

## **Case 2**

Seema (name changed) is a nineteen year old married woman. She belongs to the Chhetri caste. She is an orphan. Her father married her mother after he lost his first wife. After the death of her parents, her grandparents and stepbrother looked after her.

Her life was going well till three years and eight months ago. While studying in Class 11, her husband-to-be's grandfather brought a marriage proposal and the marriage took place. After getting married, she started facing neglect and violence from the second day. Her husband blatantly told her that he was forced by his family to marry her, particularly by his grandparents. He is also an orphan and looked after by his grandparents. It emerged that he already had a girlfriend. She was also tortured for not bringing a large enough dowry to the family. Unable to cope with all these tortures she fainted on the fourth day after her marriage. Her stepbrother admitted her to hospital and since then she has been on psychiatric medication. At present, she is receiving treatment from a medical college in Bhairawaha. The cost of medicine is Rs.2000 per month. The medical costs were borne by her stepbrother for one month and the next month by the grandfather of her husband.

After coming back home, her husband started drinking and started to perpetrate physical violence on her. In addition, other family member accused her of witchcraft and also scolded her for not working hard and for not being smart. She was also not given enough food and clothing. Her husband's grandmother was particularly mean to her as she deprived Seema of food and would often tell her to leave the house. She would also discourage her grandson from having a sexual relationship with Seema and warned him that the child would be born with disability. When she was facing violence, she informed her stepbrother but he told her to stay at home facing the problems.

In April 2015, her husband was arrested and sentenced to a jail term on a rape charge. After his arrest, his grandmother tortured Seema even more telling her again to leave the house. The torture regarding dowry also continued and Seema was also blamed for her husband's wrongdoing. The grandmother even refused to eat what Seema cooked. Witnessing this on-going violence, one of her tenants suggested that Seema go to Sakchyam Mahila Samudayik Samuha. The organization referred her to the OCMC. The psychosocial counsellor from the OCMC called her grandmother-in-law for counselling in December 2015. The situation is now a little easier but the problems still remain. The grandmother-in-law now eats what Seema cooks.

For the last three years Seema has been staying at home engaged in household chores as she has been unwell. The medicine that she had to take three or four times a day earlier has now been reduced to just once a day. She worked in a bread factory for three months but was fired as her family did not send her to work there. In January 2016, she started taking knitting lessons from Sakchhyam Mahila Samudayik Samuha but she could not pay the training fees. Also, she is under the strict supervision of her grandmother-in-law and has to inform her about everything, especially when going out.

Seema is not aware of any legislation on GBV and has not filed any complaint. In her view, GBV means mental torture, suppression and being blamed for not bringing dowry. She understands this as she endured it as well as learning something about it at school. She went to see her husband once or twice in jail but did not get any response from him. Therefore, she feels that even after coming out from jail he will not treat her any better than before.

She wishes that medicine could be available for free to patients like her. She wants to take vocational training. She thinks that if there is family support, the life of a woman will be better. She says that daughters-in-law, too, need to be treated well with love and care.

### **Case 3**

Sabitri (name changed) is a twenty-two year old woman from Gorahi, Dang. She has studied only up to Class 2. She fell in love with a man from her village a year senior to her. Since he was Magar and she came from a Dalit family, his family would not accept her as a daughter-in-law. As their relationship deepened she became pregnant and then they eloped. Around six months later her husband took her to his home. As expected, she did not receive any acceptance and support from her in-laws, particularly her mother-in-law and sister-in-law. The mother-in-law did not perpetrate any physical violence but would incite her son to do so. Since Sabitri was considered an 'untouchable,' she was not allowed to enter the kitchen, which was locked most of the time. She thus had to survive on what they gave. Finally, she left her husband's home and has, together with her four year old son, been living with her parents for three years. To date her husband has not bought anything for her or her child. She struggled a lot to get the birth certificate for her son and finally succeeded.

Her husband remarried a year ago. Sabitri filed for her share of property and recently a decision was made by the court to give six kattha of land. However, she is worried that her husband might file at the appellate court. He does not work and survives on the pension that his mother gets as a widow of an army man.

Sabitri has a little awareness of the legislation on GBV. The first person she consulted after she was subjected to emotional violence and neglect was her own mother. Her mother went to the VDC Office to inquire about the birth registration of her grandson and paid Rs. 50 for it. Later, she spent about Rs. 1400 (Rs. 200 for writing application stamp Rs. 10, and Rs. 1200 for transportation) at the District Administration Office to obtain the birth certificate. Regarding the property share, about Rs. 1000 was spent on writing complaint etc. This cost excludes transportation for the many trips to the court over two years. However, no costs were paid at the police, hospital and shelter.

Sabitri took tailoring training but the money she earns is not enough. Since her husband does not support her son in anyway, she has the sole responsibility to look after him. She wishes that no woman has to face a situation like her. She is also worried about her citizenship and not having it from her husband's name may affect her chances of getting her share of property.

#### **Case 4**

Parbati (name changed) is 23 years old and comes from one of the VDCs close to Ghorahi in Dang. She comes from a Tharu community and studied up to Class 3 before the violent incident happened to her. One day her friend who was studying together with her came to her house to call her to visit Parbati's aunt. Later in the day, around 5 pm, Parbati left her house for her aunt's place. On the way her friend's brother grabbed her from behind and took her to the rice field. He stuffed a towel in her mouth and brutally raped her. Parbati was only thirteen and was completely devastated and scared. She did not dare to share it with anybody at home as she was very respectful and scared of her elders. She did not realize that she was pregnant until her brother and sister inquired about her pregnancy as it was showing. With due respect to her brother she wrote the name of the man who raped her in her exercise book and handed this over to her brother. Immediately after the rape incident the man had run away. She was only fourteen years when she gave birth to her son.

She neither filed the case with the police about the incident nor received any physical treatment at any health facilities. She filed a case against the father of her child for her share of property. She paid Rs. 25,000 and Rs. 15,000 on different occasions to lawyers. Similarly, she paid Rs.500 for writing application. The case went on for seven years and was decided only two and a half year ago. She was deemed entitled to 3 Kattha of land.

Tragedy struck her again as her son was ill but the disease was not diagnosed. She took him to Kathmandu for treatment and other hospitals for around two years. Finally, he passed away despite all the medical services available. No-one supported her during this difficult time, and she lacked financial support in particular. After she won the property case, she sold a major portion of the land to pay the debt that she had incurred during her son's treatment. The overall medical expense for her son was around Rs. 250,000.

Although heartbroken with her loss, she is determined to stand on her own feet. She took a crash course on tailoring and now runs a shop in her village. She makes up to Rs. 10,000 per month during festival times and between Rs. 5,000 and Rs. 8,000 at normal times. When her son was about a year old she learnt to make crochet and knitted items from her eldest brother. Now she wants to learn to stitch pants so that can earn more. These days everyone is supportive of her.

#### **Case 5**

Sharmila (name changed), now twenty years old, belongs to a Madhesi family from Gorahi, Dang. She studied only up to Class 2. When she was sixteen, she fell in love with a man in his mid-twenties from the same Madhesi community, but originally from Nepalgunj. This man worked at a furniture factory which Sharmila used to frequent to buy sawdust. Her family was not aware of their affair and they eloped to Nepalgunj. His family accepted her initially but gradually started to abuse for not bringing any dowry. Her mother-in-law used to incite her son who in turn would beat her every day. After it became unbearable she returned to her maternal home and asked for forgiveness. Her parents supported her, and are now accommodating her daughter and herself with them.

Sharmila has a big joint family comprising eight members. Her father and brothers sell lentils and beans to the shops as contractors. The divorce process has started but she has neither a marriage registration certificate nor a birth registration certificate for her daughter. This is her biggest worry. She has finally won the case to inherit a share of her husband's property and received Rs. 100,000. So far she has spent around Rs. 5000 for follow-up of her divorce case. The case has been filed at the district court in Nepalgunj. Each time she goes to Nepalgunj for the case, she stays at Saathi's shelter home. She is well taken care of there and is satisfied with the services.

Once when she was hit by her husband when she was pregnant she lost consciousness and had to be taken to the hospital in Nepalgunj for treatment. It cost her around Rs. 7,000 which her husband paid. Since she comes from a Madhesi family she is not allowed to move about freely and work. It is now time for her daughter to go to school and she worries about how to take care of the expenses. She is receiving strong support from Sakchhyam Mahila Samudhayak Samuha and is hopeful that her divorce case will be decided soon.

### 7.2.2 Baglung

#### Case 1

Radha (name changed) is thirty-three years old and is a mother of two sons, one of whom is nine and the other sixteen. She is originally from Myagdi district but moved to Baglung after marriage. Hers was a love marriage but became more violent with each passing day. She was just fifteen when she got married. She did not know about her husband's philandering ways in those days of courtship and while newly married. When the eldest son was two and half years, her husband went abroad for foreign employment. He seldom sent money home so Radha made ends meet by working as a quilt-maker on a daily wage basis. After coming back he was a violent man and a philanderer. One day during the course of an argument, he hit Radha with a pair of scissors and she fainted. She vomited continuously for two days. The landlord urged her to run away otherwise her life was at risk. Since she was unwell, her sister-in-law took her to Manipal Hospital in Pokhara for treatment. The transportation charge was Rs 4000 (for two), medicine cost was Rs. 4500; and, food and lodging charge was Rs. 1500. Thus, in total it cost her Rs, 10,000, a cost which was borne by her husband. Radha did not register a GBV against him then. About four and a half years after that incident he left her, and she then filed a case against him. Prior to this, they were provided with counselling as a couple at the Police Station and he would always promise to look after her but would not be in touch after that.

Radha did not visit an OCMC but a legal counsellor at the service centre helped her with the application. This service was free of cost. She has not filed for divorce as her husband is yet to inherit property from his father. Once it comes under his name, it will be easier for her and her sons to get their share. She is now running her own tailoring shop, which she started with a sewing machine received from an organization named Sangam Myagdi. The initial investment was Rs. 45,000 and now she earns Rs. 1000 to Rs. 1500 in a day. Her father was also a tailor so learned the skill from him when very young. She also completed the first level of tailoring course provided by CTEVT. Her husband runs a similar shop but they are not on speaking terms. He does not support the children in any way.

Radha is a bit dissatisfied with the police as they are not able to hold her husband accountable and make him do what he had promised. He does not contribute even a single rupee but she is officially known as his wife. Once Radha's husband sent another man to her place, with the intention of getting proof of her affair with another man. She hit the man and took him to the District Administration Office. However, today Radha is independent and hopeful about her children.

### **Case 2**

Indira (name changed) hails from one of the VDCs close to Baglung Bazaar. She is twenty-five years old and a mother of two children aged nine and six. Indira comes from a poor economic background and did not continue her education beyond Class Six. When she was fourteen years old, her father's cousin extended a marriage proposal to her family for Indira to get married to their son. Things gradually started to go sour after her marriage as her in-laws tortured her saying that she came from a poor and illiterate family. After the birth of second child she was subjected to sexual violence from her husband. She no longer could make him happy and he repeatedly threatened to remarry. Instead of supporting her, her in-laws incited him. This was very painful for her, particularly as her mother-in-law was related to her father. One day her husband left for Pokhara and she followed him there after some days. When she called him after reaching Pokhara he asked her to come to Prithvi Chowk but he was not there. Indira believes that her sister-in-laws must have poisoned his mind as when he called later he verbally abused her and even threatened to kill her. At that time, Indira had knowledge neither about GBV nor had heard where to report what happened. Thus, sadly she returned to Baglung but did not go home. Instead she started to work as a cook at one of the schools. Her husband remarried two months later. She continues to work at the school and has her six-year old daughter with her. She has no contact with her nine year old son who is with her sister-in-law.

By the time Indira went to the service centre her husband had already remarried. The staff members of the service centre helped her to write and file a polygamy case against him. He remained in custody for one night. She spent only about Rs. 600 for the application and stamp at the court. She then filed for divorce which was decided two days later. She received Rs. 300,000 which she is not satisfied with. Her salary at the school is only Rs.4500 and since her daughter goes to the same school she has to pay Rs. 2800 from the amount to the school. Thus, life is tough for Indira. She worries about her future and about her son.

### **Case 3**

Sarita (name changed) from Rudri Pipal, Baglung divorced her husband. She is now 29 years old. She married in 2002 at the age of 17 years. She did not enrol even in non-formal education and thus cannot read and write. She has an 11 year old son and a 4 year old daughter, studying in classes 6 and 5 respectively. Her husband went to work in Kuwait for two years. Everything was going well with the money sent from Kuwait.

Suddenly in 2010, her husband married another woman and it became very stressful for her. After his second marriage, he threw Sarita and the children out of the house. As her mother and brother were living alone at her maternal home, she went there with her children to stay. She then started washing dishes at Dhaulagiri hotel, nearby to where she lives. Now she earns Rs.5000 per month, which is not enough to survive.

### **Box 7.1 : Some example of cost borne by GBV survivors in sample districts**

#### **1. Dang**

**Case 1** (indicates Case Study 1, order is kept as in the Case Study):

Case proceeding

Total court processing cost (that includes Inland Revenue office fee Rs 660 and Application preparation fee Rs. 30) = Rs. 1200

After filing case had to spend for miscellaneous processing = Rs. 1000

(no travelling cost as she used her own bicycle for court visits)

Total cost court processing =Rs. 2200

**Case 2:** Psychiatric medication fee (Rs. 2000 per months for 2 months) = Rs. 4000

Total medication cost = Rs. 4000

**Case 3:** Cost of birth registration (of son) and processing fee at DAO (District Administration Office) = Rs. 1450

Total cost court birth registration and other processing = Rs. 1450

**Case 4:** Case processing to lawyer (two times @Rs. 25,000 + Rs. 15000) = Rs. 40,000

Medical expenses of the infant here infant medical problem was due to GBV so added) = Rs. 250,000

**Case 5:** Divorce application and follow-up = Rs. 5,000

Travelling from hospital to court = Rs. 7000

#### **2. Banglung**

**Case 1:** Transportation (Myagdi to Pokhara Manipal Hospital) = Rs. 2000

Medical cost = Rs. 4500

Food & lodging = Rs. 1500

Total cost = Rs. 8000

**Case 2:** Application preparation for court petition and stamp = Rs. 600

Banglung: medication cost Rs. 8000

Court processing = Rs. 600

#### **3. Makwanpur**

**Case 1:** District court (had to appear at court 2-3 times per month spending Rs. 900 per visit) = Rs. 2700

**Case 2:** Case processing/handling fee = 26000

Traveling, food and miscellaneous =Rs. 4000

**Case 3:** Case application filing = Rs. 400

Transportation = Rs. 300

Food = Rs 300

Medication = Rs. 800

**Case 4:** Transportation =Rs. 300

Food = Rs. 600

**Case 5:** Application processing = Rs. 1,000

Transportation = Rs. 300

Food = Rs. 500

Other = Rs. 200

One year ago, Sarita became ill. While going for treatment at Dhaulagiri hospital, she met a Staff Nurse of the OCMC. After sharing her problems with the latter, she contacted the WCO. It was difficult to wash dishes as she was ill and her hands and feet were swollen. With support from the WCO, she filed a polygamy case against her husband in court. All costs of the legal process were borne by the service centre. Now, she has won the case and received Rs.3 lakh in total as allowance (manapathi) which is helping with her survival.

#### **Case 4**

Namita (name changed) from Baglung Bazaar has been suffering from mental and financial violence. She is 28 years old now. She married at the age of 22 years in 2010 when she was studying in class 12. After marriage, she and her husband went to Japan for employment. She found job at Saitama Yutaka Company where her monthly salary was Rs. 300,000. For two years and six months, she sent Rs. 200,000 on a monthly basis to her mother-in-law. With the help of that money, the family bought a four-storied house in Baglung Bazaar. Two years ago, Namita returned to Nepal, while her husband remained in Japan. Last year, she came to know that her husband had married another woman there. She then suffered tremendous mental stress. As she is educated, she immediately contacted the WCO in Baglung. Through that office and with support from the service centre, she filed a partition of property case against her husband to obtain the property rights to the house which was bought using her earnings. But the verdict of the District Court was that the house must be divided amongst the mother-in-law, father-in-law, husband and her. Accordingly, she would receive only a room, whereas the house was purchased through her major financial contribution. As there was no written proof of her sending money from Japan to her husband's family, she could not claim the house. Disappointed with the verdict, she has once again filed a case at the Appellate Court for reconsideration.

She questions, "If an educated woman like me faces this kind of mental and financial violence, then what would be the situation of other women?" This question always comes to her mind and thus one of the reasons for appealing at the Appellate Court is so that other women will not need to face the kind of violence that she faced.

### **7.2.3 Panchthar**

#### **Case 1**

Rama (name changed) is a forty-two year old from Nami Danda VDC of Panchthar district. She does not have any education. She is the second wife of her husband as she got married after the death of the first wife. She does not have any children but there are sons from her husband's previous marriage. Her days were spent on household chores, looking after cattle and working in the field. There was no other income source. Her husband always beat her after drinking alcohol. Moreover the stepsons instigated their father to add to his fury.

In August 2015 Rama experienced terrifying violence at night from her husband. It was almost 8 pm when her husband came home drunk. He tied her hands and legs and then broke them by hitting them with wood that was piled for cooking. After tying and hitting her for a long time, she was almost senseless and could not move. He then rubbed salt and chilli powder in her private parts. He then went



out closing the door after him. Since her mouth was tied she could not shout for help from outside. However, she slowly managed to crawl to the door and hit it many times till the door opened. She managed slowly to untie herself then went to the neighbour's house to seek refuge. The next day, her younger sister came to help and had her admitted to hospital. After going to the hospital, it was suggested that she file a domestic violence case against her husband, which she did. He was sentenced to jail and is now behind bars. All the costs for the legal process were borne by her younger sister. The costs amounted to about Rs 30,000 in total till the date. Rama is mentally disturbed as a result of her experience of violence. As her hands and legs were broken, she cannot work well and she is dependent on others. For one month, she stayed in the service centre, and later moved in with her younger sister for three months. Now, she is living in her maternal uncle's home. She is waiting for justice after facing violence of such grave magnitude.

## Case 2

Radha (name changed) was born in a well-off family of Jhapa where she received good education. While studying in Class 12, she married a man of Samden VDC, Panchthar. It was an arranged marriage. When the marriage proposal was sent, her father-in-law said that she would not be required to work at home and she would be sent to college and allowed to take a regular job, as they lived in the market area. The marriage proposal was brought by her father-in-law's younger brother.

Radha only came to know last year that for the last fourteen years she had been subjected to domestic violence. When she was married, her husband was working in Dubai and after marriage he went back to Dubai for work. After marriage, her life was like living in a jail. Her husband used to come home from time to time during his leave. When he came home, he would stay talking with neighbours till late at night and did not care about her at all. He never had time to listen to her. She had two sons aged 12 and 8 who were discouraged by the family from getting close to her. Consequently, her elder son was sent to stay with his aunt on the premise that it had been difficult for Radha to look after him. Only her younger son was with her.

Last year, her younger sister became seriously ill in Dharan. Her mother was also in Panchthar so she asked Radha to go to Dharan to tend to her younger sister. After obtaining permission from her in-laws and husband, who was abroad at that time, she went to her younger sister. The fact that she went to her sister was twisted by her in-laws, including her sisters-in-law, and reported to her husband. She was reported to have eloped with another man. When she returned, she was questioned on why she had come back. Previously Radha concealed her pain and did not share it with anybody. However, this time her younger brother realised what was happening. He suggested that she should not suffer silently but rather speak up, so she shared all her sufferings with a woman from the Women and Children Development Office. This woman suggested that she live separately and thus now she is living on her own. As a mother, it is difficult for her to live separately from her children. A case has been filed, and she is going to the court on summons (call of the court), while her husband has gone aboard giving authority to another person to fight the case in his absence.

Her parents have spent about Rs 28,000 for case proceedings so far.

### Case 3

Sita (name changed) is a 28 year old Tamang woman living in Sumnima Tole, Phidim. She has one infant son and one daughter. As her husband worked as a driver, he often did not come home. She trusted her husband but he married another woman, breaking her trust. Moreover, he kept the second marriage a secret. Last October 2015, when her father-in-law died, her husband came home for the death rituals and fought with Sita. After the rituals, he disappeared and in February 2016 he brought his second wife home. They then had arguments on many issues. Since her husband does not care about household expenses, she needs to provide for the children and bear the educational expenses. Thus, she is facing financial problems. She works as a wage labourer breaking stones, and the income she makes is not enough for even one meal. Therefore, she went to Women and Children Development Office for support as she and her children have been neglected by her husband after his second marriage. The officials there listened to her woes and recommended that she live separately and file a polygamy case against her husband. Now the case has been filed. If her husband will not give her a share of the property and allowance, it will be very difficult for her to fend for her children including educating them.

Sita's house is near the service centre so thus far she has not had spent any money on the case.

### Case 4

Madhu (name changed) comes from a poor family. She was surviving on farming. She did not have support from her husband as he had a serious illness. While he was sick, she spent all her property on his medical treatment but she was not able to save him. Ultimately, having spent all her money she faced financial problems to the extent that she had to go hungry. She therefore started working along with her daughter in other people's home. She worked day and night to earn for her own and daughter's survival. Sadly, the owner of the house forced her to have a sexual relationship with him. She told the owner's wife about this but the wife did not believe her. Later, she became pregnant and it became evident to everyone. She then requested help from everyone including the officials from the WCDO. The officials requested the owner of the house she worked in to accept the child but the owner's wife did not let the case proceed. Madhu gave birth to a child. After staying for some time at the service centre, she was sent back home with some money. The service centre also paid her food expenses after her delivery. All expenses connected with the case were met by the service centre. Her home was rebuilt with the support of Nepal Army and now she is feeling safe. But she has a hand-to-mouth problem as she does not own any land and has no other means other to take care of the small child.

### Case 5

Pramila (name changed) is from Panchami VDC, Taalkhet, Panchthar. She is 18 years old. She was attending classes to prepare for the exemption exam after she failed the school leaving certificate. Meanwhile, in December 2015, her mother sent her to the house of one Chandra Bahadur to cut timber. When she finished her work it was around 12 noon. Chandra Bahadur, aged 71 years called her to his house at 3 pm. She did not suspect anything as he used to call her granddaughter. He urged her to go inside to have lunch which she agreed. He then sent her to the inner room and locked it from the outside. She saw a man sitting in the room. He told her to marry him and he raped her. She cried a lot

but could not escape. After it became dark, her mother came searching for her at Chandra Bahadur's house wondering why she had not returned home. Chandra Bahadur told her mother that the man inside the room wanted to marry her daughter. Her mother responded: "What kind of a proposition was it to offer marriage, after raping someone?" She threatened him with a stick and opened the door where Pramila was held captive. The man then ran away, and Pramila was taken back home.

Later, the same person sent a marriage proposal to Pramila's family through Chandra Bahadur. Pramila was threatened that if she did not agree then they would not let her leave her house. The man called her and proposed marriage, and she told her mother about this. Her mother kept the mobile phone with her and when he called her she pretended to be the daughter and asked him to meet her. Then, her mother went to meet him and scolded him severely. Even after the rejection and scolding, the threats against the mother and daughter continued. In particular, the man pretended to be the Principal of the school and threatened that he would cancel Pramila's form to write the school leaving exam. The mother was not deterred by the threat and did not allow Pramila to go to school. After enduring the harassment for many days, Pramila submitted an application to Amarpur Police Station in January 2016. The police referred the case to Gopitar and then to Phidim. In Phidim, they got support from Chhaya, a worker of Women and Children Office (WCO). With the support of the CDO and Chhaya of the WCO, Pramila underwent a medical examination at the hospital. A case was then filed on 13th January. Chandra Bahadur and the perpetrator were subsequently sentenced to imprisonment but the pressure to withdraw the case is great. While filing the case, many people pressurized the mother and daughter, urging them to drop the case.

Pramila had to spend a total of about Rs. 4800 on transportation for two visits with her mother to the service centre. Other costs were met by the service centre.

#### **7.2.4 Makwanpur**

##### **Case 1**

When Siru (name changed) got married, she believed the person who professed love to her. In the beginning all was well in their relationship as her husband loved her very much. However, after she conceived, he started to distance himself because he thought that he could not have a physical relationship with her. He started going out with other women and was out of the house most of the time. No matter how hard she tried to convince him that it was alright to have physical relations with her, it did not work. Even after having her daughter, they did not consummate their relationship for many months. During that time, he was already habituated to going out with other women. Whenever he was home, he would show the photographs of these women to Siru and warn her that they could be his wives in the future. He then started to exert sexual and physical violence with no concern for the pain inflicted to her. She endured this torture silently for four years. But one day he beat her and attempted to kill her by pressing her neck so that she almost died. She then was compelled to call her parents and tell them everything. Immediately, her parents and brother came to take her back and since then she has lived in her maternal home.

After coming to know all about her sufferings, her parents went to Maiti Nepal (a National NGO working in the field of VAW) to file an application. Maiti Nepal called both parties to discuss the issue. This happened three or four times but her husband did not seem to understand the issue. Ultimately, on the advice of everyone, Siru decided to pursue the legal route.

Because she and her husband did not reach consensus, Maiti Nepal referred the case to the District Court. She filed three cases against her husband: divorce, property partition and dowry. Throughout the process of filing, she spent Rs. 400 for transportation and Rs.500 for food when going to court. She is receiving free legal aid but all other associated costs are has to be borne by herself. Each time when she visits court, she incurs expenses for transportation and food. She needs to appear in court two or three times per month. She has not stayed at the service centre.

Previously Siru ran a beauty parlour at home. During their quarrel, her husband smashed everything so the parlour is now closed. At the time, her daily income was Rs. 500-800.

In her opinion, violence against women and children means beating women and children, not providing food and clothes and exploiting sexually. She did not previously know about the amended legislation on gender violence and victim protection, but came to know about it through her own experience.

## **Case 2**

Bala (name changed) was married off when she was only fifteen years old. Although the couple had four children together, her husband brought a second wife home. This woman was the wife of another man and was accompanied by a son and daughter-in-law. After her husband brought the second wife, he confessed that he had made a mistake, would look after her and the children and would give her half of the property. This proposition seemed fine to her. However, later on, he seemed to love his second wife more and gave all the property to her. He had a child with his second wife, who was sent to boarding school but he did not pay the school fees of Bala's children and did not seem to care about her.

It has been fifteen years now that she has been fending for herself and her children. She made alcohol and sold it to earn money with which she built a house and has been living with her children there. Her husband built a concrete house in the market place and lives there with his other family. She felt this was unjust.

After witnessing Bala's sufferings, the Women's Vigilance group from her village called her husband and his second wife and advised him to distribute his property equally between the two wives and their children. He was offended by this suggestion and told them to mind their own business as this was his personal matter. With the initiation of Bishnu Titung, finally her husband organized citizenship for her and birth certificates for her children.

She had not filed any legal case against her husband at the Police Station. She was referred to the court by the Vigilance Group and filed a legal case. She received free legal aid and took care of other small costs on her own. She has now received the final verdict from the court.

Bala was in contact with the service centre for one year but did not stay there. She has not had any medical treatment. The breakdown of the costs for the legal proceedings is as follows:

Transportation: Rs.900

Food: Rs.1100

Court fee: Rs.26000 (covered by the legal aid)

Miscellaneous cost: Rs.2000

She is involved in farming as well as making and selling alcohol. With that income she is able to look after her four children and mother-in-law.

In her opinion, violence against women means a husband beating his wife and not providing food and clothes. She does not know about the legislation of gender-based violence and victim protection, and therefore silently suffered for a long time.

### **Case 3**

Usha (name changed) has been married for 22 years. From the beginning, her husband used to beat her and deprive her of food and clothes. She has three children. Her husband used to work as a mason on daily wages. At the end of the day, after collecting wages, he would go to drink alcohol and perpetrate physical violence on Usha and the children after coming home. As no money was given to her by her husband, she was compelled to work as a wage labourer. During the course of her work, she had to talk with other people and this would make her husband suspicious and he would abuse her. She had no choice but to work to fend for herself and, because living together was difficult, she thought it was better to separate. She initiated the process for divorce and got divorced five years ago.

After the divorce, she stayed with her three children in a rented room in the market place and looked after the children through working as a wage labourer. Her husband came and begged for forgiveness and admitted that he had made a mistake which he said he would not repeat. He proposed that they live together again for the children's sake. Also, her youngest son, who was eight years old, told her that he liked his parents to be together. Because of the children she allowed her husband to come to her place. Initially he behaved well, and they stayed together. After staying together well for one year, he started repeating his old behaviour of abusing her both physically and verbally. Despite her efforts to convince him to stop this, it did not work and ultimately she had to inform the police. They discussed and they signed a written agreement at the Police Station. Once again they registered their marriage and a marriage certificate was issued.

Recently, during last Dashain, the children went to her maternal home and she was alone at home. Her husband had not come to the room for 15 or 16 days. Suddenly, in the evening, at around 7 pm, he came home and asked to have sex. When she declined, he hurled abusive words and started to abuse her physically. He bit her on different parts of the body and pushed her onto the bed and banged her body against the wall. He left while she remained unconscious. The house owner informed the Police about the incident, but the husband had already run away. Bala survived only because the house owner had taken her to their place.

Bala went to Women and Children Service Centre and reported the incident. A case was not filed as only a complaint was lodged. They called her husband and the problem was discussed. He was released after

signing a paper pledging that he would not repeat the violence that he committed. It cost her Rs.400 to write the application.

Usha came to know about the OCMC only after getting treatment in the hospital. She paid the medical bill herself when she went for medical treatment. The transportation cost was around Rs.300. She did not stay at the OCMC. She is receiving free legal aid as she has filed a case against her husband. Other costs were borne by her.

The medical treatment cost her Rs. 1400 in total. The costs she had to bear are as follows:

Transportation: Rs.300

Medicine: Rs.800

Food: Rs.300

She was working as a daily wage labourer and she earned Rs.500 per day.

In her opinion, violence against women means without ignoring the wishes of women and children, forcing them to work, depriving them of food, and subjecting to them all sorts of violence such as verbal, physical and sexual. She does not know that there is legislation on GBV and victim protection.

#### **Case 4**

Subi (name changed) did not do well in the school leaving certificate so could not continue her studies. She therefore learnt tailoring and started working in a tailor's shop. A woman from the neighbourhood brought a proposal from her brother for Subi. The lady told Subi's mother that her brother was a cook and earned well. He would also look after Subi well. Her mother, considering her old age, wanted Subi to get married and her friends were already married and had children. Her mother therefore invited the man to meet with her and liked him. When her mother insisted Subi marry this man, Subi told her that she did not want to get married in a hurry. Her mother threatened Subi that if she did not get married then she would be considered as dead by her mother. With no choice left, Subi got married as her mother wished.

On the first night of her marriage, her new husband surprised her when, like a blind person, he walked to the wall looking for something. When she questioned him, he came and beat her up. She was terrified. The following day, she told her mother-in-law and brother-in-law about this but they said that they also did not know about it. Again, the next day, he continued with his bizarre behaviour which terrified her even more. This time he threw water from the water drum. Unable to take it anymore, Subi went to her maternal home. Her husband's family then came to take her back. The issue was discussed amongst them and some community members. Finally, her mother-in-law admitted that her son was always like this and they had lied to her to get him married. Subi declined to go back with them.

She did not lodge a complaint at the Police Station. She was not aware what to do next, until a neighbour took her to the court where she received free legal aid. She filed a legal case and received the final verdict. She did not go for any medical treatment. She had to bear a transportation cost of Rs. 300 and food cost of Rs. 600. Before being victimized, she used to work as a tailor and earned Rs. 5000 - 6000 per month.

In her opinion, violence against women and children means abusing woman and children, not providing them with food and clothes, punishing them physically and torturing them physically and mentally. She does not know about any legislation regarding GBV and victim protection.

#### **Case 5**

Rina (name changed) went to the market place with someone she knew from her village, to receive Rs. 60,000, the money sent by her husband from abroad. As the villager needed to buy paints for the school, they went together. He asked her to keep his money for the paint in her bag. After reaching Simachowk, the villager wanted to go to the toilet and asked her to wait for him. While she was waiting for him, a man came from behind and called her. He told her that the man who accompanied her had been arrested by the police and asked her to go with him to help secure the villager's release. The man identified himself as a Police Officer. Rina was intrigued as to why the villager was arrested so followed this man. The man stopped a Mayuri, an electric auto-rickshaw, and said that he was taking her to his office. After a while he stopped by a big house and told her that everyone was waiting for them. She followed him up the stairs and he opened the door to a big room where there was nobody. Abruptly he snatched her bag. When she screamed for help he threatened to kill her. He then raped her and took her bag and mobile. He threatened her not to tell anybody as he had filmed the incident. He further added that if exposed the film then it would bring shame on her and her husband would leave her. He told her to go home and come back the next day but told her not to tell anyone. He also took her gold necklace. After the incident she went to her younger sister's home and called the men of the village, who told her they need to catch this man. They hatched a plan and ultimately caught perpetrator and handed him over to the police. While lodging a complaint, Rina incurred some costs. Writing the application and affidavit cost her Rs.1000. She filed a rape case for which there was no further cost.

To come to the court the transportation cost was Rs.300 and the cost of food was Rs.500. She herself paid for the transportation and the food expenses were borne by her brother. She has been receiving free legal counselling and service, but she bears some costs when coming to court. Her medical check-up was taken care of by the Police and she did not have to pay anything. So far, the cost that she has had to bear is Rs. 300 for transportation, Rs. 500 for food and Rs.1000 for writing application and miscellaneous costs of Rs.200.

As a farmer, Rina does not have cash in hand but the yield is enough to survive for some months in a year.

In her opinion, if women and children are forced to work without their consent, it is violence against woman and children. She is not aware of any legislation in respect of GBV and victim protection.

### **7.2.5 Saptari**

#### **Case 1**

Sumita (name changed), is 32 years old and is a resident of Kalyanpur VDC, almost 20 km northwest from Rajbiraj, headquarters of Saptari district. She had a love marriage around twenty-two years ago with a man of the same ethnicity from Dhodhapur VDC, Siraha district. She gave birth to her son after

one year into marriage. Some years later, her husband started to have extra-marital affairs and his behaviour was very abusive towards Sumita. She was subjected to verbal and physical abuse. They also fought a lot. Once after being subjected to physical violence she was left unconscious but did not receive medical treatment. Unable to bear this abuse she went to her maternal home and told her parents, elder brother and his wife about her suffering. Her father several times tried to convince her husband not to resort to physical violence but it did not work. Instead of listening to his father-in-law, he would hurl abusive words at him. He placed the blame on Sumita and even asked the father to take her with him. This compelled her father to call community members to convince his son-in-law but their efforts had no effect. Ultimately, her father left her at her husband's house in Dhodhlapur and asked her to resolve her problem. The day after her father left, Sumita's mother-in-law accused her of witchcraft and spat in her face, deprived her of food, took away her clothes and threw Sumita out of the house. It even went as far as Sumita not being allowed to talk to her son. Her son was told that his mother was a ghost and not his mother. He was then admitted to a boarding school in Kathmandu and separated from her.

After losing her son, Sumita wanted justice and to get custody of her son. With advice and assistance from organizations like WOREC, Area Police Station at Lahan, Women and Children Office, and through the initiative of Deepjyoti Woman Savings and Loan Cooperative Limited Kalyanpur, she filed a case for partition of property, living allowance (Manapathi) and the custodial rights of her son. For one year she had to visit the court regularly from Saptari to the District Court in Sirahafor. Finally, she was able to win property rights and living allowance as the court's verdict was on her side.

## **Case 2**

Bhima (name changed) is a resident of Bakdhauwa VDC, Saptari district. She has been living in her maternal home in another VDC for eight years after she was subjected to economic, physical and emotional violence by her husband and his second wife. Her husband is a teacher at a secondary school in Surkhet district. Bhima married her husband in a traditional ceremony around 22 years ago. Despite having a family back home with two sons, he married another woman from the hills while in Surkhet. Gradually, her husband stopped sending her money and deprived her and their sons of food and clothes. Community members took her to Surkhet where he worked. There she faced severe neglect as she was not taken care of and made to sleep outside on the porch. She therefore returned to her maternal home. While looking for a place to find assistance she heard about a community-based temporary shelter run by Sayapatri Women Savings and Loan Cooperative Limited, Terahota, from her friends. She went there and received counselling with the support of members of executive committee of that organization. With the assistance of the Women and Children Office, Saptari and District Legal Aid Committee, she filed a case of living allowance on 2071/7/10 against her husband. Recently, the verdict of the court has come out according to which Rs. 2500 will be deposited in her bank account each month.

She is grateful for the support provided by Women and Children Office, District Service Centre, District Legal Aid Committee, and the Community Service Centre. She is happy now and she plans to stay in her maternal home and visit her home from time to time.



## 7.2.6 Jumla

### **Case 1**

Manju (name changed) is a 25 year old educated woman, who has completed Intermediate Education. She is a resident of Chandanath Municipality, Jumla. She was married off to a widower with a daughter and son-in-law from his first marriage. Since there was a huge age gap between her and her husband, he was very suspicious of her if she went out or talked to anyone, particularly other men. When this happened, he would drink and physically abuse her. When she faced physical violence, she felt lonely as there was no one to care for her. Unable to take it any longer, she left the house with her daughter and started to live in a rented room. The house owners were the first ones whom she told about her problems. She visited the court to file a case against her husband to get her share of property but the lawyers did not support her.

She received services from the Rehabilitation Centre where she did not have to pay for her transportation. She stayed there for three days. She received shelter support, food, psycho-social counselling and legal counselling and she did not pay any money for any of the services. She also received medical treatment and the cost of treatment was borne by District Health office. With support from the Rehabilitation Centre, she has filed a case at the court and it is on-going.

Before being victimized, Manju used to operate a small grocery shop where it was difficult to earn even Rs.1000 per month.

In her opinion, when a woman suffers physical assault, torture, fear and threats, then it is called violence against woman. Violence against girl means not sending her to school. She knows about the legal process regarding victim protection but feels that it is not implemented well.

### **Case 2**

Chanda (name changed), a 24 year old woman determined to punish the perpetrator, is a resident of Patmara VDC, Jumla. She has passed 10<sup>th</sup> grade in school. Her husband was an alcoholic and used to abuse her physically. When she was victimized, she felt that it is necessary to go for legal process so that the perpetrator would be punished. The first person, whom she contacted after being a victim, was her maternal aunt. Whenever there was a problem, she complained to the police. At the Police Station, the problem was resolved through discussions between husband and wife so a case was not filed. After several discussions at the Police Station, her husband is being nice to her.

Her maternal aunt referred her to the service centre. She did not have transport costs associated with that. She has received services from the service centre from time to time, including shelter, food, and services such as psycho-social and legal counselling. She expected to receive livelihood support which did not receive this. However, she was confident that after being in contact with the service centre she would get justice. She did not receive any medical treatment.

Before being victimized, she had a small shop from which she earned Rs.3000 per day. She continues to run this shop today.

In her opinion, violence means not only physical assault, scolding and humiliation, but also means financial torture. She only knows a little bit about the legal process of victim protection.

### **Case 3**

Kamana (name changed), a 21 years old victim of an alcoholic husband, is a resident of Bumramadichaur, Jumla. She is able to read and write. Even when she did all the household work, her husband tortured her after drinking alcohol. Often she was thrown out of the house and would feel it was useless to live. If it were not for her children, she would have committed suicide. The first people she contacted after being victimized were the men and women from her neighbourhood.

She complained three times at the Police Station in her village about the domestic violence. Each time, they organized a meeting to discuss and resolve the problems and sent her back home. However, her husband's behaviour did not change. When she was in trouble, she did not know about the service centre. While walking down the road she asked a passerby who gave her directions to the service centre. While travelling she spent Rs.300 on food but did not have other expenses.

When she reached the service centre for the first time, she felt that there was someone who would support her to get back safely with her small child in her own home. She felt that she received good services at the service centre. She received shelter, food, psychosocial counselling and legal counselling. She expected vocational training, too.

As she had not filed a case against her husband, there was no legal cost. There were also no medical expenses. She did not go for treatment as there was no physical, visible pain; she only hurt inside.

Throughout the period, Kamana has been a seasonal farmer but the income is not enough to meet the food demand at home.

For her, violence means throwing one out of the home. She does not know about laws regarding GBV and victim protection.

### **Case 4**

Maiya (name changed), a 32 year old small entrepreneur, is a resident of Municipality 6, Jumla. She studied till class two. She belongs to the Bista caste whereas her husband is from a higher caste, ShahiThakuri. Therefore, she was not accepted and treated well by her in-laws. Her husband was in the army. Whenever he came home, he used to drink and beat her. When she became a victim of neglect and violence, she felt lonely. She wondered why she got married and wished to die. The first person, whom she contacted after being a victim was a woman friend in the neighbourhood.

She went to service centre for which she incurred no expenses. While staying at the service centre for six days, she felt that she was no longer alone and would have her rights ensured. She received shelter support, clothing, psycho-social counselling and legal counselling, and she did not need to pay for the services.

She filed a legal case at the Police Station. She has not borne any cost during legal proceedings at the court. She did not go for medical treatment.

Before being a victim, she was running one small hotel from which she earned Rs. 4000 per day but now she has no such enterprise.

For her, violence means facing different types of mental torture, physical assault, and humiliation unnecessarily. She does not know about the current legal process and provisions on GBV and victim protection.

#### **Case 5**

Pemba (name change), a 28 year old educated woman, is a resident of Dillichaur, Jumla. She studied up to Intermediate in education. The first people whom she contacted after a being victim were the neighbours.

While going to receive services from the service centre, she spent Rs.300 on snacks and Rs.400 on food. When she went, she thought that she had met god; she was no longer alone and hoped that she would get justice and her rights. She received shelter support, clothes, psycho-social counselling and legal counselling but she also wanted vocational training and livelihood support, which she did not receive from there. She did not go for medical treatment.

She filed cases for divorce and property rights. She received the divorce, but the case for property is not yet financially. Therefore, she is also being financially tortured.

Before being a victim, she used to run a small hotel, where her earnings varied seasonally. Her earnings varied from Rs. 1000 to Rs. 2000 monthly. For her, when there is torture against a woman, or when the husband is involved in extra-marital relationship resulting in polygamous marriage, it is called violence. She knows about the recent legal process but feels that its implementation is not effective.

## Chapter VIII: Summary, Conclusions and Recommendations

### 8.1 Introduction

Nepal is a party to all international instruments of gender equality including CEDAW, BPfA, and UNSCRs 1325 and 1820. Nepal's own constitutions have committed her to gender equality and women's empowerment since the BPfA was signed. Laws and Acts have been updated and new laws passed, and various action plans developed and implemented to fulfil these commitments. In addition, the government is implementing a gender equality and inclusion policy and gender-responsive budgeting for effective mainstreaming of women and other marginalized social groups such as Dalits, differently abled in sectorial programmes. Nevertheless, available information indicates that women continue to lag behind men in all aspects of life. They face severe problems of gender-based violence and evidence suggests that it may be increasing<sup>56</sup>. EAW is specifically directed to combating the menace of VAW. Since trafficking of women and young girls under the pretext of foreign employment is also a significant aspect of VAW, a whole section in the NPA/ SFE is devoted to addressing gender aspects of foreign employment.

However, often action plans and programmes on gender equality have been brought about without adequate resource planning and one of the major barriers to their effective implementation has been a shortage of funding.<sup>57</sup> Therefore, the question of resource planning for gender equality policies and programmes and costing of gender equality instruments has emerged as a priority issue globally and for Nepal as well.

This team was tasked with (1) developing a detailed framework for costing the gender equality instruments in general for Nepal; and (2) undertaking costing of implementation of EAW and gender-related aspects of the National Strategic Action Plan for Safe Foreign Employment, 2015 (NPA/SFE).

The study was conducted in a series of steps. These included:(1) Review of national literature for the environmental scan of the situation, to clarify the objectives of costing, and allow preliminary identification of the measures, services and interventions needed and institutions involved in the implementation of EAW and NPA/SFE; (2) Prioritization of the activities to be costed for EAW and NPA/SFE and delineating the scope of work; (3) Review of international literature on costing exercises and action plans of other countries with specific focus on Asia Pacific Region, so as to have a comparative perspective on the package of services and formulate an appropriate costing framework for Nepal; (4) Development of a framework for costing gender equality instruments generally, using EAW and NPA/SFE for Nepal as illustrative examples; (5) Preparation for fieldwork, including choice of sites for data collection and development of data collection tools; (6) Field survey, data collection and processing; (7) Analysis of data and information and calculation of unit costs for identified services and writing of the report;(8) Identification of gaps in the current financial and human resource provision for a number of identified services and recommendations in respect of these; and (9) Estimating the total demand for identified services for the country as a whole using the projected likely demand for such services, based on available information.

## 8.2 The costing framework

The framework developed for the costing draws on previous costing exercises, including those documented in the literature, but adapts the learning from previous exercises to the particular task at hand. A unit cost approach was adopted for the study. The unit cost is the cost incurred by the government or any supplier to produce, provide or deliver one unit of a particular product or service. Although the unit cost could refer to any supplier, our focus was primarily on government as a supplier of services.

The process of costing EAW and NPA/SFE in Nepal

In the case of Nepal the framework for costing EAW and NPA/SFE involved following specific steps:

Step 1: Identification of services required

Step 2: Identification of activities related to current government services under EAW and NPA/SFE

Step 3: Assessment of current level of activities and identification of gaps

Step 4: Estimation of costs

The services and activities to be costed within this framework for EAW and NPA/SFE were selected on the basis of the following three criteria. To be included, a service or activity had to meet all three criteria:

- Those services and activities where the costs were incurred by the government.
- Those activities which related to direct services to victims
- Activities which were recurrent and related to on-going operation, rather than setup costs (including, for example, construction of infrastructure and facilities).

Costing involved two kinds of services,

- Existing services and activities
- Services and activities not currently provided by government

Sources of data

The government budgets at the centre and actual expenditure of the district level government agencies along with interviews with the concerned officials both at the centre and in the districts comprised the main sources of information.

Step 5 Compilation of a composite model

The information collected during steps 2, 3 and 4 were put together in an Excel spread sheet that listed each of the services and its component activities, and provided estimates for two categories of cost, namely current unit cost and required cost per unit for each activity identified and listed.

The total cost for government of providing the full set of services to all potential beneficiaries could not be estimated as the projections for future number of beneficiaries were not available.

For arriving at the unit cost of services, all costs incurred under EVAW were grouped into three broad headings; a) material or direct cost, b) human resource cost, and c) overhead cost. The detailed information on each kind of cost is given in detail in chapter III.

- a) In the case of VAW instruments, material or direct cost associated with preventive activities are design cost (paid to consultants); costs of printing posters and pamphlets; making hoarding boards, jingles, TV programmes; food, lodging and snacks during training, workshops and orientations; tea and snacks during campaigns; transportation and tiffin cost associated with planning, meetings, etc. Similarly, material costs incurred in implementing the protective activities could include purchase of fuel during rescue, investigation and referrals; medical assistance including medicine, pathology and other examinations; lodging, food and clothing, and material cost associated with skills training; resource persons' fees; tea and snack during training; education of dependent children; income generation grants; referral and reintegration activities; and monitoring (development of monitoring formats, computer hardware and software, field visits, etc.). Grants to NGOs for prevention activities and cooperatives (community and district service centres) for rescue and rehabilitation were also considered as a direct cost. Similar costs incurred during prosecution were also calculated here.
- b) Human resource costs include the time of programme and administrative staff, doctors, other medical staff, psychosocial counsellors, etc. addressing the issues of VAW. These are generally regular paid staff of the relevant institutions. Therefore, this cost is arrived at by calculating the time staff spent (on an hourly basis) on related activities multiplied by the hourly salary and benefits the staff receive from that institution.
- c) Overhead costs associated with programme implementation include offices, for example rent for the office space (or equivalent amount for the space used), part of the utility charges, part of the salary of logistics staff proportional to the time devoted to this programme office, etc. However, if the agency was established exclusively for addressing VAW, then the utilities and rental cost would be considered a direct cost.

Finally the action plans and implementation experience of several countries in the Asia Pacific Region were reviewed so as to evaluate the sufficiency and insufficiency of the package of services provisioned in Nepal programmes.

## 8.3 Conclusions from environmental scan

### 8.3.1 The institutional setup

Nepal has all the laws, regulations and institutional setup necessary for implementing EVAW and NPA/SFE and many institutions have been assigned roles in the implementation of these action plans. Nonetheless, in reality only a few of them were found to be involved currently in the implementation of the action plans.

For example, only the MoWCSW, Ministry of Health-OCMCs, Ministry of Home Affairs- WCSCs, Appellate and District Courts, and District Legal Aid Committee - Nepal Bar were found to be involved in the implementation of EAW activities in the field. The research team was able to gather data on the current cost of service delivery by these institutions. This information shows that the central level offices of all these institutions mostly provide only preventive services and support the activities of their District and village level establishments.

MoWCSW is the pivot organization in the implementation of EAW/NPA. It coordinates the activities of all organizations related to EAW. It is directly involved in preventive activities such as organization of orientation and training (both conceptual and skills-based), workshops and seminars, campaigns, and dissemination of information through posters, pamphlets, radio and TV. It provides grant to grassroots level vigilant groups, and to cooperatives to operate community service centres and district service centres. These service centres look after the rescue, rehabilitation and reunion of the VAW survivors. In addition, a GBV fund has been established in the MoWCSW, which is used for skills-based training, livelihood support and reunion of survivors. Similarly, WCSCs are involved in rescue, FIR, and investigation of cases related VAW. The police force has developed a guideline for handling of cases of VAW and the cadres are orientated on the concept and implementation aspects of the EAW. Additionally, the Ministry of Health provides services through OCMCs which provide medical assistance to victims. This assistance is currently provided in 17 districts and/or zone hospitals. The judiciary process is handled by DLAC and the court. All these organization suffer from lack of resources.

Similarly, a number of institutions and mechanisms have been established to manage and oversee foreign employment. The Ministry of Labour and Foreign Employment is the apex body that oversees the overall employment situation, manages related training, and regulates labour relations, employment conditions and other labour-related aspects in the country. This includes foreign employment. A number of subsidiary institutions have been set up to regulate and manage foreign employment. These include the Department of Foreign Employment and the Foreign Employment Board. The Board manages the Foreign Employment Migrant's Fund and thus is responsible for rescue, rehabilitation and reintegration; awareness raising; compensation; training; and facilitating access to medical services for migrants and their families. For the welfare of the migrant workers, a Foreign Employment Welfare Fund has been established. There is a Foreign Employment Tribunal as well which deals with cases of foreign employment disputes. Finally there are attaches and counsellors stationed in the diplomatic mission of Nepal in countries with more than 5,000 migrant workers.

### **8.3.2 Current status of service delivery and related challenges - EAW**

All activities related to implementation of EAW have been categorized under three main headings for this analysis, e.g., a) Prevention – formulation of laws, policies, guidelines, protocols, etc., awareness raising through mass media, pamphlets, posters, etc., training and interactions; b) Protection – rescue, rehabilitation, reintegration, c) Prosecution – investigation and prosecution.

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### ***Box 8.1: Current status of service delivery***

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#### MoWCSW, Department of women and Children and WCOs

##### Preventive activities

- Formulation of laws, policies, regulations and protocols, etc.
- Mass awareness raising (posters, pamphlets, radio programmes)
- Training and workshops/interactions
- Formation, capacity building and supervision of the Vigilant groups at the grassroots level

##### Protective activities

##### *Through CSCs & DSCs operational in 17 districts*

- Rescue
- Lodging, clothing and food (normal 30 days, maximum 45 days, average stay 7 days)
- Psycho-social counselling
- Livelihood support (skills training and income-generating activities)
- Legal support (as necessary)
- Reintegration

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#### Ministry of Health –OCMCs

- Preventive activities such as training and orientation, policy and guidelines, protocol preparation, etc., are carried out by the Ministry from the centre.
- The OCMC's protective services include; physical check-up, first aid, medical and pathological investigations, psycho-social counselling, medical treatment, and referral services.

#### Women & Children Service Centre (Police)

##### *Operational in 75 districts*

- A total of 1,344 staff (officers + non-officers) positions
- 613 police officials are currently deputed to these posts
- Because of the large number of complaints GBV case handling gets only about six percent of the time of the staff
- Nepal police has developed a guideline for the handling of GBV cases
- Police personnel are trained on case handling at the time of job induction

##### *WCSCs- preventive activities*

- Public interaction
- Training for its cadre
- Public hearings
- Anti GBV day celebration

##### *WCSCs-protective activities*

- Rescue and transport to the police post
- Investigation
- Out of the court settlements
- FIR registration
- Referrals

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#### District Legal Aid Committee (DLAC)

##### *Operational in 19 district*

- Altogether, there are 19 OCMCs in the country, including one in Kathmandu, which provide medical treatment to GBV victims free of charge
  - Zone and district hospitals manage the OCMCs.
  - On the recommendation of the VDC, free legal aid is provided to GBV victims whose annual income is less than Rs 40,000
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Boxes 8.1a and 8.1b feature the current status of service delivery by the various institutions and challenges faced by them in the implementation of EAW. A major gap in the implementation of EAW seems to be the monitoring aspect which is very weak under all three major headings.

### ***Box 8.1a: Key Challenges***

#### COORDINATION

- Coordination in the implementation of the multi-sector action plans is a major challenge, which was clearly impacting on the implementation of both EAW and NPA/SFE as well .

#### WCSCs

- Inadequate budget allocation
- There is no direct provision of support for GBV programme in Nepal Police budget.
- There is no budget even for transport and temporary lodging or food for the GBV victims.
- At times the staff has to provide food and clothes to victims from their pockets.

#### DLAC

##### *Service Provider's perspective*

- While the victims need immediate support, the case usually takes a long time to prepare.
- There is only one staff member in the committee who is responsible for administrative matters as well as provision of legal aid to victims. It takes long time to prepare the legal documents for cases. It is difficult to prioritize the cases.
- DLAC suffers from inadequacy of financial resources.

##### *Victim's perspective*

- Poorer victims from remote VDCs can rarely approach DLAC due to lack of resources.
- Often the perpetrators are from a powerful elite group, and there is always a chance that the case is manipulated at the local level.
- VDC secretary is not always available .
- The case is generally settled in two to three years, and poor victims often drop the case in the middle due to the financial expenses involved as well as social pressure to let it go.
- People from remote VDCs are not aware of the services against GBV from the WCOs, WCSCs, service centres and DLAC.

The case studies show that most GBV survivors who had received services from these institutions were satisfied with the service providers. It seemed that once the survivors reached the SC all their expenses on health needs and legal fights were taken care of by the SCs. The main complaints seemed to be with the service components provided. For example, several of the women wanted assistance for children's education, which was not a component of the SC package. Complaints were also voiced about the long process involved in the approval of economic assistance for independent enterprise. Basically five institutions were mentioned by the GBV survivors as providing services: OCMCs, WCOs, SCs, WCSC, and court. Unfortunately, the research team had no access to those who were denied services. In almost all cases, family members from the maternal side were the ones who supported the GBV survivors emotionally and assisted them in exploring available services including access to justice.

Finally, a comparison of Nepal's service packages with those of several other countries in the region listed in Table 2.2 in Chapter 2 shows that they are more or less similar. The issue then narrows down to the efficiency and effectiveness of the delivery of services.

### *Box 8.2b: Key Challenges*

#### Service Centres

- The staff of Service Centres (CSs) are underpaid and demotivated.
- SC staff are not properly trained on handling victims of violence.
- Monitoring is a weak aspect in the whole programme.

#### OCMC services

- Ineffective referral system
- In some OCMCs, there is no separate psycho-social counsellor and no separate rooms for counselling.
- Some of the OCMCs had no psycho-social counsellor.
- There is no structured follow-up system.

### 8.3.3 **Current status of service delivery and challenges in costing NPA/SFE**

- The Department of Foreign Employment in the Ministry of Labor and Employment is the main agency responsible for the implementation of NPA/SFE. As in the case of EVAW, a number of other ministries have been identified as collaborating agencies. However, currently only those institutions created specifically for promoting safe foreign employment are involved in its implementation.
- Even though there are official data of the number of female labour migrants leaving the country with labour permits, there is no authentic record of how many of them have returned over the

years. Similarly, there is no authentic estimate of women migrating through illegal routes without official documents, for example via India and Bangladesh.

- The female labour migrant returnees who have been subjected to GBV in destination countries go to different shelter homes and sometimes return to their families without reporting. Data were available for only one shelter home (Pourakhi). Pourakhi provides emergency shelter exclusively to female labour migrant returnees who came to them for help.
- The activities mentioned in the NPA are not reflected strategically in the work plan of MoLE. The officials interviewed were not aware of the NPA/EVAW.
- The MoLE and FEPB were, however, involved in training when requested by the MoWCSW, deputing labour attachés to foreign embassies, running safe houses in the embassies, providing compensation for death and evacuating victims of fraud and violence, and bringing dead bodies to Nepal. They are also involved in rehabilitation. Costs for all these activities are borne by the FEPB.
- Since it is new and not fully introduced to the concerned stakeholders, it is too early to do a cost of the NPA/SFE based on the actual budget and/or expenditure. However, the objective related to gender was studied and progress is noted in the Annex (6.1).
- No information is available on the number of female labour migrants returning after enduring violence at the destination countries. It is only those who file cases at the Foreign Employment Tribunal (FET) or approach the Foreign Employment Promotion Board (FEPB) for compensation after injury that are recorded, including those who have died abroad.
- Female migrant returnees who have mental health problems can access free services at the OCMCs in those districts where they exist. This link is missing in the NPA/SFE.
- The NPA/SFE provides for financial support to the Service Centres and Rehabilitation Homes established by the government from the third year of its implementation. In reality, many NGO centres are already providing emergency services to needy returnees. Thus, the budget should be allocated from the first year.
- It is not feasible for female labour migrants to come to the capital to file cases. Even though free legal aid is available, the victim may not be able to bear the costs of food and lodging.
- Even though migrant women may have been trafficked, they tend not to see themselves as victims of trafficking. This is mostly due to the social stigma attached to trafficking and the lengthy time the court battles take in trafficking cases. This has resulted in underutilization of the funds for victims of trafficking.
- No expenditure is allocated to establish a separate facility (it could be a room) catering to the needs of women at the diplomatic missions in destination countries even though the NPA/SFE plans to develop a code of conduct to provide shelter to women there.
- A strong nexus between foreign employment and human trafficking exists, but this is not adequately emphasized in the NPA/SFE

### *Box 8.3: Key Challenges in costing NPA/SFE*

#### Safe foreign employment

- It is too early to conduct a costing of NPA/SFE as it was endorsed by Cabinet only on 10th August 2015 and most of the actors cited as responsible for the NPA do not have the NPA in hand.
- Some of the activities have an indefinite number of beneficiaries, and unit costing method cannot be applied to them. Moreover, the NPA has already estimated and allocated one-off lump sum expenditure required for them.
- Since the awareness-raising programmes do not quantify the number of programmes and the mode of transmission (such as radio, newspaper, television, hoarding board etc.), it is not possible to calculate the unit cost of those activities.
- In line with the Foreign Employment Act 2007, Labour Attachés and Labour Counsellors are deputed in eight countries. However, there is no record of how many people they serve each year. Thus, it was not possible to calculate the unit cost per GBV victim spent by the nation in the destination countries.
- Certain skills training such as on care-giving and foreign languages have been included

## 8.4 Process of arriving at unit cost - EVAW

- The activities addressing GBV have been grouped under three main headings in the costing i.e. a) prevention, b) protection, and c) prosecution.
- The cost of activities has been calculated on the basis of the financial outlays of the concerned government and non-government agencies on direct programmes and human resources involved in each programme. The cost for utilities could not be ascertained because of a dearth of information, so is not included in the unit cost.
- Unit costs of services have been arrived at by dividing the total cost of services in the seven survey district by the total number of beneficiaries. However, since the Act, policy making and mass awareness raising activities do not have a defined number of beneficiaries, the unit cost is not calculated for those activities. Nevertheless, unit cost of training is calculated.
- Since the central level organizations are mostly involved in preventive activities, only the total cost incurred by these agencies on preventive activities has been noted in the tables (see annex tables). The training component of the Department of Women and Children has, however, been calculated to arrive at a unit cost of training.
- The team could not find information either at the centre or at the district level on the expected number of future clients or additional financial resources needed to run the institutions in line with government guidelines or international standards. Historical data for projecting trends to arrive at likely number of future clients are available only for the police. The likely expenditure required for protective activities and prosecution for the next two/three years has been

estimated for the whole country on the basis of the unit cost recommended for this on the basis of field findings.

- The major challenges in the calculation of unit cost related to the dearth of data. The government and NGOs have expenditure data in their records. However the data were not available to the study team at the time of visit. Some data could be directly extracted from record files while some were based on interviews. Information on the overall budgetary allocations was made available by the accounts section of the respective offices, but the details on direct cost of services proved more difficult to access. The human resource costs (time and cost involvement) of the personnel related to relevant activities were derived from estimates provided by respondents during interviews. This approach was used, in particular, for offices which served a wider range of population needs in addition to GBV-related cases, for example the hospitals.

## 8.5 Findings on Unit Cost

### *EVAW*

- In the case of Nepal police, there is no direct programme cost allocated for either prevention or protection activities. However, since the police force has a direct bearing on social protection, the number of cases handled by the police is large at the national level. The complaints lodged with the police on GBV are increasing at a fast rate. WCSCs are involved in protection activities from FIR registration to the prosecution of victims.
- The majority of the GBV programmes are implemented through district government agencies. These offices are involved in both prevention and protection activities. Mass awareness, training and interactions are the main activities of WCOs, WCSCs at the district focus on prevention and rescue, rehabilitation and training.

Unit Cost of Service	
<b>EVAW implementing agencies</b>	<b>Unit cost of service</b>
WCO at the district level	@ Rs 2314
OCMCs at the district level	@ Rs 7195
WCSCs at central level	@ Rs 786
WCSCs at the district level	@ Rs 3098
DLAC at the district level	@ Rs 15033

- Except for training, the financial outlays on prevention programme are small across the districts and the agencies.
- The WCOs have organized GBV vigilance committees at the grassroots for prevention of GBV and protection of victims. These committees are active in more remote part of the districts, which are hard to reach for immediate response in the cases of domestic violence.
- There are community service centres and district service centres supported by the WCOs in 17 districts which provide temporary shelter, lodging and other support to GBV survivors. However, they have not been able to deliver the services envisaged in the service centre standard guidelines of the MoWCSW. Behavioural training for managers and other staff of the DSCs and VCs are limited by available resources as is the number of days during which survivors can stay. These seem to be the main constraints in delivery of quality services to the service seekers in line with the guidelines.
- District and zone hospitals are the other major actors against GBV at the district level. They are mainly involved in medical and psychological treatment of victims. Unit cost of services per OCMC as envisaged by the guidelines is about NRs. 729,000 for protective services while the district hospital's average expenditure for protection was found to be NRs. 971,365.
- Unit cost of each kind of service varies by districts, depending on the number of clients and other factors such as transport facilities, and prices of services and goods that have to be paid. The grant to district service centres varies from around NRs 650,000 to NRs. 1,000,000 in line with the cost of services. For example the per unit beneficiary cost of OCMC services varies from NRs 1,242 in Dang to NRs 5,662 in Makwanpur.
- The District Attorney General's office and the district courts are the main institutions which provide justice to the GBV survivors. After the FIR registration, a series of steps are involved in delivery of justice. The unit cost of investigation and prosecution for the institutions was found to be NRs 44,186 and NRs 15,033 respectively. The cost for the survivors was NRs. 9,839 during the investigation.
- Monitoring is one of the weakest parts of protection against GBV and needs to be strengthened from the central to the grass root levels.
- There is severe inadequacy in respect of training and orientation of staff of the shelter in gender- sensitive behaviour towards victims and conceptual clarification on women's rights.
- Among the twenty-six case studies, none show any dissatisfaction with the services of the service centres, OCMCs or the police (see chapter 4). Perhaps this was to be expected as the cases were referred by them.
- Almost all of the survivors mentioned the District Court where they had gone to seek justice. GBV survivors have to bear some expenses while availing the services. The most common cost items paid for were petition preparation (for court cases), transportation to and from court, and food and lodging during the court case. In some cases medication cost was involved and in two cases costs incurred for a dependent child was also named.

- GBV survivors who went to OCMCs did not have to cover any medical expenses either for the services or medicine. Thus, besides some minor expenses borne by the GBV survivors, the above-mentioned five institutions are covering survivors' major expenses.
- The VAW cases usually ends with the court verdict and not much efforts seems to have been made on reintegration of survivors into the society or the family.

***Box 8.4: Key Challenges in costing of VAW instruments***

1. *The most challenging part of costing exercises, as found in studies in other developing countries, was the limitation of data.*
  - (d) *The government and NGOs have the expenditure data in their records, however they are not compiled in a format that meets the needs of a costing exercise. Extracting the relevant data involves much effort on the part of both the research team and the authorities concerned. Staff who have their regular work to do cannot be expected to devote time to an outsider's request. An outsider who is not familiar with the accounting system of the institution cannot easily extract the necessary information.*
  - (e) *It is difficult to obtain permission from the relevant higher authorities to extract and make public unpublished internal data of the agencies.*
  - (f) **Most** *NGOs are reluctant to open up their files to outsiders or even refuse to provide any information on details of their expenditure. Special confidence building efforts are required.*

## 8.6 Recommendations

### EVAW

- Comparing current government expenditure on different activities of WCO with that of NGOs and based on the field findings (Table 5.7), an increment in per participant training expenditure is needed at the Ward/VDC level. For example, according to WCO officials, per participant spending on basic training at the VDC/Ward level is about Rs 1,000, which is not sufficient even for the resource persons' fee and the tea and snacks for the participant. In contrast, the district level per participant training cost has been set at Rs 6,000. Therefore, it is recommended that the spending on Ward/VDC level training be increased to Rs 1,500. Similarly, as there is little spending on mass awareness raising activities, it is recommended that this amount be increased, as shown in the table. Moreover, all the activities under protection need more resources as shown in the table above. For example the DSA of Rs. 300 and transport allowance of Rs 50 for survivors are not adequate for three meals a day. Similar inadequacy is observed in the norm for medical expense allocations to OCMCs. Currently, no cost is allocated for referral, yet referral involves costs of transportation which can be expensive and need to be provided for.
- Inadequacy of funds was reported by OCMCs, WCOs, WCSCs, DLACs and the service centre staff visited by the study team. According to the respondents, the WCOs were providing training and orientation at the VDC and district levels, but these activities alone were not enough to make the population of remote VDCs aware of GBV issues, legal remedies and available services. DLAC works inadequately, but it has only one lawyer assigned to GBV cases. He/she is responsible for administrative as well as legal matters. As a result, preparation of cases is delayed and there is a long pending list. As discussed in other chapters, WCSCs and OCMCs also need additional funding for more efficient and effective implementation of EVAW activities. Similarly, the team repeatedly was told in the field that the awareness-raising activities such as 16 day campaigns need to be organized at the VDC levels. Posters and hoarding boards need to be placed in many more places on roads in rural areas.
- The management information system in the concerned Ministries and district offices needs to be strengthened and computerized so that victim records and related expenses are available when necessary. This may require additional staff time, but will help to maintain victim and perpetrator information in proper order that subsequently helps in future selection of districts for intensive services and planning of EVAW new activities.
- 16 days of activism needs to be celebrated in the VDCs also not only at the district headquarters. Although it may need more resources, it is important since it will take the messages to the community and household level thereby orienting the possible victims on the types of violence, ways to avoid such situations, and at the same time preventing potential perpetrators from indulging in violence. This may require more efforts to collaborate with local institutions, CBOs, local CFUGs, mothers groups, etc.



**Table 8.1: Suggested additional activities and cost resources required for them**

S.N.	Inadequacies noted in the field that requires additional funding from the government	Fund required
1	Legal office needs an additional administrative staff member of gazette level five	Administrative staff Rs. 17,090 per month
2	OCMCs needs two staff nurse and one psycho-social counsellor	Staff nurse Rs. 19,970 per moth Psychosocial counsellor Rs. 22,180 per month
3	The mass awareness activities (radio programmes, posters and pamphlet, newspaper advertisements, etc.) by the WCOs need to be intensified and extended	Per district 135,000 per annum
4	The 16 days campaigns needs to be brought down to the village level instead of limiting it to district headquarters	Per VDCNRs 5000 per annum Per district Rs 10,000 per annum
5	WCSCs need separate funding for awareness (public hearings and anti GBV campaigns at the VDC level)  Protection activities (rescue and investigations)	Per VDC: Rs 10,000 per annum  Per victim NRs.2000
6	The service centres staff need more intensive training	Per service centre: as per the need at the rate suggested in table 5.7
7	The service centres needs a part-time counsellor	

Source: field survey 2015/2016

- Use of community radios, hoarding boards, posters needs to be intensified since people from most of the remote VDCs are unaware of the service of the government even in the 17 districts. At the same time training of vigilant committee members and orientations for community members needs to be more focused. This will help in prevention of GBV at the grassroots level.
- A toll-free telephone at the WCO office is essential for information dissemination and for rescue. Currently victims are unaware of how to approach the CSCs and DSCs and even if they have the knowledge, they may not have the resources to access the services. Toll-free telephones will help them to access protection service and the justice systems.
- The government needs to allocate budget to WCSCs for preventive and protective activities so that the WCSC personnel can improve the quality of service and also provide prompt rescue and safety to the victims. Temporary shelter homes needs to be constructed at the WCSCs to accommodate GBV victims during investigation so that the perpetrators do not have the opportunity to threaten them.
- The GBV fund distribution process needs to be simplified (only 32.8% is being currently utilized), as the fund is intended to help victims gain vocational as well as livelihood skills that help them achieve a dignified lifestyle and reintegrate in the society.
- The government should provide some amount for the welfare of the victims' dependents. In some cases education for victims and their children is also necessary.

- The political party leaders need to be oriented on the types of violence and methods of identifying and preventing them as their voice is more listened to in rural society.
- More intensified capacity enhancement training is a must for all concerned stakeholders. The SC management needs to be strengthened by providing organization development training as well. A part-time counsellor is a must in all the SCs.
- There are cases of re-victimization after reintegration of victims; therefore victims need to be placed under the observation of community organizations. Regular monitoring of the victim is necessary as it will discourage perpetrators from instigating violence repeatedly.
- The government needs to speed up the establishment of community service centres from the present 102 to 383 as envisaged in the EVAW/NPA within one year of its implementation.
- A monitoring unit is essential in WCOs to monitor the victims' condition and maintain information about GBV.
- Provision of transport and lodging should be made for the survivors where there are no SCs or the DSCs.
- Fast-track court and continuous hearing will help the victims to get justice timeously and with less cost.
- Based on the standard norms developed by the government and the field level findings of the study team, Excel-based software for WCOs and the OCMCs has been developed which will guide and support the organizations in arriving at the budget for different EGBV activities at a given date.
- The limitations on the number of days that a service seeker can stay in the service centres were cited as a major constraint by the service centre staff and key informants. An increase in this limit depending on the severity of the case should be considered, perhaps case by case, by the WCOs on special request.
- Insensitivity of the staff has been reported by the concerned NGOs as the main cause of survivors flooding NGOs with demand while in many places government facilities remain unused. Therefore, service providers at all levels need special training in handling VAW cases with sensitivity and care.
- The government should make more efforts to integrate survivors or find alternative ways such as providing long term rehabilitation facilities to them

#### NPA/SFE

- A briefing of the NPA/SFE for all actors cited as responsible in the NPA is needed.
- A system of expenditure records under the budget heading meant for foreign labour migrants at the diplomatic missions in the destination countries should be developed.
- The released budget and the expenditure should be maintained at Foreign Employment Promotion Board
- A record of beneficiaries served at the diplomatic missions should be maintained
- The budget allocations for NGOs should start from the first year of NPA/SFE implementation. Moreover, the support provided for by FEPB is only Rs. 5,000 per person whereas calculations

based on the expenditures of those organizations in this current study amount to Rs. 13,000 – Rs. 15,000 per person.

- The provision for free legal aid should go into effect in the first year of operation and should also cover transportation, food and lodging expenses so that more labour migrants can access justice.
- In addition to the eighteen districts supported by the SaMi project, there should be offices for safe foreign employment to provide information and file cases in all other districts.

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<sup>1</sup>The international experience has shown that, getting GBV related data is difficult, it has also been the experience in Bangladesh. Therefore, if primary data are not available to the study team, proxy data will be used for calculating the unit cost of GBV.

### *End notes*

<sup>2</sup> UN General Secretary's Report

<sup>3</sup>SAHAVAGI, DidiBahaini, FEDO and UNW, 2015

<sup>4</sup> Sample districts are Makwanpur, Baglung, Banke, Daang, Jumla, Siraha and Panchther. These sample districts were selected on the basis of high and low GBV reported cases and availability of OCMC centres. The final selection was made after the Advisory Committee's discussion and approval.

<sup>5</sup> AusAID, UN Women and Unite. (2013). Manual for Costing a Multidisciplinary Package of Response Services for Women and Girls subjected to violence

<sup>6</sup> UN Women, Unite and Australian Aid. (2013). The Costs of Violence – Understanding the Costs of Violence against Women and Girls and its Response: Selected Findings and Lessons Learned from Asia and the Pacific

<sup>7</sup>European Union, International Training Centre and UN Women. (2015 ). A Handbook on Costing Gender Equality

<sup>8</sup> UN Women, Unite and Australian Aid. (2013). The Costs of Violence – Understanding the Costs of Violence against Women and Girls and its Response: Selected Findings and Lessons Learned from Asia and the Pacific

<sup>9</sup> Ibid

<sup>10</sup> Ibid

<sup>11</sup> AusAID, UN Women and Unite. (2013). Manual for Costing a Multidisciplinary Package of Response Services for Women and Girls subjected to violence.

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<sup>12</sup> Australian Aid et al. (2013). Estimating the Costs of Domestic Violence Against Women

<sup>13</sup> AusAID, UN Women and Centre for Population and Policy Studies. Gadjah Mada University. (2012). Costing a Multidisciplinary Package of Response Services for Women and Girls Subjected to Violence: A Gender Budgeting Approach –Case Study of Indonesia

<sup>14</sup> UNFPA. (2015 ). Minimum Standards for Prevention and Response to Gender-Based Violence in Emergencies

<sup>15</sup> UN Women et al. (2015). Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines

<sup>16</sup> World Bank Group. (2014). Violence against Women and Girls: Lessons Learnt from South Asia

<sup>17</sup> European Union, International Training Centre and UN Women. (20 ). A Handbook on Costing Gender Equality

<sup>18</sup> Which have already been completed except for number 5

<sup>19</sup> Nepal is divided in five Development Regions, Eastern, Middle, Western, Mid-Western and Far- Western each of which is again divided in three etiological regions, thus giving 15 echo-development regions which roughly capture the ethnic and cultural variations in the population.

<sup>20</sup> Nepal has more than 100 Ethnic and caste groups, which are often classified under 10 or 11 major groups, as per their cultural affinity and the caste system (see Tamang and Gurung, 2014).

<sup>21</sup> Government of Nepal, Office of the Prime-Minister, 2010

<sup>22</sup> Government of Nepal, Ministry of Labour and Employment, 2015

<sup>23</sup> Developed by the team on the basis of EAW, 2010 and NPA/SFE, 2015, ( see Annex Tables A3 and A4 ) and in house knowledge

<sup>24</sup> The international experience has shown that, getting GBV related data is difficult, it has also been the experience in Bangladesh. Therefore, if primary data are not available to the study team, proxy data will be used for calculating the unit cost of GBV.

<sup>25</sup> Awareness raising cost can be calculated only for those activities in which target population is predetermined by Institutions.

<sup>26</sup> Crowell et al 1996; CRDC, 2002; Kishor et al 2004.

<sup>27</sup> SAHAVAGI, DIDIBAHINI and FEDO. (2015). Progress of Women in Nepal (1995 -2015) – Substantive Equality: Non-negotiable

<sup>28</sup> Ibid

<sup>29</sup> Ibid

<sup>30</sup> Interim Constitution of Nepal 2007

<sup>31</sup> Amending Some Nepal Acts to Maintain Gender Equality, 2063 (2006)

<sup>32</sup> Chhaya Jha, March 2015 Baseline Study for Women and Children Service Centres, Nepal Final Report, HURDEC, submitted to ADB

<sup>33</sup> District average represents average of the seven sample districts.

<sup>34</sup> Note:

- a) Projected female population of 15-49 is taken from Population Projection 2011-31, CBS
- b) Percent who experience physical violence was reported as 9.3% of the total female population (ages 15-49) in Table 14.1 of NDHS, 2011
- c) Female population who sought help from any source was reported as 22.9% of those who experienced physical violence (NDHS Table 14.16), although with improved services a higher percentage can be expected to seek help.
- d) For the projection of victim population by type of service seekers for OCMC and Police, the current actual values obtained from the various agencies for FY 2013/14 were used. In that year, 10,596 help seekers sought help from OCMCs and the Police reported 10,596 help seekers. The growth rate of help seekers for VAW cases at both agencies showed an annual increase of 20% in the previous years. That figure has been used for projection.
- e) Reportedly, 1.5% of help seekers had gone to a lawyer in 2011 (NDHS, Table 14.15). This percentage was used to calculate the number of help seekers for 2013/14. The ratio between the obtained figure and the number of help

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seekers reported by the Police for that year was 0.357. This ratio was applied to project the figures for the subsequent years.

f) The NDHS 2011 (Table 14.15) shows that among the victims who sought help from any source, 2.5% went to social organizations and 7.2% other sources. This figure has been used to derive further projections for these agencies.

<sup>35</sup>Ministry of Labour and Employment. (2014). Labor Migration for Employment: A Status Report for Nepal 2013/2014. Kathmandu: Government of Nepal

<sup>36</sup>Central Bureau of Statistics. 2011. Nepal Living Standards Survey: Highlights. Kathmandu: Government of Nepal

<sup>37</sup>New Spotlight News Magazine (2015). Foreign Employment: Fuzzy Future. Issue Name: Vol.08. Kathmandu, Nepal

<sup>38</sup>Government of Nepal, Ministry of Labor and Employment. (2014). Labor Migration for Employment: A Status Report for Nepal 2013/2014

<sup>39</sup><http://www.sasec.asia/uploads/publications/gender-safe-mobility.pdf>

<sup>40</sup>New Spotlight News Magazine (2015). Foreign Employment: Fuzzy Future. Issue Name: Vol.08. Kathmandu, Nepal

<sup>41</sup>Government of Nepal, Ministry of Labor and Employment. (2014). Labor Migration for Employment: A Status Report for Nepal 2013/2014

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<sup>50</sup>Ibid

<sup>51</sup>Ibid

<sup>52</sup>Ibid

<sup>53</sup>Ministry of Women, Children and Social Welfare. (2013) National Report 2013: Human Trafficking and Transportation Control. Kathmandu.

<sup>54</sup>Ibid

<sup>55</sup>Ibid

<sup>56</sup>See SAHAVAGI, DIDIBAHINI and FEDO, 2015

<sup>57</sup>Ibid

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